YOLO LOCAL AGENCY FORMATION COMMISSION

Special Meeting
AGENDA

June 30, 2022 - 9:00 a.m.

COMMISSIONERS
OLIN WOODS, CHAIR (PUBLIC MEMBER)
NORMA ALCALA, VICE CHAIR (CITY MEMBER)
WADE COWAN (CITY MEMBER)
GARY SANDY (COUNTY MEMBER)
DON SAYLOR (COUNTY MEMBER)

ALTERNATE COMMISSIONERS
ANGEL BARAJAS (COUNTY MEMBER)
RICHARD DELIBERTY (PUBLIC MEMBER)
GLORA PARTIDA (CITY MEMBER)

CHRISTINE CRAWFORD
EXECUTIVE OFFICER

ERIC MAY
COMMISSION COUNSEL

NOTE: Effective June 30, 2022, all meetings of the Yolo Local Agency Formation Commission (LAFCo) will be held in person in the Board of Supervisors chambers, located at 625 Court Street, Room 206, Woodland. While the Board chambers is open for public attendance, you are strongly encouraged to observe and listen to the meeting via ZOOM. Instructions for participating in the meeting by providing comments and testimony through ZOOM are set forth in the "Public Participation Instructions" on the final page of this agenda.

If you attend the Commission meeting in person, please maintain appropriate social distancing to the extent feasible (i.e., maintain a six-foot distance between yourself and other individuals). Face coverings are encouraged but not required for attendees.

NOTICE:

This agenda has been posted at least five (5) calendar days prior to the meeting in a location freely accessible to members of the public, in accordance with the Brown Act and the Cortese Knox Hertzberg Act. The public may subscribe to receive emailed agendas, notices and other updates by contacting staff at lafco@yolocounty.org.

All persons are invited to testify and submit written comments to the Commission. If you challenge a LAFCo action in court, you may be limited to issues raised at the public hearing or submitted as written comments prior to the close of the public hearing. If you wish to submit written material at the hearing, please supply 8 copies.

FPPC - Notice to All Parties and Participants in LAFCo Proceedings

All parties and participants on a matter to be heard by the Commission that have made campaign contributions totaling $250 or more to any Commissioner in the past 12 months must disclose this fact, either orally or in writing, for the official record as required by Government Code Section 84308.

Contributions and expenditures for political purposes related to any proposal or proceedings before LAFCo are subject to the reporting requirements of the Political Reform Act and the regulations of the Fair Political Practices Commission, and must be disclosed to the Commission prior to the hearing on the matter.

PLEASE NOTE - The numerical order of items on this agenda is for convenience of reference. Items may be taken out of order upon request of the Chair or Commission members.

CALL TO ORDER

1. Pledge of Allegiance

2. Roll Call

3. Public Comment: This is an opportunity for members of the public to address the Commission on subjects relating to LAFCo purview but not relative to items on this Agenda. The Commission reserves the right to impose a reasonable time limit on any topic or on any individual speaker.

OATH OF OFFICE

4. Gloria Partida, Davis (Alternate City Member)

CONSENT AGENDA

5. Renew authorization for remote (teleconference/videoconference) meetings pursuant to Assembly Bill 361 on the basis that (a) the COVID-19 pandemic state of emergency is ongoing, and (b) meeting in person would present imminent risks to the health or safety of attendees

6. Approve the LAFCo Meeting Minutes of May 26, 2022

PUBLIC HEARINGS

7. Consider approval of **Resolution 2022-07** adopting the Municipal Service Review (MSR) for the Fire Protection Agencies and approving a Sphere of Influence (SOI) Update for County Service Area (CSA) 9, East Davis Fire Protection District (FPD), and Springlake FPD (LAFCo No. 21-05)

EXECUTIVE OFFICER'S REPORT

8. A report by the Executive Officer on recent events relevant to the Commission and an update of staff activity for the month. The Commission or any individual Commissioner may request that action be taken on any item listed.

    a. 06.30.2022 Long Range Planning Calendar

    b. EO Activity Report - May 23 through June 24, 2022

    c. CALAFCO Board (County Member) Nominations

    d. CALAFCO Legislative Report

COMMISSIONER REPORTS

9. Action items and reports from members of the Commission, including announcements, questions to be referred to staff, future agenda items, and reports on meetings and information which would be of interest to the Commission or the public.

ADJOURNMENT

10. Adjourn to the next Regular LAFCo Meeting

I declare under penalty of perjury that the foregoing agenda was posted by 5:00 p.m. on Friday, June

24, 2022, at the following places:

- On the bulletin board outside the east entrance of the Erwin W. Meier County Administration Building, 625 Court Street, Woodland, CA; and,
- On the bulletin board outside the Board of Supervisors Chambers, 625 Court Street, Room 206, Woodland, CA: and,
- On the LAFCo website at: www.yololafco.org.

ATTEST:

Terri Tuck, Clerk
Yolo LAFCo

NOTICE

If requested, this agenda can be made available in appropriate alternative formats to persons with a disability, as required by Section 202 of the Americans with Disabilities Act of 1990 and the Federal Rules and Regulations adopted in implementation thereof. Persons seeking an alternative format should contact the Commission Clerk for further information. In addition, a person with a disability who requires a modification or accommodation, including auxiliary aids or services, in order to participate in a public meeting should contact the Commission Clerk as soon as possible and at least 24 hours prior to the meeting. The Commission Clerk may be reached at (530) 666-8048 or at the following address: Yolo LAFCo, 625 Court Street, Suite 107, Woodland, CA 95695

PUBLIC PARTICIPATION INSTRUCTIONS:

Effective June 30, 2022, all meetings of the Yolo Local Agency Formation Commission (LAFCo) will be held in person in the Board of Supervisors chambers, located at 625 Court Street, Woodland, Room 206. If you choose not to attend the Commission meeting in person but desire to follow the meeting remotely, make a general public comment, or comment on a specific item on the agenda, you may do so by:

1. Joining through ZOOM on your computer at https://yolocounty.zoom.us/j/86074085899, Webinar ID: 860 7408 5899, or participate by phone by calling 1-408-638-0968, Webinar ID: 860 7408 5899. Please note there is no participant code, you will just hit # again after the recording prompts you.

2. If you are joining the meeting via ZOOM and wish to make a comment on an item, press the "raise a hand" button. If you are joining the meeting by phone, press *9 to indicate a desire to make a comment. The moderator will call you by name or phone number when it is your turn to comment. Press *6 to unmute. The Commission reserves the right to impose a reasonable limit on time afforded to any topic or to any individual speaker.

3. If you wish to submit a written comment on a specific agenda item or on an item not on the agenda, please email the Commission Clerk at lafco@yolocounty.org or send to 625 Court Street, Suite 107, Woodland, CA 95695. Please include meeting date and item number. Please submit your comment by 3:00pm the day prior to the meeting, if possible, to provide the Commission a reasonable opportunity to review your comment in advance of the meeting. All written comments are distributed to the Commission, filed into the record, but will not be read aloud.

YOLO
LOCAL
AGENCY
FORMATION
COMMISSION

Consent 5.

LAFCO
Meeting Date: 06/30/2022

Information

SUBJECT
Renew authorization for remote (teleconference/videoconference) meetings pursuant to Assembly Bill 361 on the basis that (a) the COVID-19 pandemic state of emergency is ongoing, and (b) meeting in person would present imminent risks to the health or safety of attendees

RECOMMENDED ACTION
Renew authorization for remote (teleconference/videoconference) meetings pursuant to Assembly Bill 361 on the basis that (a) the COVID-19 pandemic state of emergency is ongoing, and (b) meeting in person would present imminent risks to the health or safety of attendees.

FISCAL IMPACT
None.

REASONS FOR RECOMMENDED ACTION
Through March 2022, the Commission relied on social distancing recommendations of the County Health Officer in adopting AB 361 findings. Currently, Dr. Sisson is strongly recommending indoor masking but is no longer recommending social distancing, and the Commission must therefore consider the "imminent risks" finding to continue meeting remotely. The recommended action is required by Assembly Bill 361 to continue meeting remotely during a declared state of emergency. The Commission has been meeting remotely pursuant to AB 361 since October 28, 2021. LAFCo will return to meeting in-person on June 30, 2022 with various measures to minimize in-person attendance by staff and provide options for continued public participation via ZOOM. Renewing the AB 361 findings is nonetheless appropriate and, if adopted, the findings will allow the Commission to continue to participate remotely if needed or desired.

AB 361 amended the Brown Act to add simplified procedures that make it easier to hold remote meetings during a state of emergency proclaimed by the Governor (a local emergency is insufficient). See Gov. Code § 54953(e). To meet remotely during a proclaimed emergency, the legislative body must find either of the following circumstances is present: (a) state or local officials continue to impose or recommend measures to promote social distancing; or (b) as a result of the declared emergency, the legislative body finds by majority vote that meeting in person would present imminent risks to the health or safety of attendees.

Continuing to authorize remote meetings pursuant to AB 361 does not require the Commission to meet remotely, it merely allows one or more Commissioners to do so. Staff hopes most or all Commissioners and staff will attend meetings in-person, and members of the public may choose to participate remotely for the sake of convenience. County staff has taken reasonable precautions in the Board Chambers such as adding HEPA air filtration to ensure filtration of air to remove viral particles, and staff believe that the minimal attendance of members of the public for LAFCo meetings will ensure that attendees can remain six feet apart to reduce the possibility of infection with the virus that cause COVID-19.

Attachments

No file(s) attached.

Form Review

Inbox	Reviewed By	Date
Christine Crawford	Christine Crawford	06/22/2022 11:28 AM
Form Started By: Terri Tuck		Started On: 06/10/2022 09:53 AM
Final Approval Date: 06/22/2022		

YOLO
LOCAL
AGENCY
FORMATION
COMMISSION

Consent 6.

LAFCO
Meeting Date: 06/30/2022

Information

SUBJECT
Approve the LAFCo Meeting Minutes of May 26, 2022

RECOMMENDED ACTION
Approve the LAFCo Meeting Minutes of May 26, 2022.

Attachments

ATT-LAFCo Minutes 05.26.22

Form Review

Form Started By: Terri Tuck
Started On: 06/10/2022 12:18 PM
Final Approval Date: 06/10/2022

YOLO LOCAL AGENCY FORMATION COMMISSION

MEETING MINUTES

May 26, 2022

The Yolo Local Agency Formation Commission met on the 26th day of May 2022, at 9:00 a.m. via teleconference. Voting members present were Chair and Public Member Olin Woods, County Members Don Saylor and Alternate (A) Angel Barajas, and City Members Norma Alcala and Wade Cowan. Voting members absent were Gary Sandy. Others present were Executive Officer Christine Crawford, Clerk Terri Tuck, and Counsel Eric May.

CALL TO ORDER

Chair Woods called the Meeting to order at 9:00 a.m.

Item № 1 Pledge

Angel Barajas led the Pledge of Allegiance.

Item № 2 Roll Call

PRESENT: Alcala, Barajas (A), Cowan, Saylor, Woods ABSENT: Sandy

Item № 3 Public Comments

None.

Item № 4 Oath of Office

City Member Wade Cowan was sworn in prior to the meeting. Alternate City Member Gloria Partida has not been sworn in.

CONSENT

Item № 5 Renew authorization for remote (teleconference/videoconference) meetings by finding, pursuant to Assembly Bill 361, that (a) the COVID-19 pandemic state of emergency is ongoing, and (b) meeting in person would present imminent risks to the health or safety of attendees

Item № 6 Approve the LAFCo Meeting Minutes of April 28, 2022

Item № 7 Correspondence

Minute Order 2022-16: The recommended actions were approved.

MOTION: Alcala SECOND: Barajas (A)
AYES: Alcala, Barajas (A), Cowan, Saylor, Woods
NOES: None

Public Hearing

Item № 8 **Consider approving Resolution 2022-03 adopting findings as a responsible agency for the subsequent environmental Impact report addendum and statement of overriding considerations pursuant to CEQA (California Environmental Quality Act) Guidelines Section 15096 and adopting Resolution 2022-04 to amend the City of Davis Sphere of Influence (SOI) for the Davis Innovation and Sustainability Campus (DiSC 2022) Project (LAFCo No. 22-02)**

After an overview report by staff, the Chair opened the Public Hearing. Speakers included Dan Ramos, the applicant; Matt Keasling, attorney for the project; Sherri Metzker City of Davis Principal Planner; and Dan Carson, Davis City Council. The Public Hearing was closed.

Minute Order 2022-17: The recommended action was approved, adopting **Resolution 2022-03** which adopts findings as a responsible agency for the subsequent environmental impact report addendum and statement of overriding considerations pursuant to CEQA, and adopting **Resolution 2022-04** amending the City of Davis SOI for the DiSC Project.

MOTION: Saylor SECOND: Alcala
AYES: Alcala, Barajas (A), Cowan, Saylor, Woods
NOES: None

Item № 9 **Consider adoption of the final LAFCo Budget for Fiscal Year 2022/23**

After an overview report by staff, the Chair opened the Public Hearing. There were no comments, and the Public Hearing was closed.

Minute Order 2022-18: The recommended action was approved, adopting the Final LAFCo Budget for Fiscal Year 2022/23 including $522,756 of total finance sources ($454,356 in revenue and $68,400 as use of fund balance) and $522,756 of total finance uses ($517,756 appropriated and $5,000 for reserves), as shown in Attachment A to the staff report.

MOTION: Saylor SECOND: Cowan
AYES: Alcala, Barajas (A), Cowan, Saylor, Woods
NOES: None

REGULAR

Item № 10 **Consider Resolution 2022-05 authorizing the City of Woodland to Provide Out of Agency Water and Sewer Services to the Yolo Cold Storage Project, APN 027-270-046 located on the northeast corner of West Street and I-5 off of County Road 19A (LAFCo No. 22-03)**

Minute Order 2022-19: The recommended action was approved, adopting **Resolution 2022-05** authorizing the City of Woodland to provide out of agency water and sewer services to the Yolo Cold Storage Facility Project (APN 027-270-046).

MOTION: Barajas (A) SECOND: Saylor

AYES: Alcala, Barajas (A), Cowan, Saylor, Woods
NOES: None

Item № 11 Executive Officer's Report

The Commission was given written reports of the Executive Officer's activities for the period of April 25 through March 20, 2022, and was verbally updated on recent events relevant to the Commission, including the Long Range Planning Calendar.

Staff commented that Tom Stallard expressed his appreciation for being on the Commission and his thanks for the resolution.

Staff noted on the Long Range Planning Calendar the regular meeting date of June twenty-third was changed to June thirtieth.

Staff stated that she had received a copy of a signed joint operations agreement (JOA) from the Dunnigan, Knights Landing, Yolo, and Zamora Fire Protection Districts.

Staff remarked that at Tuesday's Board of Supervisors meeting CAO staff gave a status update on the Yolo County Fire Protection Districts Long Term Sustainability Effort, a parallel process to LAFCos MSR.

After polling the Commission, it was agreed to return to in-person meetings, specifically, hybrid meetings, a combination of in-person and teleconferencing, starting with the June meeting. Staff is also working on a contract for videographer services with the same videographer the Board of Supervisors uses.

Item № 12 Commissioner Reports

There were no reports.

Item № 13 Adjournment

Minute Order 2022-20: By order of the Chair, the meeting was adjourned at 9:48 a.m.

Olin Woods, Chair
Local Agency Formation Commission
County of Yolo, State of California

ATTEST:

Terri Tuck
Clerk to the Commission

YOLO
LOCAL
AGENCY
FORMATION
COMMISSION

Yolo LAFCo
Collaboration for Better Government

Public Hearings 7.

LAFCO
Meeting Date: 06/30/2022

Information

SUBJECT

Consider approval of **Resolution 2022-07** adopting the Municipal Service Review (MSR) for the Fire Protection Agencies and approving a Sphere of Influence (SOI) Update for County Service Area (CSA) 9, East Davis Fire Protection District (FPD), and Springlake FPD (LAFCo No. 21-05)

RECOMMENDED ACTION

1. Open the Public Hearing to receive staff presentation and public comment on the Fire Protection Agencies MSR/SOI Update.
2. Close the Public Hearing.
3. Consider the information presented in the staff report and during the Public Hearing. Discuss and direct staff to make any necessary changes.
4. Approve Resolution 2022-07, adopting the MSR for the Fire Protection Agencies and approving the SOI Update for CSA 9, East Davis FPD, and Springlake FPD.

FISCAL IMPACT

No fiscal impact. The LAFCo budget included staff costs and GIS work to complete the MSR in-house.

REASONS FOR RECOMMENDED ACTION

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) is LAFCo's governing law and outlines the requirements for preparing periodic Municipal Service Reviews (MSRs) and Sphere of Influence (SOI) updates. MSRs and SOIs are tools created to empower LAFCo to satisfy its legislative charge of "discouraging urban sprawl, preserving open space and prime agricultural lands, efficiently providing government services, and encouraging the orderly formation and development of local agencies based upon local conditions and circumstances."

An MSR is conducted prior to, or in conjunction with, the update of an SOI. LAFCos are required to review an agency's SOI every five years. An MSR evaluates the structure and operations of agency services and includes a discussion of the capability and capacity of the agency to ensure the provision of municipal services to the existing service area and any future growth of the agency's boundaries. The SOI indicates the probable future physical boundaries and service area of an agency and lays the groundwork for potential future reorganizations. Yolo LAFCo staff utilizes a checklist format for MSRs that allows staff to streamline a consistent assessment of each agency's municipal services. Based on the findings of the MSR checklist, staff can recommend whether a SOI update is warranted.

BACKGROUND

Please see attached staff report. The agenda software cannot integrate the graphics and tables needed.

Attachments

ATT A-Staff Report for June 30, 2022-Fire Agencies MSR-SOI
ATT B-Resolution 2022-07 Adopting Fire Protection Agencies MSR-SOI
ATT C-Correspondence Received Through June 23, 2022

ATT D-Requested Changes and Corrections
ATT E-Fire Protection Agencies Draft MSR-SOI June 15, 2022

Form Review

Inbox	Reviewed By	Date
Christine Crawford (Originator)	Christine Crawford	06/24/2022 08:25 AM
Form Started By: Christine Crawford		Started On: 06/23/2022 02:25 PM
Final Approval Date: 06/24/2022		

SUBJECT

Consider approval of Resolution 2022-07 adopting the Municipal Service Review (MSR) for the Fire Protection Agencies and approving a Sphere of Influence (SOI) Update for County Service Area (CSA) 9, East Davis Fire Protection District (FPD), and Springlake FPD (LAFCo No. 21-05)

RECOMMENDED ACTION

1. Open the Public Hearing to receive staff presentation and public comment on the Fire Protection Agencies MSR/SOI Update.
2. Close the Public Hearing.
3. Consider the information presented in the staff report and during the Public Hearing. Discuss and direct staff to make any necessary changes.
4. Approve Resolution 2022-07, adopting the MSR for the Fire Protection Agencies and approving the SOI Update for CSA 9, East Davis FPD, and Springlake FPD.

FISCAL IMPACT

No fiscal impact. The LAFCo budget included staff costs and GIS work to complete the MSR in-house.

REASONS FOR RECOMMENDED ACTION

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) is LAFCo's governing law and outlines the requirements for preparing periodic Municipal Service Reviews (MSRs) and Sphere of Influence (SOI) updates. MSRs and SOIs are tools created to empower LAFCo to satisfy its legislative charge of "discouraging urban sprawl, preserving open space and prime agricultural lands, efficiently providing government services, and encouraging the orderly formation and development of local agencies based upon local conditions and circumstances."

An MSR is conducted prior to, or in conjunction with, the update of an SOI. LAFCos are required to review an agency's SOI every five years. An MSR evaluates the structure and operations of agency services and includes a discussion of the capability and capacity of the agency to ensure the provision of municipal services to the existing service area and any future growth of the agency's boundaries. The SOI indicates the probable future physical boundaries and service area of an agency and lays the groundwork for potential future reorganizations. Yolo LAFCo staff utilizes a checklist format for MSRs that allows staff to streamline a consistent assessment of each agency's municipal services. Based on the findings of the MSR checklist, staff can recommend whether a SOI update is warranted.

BACKGROUND

Statewide Fire Service Issues

Fire agencies in California are faced with considerable challenges, including securing adequate sustainable revenue, public reluctance to tax themselves to fund services, increased calls for service, demand on automatic/mutual aid, and loss of community volunteer base. The fire season has extended into nearly a year-round event. Agencies that have traditionally relied primarily on volunteers are especially challenged, as many see declines in volunteer ranks and diminished availability of volunteer firefighters.

Agencies are passing special assessments to support a growing trend of moving to paid staffing, and they are also increasingly looking at "scaling up" by reorganizing with neighboring agencies or entering into service contracts with other providers.

Local Fire Service Issues

In Yolo County, fire protection and rescue/emergency medical services (EMS) are provided in the unincorporated areas by 15 FPDs created from 1927 – 1974 and 1 CSA created in 1987 as a remnant from the City of West Sacramento incorporation. Currently, 11 of the FPDs provide services directly while the other 4 FPDs and CSA 9 contract with nearby cities for services.

The FPDs countywide (except for No Man's Land FPD) were originally established to operate with community-based volunteers. Over the decades, communities have changed affecting FPD personnel and services. FPD boundaries and governance has evolved over the decades with changing conditions as listed below.

Year	Consolidation/Significant Reorganization
1959	Dissolved Plainfield FPD and annexed into Springlake FPD
1970	Landowner petition to detach 57 acres from Elkhorn FPD and annex to Knights Landing FPD
1971	River Garden Farms FPD dissolved and annexed to Dunnigan and Knights Landing FPDs
1979	Clarksburg FPD extended to the Solano County line
1980	East Yolo FPD petition to annex 1,029 acres from Elkhorn FPD
1983	Consolidation of Bryte, Washington, and Westgate FPDs into East Yolo FPD
1987	East Yolo FPD dissolved for the City of West Sacramento incorporation

LAFCo is using the Municipal Service Review process to identify issues, maximize opportunities to gain efficiencies, and identify more effective service provision models.

For the FPDs that currently provide services themselves, LAFCo staff embarked on this MSR process with the assumption that level of service would be correlated to how much financial resources an FPD has, which turned out not necessarily to be the case. Some of the highest performing FPDs are performing adequately with less money. Instead, at the end of this process, staff's observation is that it appears FPDs with the strongest sense of community and volunteerism perform the best in terms of personnel/apparatus responding, and when volunteerism declines for numerous societal reasons, FPDs need to pay for the personnel required to provide service (either with full time employees or a "reserve program" comprised of volunteers that receive a minimal stipend per shift such as $75/day). And then funding to pay for adequate staff becomes an issue. In terms of long-term financial sustainability, all the FPDs that provide direct services also struggle to put aside enough funds to pay for station improvements and apparatus replacement.

As the tables below illustrate, performance is a complicated combination of the FPD's geography, concentration of population, the station coverage it can afford, and dispatch volume. Although some FPDs staffed with volunteers may have high numbers of personnel responding at a lower cost, response times can be longer.

FY 20/21 Rescue/EMS Incident Response (300 Series)

FPD	Total No. of Incidents	Avg. No. of Personnel	Avg. No. of Apparatus	Response Time Avg.	Core Revenue	Total Revenue	Est. Pop.	Station Coverage	Total Dispatch Numbers	Total Inside Jurisdiction	Total Outside Jurisdiction	Enroutes Missed Inside FPD	% Enroutes Missed Inside FPD
Clarksburg	96	5.82	2.59	8.86	$ 178,969	$ 185,488	1,260	On Call	268	250	18		
Yolo	120	4.40	1.65	7.43	$ 192,180	$ 273,598	970	Part Time	458	278	180		
Capay Valley	48	3.92	2.23	12.08	$ 214,901	$ 345,054	1,130	On Call	194	149	45	1	0.7%
Zamora	55	3.82	1.05	11.64	$ 157,907	$ 163,500	335	On Call	152	110	42	2	1.8%
Willow Oak	155	3.29	1.67	6.61	$ 453,387	$ 750,321	2,502	Full Time 24/7	554	382	172		
West Plainfield	67	3.10	2.07	6.70	$ 370,093	$ 436,438	752	Full Time 24/7	233	180	53		
Knights Landing	48	3.10	2.25	8.33	$ 119,981	$ 144,191	1,058	On Call	325	167	158	5	3.0%
Madison	103	2.91	1.73	7.98	$ 254,074	$ 325,805	962	Part Time	321	175	146		
Dunnigan	267	2.50	1.29	8.03	$ 209,196	$ 560,178	1,110	Full Time 24/7	551	498	53	2	0.4%
Esparto	317	2.37	1.68	5.52	$ 298,188	$ 378,394	3,122	Part Time	589	469	120	1	0.2%
Elkhorn	55	1.16	1.15	18.36	$ 111,853	$ 112,436	128	On Call	168	150	18	10	6.7%

Highlighted FPDs are not meeting min of 3 personnel

FY 20/21 Fire Incident Response (100 Series)

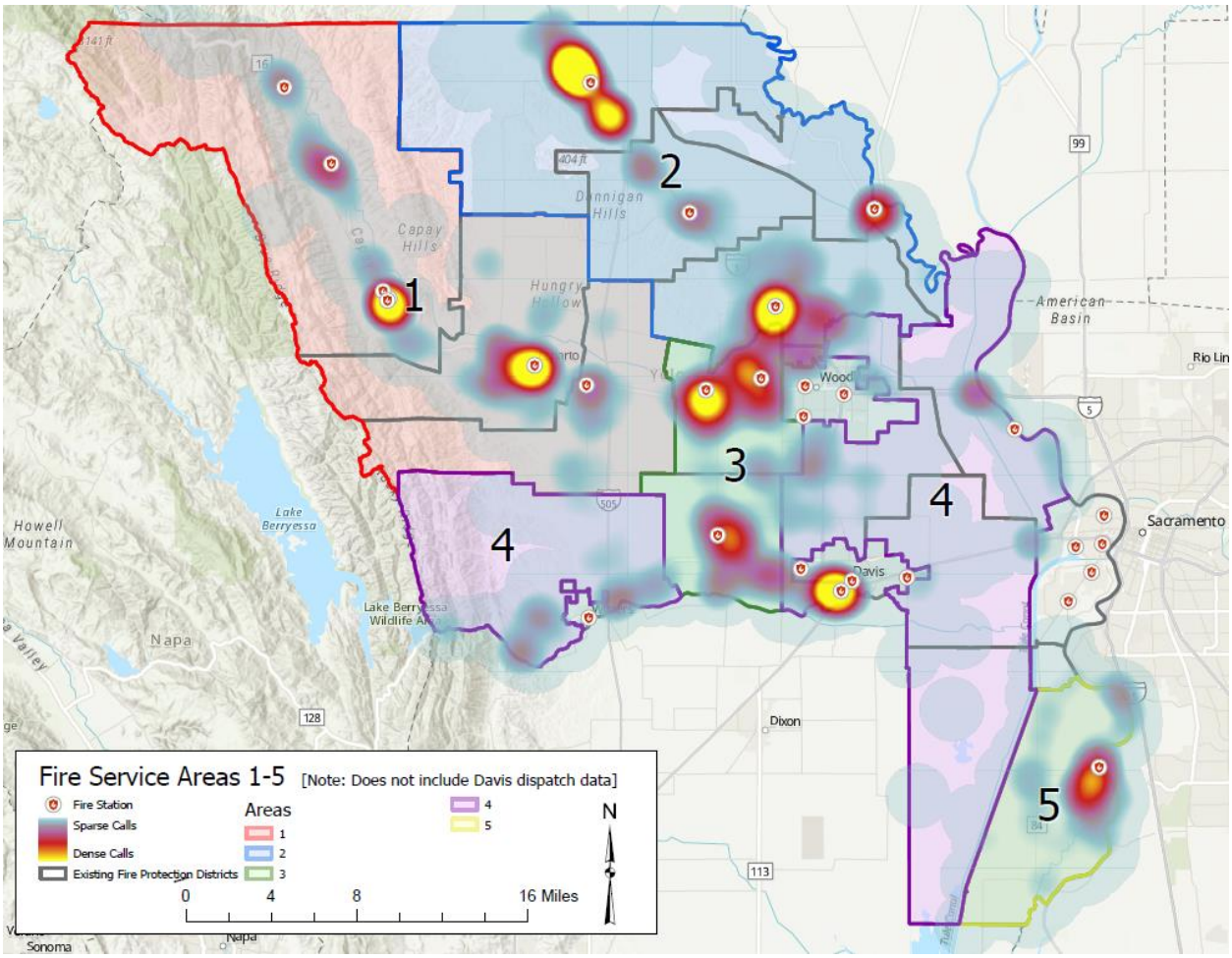
FPD	Total No. of Incidents	Avg. No. of Personnel	Avg. No. of Apparatus	Response Time Avg.	Core Revenue	Total Revenue	Est. Pop.	Station Coverage	Total Dispatch Numbers	Total Inside Jurisdiction	Total Outside Jurisdiction	Enroutes Missed Inside FPD	% Enroutes Missed Inside FPD
Capay Valley	16	7.31	3.56	13.86	$ 214,901	$ 345,054	1,130	On Call	194	149	45	1	0.7%
Clarksburg	31	6.52	3.26	11.98	$ 178,969	$ 185,488	1,260	On Call	268	250	18		
West Plainfield	20	4.50	3.30	7.86	$ 370,093	$ 436,438	752	Full Time 24/7	233	180	53		
Zamora	11	4.45	1.55	11.02	$ 157,907	$ 163,500	335	On Call	152	110	42	2	1.8%
Yolo	25	4.08	1.60	9.39	$ 192,180	$ 273,598	970	Part Time	458	278	180		
Esparto	30	4.07	2.23	10.24	$ 298,188	$ 378,394	3,122	Part Time	589	469	120	1	0.2%
Madison	29	3.97	2.31	10.59	$ 254,074	$ 325,805	962	Part Time	321	175	146		
Willow Oak	34	3.76	2.12	7.21	$ 453,387	$ 750,321	2,502	Full Time 24/7	554	382	172		
Knights Landing	22	3.05	2.50	9.22	$ 119,981	$ 144,191	1,058	On Call	325	167	158	5	3.0%
Dunnigan	100	2.61	1.49	9.24	$ 209,196	$ 560,178	1,110	Full Time 24/7	551	498	53	2	0.4%
Elkhorn	8	1.50	1.50	16.06	$ 111,853	$ 112,436	128	On Call	168	150	18	10	6.7%

Highlighted FPDs are not meeting min of 4 personnel

Governance and Shared Services Recommendations

At the March 31, 2022 LAFCo meeting, an MSR governance and shared services recommended strategy were previewed with commissioners and the public. The strategy organizes the FPDs into Areas 1 through 5 as shown in the map below.

Fire Service Areas 1-5



Scaling Up FPDs that Provide Direct Services

The MSR recommends the FPDs that provide direct services band together through Joint Operation Agreements (JOAs) as a "functional consolidation". This means, for operational and practical purposes, the FPDs are working together as one cohesive unit for greater efficiency and resiliency, but via agreement rather than a legal consolidation. Regional groups for JOAs are recommended as follows:

- Area 1: Capay Valley, Esparto, and Madison FPDs. Capay Valley and Esparto FPDs entered into a JOA in August 2021 which became a model for this MSR. Madison FPD is looking to join this JOA but hasn't signed on yet. Madison FPD has requested changes not supported by the JOA members.
- Area 2: Dunnigan, Knights Landing, Yolo, and Zamora FPDs. These 4 FPDs signed a JOA in May 2022.
- Area 3: West Plainfield and Willow Oak FPDs signed a JOA earlier this month in June 2022.

All of these FPDs should be acknowledged for working to implement LAFCo's recommendations so quickly (even before they are adopted). To ensure continued implementation of these JOAs, each of these FPDs have a recommendation that states:

> *"…FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response.* ***If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources****."*

This is an admittedly heavy-handed recommendation to ensure the FPDs join their respective JOA in good faith and continue to promote its goals ongoing or face potential LAFCo consolidation. LAFCo staff have heard concern that some FPDs may join a JOA only to comply with LAFCo recommendations but not have the intention to implement it fully. Staff has not seen that so far, but the additional language would cover this issue should things change.

Area 5 includes the Clarksburg FPD, and it doesn't make sense for it to be part of a JOA due to its geographic isolation. However, the District has consistently indicated it would like to participate in any shared efficiencies it can, such as pooled purchasing.

Elkhorn FPD is unable to provide adequate services and has redundant services provided by the cities of West Sacramento and Woodland via a 2015 auto aid agreement. Therefore, it is recommended Elkhorn FPD be dissolved and divided between the districts contracting with the two cities (Springlake FPD and CSA 9) and is, therefore, included in Area 4 below accordingly.

<u>Absorbing Elkhorn FPD and Reorganizing FPDs and CSA 9 that Provide Services via City Contract</u>

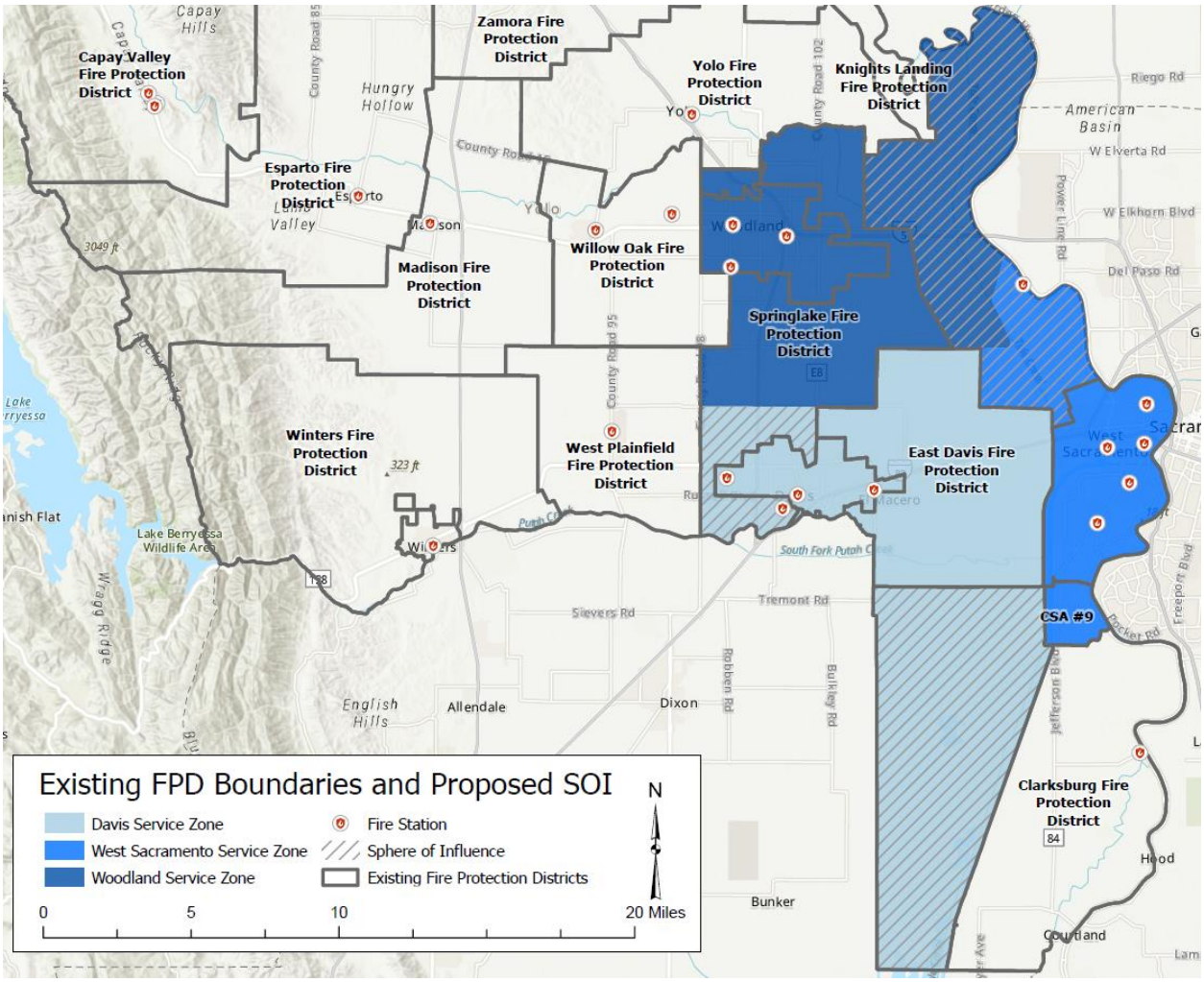
Assuming Elkhorn FPD cedes its services, there would be 6 districts served by 4 cities: CSA 9, East Davis FPD, Elkhorn FPD, No Man's Land FPD, Springlake FPD, and Winters FPD. At the March 31, 2022 LAFCo meeting, two different reorganization options were considered: (1) one FPD with four service zones for each city service area; or (2) four separate districts, one for each city service area. LAFCo directed staff to move forward with one separate district for each city service area, and therefore, recommendations and SOI Updates are included in each agency's study accordingly.

The map below illustrates the reorganization to implement this direction that would reorganize five districts into three districts that would align with each city's existing service area. The Winters FPD boundaries already align to the City of Winters service territory, so no change is needed. The SOI Updates for CSA 9, East Davis FPD, and Springlake FPD are included in each individual report and are illustrated below to show how they work together.

It is important to highlight that the districts that do not perform their own services are funding and contracting mechanisms for the Yolo County Board of Supervisors to provide these critical services to unincorporated residents, and fire commissioners serve at the pleasure of the Board of Supervisors to assist the County in this important work. It's also worth emphasizing that **reorganization would not change any existing service contracts or Proposition 218 assessments**. Existing contracts and assessments would be administered by the successor agency as applicable.

The MSR also recommends Yolo County streamline its contract FPDs to operate as pass-through agencies as much as possible. It should also seek to make the FPD-city contracts more consistent as the current terms for each are quite disparate.

Area 4 SOI Updates and Recommended Reorganization



Individual District Observations

Detailed review, determinations, and recommendations for each district are included in the MSR. The recommendations for each district are also consolidated and listed as an attachment to the resolution (Attachment A). A concise, high-level summary of staff's observations and analysis of each district by Areas 1-5 is provided below.

Area 1 FPDs (FY 20/21)

FPD		Area (ac)	Est. Residential Pop.	Total Dispatches	Dispatches Inside Jurisdiction	Core Revenue	Ending Fund Balance	ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with stipend	Volunteers
Capay Valley	D	110,345	1,130	194	149	$214,901	$1,220,126	8	On Call	1.5	0	17
Esparto	D	48,161	3,122	589	469	$298,188	$ 810,273	5/10	Regular Hours	2.5	6	21
Madison	I	42,325	962	321	175	$254,074	$ 493,678	5/10	Regular Hours	2.0	12	12

Capay Valley and Esparto FPDs entered into a JOA in August 2021 which became a model for this MSR. Madison FPD is looking to join this JOA but hasn't signed on yet. Madison FPD has requested changes not supported by the JOA members and is still being sorted out.

Capay Valley FPD achieves high personnel and apparatus response for its calls with an all-volunteer staff. Response time could be improved, however. The district has a relatively high fund balance but significant deferred maintenance on its stations and apparatus that exceed recommended lifespan. The FPD does not have a Proposition 218 assessment. Its fire commission and staff are stable and capable in its duties. Many of the recommendations are best practices reporting and policy related.

Esparto FPD has the 2nd highest call volume (FY 20/21 within its jurisdiction) and is experiencing significant population growth as Esparto is the only unincorporated community that can handle it with municipal services. Its population is expected to increase 26% with development in the pipeline but its portion of the property taxes received is low (3.9%) compared to the average of all the FPDs (6.2%), so property taxes may not be sufficient alone to support the FPD in serving increased demands. It has some full-time paid staff and will likely need more as population increases as it is struggling to get sufficient personnel on rescue/EMS calls. It has a Proposition 218 assessment, but it needs to be evaluated to see if it should be increased.

Madison FPD is performing very slightly below recommended personnel numbers on average (3.97 when the benchmark is 4 for fire calls and 2.91 when 3 is recommended for rescue/EMS calls) and has improved its response over the last three years. The 2016 MSR recommended consolidation with Esparto FPD and LAFCo staff agrees the Madison station is not needed for an adequate response (and 24/7 coverage could be achieved if personnel were used more efficiently). However, if the FPD joins the JOA as recommended and functionally consolidates, similar goals could be achieved without legal consolidation.

Area 2 FPDs (FY 20/21)

FPD		Area (ac)	Est. Residential Pop.	Total Dispatches	Dispatches Inside Jurisdiction	Core Revenue	Ending Fund Balance	ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with stipend	Volunteers
Dunnigan	D	70,351	1,110	551	498	$ 209,196	$ 514,613	NP	Full Time 24/7	0	22	2
Knights Landing	D	23,692	1,058	325	167	$ 119,981	$ 381,193	5/5Y	On Call	0	0	13
Yolo	I	33,584	970	458	278	$ 192,180	$ 241,560	4/4Y	Regular Hours	1.0	0	21
Zamora	I	33,709	335	152	110	$ 157,907	$ 648,080	8b/10	On Call	0	0	13

The Area 2 FPDs signed a JOA in May 2022. As compared to other areas, Area 2 FPDs have lower core revenues, only one full-time paid personnel among all four of them, and relatively high call volume. Both Dunnigan and Knights Landing FPDs have a significant portion of their territory identified as income disadvantaged.

Dunnigan FPD is having a remarkable turnaround since the March 31, 2022 meeting. It hired an Acting Chief who is getting on top of issues and working well with other chiefs in the area. However, there are challenging structural problems that will take years to address. Dunnigan FPD has the highest call volume of all the FPDs (FY 20/21 inside jurisdiction calls, not including mutual aid), yet is responding with volunteer staff (stipended in some cases) and has no full-time paid staff like other FPDs with high call volume. District revenues are relatively low, and it has made

ends meet in the past by sending resources out of the area for CAL FIRE strike team revenue, but this funding is not reliable. The District does not have a Proposition 218 assessment and fire commissioners have expressed concern that an assessment would not pass. A large portion of the FPD territory is disadvantaged. The District probably needs to hire full time staff, and address critical station improvements (i.e., well/septic failures, new bay doors, hazardous materials handling, etc.). The new Chief is mending relationships with the fire commission and other chiefs in the region and things are moving in a positive direction.

Knights Landing FPD's core revenue is very low and it has been burdened with a significant number of mutual aid calls from Robbins FPD in Sutter County. It is doing a remarkable job responding to calls (meeting guidelines for rescue/EMS calls and 1 personnel short on average for fire calls) considering how low its revenue is. The FPD likely needs to hire full-time staff and create a reserve program. It also has needed station improvements, some deferred maintenance, and apparatus over the recommended lifespan. It has an assessment and the County's study underway will evaluate it to see if it can be increased, but Knights Landing is a disadvantaged community. The FPD fire commission and staff are stable and capable, but volunteer burn out is a concern.

Yolo FPD exceeds standards for incident response, but its data is incomplete, and the District is taking steps to resolve its issues with reporting. Its fund balance is relatively low to keep up with its Capital Asset Replacement Plan and replacing apparatus within recommended lifespan. The District should consider increasing Yolo FPD's special assessment to provide funding for staffing and apparatus/equipment needs. LAFCo acknowledges Yolo FPD for taking a leadership role with the Area 2 JOA despite its initial hesitation.

Zamora FPD is exceeding performance standards for an adequate personnel/apparatus response. Its call volume is the lowest of the FPDs countywide that provide direct services. The District needs to create a Capital Improvement Plan (CIP) and fund the program, increasing its special assessment if needed. The current assessment has not increased since 1993. The FPD also needs to improve its training, testing, and incident reporting, which is anticipated to occur with MSR recommendations and the structure of the JOA.

Area 3 FPDs (FY 20/21)

FPD		Area (ac)	Est. Residential Pop.	Total Dispatches	Dispatches Inside Jurisdiction	Core Revenue	Ending Fund Balance	ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with stipend	Volunteers
West Plainfield	D	21,221	752	233	180	$370,093	$ 385,631	3/3Y	Full Time 24/7	3.75	3	19
Willow Oak	D	21,546	2,502	554	382	$453,387	$ 865,485	3/3Y	Full Time 24/7	4.0	15	16

These FPDs signed a JOA earlier this month in June 2022. Recommendations for both districts suggest considering a merger with the Area 1 JOA in the 3 to 5-year timeframe.

West Plainfield FPD provides adequate service and is operating in the black. However, it is transitioning to 24/7 staffing but doesn't appear able to afford it as its fund balance is low and trending in a negative direction. The District does not have an assessment and really needs one. The District is providing good service performance but needs to focus on long term CIP and financial planning.

Willow Oak FPD is providing adequate response for rescue/EMS calls but is slightly below recommended personnel response to fire calls (3.76 average, below the recommended 4 personnel). The FPD has received a significant amount of revenue from CAL FIRE strike teams which cannot be relied upon as stable revenue. The FPD should review its assessment to see if it needs to be increased.

Area 4 FPDs (FY 20/21)

FPD		Area (ac)	Est. Residential Pop.	Total Dispatches	Dispatches Inside Jurisdiction	Core Revenue	Ending Fund Balance	ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with stipend	Volunteers
East Davis	D	29,143	2,075	297	297	$ 824,863	$ 1,432,155	NA (City)	City Contract	NA	NA	NA
Elkhorn	I	30,703	128	168	150	$ 111,853	$ 365,374	NR	On Call	0	0	10
No Mans Land	D	35,639	82	15	15	$ 26,896	$ 2,879	NA (City)	City Contract	NA	NA	NA
Springlake	D	32,545	6,587	240	240	$ 556,024	$ -	NA (City)	City Contract	NA	NA	NA
Winters	D	50,528	1,015	301	301	$ 375,948	$ 500,005	NA (City)	City Contract	NA	NA	NA

The priority for Area 4 is to absorb the Elkhorn FPD territory and reorganize the districts to achieve one district for each city service area. Elkhorn and No Man's Land FPDs are recommended to be dissolved and their territory annexed into other districts.

East Davis FPD is financially sound. The MSR recommendations envision the East Davis FPD as a key partner in addressing the Area 4 regional solution. However, the FPD fire commission strongly objects to taking in any additional territory also served by the City of Davis. It is anticipated the Board of Supervisors, as the ultimate governing body of the three districts around Davis, will weigh the community benefits with the potential burdens to the districts in evaluating the MSR's recommendations as the fire commissioners serve at the pleasure of the Board of Supervisors. There's also a difference of opinion regarding the FPD's sizable fund balance. The fire commission appears very attached to its fund balance as security in case the City ever closed the local fire station. However, staff suggests even in the unlikely event the City closed this station after 56 years of continuous service, the FPD cannot just subsidize the City to keep the station open or bridge services somehow, and there may be better ways to reduce this risk. The FPD has repeatedly asked to be left out of this MSR (see correspondence in Attachment B). However as mentioned earlier, the East Davis FPD is a necessary part of the Area 4 regional solution.

Elkhorn FPD has struggled to provide adequate services for years and the 2016 MSR recommended it become a contract district, which was not implemented. The FPD currently has 10 volunteers and is working on recruiting more. It does not have a town as a community base and it estimates the population of the district is 80-90 people. In FY 20/21 it had 55 rescue/EMS calls and 8 fire calls. The FPD acknowledges it is unable to respond to accidents on I-5 safely, also struggles with calls on Old River Road, and is willing to cede these services. Most of these accidents are not FPD residents and are being generated by increased traffic through the District. The FPD would prefer to detach I-5 and Old River Road calls and let the cities of West Sacramento and Woodland handle them, but wants to maintain the FPD for its fire calls and not dissolve. However, staff recommends this is not an efficient use of resources to maintain an FPD for only 8 fire calls per year and the FPD has not responded with sufficient personnel/apparatus in a timely manner. Therefore, staff recommends this is not a viable long-term solution and Elkhorn FPD should, unfortunately, be dissolved. The FPD has done what it can, but the number and difficulty of the calls has increased over the years and it's time for agency services to evolve accordingly.

No Man's Land FPD is operating at a slight deficit, mostly because the City of Davis staff have not been billing tax exempt parcels for its assessment for years, which was discovered through this MSR process. The reason No Man's Land FPD was originally formed in 1974 was because at the time, the City of Davis was unwilling to provide services and instead were provided by the City of Dixon. But services changed to the City of Davis after a trial period in 1997, so the reason for a separate FPD no longer exists. Therefore, LAFCo recommends the No Man's Land FPD be dissolved and annexed into East Davis FPD commensurate with the goal of one district for each city service area.

Springlake FPD is also a key district in addressing the Elkhorn FPD issues and is willing to annex a majority portion of this territory. Its existing territory is currently served by three different providers: the cities of Davis and Woodland, and UC Davis. And its territory is also dispatched by two agencies: The City of Davis and YECA. Therefore, a boundary cleanup to align with existing services would be beneficial. LAFCo staff recommends its FPD-city contract as a model because it is very streamlined as a pass-through district, meaning revenue collected is simply passed through to the cities and UC Davis for services. The County's Proposition 218 study will evaluate whether assessments are sufficient and consider increasing them if needed. The MSR's recommended reorganization would streamline Springlake FPD and create more accountability to consolidate all the territory served by the City of Woodland under one FPD and detach the portion served by the City of Davis and UC Davis.

Winters FPD contracts with the City of Winters for services and FPD boundaries are already aligned with the City service area, so no boundary changes are needed. The City of Winters reports struggling with sufficient staffing and the FPD should support an assessment to fund needed services as it does not have one. The MSR recommends the contract and the relationship between the FPD and City be more streamlined as a pass through of funding as possible (considering CALPERS pension obligations). The current contract is overly complicated and very labor intensive to create unique data to implement the funding formula. It does have good provisions, however, for providing a station and apparatus in the unlikely event services were ever terminated that may be a model for other FPD-city contracts.

CSA 9 is a pass-through district created as a remnant of the City of West Sacramento incorporation. The MSR recommends CSA 9 annex the portion of the Elkhorn FPD served by the City of West Sacramento in the 2015 auto-aid agreement. The District would serve as the financial mechanism for the City of West Sacramento to provide services.

Area 5 FPD (FY 20/21)

FPD		Area (ac)	Est. Residential Pop.	Total Dispatches	Dispatches Inside Jurisdiction	Core Revenue	Ending Fund Balance	ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with stipend	Volunteers
Clarksburg	I	34,665	1,260	268	250	$178,969	$ 853,612	5/8	On Call	0	0	20

Clarksburg FPD also achieves high personnel and apparatus response for its calls with an all-volunteer staff. The District has recently invested in station improvements. The FPD's primary issue is being able to fund replacement apparatus within recommended service life. Its Proposition 218 assessment has not been updated since 1993.

AGENCY/PUBLIC INVOLVEMENT

While conducting this MSR, the LAFCo Executive Officer met with either representatives of, or the entire, FPD board of directors/fire commissions 30 or more times. A notice of availability of the Draft MSR/SOI and public hearing was published in the Davis Enterprise and Woodland Democrat 21 days in advance.

Each district was provided an opportunity to review and comment on the administrative draft report before it was made public. When the June 15, 2022 Public Review Draft MSR/SOI was posted online two weeks before the hearing, staff asked the FPDs to double check the apparatus lists and other changes since the administrative draft.

Feedback has generally been that MSR recommendations are reasonable for the most part, or staff has heard nothing. There's been some frustration expressed about late changes to how response times were measured, which is due to LAFCo staff misunderstanding. The change is intended to establish a recommended guideline in the absence of one (but difficult at best for the

more rural districts to achieve). In the end, response times are provided in the MSR as information only.

Overall, few changes have been requested to the MSR/SOI since the June 15, 2022 Public Review Draft, so changes are shown as one slip sheet for a clarification to the Knights Landing FPD agency overview under Attachment C. This attachment also includes responses to many changes requested by the East Davis FPD on its administrative draft that were not included with a detailed explanation. Edits to the MSR/SOI have been formatted in added text and ~~deleted text~~ so it is clear what has changed as compared to the Public Review Draft. Any changes will be incorporated into the final adopted MSR/SOI.

Staff would like to acknowledge the dedication of the Yolo County Firefighters Association (YCFA) MSR Subcommittee for its invaluable technical expertise throughout this MSR and process. The individuals who volunteered are listed and acknowledged in the MSR. Staff has heard some FPD criticism that the MSR Subcommittee didn't communicate back to the YCFA adequately regarding updates, standards and guidelines decided upon. However, the Subcommittee volunteered considerable time and felt empowered by YCFA to make these decisions on behalf of the chiefs group. No MSR process can be expected to be perfectly smooth and the standards and guidelines didn't change the outcome of the MSR to a significant degree. For the next MSR cycle, LAFCo and YCFA should make sure expectations are better clarified.

FPD Objections

There are objections from two FPDs as already discussed:

- The Elkhorn FPD is opposed to the recommendation that it be dissolved; and
- The East Davis FPD is opposed to the recommendation it annex additional territory also served by the City of Davis.

Correspondence Received

1. Bill Weisgerber, Chair, East Davis FPD dated June 8, 2022 expressing strong concerns about the MSR recommendations and asking LAFCo not to approve them "as these extreme measures are potentially detrimental or even harmful to the residents" of the East Davis FPD.
2. Tom Stallard, Councilmember, City of Woodland dated June 23, 2022 expressing the need to resolve the Elkhorn FPD situation and strongly recommending LAFCo adopt all MSR recommendations.

Any additional correspondence received after this report will be provided to the Commission in a supplemental packet.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

The proposed Municipal Service Review and Sphere of Influence Update is exempt from the California Environmental Quality Act (CEQA) pursuant to Sections 15061(b)(3) and Section 15320 of the California Code of Regulations, Title 14, Division 6, Chapter 3 (State CEQA Guidelines). CEQA requires analysis of agency approvals of discretionary "projects." A "project," under CEQA, is defined as "the whole of an action, which has a potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment." Section 15061 (b)(3) of the CEQA Guidelines describes the General Rule that CEQA only applies to projects which "have the potential for causing a significant effect on the environment; 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 activity is not subject to CEQA." Section 15320 is a Categorical Exemption for reorganization of local governmental agencies that do not change the geographical area in which previously existing powers are exercised.

Approval of the Municipal Service Review and Sphere of Influence Update, and the district reorganization that might follow, do not approve any development project. No physical construction or activity is contemplated as a result of this action. The Sphere of Influence Update does not change the geographical area in which fire protection services are exercised. The project, therefore, will not have the potential to result in individual or cumulative significant effects on the environment. Furthermore, no special circumstances exist that would create a reasonable possibility that approving the Municipal Service Review and Sphere of Influence Update would have a significant effect on the environment. Therefore, the project is exempt from CEQA and no further environmental review is necessary.

YOLO LOCAL AGENCY FORMATION COMMISSION
Resolution № 2022-07

Adopting the Municipal Service Review (MSR) for the Fire Protection Agencies and the Sphere of Influence Update for County Service Area 9, East Davis Fire Protection District, and Springlake Fire Protection District
(LAFCo No. 21-05)

WHEREAS, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 governs the organization and reorganization of cities and special districts by local agency formation commissions established in each county, as defined and specified in Government Code Sections 56000 et seq. (unless otherwise indicated all statutory references are to the Government Code); and,

WHEREAS, Section 56425 et seq. provides that the local agency formation commission in each county shall develop and determine the sphere of influence of each local governmental agency within the county, and enact policies designed to promote the logical and orderly development of areas within the spheres of influence, as more fully specified in Sections 56425 et seq.; and,

WHEREAS, Section 56430 requires that local agency formation commissions conduct a municipal service review prior to, or in conjunction with, consideration of actions to establish or update a sphere of influence in accordance with Sections 56076 and 56425; and,

WHEREAS, beginning in 2021, the Yolo Local Agency Formation Commission (LAFCo) has been conducting a review of the municipal services and Spheres of Influences for the Fire Protection Agencies comprised of County Service Area (CSA) 9 and 15 Fire Protection Districts (FPDs); and,

WHEREAS, the Yolo County Firefighters Association appointed a subcommittee of FPD chiefs to work with LAFCo on gathering information, establishing performance criteria, and conducting its Municipal Service Review; and

WHEREAS, at the December 9, 2021 LAFCo meeting, LAFCo reviewed information gathered to date on the 15 FPDs; and,

WHEREAS, the Executive Officer met with representatives of the FPD boards of directors and fire commissions 30 times over the course of conducting this Municipal Service Review; and,

WHEREAS, at the March 31, 2022 LAFCo meeting, LAFCo reviewed and provided direction on the draft governance recommendations included in the administrative draft Municipal Service Review; and,

WHEREAS, based on the results of the Municipal Service Review, staff has determined that a Sphere of Influence Update is needed for CSA 9, East Davis FPD, and Springlake FPD to implement accountability, structure, and efficiencies recommendations; and,

WHEREAS, staff has reviewed the Municipal Service Review pursuant to the California Environmental Quality Act (CEQA) and determined that the proposed Municipal Service Review and Sphere of Influence is exempt from CEQA pursuant to Section 15061 (b)(3) and Section 15320 of the State CEQA Guidelines. CEQA Guidelines section 15061(b)(3) sets forth the general rule exemption, which provides that CEQA only applies to projects which “have the potential for causing a significant effect on the environment.” Section 15320 is a Categorical Exemption for

reorganization of local governmental agencies where the changes do not change the geographical area in which previously existing powers are exercised. 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 activity is not subject to CEQA"; and,

WHEREAS, the Executive Officer set a public hearing on June 30, 2022 for consideration of the draft Municipal Service Review and caused notice thereof to be posted and published at the times and in the manner required by law at least twenty-one (21) days in advance of the date; and,

WHEREAS, on June 30, 2022, the draft Municipal Service Review was heard before LAFCo, at the time and place specified in the Notice of Public Hearing; and,

WHEREAS, at said hearing, LAFCo reviewed and considered the draft Municipal Service Review and Sphere of Influence Update, and the Executive Officer's Report and Recommendations; each of the policies, priorities, and factors set forth in Government Code Sections Section 56425(e) and 56430 et seq.; LAFCo's Guidelines and Methodology for the Preparation and Determination of Municipal Service Reviews and Spheres of Influences; and all other matters presented as prescribed by law; and,

WHEREAS, at that time, an opportunity was given to all interested persons, organizations, and agencies to present oral or written testimony and other information concerning the proposal and all related matters; and,

WHEREAS, LAFCo received, heard, discussed, and considered all oral and written testimony related to the sphere update, including but not limited to protests and objections, the Executive Officer's report and recommendations, the environmental determinations, and the Municipal Service Review.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED, AND ORDERED that the Yolo Local Agency Formation Commission hereby:

1. Finds the proposed Municipal Service Review and Sphere of Influence Update exempt from the California Environmental Quality Act (CEQA) pursuant to the California Code of Regulations, Title 14, Division 6, Chapter 3 (State CEQA Guidelines) Section 15061(b)(3) and Section 15320; and,

2. Adopts Resolution 2022-07 approving the Municipal Service Review for the Fire Protection Agencies and approving a Sphere of Influence Update for CSA 9, East Davis FPD, and Springlake FPD as set forth in Exhibit A, attached hereto and incorporated herein by this reference, subject to the following findings and recommendations for each agency set forth in Exhibit B.

FINDINGS

1. Finding: Approval of the Municipal Service Review and Sphere of Influence Update is consistent with all applicable state laws and local LAFCo policies.

   Evidence: The project was prepared consistent with the requirements in the Cortese-Knox-Hertzberg Act for a Municipal Service Review and Sphere of Influence Update and all applicable Yolo LAFCo policies and adopted Standards for Evaluation. The Municipal Service Review includes written determinations for each district as required by Section 56430. The

Sphere of Influence Updates include written statements for each applicable district as required by Section 56425(e). The new Sphere of Influence for CSA 9, East Davis FPD, and Springlake FPD supports the MSR recommendations to align these district boundaries with city service areas, strengthening community identities and increasing efficiencies. Changes in fire protection agency Spheres of Influence will not affect agricultural land or be growth inducing. The MSR evaluated the existing services and the need for fire protection services in each community and recommended reorganization where appropriate as indicated in the MSR.

2. Finding: The proposed Municipal Service Review and Sphere of Influence Update is exempt from the California Environmental Quality Act (CEQA) pursuant to Sections 15061(b)(3) and Section 15320 of the California Code of Regulations, Title 14, Division 6, Chapter 3 (State CEQA Guidelines).

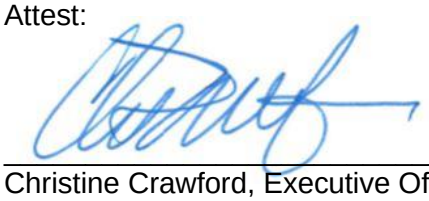
   Evidence: CEQA requires analysis of agency approvals of discretionary "projects." A "project," under CEQA, is defined as "the whole of an action, which has a potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment." Section 15061 (b)(3) of the CEQA Guidelines describes the General Rule that CEQA only applies to projects which "have the potential for causing a significant effect on the environment; 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 activity is not subject to CEQA." Section 15320 is a Categorical Exemption for reorganization of local governmental agencies that do not change the geographical area in which previously existing powers are exercised. Approval of the Municipal Service Review and Sphere of Influence Update, and the district reorganization that might follow, do not approve any development project. No physical construction or activity is contemplated as a result of this action. The Sphere of Influence Update does not change the geographical area in which fire protection services are exercised. The project, therefore, will not have the potential to result in individual or cumulative significant effects on the environment. Furthermore, no special circumstances exist that would create a reasonable possibility that approving the Municipal Service Review and Sphere of Influence Update would have a significant effect on the environment. Therefore, the project is exempt from CEQA and no further environmental review is necessary.

PASSED AND ADOPTED by the Local Agency Formation Commission, County of Yolo, State of California, this 30th day of June 2022, by the following vote:

Ayes:
Noes:
Abstentions:
Absent:

_____
Olin Woods, Chair
Yolo Local Agency Formation Commission

Attest:



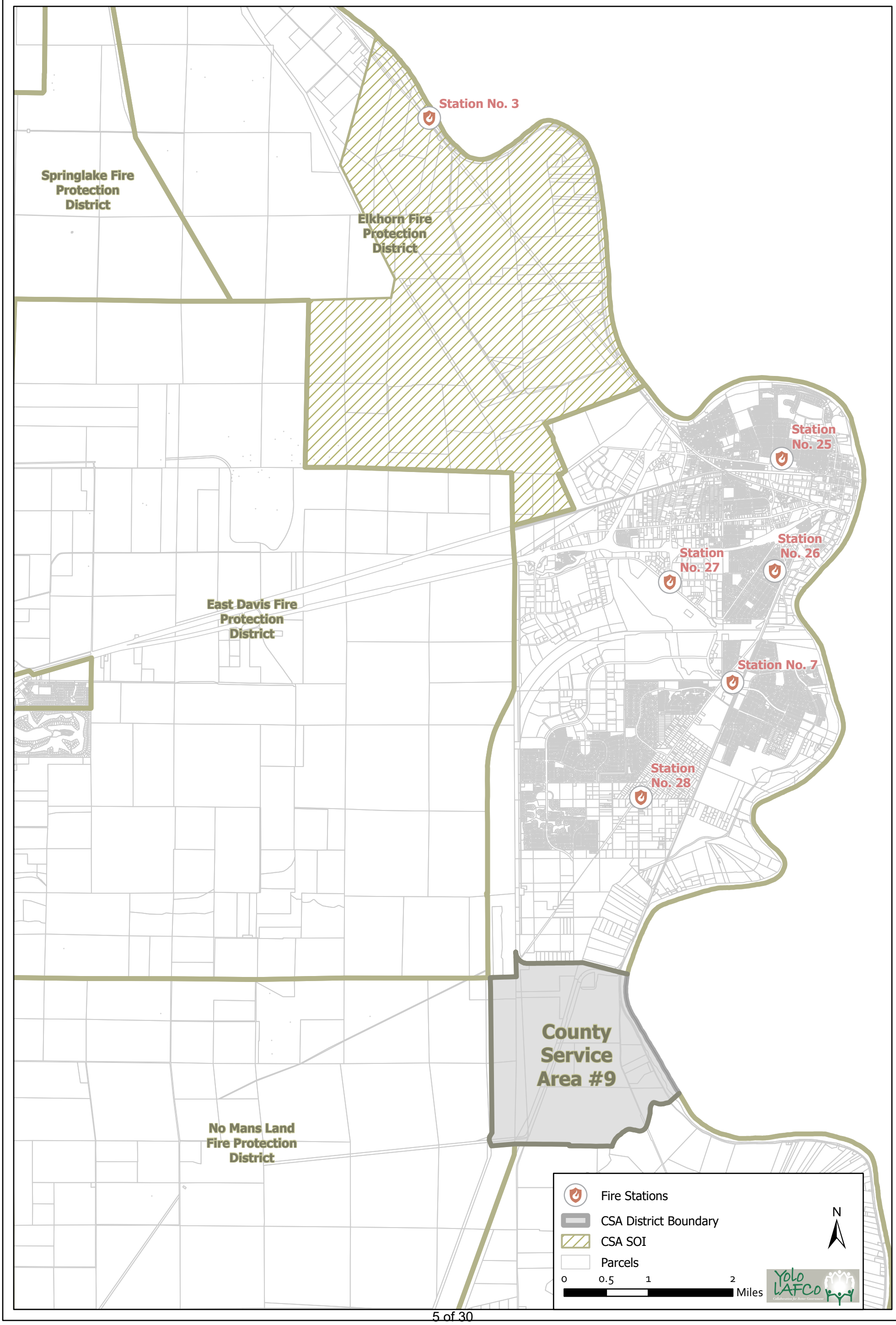
Christine Crawford, Executive Officer
Yolo Local Agency Formation Commission

Approved as to form:

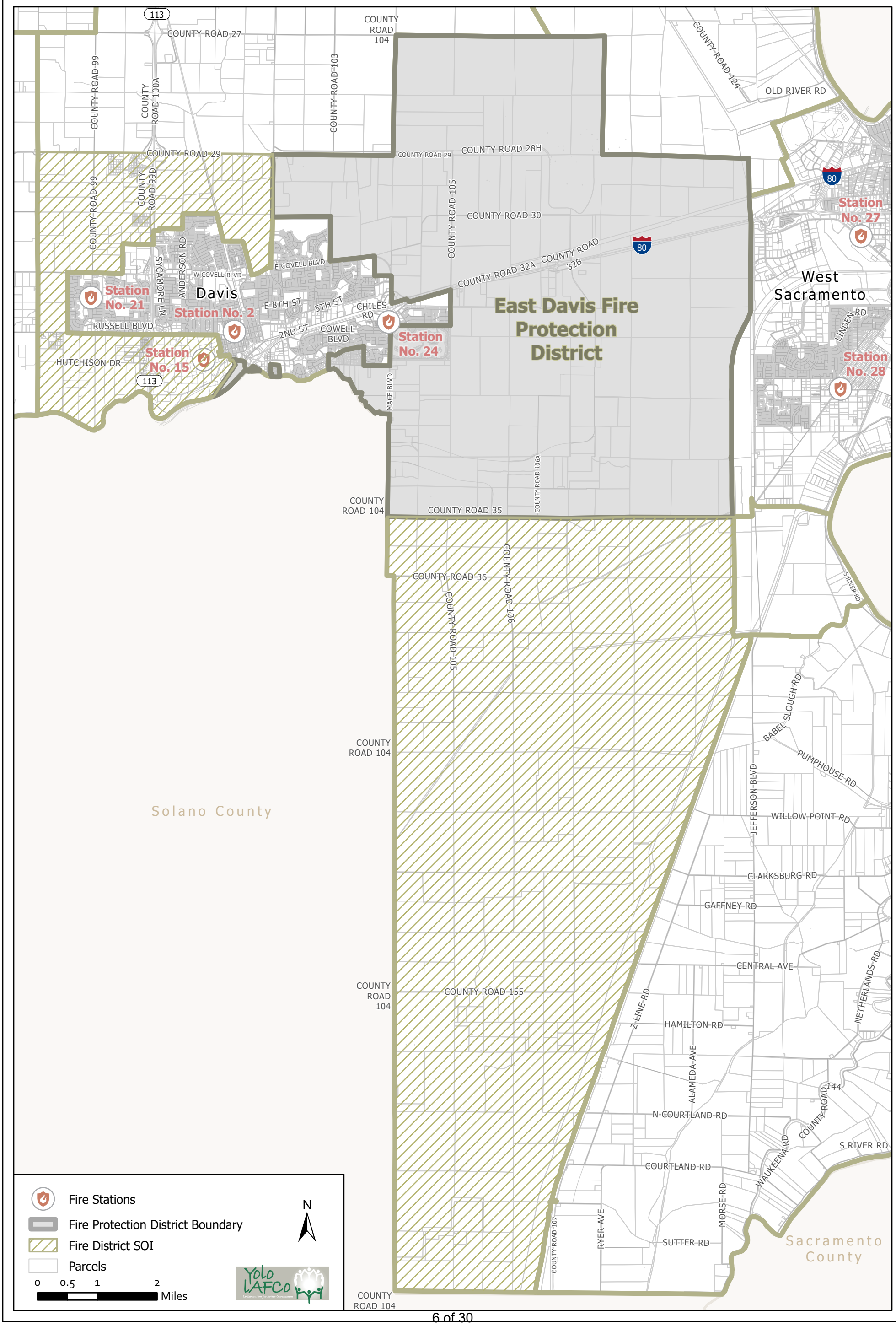


Eric May, Commission Counsel

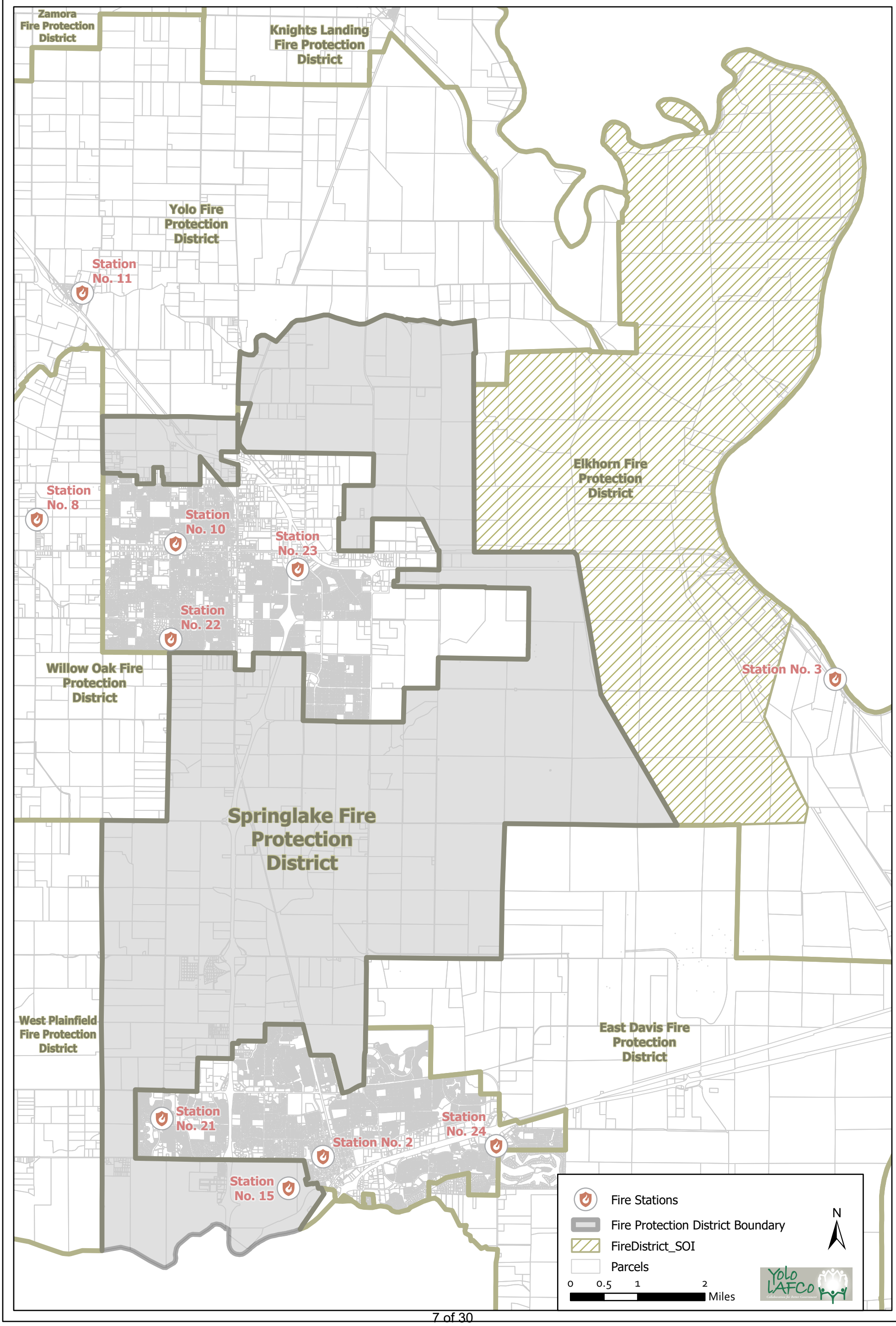
CSA 9 Sphere of Influence Update



East Davis FPD Sphere of Influence Update



Springlake FPD Sphere of Influence Update



Countywide 2022 Fire Protection Agencies MSR Recommendations

Yolo County Firefighters Association (YCFA) Recommendation

1. The FPDs that use YECA for dispatch should collectively review the response matrix to ensure the fastest response on all calls (LAFCo's understanding is this currently occurs with medical aid calls only).

Yolo County Recommendations

1. Yolo County should continue to review FPD progress towards implementing its district's 2022 MSR recommendations as it works with the FPDs on sustainability efforts going forward.
2. Yolo County voluntarily provides $150,000 of its Intergovernmental Agreement funding from the Yocha Dehe Wintun Nation each year to five FPDs ($30,000 each) affected by the Cache Creek Resort operations. These have been traditionally earmarked for capital investments; however, the County should consider providing this funding as a pass-through for more FPD flexibility to meet service needs in their jurisdictions.
3. Yolo County should work with its contract FPD fire commissions to standardize and streamline its service contracts with cities to the greatest extent feasible. Financially, contract FPDs should operate as pass-through districts similar to Springlake FPD and CSA 9. From a risk perspective, Winters FPD has strong provisions that should be considered as a model regarding providing contract FPDs return of its original station and necessary apparatus to minimize risk in the unlikely event a city ever closes its station or services are terminated.
4. Yolo County DFS staff should meet each year with each dependent FPD (and independent FPDs if requested) to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable. In addition, provide DIF reporting training as applicable.
5. Yolo County DFS should work with districts to develop accounting policies, procedures, and accounting manuals. Assist districts with interpreting INFOR reports and develop user friendly reports for fire commissioners and board members. Develop a periodic report/transactions review process to ensure only and all transactions approved by the board are included in the financial system.

Broadband Access Recommendations:

6. Yolo County should consider the lack of broadband service in the Capay Valley area as it addresses rural access issues. (Capay Valley FPD)
7. Yolo County should note that rural areas such as the Clarksburg FPD served by California Broadband Services as the only provider option are being charged relatively exorbitant rates ($170 for broadband speeds) and additional providers should be encouraged and incentivized where possible to create market competition. (Clarksburg FPD)
8. Yolo County should consider the lack of broadband service (and library service) in the Dunnigan community and outlying areas as it addresses rural access issues. (Dunnigan FPD)
9. Yolo County should explore CASF (California Advanced Services Fund) grants to upgrade infrastructure for the Davis Creek Mobile Home Park with either the existing provider, AT&T, or Comcast which provides high speed broadband service in the immediate surrounding vicinity. (East Davis FPD)

10. Yolo County should consider the lack of broadband service in the Elkhorn area as it addresses rural access issues. (Elkhorn FPD)
11. Yolo County should consider the lack of broadband service in the No Man's Land area as it addresses rural access issues. (No Man's Land FPD)
12. Yolo County Housing and Yolo County should explore CASF (California Advanced Services Fund) grants to upgrade infrastructure for the El Rio Villa community with either the existing provider, AT&T, or Wave Broadband, which provides broadband in the City of Winters. (Winters FPD)
13. Yolo County should note that rural areas served by Cal.net Inc. as the only broadband provider potentially are being charged high rates for broadband service and additional providers should be encouraged and incentivized wherever possible to create market competition to drive costs down. (Winters FPD)
14. Yolo County should note that rural areas served by AFES as the only provider option are being charged relatively exorbitant rates for minimal speeds and additional providers should be encouraged and incentivized where possible to create market competition. The Yolo County library in Yolo just recently was connected to AT&T fiber via CENIC. This may be a potential project funding opportunity to extend service to the rest of the town as occurred in Knights Landing. (Yolo FPD)
15. Yolo County should consider the lack of broadband service in the Zamora community and outlying areas as it addresses rural access issues. (Zamora FPD)
16. Yolo County should consider the lack of broadband service in the CSA 9 area as it addresses rural access issues. (CSA 9)

Capay Valley FPD 2022 MSR Recommendations

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

1. The Capay Valley FPD should consider scheduling station improvements, replacing any apparatus that exceed the recommended 25-year life span, and including these needs in a CIP.
2. Capay Valley FPD should provide written evaluations of its level of service, deployment, and response time objectives on an annual basis at a Fire Commission meeting.

Financial Ability MSR Recommendation(s)

3. Districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on the equipment, apparatus and facilities indicated in the latest study.
4. The Capay Valley FPD Fire Commission should receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information.
5. The Capay Valley FPD should consider developing a formal capital improvement plan to make sure it can fund needed station improvements and apparatus replacement.
6. Capay Valley FPD should consider adoption of a special assessment to increase revenues to provide funding for current staffing, facilities and equipment needs.

Shared Services MSR Determination Recommendation

7. Additional items that should be included as a required element of the JOA are apparatus/equipment standardization, shared reserve apparatus, and cooperative purchasing. These efficiencies are currently either optional or not included in the JOA.

Accountability, Structure and Efficiencies MSR Recommendation(s)

8. Capay Valley, Esparto and Madison FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources.
9. Capay Valley FPD has some basic employee related policies and bylaws, however, it needs more comprehensive policies. LAFCo can provide samples/templates of policies that every district "should have".
10. Yolo County should review agency finances with each dependent FPD each year to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable.
11. Dependent special districts are not legally required to maintain a website. The Capay Valley FPD has a website but received a 47% transparency score for best practices in 2021. Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are needed.

Clarksburg FPD 2022 MSR Recommendations

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

1. The Clarksburg FPD should consider and schedule the replacement of its two water tenders that exceed the recommended 25-year life span.
2. In addition to verbal updates at each meeting, the Clarksburg FPD should provide written evaluations of its level of service, deployment, and response time objectives on an annual basis.

Financial Ability MSR Recommendation(s)

3. The amount of revenue the special assessment raises has not changed since 1993. Clarksburg FPD should consider reviewing current and future expenditures to determine whether the special assessment should be increased.
4. Clarksburg FPD should review financial data on a regular basis and identify and discrepancies. The review should include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. It also should review monthly the transactions in the County system to transactions the agency submitted to the County for processing.
5. Districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on appropriate facilities.

Accountability, Structure and Efficiencies MSR Recommendation(s)

6. The Clarksburg FPD should adopt policies related to meeting attendance, conduct, responsibilities of officers, and personnel (including employee/volunteer promotions, performance evaluations, drug and alcohol policies, payroll processing, etc.) In addition, accounting and financial policies should be developed to include general accounting, processing, and recording of disbursements and receipts, allowable expenditures, employee and board travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.
7. The Clarksburg FPD received a 54% best practices transparency score in 2021. Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are needed.

Dunnigan FPD 2022 MSR Recommendations

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

1. Dunnigan FPD should schedule needed station improvements (well, septic, raised bay doors, hazardous materials handling, etc.) so it can be incorporated into a CIP.
2. Dunnigan FPD should call ISO to determine its rating or consider having a new rating done.
3. Dunnigan FPD should provide written evaluations of its level of service, deployment, and response time objectives on an annual basis at a Fire Commission meeting.
4. Complete its NFIRS reporting on an ongoing basis and obtain training if needed.
5. Dunnigan FPD needs to increase its personnel response, especially considering the call volume it is handling. More personnel are needed to serve the Dunnigan FPD demands for service, which will likely require paid staff and increased revenue. It may be difficult for the voters to support a Proposition 218 assessment to increase Dunnigan FPD revenue due to the disadvantaged income status of roughly half of its territory.

Financial Ability MSR Recommendation(s)

6. Create a capital improvement plan to determine how much funding needs to be set aside each year and determine whether current revenues are adequate to fund the program. Develop reserve policies to fund increased services, the CIP, and maintain and adequate fund balances.
7. Districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on appropriate facilities.
8. The Dunnigan FPD has received over $442,000 from participating in strike teams. This revenue should not be relied on as stable revenue source to fund ongoing/normal operating costs.
9. Dunnigan FPD should reflect in the minutes that the fire commission received and reviewed the budget status report.
10. The Dunnigan FPD needs to increase its core revenue and should consider instituting a special assessment to fund increased staffing, facility and apparatus needs, and reserves. It may be difficult for the voters to support a Proposition 218 assessment to increase Dunnigan FPD revenue due to the disadvantaged income status of roughly half of its territory.

Shared Services and Facilities MSR Recommendations(s)

11. Additional items that should be included as a required element of the JOA are apparatus/equipment standardization, shared reserve apparatus, and cooperative purchasing. These efficiencies are currently either optional or not included in the JOA.

Accountability, Structure and Efficiencies MSR Recommendation(s)

12. Dunnigan, Knights Landing, Yolo and Zamora FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources.

13. Dunnigan FPD should utilize the Yolo County contract service provider to streamline the Uniform Fire Code plan check process and make it consistent with other unincorporated areas.
14. Consider fire commissioner training to clarify commissioner roles, responsibilities, program requirements and financial management.
15. Acknowledging core revenue as a limiting factor, Dunnigan FPD should consider hiring full-time positions as needed to reduce burnout, turnover, and create more department stability.
16. The Dunnigan FPD should adopt policies related to meeting attendance, conduct, responsibilities of officers, and personnel (including employee/volunteer promotions, performance evaluations, drug and alcohol policies, payroll processing, etc.) In addition, accounting and financial policies should be developed to include general accounting, processing, and recording of disbursements and receipts, allowable expenditures, employee and commissioner travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.
17. Dunnigan FPD officials and designated staff need to get current and stay current in making their annual Statement of Economic Interests (Form 700) disclosures.
18. Yolo County should review agency finances with each dependent FPD each year to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable.
19. Dependent special districts are not legally required to maintain a website. The Dunnigan FPD has a website but received a 17% transparency score for best practices in 2020 and a 0% transparency score in 2021 (the website appeared to have been taken down or disabled during fall 2021 when websites were scored). Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are needed.

East Davis FPD 2022 MSR Recommendations

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

1. The East Davis FPD Chief should provide a written evaluation of the level of service, deployment, and response time objectives as an agenda item at an East Davis FPD meeting on an annual basis. The city service provider should report NFIRS data in a manner that allows it to be separated from city incidents and reported for each FPD served.

Financial Ability MSR Recommendation(s)

2. East Davis FPD should amend its reserve policy reducing the current 110% of one year's expenditures to, at a minimum, align with government standards (SCO and GFOA). The District should also consider amending its contract with the City of Davis to simply pass-through revenues (similar to Springlake FPD's contract with the City of Davis), which would allow the fund balance to be eliminated altogether and drawn down over time to reduce constituent costs.
3. East Davis FPD should review the County ledgers at least biannually to ensure transactions are accurately posted to the District's fund. The review should at least include a comparison to prior year actuals and a current year budget to actual.

Accountability, Structure and Efficiencies MSR Recommendation(s)

4. The East Davis FPD sphere of influence should be updated to include the No Man's Land FPD territory and the portion of Springlake FPD territory south of County Road 29. Those areas should then be annexed into the East Davis FPD as part of a reorganization of the Elkhorn, No Man's Land, and Springlake FPDs.
5. East Davis FPD and the City should review the contract terms to consider simplifying the financial obligations of each agency, including examining the purpose of the District maintaining a high fund balance. East Davis FPD's role as a pass-through entity should be streamlined to the greatest extent feasible.
6. Dependent districts are not legally required to maintain a website. However, East Davis FPD maintains a website and received a 25% transparency score for best practices in 2021. Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are needed.

Elkhorn FPD 2022 MSR Recommendations

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

1. Elkhorn FPD's facilities and services should be provided by the cities of West Sacramento and Woodland, divided geographically to minimize response times.

Financial Ability MSR Recommendation(s)

2. Should the Elkhorn FPD not be dissolved, it should review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner.
3. Should the Elkhorn FPD not be dissolved, it should create a CIP to determine how much funding needs to be set aside each year and determine whether current revenues are adequate to fund the program. The District should develop reserve policies to fund increased services, the CIP, and maintain an adequate fund balance.
4. Should the Elkhorn FPD not be dissolved, it should consider increasing Elkhorn FPD's special assessment to provide funding for staffing to improve personnel/apparatus response and timely apparatus/equipment replacement. However, LAFCo suggests raising assessments for District landowners may not be reasonable considering much of the increased demand is being generated outside the FPD.

Shared Services MSR Determination Recommendation

5. Elkhorn FPD's facilities and services should be provided by the cities of West Sacramento and Woodland, divided geographically to minimize response times.

Accountability, Structure and Efficiencies MSR Recommendation(s)

6. Elkhorn FPD should be dissolved, and its territory annexed into Springlake FPD (for the City of Woodland service area) and CSA 9 (for the City of West Sacramento service area), dividing up the territory geographically to minimize response times.
7. Should the Elkhorn FPD not be dissolved, it should adopt policies relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties as soon as possible.
8. Should the Elkhorn FPD not be dissolved, it should ensure the District's records are maintained in a complete manner and accessible to its staff.

Esparto FPD 2022 MSR Recommendations

Growth and Population MSR Determination Recommendation

1. The Esparto FPD should participate in the current study funded by Yolo County to determine if Esparto FPD property assessments need to be increased to cover the increasing costs of providing fire service to existing and new growth. The Esparto FPD should support any new Proposition 218 elections to increase Esparto FPD's ongoing revenues.

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

2. Esparto FPD should increase personnel to improve its emergency response for both existing development and future growth.
3. In addition to verbal updates at each meeting, the Esparto FPD should provide written evaluations of its level of service, deployment, and response time objectives on an annual basis.

Financial Ability MSR Recommendation(s)

4. Esparto FPD staff should review financial data on a regular basis and identify and discrepancies. The review should include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. It also should review monthly the transactions in the County system to transactions the agency submitted to the County for processing.
5. Create a CIP to determine how much funding needs to be set aside each year and determine whether current revenues are adequate to fund the program. Develop reserve policies to fund increased services, the CIP, and maintain and adequate fund balances.
6. Consider increasing Esparto FPD's special assessment to provide funding for staffing, facilities and apparatus/equipment needs.
7. Districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on appropriate facilities.
8. Yolo County should include the GASB 68 pension balances and note disclosures for Esparto FPD in the County's ACFR.

Shared Services MSR Determination Recommendation

9. Additional items that should be included as a required element of the JOA are apparatus/equipment standardization, shared reserve apparatus, and cooperative purchasing. These efficiencies are currently either optional or not included in the JOA.

Accountability, Structure and Efficiencies MSR Recommendation(s)

10. Capay Valley, Esparto and Madison FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources.
11. The Esparto FPD should adopt policies related to meeting attendance, conduct, responsibilities of officers, and personnel (including employee/volunteer promotions,

performance evaluations, drug and alcohol policies, payroll processing, etc.) In addition, accounting and financial policies should be developed to include general accounting, processing, and recording of disbursements and receipts, allowable expenditures, employee and travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.

12. Yolo County should review agency finances with each dependent FPD each year to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable.
13. Dependent special districts, such as Esparto FPD, are not legally required to maintain a website. The Esparto FPD has a website but received a 42% best practices transparency score in 2021. Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are recommended.

Knights Landing FPD 2022 MSR Recommendations

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

1. Develop a plan to replace the station bay doors and provide a shower for firefighters to clean off potentially hazardous residue after incidents and to allow for 24-hour station coverage.
2. Knights Landing FPD should consider replacing apparatus that exceeds the recommended 25-year lifespan which will likely require increased revenue. It may be difficult for the voters to support a Proposition 218 assessment to increase Knights Landing FPD revenue due to the disadvantaged income status of most of its population.
3. Knights Landing FPD should provide written evaluations of its level of service, deployment, and response time objectives on an annual basis at a Fire Commission meeting. Knights Landing FPD needs to keep an eye on ensuring adequate personnel responding to fire calls. If call volume continues to increase, reserves providing regular station coverage may be needed.
4. Knights Landing FPD needs to complete its NFIRS reporting on an ongoing monthly basis and obtain training if needed.

Financial Ability MSR Recommendation(s)

5. Create a CIP to determine how much funding needs to be set aside each year and determine whether current revenues are adequate to fund the program. Develop reserve policies to fund increased services, the CIP, and maintain and adequate fund balances.
6. Consider increasing Knights Landing FPD's special assessment to provide funding for staffing, facilities and apparatus/equipment needs.
7. Districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on appropriate facilities.

Shared Services MSR Determination Recommendation

8. Additional items that should be included as a required element of the JOA are apparatus/equipment standardization, shared reserve apparatus, and cooperative purchasing. These efficiencies are currently either optional or not included in the JOA.

Accountability, Structure and Efficiencies MSR Recommendation(s)

9. Dunnigan, Knights Landing, Yolo and Zamora FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources.
10. The Knights Landing FPD should adopt policies related to meeting attendance, conduct, responsibilities of officers, and personnel (including employee/volunteer promotions, performance evaluations, drug and alcohol policies, payroll processing, etc.) In addition, accounting and financial policies should be developed to include general accounting, processing, and recording of disbursements and receipts, allowable expenditures, employee and commissioner travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.

11. Yolo County should review agency finances with each dependent FPD each year to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable.
12. Dependent special districts are not legally required to maintain a website. The Knights Landing FPD has a website but received a 36% transparency score for best practices in 2021. Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are needed.

Madison FPD 2022 MSR Recommendations

Growth and Population MSR Determination Recommendation

1. The Madison FPD should participate in the current study funded by Yolo County to determine if property assessments need to be increased to cover the increasing costs of providing fire service to existing and new growth. The Madison FPD should support any new Proposition 218 elections to increase ongoing core revenues.

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

2. Although levels of service and performance is discussed at each board meeting, the FPD Chief should provide a written evaluation of the FPD's level of service, deployment, and response time objectives as an agenda item at a board meeting on an annual basis in compliance with NFPA 1720.
3. Madison FPD has struggled over the last 5 years to respond to both fire and rescue/EMS calls with enough personnel on average but has improved its adequacy of services and is operating almost to standards in FY 20/21. Madison FPD needs to keep an eye on its personnel response to calls to ensure adequate coverage.

Financial Ability MSR Recommendation(s)

4. Madison FPD should contact the County to seek reimbursement of $22,087 of tribal mitigation funding that it was allocated but was not properly invoiced.
5. Madison FPD staff should review financial data on a regular basis and identify any discrepancies. The review should include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. It also should review monthly the transactions in the County system to transactions the agency submitted to the County for processing.
6. Consider increasing Madison FPD's special assessment to provide funding for staffing, facilities and apparatus/equipment needs.
7. Districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on appropriate facilities.

Shared Services MSR Determination Recommendation

8. Additional items that should be included as a required element of the JOA are apparatus/equipment standardization, shared reserve apparatus, and cooperative purchasing. These efficiencies are currently either optional or not included in the JOA.

Accountability, Structure and Efficiencies MSR Recommendation(s)

9. Capay Valley, Esparto and Madison FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources.
10. Madison FPD should consider nepotism policies, especially for supervisory issues and segregation of duties for financial transactions.
11. The Madison FPD should adopt policies related to meeting attendance, conduct, responsibilities of officers, and personnel (including employee/volunteer promotions,

performance evaluations, drug and alcohol policies, payroll processing, etc.) In addition, accounting and financial policies should be developed to include general accounting, processing, and recording of disbursements and receipts, allowable expenditures, employee and board travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.

12. Madison FPD has not been audited since 2012. Madison FPD needs to prioritize securing an audit as soon as possible for the last 3 FYs per the Yolo County Auditor-Controller. Going forward, Madison FPD needs to stay current on the two-year audit cycle.
13. Madison FPD needs to either hire an outside accountant or schedule time with DFS to evaluate FPD finances and verify the County Department of Financial Services (DFS) accounting coding is accurate.
14. The Madison FPD received a 35% transparency score in 2021. Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are needed.

No Man's Land FPD 2022 MSR Recommendations

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

1. Should the No Man's Land FPD not be dissolved, its Chief should provide a written evaluation of the level of service, deployment, and response time objectives as an agenda item at a No Man's Land FPD meeting on an annual basis. The city service provider should report NFIRS data in a manner that allows it to be separated from city incidents and reported for each FPD served.

Financial Ability MSR Recommendation(s)

2. Should No Man's Land FPD not be dissolved, it should develop a financial plan to return the district to solvency including potentially increasing the Proposition 218 assessment.
3. Should No Man's Land FPD not be dissolved, establish financial oversight policies and procedures that would detect anomalies and potential financial issues in a timely manner.
4. Should No Man's Land FPD not be dissolved, review the City of Davis contract terms related to special assessment billings and collections, and clearly delineate and document responsibilities of all parties.
5. Should No Man's Land FPD not be dissolved, districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on appropriate facilities.

Accountability, Structure and Efficiencies MSR Recommendation(s)

6. No Man's Land FPD should be dissolved and its territory should be annexed into the East Davis FPD, which is managed directly by the City of Davis and provides the service.
7. Should the No Man's Land FPD not be dissolved, Yolo County should consider including a page on its website regarding the FPD.

Springlake FPD 2022 MSR Recommendations

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

1. The Springlake FPD Chief should provide a written evaluation of the level of service, deployment, and response time objectives as an agenda item at a Springlake FPD meeting on an annual basis.

Financial Ability MSR Recommendation(s)

2. Springlake FPD staff should review the County financial reports to detect any omissions, errors, or anomalies. This review may include comparing current year budget to actual amounts, comparing current year actuals to prior years', etc.

Accountability, Structure and Efficiencies MSR Recommendation(s)

3. The Springlake FPD territory south of County Road 29 should be detached and annexed into the East Davis FPD, which is managed directly by the City of Davis which provides the service.
4. The Springlake FPD sphere of influence should be updated to include the portion of Elkhorn FPD territory within the City of Woodland auto-aid agreement service area.
5. Although dependent districts are not legally required to maintain a website, Springlake FPD maintains a website and received a 60% transparency score for best practices in 2021. Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are needed.

West Plainfield FPD 2022 MSR Recommendations

Financial Ability MSR Recommendation(s)

1. West Plainfield FPD should consider adoption of a special assessment to increase revenues to provide funding for 24/7 operations, facilities, apparatus replacement, equipment needs and to maintain adequate reserves.
2. West Plainfield FPD should consider adopting a develop impact fee.
3. The West Plainfield FPD should develop an adopt a capital improvement plan that includes a plan for how the FPD will fund it.
4. The West Plainfield FPD should update its reserve policy to guide the Fire Commission in maintenance of adequate reserves.
5. The West Plainfield FPD Fire Commission should receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's budget status and assets and liabilities, fully disclosing both positive and negative financial information.

Shared Services MSR Determination Recommendation

6. Additional items that should be included as a required element of the JOA are apparatus/equipment standardization, shared reserve apparatus, and cooperative purchasing. These efficiencies are currently either optional or not included in the JOA.

Accountability, Structure and Efficiencies MSR Recommendation(s)

7. Willow Oak and West Plainfield FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources.
8. Once the Area 3 JOA is operating successfully, combining the JOAs for Areas 1 and 3 into one larger JOA should be considered (in the 3 to 5-year timeframe).
9. The West Plainfield FPD should adopt, or update existing, policies related to meeting attendance, conduct, responsibilities of officers, and personnel (including employee/volunteer promotions, performance evaluations, drug and alcohol policies, payroll processing, etc.) In addition, accounting and financial policies should be developed to include general accounting, processing, and recording of disbursements and receipts, allowable expenditures, employee and commission travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.
10. Yolo County should review agency finances with each dependent FPD each year to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable.
11. Dependent special districts are not legally required to maintain a website. The West Plainfield FPD has a website but received a 27% transparency score for best practices in 2021. Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are needed.

Willow Oak FPD 2022 MSR Recommendations

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

1. Willow Oak FPD should provide written evaluations of its level of service, deployment, and response time objectives to its fire commission on an annual basis.
2. Willow Oak FPD needs to keep an eye on its personnel response to fire calls to ensure adequate coverage.

Financial Ability MSR Recommendation(s)

3. Create a CIP to determine how much funding needs to be set aside each year and determine whether current revenues are adequate to fund the program. Develop reserve policies to fund increased services, the CIP, and maintain and adequate fund balances.
4. Consider increasing Willow Oak FPD's special assessment to provide funding for staffing, facilities and apparatus/equipment needs.
5. The District has received over $500,000 from participating in strike teams. This revenue should not be relied on as stable revenue source to fund ongoing/normal operating costs.
6. Willow Oak FPD should reflect in the minutes that the fire commission received and reviewed the budget status report.
7. Districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on appropriate facilities.

Shared Services MSR Determination Recommendation

8. Additional items that should be included as a required element of the JOA are apparatus/equipment standardization, shared reserve apparatus, and cooperative purchasing. These efficiencies are currently either optional or not included in the JOA.

Accountability, Structure and Efficiencies MSR Recommendation(s)

9. Willow Oak and West Plainfield FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources.
10. Once the Area 3 JOA is operating successfully, combining the JOAs for Areas 1 and 3 into one larger JOA should be considered (in the 3 to 5-year timeframe).
11. The Willow Oak FPD should adopt policies related to fire commission meetings, to include attendance, conduct, and responsibilities of officers. Even though Willow Oak FPD is a dependent District and is subject to the County's accounting policies it should review those accounting policies and develop ones that are unique to the District. They should include general accounting, processing and recording of disbursements and receipts, allowable expenditures, employee and commission travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.
12. Yolo County should review agency finances with each dependent FPD each year to review agency finances, comparing budgets to actuals, comparing actuals to prior years,

analyzing significant differences or changes, and determining if the reports appear reasonable.

13. Dependent special districts, such as Willow Oak FPD, are not legally required to maintain a website. The Willow Oak FPD has a website but received a 20% transparency score in 2021. Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are needed.

Winters FPD 2022 MSR Recommendations

Financial Ability MSR Recommendation(s)

1. Consider adoption of a special assessment to increase revenues to provide funding for current staffing, facilities and equipment needs.
2. Winters FPD and the City should consider reviewing the annual payment calculations since the inception of the contract (2011) and develop review procedures to ensure that Winters FPD pays the proper amount to the City.
3. Winters FPD should receive financial reports on a quarterly or biannual basis.
4. Winters FPD and the City should review the contract terms to consider simplifying the financial obligations of each agency, including examining the purpose of the District maintaining a relatively high fund balance and to develop reserve policies to document reserve balances. Winters FPD's role as a pass-through entity should be streamlined to the greatest extent feasible.
5. Consider paying off the CalPERS unfunded accrued liabilities with the excess fund balance.
6. Yolo County should include the GASB 68 and GASB 75 balances and note disclosures for Winters FPD in the County's ACFR.

Accountability, Structure and Efficiencies MSR Recommendation(s)

7. Dependent districts are not legally required to maintain a website. However, Winters FPD maintains a website and received a 28% transparency score in 2021. Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are needed.

Yolo FPD 2022 MSR Recommendations

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

1. Yolo FPD should consider replacing the apparatus in the fleet that exceeds the recommended 25-year lifespan.
2. Yolo FPD needs to complete its NFIRS reporting on an ongoing basis and obtain training if needed.
3. Yolo FPD should provide written evaluations of its level of service, deployment, and response time objectives on an annual basis at a Fire Commission meeting. Personnel response appears adequate, but the FPD needs to ensure 2 apparatus on scene for fire calls.

Financial Ability MSR Recommendation(s)

4. Include a funding component to the Capital Asset Replacement plan to determine how much funding needs to be set aside each year and determine whether current revenues are adequate to fund the program. Develop reserve policies to fund increased services, the CIP, and maintain an adequate fund balance.
5. Consider increasing Yolo FPD's special assessment to provide funding for staffing, and apparatus/equipment needs.
6. Districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on appropriate facilities.

Shared Services MSR Determination Recommendation

7. Additional items that should be included as a required element of the JOA are apparatus/equipment standardization, shared reserve apparatus, and cooperative purchasing. These efficiencies are currently either optional or not included in the JOA.

Accountability, Structure and Efficiencies MSR Recommendation(s)

8. Dunnigan, Knights Landing, Yolo and Zamora FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources.
9. Yolo FPD should consider nepotism policies, especially for supervisory issues and segregation of duties for financial transactions.
10. Yolo FPD should either hire an outside accountant or schedule time with DFS to evaluate FPD finances and verify the County Department of Financial Services (DFS) accounting coding is accurate.
11. The Yolo FPD received a 74% transparency score in 2021. Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are needed.

Zamora FPD 2022 MSR Recommendations

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

1. Zamora FPD should develop written guidelines and procedures for personnel and equipment testing, and train personnel in ICS (incident command system) consistent with other FPDs in the JOA.
2. Zamora FPD should consider a web-based program for incident reporting and documentation. National Fire Incident Reporting System (NFIRS) reports should be exported monthly.
3. The Zamora FPD chief should provide a written evaluation of the level of service, deployment, and response time objectives as an agenda item at a board meeting on an annual basis in compliance with NFPA 1720.

Financial Ability MSR Recommendation(s)

4. Create a CIP to determine how much funding needs to be set aside each year and determine whether current revenues are adequate to fund the program. Develop a robust reserve policy in order to adequately fund the CIP, maintain liquidity and provide for unexpected loss in revenue and unanticipated expenditures.
5. Consider increasing Zamora FPD's special assessment to provide funding for facilities and apparatus/equipment needs. The assessment has not increased since its inception in 1993.

Shared Services MSR Determination Recommendation

6. Additional items that should be included as a required element of the JOA are apparatus/equipment standardization, shared reserve apparatus, and cooperative purchasing. These efficiencies are currently either optional or not included in the JOA.

Accountability, Structure and Efficiencies MSR Recommendation(s)

7. Dunnigan, Knights Landing, Yolo and Zamora FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources.
8. Zamora FPD needs bylaws, standard operating polices and guidelines, and an employee handbook. The Zamora FPD should adopt policies related to meeting attendance, conduct, responsibilities of officers, and personnel (including employee/volunteer promotions, performance evaluations, drug and alcohol policies, payroll processing, etc.). In addition, accounting and financial policies should be developed to include general accounting, processing, and recording of disbursements and receipts, allowable expenditures, employee and board travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use. In particular, policies for segregation of duties for financial transactions should be included.
9. Zamora FPD should either hire an outside accountant or schedule time with DFS to evaluate FPD finances and verify the County Department of Financial Services (DFS) accounting coding is accurate.

County Service Area (CSA) 9 2022 MSR Recommendations

Accountability, Structure and Efficiencies MSR Recommendation(s)

1. The CSA 9 sphere of influence should be updated to include the portion of Elkhorn FPD territory within the City of West Sacramento auto-aid agreement service area.

East Davis County Fire Protection District

C/O DAVIS FIRE DEPARTMENT, STATION 33
425 MACE BOULEVARD
DAVIS, CA 95618

SERVING EL MACERO, WILLOWBANK, AND YOLO COUNTY

DATE: June 8, 2022
TO: Christine Crawford, Yolo LAFCo Director
FROM: Bill Weisgerber, Chair EDCFPD
SUBJECT: **East Davis Fire Protection District Comments—Draft Yolo LAFCo MSR/SOI Study**

The comments below are critically significant to the issues and outcomes of Commission action soon to be taken on the Yolo LAFCo MSR/SOI Study for East Davis County Fire Protection District. It is respectfully requested that the Commissioners receive them in an expedient manner, for their due consideration.

Please find herein a summary of comments that have been inserted into the companion Draft LAFCo MSR/SOI Study document for East Davis County Fire Protection District. For convenience, comments are referenced by page and paragraph (item or bullet) of the Study document and represent a compilation of feedback from the entire East Davis County Fire Protection District Board.

Page 4 - Capacity and Adequacy of Facilities and Services MSR Recommendation(s) (Last bullet, bottom of page):
MSR Report states the East Davis Chief should provide an annual written evaluation of service per NFPA 1720. However, East Davis contracts for services with the City of Davis FD, a paid City FD which falls under NFPA ***1710*** and not the referenced 1720. In either case, ***NFPA Standards are voluntary***, not mandatory.

Page 5 - Financial Ability (Items 4c.& 4d.):
As the District's fiscal agent, ***the Yolo County DFS should be providing these reports automatically to the Board.*** And, as stated in the MSR, East Davis has no employees and typically only has 5 transactions annually. These include one major invoice for Davis Fire Service; and up to four minor invoices of no more than $500/each: YCPARMIA Insurance; CPA SCO-prep/filing; CPA Budget prep; Public Notice reimbursement. As such, why would we need quarterly reports?

Page 6 - Discussion: Financial Background (Item a):
- This is an ***incorrect*** interpretation of Section 8 of the agreement with the City.
- The reserve fund is not what is at the "*sole discretion*" of the District. The *repository* of reserve funds in a separate account with the City is what is at the "*sole discretion*" of the District. Alternatively, the District has elected to maintain those funds with Yolo County DFS.
- The contract requires the District to maintain this reserve. Reducing it would potentially breach the contract while exposing the District to risk if there were to be an issue with collecting funds or providing service, for a given year.

Page 7 - Expenditures:
At the recommendation of the District's independent CPA, the District is pursuing an amendment to the formula for invoicing from the City; in which the District would budget and pay the actual amount from the year preceding the immediate prior year. In the current budget cycle case, the amount owed for fiscal year 2023 would be the "actuals" from fiscal year 2021. This would allow the District to budget a known amount and not have an unexpected higher invoice from the City.

Page 7 - (Item b):

This item affirms the District's accounting records are under the County financial system, subject to the same accounting and financial policies as the County. *"...Accounting and budget data including all cash receipts and disbursements are reviewed by the County finance staff before they are posted..."*

- ***It then should be incumbent upon County DFS to provide the financial reports to the District board automatically--just as they would any other County department.***

Page 7 - (Item c):

- Inaccurate. This was not undetected. State Fish and Wildlife has not paid their assessments in 17 years, and a years-long effort to remedy the situation has been in vain, as the situation remains unchanged. This past March, Davis FD administration *once again* invoiced the following delinquent State properties having compounded delinquent taxes as far back as FY 2004/2005: Sacto/Yolo Port; Reclamation District #9; and CA State Fish and Game. ***County DFS does not make the District whole on delinquent State Agencies, as they do with private parcel owners.***
- There was not a net loss. The invoice overage due to lag-time in State reimbursement to the City was covered by the District Reserve fund. Moreover, this would have been budgeted for had City of Davis Financial Services made the proper calculations and invoiced with an accurate figure, in a timely manner.

Page 7 - (Item d):

- Again, it should be incumbent upon County DFS to provide the financial reports to the District Board automatically--just as they would any other County department.
- The District annually confirms with County DFS Property Tax Supervisor, proper posting of Direct Charge revenue.
- The Board confirms with County DFS accounting staff the posting of the five annual invoices paid.

Page 8 - (Item g) and Financial Ability MSR Determination; Financial Ability MSR Recommendation(s):

- The District Reserves Fiscal Policy is set at the 110% of one year's budget, as contingency against catastrophic hardship (financial or otherwise) that may cause City services to be significantly curtailed (e.g., brown-out or blackout of Fire Station 33); or cancelled, altogether, due to inability to provide services.
    - If this were to happen, the District's 110% contingency would be able to fund a bridging effort to sustain fire services from Station 33 for at least one year's time, providing opportunity for alternative solutions to be arranged.
- If reserves are reduced or eliminated (as is being recommended,) the District would be unable to pay for fire service if such a catastrophe were to occur.
- East Davis has been previously held up as an example of sustainability. Now the ability to maintain that sustainability is a point of critical contention as the suggested reorganization may threaten the stability of the District.
- While there is a government recommended standard for reserves, there does not appear to be a rule to follow, and the Board believes this is just a guideline rather than an actual rule against excess reserve funds that fails to account for the unique aspects of the District.

Page 9 - (First bullet at top of page):

Per comments from Page 8, the District has only 5 transactions per year. Moreover, as County DFS is the District's fiscal agent and fiduciary, it should be incumbent upon County DFS to provide reports to the District on a regular basis.

Page 10 - Discussion re: Accountability, Structure and Efficiencies (Page 9 Items a and d):

- The District pays a pro rata fair-share for fire service based on ad valorem (AV) taxes, as demonstrated in the bona fide engineering report and associated ballot language for the Prop 218.

- Springlake and No Man's Land ***do not*** pay a proportionate rate for the services that they enjoy and have no financial sustainability recourse (however, East Davis does).
- Both Springlake and No Man's Land do not generate enough income to cover the cost of service provided. Therefore, this is not a case of East Davis paying too much--but rather a case of the other two districts not paying enough (or *their pro rata fair share*).

There are built-in cost containment measures in both the East Davis Prop 218 and Contract agreement.
- The formula is very specific and will be further refined as stated in the comments for Page 7.
- The contract inflation clause is also specifically set at 3%, or CPI, whichever ***IS LESSER***.
- This inflation clause has not been exercised in at least the past 7 years and is not likely to be exercised in the foreseeable future.

Moreover, the absence of a sustainable revenue mechanism *without* an inflation clause is a direct cause of the financial instability of some Yolo Rural FPDs as costs are outrunning the revenue to support them. The revenue mechanism the District has in place is why East Davis is successful.

Any further assumptions on this matter should be held in abeyance until after SCI Consultants have completed their comprehensive, countywide Rural FPD Prop 218 study.

MSR statements associated with residents being confused as to what fire district they live in, what fire department serves them, and which fire commission represents them are ***specious, contrived, and unfounded.***

Page 11 - (First three bullet points):
See previous comments re: contract costs, cost containment measures, and reserve fund balances (from Pages 6, 7, 8, and 10 above).
- The MSR/SOI Study statements regarding a partial solution of adding commissioners to the District Board, is completely out of touch with real world conditions in these Districts. Springlake struggles to maintain a quorum and No Man's Land has never produced a single volunteer commissioner.
- Is the public to believe that volunteers will now inexplicably appear and be seamlessly galvanized into this board configuration? These are three different communities with different issues, interests, and intricacies.
- The reorganization being suggested is a dismantling of a successful district that has operated continuously since 1966 with no significant issues.
- The East Davis Board believes this reorganization will result in the ultimate failure of the District when undue financial and administrative burdens are imposed by adding two other Districts absent an in-kind benefit assessment from the additional Districts/parcels or any administrative support from the County.
- The residents in the District are sure to react negatively when they learn that they now must subsidize service in two other areas—which will be the case as both of those Districts are currently ***underfunded*** and have no Proposition 218 levies.
- Any perceived savings or efficiencies will be overshadowed by the cost and effort of responding to the outcry by residents and property owners that voted for the East Davis District in its current form.

Page 12 - (Item h) and Accountability, Structure and Efficiencies MSR Determination:
The District has no record of being informed of the website transparency score short-comings and can either remedy those issues or take the site down completely—since it is not required.

Page 13 - Accountability, Structure and Efficiencies MSR Recommendation(s):
The purpose of the Prop 218 for the District was (and remains) to ensure that the properties of the District were paying their pro rata fair-share of the cost of fire service delivery to the community—since pass-through AV taxes were not providing a sustainable amount.
The Prop 218 process, legitimately included:
- Completion of a bona fide engineering report,
- Conducting of multiple community outreach and informational meetings to educate the electorate, and

- A balloted election vote taken by the property owners to tax themselves for fire service.

The reserve fund balance was addressed in the comments for Page 8 of the MSR.

As stated above, the District has no record of being informed of the website transparency score short-comings and can either remedy those issues or take the site down completely—since it is not required.

Conclusion:
The recommended reorganization will result in the ***citizens, residents, and property owners*** of the current District (s) to ***not be well-served*** and will saddle a sustainably successful district and board with assuming the responsibility and duties of two other districts (not even in the same community) that are currently failing to meet revenue targets.

- Davis Fire has not expressed any dissatisfaction with managing three contracts ***and*** the residents of the District have not expressed any dissatisfaction or confusion about their fire district, fire services provider, or their fire board.
- The MSR implies that the City of Davis has a problem because of multiple fire contracts for the three districts. However, the MSR reorganization will result in both Woodland and Elkhorn having multiple contracts to manage, which seems contrary to the goal of contract reduction.
- UCD-Fire is also affected by this potential change to their service and revenue from a portion of the Springlake District—yet this item has not been mentioned or addressed.
- The MSR/SOI Study fails to offer any conclusive proof that the East Davis Fire District needs to be reorganized and also fails to offer any sort of comprehensive plan for that reorganization.

Perhaps LAFCo can better serve the situation and the people of East County by seeking a way to help the Springlake and No Man's Land Fire Districts without causing serious harm to East Davis.

The East Davis Board implores the LAFCo Commissioners to carefully considering these comments and to ***not approve*** the MSR section written for East Davis as these extreme measures are potentially detrimental or even harmful to the residents of the East Davis County Fire Protection District.

Respectfully submitted on behalf of the entire ECFPD Board,

Bill Weisgerber

Bill Weisgerber, Chair
EDCFPD

Cc: EDCFPD Board
Fire Chief Tenney
Supervisor Provenza
file

City of Woodland

COUNCIL MEMBER TOM STALLARD 300 FIRST STREET WOODLAND, CALIFORNIA 95695 (530) 661-5800

June 23, 2022

Yolo Local Agency Formation Commission
625 Court Street Room 203
Woodland, CA 95695

LAFCo,

While I am no longer a sitting member of the Yolo Local Area Formation Commission, I was for the Fire Protection District Municipal Service Review items on December 9, 2021 and March 31, 2021. I would like to reiterate the importance of the municipal service review of all dependent and independent districts, and in particular those providing direct services to our residents. Our citizens and taxpayers deserve to know how our fire districts are performing, and how to better deliver services.

The Fire Service across our nation, state, and county are all struggling to meet the growing needs of our communities. An increase year over year in emergency response, increase in costs for goods and equipment, coupled with a decrease in volunteerism, has taken our fire services to the breaking point. As a LAFCo Board we must act upon the MRS recommendations to ensure the stability of fire protection, now and in the future. While I am happy to hear that most districts have already signed Joint Operations Agreements, more must be done. The fire protection districts in Areas one, two, and three must continue efforts to pool personnel, apparatus, personnel protective equipment, and training.

Those districts no longer sustainable must be dissolved and the responsibility given to the neighboring jurisdictions who are already providing the majority, if not all of the fire and emergency response. This is a statement I do not make lightly, but one out of grave concern out of the lack of timely response, equipment, and personnel to emergency incidents in their districts.

The cities of West Sacramento and Woodland have been providing automatic response aid to the Elkhorn FPD since 2015 with no financial compensation. This situation is serious and not sustainable as noted in a joint memo to the Executive Officer dated April 21, 2021 (attached) asking for resolution through this MSR process. Dissolving Elkhorn FPD would provide at least some funding to partially compensate for the service our cities have provided for years and it only makes sense that the contract districts be adjusted accordingly. Creating one district for each city in Area 4 streamlines contracts and creates a more efficient relationship with City Staff and its district.

I strongly recommend that the LAFCo board accept and adopt all recommendations as outlined in the 2022 Fire Protection District Municipal Service Review.

Respectfully Submitted,

T Stallard

Tom Stallard

April 30, 2021

To: Christine Crawford, LAFCo

From: City Manager Ken Hiatt, City of Woodland

City Manager Aaron Laurel, City of West Sacramento for

Re: Fire Department Response to Elkhorn

Both the City of Woodland and City of West Sacramento have been reliable partners with the Elkhorn Fire Protection District, supporting those with emergencies within the boundaries of the District. However, due to the increasingly disproportionate calls for aid from our Departments to the Elkhorn District, we are requesting that LAFCo take a serious look at the health of the Elkhorn Fire Protection District and provide solutions that offset the impacts on the Woodland and West Sacramento Fire Departments. The current automatic aid agreement is not sustainable given the staffing capabilities of the Elkhorn Fire Protection District. The burden of response on our Departments is resulting in service impacts to the residents and businesses within our communities beyond justification. The residents of the City of Woodland and West Sacramento have unknowingly accepted these impacts.

Attached to this cover letter is a report that provides a synopsis of call data pulled from the Yolo Emergency Dispatch Agency's (YECA) Computer Aided Dispatch (CAD) system. The data evaluated indicates that the burden of response to calls for service in the Elkhorn Fire Protection District fall on both the City of Woodland and the City of West Sacramento. This is because the Elkhorn Fire Protection District cannot routinely send adequate resources to effectively handle an incident in their own district. Unfortunately, it is the residents and thousands of travelers, including intra and interstate commerce who travel on the roadways within the Elkhorn District boundaries that would be negatively affected if either the WFD or WSFD are unable to respond to incidents within the Elkhorn Fire Protection District. Both the Woodland and West Sacramento Fire Chiefs have expressed a moral obligation that their fire departments not only respond, but that they set their personnel up for success and ensure their safety by sending the appropriate amount of resources to handle the incidents, evident by the automatic aid agreement.

The City of Woodland and the City of West Sacramento look forward to hearing the solutions LAFCo provides in order to rectify the issues within the Elkhorn Fire Protection District.

Assessment of Elkhorn Fire Protection District

2020 Service Year

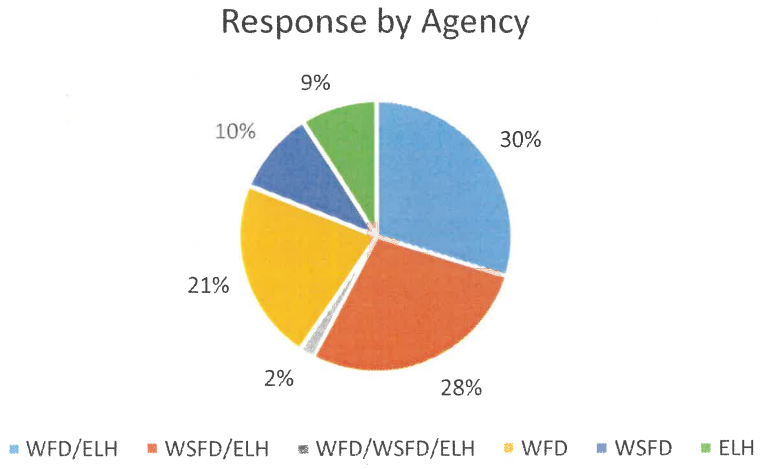
The District

The Elkhorn Fire Protection District (ELH) is an independent fire protection district serving the unincorporated area east of the Yolo Bypass, between Woodland and West Sacramento. The Elkhorn District is 58 square miles, or 37,000 acres and has a little over 370 residents. Significant target hazards in the district include the Sacramento River, Interstate 5, and the River Road, which is classified as the most dangerous roadway in Yolo County.

Automatic aid

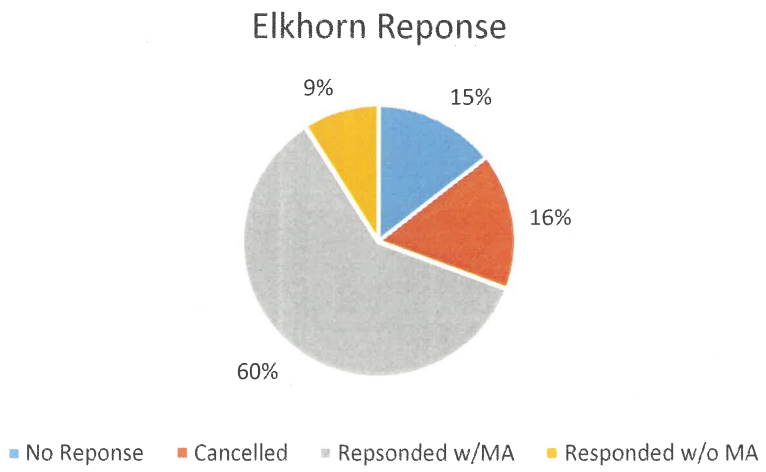
Leading up to 2010 the Woodland Fire Department (WFD), and West Sacramento Fire Department (WSFD) were being requested to provide mutual aid to the Elkhorn Fire Protection District on a regular basis. These mutual aid requests were being made several minutes after Elkhorn was initially dispatched and did not respond, or did not have enough resources to effectively respond. Both the Woodland Fire Department and the West Sacramento Fire Department were concerned over the significant delay to the emergencies and entered into an automatic aid agreement, which dispatches the respective department resources to incidents in the district. In 2015 the agreement was updated to include the amount of apparatus each automatic aid department would provide, essentially increasing our level of commitment to the district. A copy of the automatic aid agreement has been included for your review.

In 2020 the Elkhorn Fire Protection District had 111 calls for service within the district boundaries. Of those 111 calls, the WFD responded to 59, while the WSFD responded to 43 calls for service within the district boundaries.



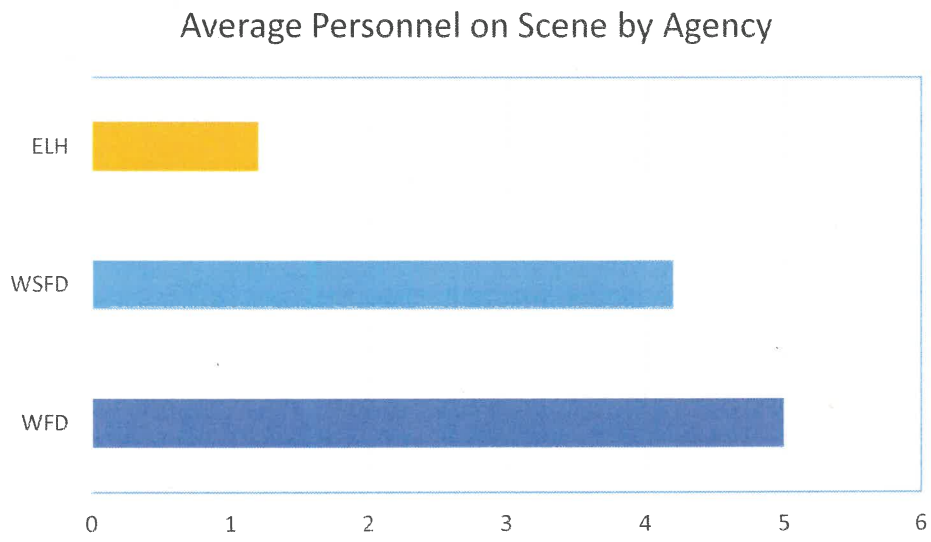
Reviewing just the Elkhorn Fire District responses, they were either cancelled enroute, or did not respond 31% of the time. The cancelation occurs when either WFD or WSFD arrive and can handle the

incident, or are ready to return to their respective jurisdiction and ELH has not yet arrived. ELH responded and handled calls for service on their own 9% of the time. Elkhorn never provided automatic aid to the City of Woodland or the City of West Sacramento in 2020.



Average Personnel per Incident

Analyzing the CAD call data, and based on the assigned units for each incident, it was determine how many personnel responded to calls for service in the Elkhorn District from ELH, the WFD, and WSFD.



On average ELH responded 1.2 personnel per incident while WFD responded 5 and WSFD responded 4.2. This covers all call types, including medical aids, vehicle accidents, grass fires, investigations, and water rescues. In some limited instances, 1.2 personnel can handle a minor medical aid or an investigation. Unfortunately, both I-5 and the River Road pose a significant risk to motorist, as well as first responders working on the scene of an incident, requiring more personnel. In a few instances last year, WFD and WSFD responded to significant incidents together in order to handle the events without further negatively affecting both the Cities of Woodland and West Sacramento. In some instances, staffing recalls have been needed to cover the City of Woodland due to incidents occurring in the

Elkhorn District. A staffing recall summons off duty personnel to provide station coverage while units are committed on a significant incident. A staffing recall places an additional financial burden on the City of Woodland. The West Sacramento Fire Department at times requests the City of Sacramento to assist with station coverage.

*Note: The data analyzed was done so manually, and is only as accurate as the data collected by YECA.

LAFCo Response to East Davis FPD Comments

East Davis FPD Administrative Draft MSR/SOI dated May 31, 2022

1. Page 2

☒ *The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.*

Comment: The Board thinks it is inappropriate for East Davis to be included in the MSR reorganization.

Response: Government Code Section 56425 requires MSR/SOIs every five years, as necessary. According to Yolo LAFCo Project Policy 6.2 "Although MSRs are technically required only when updating agency SOIs, per Government Code § 56430, Yolo LAFCo will typically conduct MSRs on local special districts even if an SOI Update is not needed because, unlike cities, Yolo County's special districts tend to be rural in nature and staffed by limited professional staff or entirely volunteer-run, meaning there is less oversight to ensure operational adequacy and fiscal sustainability." Yolo LAFCo adopted its Annual Work Plan on March 25, 2021 which included an MSR/SOI review of all the 15 FPDs and amended it on June 24, 2021 to prioritize the 15 FPDs at the request of Yolo County. Therefore, LAFCo's action is to include the East Davis FPD in this MSR/SOI.

2. Page 4

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

The East Davis FPD Chief should provide a written evaluation of the level of service, deployment, and response time objectives as an agenda item at an East Davis FPD meeting on an annual basis per NFPA 1720. The city service provider should report NFIRS data in a manner that allows it to be separated from city incidents and reported for each FPD served.

Comment: East Davis contracts for services with the City of Davis FD, a paid City FD which falls under NFPA 1710 and not the referenced 1720. In either case, NFPA Standards are voluntary, not mandatory.

Response: The MSR is a recommendation, and hence, is voluntary. The NFPA notes indicate it is a combination of codes, standards, recommended practices, and guides ("NFPA Standards"). NFPA 1710 5.3.4.1 also states a fire department "shall institute a quality management program to ensure that the service has met the performance objectives". Regardless of the applicable standard, East Davis FPD should receive an annual report from its service provider.

3. Page 5

d) Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?

Comment: As the District's fiscal agent, the Yolo County DFS should be providing these reports automatically to the Board. And, as stated in the MSR, East Davis has no employees and typically only has 5 transactions annually. One major invoice for Davis Fire Service; and up to four minor invoices of no more than $500/each: YCPARMIA Insurance; CPA SCO-prep/filing; CPA Budget prep; Public Notice reimbursement. As such, why would we need quarterly reports?

Response: This is a standard question asked of all special districts during the LAFCo reviews. LAFCo agrees that mid-year reports would be appropriate for the East Davis FPD since it has few transactions and will change the recommendation from quarterly to midyear.

4. Page 6

District representatives have indicated that the reserves are required by the agreement with the City. However, Section 8 of the agreement provides that the reserves can be established at the District's "sole discretion

Comment: This is an incorrect interpretation of Section 8 of the agreement with the City.

The reserve fund is not what is at the "sole discretion" of the District. The repository of reserve funds in a separate account with the City is what is at the "sole discretion" of the District. Alternatively, the District has elected to maintain those funds with Yolo County DFS.

The contract requires the District to maintain this reserve. Reducing it would potentially breach the contract while exposing the District to risk if there were to be an issue with collecting funds or providing service, for a given year.

Response: The February 10, 2009 staff report from the Davis Fire Chief to the Davis City Council states this provision is a new one, requested by the District, as "an opportunity for the District to establish a fiscal reserve held by the City for the benefit of the District. This provides flexibility for the District should they choose this path during these unsettling and unpredictable economic times." Section 8 of the contract states, the "District *may*, in its sole discretion, provide funds to the City for the establishment of a fiscal reserve by the City for the benefit of the District" (emphasis added).

To LAFCo staff, the use of the word "may" indicates this reserve is not required and the purpose of this provision is to provide the East Davis FPD the opportunity to maintain a reserve with the City, at the District's discretion. In any event, the District does not maintain such a reserve with the City. However, even if the contract requires a one-year's reserve, whether maintained by the City or not, no other FPD contracts have such a provision. There is very little risk that the District will not collect a year's worth of revenue. Further, given the past half-century of experience, the City has proven itself a reliable partner, meaning there is little risk that it will simply stop providing the contracted services. Therefore, the reserve is not necessary and the District should approach the City to amend the contract if the District feels that such a large reserve is mandated by the contract. The District is holding reserve funds collected via landowner assessments that exceed what is necessary, and LAFCo is suggesting those funds be spent down.

5. Page 7, Paragraph 2

The 2021 payment increased 16.5% from fiscal year 2020, due to a delay of the City of Davis receiving strike team reimbursements from CAL FIRE. Other expenditures include accounting fees, special assessment enrollment fee, liability insurance, and weed abatement legal notices. The District is in the process of discussing alternative billing methods with the City of Davis to reduce unexpected changes in the annual contract billing.

Comment: At the recommendation of the District's independent CPA, the District is pursuing an amendment to the formula for invoicing from the City; in which the District would budget and pay the actual amount from the year preceding the immediate prior year. In the current budget cycle case, the amount owed for fiscal year 2023 would be the "actuals" from fiscal year 2021. This would allow the District to budget a known amount and not have an unexpected higher invoice from the City.

Response: LAFCo is supportive of this change to the formula, among other contract changes.

6. Page 7, Paragraph 4

The District maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records. Since the District is a dependent district, it is subject to the same accounting and financial policies as the County. Accounting and budget data including all cash receipts and disbursements are reviewed by County finance staff before they are posted.

Comment: This item affirms the District's accounting records are under the County financial system, subject to the same accounting and financial policies as the County. *"…Accounting and budget data including all*

cash receipts and disbursements are reviewed by the County finance staff before they are posted..." It then should be incumbent upon County DFS to provide the financial reports to the District board automatically--just as they would any other County department.

Response: Special districts and County departments are expected to download financial reports themselves. However, the DFS director indicated it will send reports to districts that request it (so East Davis FPD can request that from the County if desired). One of the key functions of a special district board member (which the BOS has delegated to the fire commission) is fiscal responsibility, so these reports should be checked, and corrections made if needed. DFS staff cannot be expected to be 100% accurate, as human error sometimes occurs.

7. Page 7, Paragraph 6

In 2019, District commissioners did not detect that in-lieu taxes from State Fish and Wildlife was not posted to the District's fund. The error was found and corrected in the subsequent year. Due to delay on the part of the City of Davis providing information, the District experienced a net loss in fiscal year 2021 that was not anticipated.

Comment: Inaccurate. This was not undetected. State Fish and Wildlife has not paid their assessments in 17 years, a years-long effort to remedy the situation has been in vain, as the situation remains unchanged. This past March, Davis FD administration *once again* invoiced the following delinquent State properties having compounded delinquent taxes as far back as FY 2004/2005: Sacto/Yolo Port; Reclamation District #9; and CA State Fish and Game. *County DFS does not make the District whole on delinquent State Agencies, as they do with private parcel owners.*

There was not a net loss. The invoice overage due to lag-time in State reimbursement to the City was covered by the District Reserve fund. Moreover, this would have been budgeted for had City of Davis Financial Services made the proper calculations and invoiced with an accurate figure, in a timely manner.

Response: LAFCo agrees the State will not pay the assessments on the lands it acquired for the Bypass and this issue affects several districts. What this statement is saying is that the in-lieu fees received by the FPD were posted to the wrong fund by DFS and the District did not notice the error.

Regarding net loss, the 5-year trend in the report, which compares the budget to expenditures, shows a $71,392 net loss in FY 2021. LAFCo agrees there was ample fund balance to cover it, but its factually correct to state it was a net loss for the fiscal year (i.e., expenses exceeded revenues).

8. Page 7, Paragraph 8

Even though the District has very few expenditures (on average 5 invoices per year) the commissioners should review financial reports more frequent than the current practice to discuss whether transactions are accurately posted to the District's ledgers and to perform a current year budget to actual comparison.

Comment: Again, it should be incumbent upon County DFS to provide the financial reports to the District board automatically--just as they would any other County department. The District Board annually confirms with the County DFS Property Tax Supervisor, proper posting of Direct Charge revenue. The District Board confirms with County DFS accounting staff the posting of the five annual invoices paid.

Response: As noted above, DFS indicated it will provide reports if requested. LAFCo notes the fire commission confirms direct charge revenue and posting of invoices.

9. Page 8, Paragraph 4

The District does not have equipment or facilities to maintain or replace. The District's policy is to retain a total reserve of at least one year's expenditures plus 10%, which is in excess of recommended government standards.

Comment: The added text is noted in the excerpt above.

Response: Thanks for the clarification. The public draft will reflect this change.

10. Page 8, Paragraph 7

The District's share of property taxes within its boundaries is approximately 9.6%, while the average for all rural FPDs in the county is 6.2%.

Comment: This is irrelevant.

Response: LAFCo disagrees this is irrelevant as property taxes provide a significant portion of the District's core revenue. This fact is provided for informational purposes only and is included in the reports for all the FPDs.

11. Page 8, Paragraph 8

The District's policy is to retain at least 110% of one year's expenditures in reserve, which is in excess of recommended government standards

Comment: This needs to have a citation.

The District Reserves Fiscal Policy is set at the 110% of one year's budget, as contingency against catastrophic hardship (financial or otherwise) that may cause City services to be significantly curtailed (e.g., brown-out or blackout of Fire Station 33); or cancelled, altogether, due to inability to provide services. If this were to happen, the District's 110% contingency would be able to fund a bridging effort to sustain fire services from Station 33 for at least one year's time, providing opportunity for alternative solutions to be arranged. If reserves are reduced or eliminated (as is being recommended,) the District would be unable to pay for fire service in such a catastrophe.

East Davis has been previously held up as an example of sustainability. Now the ability to maintain that sustainability is a point of critical contention as the suggested reorganization may threaten the stability of the District.

While there is a government recommended standard for reserves, there does not appear to be a rule to follow, and the Board believes this is just a guideline rather than an actual rule against excess reserve funds that fails to account for the unique aspects of the District.

Response:

The City of Davis has served the East Davis FPD continuously since 1966, and there is no indication the City will not be able to meet its contractual obligations or close/reduce service levels at Station 33. Two years prior to the expiration of the contract, the parties will conduct a joint review to determine whether to renew the contract and any necessary changes to the arrangement. This gives the East Davis FPD sufficient time to prepare for any significant changes to its responsibilities if the City decides to end its relationship with the District. While there are no hard-and-fast rules about the amount of reserves, LAFCo strongly recommends the District re-evaluate the need for its disproportionately-large reserve so that the District is not collecting more in special assessments than necessary to provide its services. Concerns about the closure of Station 33 can be addressed in other ways, including contract provisions that would make the station available to the FPD and give infrastructure/apparatus to the District if the City reduces its operational capacity (as is done in the Winters FPD agreement).

12. Page 8, Paragraph 8

If the contract with the City of Davis were amended and streamlined such that the East Davis FPD operated as a pass-through agency (similar to Springlake FPD's contract with the City of Davis), this fund balance could potentially be eliminated altogether and drawn down to reduce constituent costs

Comment: Any other district would like to enjoy a fund balance that has been carefully planned.

Response: Comment noted.

13. Page 8, Last paragraph

East Davis FPD should amend its reserve policy reducing the current 110% of one year's expenditures to, at a minimum, align with government standards (SCO and GFOA). The District should also consider amending its contract with the City of Davis to simply pass-through revenues (similar to Springlake FPD's contract with the City of Davis), which would allow the fund balance to be eliminated altogether and drawn down over time to reduce constituent costs.

Comment: Is this a good example? It is understood they have significant issues (e.g., dwindling funding, inability to fill board positions).

Response: This statement is referring specifically to contract payment terms being a pass through of property taxes and assessments collected.

14. Page 9, Paragraph 1

East Davis FPD should review the County ledgers at least quarterly to ensure transactions are accurately posted to the District's fund. The review should at least include a comparison to prior year actuals and a current year budget to actual.

Comment: We get one significant invoice per year. Why is it necessary to review quarterly? Per comments from Page 8, the District has only 5 transactions per year. Moreover, as County DFS is the District's fiscal agent and fiduciary, it should be incumbent upon County DFS to provide reports to the District on a regular basis.

Response: As previously noted, staff will amend the recommendation for the commission to review financial reports biannually, not quarterly. The commission has been delegated fiduciary responsibility of the FPD and the County acts as the treasury. It is important for the Commission to review the transactions, however minimal, to ensure accuracy. Missing funds were found by LAFCo and had corrections posted.

15. Page 9, Question d)

d) Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?

Comment: This should be a "No."

Response: Staff agrees this is a typo and will correct it, thank you.

16. Page 10, 6a paragraph 1

East Davis FPD receives contract services from the City of Davis, as does the neighboring No Man's Land and Springlake FPDs. However, the East Davis FPD appears to be paying more for the same service and its contract provisions are the only one of the three FPDs that do not contain any cost containment measures that would give the East Davis FPD more certainty for its annual budgets. The East Davis FPD was unaware of the more advantageous contract provisions negotiated between the City of Davis and the other FPDs, and the existing governmental structure contributes to this issue.

Comment: The District pays a pro rata fair-share for fire service based on ad valorem (AV) taxes, as demonstrated in the bona fide engineering report and associated ballot language for the Prop 218. Springlake and No Man's Land *do not* pay a proportionate rate for the services that they enjoy and have no financial sustainability recourse (however, East Davis does). Both Springlake and No Man's Land do not generate enough income to cover the cost of service provided. Therefore, this is not a case of East Davis paying too much--but rather a case of the other two districts not paying enough (or *their pro rata fair share*).

There are built-in cost containment measures in both the East Davis Prop 218 and contract agreement. The formula is very specific and will be further refined as stated in the comments for Page 7. The contract inflation clause is also specifically set at 3%, or CPI, whichever *IS LESSER*. This inflation clause has not been exercised in at least the past 7 years and is not likely to be exercised in the foreseeable future. Moreover, the absence of a sustainable revenue mechanism *without* an inflation clause is a direct cause of the financial instability of some Yolo Rural FPDs as costs are outrunning the revenue to support them. The revenue mechanism the District has in place is why East Davis is successful. *Any further assumptions on this matter should be held in abeyance until after SCI Consultants have completed their comprehensive, countywide Rural FPD Prop 218 study.*

MSR statements associated with residents being confused as to what fire district they live in, what fire department serves them, and which fire commission represents them are *specious, contrived, and unfounded.*

The "advantage" of underpaying for service is detrimental to the entire system.

Response: As noted in the comment, the District pays a pro rata share for fire service based on the assessed value of its real property compared to that of the City. The East Davis FPD has no control over the budget for fire services adopted by the City of Davis. The FPD is merely allocated its share based on assessed valuation. The report's reference to no cost containment refers to the cost of the contract only, not the Prop 218 assessment.

17. Page 10, 6a paragraph 2

No Man's Land FPD was formed in 1974, and the during formation process annexation to the East Davis FPD was considered, but "the City of Davis has refused to annex the territory to the East Davis Fire District at this time, and the East Davis Fire Protection District has therefore stated they do not desire to annex the territory

Comment: Because board members are volunteers from our own district and community.

Response: No response needed.

18. Page 10, 6a paragraph 3

All three FPDs are dependent to Yolo County and serve as funding and service mechanisms of the County, and it would enhance efficiency, increase accountability for community service needs, and be less confusing to the public if all the territory served by City of Davis were combined under one district

Comment: Disagree. East Davis district has voted to tax themselves to keep from falling behind. Whereas other districts have voted down any measures that might mean an increase in taxes. This is why East Davis is successful while others are not.

Response: The Board of Supervisors, as the ultimate governing body of the three districts around Davis, has funded a Proposition 218 study and will consider the district funding mechanisms and governance to provide services to all the unincorporated Davis area constituents in evaluating the MSR's recommendations.

19. Page 10, 6a paragraph 4

Reorganization would benefit the East Davis FPD in the following ways:

Comment: The people within East Davis borders who care, know who their board is.

Response: Comment noted.

20. Page 11, Paragraph 2

For example, the East Davis FPD's rates are higher than No Man's Land and Springlake FPDs and do not include any cost containment provisions, even though they receive the same level of service from the same fire department.

Comment: False. Discussed at length re: items on previous page (10).

Response: Staff will clarify this sentence to make it clearer it is referring to contract costs, not the level of the Prop. 218 assessments.

21. Page 11, Paragraph 2

It appears the contract gives the discretion to the District of whether to maintain the reserve, but East Davis FPD has maintained the reserves at levels greater than other districts.

Comment: Because other districts couldn't pass a Prop 218 (what is causing this situation) they are unsustainable, while East Davis is sustainable.

Response: See response to #18 above.

22. Page 11, Paragraph 3

Expanding the territory of the district will also expand the pool of individuals who might be willing to serve as commissioners, which could ease the burden on those who have served long terms. It also might allow the commission to expand its membership from five to seven, which would spread out any administrative workload handled by the commissioners.

Comment: See previous comments re: contract costs, cost containment measures, and reserve fund balances (from Pages 6, 7, 8, and 10 above). The MSR/SOI Study statements regarding a partial solution of adding commissioners to the District Board, is completely out of touch with real world conditions in these Districts. Springlake struggles to maintain a quorum and No Man's Land has never produced a single volunteer commissioner. Is the public to believe that volunteers will now inexplicably appear and be seamlessly galvanized into this board configuration? These are three different communities with different issues, interests, and intricacies. The reorganization being suggested is a dismantling of a successful district that has operated continuously since 1966 with no significant issues. The East Davis Board believes this reorganization will result in the ultimate failure of the District when undue financial and administrative burdens are imposed by adding two other Districts— absent an in-kind benefit assessment from the additional Districts/parcels or any administrative support from the County. The residents in the District are sure to react negatively when they learn that they now must subsidize service in two other areas—which will be the case as both of those Districts are currently *underfunded* and have no Proposition 218 levies. Any perceived savings or efficiencies will be overshadowed by the cost and effort of responding to the outcry by residents and property owners that voted for the East Davis District in its current form.

Response: The MSR recommendations are not suggesting a dismantling of the East Davis FPD. LAFCo's goal is obviously not the ultimate failure of the District. No financial and little administrative burdens are being imposed by annexing the territory of the two other districts that receive the same services, and there are potential solutions to address any administrative burdens (e.g. County staff assistance). The County is studying a Prop 218 increase to address the funding needs of FPDs, including the areas served by the City of Davis, so each area of the District will be paying its fair share and areas some areas will not be "subsidizing" others in the District. It is anticipated the Board of Supervisors, as the ultimate governing body of the three districts around Davis, will weigh the community benefits with the potential burdens to the districts in evaluating the MSR's recommendations.

23. Page 12, item h

Maybe. Dependent districts are not legally required to maintain a website. However, East Davis FPD maintains a website and received a 25% transparency score for best practices in 2021. Please see the report posted on the LAFCo website for where improvements are recommended.

Comment: This should be NO. We are not required to have a website but because we do have one are being criticized by LAFCO.

Response: Websites are an important tool in promoting transparency in government, especially for small districts. The Website Transparency Scorecard process began at the expressed request via resolution of all the cities and Yolo County. Best practices are recommended, but the report is clear that none of its recommendations are legally required.

24. Page 12, Paragraph 7

Accountability, Structure and Efficiencies MSR Determination

*East Davis FPD receives contract services from the City of Davis, as does the neighboring No Man's Land and **half of** Springlake FPDs. However, the East Davis FPD appears to be paying more for the same service and its contract provisions are the only one of the three FPDs that do not contain any cost control/containment measures that would give the East Davis FPD more certainty for its annual budgets. The existing governmental structure contributed to this issue.*

Comment: Text edit noted above.

False. See comments on page 10, "Discussion re: Accountability, Structure, and Efficiencies."

Response: Instead of "half of" staff will state "a portion of". See response to Comment #16.

25. Page 13, paragraph 2

Accountability, Structure and Efficiencies MSR Recommendation(s)

The East Davis FPD sphere of influence should be updated to include the No Man's Land FPD territory and the portion of Springlake FPD territory south of County Road 29. Those areas should then be annexed into the East Davis FPD as part of a reorganization of the Elkhorn, No Man's Land, and Springlake FPDs.

Comment: False. The MSR implies that the City of Davis has a problem because of multiple fire contracts for the three districts. However, the MSR reorganization will result in both Woodland and Elkhorn having multiple contracts to manage which seems contrary to the goal of contract reduction.

Response: The MSR is not intending to imply the City of Davis has a problem. Rather, staff is suggesting multiple fire contracts is inefficient and not resulting in the most advantageous contract provisions for the FPDs. The recommended reorganization would not result in the City of Woodland and Elkhorn FPD having multiple contracts to manage.

26. Page 13, paragraph 4

Dependent districts are not legally required to maintain a website. However, East Davis FPD maintains a website and received a 25% transparency score for best practices in 2021. Please see the report at https://www.yololafco.org/yolo-local-government-website-transparency-scorecards for where improvements are needed.

Comment: This should be NO. We are not required to have a website but because we do have one are being criticized by LAFCO. The District has no record of being informed of the website transparency score short-comings and can either remedy those issues or take the site down completely—since it is not required.

Response: See the response to Comment #23. The District has been on the distribution list regarding Website Transparency effort, which LAFCo has undertaken at the request of the County and the cities. LAFCo is happy to update the contact information if the District wishes to have someone else receive notifications in the future.

27. Page 13, Item 7a

Most of the East Davis FPD populated territory is served, however some rural portions are unserved. In the urbanized portions of the East Davis FPD, El Macero and Willowbank have access to 987 Mbps (or nearly 1 Gbps/"Gig") speeds while the Davis Creek Mobile Home Park only has access to 10 Mbps download and 1 Mbps upload speeds from AT&T (even though 1 Gig speeds are available from Comcast immediately surrounding the Park and were likely excluded for economic reasons). Most of the rural areas in the FPD surrounding these communities are only served by wireless service and far less than the 25/3Mpbs broadband threshold.

Davis Creek Mobile Home Park is eligible to receive California Advanced Services Fund (CASF) Infrastructure grants as shown in the map below. Yolo County should explore grants to upgrade infrastructure with either the existing provider, AT&T, or Comcast which provides high speed broadband service in the immediate surrounding vicinity.

Comment: This seems irrelevant with regard to discussions of FPD coverage and oversight. No FPDs have control over internet infrastructure.

Response: Lack of broadband service and access is a significant problem in some portions of the unincorporated County. Per Yolo LAFCo Project Policy 6.2, the MSR will provide information and recommendations on the following, among other relevant considerations:

a) Availability of high-performance broadband (i.e. greater than 25Mbps downloads and 3 Mbps upload) at home, schools, libraries and businesses;
b) Accessibility to affordable broadband (e.g. providers offering low-income programs); and
c) Accessibility to training and support to enable digital inclusion.

The MSR does not state that the FPD is responsible for internet infrastructure. Rather, this information is intended to promote digital access countywide and ensure public safety organizations have the information and communication access needed to perform the service.

28. Page 15, Item 8a

There were no recommendations from the 2016 MSR specific to the East Davis FPD.

Comment: Nothing has changed since 2016. Begging the question as to why such intrusive recommendations now?

Response: The MSR provides an opportunity to re-evaluate the efficiency and sensible organization of local government.

29. Page 16, paragraph 1

☐ *Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency's SOI is recommended and SOI determinations HAVE NOT been made.*

☒ *Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency's SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.*

Comment: Check this box and uncheck the other.

Response: The Commissioners' position is noted. LAFCo's direction to staff on March 31, 2022 is to reorganize the contract districts such that its results in one district for each city.

30. Page 18, item 2b

The SOI would not expand services; rather it better reflects and aligns with the services already provided by the City of Davis. The City of Davis is best suited to provide services more directly via the East Davis FPD. Please see MSR item 6a.

Comment: This would place more work on the volunteer Board.

Reserve: The FPD has the financial resources to contract with the City or the County to perform whatever minimal services the fire commission is unable or unwilling to perform. Even with the expanded service territory, the demands on the volunteer commissioners would not be disproportionately greater than for other districts.

31. Page 19, item 3a

The City of Davis already provides fire protection and emergency response services in the SOI territory, has capacity, and provides adequate services.

Comment: The volunteer board will be impacted. More work thrust upon them for no gain. And the carefully planned EDCFPD reserves fund will be unnecessarily spent down.

Response: Please see the responses to #11 and #30.

AGENCY PROFILE

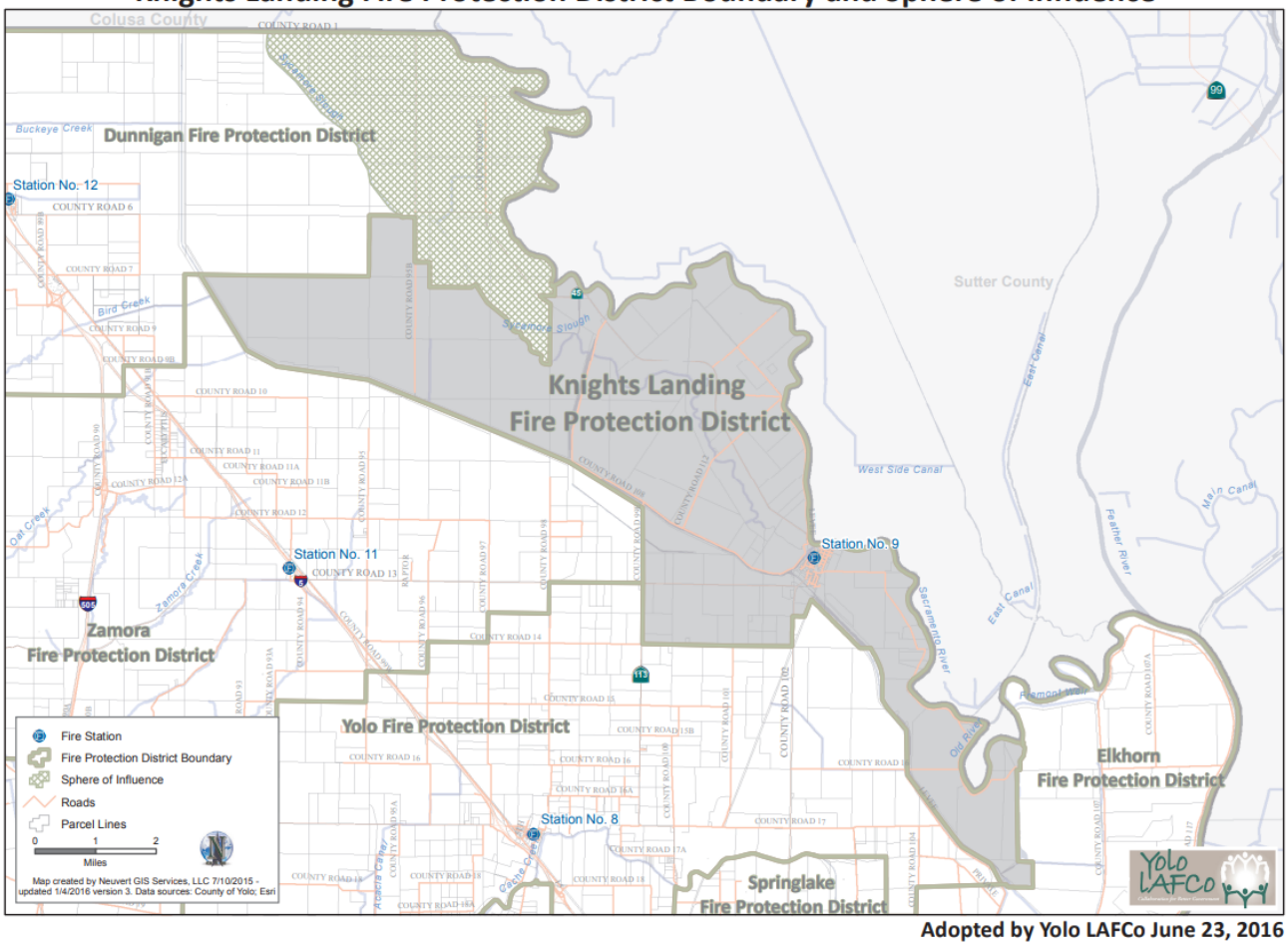
The Knights Landing Protection District (FPD) was formed in 1942 and is authorized to provide fire protection and emergency response services. It was formed as a dependent district to Yolo County, which delegated its decision making to a local Fire Commission with five members, each appointed by the Board of Supervisors to serve four-year terms.

The District is 23,692 acres in size and serves the unincorporated town of Knights Landing and the surrounding rural area. The entire District contains 423 residential and 22 commercial addresses and its residential population is estimated to be 1,058 residents[1]. However, according to the 2020 Decennial Census the town of Knights Landing alone has a population of 1,117. Apparently, the town exceeds the countywide average of 2.5 persons per household.

The Knights Landing FPD has Station 9 located at 42115 Sixth Street in Knights Landing. The District has 7 apparatus and has a volunteer chief ***that receives a small annual stipend***, ~~and~~ assistant chief ~~that receives a small annual stipend~~, a part-time secretary, 0 reserves and 13 volunteers).

The Knights Landing FPD boundary and sphere of influence (SOI) is shown below.

Knights Landing Fire Protection District Boundary and Sphere of Influence



Adopted by Yolo LAFCo June 23, 2016

[1] Population estimate is based on the number of residential addresses assigned in 2021 in the FPD territory with a Yolo County average of 2.5 persons per household.

Item 7-ATT E

Municipal Service Review (MSR)
and
Sphere of Influence (SOI) Update
for the

Fire Protection Agencies
Fire Protection Districts (FPDs) + County Service Area (CSA) 9
LAFCo No. 21-05

Capay Valley FPD
Clarksburg FPD
Dunnigan FPD
East Davis FPD
Elkhorn FPD
Esparto FPD
Knights Landing FPD
Madison FPD
No Man's Land FPD
Springlake FPD
West Plainfield FPD
Willow Oak FPD
Winters FPD
Yolo FPD
Zamora FPD
Garcia Bend CSA 9

Yolo Local Agency Formation Commission

Public Review Draft June 15, 2022

SUBJECT AGENCIES:

Capay Valley FPD
PO Box 6
Brooks, CA 95606
Contact: Jesse Capitanio, Fire Chief
https://cvfpd.specialdistrict.org/

Clarksburg FPD
PO Box 513
Clarksburg, CA 95612
Contact: Craig Hamblin, Fire Chief
https://clarksburgfire.specialdistrict.org/

Dunnigan FPD
PO Box 213
Dunnigan, CA 95937
Contact: David Garrison, Acting Fire Chief
https://dunniganfire.com/

East Davis FPD
625 Court Street #204
Woodland, CA 95695
Contact: Joseph Tenney, Fire Chief
https://eastdaviscfpd.wordpress.com/

Elkhorn FPD
19396 County Road 124
West Sacramento, CA 95691
Contact: Richard Yeung, Fire Chief

Esparto FPD
PO Box 366
Esparto, CA 95627
Contact: Curtis Lawrence, Fire Chief
https://www.espartofire.org/

Knights Landing FPD
PO Box 578
Knights Landing CA 95645
Contact: Martin Jones, Fire Chief
https://knightslandingfire.specialdistrict.org/

Madison FPD
PO Box 12
Madison, CA 95653
Contact: Paul Green, Fire Chief
https://www.madison-fire.com/

No Man's Land FPD
530 Fifth Street
Davis, CA 95616
Contact: Joseph Tenney, Fire Chief

Springlake FPD
1000 Lincoln Ave
Woodland, CA 95695
Contact: Eric Zane, Fire Chief
https://www.springlakefpd.org/

West Plainfield FPD
24901 County Road 95
Davis, CA 95616
Contact: Cherie Rite, Fire Chief
https://www.wpfd.net/

Willow Oak FPD
8111 County Road 94B
Woodland, CA 95695
Contact: Marcus Klinkhammer, Fire Chief
http://www.willowoakfire.com/

Winters FPD
700 Main Street
Winters, CA 95694
Contact: Brad Lopez, Fire Chief
http://www.wintersfire.org/

Yolo FPD
PO Box 466
Yolo, CA 95697
Contact: Dan Tafoya, Fire Chief
https://www.yolofpd.org/

Zamora FPD
PO Box 143
Zamora, CA 95698
Contact: Chase Covington, Fire Chief
https://zamorafire.specialdistrict.org/

Garcia Bend CSA 9
625 Court Street #204
Woodland, CA 95695
Contact: Steve Binns, Fire Chief

CONDUCTED BY:

Yolo Local Agency Formation Commission
625 Court Street, Suite 107
Woodland, CA 95695
(530) 666-8048
www.yololafco.org

Commissioners:
Olin Woods, Chair, Public Member
Norma Alcala, Vice Chair, City Member
Wade Cowan, City Member
Don Saylor, County Member
Gary Sandy, County Member

Commissioner Alternates:
Richard DeLiberty, Public Member
Angel Barajas, County Member
Gloria Partida, City Member

Staff:
Christine Crawford, Executive Officer
Terri Tuck, Administrative Specialist/Commission Clerk
Mark Krummenacker, Financial Analyst
Eric May, Commission Counsel

ACKNOWLEDGEMENTS:

Many thanks to the Yolo County Firefighters Association Municipal Service Review (MSR) Subcommittee or "MSR Subcommittee" of fire chiefs who volunteered countless hours to work with LAFCo on this report:

MSR Subcommittee Fire Chiefs:
Marcus Klinkhammer, Willow Oak FPD
Curtis Lawrence, Esparto FPD
Cherie Rita, West Plainfield FPD
Dan Tafoya, Yolo FPD
Eric Zane, Springlake FPD

The MSR Subcommittee was also supported by Mark Burns, Capay Valley FPD fire commissioner, who used his skills to take the raw data and created an analytics tool at https://yololafco.azurewebsites.net/ with visual graphs to illustrate response time, personal and apparatus response.

Contents

MSR/SOI Background and Context 1-1
Role and Responsibility of LAFCo 1-1
Purpose of a Municipal Service Review (MSR) 1-1
Purpose of a Sphere of Influence (SOI) 1-2
Fire Protection Districts 1-2
Existing Fire Protection Districts and Governance 1-3
History of Consolidations and Reorganizations 1-4
Fire Protection District Funding 1-5
Special District Funding Statewide 1-5
Proposition 172 History 1-5
Local Fire Protection District Funding 1-6
Additional Financial Support 1-7
Previous 2016 LAFCo MSR/SOI 1-8
2016 Governance Findings and Recommendations 1-8
2016 LAFCo Recommendations Common to All FPDs 1-9
2022 MSR Subcommittee 1-9
Dispatch Response Time and Adequacy: Methodology and Comparative Data 1-10
Dispatch Call Volume 1-10
FPD Response Time 1-10
FPD Adequacy of Response 1-11
Financial Sustainability: Methodology and Comparative Data 1-12
2022 Governance Recommendations Overview 1-13
Overall Strategy/Approach 1-13
Governance Recommendations Outreach 1-16
Overarching MSR Recommendations 1-17
Organization of this MSR/SOI Study 1-18

Individual District Studies

Capay Valley FPD 2-1
Clarksburg FPD 3-1
Dunnigan FPD 4-1
East Davis FPD 5-1

Elkhorn FPD 6-1
Esparto FPD 7-1
Knights Landing FPD 8-1
Madison FPD 9-1
No Man's Land FPD 10-1
Springlake FPD 11-1
West Plainfield FPD 12-1
Willow Oak FPD 13-1
Winters FPD 14-1
Yolo FPD 15-1
Zamora FPD 16-1
Garcia Bend CSA 9 17-1

MSR/SOI Background and Context

ROLE AND RESPONSIBILITY OF LAFCO

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, as amended ("CKH Act") (California Government Code §§56000 et seq.), is LAFCo's governing law and outlines the requirements for preparing Municipal Service Reviews (MSRs) for periodic Sphere of Influence (SOI) updates. MSRs and SOIs are tools created to empower LAFCo to satisfy its legislative charge of "discouraging urban sprawl, preserving open-space and prime agricultural lands, encouraging the efficient provision of government services, and encouraging the orderly formation and development of local agencies based upon local conditions and circumstances." (§56301.) CKH Act Section 56301 further establishes that "[o]ne of the objects of the commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local agencies in each county and to shape the development of local agencies so as to advantageously provide for the present and future needs of each county and its communities."

Based on that legislative charge, LAFCo serves as an arm of the State by preparing and reviewing studies and analyzing independent data to make informed, quasi-legislative decisions that guide the physical and economic development of the state (including agricultural uses) and the efficient, cost-effective, and reliable delivery of services to residents, landowners, and businesses. While SOIs are required to be updated every five years, they are not time-bound as planning tools by the statute but are meant to address the "probable physical boundaries and service area of a local agency." (§56076.) SOIs therefore guide both the near-term and long-term physical and economic development of local agencies, and MSRs provide the near-term and long-term time-relevant data to inform LAFCo's SOI determinations.

Purpose of a Municipal Service Review (MSR)

As described above, MSRs are designed to equip LAFCo with relevant information and data necessary for the Commission to make informed decisions on SOIs. The CKH Act gives LAFCo broad discretion in deciding how to conduct MSRs, including geographic focus, scope of study, and the identification of alternatives for improving the efficiency, cost-effectiveness, accountability, and reliability of public services, including by consolidating government agencies or functions. The purpose of a MSR in general is to provide a comprehensive inventory and analysis of the services provided by local municipalities, service areas, and special districts. A MSR evaluates the structure and operation of the local municipalities, service areas, and special districts and discusses possible areas for improvement and coordination. The MSR is intended to provide information and analysis to support a sphere of influence update. A written statement of the study's determinations must be made in the following areas:

1. Growth and population projections for the affected area;
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence;
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence;
4. Financial ability of agencies to provide services;
5. Status of, and opportunities for, shared facilities;
6. Accountability for community service needs, including governmental structure and operational efficiencies; and
7. Any other matter related to effective or efficient service delivery, as required by commission policy.

a. Local policy requires the MSR to address broadband availability; and

b. The status of past MSR recommendations.

The MSR is organized according to these determinations listed above. Information regarding each of the above issue areas is provided in this document.

Purpose of a Sphere of Influence (SOI)

In 1972, LAFCos were given the power to establish SOIs for all local agencies under their jurisdiction. As defined by the CKH Act, "'sphere of influence' means a plan for the probable physical boundaries and service area of a local agency, as determined by the commission." (§56076.) SOIs are designed to both proactively guide and respond to the need for the extension of infrastructure and delivery of municipal services to areas of emerging growth and development. Likewise, they are also designed to discourage urban sprawl and the premature conversion of agricultural and open space resources to urbanized uses.

The role of SOIs in guiding the State's growth and development was validated and strengthened in 2000 when the Legislature passed Assembly Bill (AB) 2838 (Chapter 761, Statutes of 2000), which was the result of two years of labor by the Commission on Local Governance for the 21st Century, which traveled up and down the State taking testimony from a variety of local government stakeholders and assembled an extensive set of recommendations to the Legislature to strengthen the powers and tools of LAFCos to promote logical and orderly growth and development, and the efficient, cost-effective, and reliable delivery of public services to California's residents, businesses, landowners, and visitors. The requirement for LAFCos to conduct MSRs was established by AB 2838 as an acknowledgment of the importance of SOIs and recognition that regular periodic updates of SOIs should be conducted on a five-year basis (§56425(g)) with the benefit of better information and data through MSRs (§56430(a)).

Pursuant to Yolo County LAFCo policy, an SOI includes an area adjacent to a jurisdiction where development might be reasonably expected to occur in the next 20 years. A MSR is conducted prior to, or in conjunction with, the update of a SOI and provides the foundation for updating it.

LAFCo is required to make five written determinations when establishing, amending, or updating an SOI for any local agency that address the following (§56425(c)):

1. The present and planned land uses in the area, including agricultural and open-space lands.
2. The present and probable need for public facilities and services in the area.
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.
5. For an update of an SOI of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

FIRE PROTECTION DISTRICTS

A fire protection district (FPD) is a California Special District, a form of local government created by a community election process to provide fire protection, emergency rescue, and emergency medical services, as set forth in sections 13800-13970 of the California Health and Safety Code (HSC). The Fire Protection District Law was last updated by the State Legislature in 1987.

Fire districts in California are faced with considerable challenges, including securing adequate sustainable revenue, public reluctance to tax themselves to fund services, increased calls for service, demand on automatic/mutual aid, and loss of community volunteer base. The fire season has extended into nearly a

year-round event. Agencies that have traditionally relied primarily on volunteers are especially challenged, as many see declines in volunteer ranks and diminished availability of volunteer firefighters.

With most of the state in a declared drought emergency and record setting years for wildfires, many LAFCos statewide have either completed or are working on fire district reorganizations in their counties. LAFCos around the state have seen a significant uptick in applications seeking approval of service contracts, and more crucially, agency reorganization proposals.

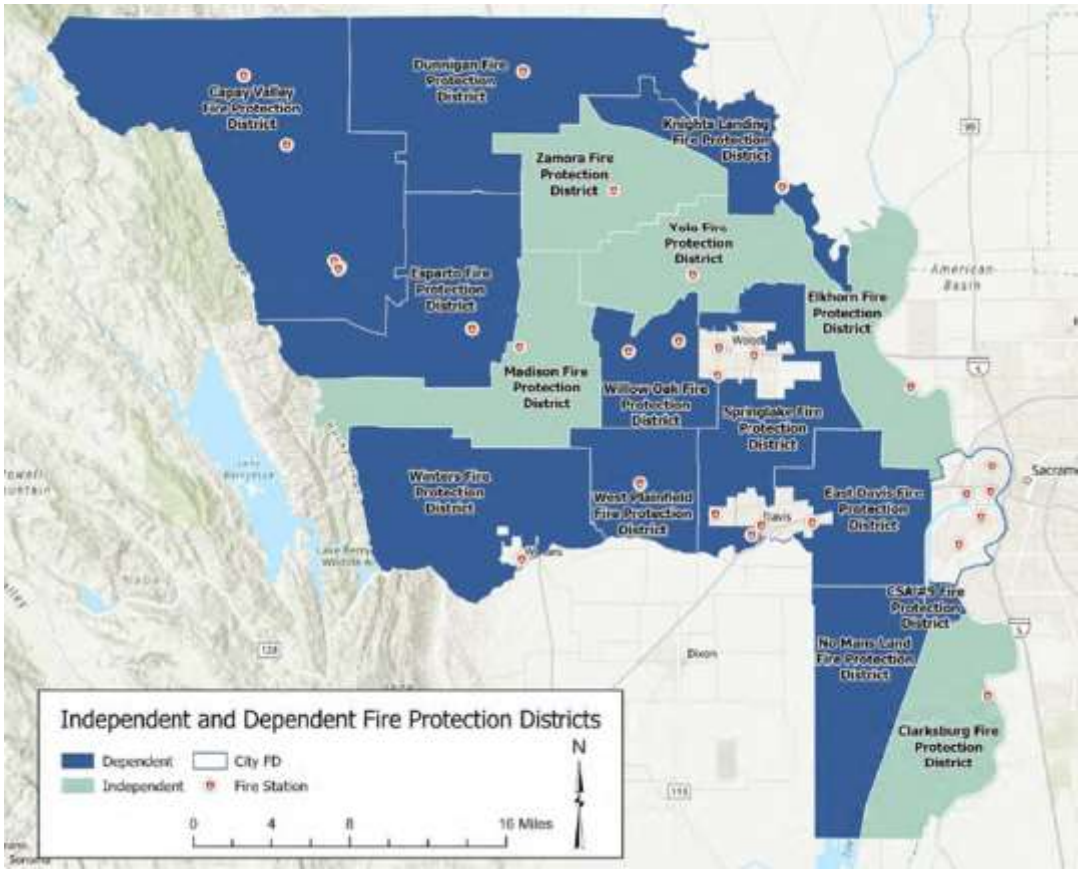
Agencies are passing special taxes and assessments to support a growing trend of moving to paid staffing, and they are also increasingly looking at "scaling up" by reorganizing with neighboring agencies or entering into service contracts with other providers.

There is no "one size fits all" approach to fire service from county to county, but it's important to look at the evolving nature of fire service and get in front of trends. LAFCos are also using the Municipal Service Review process to identify reorganization opportunities, in some cases taking a leadership role in helping agencies identify more effective service provision models. This is the approach for the 2022 Yolo LAFCo Municipal Service Review (MSR) for the Yolo Fire Protection Districts (FPDs).

Existing Fire Protection Districts and Governance

In Yolo County, there are currently 15 FPDs created between 1927 and 1974 that cover the entire unincorporated area. Every district is governed by a legislative body known as a "board of directors." (HSC § 13840.) Five of the FPDs are governed by independent boards and the other 10 are dependent, meaning they are governed by the Board of Supervisors (BOS). (HSC § 13835.) For 9 of these 10 dependent districts, the Board of Supervisors has delegated its authority to a local "fire commission" to act on its behalf subject to removal for cause. (HSC § 13844.)

FPD	Governance	Terms Per H&S Code 13844	Independent/ Dependent
Capay Valley	Fire Commission	4 yr terms	Dependent
Clarksburg	FPD Board of Directors	4 yr terms	Independent
Dunnigan	Fire Commission	4 yr terms	Dependent
East Davis	Fire Commission	Indefinite	Dependent
Elkhorn	FPD Board of Directors	4 yr terms	Independent
Esparto	Fire Commission	4 yr terms	Dependent
Knights Landing	Fire Commission	4 yr terms	Dependent
Madison	FPD Board of Directors	4 yr terms	Independent
No Man's Land	BOS	NA	Dependent
Springlake	Fire Commission	4 yr terms	Dependent
West Plainfield	Fire Commission	4 yr terms	Dependent
Willow Oak	Fire Commission	4 yr terms	Dependent
Winters	Fire Commission	4 yr terms	Dependent
Yolo	FPD Board of Directors	4 yr terms	Independent
Zamora	FPD Board of Directors	4 yr terms	Independent



History of Consolidations and Reorganizations

Currently in Yolo County, most of the unincorporated area is served by 15 FPDs. While counties are not required to provide fire protection services in the unincorporated areas, a county Board of Supervisors may establish a County Service Area (CSA) to provide fire and emergency response services, among others (Gov't Code § 25213(b)). One such CSA is CSA 9 (also known as "Garcia Bend CSA"), south of West Sacramento. Together, these 16 districts cover all the unincorporated areas of the County to provide fire protection and emergency response services.

However, these services have not always been provided by these same 16 districts. FPD boundaries and governance has evolved over the decades with changing conditions as listed below. And this list may not be complete since LAFCos were created in 1963 and its records do not go back to 1927.

Year	Consolidation/Significant Reorganization
1959	Dissolved Plainfield FPD and annexed into Springlake FPD
1970	Landowner petition to detach 57 acres from Elkhorn FPD and annex to Knights Landing FPD
1971	River Garden Farms FPD dissolved and annexed to Dunnigan and Knights Landing FPDs
1979	Clarksburg FPD extended to the Solano County line
1980	East Yolo FPD petition to annex 1,029 acres from Elkhorn FPD
1983	Consolidation of Bryte, Washington, and Westgate FPDs into East Yolo FPD
1987	East Yolo FPD dissolved for the City of West Sacramento incorporation

FIRE PROTECTION DISTRICT FUNDING

Special District Funding Statewide

Special districts have coped with three decades of tough financial times. In 1977-78, the year before the voters passed Proposition 13, special districts received $945 million in property tax revenues. In 1978-79, their property tax revenues dropped to $532 million, a loss of almost 50%. In response to Proposition 13, legislators encouraged the special districts with the power to raise revenues with user fees and service charges and to reduce their reliance on property tax revenues. To help local governments weather the fiscal shock caused by Proposition 13, the state sent more state money to school districts and shifted some of the schools' property tax revenues to counties, cities, and special districts. For special districts, these supplemental property tax revenues went into a Special District Augmentation Fund (SDAF) in each county. The county boards of supervisors then allocated the SDAF money to the special districts in their counties. This practice lasted from 1978 to 1992.

Faced with huge budget deficits in 1992-93 and again in 1993-94, the state shifted almost $4 billion in annual property taxes from local governments (counties, cities, special districts, and redevelopment agencies) to an Educational Revenue Augmentation Fund (ERAF) in each county. The property tax revenue in the ERAF offsets the State's constitutional duty to maintain certain funding levels for schools. Enterprise special districts that collected user fees for their services had better chances of coping with the ERAF shifts because their fees generate revenues rather than property taxes. The ERAF shifts hit the non-enterprise districts especially hard because they have few ways to make up for the lost revenues. Special legislation has granted fiscal relief to some special districts.

Proposition 172 History

To cushion the impact of the shift of property tax funds from local agencies to the ERAF, the State submitted a proposal for a new sales tax. Proposition 172 (Prop 172), the Local Public Safety Protection and Improvement Act of 1993, was approved by California voters. It replaced a half-cent sales tax, meaning taxpayers saw no net increase in their overall tax burden.

Mindful of the substantially larger proportion of ERAF's impact to counties than to cities and special districts, the State initially considered allocating all Prop 172 funds only to counties but realized success with the voters would be enhanced with the support of city officials, so a portion was allocated to cities as well. According to the Prop 172 analysis by the Legislative Analyst at the time, "the additional sales tax revenues resulting from this measure are intended to offset part of the $2.3 billion in county and city revenue losses that resulted from adoption of the State's 1993-94 budget" that had shifted property tax revenues.

Yolo County lost 65% of its property taxes to fund schools through ERAF, which is an ongoing shift occurring annually. This shift equaled $40.5 million in fiscal year (FY) 20/21 and the County's share of Prop 172 replaced $24.5 million of that loss. FPDs are impacted differently by these property tax shifts. For FY 20/21 the ERAF tax shifts for 6 out of the 15 FPDs resulted in additional property tax revenue (ranging from +13.0% to +106.5% of property tax revenue), while the other 9 FPDs lost revenue (ranging from -3.8% to -20.0% of property tax revenue).

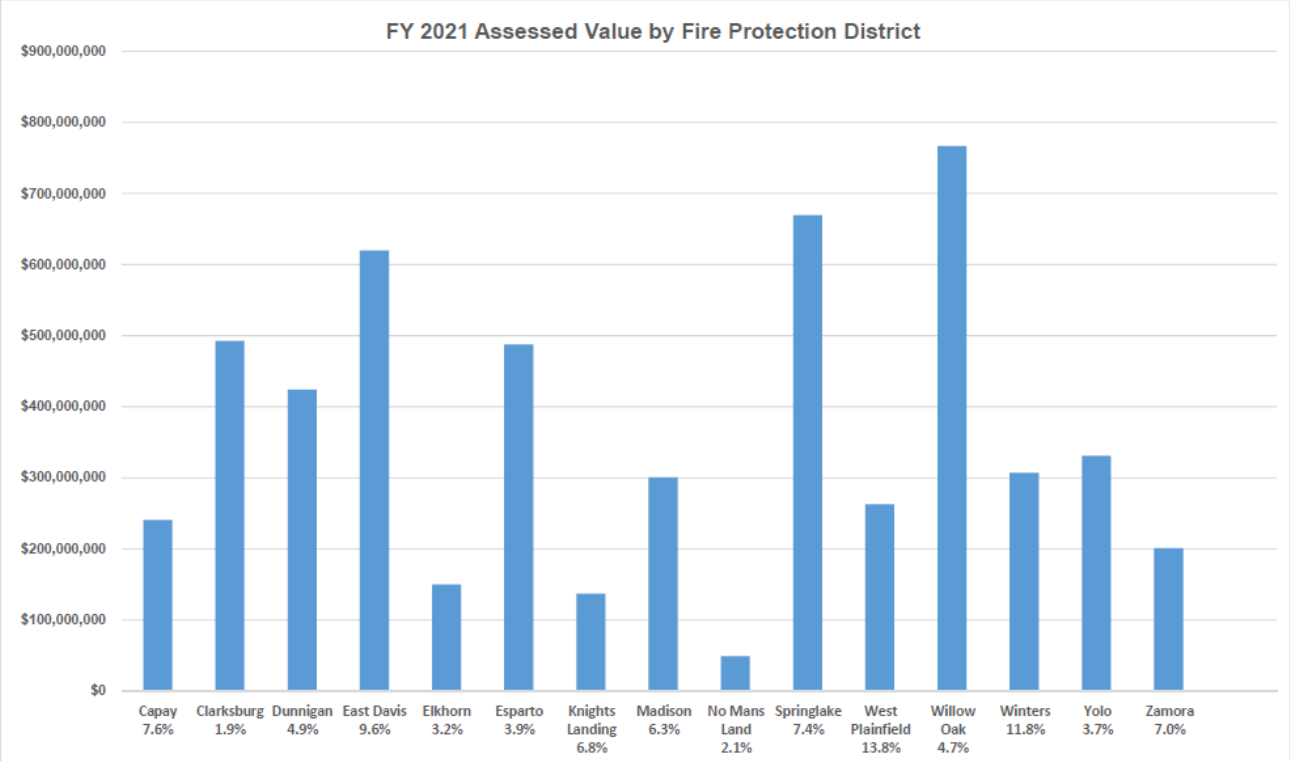
The purpose of Prop 172 was not increasing overall public safety funding, but to maintain public safety funding levels in spite of property tax shifts. The monies are collected and allocated to each county based on its proportionate share of statewide taxable sales. The FPDs are eligible to receive Prop 172 funding and board of supervisors determine the allocation to local public safety in their county. Most counties do not allocate Prop 172 funds for fire protection if it did not provide fire protection funding at the time Prop 172 was implemented. However, over the years some additional counties have begun to distribute some Prop 172 funds to FPDs and currently it is estimated 43 of 58 counties do so.

Proposition 1A (2004) made it much harder for the state to shift property taxes and other local revenues away from counties, cities, and special districts. These constitutional protections restore some fiscal stability to special districts.

Local Fire Protection District Funding

FPDs are all funded from property tax revenue and some have augmented revenue by passing a special benefit assessment on parcels in their service territory. Some FPDs also have Development Impact Fees (DIF) adopted for new development, but such revenue is not consistent and has restrictions on how it can be used.

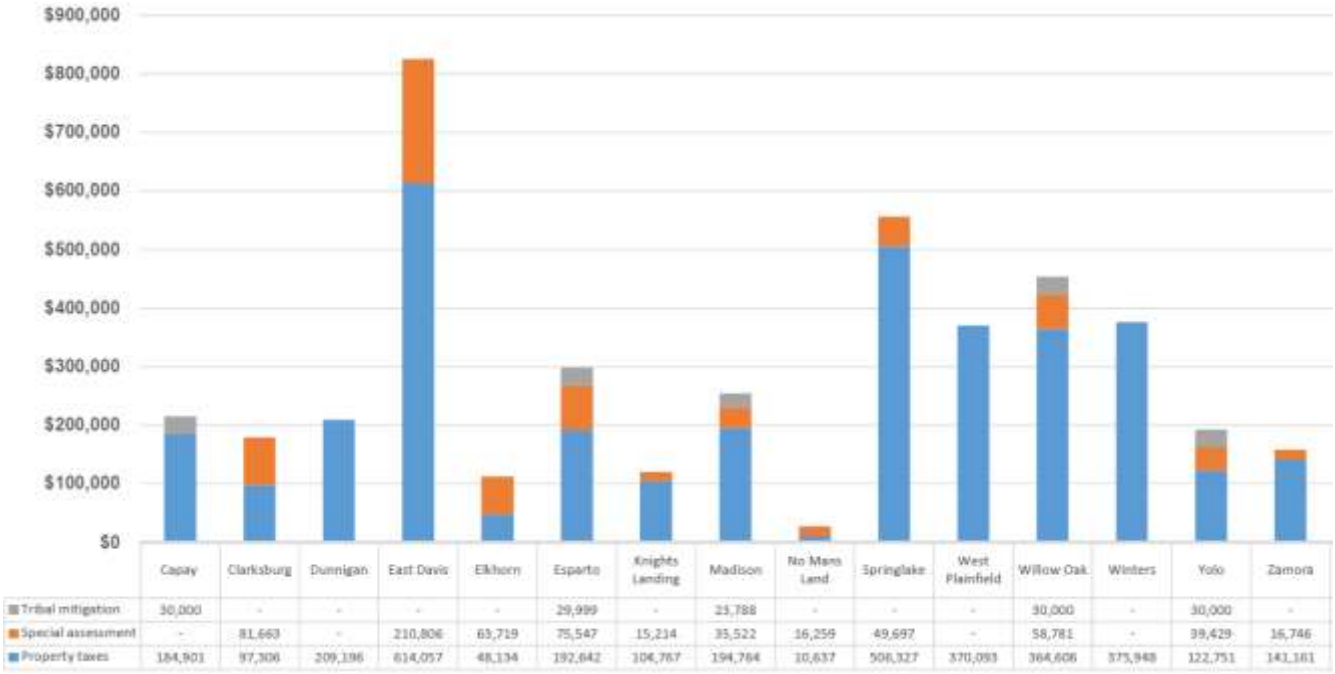
The total assessed value used to determine property tax collections varies across the FPDs and revenue collected has been reduced for many agricultural parcels by the Williamson Act program. Proposition 13 in 1978 and AB 8 that implemented it locked in the percentage of the property tax revenue received by the FPDs. The actual tax rate areas vary within each district, but the percentage in the graph below shows the average assessed property value of each FPD.



Note: % for each FPD indicates the average share of the 1% property taxes received by the district

The bar graph below shows the core revenue (i.e., reliable revenue not including DIF, grants, CAL FIRE, etc.) for each FPD.

Fiscal Year 2021 Core Revenues by FPD



Additional Financial Support

In addition to property tax and special assessment revenue, many FPDs have received a significant amount of direct funding support through grant funding from the Yocha Dehe Wintun Nation, funding from Yolo County (tribal mitigation, Cache Creek mitigation, and the Rural Initiatives program), and state and federal grants as shown in the table below.

FPD Funding from Other Agencies – 5 Year (FY 2017-2021) Total

	YDWN Direct Funding	County Tribal Mitigation	Other County Funding	State/Federal Grants
Capay Valley	$ 224,431	$ 220,000	$ 0	$ 14,000
Clarksburg	-	-	-	66,172
Dunnigan	-	-	50,000	-
East Davis	-	-	-	-
Elkhorn	-	-	-	67,157
Esparto	143,333	131,650	32,500	-
Knights Landing	-	-	-	101,757
Madison	148,333	110,413	32,500	14,737
No Man's Land	-	-	16,000	-
Springlake	-	-	-	-
West Plainfield	147,000	-	88,000	120,882
Willow Oak	450,000	127,170	32,177	12,792
Winters	-	-	-	-
Yolo	250,000	132,500	32,500	101,062
Zamora	-	-	50,000	68,690
TOTAL	**$1,363,097**	**$721,733**	**$333,677**	**$567,249**

In addition to FPD direct funding, the Yolo County Board of Supervisors approved several funding items to assist fire prevention and FPD needs in its FY 2021/22 budget:

- $200,000 for immediate wildfire season needs, developed a framework for fire districts to apply for funding in October 2021, and granted funds to 14 of the fire districts in December 2021;
- $300,000 of funding to prepare Proposition 218 studies for each FPD to improve fire service revenues. The selected consultant (SCI Consulting) has begun this process and it is anticipated that the 218 studies will be completed by the end of calendar year 2022; and
- $550,000 (which is expected to be carried forward to FY 2022/23) to assist with the implementation of LAFCo's MSR/SOI recommendations at the direction of the Board of Supervisors.

PREVIOUS 2016 LAFCO MSR/SOI

2016 Governance Findings and Recommendations

LAFCo's last review of FPDs was prepared by Citygate Associates and adopted by LAFCo in 2016. The MSR identified the following key FPD challenges: rising costs and stagnant revenues, a shrinking volunteer labor pool, and increased demands for service.

The two complaints staff heard the most from FPD representatives about the 2016 MSR are: (1) the consultant's misunderstanding of the Yolo Emergency Communications Agency (YECA) data regarding missed calls; and (2) the FPDs financial projections penalized them for having reserve apparatus (i.e., maintenance costs were included for unused reserve apparatus). These issues undermined confidence in (and FPD acceptance of) the report and its recommendations. However, many of the 2016 MSR findings and recommendations for shared services and governance remain valid today, including:

- *Despite a continual recruitment effort, most Yolo County fire protection districts struggle to maintain an adequate roster of volunteer firefighters able to devote the time to maintain training requirements and also be available to regularly respond to emergency incidents. (Finding #4)*
- *Elkhorn FPD should consider a contract for service with the City of Woodland and/or the City of West Sacramento to achieve long-term fiscal sustainability and continuity of services. (Recommendation #8)*
- *Esparto and Madison FPDs should consider consolidating into a single district to enhance operational and fiscal efficiencies. (Recommendation #13)*
- *Services could be enhanced across all of the districts by creating a cooperative countywide regional fire service framework (Finding #14)*
    - *Training oversight*
    - *Common training and performance standards*
    - *Standardization of fire apparatus design specifications*
    - *Cooperative purchasing, including debt funding or lease purchasing of fire apparatus and other capital equipment*
    - *Shared reserve apparatus*
    - *Shared volunteer firefighters*
    - *Weekday staffing of selected districts with stipended firefighters to provide regional on-duty response coverage*
- *Creation of a cooperative countywide regional fire service framework could provide a structure that, in addition to potentially providing funding to support capital infrastructure replacement, could also provide other operational and support benefits to rural fire districts without loss of local control (Finding #40)*
- *The rural fire districts should consider exploring feasibility and support to expand the authority and powers of the West Valley Regional Fire Training Consortium, or the Yolo County Fire*

Chiefs Association, to provide a cooperative countywide regional fire service framework (Recommendation #14)

Unfortunately, no action has been taken by the FPDs on any of these recommendations listed above since the 2016 MSR. Therefore, these issues remain and are addressed again, albeit with a different strategy, with this 2022 MSR.

2016 LAFCo Recommendations Common to All FPDs

Below are the recommendations from the 2016 LAFCo MSR that were common to all FPDs, along with their respective status. The recommendations particular to individual FPDs are discussed in each individual FPD section of the report. The MSR's most far-reaching recommendation was to have an overarching joint powers agency (JPA) or association help with common FPD issues to achieve regional efficiencies, but it never occurred. Hopefully, the more incremental, regional approach of this 2022 MSR/SOI will help scale up the FPDs to be more efficient and resilient to withstand changing times.

1. *The Yolo County Fire Chiefs Association "No Response" policy could be enhanced by requiring acknowledgement of a dispatch by radio or telephone within a specified time period (e.g., 90 seconds) of the dispatch notification, indicating the district's ability to respond, before the next closest department is dispatched.* (**Status: completed**)
2. *The Yolo County Fire Chiefs Association considers requesting that YECA track the calls where the next fire district responds in place of the responsible fire district and a regular periodic report of "missed calls" from YECA*. (**Status: completed**)
3. *Within available funding, fire apparatus should be considered for replacement after not more than 25 years of service life*. (**Status: some FPDs cannot afford to maintain all apparatus within 25 years of service life**)
4. *The 11 districts that provide direct fire protection services should consider adopting a standardized fire apparatus inventory with common design specifications and equipment when purchasing new apparatus*. (**Status: not completed. FPDs often purchase used apparatus and every chief has a preference, but some standardization within reason could occur**)
5. *The rural fire districts should consider exploring feasibility and support to expand the authority and powers of the West Valley Regional Fire Training Consortium or the Yolo County Fire Chiefs Association to provide a cooperative countywide regional fire service framework*. (**Status: not completed**)
6. *The 11 districts that provide direct fire protection services should consider adopting a standardized fire apparatus inventory with common design specifications and equipment when purchasing new apparatus.* (**Status: not completed. FPDs often purchase used apparatus and every chief has a preference, but some standardization within reason could occur**)

2022 MSR SUBCOMMITTEE

The Yolo County Firefighters Association (YCFA) formed a volunteer subcommittee of fire chiefs to work with LAFCo providing critical fire professional expertise to assist LAFCo staff in preparing this report in-house. The MSR Subcommittee was invaluable and contributed to this report in the following ways:

- Identified the key information needed from each FPD to MSR review;
- Developed recommended guidelines for evaluation: response times, response adequacy in terms of minimum numbers of personnel and apparatus on scene;
- Recruited a fire commissioner with skills to perform data analytics and visualize the data for the MSR; and
- Governance recommendations.

DISPATCH RESPONSE TIME AND ADEQUACY: METHODOLOGY AND COMPARATIVE DATA

Dispatch Call Volume

FPD call volume has gone up over the last three years (some quite significantly) for all but one of the FPDs, by an average of 28%. Over this time medical calls were up while fire calls were down, which may reflect COVID surges, people on lockdown and more careful about drought conditions. Increased traffic along some corridors is also likely a contributing factor. If this trend continues, staff changes may be required to service increasing demand.

Dispatch call volume and percentage increase is shown for each FPD in the table below.

FPD Dispatch Call Volume and % Increase Over Last 3 FYs

	FPD Est. Residential Population	Total Dispatch FY 18/19	Total Dispatch FY 19/20	Total Dispatch FY 20/21	Dispatch % Change over 3 FYs
Capay Valley FPD	1,130	144	188	194	35%
Clarksburg FPD	1,260	209	261	268	28%
Dunnigan FPD	1,110	388	574	551	42%
East Davis FPD	2,075	324	312	297	-8%
Elkhorn FPD	128	95	114	168	77%
Esparto FPD	3,122	460	532	589	28%
Knights Landing FPD	1,058	232	303	325	40%
Madison FPD	962	266	299	321	21%
No Man's Land FPD	82	13	6	15	15%
Springlake FPD	6,587	208	225	240	15%
West Plainfield FPD	752	140	194	233	66%
Willow Oak FPD	2,502	467	484	554	19%
Winters FPD	5,845	215	223	301	40%
Yolo FPD	970	381	407	458	20%
Zamora FPD	335	113	137	152	35%
TOTAL/AVERAGE	27,918	3,655	4,259	4,666	28%

FPD Response Time

LAFCo worked with the MSR Subcommittee appointed by the Yolo County Firefighters Association to determine adequate response times and the adequacy of response in terms of numbers of personnel and apparatus on scene.

The subcommittee indicated that the response times in NFPA 1720 are intended for structure fires only and indicate the time for all responding apparatus and personnel to arrive on scene. So instead, the MSR Subcommittee developed response time goals for fire calls (9 minutes) and rescue/emergency medical service (EMS) calls (6 minutes) for the first responding unit to arrive on scene. LAFCo recognizes it may be more difficult for volunteer and/or more rural FPDs to meet this goal, however as the MSR Subcommittee indicated, it represents a goal to focus on.

FPD response time averages for each calendar year are included in each report. The following data outliers were omitted:

- Any apparatus which went enroute, was cancelled and then went enroute again, as this gave an inflated response time.
- Any instances where an apparatus' enroute time matched it's on-scene time; and

- Any instances where apparatus was enroute but didn't show arrival after 30 minutes (because occasionally with the intensity on scene, responders forget to record arrival time).

FPD Adequacy of Response

In terms of the adequacy of response, it was decided by consensus of the MSR Subcommittee that the following response numbers are deemed an adequate response. These numbers represent the initial response needed to respond initially to a call. This was done to have objective data metrics for analysis and is based on the chiefs' combined experience and the assumption that additional staff would arrive after initial assessment via mutual/auto aid as needed.

Types of Calls	Personnel	Apparatus
Fire Calls (100 Series)	4	2
Rescue/EMS Calls (300 Series)	3	1

The following performance data is based on FPD self-reported incident response data. In most cases, the data came directly from the National Fire Incident Reporting System (NFIRS) reports for each FPD. But it the case of Dunnigan, Yolo, and Zamora the data was reported directly to LAFCo in the same manner. Contract FPDs served by local cities are not included.

The tables below are sorted based on the average number of personnel responding to each type of call (highest to lowest). The FPDs that do not meet the recommended minimum standards are highlighted in yellow. Other information regarding FPD revenue, population, staffing, and dispatch numbers are included for informational purposes. It is interesting to note there is not a direct correlation between revenue and response, nor a volunteer staff versus paid staff model. There is no one answer, and each FPD is unique, but the strength of community (i.e., local events, volunteerism, people who remain local during daytime hours and do not commute out of the area, etc.) seems more indicative of effective response than any other factor. As the strength of a community and its population's involvement declines, FPDs must shift to a paid (stipended volunteer or full-time employee) staffing model.

FY 20/21 Fire Incident Response (100 Series)

FPD	Total No. Incidents	Avg. No. Personnel	Avg. No. of Apparatus	FY21 Revenue	Est. Residential Pop	Station Staffing	Total Dispatch Numbers	Total Inside Jurisdiction	Total Outside Jurisdiction	% Enroutes Missed Inside FPD
Capay Valley	16	7.31	3.56	$ 345,054	1,130	On Call	194	149	45	0.7%
Clarksburg	31	6.52	3.26	$ 185,488	1,260	On Call	268	250	18	
West Plainfield	20	4.50	3.30	$ 436,438	752	Full Time 24/7	233	180	53	
Zamora	11	4.45	1.55	$ 163,500	335	On Call	152	110	42	1.8%
Yolo	141	4.08	1.60	$ 273,598	970	Part Time	458	278	180	
Esparto	30	4.07	2.23	$ 378,394	3,122	Part Time	589	469	120	0.2%
Madison	29	3.97	2.31	$ 325,805	962	Part Time	321	175	146	
Willow Oak	34	3.76	2.12	$ 750,321	2,502	Full Time 24/7	554	382	172	
Knights Landing	22	3.05	2.50	$ 144,191	1,058	On Call	325	167	158	3.0%
Dunnigan	100	2.61	1.49	$ 560,178	1,110	Full Time 24/7	551	498	53	0.4%
Elkhorn	8	1.50	1.50	$ 112,436	128	On Call	168	150	18	6.7%
Highlighted FPDs are not meeting min of 4 personnel										

FY 20/21 Rescue/EMS Incident Response (300 Series)

FPD	Total No. Incidents	Avg. No. Personnel	Avg. No. of Apparatus	FY21 Revenue	Est. Residential Pop	Station Staffing	Total Dispatch Numbers	Total Inside Jurisdiction	Total Outside Jurisdiction	% Enroutes Missed Inside FPD
Clarksburg	96	5.82	2.59	$ 185,488	1,260	On Call	268	250	18	
Yolo	216	4.40	1.65	$ 273,598	970	Part Time	458	278	180	
Capay Valley	48	3.92	2.23	$ 345,054	1,130	On Call	194	149	45	0.7%
Zamora	55	3.82	1.05	$ 163,500	335	On Call	152	110	42	1.8%
Willow Oak	155	3.29	1.67	$ 750,321	2,502	Full Time 24/7	554	382	172	
West Plainfield	67	3.10	2.07	$ 436,438	752	Full Time 24/7	233	180	53	
Knights Landing	48	3.10	2.25	$ 144,191	1,058	On Call	325	167	158	3.0%
Madison	103	2.91	1.73	$ 325,805	962	Part Time	321	175	146	
Dunnigan	267	2.50	1.29	$ 560,178	1,110	Full Time 24/7	551	498	53	0.4%
Esparto	317	2.37	1.68	$ 378,394	3,122	Part Time	589	469	120	0.2%
Elkhorn	55	1.16	1.15	$ 112,436	128	On Call	168	150	18	6.7%
Highlighted FPDs are not meeting min of 3 personnel										

FINANCIAL SUSTAINABILITY: METHODOLOGY AND COMPARATIVE DATA

Fourteen of the 15 FPDs are financially stable on an annual revenue/expenditure, cash flow basis. No Man's Land FPD is the only FPD operating in the negative or "in the red" on an annual basis. Where financial sustainability issues show up for the 11 FPDs that provide direct services (i.e., not the contract FPDs) is keeping up with apparatus and command vehicle replacement and being able to save enough funds for timely replacement. This is an especially volatile cost climate in 2022 with supply chain issues driving up costs and high inflation. To determine whether the FPD's have adequate fund balances/reserves as of June 30, 2021, LAFCo used the following methodology to calculate recommended fund balances/reserves:

- **Capital Asset Replacement Reserve**. The purpose of this calculation is to provide a high-level estimate to determine whether the District was on schedule to replace apparatus according to the recommended life of 25 years for apparatus and a life of 15 years for command vehicles. The estimated cost of replacement are estimates from the MSR Subcommittee. The calculation was based on depositing 1/25 or 1/15 of the estimated replacement cost each fiscal year after the year of acquisition, rounded to the nearest $10,000. The calculation does not factor prices change or inflation. It is intended get a high-level view whether the district has been setting aside enough money to replace vehicles according to recommended lifespan.
- **General reserve**. The State Controller's Manual of Accounting Standards and Procedures for Counties (including dependent districts) 2021 Item 7.06 recommends a general reserve be established to cover potential cash shortfalls. FPDs receive most of its revenue from current secured property taxes and special assessments of which both are collected and distributed to districts using the same process. Districts receive 50% of these revenue in Dec/Jan, 45% in Apr/May and the remaining 5% in June. FPDs are operating from July to December with little revenue being received. The purpose of the General Reserve is to provide cash/liquidity during this July to December period. The calculation is 50% of current secured taxes and 50% of special assessments realized in fiscal year 2021.
- **Unassigned Fund Balance.** As recommended by the Fund Balance Guidelines for the General Fund dated September 30, 2015, Government Finance Officers Association (GFOA) recommendation is to have an amount approximating 2 months of operating expenditures in unassigned fund balance to cover a revenue shortage and/or unanticipated expenditures. This amount is calculated by requiring an unassigned fund balance to equal 15% of fiscal year 2021 expenditures, excluding capital expenditures and deducted strike team reimbursements.
- **Recommended Fund Balance.** The total of all the above.

2022 GOVERNANCE RECOMMENDATIONS OVERVIEW

Overall Strategy/Approach

The scope of this discussion is framed by the following determinations required for each MSR (collectively referred to as "governance" recommendations):

- *Shared Services and Facilities: "Status of, and opportunities for, shared services and facilities"*
- *Accountability, Structure and Efficiencies: "Accountability for community service needs, including governmental structure and operational efficiencies"*

Given the adequacy, deficiencies, and needs of fire services provided by each FPD, the MSR Subcommittee met five times in January 2022 to develop draft governance recommendations.

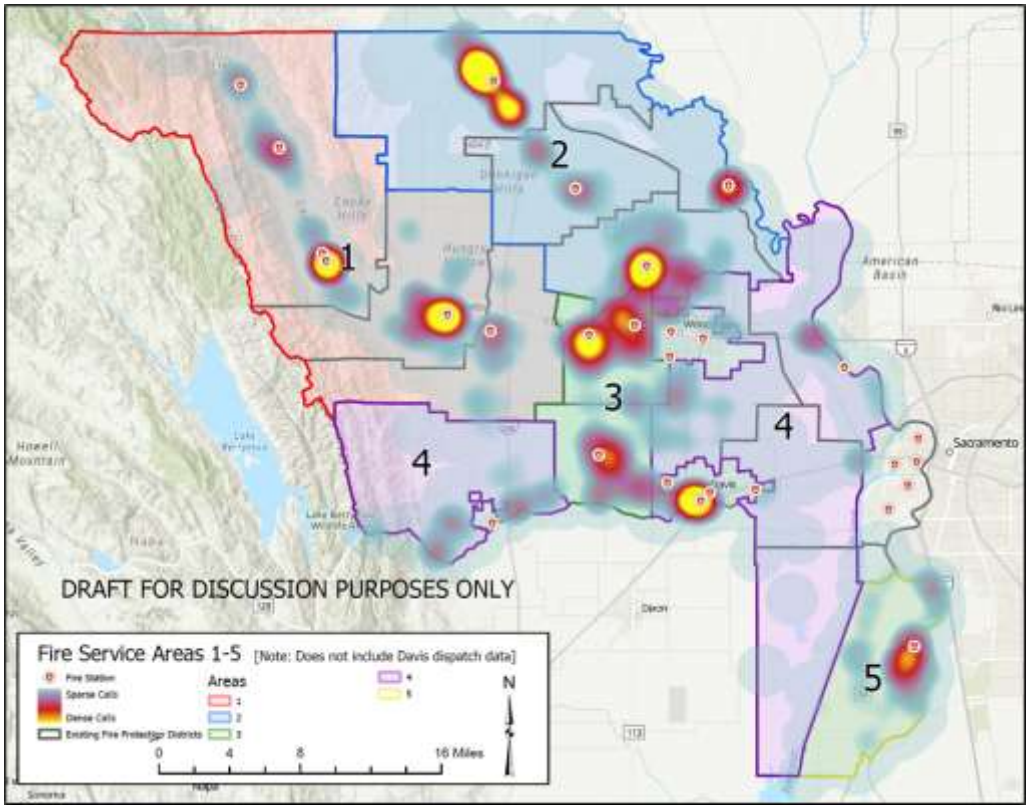
The MSR Subcommittee was guided by the following values and principles:

- What promotes the best service to the public?
- What is the most efficient and effective utilization of our resources?
- What is the "right" balance of economies of scale versus flexibility to address local conditions?

Below is an explanation of the overall approach and strategy. **Individual recommendations for each FPD to implement this strategy are included in each individual section of this MSR/SOI as applicable.**

The 15 FPDs are separated into Areas 1-5 with recommendations for each. The base map shows a heat map representing calls for service, a data visualization technique that shows the magnitude and spatial distribution of calls for service. Below this map a narrative follows that explains what is recommended for each of Areas 1-5 shown.

Fire Service Areas 1-5



Recommendations for Fire Service Areas 1-3

Fire Service Areas ("Areas") 1-3 include FPDs that provide direct services (i.e., have their own personnel and equipment and do not contract with cities for service). Staff recommends the FPDs in each Area develop governance solutions that will provide for a coordinated and more uniform level of service and operation. The governance solution for each Area could take a variety of forms including: Joint Operation Agreements (JOAs), contracts for services, Joint Powers Agreements/Agencies (JPAs), or agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response.

The selection for FPDs for each area were based on geography, history of working together formally or informally, and the fire service principle of "span of control." Span of control refers to the number of individuals or resources that one supervisor can manage effectively during an incident. The optimal span of control is one supervisor to five subordinates (1:5) but can range from 1:3 to 1:7. For the MSR, this principle is being used instead as the ideal number of stations in Areas 1-3 for coordination purposes.

Area 1 FPDs (FY 20/21)

FPD		Area (ac)	Est. Residential Pop.	Total Dispatches	Dispatches Inside Jurisdiction	Core Revenue	Ending Fund Balance	ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with stipend	Volunteers
Capay Valley	D	110,345	1,130	194	149	$214,901	$1,220,126	8	On Call	1.5	0	17
Esparto	D	48,161	3,122	589	469	$298,188	$ 810,273	5/10	Regular Hours	2.5	6	21
Madison	I	42,325	962	321	175	$254,074	$ 493,678	5/10	Regular Hours	2.0	12	12

Area 2 FPDs (FY 20/21)

FPD		Area (ac)	Est. Residential Pop.	Total Dispatches	Dispatches Inside Jurisdiction	Core Revenue	Ending Fund Balance	ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with stipend	Volunteers
Dunnigan	D	70,351	1,110	551	498	$209,196	$ 514,613	NP	Full Time 24/7	0	0	31
Knights Landing	D	23,692	1,058	325	167	$119,981	$ 381,193	5/5Y	On Call	0	0	13
Yolo	I	33,584	970	458	278	$192,180	$ 241,560	4/4Y	Regular Hours	1.0	0	21
Zamora	I	33,709	335	152	110	$157,907	$ 648,080	8b/10	On Call	0	0	13

Area 3 FPDs (FY 20/21)

FPD		Area (ac)	Est. Residential Pop.	Total Dispatches	Dispatches Inside Jurisdiction	Core Revenue	Ending Fund Balance	ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with stipend	Volunteers
West Plainfield	D	21,221	752	233	180	$370,093	$ 385,631	3/3Y	Full Time 24/7	3.75	3	19
Willow Oak	D	21,546	2,502	554	382	$453,387	$ 865,485	3/3Y	Full Time 24/7	4.0	15	16

The recommendation is for the FPDs to sign JOAs for each Area to share staff, apparatus, training, reporting, and standardization. These JOAs would create the framework for what's called a "functional consolidation" in LAFCo terminology, meaning the FPDs in an Area are operating together for many practical purposes, but not a legal consolidation of the agencies. A JOA could lay the groundwork for a later consolidation or it may suffice long-term.

The matrix below shows the efficiencies that could be achieved with either a JOA or consolidation. Most efficiencies can be achieved with a JOA, so legal consolidation may not be worth the cost and effort depending on the situation.

Joint Operations Agreement Versus Legal Consolidation

	Status Quo	Joint Operations Agreement	Consolidation (or Dissolution/ Annexation)
Improved station coverage		☑	☑
Shared paid personnel, reserves and volunteers		☑	☑
Shared reserve apparatus		☑	☑
Standardization (equipment, UFC, training, testing, policies, and procedures)		☑	☑
Cooperative Purchasing		☑	☑
Consolidated FPD board/commission (1 instead of 3)			☑
Reduced administration costs (1 insurance, incident reporting, SCO report, website, budget, AP, grants, etc. instead of 3)			☑
Easier to Undo	NA	☑	

Recommendations for Fire Service Area 4

The FPDs in this area include Elkhorn FPD, the four contract FPDs, and CSA 9.

Area 4 FPDs (FY 20/21)

FPD		Area (ac)	Est. Residential Pop.	Total Dispatches	Dispatches Inside Jurisdiction	Core Revenue	Ending Fund Balance	ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with stipend	Volunteers
East Davis	D	29,143	2,075	297	297	$824,863	$1,432,155	NA (City)	City Contract	NA	NA	NA
Elkhorn	I	30,703	128	168	150	$111,853	$ 365,374	NR	On Call	0	0	8
No Mans Land	D	35,639	82	15	15	$ 26,896	$ 2,879	NA (City)	City Contract	NA	NA	NA
Springlake	D	32,545	6,587	240	240	$556,024	$ -	NA (City)	City Contract	NA	NA	NA
Winters	D	50,528	1,015	301	301	$375,948	$ 500,005	NA (City)	City Contract	NA	NA	NA

It is recommended Elkhorn FPD be dissolved and its service territory be divided between the cities of West Sacramento (by annexation into CSA 9) and Woodland (by annexation into Springlake FPD) for services per the 2015 auto aid agreement boundary.

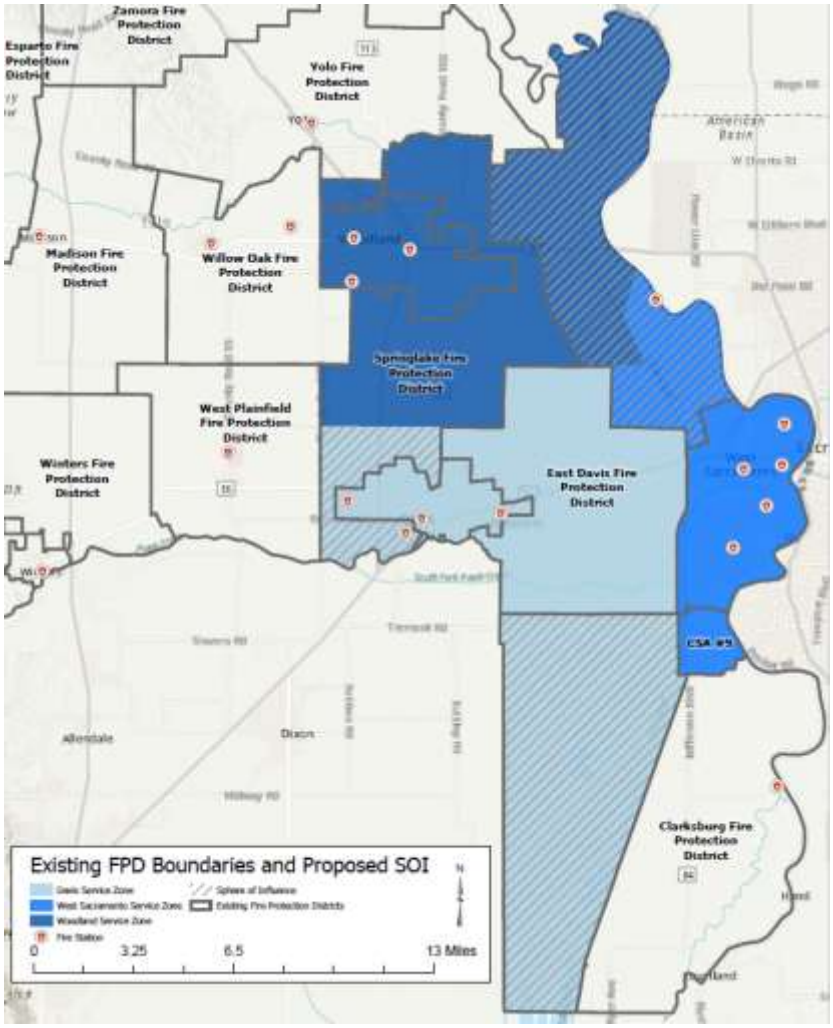
LAFCo also recommends the following reorganization of the contract districts around Davis and Woodland:

(i) Springlake FPD detach its territory south of County Road 29 and that area be annexed to East Davis FPD.

(ii) No Man's Land FPD be dissolved and annexed to East Davis FPD.

The result is the reduction of five districts into three districts that align to each city service territory, as shown below. Winters FPD would remain as is because it already aligns to its city service area.

Area 4 Recommended Reorganization



Recommendations for Fire Service Area 5

Clarksburg FPD's land-locked geography limits its ability to share services and operations with other FPDs. Therefore, it is recommended to remain as-is.

Area 5 FPD (FY 20/21)

FPD		Area (ac)	Est. Residential Pop.	Total Dispatches	Dispatches Inside Jurisdiction	Core Revenue	Ending Fund Balance	ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with stipend	Volunteers
Clarksburg	I	34,665	1,260	268	250	$178,969	$ 853,612	5/8	On Call	0	0	20

Governance Recommendations Outreach

Once the FPD MSR Subcommittee arrived at the draft recommendation in January, LAFCo staff organized and presented at many outreach meetings to share the information as quickly as possible and obtain FPD and community feedback. Presentations were provided to all FPD Boards/Commissions (sometimes twice) except for Zamora FPD, which declined the presentation.

Date	Meeting
February 8	Yolo County Firefighters Association
February 17	Winters FPD
February 17	East Davis FPD
February 21	Area 1 (Capay, Esparto & Madison FPDs)
February 28	Area 3 (West Plainfield & Willow Oak FPDs)
March 2	East Davis FPD
March 3	Clarksburg FPD
March 7	Yolo FPD
March 9	Elkhorn FPD
March 9	Dunnigan FPD
March 11	Yolo Managers (city/county managers)
March 14	Madison FPD
March 14	Knights Landing FPD
March 25	City of Winters

As of June 2022, all FPDs in Areas 1-3 have already signed JOAs or are in the process of doing so. LAFCo applauds the FPDs for their work towards this effort. Recommendations are included for each of these FPDs to ensure they continue to contribute to these JOAs.

OVERARCHING MSR RECOMMENDATIONS

During this MSR/SOI process, several issues came up that span many or all of the FPDs and that should be implemented.

YCFA Recommendation

- The FPDs that use YECA for dispatch should collectively review the response matrix to ensure the fastest response on all calls (LAFCo's understanding is this currently occurs with medical aid calls only).

Yolo County Recommendations

- Yolo County should continue to review FPD progress towards implementing its district's 2022 MSR recommendations as it works with the FPDs on sustainability efforts going forward.
- Yolo County voluntarily provides $150,000 of its Intergovernmental Agreement funding from the Yocha Dehe Wintun Nation each year to five FPDs ($30,000 each) affected by the Cache Creek Resort operations. These have been traditionally earmarked for capital investments; however, the County should consider providing this funding as a pass-through for more FPD flexibility to meet service needs in their jurisdictions.
- Yolo County should work with its contract FPD fire commissions to standardize and streamline its service contracts with cities to the greatest extent feasible. Financially, contract FPDs should operate as pass-through districts similar to Springlake FPD and CSA 9. From a risk perspective, Winters FPD has strong provisions that should be considered as a model regarding providing contract FPDs return of its original station and necessary apparatus to minimize risk in the unlikely event a city ever closes its station or services are terminated.
- Yolo County DFS staff should meet each year with each dependent FPD (and independent FPDs if requested) to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable. In addition, provide DIF reporting training as applicable.
- Yolo County DFS should work with districts to develop accounting policies, procedures, and accounting manuals. Assist districts with interpreting INFOR reports and develop user friendly

reports for fire commissioners and board members. Develop a periodic report/transactions review process to ensure only and all transactions approved by the board are included in the financial system.

ORGANIZATION OF THIS MSR/SOI STUDY

This report has been organized in a checklist format to focus the information and discussion on key issues that may be particularly relevant to the subject agency while providing required LAFCo's MSR and SOI determinations. There is one section per district. The checklist questions are based on the Cortese-Knox-Hertzberg Act, the LAFCo MSR Guidelines prepared by the Governor's Office of Planning and Research, and Yolo LAFCo's local policies and procedures. This report provides the following for each district:

- Provides a description of the subject agency;
- Provides any new information since the last MSR and a determination regarding the need to update the SOI;
- Provides MSR and SOI draft determinations for public and Commission review; and
- Identifies any other issues that the Commission should consider in the MSR/SOI.

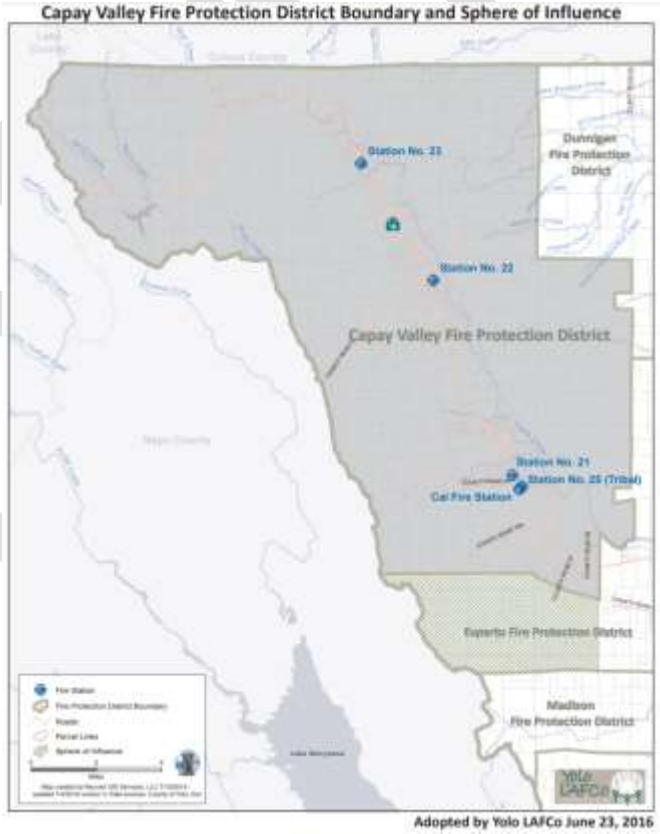
AGENCY PROFILE

The Capay Valley Fire Protection District (Capay Valley FPD) was formed in 1927 and is authorized to provide fire protection and emergency response services. It was formed as a dependent district to Yolo County, which delegated its decision making to a local Fire Commission with five members, each appointed by the Board of Supervisors to serve four-year terms.

The Capay Valley FPD is 110,345 acres in size and serves the unincorporated communities of Brooks, Guinda, Rumsey, and the surrounding rural area. The entire Capay Valley FPD territory is located within state and federal responsibility areas. CAL FIRE has a legal responsibility to provide fire protection on all State Responsibility Area (SRA) lands, which are defined based on land ownership, population density and land use. CAL FIRE does not have responsibility for densely populated areas, incorporated cities, agricultural lands, or lands administered by the federal government.

Capay Valley FPD contains 452 residential and 23 commercial addresses and its residential population is estimated to be 1,130 residents[1]. The Capay Valley FPD has three stations: Station 21 located at 13635 Highway 16 in Brooks; Station 22 located at 7447 Highway 16 in Guinda; and Station 23 located at 3794 Highway 16 in Rumsey. The District has 7 apparatus has 1 part-time paid staff, 0 reserves and 18 volunteers (19 firefighters total). It also shares a full-time firefighter employed by Esparto FPD, which Capay Valley FPD uses 3 days per week.

The Capay Valley FPD boundary and sphere of influence (SOI) is shown below. The SOI area was adopted by LAFCo in 2016 to accommodate a territory swap with Esparto FPD to facilitate more efficient response.



[1] Population estimate is based on addresses assigned in 2021 in the FPD territory with a Yolo County average of 2.5 persons per household.

MUNICIPAL SERVICE REVIEW

POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

The MSR determinations checked below are potentially significant, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by "no" answers, the Commission may find that a MSR update is not warranted.

- ☐ Growth and Population
- ☐ Disadvantaged Unincorporated Communities
- ☒ Capacity, Adequacy & Infrastructure to Provide Services
- ☒ Financial Ability
- ☒ Shared Services
- ☒ Accountability
- ☒ Broadband Access
- ☒ Status of Previous MSR Recommendations

LAFCO MUNICIPAL SERVICE REVIEW:

☐ On the basis of this initial evaluation, the required determinations are not significant and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).

☒ The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

1. GROWTH AND POPULATION

Growth and population projections for the affected area.	YES	MAYBE	NO
a) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*	☐	☐	☒
b) *Do changes in service demand suggest a change in the agency's services?*	☐	☐	☒

Discussion:

a) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*

No. The population for Capay Valley FPD is currently estimated to be 1,130. The unincorporated towns of Brooks-Tancred has a population of 120, Guinda has a population of 245, and Rumsey has a population of 91 per the 2020 Census. None of these towns have municipal water or sewer systems, and therefore, cannot support significant growth.

However, according to data from the Yolo Emergency Communications Agency (YECA), Capay Valley FPD calls have increased. Over the last three fiscal years, total calls that resulted in dispatched apparatus/responders were 144 in FY 18/19, 188 in FY 19/20 and 194 in FY 20/21, a 35% increase in only three years.

b) *Do changes in service demand suggest a change in the agency's services?*

No. In the 2016 MSR, a boundary swap was recommended with Esparto FPD to provide a more efficient response time, however, both FPDs have entered into a Joint Operations Agreement (JOA) and are working together and coordinating operations. Also, Yolo Emergency Communications Agency (YECA) dispatch response matrixes can be changed anytime regardless of boundaries. Therefore, boundary changes are no longer necessary.

Growth and Population MSR Determination

The population for Capay Valley FPD is currently estimated to be 1,130. The unincorporated towns do not have municipal water or sewer systems, and therefore, cannot support significant growth. However, according to data from the Yolo Emergency Communications Agency (YECA), Capay Valley FPD calls have increased. Over the last three fiscal years, total calls that resulted in dispatched apparatus/responders were 144 in FY 18/19, 188 in FY 19/20 and 194 in FY 20/21, a 35% increase in only three years. Capay Valley FPD has entered into a JOA with Esparto FPD, therefore a boundary swap recommended in the 2016 MSR is no longer needed. Changes in service demand does not suggest a change in the District's services.

2. DISADVANTAGED UNINCORPORATED COMMUNITIES

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

		YES	MAYBE	NO
a)	*If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*	☐	☐	☒
b)	*If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.*	☐	☐	☒

Discussion:

a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*

No. The Capay Valley FPD territory is not disadvantaged [2] and all "inhabited unincorporated communities" countywide receive structural fire protection services.

b) If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.

[2] CALAFCO Disadvantaged Unincorporated Communities for State, RSG Inc. GIS Layer, dated December 10, 2021

Not applicable.

Disadvantaged Unincorporated Communities MSR Determination

The Capay Valley FPD territory is not disadvantaged per the 2020 Census and all "inhabited unincorporated communities" countywide receive structural fire protection services. Therefore, there is no concern that Capay Valley is either not receiving fire protection services or not receiving similar services due to disadvantaged economic issues in the Capay Valley FPD community.

3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) *Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*	☐	☒	☐
b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*	☐	☐	☒
c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*	☐	☐	☒
d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*	☐	☐	☒
e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*	☐	☐	☒

Discussion:

a) *Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*

Maybe.

Fire Station

Station 21 (Brooks) was built in the early 1970s, Station 22 (Guinda) was built in 1940, and Station 23 (Rumsey) was built in 2003. Station 22 in Guinda is the primary station used by the District. Since the station is 80 years old, it needs improvements. Capay Valley FPD is seeking a DWR grant for a new transfer pump for its water storage tanks. The leach lines for the septic system were recently found to be non-functional due to tree root infiltration which will require either replacement or extensive repair. Also, new concrete work is needed in the station, which is estimated to cost approximately $120,000. It is also seeking FEMA funds for an exhaust source capture system for diesel exhaust and hopes to build personnel sleeping quarters in the station to facilitate 24-hour staffing in the future.

Station 21 (Brooks) has a water tender housed there. Capay Valley FPD is assessing the best location for additional apparatus in Brooks given the location of firefighters' residences and most common types

of emergency calls in the area. Station 23 (Rumsey) is also a less-frequently used volunteer station. Capay Valley FPD also has an auto aid agreement with the Yocha Dehe Fire Department.

Station 22 in Guinda is shown below.



Apparatus:

The table below lists the CVFCD apparatus.

Use	Apparatus	Type	Age	Reserve?
Structure Fires	Engine 22	1	7	No
	Engine 23	2	26	No
Wildlands Fires	Brush 222	3	1	No
	Brush 22	6	5	No
	Brush 21	3	20	Yes
Water Tenders	Water 222	Tactical 1	0	No
	Water-22	Tactical 1	21	No
	Water 21	Tactical 1	30	Yes
Command/Utility	None			
Other Apparatus	None			

One of Capay Valley FPD's apparatus exceeds the recommended 25-year life span. However, it is located at the volunteer station, is scheduled to be the next replacement vehicle, and the Chief reports it is completely reliable at this time.

All Capay Valley FPD apparatus receive annual service, regularly scheduled rig checks, and annual pump testing. Hoses and ladders are currently not tested regularly. Capay Valley FPD currently supplies all responding members with appropriate, up-to-date personal protective equipment (PPE). PPE is regularly inspected and follows a PPE replacement schedule. All self-contained breathing apparatus (SCBA) receive annual flow testing and all bottles are current in hydro date. Capay Valley FPD operates adequate communications equipment including radios with current programing that

meets the needs for incident response. All apparatus seats have a dedicated radio which are older but are serviceable and compatible with CAL FIRE.

ISO Rating

The Insurance Services Office, Inc. (ISO) evaluates fire departments for the purpose of establishing insurance premiums, called "ISO ratings". An ISO fire rating is a score from 1 to 10 that indicates how well-protected a community is by the fire department and will affect insurance rates. Capay Valley FPD's ISO rating is 8. In the ISO rating scale, a lower number is better: 1 is the best possible rating, while a 10 means the fire department did not meet ISO's minimum requirements. ISO generally assigns Class 10 to properties beyond 5 road miles of a fire station.

b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*

No.

Staff, Coverage and Training

The Capay Valley FPD 1 paid staff, 0 reserves and 18 volunteers (19 firefighters total). Its part-time paid firefighter staffs Guinda Station 22 3 days a week during the daytime hours. The station is also staffed by a volunteer firefighter an additional 3-4 days a week during daytime hours to provide 6-7 day a week coverage for the Capay Valley. All volunteers respond on-call 24/7 when available.

All new staff members are provided a handbook that documents and ensures all members are getting base level minimum training to respond to incidents adequately and safely. Incident Command System (ICS) basic training is a requirement before responders can respond to incidents, and it is included in new staff member handbooks. Capay Valley FPD participates in the Yolo County Firefighters Association Training Program. Responding firefighters are fit tested on an annual basis.

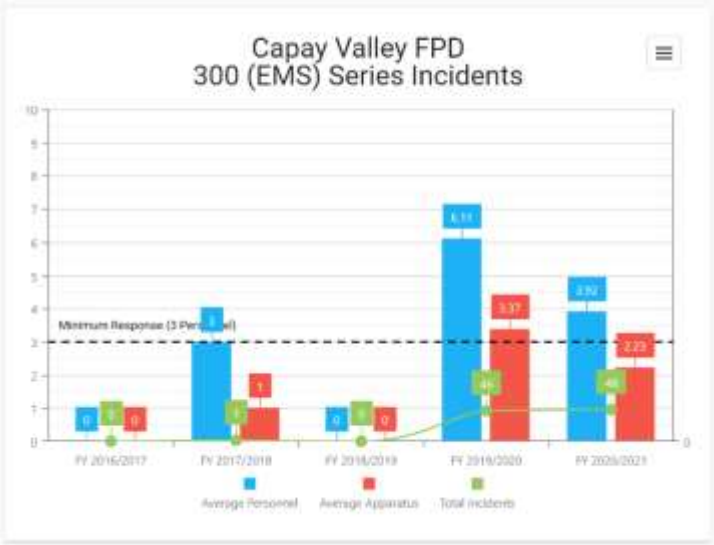
Capay Valley FPD has written operating policies and guidelines for its staff. Esparto and Capay Valley FPDs are working toward standardizing written operating policies and guidelines due to the two districts entering into a JOA.

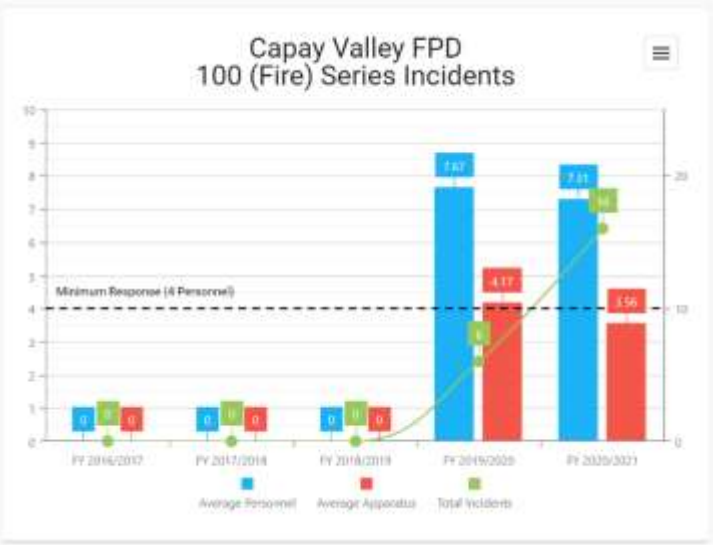
Incident Reporting

Capay Valley FPD utilizes Emergency Reporting web-based program for reporting and documentation. National Fire Incident Reporting System (NFIRS) reports are exported monthly, although staff indicated the data is not complete until the last two fiscal years. Jennifer Bowman at Cal Stats (California Incident Data and Statistics Program) confirmed for the Chief that Capay Valley FPD's call information since 2006 was properly submitted and is in the State database, but it did not make it into NFIRS for some reason. The Chief will ask for it to be updated manually, but it will not be timely enough to be included in this report.

Capay Valley FPD has had 5 missed calls in the last three FYs and has exceeded the benchmarks determined by the Fire Chiefs MSR Subcommittee for average number of personnel and apparatus every year for the past 5 FYs.

Below is Capay Valley FPD's NFIRS response data for the last five FYs:

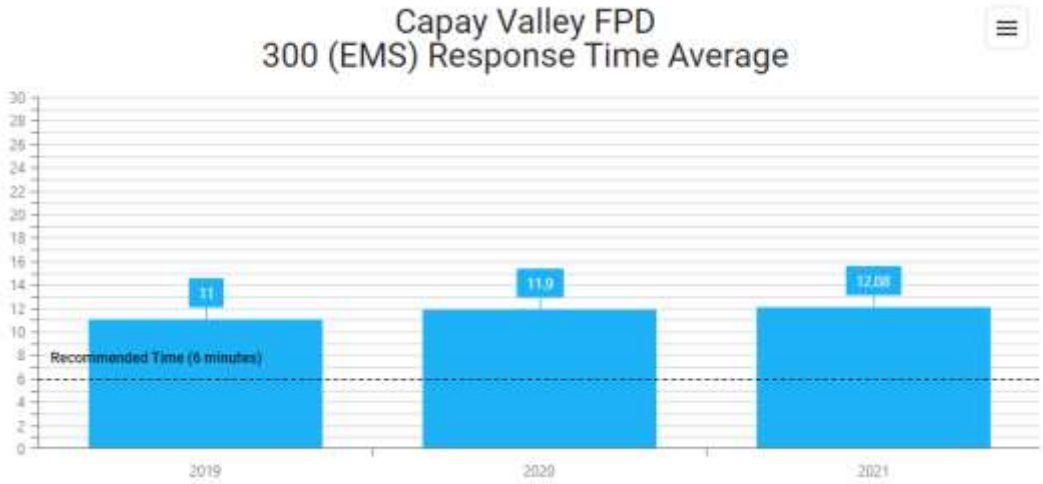




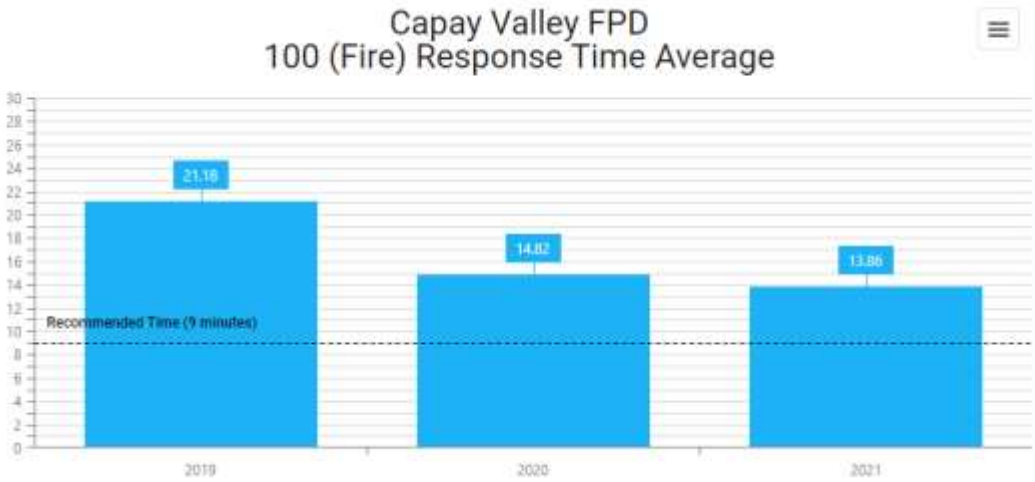
As noted above, the graphs above only show NFIRS data for the last two fiscal years. However for the years provided, Capay Valley FPD exceeds recommended personnel and apparatus response for both rescue/EMS and fire calls.

Response Time and Missed Calls

The MSR Subcommittee developed response time goals for rescue/emergency medical service (EMS) calls (6 minutes) and fire calls (9 minutes) for the first responding unit to arrive on scene. LAFCo recognizes it may be more difficult for volunteer and/or more rural FPDs to meet this goal, however as the MSR Subcommittee indicated, it represents a goal to focus on. FPD response time averages[3] for the 2019 – 2021 calendar years are shown below.



[3] Based on YECA data. For a list of the data outliers omitted, please reference the methodology discussion on page 1-10 of this MSR/SOI.



According to YECA data, Capay Valley FPD has 2 missed calls (or 2.1%) in FY 18/19, 2 missed calls (or 1.4%) in FY 19/20, and 1 missed call (or 0.7%) in FY 20/21.

Annual Performance Evaluation

NFPA requires FPDs to evaluate its level of service, deployment, and response time objectives on an annual basis. Although Capay Valley FPD may discuss levels of service and performance verbally at fire commission meetings, it would be a good practice to provide a written evaluation of the Capay Valley FPD's level of service, deployment, and response time objectives on an annual basis.

b) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*

No. Please see the response to 1a.

c) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*

No. The Capay Valley FPD borders the Coastal Range and is included in the State Responsibility Area. Fires in 2020 significantly impacted the valley and Capay Valley FPD was the first line of defense before CalFire came on scene. There has been a significant wildfire every season in recent years except 2021. That said, Capay Valley FPD has included this high fire risk in its assessment of infrastructure and service needs. It has the apparatus and hose length to address significant wildfire risk. Most of the Capay Valley FPD ranges from medium to very high fire hazard severity zones.

Capay Valley FPD's goal in its 5-year plan is to increase staffing and improve preparedness in the community. The Capay Valley Emergency Response Auxiliary (CVERA) operates under the Capay Valley FPD umbrella to help ready and educate the community regarding defensible space, go bags, etc. Capay Valley FPD is also working with the Yolo County Fire Safe Council.

d) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*

No. Not applicable. Please see the response to 2a.

Capacity and Adequacy of Public Facilities and Services MSR Determination

Capay Valley FPD has some potential deficiencies in needed station improvements, especially to its Guinda Station 22 and has one apparatus that exceed the recommended 25 years of age limit (at 26 years of age but is still reliable). However, there are no deficiencies in agency service. NFIRS data provided indicate Capay Valley FPD exceeds recommended personnel and apparatus response for both rescue/EMS and

fire calls. It has missed 5 calls in the last 3 fiscal years. Response time issues are somewhat understandable considering the geography of the District. Yocha Dehe Fire Department also responds to calls when it can via an auto aid agreement with Capay Valley FPD. There are no growth issues in the community that are anticipated to increase demand, although call volume is going up despite population remaining relatively constant or even going down. Climate adaptation is significantly affecting the Capay Valley FPD's service needs but it is planning, responding, and adapting to these changes. There are no deficiencies related to disadvantaged unincorporated communities.

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

- The Capay Valley FPD should consider scheduling station improvements, replacing any apparatus that exceed the recommended 25-year life span, and including these needs in a CIP.
- Capay Valley FPD should provide written evaluations of its level of service, deployment, and response time objectives on an annual basis at a Fire Commission meeting.

4. FINANCIAL ABILITY

Financial ability of agencies to provide services.

		YES	MAYBE	NO
a)	*Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Is revenue growth not keeping pace with increased costs?*	☐	☐	☒
b)	*Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*	☐	☐	☒
c)	*Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*	☐	☒	☐
d)	*Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*	☐	☐	☒
e)	*Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*	☐	☐	☒
f)	*Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*	☒	☐	☐

g)	*Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy?*	☒	☐	☐
h)	*Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?*	☐	☐	☒

DRAFT

CAPAY VALLEY FIRE PROTECTION DISTRICT
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES

	2017	2018	2019	2020	2021
Revenue					
Property taxes, in-lieu taxes and HOPTR	$ 153,406	$ 157,224	$ 169,834	$ 179,036	$ 184,901
Development impact fees	16,905	10,017	11,837	15,134	33,265
Interest	4,493	11,135	28,683	34,373	1,369
Intergovernmental grants	-	-	-	-	14,000
County tribal mitigation	100,000	30,000	30,000	30,000	30,000
Yocha Dehe Wintun Nation funding	6,667	-	-	199,431	18,333
CA Fire	55,919	-	10,296	13,970	62,918
Other revenue	-	60,000	-	-	268
Total Revenue	337,390	268,376	250,650	471,944	345,054
Expenditures					
Salaries and benefits	50,945	29,662	34,014	36,835	70,982
Services and supplies	131,726	30,978	55,536	60,867	91,137
Contributions to volunteers	14,000	14,000	14,000	14,000	14,000
Capital Assets:					
Buildings and improvements	-	-	-	-	14,000
Equipment	-	-	-	392,241	-
Total Expenditures	196,671	74,640	103,550	503,943	190,119
Net income (loss)	140,719	193,736	147,100	(31,999)	154,935
Beginning Fund Balance	615,635	756,354	950,090	1,097,190	1,065,191
Ending Fund Balances	$ 756,354	$ 950,090	$ 1,097,190	$ 1,065,191	$ 1,220,126
Fund Balances					
Restricted - Development impact fees	$ 51,633	$ 59,668	$ 67,557	$ 83,197	$ 117,561
Assigned - Capital asset replacement	273,412	367,842	72,165	103,334	434,417
Assigned - General reserve	56,269	56,269	56,269	56,269	106,269
Unassigned	375,040	466,311	901,199	822,391	561,879
Total Fund Balances	$ 756,354	$ 950,090	$ 1,097,190	$ 1,065,191	$ 1,220,126
Y-T-Y Change in total Fund Balances					
Amount Increase (Decrease)	$ 140,719	$ 193,736	$ 147,100	$ (31,999)	$ 154,935
Percentage Increase (Decrease)	22.86%	25.61%	15.48%	-2.92%	14.55%
Property Tax Analysis					
a. Assessed Value (AV)	$201,924,046	$210,112,318	$220,443,515	$233,335,507	$241,013,568
b. Y-T-Y Percentage change in AV	3.13%	4.06%	4.92%	5.85%	3.29%
c. Current secured, unsecured and HOP	$ 149,767	$ 155,222	$ 167,828	$ 177,347	$ 183,346
d. District share of general 1% levy (c/a)	7.4170%	7.3876%	7.6132%	7.6005%	7.6073%

Discussion:

a) Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Is revenue growth not keeping pace with increased costs?

No. The Capay Valley FPD's core annual revenues (property taxes, and tribal mitigation) have remained stable and total fund balance has steadily increased over the past five years. The increased operating expenditures in 2017 and 2021 were due to participating in strike teams. Expenditures relating to strike teams are reimbursed by the State. Total fund balance has increased from $615,635 to $1,220,126 of that $1,102,565 can be used by the District for any purpose. The remaining $117,561 is unexpended development impact fees that can only be expended on equipment and facilities that the District requires to provide services to new development within its service area.

DRAFT

Revenue

Capay Valley FPD's revenue consists of property taxes, development impact fees, interest, tribal mitigation funds from the County, grants from Yocha Dehe Wintun Nation and other miscellaneous revenue. Like other rural fire districts, Capay Valley FPD relies primarily on a share of the general 1% property tax levy for the majority of its revenue. In fiscal year 2021, property taxes of $184,901 comprised 54% of total revenues. The District's share of property taxes within its boundaries is approximately 7.6%, while the average for all FPDs in the county is 6.2%. The District has not yet levied a special assessment. Since 2006 the District has been receiving development impact fees (DIF) which can only be used by the District to acquire equipment and facilities to service new development. Since inception of adopting development impact fees, the Capay Valley FPD has collected $242,478 through FY 2021. Over the past 5 years the District has collected $87,158 of DIF. The District is one of the five FPDs that since 2004 receives tribal mitigation funding from the County annually. Over the past five years the District has received $220,000 of $220,000 it was entitled to receive. According to administrative procedures adopted by the County Administrator's Office, the funds are to be used to purchase "equipment and capital assets". In addition, over the past 5 years the Capay Valley FPD has received State OES funding of $14,000, grants from the Yocha Dehe Wintun Nation totaling $224,431, strike team reimbursements of $143,103 and other revenue totaling $60,268.

Expenditures

District expenditures, excluding capital expenditures increased little from 2017 through 2021, with the exception of increased operating expenditures in 2017 and 2021 due to participating in strike teams.

Capital expenditures

2020: $392,241 Type 3 Freightliner Engine

Currently annual District revenues have exceeded expenditures by, on average, about $120,000 per year.

b) *Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*

No. The Capay Valley FPD maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records. Since the Capay Valley FPD is a dependent district, it is subject to the same accounting and financial policies of the County. Accounting and budget data including all cash receipts and disbursements are reviewed by County finance staff before they are posted.

c) *Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*

Maybe. During fiscal year 2018 the County incorrectly recorded tribal fund revenue of $8,185.80 that was intended for another district. This error was not detected by the District or County DFS. Also, in fiscal year 2021 the District's PSPS grant was not recognized as revenue (removed from unearned income) and a vehicle purchased in 2020 was not removed from CIP. If needed, the District should be trained in understanding how to read the County financial reports. These errors were detected during the MSR process.

d) *Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*

No. District staff creates and presents financial reports based on best available information since the County has often closed out periods late. When the County has closed a fiscal period and distributed final reports to CVFPD staff emails them to the Board.

e) *Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*

No. Revenues are reliable, with the majority coming from property taxes and county apportioned revenues such as interest and tribal mitigation funds.

f) *Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*

Yes. Capay Valley FPD's revenue does not provide for sufficient funding for capital asset replacement. See 4g below.

g) *Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy?*

Yes. The CVFPD has a total fund balance of $1,220,126 as of June 30, 2021, which is $493,874 below the recommended total fund balance of $1,714,000. The recommended fund balance is the total of 3 components as follows:

- Capital asset replacement. Using estimated apparatus replacement costs, this estimate divides this cost by the recommended life of each apparatus and assumes a straight-line projection and contribution to a capital asset replacement sinking fund.
- General reserve. This is the total of 50% of current secured taxes and 50% of special assessments to maintain liquidity from July through December each year when no tax/assessment revenue is received.
- Unassigned fund balance. GFOA recommendation of 15% of operating expenditures to mitigate revenue shortages and/or unanticipated expenditures.

The June 30,2021 actual and estimated recommended fund balances amounts are as follows:

	6/30/2021 Actual Balance	6/30/2021 Recommended Balance	Excess/ (Shortage)
Apparatus Replacement			
Development impact fees	434,417		
Other funds	117,561		
	551,978	1,610,000	(1,058,022)
General reserve	106,269	87,000	19,269
Unassigned	561,879	17,000	544,879
Total Recommended Fund Balance	$ 1,220,126	$ 1,714,000	$ (493,874)

In addition, CVFPD does not have formal reserves policies. The District's 5-year plan does not quantify in dollar amounts the District's current or future needs.

h) *Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?*

No. The District does not have any debt, nor does it provide any post-retirement benefits to employees.

Financial Ability MSR Determination

Due to conservative budget practices Capay Valley FPD is currently financial stable. The District's core annual revenues (property taxes, interest, and tribal mitigation) have remained stable and total fund balance has steadily increased over the past five years. Annual District revenues have exceeded expenditures by, on average, about $120,000 per year. The CVFPD has a total fund balance of $1,220,126 as of June 30, 2021, which is $493,874 below the recommended total fund balance of $1,714,000.

Recently, Capay Valley FPD staff have begun to review financial data on a regular basis for any discrepancies. In addition, the Capay Valley FPD fire commission should receive regular financial reports (quarterly or mid-year at a minimum). The District has facility and equipment needs that could negatively impact services if not taken care of in the near future. Although the District has a healthy fund balance as of June 30, 2021, the District has current facility and equipment needs that may be in excess of the current fund balance. The 5-year plan does not quantify in dollar amounts the District's current or future needs. The District does not have formal reserves policies. Additional funding may be required to fund these needs and maintain adequate reserve balances.

Financial Ability MSR Recommendation(s)

- Districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on the equipment, apparatus and facilities indicated in the latest study.
- The Capay Valley FPD Fire Commission should receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information.
- The Capay Valley FPD should consider developing a formal capital improvement plan to make sure it can fund needed station improvements and apparatus replacement.
- Capay Valley FPD should consider adoption of a special assessment to increase revenues to provide funding for current staffing, facilities and equipment needs.

5. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities.

	YES	MAYBE	NO
a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*	☐	☒	☐

Discussion:

a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*

Maybe. Capay Valley FPD and Esparto FPD have entered into a JOA and are working towards standardizing written operating policies and guidelines. It also has mutual/auto aid agreements with surrounding fire departments.

The goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. Additional things that should be included as a required element of the JOA is:

- Apparatus/equipment standardization,
- Shared reserve apparatus, and
- Cooperative purchasing

Shared Services MSR Determination

Capay Valley FPD and Esparto FPD have entered into a JOA and are working towards standardizing written operating policies and guidelines. It also has mutual/auto aid agreements with surrounding fire departments. The goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response.

Shared Services MSR Determination Recommendation

- Additional items that should be included as a required element of the JOA are apparatus/equipment standardization, shared reserve apparatus, and cooperative purchasing. These efficiencies are currently either optional or not included in the JOA.

6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

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

		YES	MAYBE	NO
a)	*Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*	☐	☒	☐
b)	*Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*	☐	☐	☒
c)	*Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*	☐	☐	☒
d)	*Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?*	☒	☐	☐
e)	*Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*	☐	☐	☒
f)	*Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*	☐	☐	☒
g)	*If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*	☐	☒	☐
h)	*Does the organization need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*	☐	☒	☐

Discussion:

a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*

Maybe. Capay Valley FPD has already entered into a JOA with Esparto FPD designed to improve operations and efficiencies. The recommendation below is to ensure Capay Valley FPD continues to maintain standing in good faith to achieve JOA goals.

b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*

No. The Capay Valley community is engaged in FPD activities and the fire commission is relatively stable. Four of the five fire commission seats are filled and LAFCo staff's understanding is there an appointment in process. There does not appear to be an issue with maintaining fire commission members.

Name / Title	Start	End
Mark Burns /	09/24/2019	07/01/2023
Dawnmarie Eason /	06/29/2021	03/01/2024
Wyatt Cline /	12/15/2020	01/01/2025
Judith Redmond /	09/28/2021	09/01/2025
Vacant Seat #1 /		04/01/2026

c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*

No. The longtime chief of the Capay Valley FPD retired in May 2022 and the commission has promoted existing personnel into the chief position. The Capay Valley FPD has a strong group of volunteers that live and work locally and are available to respond to calls. The chief reports that it's difficult to find volunteers that do not commute outside the valley and it's sometimes hard to find weekend staffing from April-October.

d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct?*

Yes. The District has some employee related policies and commission bylaws. Since Capay Valley FPD is a dependent district, it also must comply with the County's accounting policies. However, it still needs more comprehensive policies. LAFCo can provide samples/templates of policies that every district "should have".

e) *Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*

No. Capay Valley FPD complies with Conflict-of-Interest Code requirements and is current with commission and staff Statement of Economic Interests (Form 700) disclosures.

f) *Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*

No. The dependent FPD's (including Capay Valley FPD) are included in the annual audit of the County's Annual Comprehensive Financial Report (ACFR). The Capay Valley FPD is reported as a discretely presented component unit. According to the State Controller's Office, the County's audited ACFR meets the general audit requirements and the ACFR satisfies the requirements of Government 26909[4].

[4] Per email dated July 6, 2021 from Sandeep Singh, Manager, Local Government Policy Section Office of State Controller, Local Government Programs and Services Division

g) *If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*

Maybe. Capay Valley FPD is audited annually as part of the County's ACFR but it does not include individual review of the dependent FPDs, just the aggregate total balance of all dependent FPDs (so review is at a high level and not detailed). Yolo County should review agency finances with each dependent FPD each year, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable.

h) *Does the* organization *need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*

Maybe. Websites are not legally required for dependent districts, but highly encouraged. The Capay Valley FPD received a 47% best practices transparency score in 2021. Please see the report posted on the LAFCo website for where improvements are needed.

Accountability, Structure and Efficiencies MSR Determination

There are no recommended changes to Capay Valley FPD's governmental structure or operations that will increase accountability and efficiency. Capay Valley FPD has already entered into a JOA with Esparto FPD designed to improve operations and efficiencies. The recommendation below is to ensure Capay Valley FPD continues to maintain standing in good faith to achieve JOA goals. Capay Valley FPD is effective in its current structure operating with a mostly volunteer model. There are no issues with maintaining fire commissioners and staff. Commissioners and key staff are trained regarding the organization's program requirements and financial management. Capay Valley FPD has some basic policies but should consider adopting additional policies regarding meeting attendance, conduct, responsibilities of officers, personnel, and accounting/financial procedures. CVPFD is current in making its Statement of Economic Interests (Form 700) disclosures and as a dependent FPD Yolo County performs its audits. Although it's not legally required, Capay Valley FPD should consider establishing a website presence for transparency purposes.

Accountability, Structure and Efficiencies MSR Recommendation(s)

- Capay Valley, Esparto and Madison FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources.
- Capay Valley FPD has some basic employee related policies and bylaws, however, it needs more comprehensive policies. LAFCo can provide samples/templates of policies that every district "should have".
- Yolo County should review agency finances with each dependent FPD each year to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable.
- Dependent special districts are not legally required to maintain a website. The Capay Valley FPD has a website but received a 47% transparency score for best practices in 2021. Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are needed.

7. BROADBAND ACCESS

Any other matter related to effective or efficient service delivery, as required by commission policy.

Per Yolo LAFCo Project Policy 6.2 "*it is the intent of Yolo LAFCo to comprehensively review broadband access in MSRs of local agencies that either serve communities and/or provide emergency services where broadband connection is critical (i.e. cities, CSDs, CSAs, FPDs and RDs).*"

	YES	MAYBE	NO
a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*	☐	☒	☐
b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*	☐	☐	☒

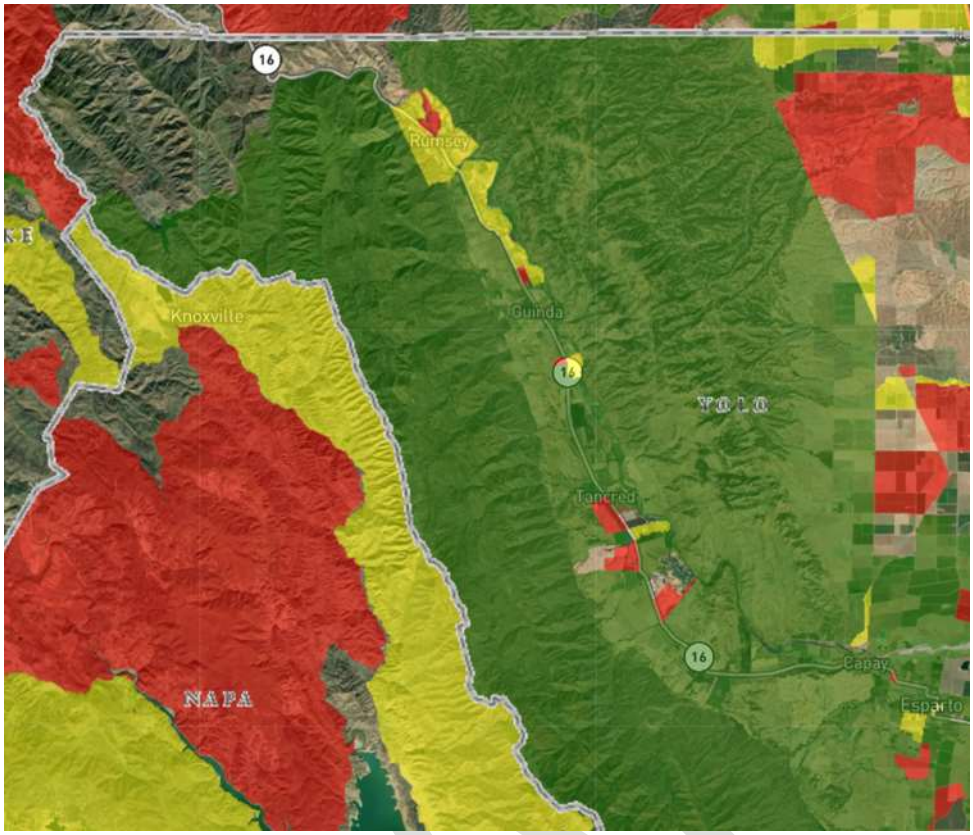
Discussion:

a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*

Maybe. Much of the Capay Valley is reported to have service from Frontier Communications at 115 Mbps download and 7 Mbps upload speeds[5]. However, there are some pockets in valley in Brooks, Guinda and all of Rumsey that only have access to mobile internet up to 9.7/2.8 download/upload speeds. According to the CPUC Broadband Mapping Program, broadband adoption at 25/3 Mbps is low at only 20%-40%, so that may suggest this map is distorted by census tracts and broadband speeds are not as widely available as shown. The Capay Valley FPD Chief indicates residents can call for service okay and Esparto Broadband also provides a wireless signal from Bald Mountain.

DRAFT

[5] CPUC Broadband Mapping Program data as of December 31, 2019. Speeds provided are maximum advertised speeds and not necessarily typical speeds experienced by the subscriber.



b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*

No. Frontier Communications offers a low-income subscription rate of $9.25 per month. Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account[6] and generally help troubleshoot technology challenges. Information and instruction about basic computer/tablet/smartphone use is offered in ESL conversation clubs, classes and in Yolo Reads Adult and Family Literacy program. The library also provides hotspots and Chromebooks for those that need these items. The library does not have a formalized technology curriculum, although there have been discussions regarding adding it as a service.

Broadband Access MSR Determination

According to the CPUC Broadband Mapping Program, much of the Capay Valley is reported to have service from Frontier Communications at 115 Mbps download and 7 Mbps upload speeds. Frontier Communications offers a low-income subscription rate of $9.25 per month. However, there are some pockets in valley in Brooks, Guinda and all of Rumsey that only have access to mobile internet up to 9.7/2.8 download/upload speeds. And more significantly, broadband adoption at 25/3 Mbps is low at only 20%-40%, suggesting the CPUC data is either distorted by census tracts or inaccurate and broadband speeds are not as widely available as shown. The Capay Valley FPD Chief indicates residents can call for service sufficiently and Esparto Broadband also provides a wireless signal from Bald Mountain.

Broadband Access MSR Determination Recommendation

- Yolo County should consider the lack of broadband service in the Capay Valley area as it addresses rural access issues.

[6] Email from Mark Fink, Yolo County Librarian on May 26, 2021

8. STATUS OF PREVIOUS MSR RECOMMENDATIONS	YES	MAYBE	NO
a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*	☒	☐	☐

Discussion:

a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*

Yes.

2016 MSR Recommendations Specific to the Capay Valley FPD and Status

1. All of the districts (except Clarksburg, Dunnigan, West Plainfield, and Yolo FPDs with existing fiscal policies and/or capital renewal/replacement plans) should develop and adopt written fiscal policies addressing budgeting, procurement, reserve funds, fiscal audits, and capital renewal/replacement planning in conformance with recognized industry best fiscal practices.

   Status: Capay Valley FPD policies have not been adopted. Please see the response to item 6d.

Status of Previous Recommendations MSR Determination

The 2016 LAFCo MSR included only one recommendation specific to Capay Valley FPD. It pointed out the need for the District to adopt fiscal policies. This has not yet occurred but should be resolved via the JOA's efforts to adopt consistent and comprehensive policies. A recommendation to adopt polices has been reiterated in the Financial Ability section.

DRAFT

SPHERE OF INFLUENCE STUDY

On the basis of the Municipal Service Review:

☒ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency's SOI is recommended and SOI determinations HAVE NOT been made.

☐ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency's SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.

DRAFT

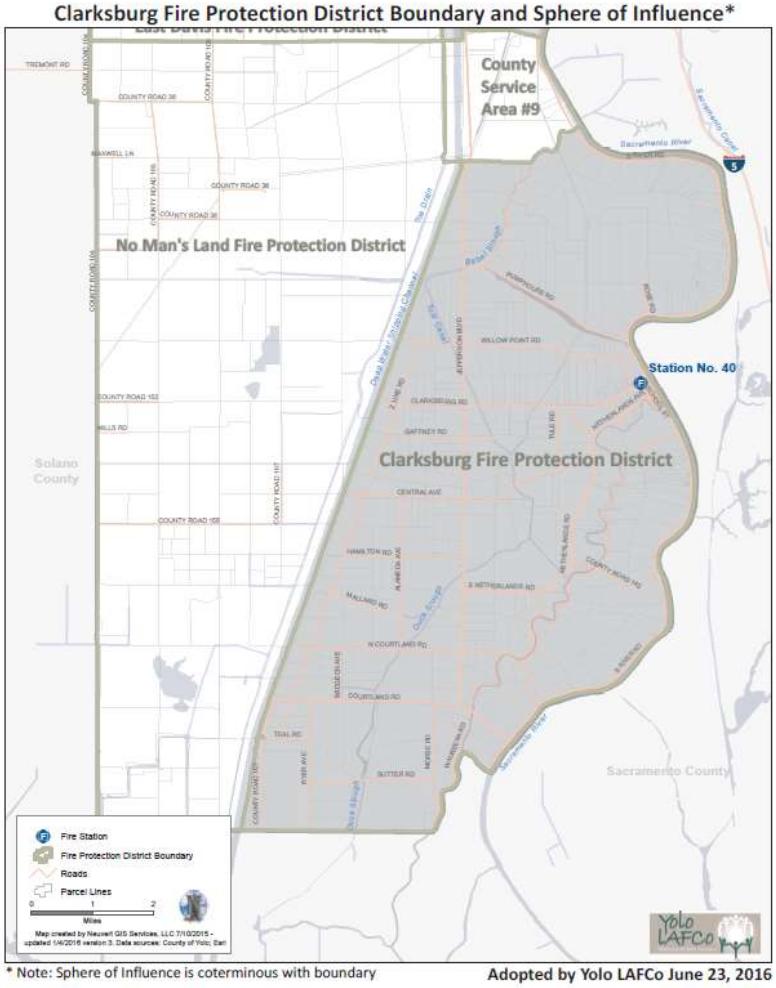
AGENCY PROFILE

The Clarksburg Fire Protection District (FPD) was formed on December 17, 1946 and is authorized to provide fire protection and emergency response services. It was formed, and has continuously remained, as an independent district with a five-member Board of Directors, each member appointed by the Board of Supervisors to serve four-year terms.

The Clarksburg FPD is 34,665 acres in size and serves the unincorporated town of Clarksburg and the surrounding rural area as shown in the map below. The Clarksburg FPD territory is predominantly agricultural with approximately 95 percent of the land under Williamson Act contracts. The Clarksburg FPD contains 504 residential and 16 commercial addresses, and its residential population is estimated to be 1,260 residents[1]. The Clarksburg FPD station is located at 52902 Clarksburg Avenue, in Clarksburg. The Clarksburg FPD houses 7 apparatus and is staffed by 23 volunteer firefighters. There are no full-time paid positions or reserve staff. The Chief and Board Secretary receive minimal monthly stipends for their services.

The Clarksburg FPD boundary and sphere of influence (SOI) is shown below. The SOI is coterminous with the District boundary.

Clarksburg Fire Protection District Boundary and Sphere of Influence*



* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo June 23, 2016

[1] Population estimate is based on the number of residential addresses assigned in 2021 in the FPD territory with a Yolo County average of 2.5 persons per household.

MUNICIPAL SERVICE REVIEW

POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

The MSR determinations checked below are potentially significant, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by "no" answers, the Commission may find that a MSR update is not warranted.

- ☐ Growth and Population
- ☐ Disadvantaged Unincorporated Communities
- ☒ Capacity, Adequacy & Infrastructure to Provide Services
- ☒ Financial Ability
- ☐ Shared Services
- ☒ Accountability
- ☒ Broadband Access
- ☒ Status of Previous MSR Recommendations

LAFCO MUNICIPAL SERVICE REVIEW:

☐ On the basis of this initial evaluation, the required determinations are not significant, and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).

☒ The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

1. GROWTH AND POPULATION

Growth and population projections for the affected area.	YES	MAYBE	NO
a) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*	☐	☐	☒
b) *Do changes in service demand suggest a change in the agency's services?*	☐	☐	☒

Discussion:

a) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*

No. The resident population in the Clarksburg FPD is currently estimated to be 1,260 and has limited infill growth opportunities. Except for the town of Clarksburg which has a residential population of 402 per the 2020 Census, it is entirely zoned for agricultural use.

According to data from the Yolo Emergency Communications Agency (YECA), Clarksburg FPD calls have increased significantly. Over the last three fiscal years, total calls that resulted in Clarksburg FPD dispatched apparatus/responders were 209 in FY 18/19, 261 in FY 19/20 and 268 in FY 20/21, a 28% increase in only three years.

b) *Do changes in service demand suggest a change in the agency's services?*

No. Increased service demand does not suggest a change in the agency's services or boundaries. The Clarksburg FPD territory is relatively landlocked between the City of West Sacramento (and County Service Area #9) to the north, the County boundary to the south, the Sacramento River to the east and the Sacramento River Deep Water Ship Channel to the west.

Growth and Population MSR Determination

The resident population in the Clarksburg FPD is currently estimated to be 1,260 and has limited infill growth opportunities. Except for the town of Clarksburg which has a residential population of 402 per the 2020 Census, it is entirely zoned for agricultural use. Over the last three fiscal years, total calls that resulted in Clarksburg FPD dispatched apparatus/responders were 209 in FY 18/19, 261 in FY 19/20 and 268 in FY 20/21, a 28% increase in only three years. Increased service demand does not suggest a change in the agency's services or boundaries.

2. DISADVANTAGED UNINCORPORATED COMMUNITIES

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

		YES	MAYBE	NO
a)	*If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*	☐	☐	☒
b)	*If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.*	☐	☐	☒

Discussion:

a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*

No. The Clarksburg FPD territory is not disadvantaged[2] and all "inhabited unincorporated communities" countywide receive structural fire protection services.

b) If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.

Not applicable.

[2] CALAFCO Disadvantaged Unincorporated Communities for State, RSG Inc. GIS Layer, dated December 10, 2021

Disadvantaged Unincorporated Communities MSR Determination

The Clarksburg FPD territory is not disadvantaged, and all "inhabited unincorporated communities" countywide receive structural fire protection services. Therefore, there is no concern that Clarksburg is either not receiving fire protection services or not receiving similar services due to disadvantaged economic issues in the Clarksburg FPD community.

3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) *Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*	☐	☒	☐
b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*	☐	☐	☒
c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*	☐	☐	☒
d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*	☐	☐	☒
e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*	☐	☐	☒

Discussion:

a) *Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*

Maybe.

Fire Station

The original fire station was constructed in 1947 and the Clarksburg FPD recently completed improvements to it in 2015. Clarksburg FPD also purchased a quarter-acre lot and built an additional station annex in 2016 to house apparatus and equipment. The station has a well it's been using for water with no issues. But its sewer system is a septic system (as is typical in Clarksburg), and therefore, will not currently support the station to be equipped with a shower. The firehouse could use cement or

blacktop aprons in front of the main firehouse, an apparatus exhaust system if overnight coverage were ever needed, and a sewer system that can support showers and washing machines.



Apparatus and Equipment:

The table below lists the Clarksburg FPD apparatus.

Use	Apparatus	Type	Age (yrs)	Reserve?
Structure Fires	Engine 40	I	19	No
	Engine 240	I	12	No
Wildlands Fires	Grass 240	II/III	12	No
	Grass 40	II/III	1	No
Water Tenders	Water 40	4,000 gallon	36	No
	Water 240	2,000 gallon	26	No
Other Apparatus	Squad 40	Medical/Rescue	5	No

All Clarksburg FPD apparatus receive rig checks weekly or more often, regular scheduled maintenance service, and inspection. ISO typically requires department pump testing, but because Clarksburg FPD apparatus carries much more water than is required, it has not required pump testing. Preventative maintenance is performed at manufacturer's specified intervals by licensed vendors. In addition, Clarksburg firefighters inspect and document the fitness of all apparatus on a weekly basis. If deficiencies are noted that apparatus is immediately referred for corrective maintenance. Periodically, each apparatus has a 29-point inspection performed at a California Highway Patrol certified terminal. Clarksburg FPD currently supplies all responding members with appropriate, current personal protective equipment (PPE). All PPE is within recommended service life and checked yearly. All self-contained breathing apparatus (SCBA) receive annual flow testing. All apparatus has a mounted radio, and each volunteer has a personal radio always accessible. Radios are sent in for repair/maintenance as needed.

Two of Clarksburg FPD's apparatus (water tenders) exceed the recommended 25-year life span. Clarksburg FPD indicates additional funding is needed to be able to replace apparatus in a timelier manner and keep pace with increasing costs. The 4,000-gallon water tender should be replaced with a 3,000-gallon water tender for safety and staffing issues because its weight and handling make the apparatus difficult to drive (currently only 4 personnel out of 23 can operate this water tender with its 13-speed manual transmission). The 2,000-gallon water tender is starting to age out and is scheduled to be replaced altogether or with a new chassis.

ISO Rating

The Insurance Services Office, Inc. (ISO) evaluates fire departments for the purpose of establishing insurance premiums, called "ISO ratings". An ISO fire rating is a score from 1 to 10 that indicates how well-protected a community is by the fire department and will affect insurance rates. Clarksburg FPD's ISO rating is 5/8. The first number refers to the classification of properties within 5 road miles of a fire station and within 1,000 feet of water supply. The second number applies to properties within 5 road miles of a fire station but beyond 1,000 feet of water supply. In the ISO rating scale, a lower number is better: 1 is the best possible rating, while a 10 means the fire department did not meet ISO's minimum requirements. ISO generally assigns Class 10 to properties beyond 5 road miles of a fire station.

b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*

No.

Staff, Coverage and Training

The Clarksburg FPD station houses 7 apparatus and has 0 paid staff, 0 reserves and 23 volunteers. The station is not staffed on a regular schedule and responds to calls as needed.

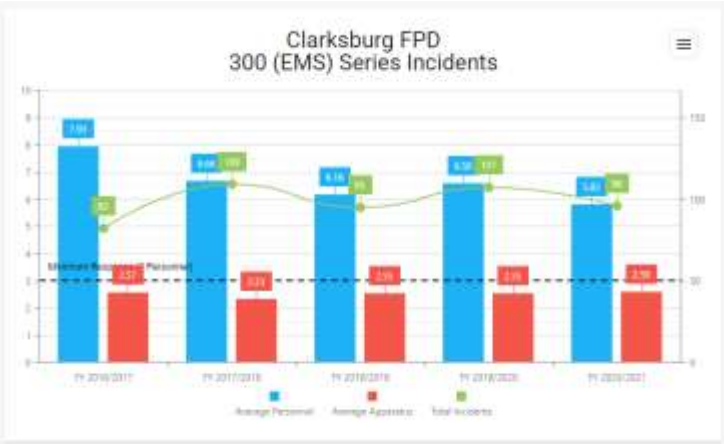
Clarksburg FPD has written operational guidelines and procedures and reports having sufficient training to ensure personnel are competent and safe to execute operations. The Clarksburg FPD trains incident response personnel in ICS (incident command system). Most Clarksburg FPD training is done locally by volunteers with specialized training in the areas of engineering, fire suppression, medical aid, and other areas related to fire operations because it is not practical to regularly participate in the Yolo County Firefighters Association Training Program due to the Clarksburg FPD's geographic isolation. In addition, the Clarksburg FPD utilizes Vector Solutions, an online training program to provide education in the areas of fire suppression, driver safety, emergency medical response (EMS), and related mandatory requirements. Related mandatory requirements include, but are not limited to, Ethics Training, Bloodborne Pathogens, and the Health Information Portability and Privacy Act (HIPPA). All personnel are fit tested on an annual basis.

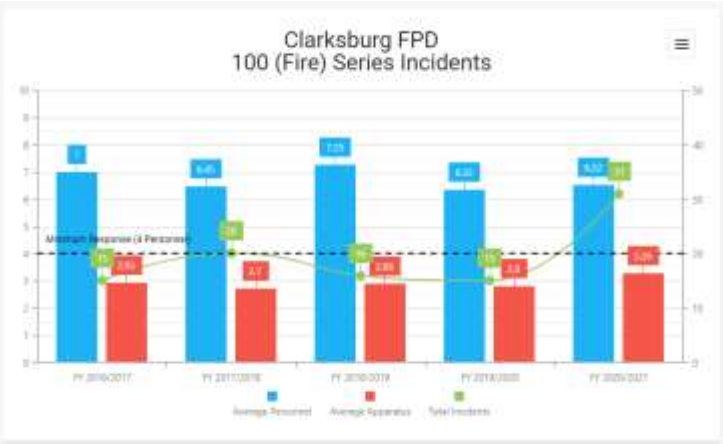
Incident Reporting and Adequacy of Services

Clarksburg FPD documents calls via FirePrograms Software of Ocala Florida and files quarterly reports with the National Fire Information Reporting System (NFIRS). This software is also utilized to generate local reports for staff and the Governing Board. Clarksburg FPD has had 0 missed calls in the last three FYs and has exceeded the benchmarks determined by the Fire Chiefs MSR Subcommittee for average number of personnel and apparatus every year for the past 5 FYs. Standards for the number of personnel and apparatus were determined by the Fire Chiefs MSR Subcommittee for fire and rescue/EMS calls[3].

Below is Clarksburg FPD's NFIRS response data for the last five fiscal years:

[3] By consensus of the Yolo Fire Chief's MSR Subcommittee, it was determined the minimum adequate response for a fire call is 4 personnel and 2 apparatus, and for a rescue/EMS call is 3 personnel and 1 apparatus.

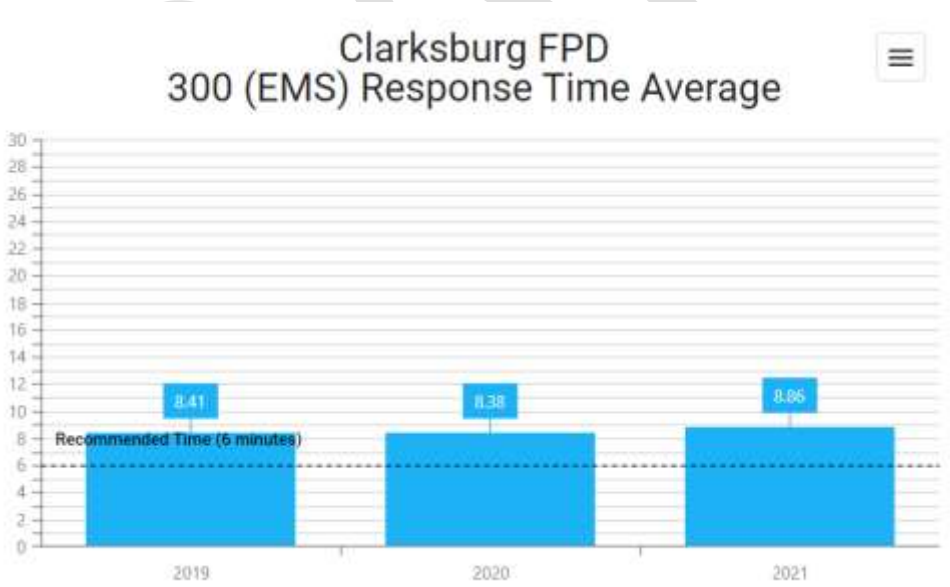




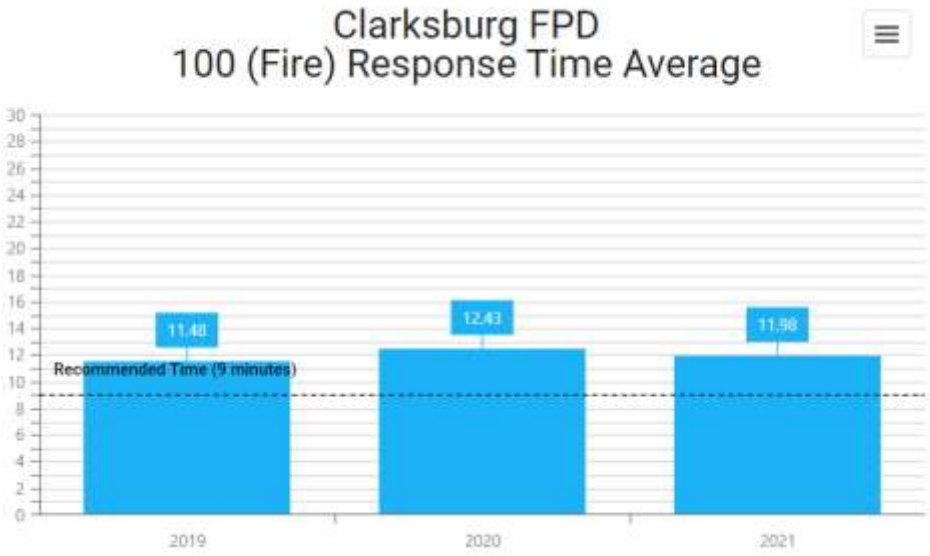
Data for the last five FYs indicate that Clarksburg FPD is responding with more than adequate personnel and apparatus to rescue/EMS calls (which outnumber fire calls by 3:1 in FY 2020/21). This data is among the highest response in the unincorporated County.

Response Time and Missed Calls

The MSR Subcommittee developed response time goals for rescue/emergency medical service (EMS) calls (6 minutes) and fire calls (9 minutes) for the first responding unit to arrive on scene. LAFCo recognizes it may be more difficult for volunteer and/or more rural FPDs to meet this goal, however as the MSR Subcommittee indicated, it represents a goal to focus on. FPD response time averages[4] for the 2019 – 2021 calendar years are shown below.



[4] Based on YECA data. For a list of the data outliers omitted, please reference the methodology discussion on page 1-10 of this MSR/SOI.



Clarksburg FPD has 0 missed calls in the last three fiscal years.

Annual Performance Evaluation

NFPA requires FPDs to evaluate its level of service, deployment and response time objectives on an annual basis. Although Clarksburg FPD discusses levels of service and performance verbally at each board meeting, it would be a good practice to provide a written evaluation of the Clarksburg FPD's level of service, deployment and response time objectives on an annual basis.

c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*

No. Clarksburg is not anticipated to have significant growth. Please see the response to 1(a).

d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*

No. The FPDs collectively report that climate change is not a factor in the valley and is only an issue for those FPDs that border the Coastal Range. Many FPDs actually benefit financially from staff and apparatus reimbursement revenue for supporting CalFire during wildfire events. Clarksburg FPD staff indicates that the drought has shifted many agricultural lands to drip irrigation systems which result in less weeds that can become a fire hazard.

e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*

No. Not applicable. Please see the response to 2a.

Capacity and Adequacy of Public Facilities and Services MSR Determination

Clarksburg FPD has some potential deficiencies in needed station improvements and has two water tenders that exceed the recommended 25 years of age limit. However, there are no deficiencies in agency service. Incident response data indicates the Clarksburg FPD can respond to calls more than sufficiently with volunteer staff. Data for the last five FYs indicate that Clarksburg FPD is responding with more than adequate personnel and apparatus to rescue/EMS calls (which outnumber fire calls by 3:1 in FY 2020/21). This data is among the highest response in the unincorporated County. The Clarksburg FPD shared that during a wind event on January 26, 2021 it had 19-20 volunteers in action and responded to over 25 calls with electrified wires in one day. On another occasion when the power was out for four days, the FPD deployed its water trucks so residents could access water.

There are no growth issues in the community that are anticipated to increase demand, although call volume is going up despite population remaining relatively constant or even going down. Climate adaptation is not significantly affecting the Clarksburg FPD's service needs and there are no deficiencies related to disadvantaged unincorporated communities.

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

- The Clarksburg FPD should consider and schedule the replacement of its two water tenders that exceed the recommended 25-year life span.
- In addition to verbal updates at each meeting, the Clarksburg FPD should provide written evaluations of its level of service, deployment, and response time objectives on an annual basis.

4. FINANCIAL ABILITY

Financial ability of agencies to provide services.

		YES	MAYBE	NO
a)	*Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Is revenue growth not keeping pace with increased costs?*	☐	☐	☒
b)	*Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*	☐	☐	☒
c)	*Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*	☒	☐	☐
d)	*Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*	☐	☐	☒

e)	*Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*	☐	☐	☒
f)	*Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the rate/fee schedule fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*	☒	☐	☐
g)	*Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy?*	☒	☐	☐
h)	*Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?*	☐	☐	☒

DRAFT

Discussion:

Financial Background

CLARKSBURG FIRE PROTECTION DISTRICT
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES

	2017	2018	2019	2020	2021
Revenue					
Property taxes, in-lieu tax and HOPTR	$ 81,674	$ 82,755	$ 91,961	$ 95,120	$ 97,306
Development impact fees	551	1,935	855	20,473	2,499
Interest	3,082	5,448	14,820	20,414	1,058
Intergovernmental grants	-	10,585	45,215	8,910	1,462
Special assessment	81,600	81,602	81,605	81,715	81,663
CA Fire	28,624	13,616	51,017	3,490	-
Other revenue	5	-	-	-	1,500
Total Revenue	195,536	195,941	285,473	230,122	185,488
Expenditures					
Salaries and benefits	31,532	22,600	46,212	18,023	14,966
Services and supplies	68,088	134,314	81,923	45,369	55,192
Contributions to volunteers	4,400	4,800	4,800	5,200	4,906
Other expenditures	170	147	176	179	168
Capital Assets:					
Buildings and improvements	28,346	-	-	-	-
Equipment	197,439	-	-	-	-
Total Expenditures	329,975	161,861	133,111	68,771	75,232
Net income (loss)	(134,439)	34,080	152,362	161,351	110,256
Beginning Fund Balance	530,002	395,563	429,643	582,005	743,356
Ending Fund Balances	$ 395,563	$ 429,643	$ 582,005	$ 743,356	$ 853,612
Fund Balances					
Restricted - Development impact fees	$ 87,953	$ 2,669	$ (4,411)	$ 18,473	$ 21,166
Assigned - Capital asset replacement	142,925	233,353	435,589	524,210	598,153
Assigned - General reserve	138,394	138,394	41,934	41,934	41,934
Unassigned	26,291	55,227	108,893	158,739	192,359
Total Fund Balances	$ 395,563	$ 429,643	$ 582,005	$ 743,356	$ 853,612
Y-T-Y Change in total Fund Balances					
Amount Increase (Decrease)	$ (134,439)	$ 34,080	$ 152,362	$ 161,351	$ 110,256
Percentage Increase (Decrease)	-25.37%	8.62%	35.46%	27.72%	14.83%
Property Tax Analysis					
a. Assessed Value (AV)	$ 431,412,298	$ 446,042,751	$ 469,042,144	$ 485,758,219	$ 492,943,371
b. Y-T-Y Percentage change in AV	4.12%	3.39%	5.16%	3.56%	1.48%
c. Current secured, unsecured, HOPTR	$ 79,815	$ 81,658	$ 91,302	$ 94,395	$ 95,799
d. District share of general 1% levy (c/a)	1.8501%	1.8307%	1.9466%	1.9433%	1.9434%

DRAFT

a) *Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Is revenue growth not keeping pace with increased costs?*

No. The Clarksburg FPD's total core revenues (property taxes and special assessments) have increased, on average, by 4.5% a year, and total fund balances have steadily grown over the past five years (21% on average). Total fund balance has increased from $530,002 to $853,612 of which $832,446 can be used by the District for any purpose (includes assigned and unassigned fund balances. The remaining $21,166 is unexpended development impact fees that can only be expended on equipment and facilities that the Clarksburg FPD requires to provide services to new development within its service area. However, the amount of revenue the special assessment raises has not changed since 1993. Clarksburg FPD should consider reviewing current and future expenditures to determine whether the special assessment should be increased.

Revenue

Clarksburg Fire Protection Clarksburg FPD's revenue consists of property taxes, special assessments, development impact fees, interest, grants and other miscellaneous revenue. Like other rural fire districts, Clarksburg PFD relies primarily on a share of the general 1% property tax levy for the majority of its revenue. In fiscal year 2021, property taxes of $97,306 comprised 52% of total revenues. The Clarksburg FPD's share of property taxes within its boundaries is approximately 1.94%, significantly below the average for all rural FPDs in the county of 6.2%. The Clarksburg FPD has also levied a special assessment since 1989. In 2021 special assessment revenue was $81,663 which accounted for 44% of total revenue. The annual special assessment revenue has increased $37,349 since inception in 1989, however, over the past five years the special assessment revenue has not increased at all. Since 2001 the Clarksburg FPD also began receiving development impact fees (DIF) which is required for all new development. The DIF can only be used by the Clarksburg FPD to acquire equipment and facilities to service new development. Over the past 5 years the District has collected $26,313 of DIF. In addition, over the past 5 years Clarksburg FPD has received $66,172 in state and federal grants, strike team reimbursements of $96,747 and other revenue totaling $1,500.

Expenditures

Clarksburg FPD expenditures, excluding capital expenditures have remained relatively flat over the past 5 years, not including reimbursable expenditures related to grants and strike team activities. Fiscal year 2021 expenditures totaled $75,232, of that $9,966, or 13% of total expenditures was for stipends for the fire chief and the assistant chief/secretary. Another $5,000 of salary and benefits is for workers compensation that mostly covers the volunteer firefighters. The bulk of the expenditures, $55,192 or 73% of the total, was for services and supplies, general operating costs of the District, which includes maintenance of equipment and the firehouse, supplies, insurance, etc. Other costs of $5,074 includes $4,906 paid to the volunteer association and $168 for tax assessments.

Capital Expenditures

2017: $28,346 Final expenditures to complete the new firehouse

2017: $197,439 New light rescue squad

b) *Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*

No. The District maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records. Although the District is independent, it follows the same accounting policies the County adheres to. Accounting and budget data, including all cash receipts and disbursements, are reviewed by County finance staff before being posted to the County's financial system.

c) *Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and*

expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?

Yes. Accounting transactions over the years have been recorded to the proper accounts in a very consistent manner. However, the 2016-17 $30,000 addition to capital asset reserves, the $8,000 decrease to DIF reserve, and the 2017-18 $36,000 addition to capital asset reserves were not recorded until 2018-19 when it was discovered. The 2019-20 $43,827 additions to capital asset reserve have not been recorded. Although County DFS made the error, agencies need to review the reports regularly to ensure accuracy.

d) *Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*

No. The Clarksburg FPD includes mid-year (December) and end of year (June) financial reviews as part of the board meetings. At this time, Infor reports (trial balance, general ledger, budget report) are distributed to each board member for discussion, particularly related to budget compliance. Typically, at the May meeting the Board considers budget revisions that consider actual year-to-date expenditures and any changes to revenues.

e) *Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*

No. Revenues are reliable, with the majority coming from property taxes and special assessments.

f) *Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the rate/fee schedule fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*

Yes. Please see item 3a. Clarksburg FPD regularly reviews current and estimated future expenditures to determine whether the special assessment should be increased to fund needed apparatus replacement and potentially other station improvements. Clarksburg FPD has adopted a funding plan through 2037 to ensure continued financial resources are available. However as of June 30, 2021 the District's total fund balance of $853,612 is over $1 million less than minimum recommended total fund balance of $1,894,000 primarily due to underfunding the capital asset replacement reserve (see 4g) below).

g) *Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Does the agency need to identify and quantify what the possible significant risks and costs of infrastructure or equipment failure? Does the agency need a reserve policy?*

Yes. The Clarksburg FPD has a total fund balance of $853,612 as of June 30, 2021, which is $1,040,388 below the recommended total fund balance of $1,894,000. The minimum recommended fund balance is the total of 3 components as follows:

- Capital asset replacement. Using estimated apparatus replacement costs, this estimate divides this cost by the recommended life of each apparatus and assumes a straight-line projection and contribution to a capital asset replacement sinking fund.
- General reserve. This is the total of 50% of current secured taxes and 50% of special assessments to maintain liquidity from July through December each year when no tax/assessment revenue is received.
- Unassigned fund balance. GFOA recommendation of 15% of operating expenditures to mitigate revenue shortages and/or unanticipated expenditures.

The June 30,2021 actual and estimated recommended fund balance amounts are as follows:

	6/30/2021 Actual Balance	6/30/2021 Recommended Balance	Excess/ (Shortage)
Apparatus Replacement			
Development impact fees	21,166		
Other funds	598,153		
	619,319	1,808,000	(1,188,681)
General reserve	41,934	75,000	(33,066)
Unassigned	192,359	11,000	181,359
Total Recommended Fund Balance	$ 853,612	$ 1,894,000	$ (1,040,388)

i) *Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear capital financing and debt management policy, if applicable?*

No. The agency does not have any debt, nor does it provide any post-retirement benefits to employees.

Financial Ability MSR Determination

Clarksburg FPD is in a stable financial position and its conservative financial practices have enabled it to accumulate an unrestricted fund balance of $832,446 as of June 30, 2021 and has no debt. Excluding one-time expenditures, such as purchases of equipment, the Clarksburg FPD generally operates in the black. The Clarksburg FPD has a total fund balance of $853,612 as of June 30, 2021, which is $1,040,388 below the recommended total fund balance of $1,894,000. Annual net income after expenditures averaged over $114,000 for the past four years. The Clarksburg FPD board receives regular financial reports. To improve the financial information provided by the County, staff should review the ledger more thoroughly to ensure accuracy and mitigate against potentially making a financial decision based on inaccurate data. Clarksburg FPD should consider reviewing current and future expenditures to determine whether the special assessment should be increased to fund needed apparatus replacement and potentially other station improvements. To maintain the high degree of liquidity the Clarksburg FPD will need to consider using a combination of increased revenues and debt financing to purchase updated apparatus. Overall, Clarksburg FPD's board and staff have consistently maintained a financially stable local agency.

Financial Ability MSR Recommendation(s)

- The amount of revenue the special assessment raises has not changed since 1993. Clarksburg FPD should consider reviewing current and future expenditures to determine whether the special assessment should be increased.
- Clarksburg FPD should review financial data on a regular basis and identify and discrepancies. The review should include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. It also should review monthly the transactions in the County system to transactions the agency submitted to the County for processing.
- Districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on appropriate facilities.

5. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities.

	YES	MAYBE	NO
a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*	☐	☐	☒

Discussion:

a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*

No. Clarksburg FPD's landlocked geography limits its ability to share services with neighboring FPDs. Most Clarksburg FPD training is done locally by volunteers with specialized training in the areas of engineering, fire suppression, medical aid, and other areas related to fire operations because it is not practical to regularly participate in the Yolo County Firefighters Association Training Program due to the Clarksburg FPD's geographic isolation. Mutual and auto aid agreements already cover the countywide FPDs for incident response. Clarksburg FPD would like to participate in any shared services that makes sense, such as pooled purchasing.

Shared Services MSR Determination

Clarksburg FPD's landlocked geography limits its ability to share services with neighboring FPDs. Mutual and auto aid agreements already cover the countywide FPDs for incident response. Clarksburg FPD would like to participate in any shared services that benefit from economies of scale with the Yolo County Firefighters Association and/or FPD JOAs that makes sense, such as pooled purchasing.

6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

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

	YES	MAYBE	NO
a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*	☐	☐	☒
b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*	☐	☐	☒
c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*	☐	☐	☒
d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?*	☒	☐	☐

e)	*Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*	☐	☐	☒
f)	*Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*	☐	☐	☒
g)	*If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*	☐	☐	☒
h)	*Does the organization need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*	☒	☐	☐

Discussion:

a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*

No. Clarksburg FPD's structure is operationally accountable and efficient as it is.

b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*

No. All Clarksburg FPD Board seats are filled and there does not appear to be an issue with maintaining members. There have only been 3 member changes in the past 5 years.

Name / Title	Start	End
Steve Pylman /	04/07/2020	07/01/2022
Mark Pruner /	11/20/2018	12/01/2022
Joseph Gomes /	02/23/2021	02/01/2025
Nancy Kirchhoff /	02/23/2021	03/01/2025
John Webber, Jr. /	02/23/2021	03/01/2025

c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*

No. The Clarksburg FPD chief and assistant chief positions have been stable for many years. It has 22 volunteer firefighters that live in the community that are committed. Clarksburg FPD is aware of the need and is working on succession planning.

d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct?*

Yes. The Clarksburg FPD has a written "Administrative Code (AC) of the Clarksburg Fire Protection Clarksburg FPD", last update May 2020. This document includes the following, mission statement, district responsibilities, purpose, board of commissioners, conflict of interest, billing and purchasing, firehouse use, training, drills, job descriptions, personnel recruitment, and retention, hiring policy, driver safety, equipment, communications, fire scene, traffic safety, meetings and use of private vehicle.

The Clarksburg FPD should include, within the Board of Commissioners section of the AC, policies related to attendance at meetings, meeting conduct, responsibilities of officers, etc. In addition, the District should adopt additional policies and procedures related to personnel and payroll including employee/volunteer promotions, performance evaluations, drug and alcohol policies, payroll

processing, etc. Also, accounting, and financial policies should be developed to include general accounting, processing and recording of disbursements and receipts, allowable expenditures, employee and board travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. Sample policies will be provided for FPD use.

e) *Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*

No. The Yolo County Board of Supervisors is the conflict-of-interest code reviewing body for these districts. Review occurs every two years and was last approved on October 6, 2020. The Clarksburg FPD is current on filing Form 700s[5].

f) *Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*

No. The Clarksburg FPD is on a 2-year audit cycle and is current on its independent audits.

g) *If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*

No. The FPD reviews the ledgers periodically and discuss the ledgers at length at board meetings.

h) *Does the* organization *need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*

Yes. The Clarksburg FPD received a 54% best practices transparency score in 2021. Please see the report posted on the LAFCo website for where improvements are needed.

Accountability, Structure and Efficiencies MSR Determination

There are no recommended changes to Clarksburg FPD's governmental structure or operations that will increase accountability and efficiency. Clarksburg FPD is highly effective in its current structure operating with a volunteer model. There are no issues with maintaining board members and staff. Board members and key staff are trained regarding the organization's program requirements and financial management. Clarksburg FPD has some basic policies but should consider adopting additional policies regarding meeting attendance, conduct, responsibilities of officers, personnel, and accounting/financial procedures. CPFD is current in making its Statement of Economic Interests (Form 700) disclosures and is current in its independent audits. Clarksburg FPD should improve its website transparency (see the latest website transparency scorecard posted on the LAFCo website for details).

Accountability, Structure and Efficiencies MSR Recommendation(s)

- The Clarksburg FPD should adopt policies related to meeting attendance, conduct, responsibilities of officers, and personnel (including employee/volunteer promotions, performance evaluations, drug and alcohol policies, payroll processing, etc.) In addition, accounting and financial policies should be developed to include general accounting, processing, and recording of disbursements and receipts, allowable expenditures, employee and board travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.
- The Clarksburg FPD received a 54% best practices transparency score in 2021. Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are needed.

[5] Per email from Liz Mahovlich, Yolo County Clerk/Recorder's office on October 18, 2021.

7. BROADBAND ACCESS

Any other matter related to effective or efficient service delivery, as required by commission policy.

Per Yolo LAFCo Project Policy 6.2 "*it is the intent of Yolo LAFCo to comprehensively review broadband access in MSRs of local agencies that either serve communities and/or provide emergency services where broadband connection is critical (i.e. cities, CSDs, CSAs, FPDs and RDs).*"

	YES	MAYBE	NO
a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*	☐	☒	☐
b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*	☒	☐	☐

Discussion:

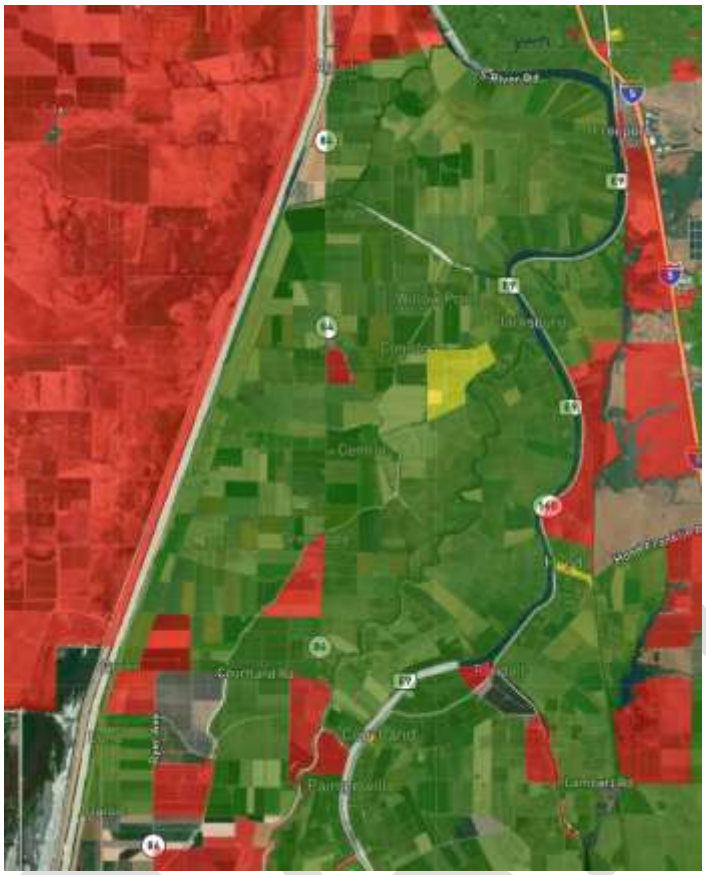
a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*

Maybe. Most of the Clarksburg FPD territory is serviced by California Broadband Services with fixed wireless speeds up to 40 Mbps download and 20 Mbps upload speeds[6]. However, according to the provider's website, a service plan to achieve download speeds of 25 Mbps or higher would cost $170 per month, which is relatively exorbitant. Frontier Communications also has DSL service in some portions of the town of Clarksburg at either 18/1 Mbps or 6/1 Mbps depending on location, however, Frontier has effectively abandoned any upgrades to this service.

The Clarksburg FPD station has been provided internet from a wireless signal provided by the County to the FPD tower that is then directed to the County library in Clarksburg. Clarksburg FPD has facilitated internet services at Clarksburg library for many years. But now that the County is working on a project to bring fiber to the library, the Clarksburg FPD is concerned the signal will be taken down. The Clarksburg FPD's station and reverse 911 system uses the internet, so this is an issue that needs to be resolved so there is no impact to public safety. However, the County confirmed it will be stopping the signal from the station to the library, but the signal to the station will continue and not be taken down[7].

[6] CPUC Broadband Mapping Program data as of December 31, 2019. Speeds provided are maximum advertised speeds and not necessarily typical speeds actually experienced by the subscriber.

[7] Email from Lee Gerney, Yolo County IT Director June 10, 2022.



b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*

Yes. California Broadband Services is the only service provider that can provide speeds at 25/3 Mbps and its subscription rates are very high at $170 per month. Frontier has low-income subscription rates, but its advertised speeds are either 18/1 Mbps or 6/1 Mbps depending on location. According to the CPUC Broadband Mapping Program, broadband adoption at 25/3 Mbps is high at 80%.

Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account[8] and generally help troubleshoot technology challenges. Information and instruction about basic computer/tablet/smartphone use is offered in ESL conversation clubs, classes and in Yolo Reads Adult and Family Literacy program. The library also provides hotspots and Chromebooks for those that need these items. The library does not have a formalized technology curriculum, although there have been discussions regarding adding it as a service.

[8] Email from Mark Fink, Yolo County Librarian on May 26, 2021

Broadband Access MSR Determination

The Clarksburg FPD territory is mostly covered by broadband level service; however, it is relatively exorbitant and low-income subscription rates are not available. California Broadband Services provides fixed wireless speeds up to 40Mbps download and 20 Mbps upload speeds. However, according to the provider's website, a service plan to achieve 25Mbps or higher with data caps would cost $170 per month. According to the CPUC Broadband Mapping Program, broadband adoption for the area is high at 80%.

Broadband Access MSR Recommendation

- Yolo County should note that rural areas such as the Clarksburg FPD served by California Broadband Services as the only provider option are being charged relatively exorbitant rates ($170 for broadband speeds) and additional providers should be encouraged and incentivized where possible to create market competition.

8. STATUS OF PREVIOUS MSR RECOMMENDATIONS	**YES**	**MAYBE**	**NO**
a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*	☐	☒	☐

Discussion:

a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*

Maybe.

2016 MSR Recommendations Specific to the Clarksburg FPD and Status

1. Clarksburg and West Plainfield FPDs should consider reducing annual expenditures, seeking additional revenues, or a combination of both to achieve long-term fiscal sustainability.

   Status: The Clarksburg FPD is financially stable. However, the amount of revenue the special assessment raises has not changed since 1993. Clarksburg FPD should consider reviewing current and future expenditures to determine whether the special assessment should be increased. See the response to item 4a.

Status of Previous Recommendations MSR Determination

The 2016 MSR recommended Clarksburg FPD consider reducing annual expenditures and/or seeking additional revenues to achieve long-term fiscal sustainability. The Clarksburg FPD is currently financially stable. However, the amount of revenue the special assessment raises has not changed since 1993. Clarksburg FPD should consider reviewing current and future expenditures to determine whether the special assessment should be increased. This recommendation is reiterated in the Financial Ability section.

SPHERE OF INFLUENCE STUDY

On the basis of the Municipal Service Review:

☒ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency's SOI is recommended and SOI determinations HAVE NOT been made.

☐ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency's SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.

DRAFT

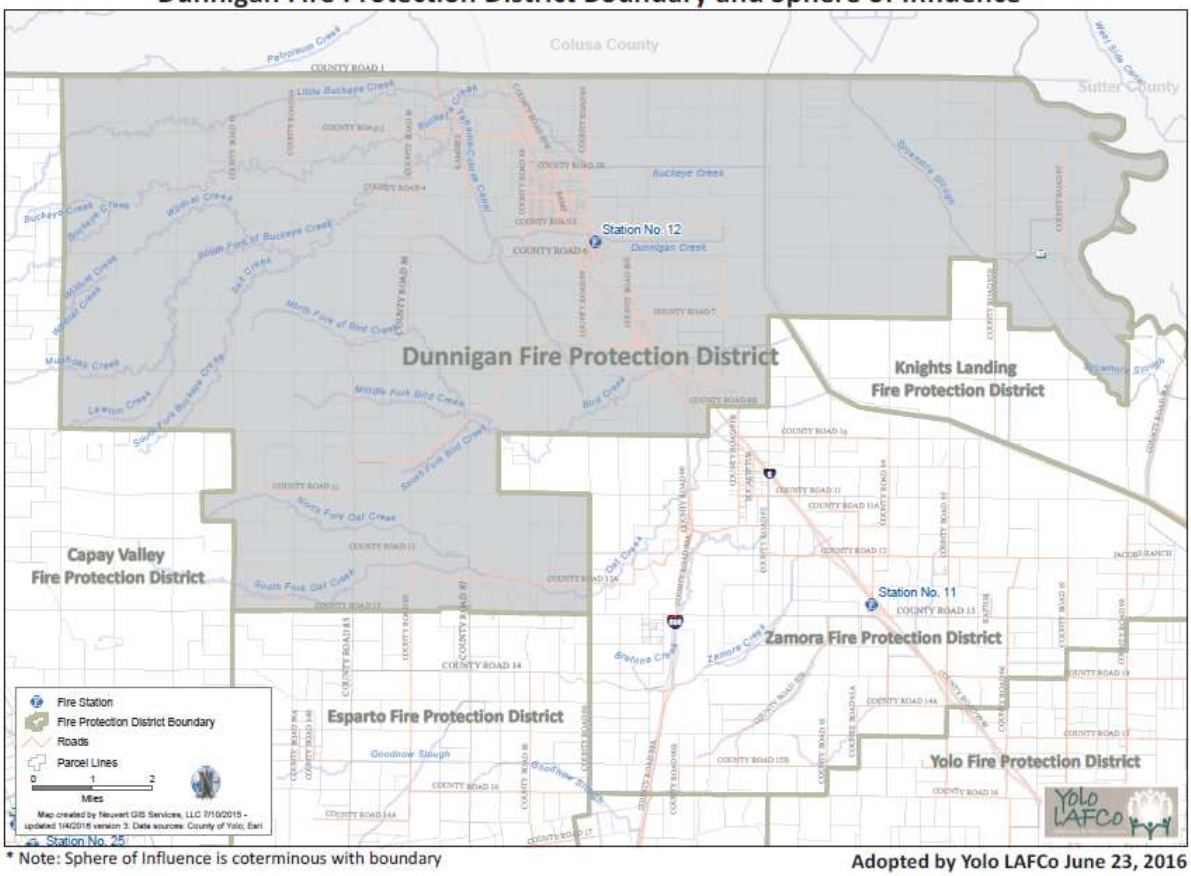
AGENCY PROFILE

The Dunnigan Fire Protection District (FPD) was established in 1927 and is authorized to provide fire prevention and protection and emergency response services. It was formed as a dependent district to Yolo County, which delegated its decision-making authority to a local Fire Commission with five members, each appointed by the Board of Supervisors to serve four-year terms.

The Dunnigan FPD is 70,351 acres in size and serves a largely rural area, which includes the unincorporated community of Dunnigan, where the District's station is located. The Dunnigan FPD territory is generally located in northeastern Yolo County, extending north to the Colusa County line and east to the Sacramento River. Dunnigan FPD is bordered on the west by the Capay Valley FPD and to the south by the Esparto, Zamora, and Knights Landing FPDs. The District contains 444 residential and 22 commercial addresses, and the population is estimated to be 1,110 residents[1]. The Dunnigan Fire Station is located at 9145 Main Street, in Dunnigan. The District has 6 apparatus and 1 command vehicle. The FPD has a volunteer chief that receives a minimal stipend, a part-time clerk. There are 24 firefighters total (2 within the District and 22 reserves).

The Dunnigan FPD boundary and sphere of influence (SOI) is shown below. The SOI is coterminous with the district boundary.

Dunnigan Fire Protection District Boundary and Sphere of Influence*



* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo June 23, 2016

[1] Population estimate is based on the number of residential addresses assigned in 2021 in the FPD territory with a Yolo County average of 2.5 persons per household.

MUNICIPAL SERVICE REVIEW

POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

The MSR determinations checked below are potentially significant, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by "no" answers, the Commission may find that a MSR update is not warranted.

- ☒ Growth and Population
- ☒ Disadvantaged Unincorporated Communities
- ☒ Capacity, Adequacy & Infrastructure to Provide Services
- ☒ Financial Ability
- ☒ Shared Services
- ☒ Accountability
- ☒ Broadband Access
- ☒ Status of Previous MSR Recommendations

LAFCO MUNICIPAL SERVICE REVIEW:

☐ On the basis of this initial evaluation, the required determinations are not significant and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).

☒ The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

1. GROWTH AND POPULATION

Growth and population projections for the affected area.	YES	MAYBE	NO
a) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*	☐	☒	☐
b) *Do changes in service demand suggest a change in the agency's services?*	☐	☐	☒

Discussion:

a) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*

Maybe. The population for Dunnigan FPD is currently estimated to be 1,110 and there are no new large growth areas designated or anticipated by the County that would compromise service levels. However, there is highway commercial development anticipated along I-5 and Dunnigan FPD has a Development Impact Fee.

The recent Department of Finance Population Estimates for Cities, Counties, and the State (Report E-1) estimates are not useful for unincorporated population projections for this MSR due to COVID. In 2021, the unincorporated population is estimated to have declined by -14.8%. In 2022, it is estimated to have increased +26.5%. This has been mostly attributed to the UC Davis student population being

sent home for online classes and then brought back in person again, so the data is too skewed to be meaningful for FPD population change.

The data that is more applicable to fire service demand is call data, which has increased more than population countywide. Over the last three fiscal years, total calls that resulted in dispatched apparatus/responders were 388 in FY 18/19, 574 in FY 19/20 and 551 in FY 20/21, a 42% increase in only three years.

b) *Do changes in service demand suggest a change in the agency's services?*

No. Population changes would not require a change to the Dunnigan FPD boundary or SOI.

Growth and Population MSR Determination

The population for Dunnigan FPD is currently estimated to be 1,110 and there are no new large growth areas designated or anticipated by the County that would compromise service levels. However, there is highway commercial development anticipated along I-5 and Dunnigan FPD has a development impact fee (DIF). Over the last three fiscal years, total calls that resulted in dispatched apparatus/responders were 388 in FY 18/19, 574 in FY 19/20 and 551 in FY 20/21, a 42% increase in only three years. Dunnigan FPD's call volume in FY 20/21 was the 3rd highest at 551 dispatches (including mutual aid calls). The difference is the FPDs with comparable/higher call volume have 2.5 – 4 FTE paid staff each.

2. DISADVANTAGED UNINCORPORATED COMMUNITIES

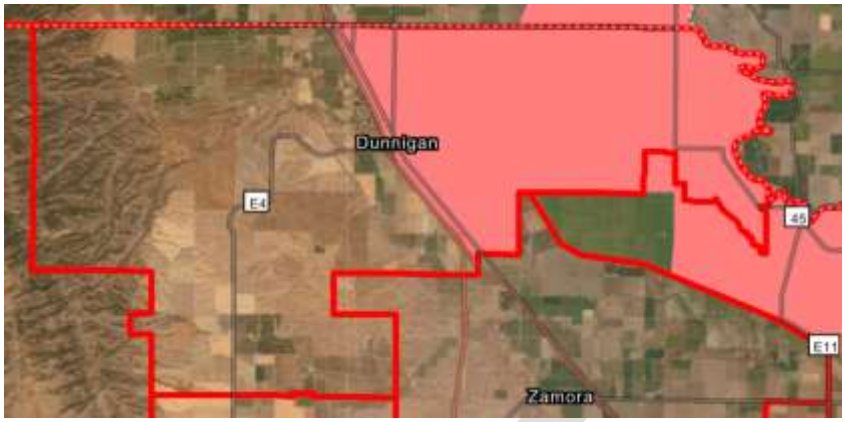
The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*	☐	☒	☐
b) *If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.*	☐	☐	☒

Discussion:

a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*

Maybe. Although all territory countywide receives structural fire protection services, Dunnigan FPD may not receive equal access to services due to its disadvantaged status. It appears the Dunnigan FPD is receiving a lower level of service as compared to other FPDs which is likely due in part to its disadvantaged status and corresponding lack of funding. For more information regarding service issues, please see item 3e.



b) If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.

No. All territory countywide receives structural fire protection services, therefore, the Dunnigan FPD boundaries do not need to be changed.

Disadvantaged Unincorporated Communities MSR Determination

Dunnigan FPD boundaries do not need to be changed because all territory countywide receives structural fire protection services, although Dunnigan FPD may not receive equal access to and revenue for needed services due to its disadvantaged status. It appears the Dunnigan FPD is receiving a lower level of service as compared to other FPDs which is likely due in part to its lack of funding. Support of a Proposition 218 is likely affected by the disadvantaged income status of roughly half of its territory.

3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

		YES	MAYBE	NO
a)	*Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*	☒	☐	☐
b)	*Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*	☒	☐	☐
c)	*Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*	☐	☒	☐
d)	*Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*	☐	☐	☒
e)	*Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*	☒	☐	☐

Discussion:

*a) Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*

Yes.

Fire Stations

The Dunnigan FPD has one station located at 29145 Main Street, Dunnigan. Station 12 is having well and septic issues. The District is moving forward with eminent domain to acquire land needed for the new leach field lines and well. Yolo County is assisting with grants to help with these costs, but the anticipated Dunnigan FPD costs are currently unknown. Additional station needs identified are raising the doors on the station and installing a new sensitive material secured area.



Apparatus

Dunnigan FPD has 6 apparatus (plus a new engine in process) and 1 command vehicle as follows. However, the new Chief has submitted a draft 5-year plan that would reduce this number to 5 apparatus and 1 command unit with one Type-I engine moving to reserve status.

Use	Apparatus	Type	Age (yrs)	Reserve? (Y/N)
	Engine 212* (new)	I	0	No
	Engine 212 (donated)	I	17	Yes
	Engine 12	II	17	No
Wildlands Fires	Grass 12	III	33	Yes
	Brush 12	V	14	No
	Squad 12	VI	1	No
Water Tenders	Water 12	I	23	No
Command/Utility	C 1200		12	No

* *Engine 212 was totaled in an accident in 2021 and a 17 year old donated engine will replace it July 2022 temporarily. A new engine will be ordered through insurance and the donated engine will become reserve apparatus.*

All Dunnigan FPD apparatus receive regular maintenance service, regularly scheduled rig checks, and annual pump testing. Hoses and ladders are tested every two years; however, the ladders were last tested in 2019.

The FPD currently supplies all responding members with appropriate, in-date personal protective equipment (PPE). PPE is regularly inspected and follows a PPE replacement schedule. All self-contained breathing apparatus (SCBA) receive annual flow testing and all bottles are current in hydro date. Dunnigan FPD operates adequate communications equipment including radios; but they need to be updated. Dunnigan FPD does not have portable radios for every seat, but enough for responding personnel.

ISO Rating

The Insurance Services Office, Inc. (ISO) evaluates fire departments for the purpose of establishing insurance premiums, called "ISO ratings". An ISO fire rating is a score from 1 to 10 that indicates how well-protected a community is by the fire department and will affect insurance rates. It's unknown if the Dunnigan FPD has an ISO rating. The new Chief has been unable to determine if the FPD has been rated and will call ISO to begin the process anew.

*b) Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*

Yes.

Staff, Coverage and Training

The Dunnigan FPD station has essentially volunteer staff of 24 firefighters total. The Chief receives a small stipend and some of the reserves (drivers only) receive a small stipend for an overnight shift. Dunnigan FPD is staffed by 2-3 volunteer personnel 24 hours per day, 7 days per week.

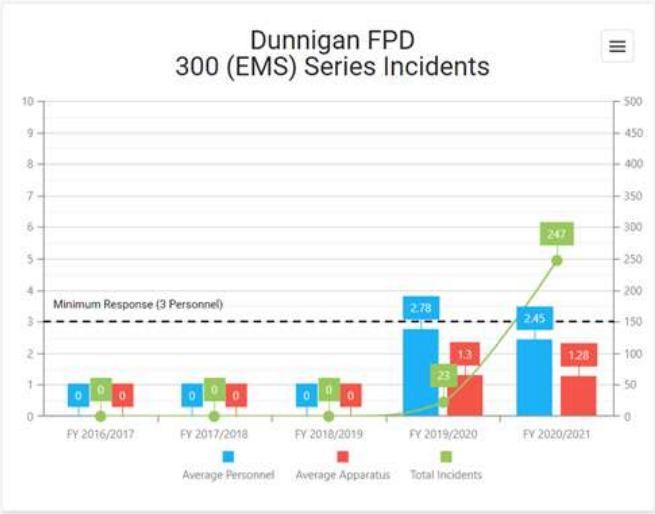
Dunnigan FPD has written guidelines and procedures and reports having a training program that ensures personnel are competent and safe to execute operations. The FPD trains all incident response personnel in ICS (incident command system) and participates in the Yolo County Firefighters Association Training Program. Responding personnel are fit tested on an annual basis.

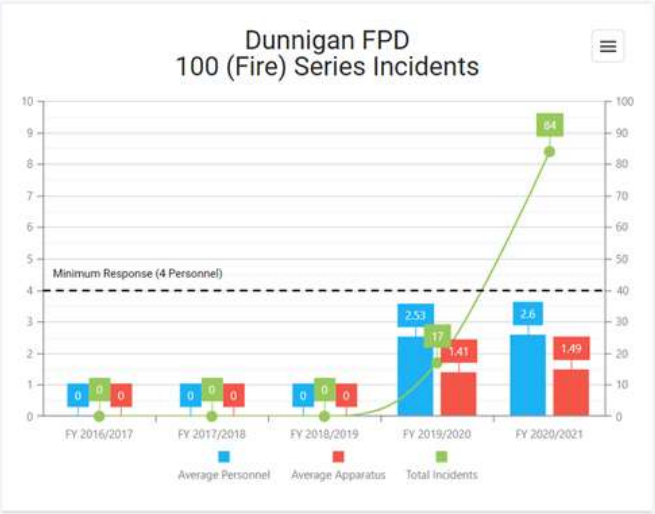
Incident Reporting and Adequacy of Services

Dunnigan FPD recently transitioned to and utilizes ESO web-based program for reporting and documentation. National Fire Incident Reporting System (NFIRS) reports are exported quarterly. Regarding the adequacy of response, standards for the number of personnel and apparatus were determined by the Fire Chiefs MSR Subcommittee for fire and rescue/EMS calls[2].

[2] By consensus of the Yolo Fire Chief's MSR Subcommittee, it was determined the minimum adequate response for a fire call is 4 personnel and 2 apparatus, and for a rescue/EMS call is 3 personnel and 1 apparatus.

Below is Dunnigan FPD's NFIRS response data for the last five fiscal years:



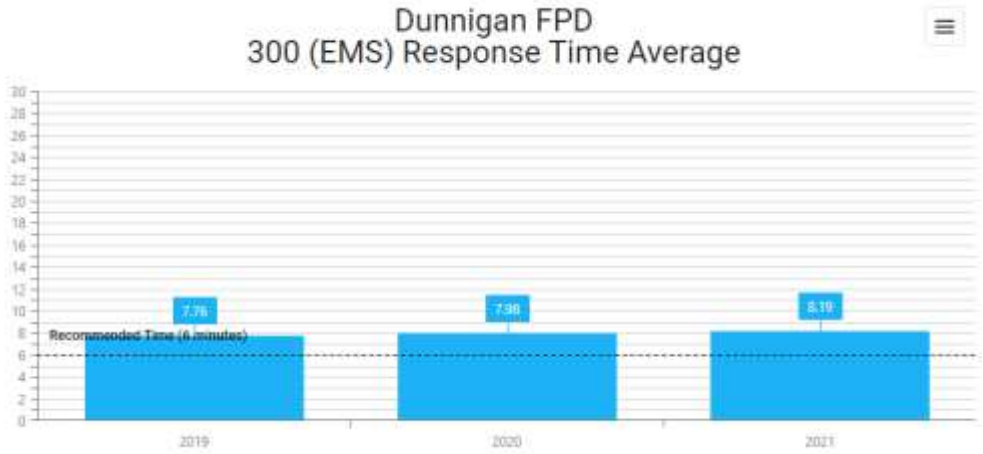


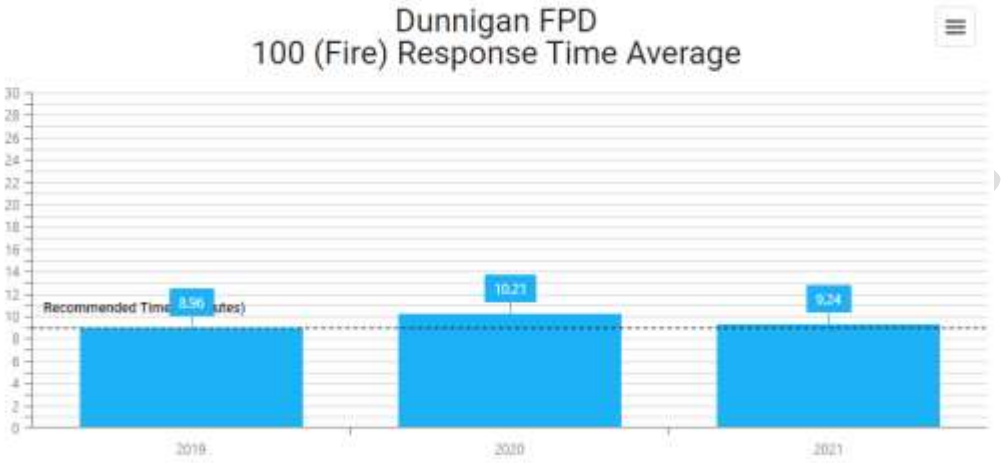
Dunnigan FPD incident data was apparently provided at least in part to NFIRS, but not signed off by the Chief so it was not completed in the system. The above graphs data that was provided to LAFCo directly for the last one plus FYs. The data shows that the Dunnigan FPD is unable to respond with the recommended minimum of 3 personnel to rescue/EMS calls (which outnumber fire calls by roughly 3:1) and 4 personnel to fire calls. Other FPDs typically have more personnel on fire calls as compared to rescue/EMS calls, which suggests volunteers are coming from the community to help. However, these response numbers are similar for both types of calls which may indicate there are 2 or 3 volunteers onsite at any given time (not all cleared to drive apparatus), and there is not as much community volunteer support to augment fire calls. Dunnigan FPD needs to increase its personnel response, especially considering the call volume it is handling.

Response Time and Missed Calls

The MSR Subcommittee developed response time goals for rescue/emergency medical service (EMS) calls (6 minutes) and fire calls (9 minutes) for the first responding unit to arrive on scene. LAFCo recognizes it may be more difficult for volunteer and/or more rural FPDs to meet this goal, however as the MSR Subcommittee indicated, it represents a goal to focus on. FPD response time averages[3] for the 2019 – 2021 calendar years are shown below.

[3] Based on YECA data. For a list of the data outliers omitted, please reference the methodology discussion on page 1-10 of this MSR/SOI.





Dunnigan FPD had 0 missed calls in FY 18/19, 1 missed call (or 0.2%) in FY 19/20, and 2 missed calls (or 0.4%) in FY 20/21.

Annual Performance Evaluation

NFPA requires FPDs to evaluate its level of service, deployment, and response time objectives on an annual basis. From review of the meeting minutes, it does not appear this review is occurring. Therefore, establishing this review and evaluation process at least on an annual basis is a recommendation.

c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*

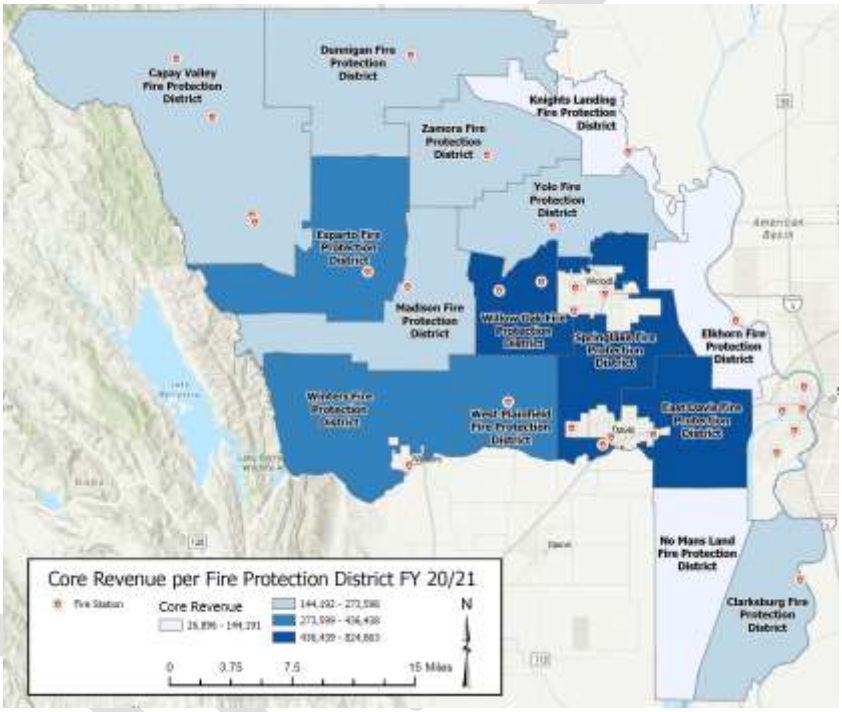
Maybe. Dunnigan FPD is struggling to respond to the calls it has with sufficient personnel. Call volume has increased significantly at 42% over the last three years. More personnel, likely paid staff, is needed to serve the Dunnigan FPD demands for service. Please also see the response to 1(a).

d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*

No. The FPDs collectively report that climate change is not a factor in the valley and is only an issue for those FPDs that border the Coastal Range. Many FPDs benefit financially from staff and apparatus reimbursement revenue for supporting CalFire during wildfire events. The drought is affecting the District's well. According to the Chief it is an older well that is not very deep, and 3-5 years ago started showing signs of inadequacy. But the FPD is already aware and addressing this issue.

e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*

Yes. The eastern half of the Dunnigan FPD is disadvantaged (see the response to 2a). While the Dunnigan FPD receives structural fire protection services, the level of service (measured by number of personnel responding) is lower than compared to other FPDs that are not disadvantaged. Dunnigan FPD's core revenues are relatively low, yet in FY 20/21 it had the highest number of dispatches of all the FPDs inside its jurisdiction (i.e., not including mutual aid calls). Dunnigan FPD needs increased personnel, which will likely require increased revenue. Some Dunnigan FPD fire commissioners and personnel express skepticism the voters will approve a Proposition 218 assessment to increase its revenue. Support of a Proposition 218 is likely affected by the disadvantaged income status of roughly half of its territory.



Capacity and Adequacy of Public Facilities and Services MSR Determination

Station 12 is having well and septic issues and is eminent domain proceedings to acquire land to accommodate new systems. Yolo County has assisted with preparing grant applications. All Dunnigan FPD apparatus receive regular maintenance service, regularly scheduled rig checks, and annual pump testing. The FPD currently supplies all responding members with appropriate, in-date personal protective equipment (PPE). Dunnigan FPD is not ISO rated and will reach out to ISO to begin the process.

The Dunnigan FPD station has 24 firefighters total which are essentially volunteer staff with some minimal stipends. Dunnigan FPD is staffed by 2-3 volunteer personnel 24 hours per day, 7 days per week. DPFD response times comply with NFPA 1720 standards. However, incident response data indicates Dunnigan FPD is struggling to respond to calls with sufficient personnel. Call volume has increased significantly at 42% over the last three years. More personnel, likely paid staff, is needed to serve the Dunnigan FPD high demands for service. But Dunnigan FPD's core revenues are relatively low, even though in FY 20/21 it had the highest number of dispatches of all the FPDs inside its jurisdiction (i.e., not including mutual aid calls). Dunnigan FPD needs increased personnel, which will likely require increased revenue. Some Dunnigan FPD fire commissioners and personnel have expressed skepticism the voters will approve a Proposition

218 assessment to increase its revenue. Support of a Proposition 218 would likely be affected by the disadvantaged income status of roughly half of its territory.

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

- Schedule needed station improvements (well, septic, raised bay doors, hazardous materials handling, etc.) so it can be incorporated into a CIP.
- Call ISO to determine its rating or consider having a new rating done.
- Provide written evaluations of its level of service, deployment, and response time objectives on an annual basis at a Fire Commission meeting.
- Complete its NFIRS reporting on an ongoing basis and obtain training if needed.
- Dunnigan FPD needs to increase its personnel response, especially considering the call volume it is handling. More personnel are needed to serve the Dunnigan FPD demands for service, which will likely require paid staff and increased revenue. It may be difficult for the voters to support a Proposition 218 assessment to increase Dunnigan FPD revenue due to the disadvantaged income status of roughly half of its territory.

4. FINANCIAL ABILITY

Financial ability of agencies to provide services.

		YES	MAYBE	NO
a)	*Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*	☐	☐	☒
b)	*Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*	☐	☐	☒
c)	*Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*	☒	☐	☐
d)	*Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*	☐	☐	☒
e)	*Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*	☒	☐	☐

f)	*Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*	☒	☐	☐
g)	*Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy?*	☒	☐	☐
h)	*Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?*	☐	☐	☒

DRAFT

Financial Background

DUNNIGAN FIRE PROTECTION DISTRICT
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES

	2017	2018	2019	2020	2021
Revenue					
Property tax, in-lieu tax, HOPTR	$ 164,246	$ 173,943	$ 198,941	$ 198,307	$ 209,196
Development impact fees	24,381	19,376	18,732	6,856	12,747
Licenses and permits	5,296	19,649	17,312	25,807	37,715
Interest	1,132	3,507	8,962	13,008	(2,656)
County tribal mitigation	-	-	50,000	-	-
CA Fire	4,773	37,037	53,033	50,392	297,567
Other revenue	1,743	11,395	7,275	3,953	5,609
Total Revenue	201,571	264,907	354,255	298,323	560,178
Expenditures					
Salaries and benefits	51,489	107,876	136,633	87,520	255,165
Services and supplies	56,096	116,302	117,172	173,922	176,001
Debt service (principal and interest)	65,372	6,528	-	-	-
Capital Assets:					
Equipment	-	-	-	-	61,087
Total Expenditures	172,957	230,706	253,805	261,442	492,253
Net income (loss)	28,614	34,201	100,450	36,881	67,925
Beginning Fund Balance	246,542	275,156	309,357	409,807	446,688
Ending Fund Balances	$ 275,156	$ 309,357	$ 409,807	$ 446,688	$ 514,613
Fund Balances					
Restricted - Development impact fee	$ 35,916	$ 41,434	$ 40,751	$ 40,415	$ 8,715
Assigned - Capital asset replacement	117,300	177,534	203,196	258,031	30,693
Assigned - General reserve	6,000	6,000	6,000	6,000	6,000
Unassigned	115,940	84,389	159,860	142,242	469,205
Total Fund Balances	$ 275,156	$ 309,357	$ 409,807	$ 446,688	$ 514,613
Y-T-Y Change in total Fund Balances					
Amount Increase (Decrease)	$ 28,614	$ 34,201	$ 100,450	$ 36,881	$ 67,925
Percentage Increase (Decrease)	11.61%	12.43%	32.47%	9.00%	15.21%
Property Tax Analysis					
a. Assessed Value (AV)	$347,555,132	$369,904,793	$407,460,103	$403,296,128	$423,936,432
b. Y-T-Y Percentage change in AV	6.87%	6.43%	10.15%	-1.02%	5.12%
c. Current secured, unsecured and H	$ 160,377	$ 169,721	$ 197,395	$ 196,034	$ 205,886
d. District share of general 1% levy	4.6144%	4.5882%	4.8445%	4.8608%	4.8565%

Discussion:

a) *Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*

No. The District's core revenues (property taxes) have increased from $164,246 in 2017 to $209,196 in 2021, an average of 6% per year. Although total fund balances have increased from $246,542 as of June 30, 2016 to $514,613 as of June 30, 2021, it appears the fund balance has increased due to income from participating in strike teams, which is not a reliable revenue source (and requires the initial

outlay of funds and a reimbursement process). Over the past five years strike team reimbursements totaled $442,802, while over this same period fund balance has increased $268,071. As of June 30, 2021, total fund balance was $514,613 of which $505,898 can be used for any purpose. The remaining $8,715 is unexpended development impact fees that can only be expended on equipment and facilities that the District requires in order to provide services to new development within its service area.

Revenue

Dunnigan Fire Protection District's revenue consists of property taxes, development impact fees, inspection fees related to new development, interest, a grant from the County and other miscellaneous revenue. Like other rural fire districts, Dunnigan PFD relies primarily on a share of the general 1% property tax levy for the majority of its revenue. In fiscal year 2021, property taxes of $209,196 comprised 80% of total revenues (excluding CalFire reimbursements). The District's share of property taxes within its boundaries is approximately 4.9%, while the average for all rural FPDs in the county is 6.2%. The District began receiving development impact fee (DIF) revenue in fiscal year 2005. The fee is required to be paid by developers for all new development within the district and can only be used by the District to fund equipment and facilities to service new development. From inception to June 30, 2021 the district has received $243,246 from development impact fees of which $82,092 has been collected over the past 5 years. In 2019 the District received a one-time grant in the amount of $50,000 from the County to finance repairs to the training hall. In addition, over the past 5 years Dunnigan FPD has received, inspection fees of $105,779, strike team reimbursements of $442,802 and other revenue totaling $29,975.

Expenditures

The District expenditures appear to have remained steady over the past five years, excluding expenditures related to strike teams. Salaries and benefits include pay for two part-time employees, shift pay to firefighters and strike team pay as presented in the table below.

	2017	2018	2019	2020	2021
Chief	4,821	4,802	4,800	5,571	6,026
Clerk	12,728	12,677	12,672	14,097	15,263
Shift pay	30,508	66,318	50,711	67,852	84,798
Strike Teams	3,432	24,079	68,450	0	149,078
	51,489	107,876	136,633	87,520	255,165

Service and supplies have increased due to participation in strike teams. In 2018 the District paid off a loan from the County.

Capital expenditures

2021: $61,087, 2020 Ram 5500, Squad 12

The main core revenue of the district is property tax revenue which comprises about 80% of fiscal year 2021 total revenue, excluding CalFire reimbursements. Property tax receipts have increased on average 6% a year. Without additional revenue sources the district cannot support increased paid staffing to improve response performance calls, existing facility needs and replacement of apparatus.

b) *Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*

No. The district maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records. Since the district is a dependent district, it is subject to the same accounting and financial policies of the County. Accounting and budget data including all cash receipts and disbursements are reviewed by DFS staff before posting to the financial system.

c) *Does the agency staff fail to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*

No. District staff reviews financial reports, provided by the County, on a regular basis. Staff regularly reports financial information to the commission to request budget amendments, transfer reserves, etc.

d) *Does the agency board fail to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*

No. Although not noted in the minutes, the commission receives a monthly financial report that includes budget-to-actual data and other balances.

e) *Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*

Yes. Of the revenues received in 2021 approximately 56% are reliable. This includes only property taxes. The other 44% includes, permit inspection fees, development impact fees, interest, CalFire reimbursements and other revenue which are not considered reliable. Over the past 5 years the District received $442,802 for participating in strike teams which was 26% of total revenue the past 5 years. The District received $297,567 in fiscal year 2021. A large portion of the increases in fund balance over the past 5 years is attributable to strike team reimbursements and cannot be counted on annually to fund ongoing operating expenditures.

f) *Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*

Yes. The District has many current needs such as additional paid staff to improve call responses, facility repairs, apparatus replacement and to maintain adequate reserves. Also see 4g).

g) *Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Does the agency need to identify and quantify what the possible significant risks and costs of infrastructure or equipment failure? Does the agency need a reserve policy?*

Yes. The District does not have any written reserve polices or a capital improvement plan. In addition, the District's total fund balance as of June 30, 2021 is $514,613 and is over $1,000,000 below the minimum recommended fund balance. The minimum recommended fund balance is the total of 3 components as follows:

- Capital asset replacement. Using estimated apparatus replacement costs, this estimate divides this cost by the recommended life of each apparatus and assumes a straight-line projection and contribution to a capital asset replacement sinking fund.
- General reserve. This is the total of 50% of current secured taxes and 50% of special assessments to maintain liquidity from July through December each year when no tax/assessment revenue is received.
- Unassigned fund balance. GFOA recommendation of 15% of operating expenditures to mitigate revenue shortages and/or unanticipated expenditures.

The June 30,2021 actual and estimated recommended fund balances amounts are as follows:

	6/30/2021 Actual Balance	6/30/2021 Recommended Balance	Excess/ (Shortage)
Apparatus Replacement			
Development impact fees	8,715		
Other funds	30,693		
	39,408	1,413,000	(1,373,592)
General reserve	6,000	98,000	(92,000)
Unassigned	469,205	20,000	449,205
Total Recommended Fund Balance	$ 514,613	$ 1,531,000	$ (1,016,387)

i) *Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear capital financing and debt management policy, if applicable?*

No. As of June 30, 2021, the District did not have any debt, nor is liable for any unfunded pension and/or other postemployment benefits (OPEB), such as retiree health insurance. In fiscal year 2018 the district paid off the remaining balance of a loan from the County.

Financial Ability MSR Determination

The District has operated at a net gain over the past 5 years and has a total available fund balance of $514,613. The District's only core revenues (property taxes) grew on average only 6% a year and total fund balances have increased by $268,071. Much of the growth in fund balance can be attributable to strike team reimbursements. Over the past 5 years the District received $442,802 for participating in strike teams which was 26% of total revenue the past 5 years, cannot be counted on annually to fund ongoing operating expenditures. In addition, the District has staffing, facility and equipment needs which will require additional revenue to fund on an ongoing basis. The District does not have any written reserve polices or a capital improvement plan. In addition, the District's total fund balance as of June 30, 2021 of $514,613 is over $1,000,000 below the minimum recommended fund balance. The Dunnigan FPD needs to increase its core revenue, but it may be difficult for the voters to support a Proposition 218 assessment to increase Dunnigan FPD revenue due to the disadvantaged income status of roughly half of its territory.

The District does not have written reserve policies nor a capital improvement plan. Dunnigan FPD maintains its funds in the County Treasury and uses the County's financial system to maintain its accounting records. Dunnigan FPD fire commission receives financial reports at each meeting, but this needs to be reflected on meeting agendas and minutes. As a dependent district, Dunnigan FPD is included in the County's Annual Comprehensive Financial Report (ACFR).

Financial Ability MSR Recommendation(s)

- Create a capital improvement plan to determine how much funding needs to be set aside each year and determine whether current revenues are adequate to fund the program. Develop reserve policies to fund increased services, the CIP, and maintain and adequate fund balances.
- Districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on appropriate facilities.
- The Dunnigan FPD has received over $442,000 from participating in strike teams. This revenue should not be relied on as stable revenue source to fund ongoing/normal operating costs.
- Dunnigan FPD should reflect in the minutes that the fire commission received and reviewed the budget status report.

- The Dunnigan FPD needs to increase its core revenue and should consider instituting a special assessment to fund increased staffing, facility and apparatus needs, and reserves. It may be difficult for the voters to support a Proposition 218 assessment to increase Dunnigan FPD revenue due to the disadvantaged income status of roughly half of its territory.

5. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities.

	YES	MAYBE	NO
a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*	☒	☐	☐

Discussion:

a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*

Yes. LAFCo recommends Dunnigan FPD along with Knights Landing, Yolo and Zamora FPDs scale up its services and operate more as a regional unit via a JOA. These FPDs signed a JOA in May 2022 and need to work towards standardizing written operating policies and guidelines. It also has mutual/auto aid agreements with surrounding fire departments.

The goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. Additional things that should be included as a required element of the JOA is:

- Apparatus/equipment standardization,
- Shared reserve apparatus, and
- Cooperative purchasing

Shared Services MSR Determination

LAFCo recommends Dunnigan FPD along with Knights Landing, Yolo and Zamora FPDs scale up its services and operate more as a regional unit via a JOA. The FPDs have recently signed a JOA in May 2022 and need to work towards standardizing written operating policies and guidelines. It also has mutual/auto aid agreements with surrounding fire departments. The goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response.

Shared Services MSR Determination Recommendation

- Additional items that should be included as a required element of the JOA are apparatus/equipment standardization, shared reserve apparatus, and cooperative purchasing. These efficiencies are currently either optional or not included in the JOA.

6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

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

		YES	MAYBE	NO
a)	*Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*	☒	☐	☐
b)	*Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*	☐	☒	☐
c)	*Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*	☒	☐	☐
d)	*Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?*	☒	☐	☐
e)	*Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*	☒	☐	☐
f)	*Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*	☐	☐	☒
g)	*If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*	☐	☒	☐
h)	*Does the organization need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*	☐	☒	☐

Discussion:

a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*

Yes. Dunnigan FPD entered into a JOA May 2022 with Knights Landing, Yolo and Zamora FPDs designed to improve operations and efficiencies. The recommendation below is to ensure Dunnigan FPD enters into the JOA and maintains standing in good faith to achieve JOA goals.

Another Dunnigan FPD issue regarding service inefficiencies is the Uniform Fire Code (UFC) plan check process. All the other FPDs except Dunnigan FPD use the Yolo County contract service provider for plan checks for a uniform process (except the FPDs that contract with cities for service that then utilize the cities for plan check). Customers complain of slow service and rigid UFC interpretations with Dunnigan FPD. LAFCo recommends Dunnigan FPD utilize the Yolo County contract service provider to streamline the plan check process and make it consistent with other unincorporated areas.

b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*

Maybe. A Dunnigan FPD fire commission vacancy was just recently filled after one seat had remained vacant for over two years. A review of Dunnigan FPD meeting minutes over the five-year review period indicated the commission had to cancel meetings multiple times for lack of a quorum.

Name / Title	Start	End
Tim Hornbuckle /	01/28/2020	12/01/2023
Neil Busch /	09/01/2020	08/01/2024
John Reyes /	03/09/2021	11/01/2024
Anita Tatum /	10/12/2021	04/01/2025
John Keeble /	03/22/2022	06/01/2025

c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*

Yes. As discussed in the capacity section, in FY 2020/21 the Dunnigan FPD had more calls in jurisdiction than any other FPD countywide and is managing this demanding workload with a volunteer chief earning a minimal annual stipend and a combination of reserves/volunteers. The previous chief resigned in January 2022 and the commission recently appointed a longstanding Dunnigan FPD firefighter volunteer as Acting Chief. Dunnigan FPD should consider funding full-time positions as needed to reduce burnout, turnover, and create more department stability.

d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct?*

Yes. Dunnigan FPD has a comprehensive employee handbook. Dunnigan FPD should adopt policies related to fire commission meetings, to include attendance, conduct, and responsibilities of officers. Even though Dunnigan FPD is a dependent District and is subject to the County's accounting policies it should review those accounting policies and develop ones that are unique to the District. They should include general accounting, processing and recording of disbursements and receipts, allowable expenditures, employee and commission travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.

e) *Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*

Yes. As of May 11, 2022, one Dunnigan FPD fire commissioner and the new Acting Chief were not current on their 2021 Form 700 disclosures. DPFD is working to get these filings submitted.

f) *Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*

No. The dependent FPD's (including Dunnigan FPD) are included in the annual audit of the County's Annual Comprehensive Financial Report (ACFR). The FPD is reported as a blended component unit and accounted for as a special revenue fund. According to the State Controller's Office, the County's audited ACFR meets general audit requirements and the ACFR satisfies the requirements of Government Code 26909[4].

g) *If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*

[4] Per email dated July 6, 2021 from Sandeep Singh, Manager, Local Government Policy Section Office of State Controller, Local Government Programs and Services Division

Maybe. Dunnigan FPD is audited annually as part of the County's ACFR but it does not include individual review of the dependent FPDs, just the aggregate total balance of all dependent FPDs (so review is at a high level and not detailed). Yolo County should review agency finances with each dependent FPD each year, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable.

h) *Does the* organization *need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*

Maybe. The Dunnigan FPD received a 17% transparency score in 2020 and a 0% transparency score in 2021. The FPDs website seems to have been taken down or disabled during fall 2021 when websites were scored. However, the FPD is a dependent district and is not required by law to have its own website. Please see the latest report posted on the LAFCo website for where improvements are needed.

Accountability, Structure and Efficiencies MSR Determination

Dunnigan FPD entered into a JOA with Knights Landing, Yolo and Zamora FPDs in May 2022 designed to improve operations and efficiencies. Fire Commissioner training may be useful to clarify commissioner roles, responsibilities, program requirements and financial management because the previous Chief had a difficult relationship with (and by some accounts was not very transparent with) the commission. As discussed in the capacity section, in FY 2020/21 the Dunnigan FPD had more calls in jurisdiction than any other FPD countywide and is managing this demanding workload with a volunteer chief earning a minimal annual stipend and a combination of reserves/volunteers. As funding allows, Dunnigan FPD should consider hiring full-time positions as needed to reduce burnout, turnover, and create more department stability.

The District has a comprehensive employee handbook and since Dunnigan FPD is a dependent district it is assumed to comply with the County's accounting policies. However, the district does not have any polices governing the fire commissioners, administrative and financial policies. Not all Dunnigan FPD officials are current on their 2021 Statement of Economic Interests (Form 700) disclosures. Dunnigan FPD is audited annually as part of the County's ACFR but it does not include individual review of the dependent FPDs. Yolo County should review agency finances with each dependent FPD each year to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable. As a dependent district, Dunnigan FPD is not required to have a website but it has had one in years past. If the FPD decides to re-establish a website, it should review LAFCo's website transparency report for best practices.

Accountability, Structure and Efficiencies MSR Recommendation(s)

- Dunnigan, Knights Landing, Yolo and Zamora FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources.
- Dunnigan FPD utilize the Yolo County contract service provider to streamline the Uniform Fire Code plan check process and make it consistent with other unincorporated areas.
- Dunnigan FPD fire commissioner training may be useful to clarify commissioner roles, responsibilities, program requirements and financial management.
- Acknowledging core revenue as a limiting factor, Dunnigan FPD should consider hiring full-time positions as needed to reduce burnout, turnover, and create more department stability.
- The Dunnigan FPD should adopt policies related to meeting attendance, conduct, responsibilities of officers, and personnel (including employee/volunteer promotions, performance evaluations,

drug and alcohol policies, payroll processing, etc.) In addition, accounting and financial policies should be developed to include general accounting, processing, and recording of disbursements and receipts, allowable expenditures, employee and commissioner travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.

- Dunnigan FPD officials and designated staff need to get current and stay current in making their annual Statement of Economic Interests (Form 700) disclosures.
- Yolo County should review agency finances with each dependent FPD each year to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable.
- Dependent special districts are not legally required to maintain a website. The Dunnigan FPD has a website but received a 17% transparency score for best practices in 2020 and a 0% transparency score in 2021 (the website appeared to have been taken down or disabled during fall 2021 when websites were scored). Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are needed.

7. BROADBAND ACCESS

Any other matter related to effective or efficient service delivery, as required by commission policy.

Per Yolo LAFCo Project Policy 6.2 "*it is the intent of Yolo LAFCo to comprehensively review broadband access in MSRs of local agencies that either serve communities and/or provide emergency services where broadband connection is critical (i.e. cities, CSDs, CSAs, FPDs and RDs).*"

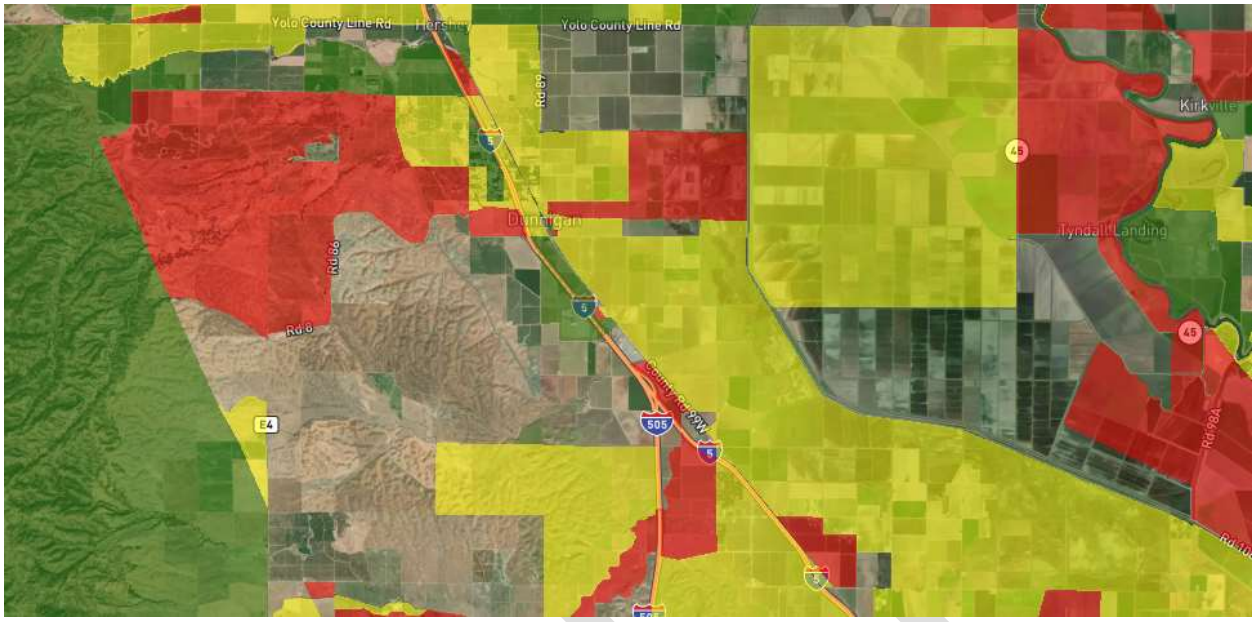
	YES	MAYBE	NO
a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*	☒	☐	☐
b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*	☐	☒	☐

Discussion:

a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*

Yes. The town of Dunnigan is provided broadband service by AT&T but only mobile service is available at the Station. In some portions of the outlying residential areas, AT&T DSL will provide 25/3 Mbps (areas shown in green below), but the majority of Dunnigan FPD territory is underserved or unserved[5]. Therefore, broadband speeds of 25/3 Mbps is not generally available in the Dunnigan FPD territory.

[5] CPUC Broadband Mapping Program data as of December 31, 2019. Speeds provided are maximum advertised speeds and not necessarily typical speeds actually experienced by the subscriber.



b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*

Maybe. AT&T offers low-income subscription rates, but broadband adoption remains an issue. According to the CPUC California Interactive Broadband Map, broadband adoption at 25/3 Mbps is only 20% to 40%. At any speed, its only 40% to 60%.

Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account and generally help troubleshoot technology challenges. Information and instruction about basic computer/tablet/smartphone use is offered in ESL conversation clubs, classes and in Yolo Reads Adult and Family Literacy program. The library also provides hotspots and Chromebooks for those that need these items. The library does not have a formalized technology curriculum, although there have been discussions regarding adding it as a service. However, there is no library in Dunnigan and the closest are either 15 miles away in Yolo or 17 miles away in Knights Landing.

Broadband Access MSR Determination

The town of Dunnigan is provided broadband service by AT&T but only mobile service is available at the Station. In some portions of the outlying residential areas, AT&T DSL will provide 25/3 Mbps, but the majority of Dunnigan FPD territory is underserved or unserved. AT&T offers low-income subscription rates, but broadband adoption remains an issue. According to the CPUC California Interactive Broadband Map, broadband adoption at 25/3 Mbps is only 20% to 40%. At any speed, its only 40% to 60%. Digital literacy programs are offered by Yolo County libraries, however, there is no library in Dunnigan and the closest are either 15 miles away in Yolo or 17 miles away in Knights Landing.

Broadband Access MSR Recommendation

- Yolo County should consider the lack of broadband service (and library service) in the Dunnigan community and outlying areas as it addresses rural access issues.

8. STATUS OF PREVIOUS MSR RECOMMENDATIONS	YES	MAYBE	NO
a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*	☒	☐	☐

Discussion:

a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*

2016 MSR Recommendations and Status

- Dunnigan FPD should consider reducing its annual operating costs significantly in order to achieve long-term fiscal sustainability.
- Dunnigan, Knights Landing, and Madison FPDs should consider seeking a benefit assessment to facilitate long-term fiscal viability.

Status of Previous Recommendations MSR Determination

Dunnigan FPD did reduce its annual operating costs by reducing salaries but did not seek a benefit assessment for long-term viability. And currently, the Dunnigan FPD is struggling to respond to its high call volume with sufficient personnel, so it needs to increase operating costs. Dunnigan FPD needs an increase in its core revenue to respond to its service demand. Although as discussed in the capacity section, Dunnigan FPD's ability to obtain support for a benefit assessment may be hampered by the disadvantaged economic status of roughly half the territory.

DRAFT

SPHERE OF INFLUENCE STUDY

On the basis of the Municipal Service Review:

☒ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency's SOI is recommended and SOI determinations HAVE NOT been made.

☐ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency's SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.

DRAFT

AGENCY PROFILE

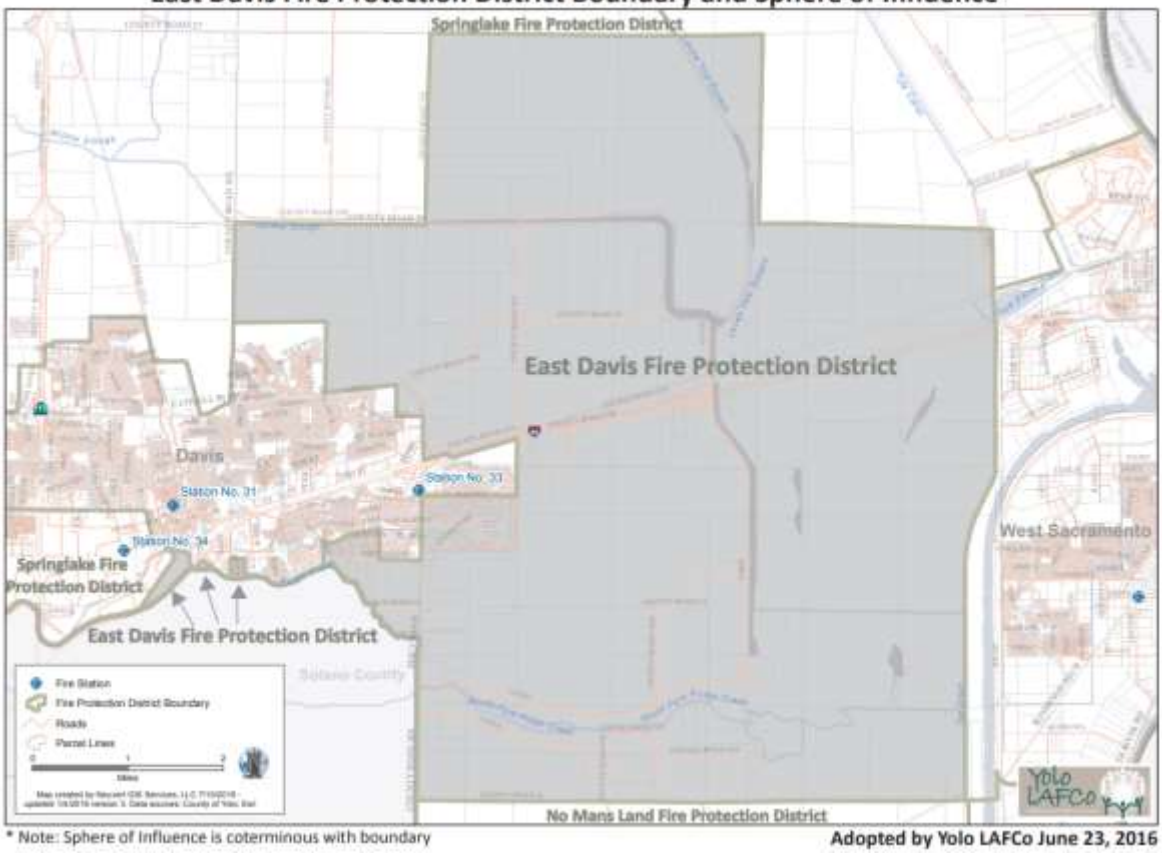
The East Davis Fire Protection District (FPD) was formed in 1953 and is authorized to provide fire protection and emergency response services. It was formed as a dependent district to Yolo County. As such, the District's governing body is the Yolo County Board of Supervisors, which delegated its decision-making authority to a local Fire Commission with five members, each appointed by the Board of Supervisors with indefinite terms.

In 1966, the District began contracting with the City of Davis for services, ceding its employees and ownership of its facilities/equipment to the City. The District is one of three fire protection districts encompassing the unincorporated areas around Davis, each of which contract with the City of Davis for services.

The District is 29,143 acres in size and serves the unincorporated communities of El Macero, Willowbank and Davis Creek Mobile Home Park and the surrounding rural areas east of Davis. The District contains 830 residential and 2 commercial addresses and its population is estimated to be 2,075 residents.[1]

The East Davis FPD boundary and sphere of influence (SOI) is shown below. The SOI is coterminous with the district boundary.

East Davis Fire Protection District Boundary and Sphere of Influence*



* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo June 23, 2016

[1] Population estimate is based on the number of residential addresses assigned in 2021 in the FPD territory with a Yolo County average of 2.5 persons per household.

MUNICIPAL SERVICE REVIEW

POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

The MSR determinations checked below are potentially significant, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by "no" answers, the Commission may find that a MSR update is not warranted.

- ☐ Growth and Population
- ☐ Disadvantaged Unincorporated Communities
- ☐ Capacity, Adequacy & Infrastructure to Provide Services
- ☒ Financial Ability
- ☐ Shared Services
- ☒ Accountability
- ☒ Broadband Access
- ☐ Status of Previous MSR Recommendations

LAFCO MUNICIPAL SERVICE REVIEW:

☐ On the basis of this initial evaluation, the required determinations are not significant and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).

☒ The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

1. GROWTH AND POPULATION

Growth and population projections for the affected area.	YES	MAYBE	NO
a) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*	☐	☐	☒
b) *Do changes in service demand suggest a change in the agency's services?*	☐	☐	☒

Discussion:

a-b) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands? Do changes in service demand suggest a change in the agency's services?*

No. The population for East Davis FPD is currently estimated to be 2,075 and there are no significant growth areas designated by the County. As the City of Davis annexes territory, it is detached from the District.

Service to East Davis FPD territory is dispatched by the City of Davis. Total calls that resulted in dispatched apparatus/responders were 324 in FY 18/19, 312 in FY 19/20 and 297 in FY 20/21, an 8% decrease over three years (the only FPD countywide that experienced a decrease in call volume). Growth and population projections are not suggesting a change in agency services.

Growth and Population MSR Determination

The population for East Davis FPD is currently estimated to be 2,075 and there are no significant growth areas designated by the County. The East Davis FPD is dispatched by the City of Davis. Total calls that resulted in dispatched apparatus/responders were 324 in FY 18/19, 312 in FY 19/20 and 297 in FY 20/21, an 8% decrease over three years (the only FPD countywide that experienced a decrease in call volume). Growth and population projections are not suggesting a change in agency services.

2. DISADVANTAGED UNINCORPORATED COMMUNITIES

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

		YES	MAYBE	NO
a)	*If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*	☐	☐	☒
b)	*If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.*	☐	☐	☒

Discussion:

a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*

No. The East Davis FPD territory does not appear to contain any disadvantaged unincorporated communities.[2] Davis Creek Mobile Home Park is likely a disadvantaged community (but may not be showing in the data due to census block size), but it receives City fire protection services on par with all the FPD territory. All "inhabited unincorporated communities" countywide receive structural fire protection services.

b) If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.

Not applicable.

Disadvantaged Unincorporated Communities MSR Determination

All "inhabited unincorporated communities" countywide receive structural fire protection services. The Davis Creek Mobile Home Park is likely a disadvantaged community, but it receives city fire protection services.

[2] CALAFCO Disadvantaged Unincorporated Communities for State, RSG Inc. GIS Layer, dated December 10, 2021

3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) *Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*	☐	☐	☒
b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*	☐	☐	☒
c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*	☐	☐	☒
d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*	☐	☐	☒
e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*	☐	☐	☒

Discussion:

a-e) No. East Davis FPD has not provided direct services since 1966 and has contracted with the City of Davis for fire protection and emergency response services for 56 years. The current agreement for services was executed in 2009 and expires on June 30, 2029. It is intended to provide for services long term and can be terminated with 4 years' written notice.

Staff and coverage, training, fire station, apparatus, and equipment are all provided by a city fire department which must adhere to higher performance standards. Both National Fire Protection Association (NFPA) 1720 and 1710 are standards concerning personnel deployment and response times to fires and medical emergencies: NFPA 1720 is designed primarily for communities with volunteer firefighters. NFPA 1710 is designed primarily for communities with career, or paid, firefighters.

Capacity and Adequacy of Public Facilities and Services MSR Determination

The East Davis FPD has not provided direct services since 1966 and has contracted with the City of Davis for fire protection and emergency response services for 56 years. The current agreement for services was executed in 2009 and expires on June 30, 2029. City fire departments must adhere to higher performance standards (NFPA 1710) than rural departments (NFPA 1720). There are no deficiencies in infrastructure, equipment, capacity, and services for current and future needs.

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

- The East Davis FPD Chief should provide a written evaluation of the level of service, deployment, and response time objectives as an agenda item at an East Davis FPD meeting on an annual basis. The city service provider should report NFIRS data in a manner that allows it to be separated from city incidents and reported for each FPD served.

4. FINANCIAL ABILITY

Financial ability of agencies to provide services.

		YES	MAYBE	NO
a)	*Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*	☐	☐	☒
b)	*Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*	☐	☐	☒
c)	*Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*	☒	☐	☐
d)	*Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*	☒	☐	☐
e)	*Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*	☐	☐	☒
f)	*Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*	☐	☐	☒
g)	*Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy?*	☐	☐	☒
h)	*Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?*	☐	☐	☒

Discussion:

Financial Background

EAST DAVIS FIRE PROTECTION DISTRICT
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES

	2017	2018	2019	2020	2021
Revenue					
Property taxes, in-lieu taxes, HOPTR	$ 524,706	$ 535,400	$ 567,655	$ 585,091	$ 614,057
Interest	8,803	19,058	49,165	44,480	2,359
Special assessment	204,649	210,514	210,921	210,806	210,806
Total Revenue	738,158	764,972	827,741	840,377	827,222
Expenditures					
Contract payment to City of Davis	671,182	716,829	707,494	758,632	883,689
Other services and supplies	3,992	1,595	1,250	1,854	1,739
Contributions to other agencies	-	-	-	31,273	13,186
Total Expenditures	675,174	718,424	708,744	791,759	898,614
Net income (loss)	62,984	46,548	118,997	48,618	(71,392)
Beginning Fund Balance	1,226,400	1,289,384	1,335,932	1,454,929	1,503,547
Ending Fund Balances	$ 1,289,384	$ 1,335,932	$ 1,454,929	$ 1,503,547	$ 1,432,155
Fund Balances					
Assigned - Other	$ 1,038,817	$ 1,053,199	$ 1,077,023	$ 1,099,718	$ 1,111,240
Assigned - General reserve	185,359	185,359	185,359	185,359	185,359
Assigned - Encumbrances	-	-	64,171	-	-
Unassigned	65,208	97,374	128,376	218,470	135,556
Total Fund Balances	$ 1,289,384	$ 1,335,932	$ 1,454,929	$ 1,503,547	$ 1,432,155
Y-T-Y Change in total Fund Balances					
Amount Increase (Decrease)	$ 62,984	$ 46,548	$ 118,997	$ 48,618	$ (71,392)
Percentage Increase (Decrease)	5.14%	3.61%	8.91%	3.34%	-4.75%
Property Tax Analysis					
a. Assessed Value (AV)	$ 522,278,656	$ 548,053,986	$ 561,937,435	$ 592,076,811	$ 619,566,844
b. Y-T-Y Percentage change in AV	4.56%	4.94%	2.53%	5.36%	4.64%
c. Current secured, unsecured and HOPT	$ 498,854	$ 520,788	$ 542,523	$ 570,343	$ 597,587
d. District share of general 1% levy (c/a)	9.5515%	9.5025%	9.6545%	9.6329%	9.6452%

a) *Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*

No. The District's total revenues and total fund balances have steadily grown over the past five years and are keeping pace with increasing costs. Due to a delay of receiving strike team reimbursements from the State, the City of Davis contract payment was unexpectedly higher than normal in 2021. The reimbursements were received in 2022 and will be credited against 2022 costs. The District's total fund balance as of June 30, 2021 is $1,432,155. Total fund balance has increased from $1,226,400 to $1,432,155, which is available to the District for any purpose.

Revenue

East Davis FPD's revenue consists of property taxes, special assessments, and interest. Like other rural fire districts, East Davis FPD relies primarily on a share of the general 1% property tax levy for the majority of its revenue. In fiscal year 2021, property taxes of $614,057 comprised 74% of total revenues. The District's share of property taxes within its boundaries is approximately 9.6%, while the average

for all rural FPDs in the county is 6.2%. The District has levied a special assessment since 1985. In 2021 special assessment revenue was $210,806 which accounted for $25% of total revenue.

Expenditures

The District contracts for fire services with the City of Davis which is the primary expenditure of the District. In fiscal year 2021 the contract payment to the City was over 98% of total expenditures. Since 2017 the annual contract payment has averaged a 7.3% increase, however, the 2021 payment increased 16.5% from fiscal year 2020, due to a delay of the City of Davis receiving strike team reimbursements from CAL FIRE. Other expenditures include accounting fees, special assessment enrollment fee, liability insurance, and weed abatement legal notices. The District is in the process of discussing alternative billing methods with the City of Davis to reduce unexpected changes in the annual contract billing.

b) *Does the subject agency need to use generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency have accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*

No. The District maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records. Since the District is a dependent district, it is subject to the same accounting and financial policies as the County. Accounting and budget data including all cash receipts and disbursements are reviewed by County finance staff before they are posted.

c) *Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*

Yes. In 2019, District commissioners did not detect that in-lieu taxes from State Fish and Wildlife was not posted to the District's fund. The error was found and corrected in the subsequent year. Due to delay on the part of the City of Davis providing information, the District experienced a net loss in fiscal year 2021 that was not anticipated. The FPD indicates it is working with the City to resolve the potential for this situation to occur again. Please see also item 4a. The District relies on an external consultant once a year during the budget process to review transactions.

d) *Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*

Yes. Even though the District has very minimal accounting transactions which includes property tax, special assessment, and interest revenue postings and on average 5 invoices per year, the commissioners should review financial reports more frequent than the current practice to discuss whether transactions are accurately posted to the District's ledgers and to perform a current year budget to actual comparison. The fire commission reviews the annual State Controller's Financial Transactions report which is also prepared by an external CPA.

e) *Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*

No. Revenues are reliable. All of the revenue is from property taxes, special assessments, and interest earned on surplus funds held by the County Treasury. All revenues are collected and allocated by the County. The District currently is not billing exempt parcels.

f) *Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*

No. The East Davis FPD does not maintain facilities or equipment. Currently the District has an accumulated a fund balance of $1,432,155. The District, by contract, shares the increases in the net cost of the City of Davis Fire Department, after reductions for revenue from No Man's Land and Springlake FPDs, based on the District's share of the total assessed value of the District and the City, which is currently about 6%.

g) *Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Does the agency need to identify and quantify what the possible significant risks and costs of infrastructure or equipment failure? Does the agency need a reserve policy?*

No. East Davis FPD has a total fund balance of $1,432,155 as of June 30, 2021, which is $902,155 in excess of the minimum recommended total fund balance of $530,000. The minimum recommended fund balance is the total of 2 components as follows[3]:

- General reserve. This is the total of 50% of current secured taxes and 50% of special assessments to maintain liquidity from July through December each year when no tax/assessment revenue is received.
- Unassigned fund balance. GFOA recommendation of 15% of operating expenditures to mitigate revenue shortages and/or unanticipated expenditures.

The June 30,2021 actual and estimated recommended fund balances amounts are as follows:

	6/30/2021 Actual Balance	6/30/2021 Recommended Balance	Excess/ (Shortage)
General reserve	$ 185,359	$ 395,000	$ (209,641)
Other reserve	1,111,240	-	1,111,240
Unassigned	135,556	135,000	556
Total Recommended Fund Balance	$ 1,432,155	$ 530,000	$ 902,155

The total recommended fund balance as of June 30, 2021 is $530,000, based on a general reserve balance of $395,000 (50% of current secured taxes and 50% of special assessments) and an unassigned fund balance of $135,000 (15% of expenditures). The District's fund balance is currently over $900,000 in excess of the recommended fund balance.

District representatives have indicated that the reserves are required by the agreement with the City. However, Section 8 of the agreement provides that the reserves can be established at the District's "sole discretion." If the contract with the City of Davis were amended and streamlined such that the East Davis FPD operated as a pass-through agency (similar to Springlake FPD's contract with the City of Davis), this fund balance could potentially be eliminated altogether.

i) *Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear capital financing and debt management policy, if applicable?*

No. The District does not have any debt.

Financial Ability MSR Determination

The District's total revenues and total fund balances have steadily grown over the past five years and are keeping pace with increasing costs. Like other rural fire districts, East Davis FPD relies primarily on a share

[3] See the Financial Sustainability Methodology on Page 1-12.

of the general 1% property tax levy for the majority of its revenue. In fiscal year 2021, 74% of total revenues ($614,057) came from property taxes. The District's share of property taxes within its boundaries is approximately 9.6%, while the average for all rural FPDs in the county is 6.2%. The other 25% ($210,806) of revenue comes from a special assessment levied since 1985. In fiscal year 2021 the contract payment was over 98% of total expenditures. The District, by contract, shares the increases in the net cost of the City of Davis Fire Department, after reductions for revenue from No Man's Land and Springlake FPDs, based on the District's share of the total assessed value of the District and the City, which is currently about 6%. Since 2017 the annual contract payment has averaged a 7.3% increase, however, the 2021 payment increased 16.5% from fiscal year 2020, due to a delay of the City of Davis receiving strike team reimbursements from CAL FIRE.

The District's total fund balance as of June 30, 2021 is $1,432,155, currently over $900,000 in excess of the recommended best practices. The District's policy is to retain at least 110% of one year's expenditures in reserve, which is in excess of recommended government standards. East Davis FPD does not maintain facilities or equipment, and it can reduce its fund balance without impairing its operational capacity. If the contract with the City of Davis were amended and streamlined such that the East Davis FPD operated as a pass-through agency (similar to Springlake FPD's contract with the City of Davis), this fund balance could potentially be eliminated altogether and drawn down to reduce constituent costs. The District maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records. Since the East Davis FPD is a dependent district, it is subject to the same accounting and financial policies as the County and is included in the County's Annual Comprehensive Financial Report.

Financial Ability MSR Recommendation(s)

- East Davis FPD should amend its reserve policy reducing the current 110% of one year's expenditures to, at a minimum, align with government standards (SCO and GFOA). The District should also consider amending its contract with the City of Davis to simply pass-through revenues (similar to Springlake FPD's contract with the City of Davis), which would allow the fund balance to be eliminated altogether and drawn down over time to reduce constituent costs.
- East Davis FPD should review the County ledgers at least biannually to ensure transactions are accurately posted to the District's fund. The review should at least include a comparison to prior year actuals and a current year budget to actual.

5. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities.

	YES	MAYBE	NO
a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*	☐	☐	☒

Discussion:

a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*

No. The East Davis FPD shares services and contracts with the City of Davis for fire protection and emergency response services**.**

Shared Services MSR Determination

The East Davis FPD shares services and contracts with the City of Davis for fire protection and emergency response services.

6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

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

		YES	MAYBE	NO
a)	*Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*	☒	☐	☐
b)	*Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*	☐	☐	☒
c)	*Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*	☐	☐	☒
d)	*Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?*	☐	☐	☒
e)	*Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*	☐	☐	☒
f)	*Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*	☐	☐	☒
g)	*If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*	☐	☐	☒
h)	*Does the organization need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*	☐	☒	☐

Discussion:

a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*

Yes. East Davis FPD receives contract services from the City of Davis, as does the neighboring No Man's Land and Springlake FPDs. However, the East Davis FPD appears to be paying more for the same service (on a per dispatch basis) and its contract provisions are the only one of the three FPDs that do not contain any cost containment measures that would give the East Davis FPD more certainty for its annual budgets. The East Davis FPD was unaware of the more advantageous contract provisions negotiated between the City of Davis and the other FPDs, and the existing governmental structure contributes to this issue.

Among the purposes of LAFCo is to review and provide information to shape the development of local agencies to advantageously provide for the present and future needs of each county and its

communities. The fire service provider landscape has changed significantly since the FPDs around Davis were originally formed decades ago. East Davis FPD began contracting for City of Davis services in 1966. No Man's Land FPD was formed in 1974, and the during formation process annexation to the East Davis FPD was considered, but "the City of Davis has refused to annex the territory to the East Davis Fire District at this time, and the East Davis Fire Protection District has therefore stated they do not desire to annex the territory."[4] Consequently, No Man's Land FPD was formed as a separate FPD to contract with the City of Dixon for services. However, in 1997 the service provider for No Man's Land FPD changed to the City of Davis. Springlake FPD originally contracted for services with the City of Woodland for the entirety of its territory, and then changed service providers to the City of Davis in 1985 for everything south of County Road 29 to improve response.

Therefore since 1985, the reasons the FPDs around Davis were organized as three separate districts have changed and all three FPDs have been receiving the same services from the City of Davis. All three FPDs are dependent to Yolo County and serve as funding and service mechanisms of the County, and it would enhance efficiency, increase accountability for community service needs, and be less confusing to the public if all the territory served by City of Davis were combined under one district. East Davis FPD is the agency best suited to provide this function.

Reorganization would benefit the East Davis FPD in the following ways:

- Reorganizing each district's boundaries to coincide with the city providing services will improve transparency and accountability. By having one district contracting with each city, residents will better be able to identify the district they are in and the fire department that serves them. Residents also would be able to more easily determine which fire commission represents them.
- By reducing the number of FPDs the City of Davis serves from three to one, reorganization will streamline the City's administrative costs of providing fire services to the rural areas. Davis will only have to manage one contract, provide fiscal services for one district, and report to one fire commission. This streamlining could allow the East Davis FPD to negotiate a lower rate, thus reducing constituents' annual assessments.
- Reducing the number of contracts that need to be negotiated will avoid inconsistencies from one district to the next. For example, the East Davis FPD's contract costs appear higher on a per dispatch basis than No Man's Land and Springlake FPDs and do not include any cost containment provisions, even though they receive the same level of service from the same fire department. As another example, East Davis FPD is the only contract district whose contract provides for an optional reserve of a full year of service costs. It appears the contract gives the discretion to the District of whether to maintain the reserve, but East Davis FPD has maintained the reserves at levels greater than other districts. Eliminating or reducing the reserve requirement would allow East Davis FPD to reduce the assessment charged to residents in its current service territory over a period of time as the reserve is drawn down. (The reserves would not be used to reduce assessments in any newly-annexed territory.)
- The volunteer fire commissioners perform an important service, especially when it comes to oversight of the City's performance. Expanding the territory of the district will also expand the pool of individuals who might be willing to serve as commissioners, which could ease the burden on those who have served long terms. It also might allow the commission to expand its membership from five to seven, which would spread out any administrative workload handled by the commissioners. While expanding the territory might result in a marginal increase in the fire commission's responsibilities, the time commitment to serve in the position would still be significantly less than for commissioners serving a district that has its own infrastructure and personnel.

[4] LAFCo Report on Formation of No-man's Land FPD, January 11, 1974.

b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*

No. All of the fire commission seats are filled as appointed by the Board of Supervisors with indefinite terms (the only FPD in the county with indefinite terms). Review of the minutes indicate one commissioner seat was unfilled from May 18, 2017 to October 15, 2020 but have remained filled for some time.

Name / Title	Start	End
Michael McMahon /	01/29/2013	
Dave Robert /	09/15/2015	
William Weisgerber /	04/05/2016	
John Lindsey /	09/12/2017	
Tad Henderson /	06/23/2020	

c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*

No. City staff perform the FPD services and functions.

d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct?*

No. East Davis FPD is audited annually and day-to-day operations are managed by City staff which has financial staff to review District finances. The City maintains policies to manage all FPD services and functions. The District has a Policy and Procedure Manual (V2019.1) which includes basic fire commission and financial policies.

e) *Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*

No. The Yolo County Board of Supervisors is the conflict of interest code reviewing body for these districts. Review occurs every two years and was last approved on October 6, 2020. Districts can be exempt from filing conflict of interest disclosures if: there are no "designated employees"[5]; it is within a year of being inoperative; or the district does not have decision making authority and its annual operating budget is less than $150,000 per year. The BOS has determined the East Davis FPD is exempt from filing Form 700s.

f) *Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*

No. The dependent FPDs (including East Davis FPD) are included in the annual audit of the County's Annual Comprehensive Financial Report (ACFR). The County's audited ACFR meets general audit requirements and the ACFR satisfies the requirements of Government Code 26909.

g) *If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*

No. The East Davis FPD is audited annually as part of the County's ACFR and it contracts with an external CPA to help assist with preparing the annual budget, review year end close, and prepare and submit the annual SCO Financial Transactions Report.

[5] "Designated employees" is defined by Government Code sections 82019 and 87302(a).

h) *Does the* organization *need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*

Maybe. Dependent districts are not legally required to maintain a website. However, East Davis FPD maintains a website and received a 25% transparency score for best practices in 2021. Please see the report posted on the LAFCo website for where improvements are recommended.

Accountability, Structure and Efficiencies MSR Determination

East Davis FPD receives contract services from the City of Davis, as does the neighboring No Man's Land and a portion of Springlake FPDs. However, the East Davis FPD appears to be paying more for the same service on a per dispatch basis and its contract provisions are the only one of the three FPDs that do not contain any cost control/containment measures that would give the East Davis FPD more certainty for its annual budgets. The existing governmental structure contributes to this issue.

The fire service provider landscape has changed significantly since these three FPDs were originally formed, and since 1985 the reasons the FPDs are organized as three separate agencies has changed and all three FPDs have been receiving the same services from the City of Davis. All three FPDs are dependent to Yolo County and serve as funding and service mechanisms of the County and East Davis FPD is the agency best suited to provide these services. Reorganization would result in the following benefits: (1) Transparency, accountability and less public confusion regarding which fire commission serves them; (2) Streamline the number of FPDs the City of Davis serves, promoting efficiency; (3) Reducing the number and inconsistency of service contracts for the same level of services, potentially allowing the East Davis FPD to reduce or eliminate its reserve saving money for its constituents; and (4) Expanding the pool of individuals who might be willing to serve as commissioners and potential to expand the fire commission from 5 to 7 members which could ease the burden by spreading out any administrative workload handled by the commissioners.

All of the fire commission seats are filled as appointed by the Board of Supervisors with indefinite terms. The dependent FPD's (including East Davis FPD) are included in the annual audit of the County's Annual Comprehensive Financial Report (ACFR). it contracts with an external CPA to help assist with preparing the annual budget, review year end close and prepare and submit the annual SCO Financial Transactions Report. Dependent districts are not legally required to maintain a website; however, East Davis FPD maintains a website and received a 25% transparency score for best practices in 2021.

Accountability, Structure and Efficiencies MSR Recommendation(s)

- The East Davis FPD sphere of influence should be updated to include the No Man's Land FPD territory and the portion of Springlake FPD territory south of County Road 29. Those areas should then be annexed into the East Davis FPD as part of a reorganization of the Elkhorn, No Man's Land, and Springlake FPDs.
- East Davis FPD and the City should review the contract terms to consider simplifying the financial obligations of each agency, including examining the purpose of the District maintaining a high fund balance. East Davis FPD's role as a pass-through entity should be streamlined to the greatest extent feasible.
- Dependent districts are not legally required to maintain a website. However, East Davis FPD maintains a website and received a 25% transparency score for best practices in 2021. Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are needed.

7. BROADBAND ACCESS

Any other matter related to effective or efficient service delivery, as required by commission policy.

Per Yolo LAFCo Project Policy 6.2 "*it is the intent of Yolo LAFCo to comprehensively review broadband access in MSRs of local agencies that either serve communities and/or provide emergency services where broadband connection is critical (i.e. cities, CSDs, CSAs, FPDs and RDs).*"

	YES	MAYBE	NO
a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*	☐	☒	☐
b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*	☐	☐	☒

Discussion:

a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*

Maybe. Most of the East Davis FPD populated territory is served, however some rural portions are unserved. In the urbanized portions of the East Davis FPD, El Macero and Willowbank have access to 987 Mbps (or nearly 1 Gbps/"Gig") speeds while the Davis Creek Mobile Home Park only has access to 10 Mbps download and 1 Mbps upload speeds from AT&T (even though 1 Gig speeds are available from Comcast immediately surrounding the Park and were likely excluded for economic reasons). Most of the rural areas in the FPD surrounding these communities are only served by wireless service and far less than the 25/3Mpbs broadband threshold.

Davis Creek Mobile Home Park is eligible to receive California Advanced Services Fund (CASF) Infrastructure grants as shown in the map below. Yolo County should explore grants to upgrade infrastructure with either the existing provider, AT&T, or Comcast which provides high speed broadband service in the immediate surrounding vicinity.



b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*

No. According to the CPUC Broadband Mapping Program, broadband adoption is 60% or greater for the FPD territory.

Comcast currently offers the Internet Essentials program for low-income households that may qualify if a subscriber is eligible for public assistance programs like the National School Lunch Program, Housing Assistance, Medicaid, SNAP, SSI and others. The program includes 50/5 Mbps internet service for $9.95 a month plus tax, no activation/equipment rental fees, an option to purchase a computer for just $149.99 plus tax, access to free Internet training online, in print and in person, a Wireless Gateway in-home WiFi at no

additional cost, and access to Xfinity WiFi Hotspots.

AT&T offers a similar program for low-income households that includes 25 Mbps download speeds for $10.00 per month with free installation, in-home Wi-Fi®, no deposit and no annual contract.

Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account[6] and generally help troubleshoot technology challenges. Information and instruction about basic computer/tablet/smartphone use is offered in ESL conversation clubs, classes and in Yolo Reads Adult and Family Literacy program. The library also provides hotspots and Chromebooks for those that need these items. The library does not have a formalized technology curriculum, although there have been discussions regarding adding it as a service.

Broadband Access MSR Determination

Overall, broadband access in the East Davis FPD does not appear to be an issue that would disrupt fire protection and emergency services. According to the CPUC Broadband Mapping Program, broadband adoption is greater than 60% for the FPD territory.

Although El Macero and Willowbank have access to 987 Mbps (or nearly 1 Gbps/"Gig") speeds, the Davis Creek Mobile Home Park only has access to 10 Mbps download and 1 Mbps upload speeds from AT&T even though 1 Gig speeds are available from Comcast immediately surrounding the Park and were likely excluded for economic reasons. Most of the rural areas in the FPD surrounding these communities are only served by wireless service and far less than the 25/3Mpbs broadband threshold. Davis Creek Mobile Home Park is likely a disadvantaged unincorporated community that has internet service provided by AT&T but at less than 50% of the minimum standard, which should be addressed.

Broadband Access MSR Recommendation

- Yolo County should explore CASF (California Advanced Services Fund) grants to upgrade infrastructure for the Davis Creek Mobile Home Park with either the existing provider, AT&T, or Comcast which provides high speed broadband service in the immediate surrounding vicinity.

8. STATUS OF PREVIOUS MSR RECOMMENDATIONS	**YES**	**MAYBE**	**NO**
a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*	☐	☐	☒

Discussion:

a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*

No. There were no recommendations from the 2016 MSR specific to the East Davis FPD.

Status of Previous Recommendations MSR Determination

There were no recommendations from the 2016 MSR specific to the East Davis FPD.

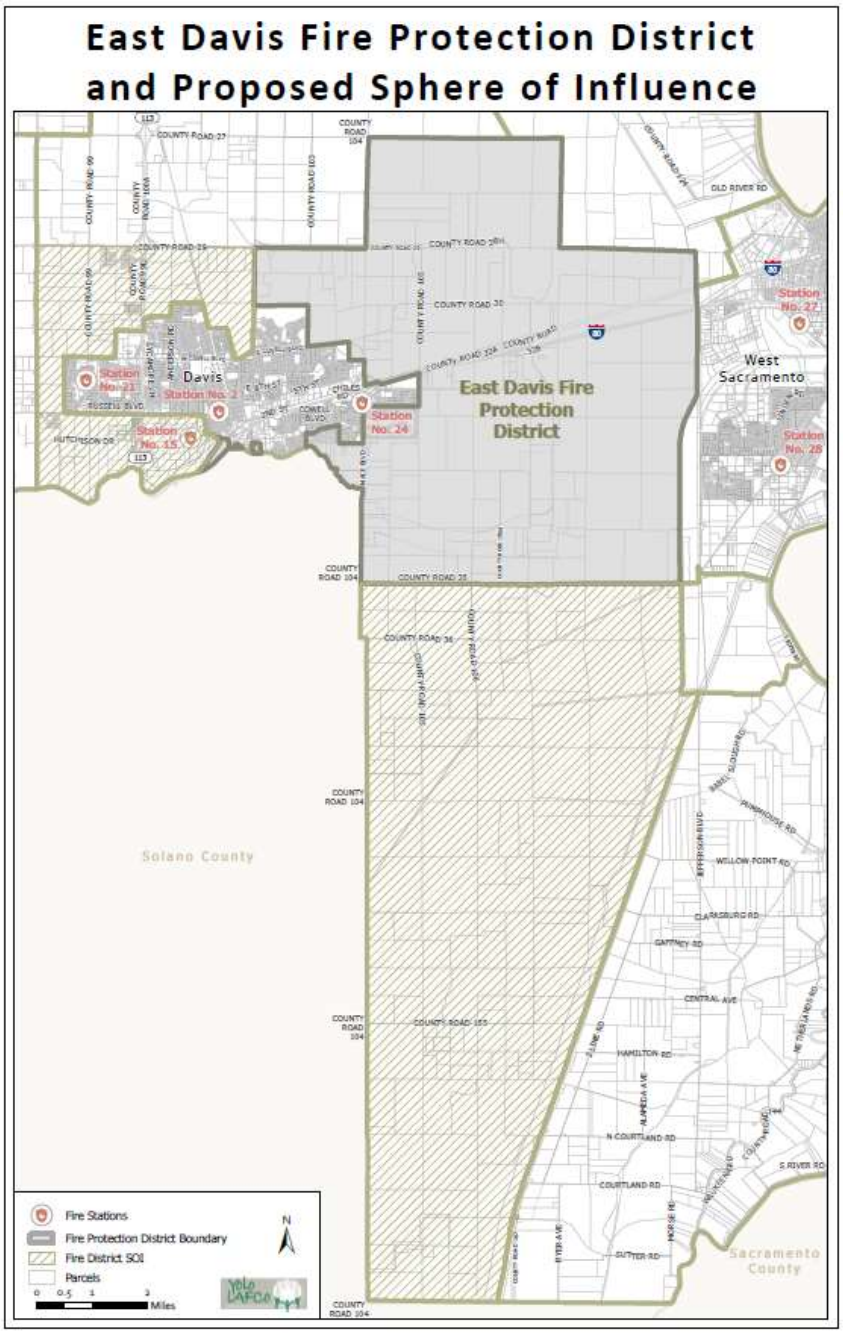
[6] Email from Mark Fink, Yolo County Librarian on May 26, 2021

SPHERE OF INFLUENCE STUDY

On the basis of the Municipal Service Review:

☐ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency's SOI is recommended and SOI determinations HAVE NOT been made.

☒ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency's SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.



POTENTIALLY SIGNIFICANT SOI DETERMINATIONS

The SOI determinations below are potentially significant issues, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages.

- ☐ Present and Planned Land Uses
- ☐ Need for Public Facilities and Services
- ☐ Capacity and Adequacy of Provide Services
- ☐ Social or Economic Communities of Interest
- ☐ Disadvantaged Unincorporated Communities

1. PRESENT AND PLANNED LAND USES

The present and planned land uses in the area, including agricultural and open-space lands.

		YES	MAYBE	NO
a)	*Would the SOI conflict with planned, orderly and efficient patterns of urban development? Would the SOI impact the identity of any existing communities (e.g. community boundaries, postal zones, school, or other service boundaries)?*	☐	☐	☒
b)	*Would the SOI result in the loss of prime agricultural land or open space?*	☐	☐	☒
c)	*Would the SOI conflict with any natural or made-made boundaries that would impact where services can reasonably be extended?*	☐	☐	☒
d)	*Is there a conflict with the adopted SACOG Metropolitan Transportation Plan/Sustainable Communities Strategy?*	☐	☐	☒

Discussion:

a-d) *Would the SOI conflict with planned, orderly and efficient patterns of urban development? Would the SOI impact the identity of any existing communities (e.g. community boundaries, postal zones, school, or other service boundaries)? Would the SOI result in the loss of prime agricultural land or open space? Would the SOI conflict with any natural or made-made boundaries that would impact where services can reasonably be extended? Is there a conflict with the adopted SACOG Metropolitan Transportation Plan/Sustainable Communities Strategy?*

No. The SOI is for fire protection and emergency response services only and would not affect present and planned land uses.

Present and Planned Land Uses SOI Determination

The SOI is for fire protection and emergency response services only and would not affect present and planned land uses.

2. NEED FOR PUBLIC FACILITIES AND SERVICES

The present and probable need for public facilities and services in the area.

		YES	MAYBE	NO
a)	*Would the SOI conflict with the Commission's goal to increase efficiency and conservation of resources by providing essential services within a framework of controlled growth?*	☐	☐	☒
b)	*Would the SOI expand services that could be better provided by a city or another agency?*	☐	☐	☒
c)	*Does the SOI represent premature inducement of growth or facilitate conversion of agriculture or open space lands?*	☐	☐	☒
d)	*Are there any areas that should be removed from the SOI because existing circumstances make development unlikely, there is not sufficient demand to support it?*	☐	☐	☒
e)	*Have any agency commitments been predicated on expanding the agency's SOI such as roadway projects, shopping centers, educational facilities, economic development or acquisition of parks and open space?*	☐	☐	☒

Discussion:

a) Would the SOI conflict with the Commission's goal to increase efficiency and conservation of resources by providing essential services within a framework of controlled growth?

No. The SOI promotes the Commission's goal to increase efficiency and would not promote growth. The SOI Update is intended to improve accountability for community service needs, including governmental structure and operational efficiencies.

b) Would the SOI expand services that could be better provided by a city or another agency?

No. The SOI would not expand services; rather it better reflects and aligns with the services already provided by the City of Davis. The City of Davis is best suited to provide services more directly via the East Davis FPD. Please see MSR item 6a.

c) Does the SOI represent premature inducement of growth or facilitate conversion of agriculture or open space lands?

No. The SOI would not result in growth or conversion of agricultural or open space land.

d) Are there any areas that should be removed from the SOI because existing circumstances make development unlikely, there is not sufficient demand to support it?

No. The SOI Update is for fire protection and emergency response, which is provided countywide regardless of development demand.

e) Have any agency commitments been predicated on expanding the agency's SOI such as roadway projects, shopping centers, educational facilities, economic development or acquisition of parks and open space?

No. Not applicable.

Need for Public Facilities and Services SOI Determination

The SOI would not expand services. It reflects and aligns FPD boundaries with the services already provided by the City of Davis. Services for No Man's Land FPD and the portion of Springlake FPD south of CR 29 have already evolved to the best service provider, the City of Davis. The SOI would align FPD

boundaries to catch up with the evolution of fire service. The SOI promotes the Commission's goal to increase efficiency provide services more directly via the East Davis FPD (please also see MSR item 6a).

3. CAPACITY AND ADEQUACY OF PROVIDED SERVICES

The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

	YES	MAYBE	NO
a) *Are there any issues regarding the agency's capacity to provide adequate services in the proposed SOI territory and ability to extend services?*	☐	☐	☒

Discussion:

a) Are there any issues regarding the agency's capacity to provide adequate services in the proposed SOI territory and ability to extend services?

No. The City of Davis already provides fire protection and emergency response services in the SOI territory, has capacity, and provides adequate services.

Capacity and Adequacy of Provided Services SOI Determination

The City of Davis already provides fire protection and emergency response services in the SOI territory, has capacity, and provides adequate services.

4. SOCIAL OR ECONOMIC COMMUNITIES OF INTEREST

The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

	YES	MAYBE	NO
a) *Are there any social or economic communities of interest in the area if the commission determines that they are relevant to the agency (see also MSR checklist question 2b)?*	☐	☐	☒

Discussion:

a) *Are there any social or economic communities of interest in the area if the commission determines that they are relevant to the agency (see also MSR checklist question 2b)?*

No. Not applicable.

Social or Economic Communities of Interest SOI Determination

There are no social or economic communities of interest in the SOI area.

5. DISADVANTAGED UNINCORPORATED COMMUNITIES

For an update of an SOI of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

	YES	MAYBE	NO
a) *If the subject agency provides public services related to sewers, municipal and industrial water or structural fire protection (same as MSR checklist question 2a) does the proposed SOI exclude any disadvantaged unincorporated community (per MSR checklist question 2b) where it either may be feasible to extend services or required to be included under SB 244?*	☐	☐	☒

Discussion:

a) If the subject agency provides public services related to sewers, municipal and industrial water or structural fire protection (same as MSR checklist question 2a) does the proposed SOI exclude any disadvantaged unincorporated community (per MSR checklist question 2b) where it either may be feasible to extend services or required to be included under SB 244?

Not applicable. There are no disadvantaged unincorporated communities in the SOI territory, and all unincorporated territory receives fire protection services. The SOI Update is intended to improve accountability for community service needs, including governmental structure and operational efficiencies.

Disadvantaged Unincorporated Communities SOI Determination

There are no disadvantaged unincorporated communities in the SOI territory, and all unincorporated territory receives fire protection services. The SOI Update is intended to improve accountability for community service needs, including governmental structure and operational efficiencies.

DRAFT

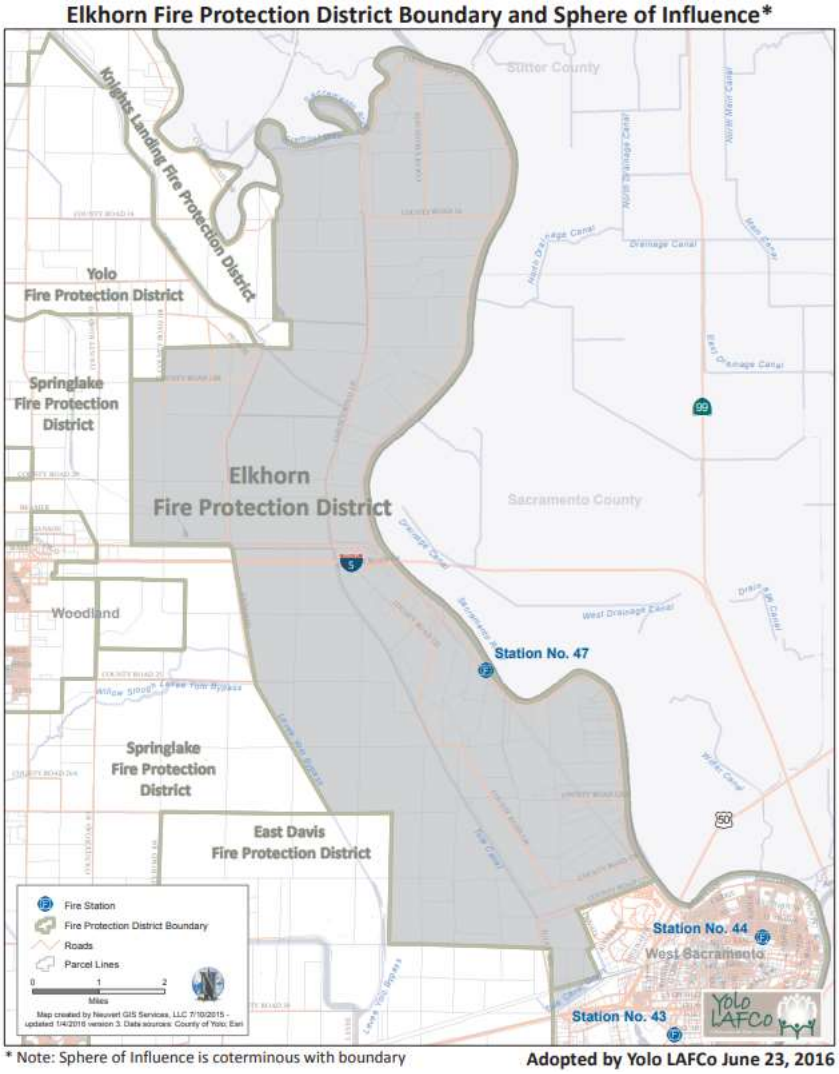
AGENCY PROFILE

The Elkhorn Fire Protection District (Elkhorn FPD) was formed in 1965 and is authorized to provide fire protection and emergency response services. It was formed as an independent district with a five-member board, each appointed by the Board of Supervisors to serve four-year terms.

The District is 30,703 acres in size and does not serve any unincorporated towns. The District contains 51 residential and 2 commercial addresses and its population is estimated to be 128 residents[1]. However, the FPD estimates the population is closer to 80-90 residents. Elkhorn FPD also has several high-volume traffic corridors through its territory, the I-5 bridge over the Sacramento River and Old River Road. The Elkhorn FPD Station 47 is located at 19756 Old River Road, northeast of West Sacramento, which houses 5 apparatus and has 0 paid staff, 0 reserves and 10 volunteer firefighters.

The FPD boundary and sphere of influence (SOI) is shown below. The SOI is coterminous with the district boundary.

Elkhorn Fire Protection District Boundary and Sphere of Influence*



* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo June 23, 2016

[1] Population estimate is based on the number of residential addresses assigned in 2021 in the FPD territory with a Yolo County average of 2.5 persons per household.

MUNICIPAL SERVICE REVIEW

POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

The MSR determinations checked below are potentially significant, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by "no" answers, the Commission may find that a MSR update is not warranted.

- ☒ Growth and Population
- ☐ Disadvantaged Unincorporated Communities
- ☒ Capacity, Adequacy & Infrastructure to Provide Services
- ☒ Financial Ability
- ☒ Shared Services
- ☒ Accountability
- ☒ Broadband Access
- ☒ Status of Previous MSR Recommendations

LAFCO MUNICIPAL SERVICE REVIEW:

☐ On the basis of this initial evaluation, the required determinations are not significant and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).

☒ The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

1. GROWTH AND POPULATION

Growth and population projections for the affected area.	YES	MAYBE	NO
a) *Will growth and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*	☒	☐	☐
b) *Do changes in demand suggest a change in the agency's services?*	☒	☐	☐

Discussion:

a) *Will growth and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*

Yes. The population for Elkhorn FPD is currently estimated to be 80-90 people. The FPD territory has limited development and growth opportunities. Except for the Elkhorn Station, it is entirely zoned for agricultural use. However, according to data from the Yolo Emergency Communications Agency (YECA), Elkhorn FPD calls have increased significantly. Over the last three fiscal years, total dispatched calls were 95 in 2018/19, 114 in 2019/20 and 168 in 2020/21, which is a 77% increase in dispatch volume. Increased demand for emergency services is attributable to growth outside of the District along I-5 and Old River Road traffic corridors through the District. Population growth and corresponding demand for services from that population within the District is expected to be minimal. But continued traffic growth will impact the District's demands.

b) *Do changes in demand suggest a change in the agency's services?*

Yes. As discussed in the Capacity and Adequacy of Public Facilities and Services Section (Items 3a and 3b), Elkhorn FPD is not adequately responding to its current demand and should cede its services to the cities of Woodland and West Sacramento. The Accountability, Structure and Efficiencies Section (Item 6a) recommends the Elkhorn FPD should be dissolved and its territory annexed into districts already served by these cities.

Growth and Population MSR Determination

The population for Elkhorn FPD is currently estimated to be 80-90 and has limited development and growth opportunities. According to data from the Yolo Emergency Communications Agency (YECA), Elkhorn FPD demand for service/call volume has increased significantly. Over the last three fiscal years, total dispatched calls were 95 in 2018/19, 114 in 2019/20 and 168 in 2020/21, which is a 77% increase in dispatch volume. Most of dispatches are responding to traffic accidents passing through the District. As discussed in the Capacity and Adequacy of Services section, Elkhorn FPD is not adequately responding to its current demand and should cede its services to the cities of Woodland and West Sacramento. The Elkhorn FPD should be dissolved and its territory annexed into districts already served by these cities.

2. DISADVANTAGED UNINCORPORATED COMMUNITIES

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

		YES	MAYBE	NO
a)	*If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*	☐	☐	☒
b)	*If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.*	☐	☐	☒

Discussion:

a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*

No. The Elkhorn FPD territory is not disadvantaged[2], and all "inhabited unincorporated communities" countywide receive structural fire protection services.

b) If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.

[2] CALAFCO Statewide DUC Map using American Community Survey 5-Year Data (2015-19) Updated March 2022

Not applicable.

Disadvantaged Unincorporated Communities MSR Determination

The Elkhorn FPD territory is not disadvantaged and all "inhabited unincorporated communities" countywide receive structural fire protection services.

3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) *Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*	☐	☒	☐
b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*	☒	☐	☐
c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*	☒	☐	☐
d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*	☐	☐	☒
e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*	☐	☐	☒

Discussion:

*a) Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*

Maybe. One of Elkhorn FPD's apparatus exceeds the recommended 25-year lifespan.

Fire Station

The Elkhorn FPD Station 47 was built in 1999 and is located at 19756 Old River Road. The Station includes an office space, sleeping facilities, a bathroom including a shower, and a kitchen. There are no major capital improvements planned or needed for the fire station



Apparatus:

EFPD has five apparatus as listed below.

Use	Apparatus	Type	Age (yrs)	Reserve?
Structure Fires	Engine-47	1	20	No
Wildlands Fires	Grass – 47*	3	0	No
	Squad-47	6	3	No
	Squad-247	7	32	Yes
Water Tenders	Water-47	Tender	43	No
Command/Utility	None			
Other Apparatus	None			

** Delivery of new grass rig delayed until summer 2022.*

A new grass rig was ordered and is expected June 2022. However, the Elkhorn FPD still has a water tender that is 43 years old and the FPD indicates it plans to replace it in the next year or two. The Chief indicates the water tender has minimal hours and is mechanically sound. This is the next truck planned for replacement. Therefore, one of the four key apparatus exceed the recommended 25-year lifespan and should be scheduled for replacement as funding allows. According to the Chief, all Elkhorn FPD apparatus receive quarterly checks and scheduled maintenance service. Hoses and ladders are tested regularly and are usually tested during training.

Elkhorn FPD currently supplies all responding members with appropriate, in-date personal protective equipment (PPE). SCBAs receive annual flow testing and all SCBA bottles are within required hydro testing requirement. Personnel are fit tested on an annual basis.

Elkhorn FPD operates adequate communications equipment including radios in each apparatus with current programing that meets the needs for incident response. All apparatus have one portable radio on board and extras are charged and available at the station. All volunteers have their own portable devices.

ISO Rating

The Insurance Services Office, Inc. (ISO) evaluates fire departments for the purpose of establishing insurance premiums, called "ISO ratings". An ISO fire rating is a score from 1 to 10 that indicates how well-protected a community is by the fire department and will affect insurance rates. The first number refers to the classification of properties within 5 road miles of a fire station and within 1,000 feet of water supply. The second number applies to properties within 5 road miles of a fire station but beyond 1,000 feet of water supply. In the ISO rating scale, a lower number is better: 1 is the best possible rating, while a 10 means the fire department did not meet ISO's minimum requirements. ISO generally assigns Class 10 to properties beyond 5 road miles of a fire station. Elkhorn FPD is not rated.

*b) Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*

Yes. As discussed below, personnel and apparatus response are significantly below recommended levels and Elkhorn FPD has also had a significant number of missed calls.

Staff, Coverage and Training

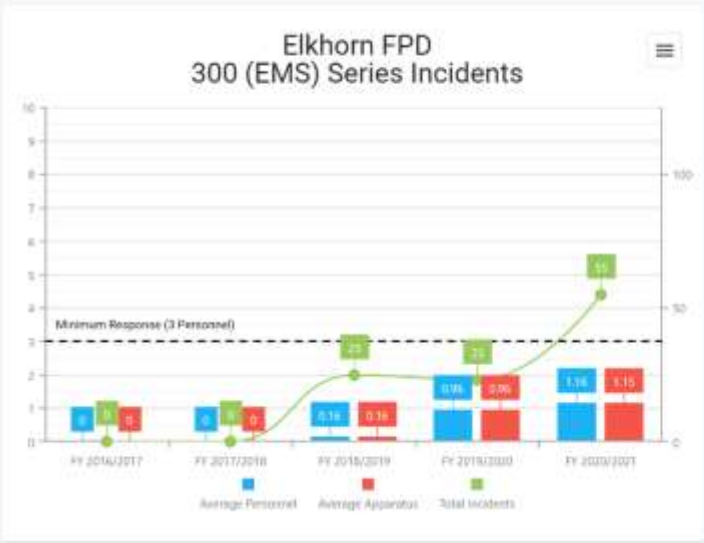
The Elkhorn FPD has 10 volunteers and its station is not staffed regularly. Elkhorn FPD signed an auto aid agreement with the cities of Sacramento, West Sacramento and Woodland that have been in effect since 2015. Elkhorn FPD has written operating policies and guidelines for its staff. All response personnel receive base level minimum training to respond to incidents adequately and safely. Incident Command System (ICS) basic training is a requirement before responders can respond to incidents. Elkhorn FPD volunteers participate in the Yolo County Firefighters Association (YCFA) Training Program when available. Responding personnel are fit tested on an annual basis.

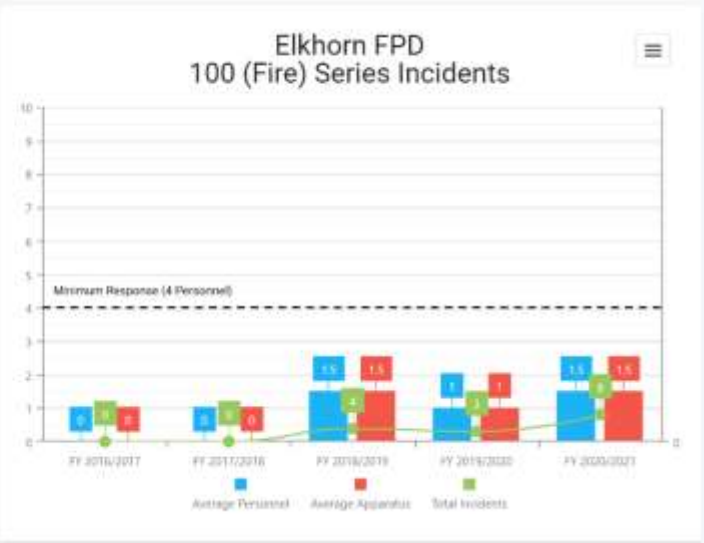
Incident Reporting and Adequacy of Services

Elkhorn FPD utilizes Emergency Reporting web-based program for reporting and documentation to the National Fire Incident Reporting System (NFIRS). Regarding the adequacy of response, standards for the number of personnel and apparatus were determined by the YCFA MSR Subcommittee for fire and rescue/ EMS calls[3].

Below is Elkhorn FPD's NFIRS response data for the last five fiscal years:

[3] By consensus of the Yolo County Firefighters Association MSR Subcommittee, it was determined the minimum adequate response for a fire call is 4 personnel and 2 apparatus, and for a rescue/EMS call is 3 personnel and 1 apparatus.



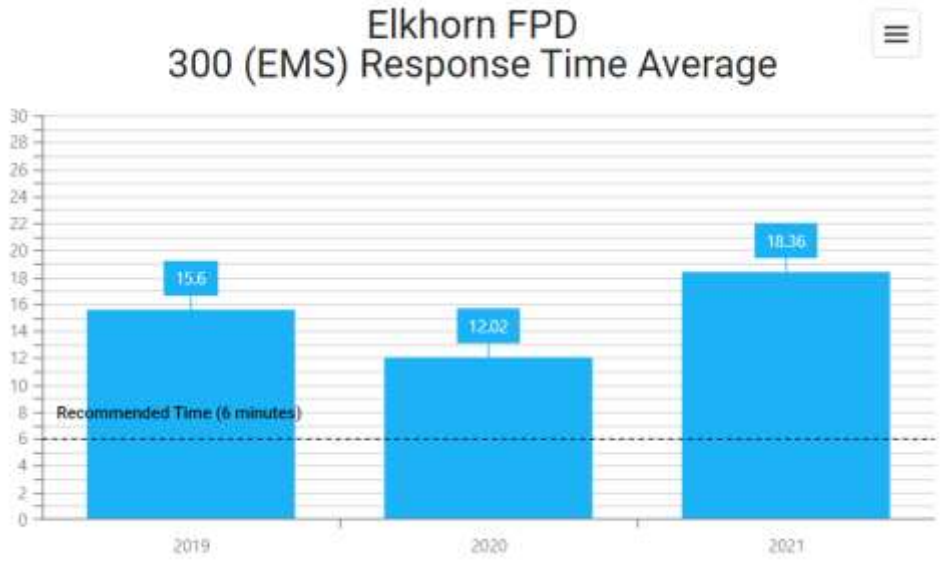


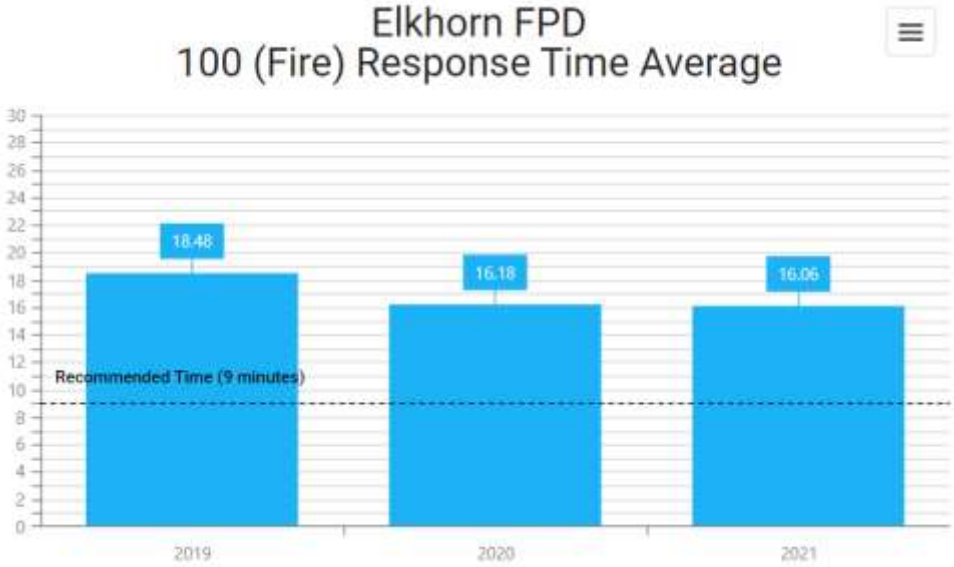
The data Elkhorn FPD reported to NFIRS is for the last three fiscal years only and it indicates Elkhorn FPD is not able to respond to rescue/EMS or fire calls with adequate personnel and apparatus on scene. It shows a significant uptick in rescue/EMS calls which correlates to anecdotal reports that traffic accidents on I-5 and Old River Road are increasing significantly. The District lost 4 volunteer firefighters in 2018 and is rebuilding its staff. Rescue/EMS calls outnumber fire calls by nearly 7:1. Elkhorn FPD officials have expressed the challenge to access calls on I-5 quickly (after Caltrans installed a continuous center median divider) and respond with sufficient trained personnel to be safe on the accident scene. However, the District in recent years has added 4 volunteers to the department. It has also been able to staff the department during red flag warning days, and extreme weather days during the winter.

Response Time and Missed Calls

The MSR Subcommittee developed response time goals for rescue/emergency medical service (EMS) calls (6 minutes) and fire calls (9 minutes) for the first responding unit to arrive on scene. LAFCo recognizes it may be more difficult for volunteer and/or more rural FPDs to meet this goal, however as the MSR Subcommittee indicated, it represents a goal to focus on. FPD response time averages[4] for the 2019 – 2021 calendar years are shown below.

[4] Based on YECA data. For a list of the data outliers omitted, please reference the methodology discussion on page 1-10 of this MSR/SOI.





According to YECA data, Elkhorn FPD has had 48 missed calls over the last three FYs as reported by YECA (24 or 27% of calls in FY 18/19, 14 or 13.1% of calls in FY 19/20, and 10 or 6.7% of calls in FY 20/21).

FPD Level of Service Evaluation

NFPA 1720 requires FPDs to evaluate its level of service, deployment, and response time objectives on an annual basis. Elkhorn FPD should provide a written evaluation of the FPD's level of service, deployment, and response time objectives on an annual basis, ideally as an agenda item at a board meeting.

c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*

Yes. Please see the response to 1(a). Elkhorn FPD is not adequately responding to its current demand as discussed above. An increase in future call volume may exacerbate poor level of service.

d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*

No. The FPDs collectively report that climate change is not a factor in the valley and is only an issue for those FPDs that border the Coastal Range.

e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*

No. Not applicable.

Capacity and Adequacy of Public Facilities and Services MSR Determination

The nature of emergency response has changed significantly since the Elkhorn FPD was formed in 1965. Development outside the FPD territory has occurred generating increased traffic on I-5 and modern navigation software directs trips down Old River Road to bypass it. Elkhorn FPD officials have expressed the challenge to access calls on I-5 quickly (after Caltrans installed a continuous center median divider) and respond with sufficient trained personnel to be safe on the accident scene. In 2015, Elkhorn FPD signed an auto aid agreement with the cities of Sacramento, West Sacramento, and Woodland.

The Elkhorn FPD has five apparatus total, one of which is a reserve apparatus. Its grass rig was replaced in 2022 but still has a water tender that exceeds the recommended 25-year lifespan. Elkhorn FPD is not ISO rated.

The Elkhorn FPD has 10 volunteers and the station is not staffed regularly, but it does cover the station during projected extreme weather forecasts (e.g., heavy winds and rain during the winter and red flag days of high winds and extreme fire danger in the summer). YECA reports a 77% increase in dispatches for the FPD in just the last three fiscal years. The NFIRS data also shows a significant uptick in rescue/EMS calls which now outnumber fire calls by nearly 7:1. Elkhorn FPD reported NFIRS data indicates it is not able to respond to rescue/EMS or fire calls with adequate personnel and apparatus on scene. Elkhorn FPD has missed 14% of its calls (within jurisdiction) over the last three FYs as reported by YECA.

Elkhorn FPD has a relatively low number of volunteers and without much resident population to draw from, the next step to adequately respond to calls would be a stipended reserve program, which would require an increase in the FPD's assessment to pay for it (and needed replacement apparatus). However, the increased service demand is being generated primarily from traffic accidents from vehicles originating outside the FPD passing through the District. The cities of West Sacramento and Woodland are already covering Elkhorn FPD's calls under its auto aid agreement such that the Elkhorn FPD service is now redundant and inferior to the cities' service. Elkhorn FPD has done a remarkable job with its limited resources for decades, but it can't keep up with changing conditions and increasing service demand (as evidenced by the 2016 LAFCo recommendation that it should contract for services from nearby cities). Therefore, LAFCo recommends service would be better provided by the cities of Woodland and West Sacramento.

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

- Elkhorn FPD's facilities and services should be provided by the cities of West Sacramento and Woodland, divided geographically to minimize response times.

4. FINANCIAL ABILITY

Financial ability of agencies to provide services.

		YES	MAYBE	NO
a)	*Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth not keep pace with increased costs?*	☐	☒	☐
b)	*Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*	☐	☐	☒
c)	*Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*	☐	☒	☐
d)	*Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*	☐	☐	☒
e)	*Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*	☐	☐	☒
f)	*Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*	☒	☐	☐
g)	*Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy?*	☒	☐	☐
h)	*Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?*	☐	☐	☒

DRAFT

Financial Background

ELKHORN FIRE PROTECTION DISTRICT STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES	2017	2018	2019	2020	2021
Revenue					
Property taxes, in-lieu taxes, HOPTR	$ 47,993	$ 49,968	$ 48,759	$ 46,416	$ 48,134
Interest	1,307	3,705	9,694	8,722	583
Intergovernmental grants	67,157	-	-	-	-
Special assessment	68,409	67,364	67,368	67,368	63,719
Other revenue	1,048	-	-	1,500	-
New debt	-	-	118,214	-	-
Total Revenue	185,914	121,037	244,035	124,006	112,436
Expenditures					
Salaries and benefits (insurance only)	2,920	2,411	2,415	2,452	2,440
Services and supplies	25,039	21,007	28,870	39,384	42,056
Debt service (principal and interest)	-	-	42,913	85,828	-
Contributions to volunteers	-	-	-	440	4,960
Capital Assets:					
Equipment	74,619	-	171,409	40,000	-
Total Expenditures	102,578	23,418	245,607	168,104	49,456
Net income (loss)	83,336	97,619	(1,572)	(44,098)	62,980
Beginning Fund Balance	167,109	250,445	348,064	346,492	302,394
Ending Fund Balances	$ 250,445	$ 348,064	$ 346,492	$ 302,394	$ 365,374
Fund Balances					
Unassigned	$ 250,445	$ 348,064	$ 346,492	$ 302,394	$ 365,374
Total Fund Balances	$ 250,445	$ 348,064	$ 346,492	$ 302,394	$ 365,374
Y-T-Y Change in total Fund Balances					
Amount Increase (Decrease)	$ 83,336	$ 97,619	$ (1,572)	$ (44,098)	$ 62,980
Percentage Increase (Decrease)	49.87%	38.98%	-0.45%	-12.73%	20.83%
Property Tax Analysis					
a. Assessed Value (AV)	$ 157,006,973	$ 166,721,325	$ 152,447,122	$ 145,506,183	$ 150,192,450
b. Y-T-Y Percentage change in AV	-2.41%	6.19%	-8.56%	-4.55%	3.22%
c. Current secured, unsecured and HOPT	$ 48,182	$ 50,258	$ 48,599	$ 46,401	$ 47,972
d. District share of general 1% levy (c/a)	3.0688%	3.0145%	3.1879%	3.1889%	3.1940%

.

Discussion:

a) *Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth not keep pace with increased costs?*

Maybe. The District's is currently financially stable in that total revenues exceed expenses each year. However, total core revenues (property taxes and special assessments) have **decreased** slightly on average 0.79% a year. Generally, it is expected that there would be at least a modest increase in core revenues since property taxes generally increase year over year, however most of the Elkhorn FPD territory is under Williamson Act contracts. In addition, operating expenditures, excluding debt service

and capital expenditures have increased on average 14% per year. Although the 5-year trend shows the District has operated in the black and fund balance has increased by $198,265, expenditures for services and supplies are increasing and may slowly erode annual gains and eventually decrease the fund balance. Total fund balance as of June 30, 2021 is $365,374 of which all can be used for any purpose (unrestricted).

Revenue

Elkhorn FPD's revenue consists of property taxes, special assessments, interest, a grant in 2017, and other miscellaneous revenue. Like other rural fire districts, Elkhorn FPD relies primarily on a share of the general 1% property tax levy for the majority of its revenue. In fiscal year 2021, property taxes of $48,134 comprised 43% of total revenues. The District's share of property taxes within its boundaries is approximately 3.2%, while the average for all rural FPDs in the county is 6.2%. The District has levied a special assessment since 2016. In 2021, special assessment revenue was $63,719 which accounted for $57% of total revenue. However, special assessment revenue has declined from $68,409 in 2017 to $63,719 in 2021. Other revenues over the past 5 years include a federal grant that the City of West Sacramento applied for on behalf of multiple departments in the amount of $67,157, and other revenue totaling $2,548.

Expenditures

District operating expenditures (i.e., services and supplies), increased an average of 14% a year.

Capital expenditures

2017	$ 74,619	(10) SCBA units (90% funded from grant)
2019	$171,409	Ford F-550 Type 6 Squad 47
2020	$ 40,000	2001 Type 1 Engine 47

The District mostly relies partly on the acquisition of used apparatus.

District revenue is not keeping pace with increasing operating costs and capital asset replacement.

b) *Does the subject agency need to use generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency have accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*

No. The District relies on the County's Department of Financial Services to record transactions in accordance to generally accepted accounting principles. Beginning in March 2022, the District hired an external accountant to process accounts payable. The financial transactions processed by the external accountant will be forwarded to the County to be recorded in the County's financial system which will still be the official books of the District. The responsibilities of the external accountant, the County and the District should be set forth in a Memorandum of Understanding.

c) *Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*

Maybe. Elkhorn FPD recently hired an accountant to process accounts payable. Information is given to the County to record in the County's financial system. Staff still needs to review the County's financial reports for the items noted above. The FPD indicates it is in the process of generating standard procedures and policies relating to this issue.

d) *Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*

No. The Fire Chief emails reports provided by the County to the board as they become available. The reports include a current year budget to actual comparison (Infor GL293), trial balance (Infor GL291),

General Ledger (Infor GL290) and balance sheet (Infor GL292). The receipt and review of the financial reports by the District's board is not noted in the minutes.

e) *Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*

No. Revenues are reliable with the majority coming from property taxes, special assessments, and interest that are all collected and allocated by the County. However, revenue is decreasing.

f) *Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*

Yes. The District's core revenues have decreased slightly over the past 5 years while expenditures have increased on average 14% per year. In addition, revenues have not been sufficient to accumulate funds to replace apparatus within the recommended life of the apparatus. Fund balance as of June 30, 2021 of $365,374 is approximately $965,000 below the minimum recommended amount.

g) *Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Does the agency need to identify and quantify what the possible significant risks and costs of infrastructure or equipment failure? Does the agency need a reserve policy?*

Yes. The District does not have a reserve policy nor a capital improvement plan (CIP). The District is working with outside counsel and its accountant to create a reserve policy. Total fund balance of $365,374 is approximately $965,000 below the minimum recommended amount. The minimum recommended fund balance is the total of 3 components as follows:

- Capital asset replacement. Using estimated apparatus replacement costs, this estimate divides this cost by the recommended life of each apparatus and assumes a straight-line projection and contribution to a capital asset replacement sinking fund.
- General reserve. This is the total of 50% of current secured taxes and 50% of special assessments to maintain liquidity from July through December each year when no tax/assessment revenue is received.
- Unassigned fund balance. GFOA recommendation of 15% of operating expenditures to mitigate revenue shortages and/or unanticipated expenditures.

The June 30,2021 actual and estimated minimum recommended fund balance amounts are as follows:

	6/30/2021 Actual Balance	6/30/2021 Recommended Balance	Excess/ (Shortage)
Apparatus Replacement			
Development impact fees	-		
Other funds	-		
	-	1,269,000	(1,269,000)
General reserve	-	55,000	(55,000)
Unassigned	365,374	7,000	358,374
Total Recommended Fund Balance	$ 365,374	$ 1,331,000	$ (965,626)

i) *Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear capital financing and debt management policy, if applicable?*

No. The District does not have any debt, including pension and OPEB liabilities.

Financial Ability MSR Determination

The District currently is not generating sufficient revenue to fund increasing operating expenditures and apparatus replacement in the long-term. Core revenues have declined slightly over the past 5 years while operating expenditures have increased on average 14% per year. Total fund balance has increased by $198,265 from $167,109 to $365,374. However, total fund balance is approximately $965,000 below a recommended best practice amount which includes funds that should be set aside for apparatus replacement, liquidity needs, and for unanticipated expenditures or decrease in revenue. Additional revenue will be required to replace apparatus as recommended and to hire staff for station coverage appropriately to improve call performance. The District has recently hired an external accountant to process accounts payable but will continue using the County's financial system as the official accounting records. The District board receives financial reports, but it is not noted in the minutes.

Financial Ability MSR Recommendation(s)

- Should the Elkhorn FPD not be dissolved, it should review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner.
- Should the Elkhorn FPD not be dissolved, it should create a CIP to determine how much funding needs to be set aside each year and determine whether current revenues are adequate to fund the program. The District should develop reserve policies to fund increased services, the CIP, and maintain an adequate fund balance.
- Should the Elkhorn FPD not be dissolved, it should consider increasing Elkhorn FPD's special assessment to provide funding for staffing to improve personnel/apparatus response and timely apparatus/equipment replacement. However, LAFCo suggests raising assessments for District landowners may not be reasonable considering much of the increased demand is being generated outside the FPD.

5. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities.

	YES	MAYBE	NO
a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*	☒	☐	☐

Discussion:

a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*

Yes. The cities of West Sacramento and Woodland are already assisting in covering Elkhorn FPD's calls under its 2015 auto aid agreement and the Elkhorn FPD service is now redundant and inferior to the cities' service. Therefore, LAFCo recommends service would be better provided by the cities of Woodland and West Sacramento.

Shared Services MSR Determination

The cities of West Sacramento and Woodland are already responding to calls in Elkhorn FPD's service area under the 2015 auto aid agreement and the Elkhorn FPD service is now redundant and inferior to the cities' service. Therefore, LAFCo recommends service would be better provided by the cities of Woodland and West Sacramento.

Shared Services MSR Recommendation

- Elkhorn FPD's facilities and services should be provided by the cities of West Sacramento and Woodland, divided geographically to minimize response times.

6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

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

		YES	MAYBE	NO
a)	*Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*	☒	☐	☐
b)	*Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*	☐	☐	☒
c)	*Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*	☐	☒	☐
d)	*Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?*	☒	☐	☐
e)	*Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*	☐	☐	☒
f)	*Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*	☐	☐	☒
g)	*If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*	☐	☐	☒
h)	*Does the organization need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*	☐	☐	☒

Discussion:

a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*

Yes. The cities of West Sacramento and Woodland are already covering Elkhorn FPD's calls under its 2015 auto aid agreement and the Elkhorn FPD service is now redundant and inferior to the cities' service. Therefore, LAFCo recommends service would be better provided by the cities of Woodland and West Sacramento. This would result in the City of Woodland providing service outside its jurisdictional boundary to portions of both the Springlake and Elkhorn FPDs and the City of West Sacramento providing service to a portion of the Elkhorn FPD and the Garcia Bend County Service Area (CSA) 9. The simplest governmental structure to be accountable and provide for community service needs in an efficient manner would be to consolidate service territory served by each city under one district. Such a structure would be more uniformly accountable for community service needs and

efficient. Therefore, LAFCo recommends the Elkhorn FPD be dissolved and its service territory be annexed into Springlake FPD (for the City of Woodland service area) and CSA 9 (for the City of West Sacramento service area), dividing up the territory geographically to minimize response times.

b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*

No. All the FPD board seats are filled. The Fire Chief recently left the FPD board because there was concern the position of fire chief might be incompatible with membership on the district board (see 84 Cal. Op. Att'y Gen. 94 (2001); 66 Ops. Cal. Atty. Gen. 176 (1983); but see 76 Ops. Cal. Atty. Gen. 38 (1993))."

Name / Title	Start	End
Gary McLaughlin /	01/28/2020	03/01/2024
Brent Noble /	01/28/2020	03/01/2024
William Mattos /	05/19/2020	06/01/2024
Paul Berg /	02/22/2022	01/01/2026
Thomas Kane /	05/10/2022	05/01/2026

If the Elkhorn FPD were dissolved and annexed into other districts, Elkhorn FPD board members may be eligible to serve on the Springlake FPD Fire Commission.

c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*

Maybe. The District's volunteer Chief has served in this role for decades and provides financial management and accountability. However, there is an issue with not having enough volunteer personnel (see Capacity section).

In addition, the Elkhorn FPD's previous legal counsel, which kept the Elkhorn FPD records, has been slow to respond to the Chief's numerous requests for records to provide to LAFCo. Elkhorn FPD files were finally returned to the Chief and the meeting minutes are incomplete. Minutes were missing for any meetings in FY 18/19, FY 19/20, and only one set of minutes for FY 20/21. However, the District has new counsel, and is in the process of a general governance update and clean up in response to these issues.

d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct?*

Yes. The Chief has indicated the Elkhorn FPD does not have any such policies, but with new legal counsel it is working on them.

e) *Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*

No. Elkhorn FPD has been exempted from needing to file Statements of Economic Interests.

f) *Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*

No. The most recent audit provided by the Elkhorn FPD is for fiscal years 2014 through 2018. The Elkhorn FPD is required to conduct an audit every five years. The same auditors were used for the last two audit cycles covering 10 years.

g) *If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*

No. Elkhorn FPD has hired an outside accountant to evaluate and manage FPD finances and verify the County Department of Financial Services (DFS) accounting coding is accurate. The District contracts with an audit firm to prepare and submit the annual State Controller's Financial Transactions Report, however there is not a discussion of the District's financial condition between the report preparer and the District.

h) *Does the* organization *need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*

No. The Elkhorn FPD does not have a website, but it has adopted resolutions of hardship each year, so it remains in compliance with state law.

Accountability, Structure and Efficiencies MSR Determination

Fire protection and emergency response services in Elkhorn FPD's service territory would be better provided by the cities of Woodland and West Sacramento. This would result in the City of Woodland providing service outside its jurisdictional boundary to portions of both the Springlake and Elkhorn FPDs and the City of West Sacramento providing service to a portion of the Elkhorn FPD and the Garcia Bend County Service Area (CSA) 9. The simplest governmental structure to be accountable and provide for community service needs in an efficient manner would be to consolidate service territory served by each city under one district. Such a structure would be more uniformly accountable for community service needs and efficient.

All the FPD board seats are filled and if the Elkhorn FPD were dissolved and annexed into other districts, Elkhorn FPD board members may be eligible to serve on the Springlake FPD Fire Commission to represent the territory's interests. The Elkhorn FPD's Chief has served this role for decades and provides financial management and accountability, however, there is an issue with not having a sufficient number of volunteer personnel although the District is apparently working on it. Accountability is also hampered by the slow responsiveness of Elkhorn FPD's prior legal counsel and the lack of minutes for meetings in FY 18/19, FY 19/20, and only one set of minutes for FY 20/21.

The Elkhorn FPD is required to conduct its audits on a five-year cycle and is current in its audits, last completed through 2018. The Elkhorn FPD does not have a website, but it has adopted resolutions of hardship each year, so it remains in compliance with state law.

Accountability, Structure and Efficiencies MSR Recommendation(s)

- Elkhorn FPD should be dissolved and its territory annexed into Springlake FPD (for the City of Woodland service area) and CSA 9 (for the City of West Sacramento service area), dividing up the territory geographically to minimize response times.
- Should the Elkhorn FPD not be dissolved, it should adopt policies relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties as soon as possible.
- Should the Elkhorn FPD not be dissolved, it should ensure the District's records are maintained in a complete manner and accessible to its staff.

DRAFT

7. BROADBAND ACCESS

Any other matter related to effective or efficient service delivery, as required by commission policy.

Per Yolo LAFCo Project Policy 6.2 "*it is the intent of Yolo LAFCo to comprehensively review broadband access in MSRs of local agencies that either serve communities and/or provide emergency services where broadband connection is critical (i.e. cities, CSDs, CSAs, FPDs and RDs).*"

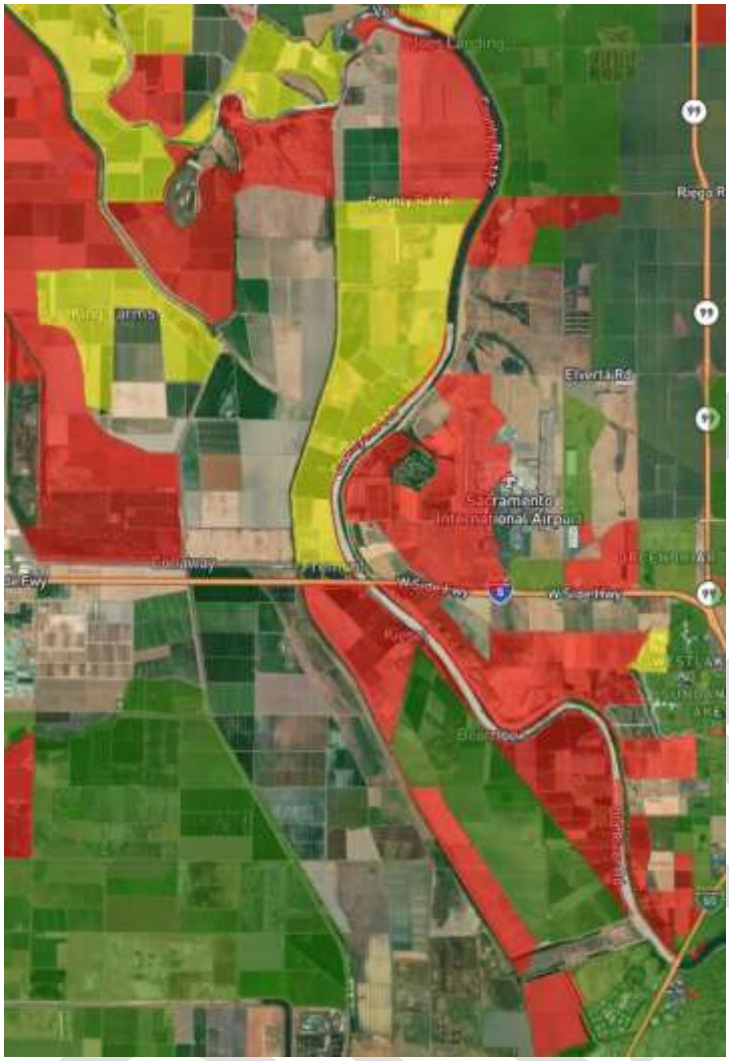
	YES	MAYBE	NO
a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*	☒	☐	☐
b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*	☐	☒	☐

Discussion:

a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*

Yes. Broadband is not available at the Elkhorn FPD Station nor most of its territory. According to the CPUC Interactive Broadband Map, the green area between I-5 and West Sacramento is provided fixed wireless broadband by either GeoLinks at 1 gig or Success.Net at 50/10 Mbps. Mobile/cellular data from AT&T is available at 46/7 Mbps. The Elkhorn FPD cited lack of broadband in its hardship resolution for why it was unable to provide a website.

DRAFT



b) Is there a lack of low-income subscription rates and/or digital literacy programs available?

Maybe. GeoLinks does not provide service cost information on its website. AT&T offers an Affordable Connectivity Program that allows qualified households to lower their wireless costs by $30 per month. According to the CPUC Broadband Mapping Program, broadband adoption is between 60% to 80% for the Elkhorn FPD territory.

Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account[5] and generally help troubleshoot technology challenges. Information and instruction about basic computer/tablet/smartphone use is offered in ESL conversation clubs, classes and in Yolo Reads Adult and Family Literacy program. The library also provides hotspots and Chromebooks for those that need these items. The library does not have a formalized technology curriculum, although there have been discussions regarding adding it as a service. However, the closest libraries are 10 miles away in either West Sacramento or Woodland.

Broadband Access MSR Determination

Broadband is not available at the Elkhorn FPD Station nor most of its territory. According to the CPUC Interactive Broadband Map, the green area between I-5 and West Sacramento is provided fixed wireless broadband by either GeoLinks at 1 gig or Success.Net at 50/10 Mbps. Mobile/cellular data from AT&T is available at 46/7 Mbps. Costs for GeoLinks is not available, Succeed.net is $80/month for a broadband speed plan, and AT&T offers a $30 reduction in its mobile plan for low-income households. The Elkhorn FPD cited lack of broadband in its hardship resolution for why it was unable to provide a website.

Broadband Access MSR Recommendation

- Yolo County should consider the lack of broadband service in the Elkhorn area as it addresses rural access issues.

[5] Email from Mark Fink, Yolo County Librarian on May 26, 2021

8. STATUS OF PREVIOUS MSR RECOMMENDATIONS	YES	MAYBE	NO
a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*	☒	☐	☐

Discussion:

a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*

2016 MSR Recommendations Specific to the Elkhorn FPD

- All of the districts (except Clarksburg, Dunnigan, West Plainfield, and Yolo FPDs with existing fiscal policies and/or capital renewal/replacement plans) should develop and adopt written fiscal policies addressing budgeting, procurement, reserve funds, fiscal audits, and capital renewal/replacement planning in conformance with recognized industry best fiscal practices.
- Elkhorn FPD should consider a contract for service with the City of Woodland and/or the City of West Sacramento to achieve long-term fiscal sustainability and continuity of services.
- Elkhorn, Knights Landing, Madison, and Yolo FPDs should consider seeking grant funding for apparatus replacement to facilitate long-term fiscal viability.

Status of Previous Recommendations MSR Determination

Elkhorn FPD has not adopted fiscal policies and a capital renewal/replacement plan as recommended in the 2016 MSR, although with new counsel and accountant the District is apparently working on these items. A contract for service with the cities of West Sacramento and Woodland has not been executed. Elkhorn FPD received approximately $61,000 of grant funding in 2017 and none in the 2018-2021 fiscal years.

DRAFT

SPHERE OF INFLUENCE STUDY

On the basis of the Municipal Service Review:

☒ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency's SOI is recommended and SOI determinations HAVE NOT been made.

☐ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency's SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.

DRAFT

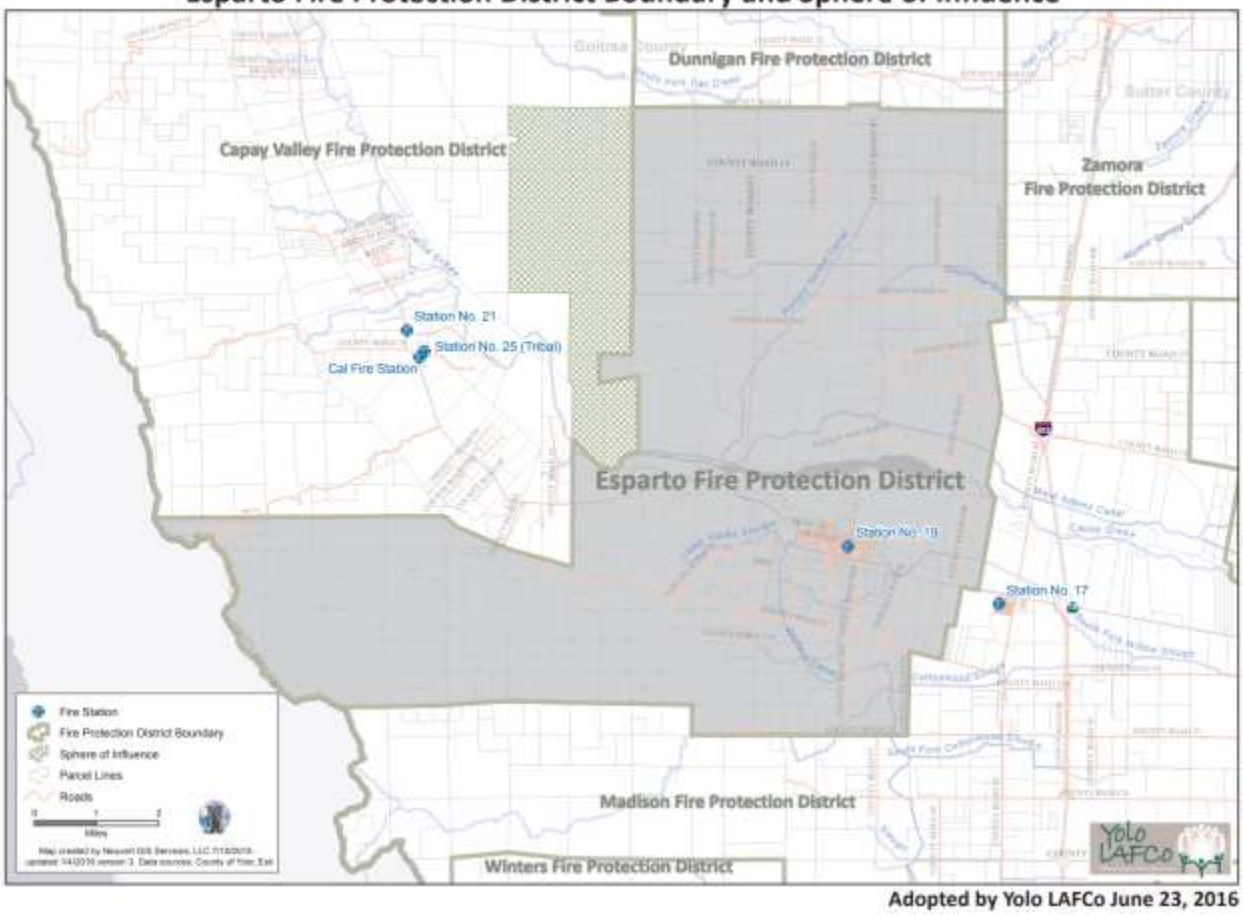
AGENCY PROFILE

The Esparto Fire Protection District (FPD) was formed in 1931 and is authorized to provide fire protection and emergency response services. It was formed as a dependent district to Yolo County, which delegated its decision making to a local fire commission with five members, each appointed by the Board of Supervisors to serve four-year terms.

The District is 48,162 acres in size and serves the unincorporated towns of Esparto, Capay and the surrounding rural area. The District contains 1,249 residential addresses, however 12 of these residential addresses includes 113 existing multi-family units (for 1,350 total residential units). Therefore, its residential population is estimated to be 3,780 residents[1] , Esparto also serves as a regional hub and has a daily influx of additional population to attend work, schools, sports events, and shopping/dining and includes 42 commercial addresses. The Esparto FPD station is located at 16960 Yolo Avenue in Esparto, which houses 8 apparatus has 2.5 paid staff, 4 reserves and 23 volunteers (29 staff in total including 23 firefighters).

The Esparto FPD boundary and sphere of influence (SOI) is shown below. The SOI area was adopted by LAFCo in 2016 to accommodate a territory swap with Capay Valley FPD to facilitate more efficient dispatch.

Esparto Fire Protection District Boundary and Sphere of Influence



Adopted by Yolo LAFCo June 23, 2016

[1] Population estimate is based on the number of residential addresses assigned in 2021 in the FPD territory with a Yolo County average of 2.5 persons per household.

MUNICIPAL SERVICE REVIEW

POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

The MSR determinations checked below are potentially significant, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by "no" answers, the Commission may find that a MSR update is not warranted.

- ☒ Growth and Population
- ☐ Disadvantaged Unincorporated Communities
- ☒ Capacity, Adequacy & Infrastructure to Provide Services
- ☒ Financial Ability
- ☒ Shared Services
- ☒ Accountability
- ☐ Broadband Access
- ☒ Status of Previous MSR Recommendations

LAFCO MUNICIPAL SERVICE REVIEW:

☐ On the basis of this initial evaluation, the required determinations are not significant and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).

☒ The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

1. GROWTH AND POPULATION

Growth and population projections for the affected area.	YES	MAYBE	NO
a) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*	☒	☐	☐
b) *Do changes in service demand suggest a change in the agency's services?*	☐	☐	☒

Discussion:

a) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*

Yes. The population for Esparto FPD is currently estimated to be 3,780. The town of Esparto has a population of 3,572 per the 2020 Census and is the only town in the County currently experiencing significant development-related growth. There are three subdivisions, an apartment complex, and two large County funded facilities planned for Esparto. The residential development equals 350-400 additional units, which would increase the population of Esparto by roughly 1,000 people and increase the size of the town by approximately 26%. Esparto FPD has an adopted development impact fee to cover the costs of providing additional service to new development but it only covers one-time capital expenses for new development. Because the Esparto FPD collects on average 3.9% of property taxes generated in the District (which is relatively low as compared to FPD average of 6.2%), the additional property tax revenues may not adequately cover the costs of serving new growth.

Over the last three fiscal years, total calls that resulted in Esparto FPD dispatched apparatus/personnel were 460 in FY 18/19, 532 in FY 19/20 and 589 in FY 20/21, a 28% increase in only three years.

b) *Do changes in service demand suggest a change in the agency's services?*

No. Population changes would not necessarily trigger an SOI or boundary change. In the 2016 MSR, a boundary swap was recommended with Capay Valley FPD to provide a more efficient response time. However, in 2021 both FPDs entered into a Joint Operations Agreement (JOA) and are working together and coordinating operations. As discussed in the Shared Services section, a JOA with Capay Valley FPD and hopefully Madison FPD as well would scale-up fire services to operate more as a regional unit for support and resiliency purposes. Therefore, changes in service demand do not suggest a change in the agency's services or boundaries.

Growth and Population MSR Determination

The population for Esparto FPD is currently estimated to be 3,780. However, there are three subdivisions, an apartment complex, and two large county-funded facilities planned for Esparto. The residential development equals 350-400 additional units, which would increase the population of Esparto by roughly 1,000 people and increase the size of the town by 26% and will impact Esparto FPD's service needs and demands. The Esparto FPD has an adopted development impact fee to cover the costs of providing additional equipment to new development but it only covers one-time capital expenses. For ongoing increased revenue, because the Esparto FPD collects on average 3.9% of property taxes generated in the District (which is relatively low as compared to other FPDs), the additional property tax revenues may not adequately cover the costs of serving new growth.

Population changes will not necessarily trigger an SOI or boundary change. The JOA with Capay Valley FPD that will hopefully include Madison FPD as well would scale-up fire services to operate more as a regional unit for support and resiliency purposes. Therefore, changes in service demand do not suggest a change in the agency's services or boundaries.

Growth and Population MSR Determination Recommendation

- The Esparto FPD should participate in the current study funded by Yolo County to determine if Esparto FPD property assessments need to be increased to cover the increasing costs of providing fire service to existing and new growth. The Esparto FPD should support any new Proposition 218 elections to increase Esparto FPD's ongoing revenues.

2. DISADVANTAGED UNINCORPORATED COMMUNITIES

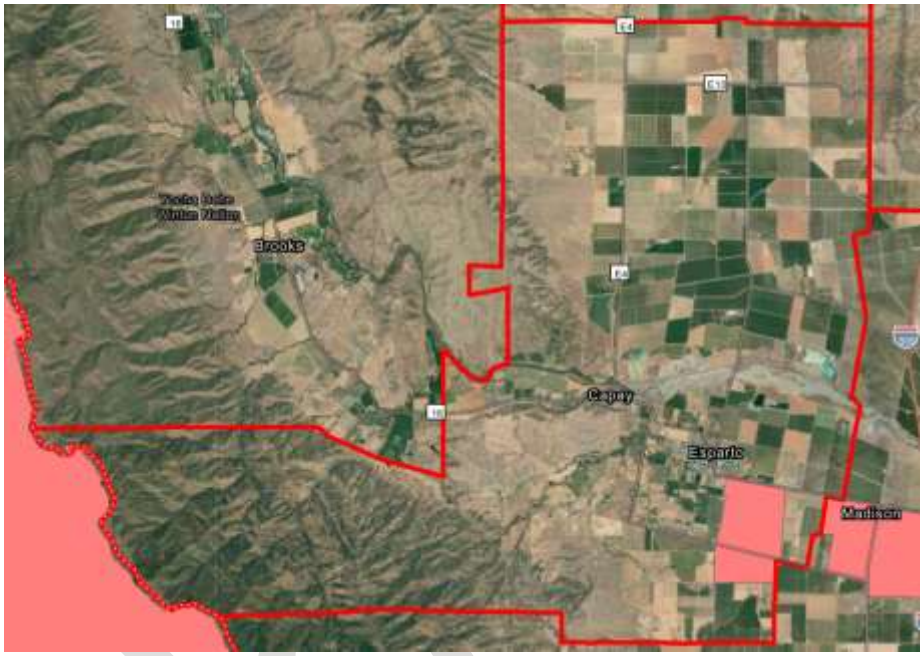
The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

		YES	MAYBE	NO
a)	*If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*	☐	☐	☒
b)	*If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.*	☐	☐	☒

Discussion:

a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*

No. A smaller, less populated portion of the Esparto FPD on the edge of town is considered disadvantaged[2] as shown below, however, all "inhabited unincorporated communities" countywide receive structural fire protection services.



b) If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.

Not applicable.

Disadvantaged Unincorporated Communities MSR Determination

A small portion of the Esparto FPD territory is disadvantaged, however, all "inhabited unincorporated communities" countywide receive structural fire protection services. Therefore, there is no concern that Esparto, Capay, and the outlying areas are either not receiving fire protection services or not receiving similar services due to disadvantaged economic issues in the Esparto FPD community.

[2] CALAFCO Disadvantaged Unincorporated Communities for State, RSG Inc. GIS Layer, dated December 10, 2021

3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) *Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*	☐	☐	☒
b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*	☒	☐	☐
c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*	☐	☒	☐
d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*	☐	☐	☒
e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*	☐	☐	☒

Discussion:

*a) Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*

No.

Fire Station

The Esparto FPD station was constructed in 1970 and is in good condition. It is connected to municipal water and sewer service provided by the Esparto Community Services District. The station could use some additional storage structures as some of the apparatus is currently housed in a covered carport. The Esparto FPD does own additional land on the town block that could be used to construct an additional storage building.

DRAFT



Apparatus and Equipment:

The table below lists the Esparto FPD's 8 apparatus.

Use	Apparatus	Type	Age (yrs)	Reserve? (Y/N)
Structure Fires	Engine-19	1	17	No
	Engine-219	1	8	No
Wildlands Fires	Brush-19[3]	3	27	No
Water Tenders	Water-19	Tactical -2	4	No
	Water-219	2	26	Maybe
Command/Utility	1900	N/A	1	No
	Utility-19	N/A	6	No
Other Apparatus	Squad-19	Light Rescue	22	No

All Esparto FPD apparatus receive annual service, regularly scheduled rig checks, and annual pump testing. Hoses and ladders are tested every two years and were last tested on December 14, 2021. Esparto FPD currently supplies all responding members with appropriate, current personal protective equipment (PPE). PPE is regularly inspected and follows a PPE replacement schedule. All self-contained breathing apparatus (SCBA) receive annual flow testing, which was last performed on June 24, 2021. All bottles are current in hydro date and are due for testing in October 2026.

Esparto FPD operates adequate communications equipment including radios with current programing that meets the needs for incident response. Currently, not all apparatus seats have a dedicated radio, but Esparto FPD was recently awarded two grant funding awards to purchase new radios. This funding will supply every seat with a dedicated radio. All apparatus does have mobile radios installed. Please update info if needed

[3] Replacement on order for 2022.

ISO Rating

The Insurance Services Office, Inc. (ISO) evaluates fire departments for the purpose of establishing insurance premiums, called "ISO ratings". An ISO fire rating is a score from 1 to 10 that indicates how well-protected a community is by the fire department and will affect insurance rates. Esparto FPD's ISO rating is 5/8B. The first number refers to the classification of properties within 5 road miles of a fire station and within 1,000 feet of water supply. The second number applies to properties within 5 road miles of a fire station but beyond 1,000 feet of water supply. In the ISO rating scale, a lower number is better: 1 is the best possible rating, while a 10 means the fire department did not meet ISO's minimum requirements. ISO generally assigns Class 10 to properties beyond 5 road miles of a fire station.

b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*

Yes.

Staff, Coverage and Training

The Esparto FPD has 2.5 paid staff, 4 reserves and 23 volunteers (29 staff in total including 23 firefighters). Esparto Station 19 is staffed Monday through Friday, 8am-5pm with two full-time employees and Saturday, Sunday with one Full-time employee. In addition to paid staff, 50% of the time there is 1 reserve Monday-Friday, 8am-5pm. Outside of these hours, Esparto is covered by volunteers.

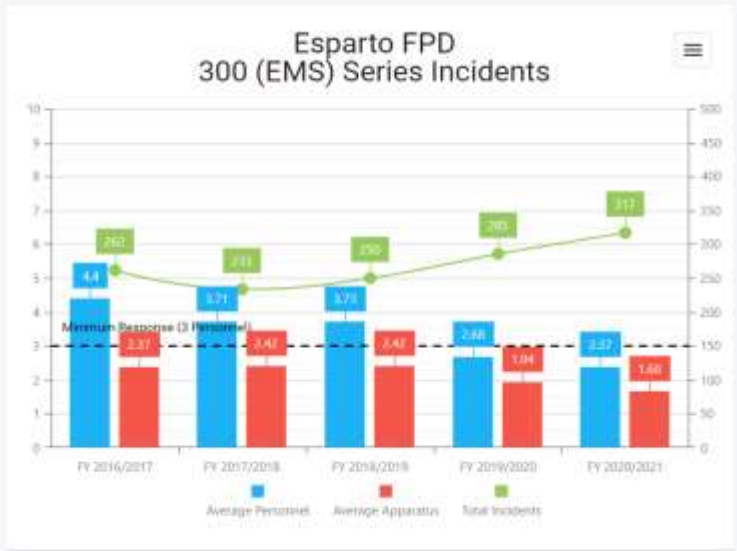
Esparto FPD has written operating policies and guidelines for its staff. Esparto and Capay Valley FPDs are working toward standardizing written operating policies and guidelines due to the two districts entering into a JOA. All new staff members are provided a handbook that documents and ensures all members are getting base level minimum training to respond to incidents adequately and safely. Incident Command System (ICS) basic training is a requirement before responders can respond to incidents, and it is included in new staff member handbooks. Esparto FPD participates in the Yolo County Firefighters Association Training Program. Responding personnel are fit tested on an annual basis.

Incident Reporting and Adequacy of Services

Esparto FPD utilizes Emergency Reporting web-based program for reporting and documentation. National Fire Incident Reporting System (NFIRS) reports are exported quarterly. Regarding the adequacy of response, standards for the number of personnel and apparatus were determined by the Fire Chiefs MSR Subcommittee for fire and rescue/EMS calls[4].

[4] By consensus of the Yolo Fire Chief's MSR Subcommittee, it was determined the minimum adequate response for a fire call is 4 personnel and 2 apparatus, and for a rescue/EMS call is 3 personnel and 1 apparatus.

Below is Esparto FPD's NFIRS response data for the last five fiscal years:

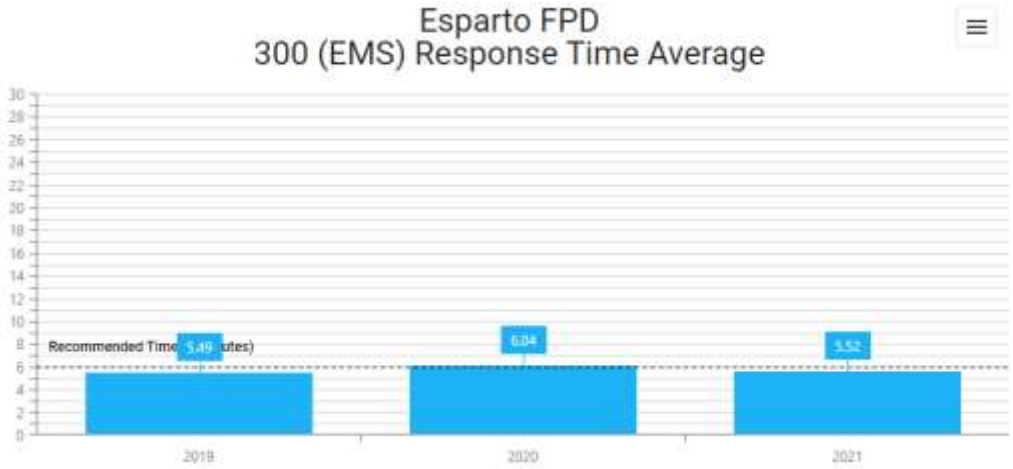




The above graphs show that Esparto FPD has not been able to respond to rescue/EMS calls (which is much more common by a factor of more than10 to 1) with enough personnel, on average, in the last two fiscal years. This suggests that more staffing is needed.

Response Time and Missed Calls

The MSR Subcommittee developed response time goals for rescue/emergency medical service (EMS) calls (6 minutes) and fire calls (9 minutes) for the first responding unit to arrive on scene. LAFCo recognizes it may be more difficult for volunteer and/or more rural FPDs to meet this goal, however as the MSR Subcommittee indicated, it represents a goal to focus on. FPD response time averages[5] for the 2019 – 2021 calendar years are shown below.



[5] Based on YECA data. For a list of the data outliers omitted, please reference the methodology discussion on page 1-10 of this MSR/SOI.



Esparto FPD had 0 missed calls in FY 18/19 and 18/20, and 1 missed call (or 0.2%) in FY 20/21.

Annual Performance Evaluation

NFPA requires FPDs to evaluate its level of service, deployment and response time objectives on an annual basis. Although Esparto FPD discusses levels of service and performance verbally at each commission meeting, it would be a good practice to provide a written evaluation of the Esparto FPD's level of service, deployment and response time objectives on an annual basis.

c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*

Maybe. Currently with current staffing levels. Esparto FPD is close to meeting the existing demands. Staff response has been trending down in recent years. With future growth it is anticipated that more full-time staffing will be required to adequately serve corresponding increased demand. Please see the response to 1a.

d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*

No. The Esparto FPD borders the Coastal Range and the western roughly half of the District is included in the State Responsibility Area and is mostly rated a moderate fire hazard risk for valley floor areas and very high risk for the mountainous areas. There has been a significant wildfire every season in recent years except 2021. Esparto FPD has included this high fire risk in its assessment of infrastructure and service needs. Esparto FPD has received revenue in some years from staff and apparatus reimbursement revenue for supporting CalFire during wildfire events. Esparto FPD is also working with the Yolo County Fire Safe Council.

e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*

No. Not applicable. Please see the response to 2a.

Capacity and Adequacy of Public Facilities and Services MSR Determination

Esparto FPD's apparatus includes two that exceed the recommended 25 years of age, but one replacement has already been ordered and the other may become surplus equipment. The station may need additional storage for apparatus. Esparto FPD's ISO rating is 5/8B. Esparto FPD has not been able to respond to rescue/EMS calls (which is much more common by a factor of more than 10 to 1) with enough personnel, on average, in the last two fiscal years. This suggests that more staffing is currently needed and with future growth in the pipeline it is anticipated that even more full-time staffing will be required to adequately serve corresponding increased demand. Esparto FPD has had 1 missed call in the last three FYs. Esparto FPD

has considered climate adaptation and included this high fire risk in its assessment of infrastructure and service needs. There are no fire service deficiencies related to disadvantaged unincorporated communities.

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

- Esparto FPD should increase personnel to improve its emergency response for both existing development and future growth.
- In addition to verbal updates at each meeting, the Esparto FPD should provide written evaluations of its level of service, deployment, and response time objectives on an annual basis.

4. FINANCIAL ABILITY

Financial ability of agencies to provide services.

		YES	MAYBE	NO
a)	*Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*	☐	☐	☒
b)	*Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*	☒	☐	☐
c)	*Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*	☐	☒	☐
d)	*Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*	☐	☐	☒
e)	*Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*	☐	☐	☒
f)	*Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*	☒	☐	☐

g)	*Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy?*	☒	☐	☐
h)	*Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?*	☐	☒	☐

DRAFT

Discussion:

ESPARTO FIRE PROTECTION DISTRICT
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES

	2017	2018	2019	2020	2021
Revenue					
Property taxes, in-lieu taxes, HOPTR	$ 157,985	$ 164,203	$ 175,861	$ 183,638	$ 192,642
Development impact fees	33,284	15,932	13,451	19,796	12,716
Interest	3,075	5,728	16,829	21,385	413
County tribal mitigation	12,500	29,352	29,809	29,990	29,999
Other County funding	-	-	-	-	32,500
Yocha Dehe Wintun Nation funding	-	115,000	-	20,000	8,333
Special assessment	61,074	59,997	60,301	76,020	75,547
CA Fire	-	-	80,485	13,091	26,132
Other revenue	15	25,525	1,339	72	112
Total Revenue	267,933	415,737	378,075	363,992	378,394
Expenditures					
Salaries and benefits	115,913	80,386	89,680	105,033	145,443
Services and supplies	72,183	90,250	104,961	105,345	142,391
Contributions to volunteers	21,496	12,946	15,014	20,328	12,236
Capital Assets:					
Buildings and improvements	-	40,053	-	-	-
Equipment	-	209,522	-	59,539	31,560
Total Expenditures	209,592	433,157	209,655	290,245	331,630
Net income (loss)	58,341	(17,420)	168,420	73,747	46,764
Beginning Fund Balance	480,421	538,762	521,342	689,762	763,509
Ending Fund Balances	$ 538,762	$ 521,342	$ 689,762	$ 763,509	$ 810,273
Fund Balances					
Restricted - Dev impact fees	$ 69,066	$ 85,973	$ 77,524	$ 49,014	$ 62,316
Assigned - Capital asset replacement	135,636	255,703	321,454	593,461	633,034
Assigned - General reserve	11,626	11,626	11,626	11,626	11,626
Unassigned	322,434	168,039	279,158	109,408	103,297
Total Fund Balances	$ 538,762	$ 521,341	$ 689,762	$ 763,509	$ 810,273
Y-T-Y Change in total Fund Balances					
Amount Increase (Decrease)	$ 58,341	$ (17,420)	$ 168,420	$ 73,747	$ 46,764
Percentage Increase (Decrease)	12.14%	-3.23%	32.31%	10.69%	6.12%
Property Tax Analysis					
a. Assessed Value (AV)	$ 409,931,778	$ 430,898,187	$ 447,698,563	$ 466,859,421	$ 487,499,225
b. Y-T-Y Percentage change in AV	8.84%	5.11%	3.90%	4.28%	4.42%
c. Current taxes and HOPTR	$ 154,623	$ 161,865	$ 173,625	$ 180,759	$ 188,801
d. Share of general 1% levy (c/a)	3.7719%	3.7565%	3.8782%	3.8718%	3.8728%

a) Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?

No. The District's total core revenues (property taxes, tribal mitigation, special assessments) and total fund balances have steadily grown over the past five years. Total fund balance has increased from $480,421 to $810,273 of that $747,957 can be used by the District for any purpose. The remaining

$62,316 is unexpended development impact fees that can only be expended on equipment and facilities that the District requires in order to provide services to new development within its service area.

Revenue

Esparto Fire Protection District's revenue consists of property taxes, special assessments development impact fees, interest, grants from the County and the Yocha Dehe Wintun Nation and other miscellaneous revenue. Like other rural fire districts, Esparto PFD relies primarily on a share of the general 1% property tax levy for the majority of its revenue. In fiscal year 2021, property taxes of $192,642 comprised 55% of total revenues (excluding strike team reimbursements). The District's share of property taxes within its boundaries is approximately 3.8%, while the average for all FPDs in the county is 6.2%. The District has also levied a special assessment since 1989. In 2021 special assessment revenue of $75,547 accounted for 21% of total revenue. Since 1990 the District has imposed development impact fees (DIF) which can only be used by the District to acquire equipment and facilities to service new development. Over the past 5 years the District has collected $95,179 of DIF. The District is one of the five FPDs that since 2004 receives tribal mitigation funding annually from the County. Over the past five years the District has received $131,650 of $132,500 it was entitled to. According to administrative procedures adopted by the County Administrator's Office, the funds are to be used to purchase "equipment and capital assets". In addition, over the past 5 years the Esparto FPD has received other County funding of $32,500, grants from the Yocha Dehe Wintun Nation totaling $143,333, strike team reimbursements of $119,708 and other revenue totaling $27,063.

Expenditures

District expenditures, excluding capital expenditures increased little from 2017 through 2020. However, in 2021 salary and benefits increased 38% due to staffing reorganization; hired full-time chief and replaced part-time secretary with full-time firefighter. Services and supplies increased by 35% due to deferred maintenance and improvements to transition facilities to 24-hour service. In addition, the District paid the volunteers $82,020 over the past 5 years for answering calls and other stipends.

The District participates in the California Public Employees Retirement System. Retirements expenditures are as follows:

2017	$9,036
2018	4,811
2019	8,158
2020	9,974
2021	11,082

Capital expenditures

2018: $40,053, new roof for station, $209,522 for a water tanker
2020: $59,539, 4x4 pickup
2021: $31,560, off road vehicle funded by County

District revenue growth has kept pace with expenditures.

b) *Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e., pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*

Yes. The Esparto FPD maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records. Since the FPD is a dependent district, it is subject to the same accounting and financial policies of the County. Accounting and budget data including all cash receipts and disbursements are reviewed by County finance staff before they are posted.

However, balances and note disclosures required by Governmental Accounting Standards Board Statement No. 68, "*Accounting and Financial Reporting for Pensions – An Amendment of GASB Statement No. 27",* are not recorded in the District's accounting records and the required note

disclosures describing the plan and other plan information are not included in the County's Annual Comprehensive Financial Report (ACFR). These balances, if material, and known by the District's commissioners may change funding priority decisions.

c) *Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*

Maybe. While reviewing fiscal year 2018 accounting data it was noted that $12,305 of County tribal mitigation funded was erroneously posted to expenditure accounts instead to the proper revenue account. This error was not detected before year-end closing was completed and now cannot be corrected.

d) *Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*

No. According to the Chief, the fire commission is provided a financial report at every meeting, but it's not noted in the minutes. In addition to the financial report the commissioners review and approve the annual budget, monthly listing of claims and notifications of receipts of miscellaneous revenue.

e) *Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*

No. Revenues are reliable, with the majority coming from property taxes and special assessments.

f) *Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*

Yes. The District is working on station upgrades to allow for 24-hour operations. including the hiring of a full-time fire fighter requiring additional resources. These future additional expenditures have not been factored into the analysis. In addition, the District's funds set aside for capital asset replacement is over $1,100,000 less than the minimum recommended amount. See also 4g below.

g) *Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy?*

Yes. The District does not have any reserve polices and the June 30, 2021 fund balance is over $1,100,000 less than the minimum recommended amount of $1,969,000. The recommended fund balance is the total of 3 components as follows:

- Capital asset replacement. Using estimated apparatus replacement costs, this estimate divides this cost by the recommended life of each apparatus and assumes a straight-line projection and contribution to a capital asset replacement sinking fund.
- General reserve. This is the total of 50% of current secured taxes and 50% of special assessments to maintain liquidity from July through December each year when no tax/assessment revenue is received.
- Unassigned fund balance. GFOA recommendation of 15% of operating expenditures to mitigate revenue shortages and/or unanticipated expenditures.

The June 30,2021 actual and estimated minimum recommended fund balances amounts are as follows:

	6/30/2021 Actual Balance	6/30/2021 Recommended Balance	Excess/ (Shortage)
Apparatus Replacement			
Development impact fees	62,316		
Other funds	633,034		
	695,350	1,799,000	(1,103,650)
General reserve	11,626	129,000	(117,374)
Unassigned	103,297	41,000	62,297
Total Recommended Fund Balance	$ 810,273	$ 1,969,000	$ (1,158,727)

h) *Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?*

Maybe. The Esparto FPD participates in the California Public Employees Retirement System (CalPERS) to provide retirement benefits to eligible employees. The County has elected not to calculate and record the District's pension liability, deferred outflows, deferred inflows, or pension expense required by Government Accounting Standards Board Statement No. 68 as this information has previously deemed immaterial to the County's Annual Comprehensive Financial Report taken as a whole. As a result, these numbers are not available to include in this report.

However, as of the June 30, 2020 actuarial valuation prepared by CalPERS the plan had only 1 retired and 2 active participants. The plan is 76% funded and future rates estimated by CalPERS do not increase in the short term. According to *CalPERS 2019 Annual Review of Funding Levels and Risks* the big risk is continuing employer rate increases. Required employer contributions will increase over the next few years while the cost of recent rate changes and investment losses are being phased in. In 4-5 years, required contributions are expected to decrease due to the continual decrease in normal cost as Classic members retire or terminate and are replaced by PEPRA members and required payments toward existing unfunded accrued bases will gradually be eliminated as individual unfunded actuarial liability bases are fully paid off. In the long-term, required employer contributions will trend toward the employer portion of the normal cost and all plans will gradually increase to around 100% funded over the next 25-30 years.

Due to the low number of participants, especially retired participants, it is not expected that future rates or the future liability will significantly impact the District.

Financial Ability MSR Determination

Due to conservative budget practices Esparto FPD is currently financial stable. The District's total annual ongoing operating revenues (property taxes, interest, tribal mitigation, special assessments) and total fund balances have steadily grown over the past five years. Total fund balance has increased from $480,421 to $810,273 of that $747,957 can be used by the District for any purpose. However, the available fund balance is less than what appears to be needed, mostly due to underfunding of the capital asset replacement reserve. The District does not have any reserve polices and the June 30, 2021 fund balance is over $1,100,000 less than the minimum recommended amount of $1,969,000. The Capacity and Adequacy of Services Section also recommends that increased staffing is needed. The District does not have formal reserve policies. Additional funding may be required to fund these needs and maintain adequate reserve balances. Esparto FPD maintains its funds in the County Treasury and uses the County's financial system to maintain its accounting records. Esparto FPD fire commission receives financial reports at each meeting, but this needs to be reflected on meeting agendas and minutes. As a dependent district, Esparto FPD is included in the County's Annual Comprehensive Financial Report (ACFR), however, Esparto FPD is a CALPERS member and required disclosures are not included. Due to the low number of participants, especially retired participants, it is not expected that future rates or the future liability will significantly impact Esparto FPD.

Financial Ability MSR Recommendation(s)

- Esparto FPD staff should review financial data on a regular basis and identify and discrepancies. The review should include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. It also should review monthly the transactions in the County system to transactions the agency submitted to the County for processing.
- Create a CIP to determine how much funding needs to be set aside each year and determine whether current revenues are adequate to fund the program. Develop reserve policies to fund increased services, the CIP, and maintain and adequate fund balances.
- Consider increasing Esparto FPD's special assessment to provide funding for staffing, facilities and apparatus/equipment needs.
- Districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on appropriate facilities.
- Yolo County should include the GASB 68 pension balances and note disclosures for Esparto FPD in the County's ACFR.

5. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities.

	YES	MAYBE	NO
a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*	☐	☒	☐

Discussion:

a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*

Maybe. LAFCo recommends Esparto FPD, Capay Valley FPD and Madison FPD scale up its services and operate more as a regional unit via a JOA. Esparto FPD and Capay Valley FPD have already entered into a JOA and are working towards standardizing written operating policies and guidelines. It also has mutual/auto aid agreements with surrounding fire departments. It is hoped that the Madison FPD joins the JOA as well.

The goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. Additional things that should be included as a required element of the JOA is:

- Apparatus/equipment standardization,
- Shared reserve apparatus, and
- Cooperative purchasing

Shared Services MSR Determination

LAFCo recommends Esparto FPD, Capay Valley FPD and Madison FPD scale up its services and operate more as a regional unit via a JOA. Esparto FPD and Capay Valley FPD have already entered into a JOA and are working towards standardizing written operating policies and guidelines. It also has mutual/auto aid agreements with surrounding fire departments. It is hoped that the Madison FPD joins the JOA as well. The

goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response.

Shared Services MSR Determination Recommendation

- Additional items that should be included as a required element of the JOA are apparatus/equipment standardization, shared reserve apparatus, and cooperative purchasing. These efficiencies are currently either optional or not included in the JOA.

6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

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

		YES	MAYBE	NO
a)	*Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*	☐	☒	☐
b)	*Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*	☐	☐	☒
c)	*Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*	☐	☐	☐
d)	*Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?*	☒	☐	☐
e)	*Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*	☐	☐	☒
f)	*Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*	☐	☐	☒
g)	*If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*	☐	☒	☐
h)	*Does the organization need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*	☒	☐	☐

Discussion:

a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*

Maybe. Esparto FPD has already entered into a JOA with Capay Valley FPD designed to improve operations and efficiencies. The recommendation below is to ensure Esparto FPD continues to maintain standing in good faith to achieve JOA goals.

b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*

No. All five fire commission seats are filled and there does not appear to be an issue with onboarding and maintaining fire commission members.

Name / Title	Start	End
David Schwenger /	02/19/2019	03/01/2023
Mitch Roath /	09/24/2019	09/01/2023
John Hulsman, Jr. /	12/17/2019	01/01/2024
Rudy Lucero /	03/09/2021	03/01/2025
Barry Burns /	09/28/2021	09/01/2025

c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*

No. Esparto FPD staff positions are filled and there does not appear to be any issues with turnover. Esparto FPD provides resources and training to personnel in fire/emergency response operations and financial management.

d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct?*

Yes. The District has a comprehensive employee handbook and since Esparto FPD is a dependent district it is assumed to comply with the County's accounting policies. However, the District does not have any polices governing the fire commissioners, such as selection of commissioners, chair responsibilities, attendance at meetings, meeting conduct, brown act, travel, and expense reimbursements, etc. The District should have general and administrative policies such as records retention and storage, use of vehicles, webpage, whistleblower, nepotism and disaster planning, the District should also consider financial polices such as the investment of surplus funds, reserves, fee setting and periodic fee review, allowable expenditures, budget preparation and budget to actual review, debt and borrowing, credit card use, periodic financial reporting to the commissioners, etc. LAFCo will provide samples/templates.

e) *Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*

No. Esparto FPD complies with Conflict-of-Interest Code requirements and is current with commission and staff Statement of Economic Interests (Form 700) disclosures.

f) *Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*

No. The dependent FPD's (including Esparto FPD) are included in the annual audit of the County's Annual Comprehensive Financial Report (ACFR). The FPD is reported as a blended component unit and accounted for as a special revenue fund. According to the State Controller's Office, the County's audited ACFR meets general audit requirements and the ACFR satisfies the requirements of Government Code 26909[6].

g) *If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*

Maybe. Esparto FPD is audited annually as part of the County's ACFR but it does not include individual review of the dependent FPDs, just the aggregate total balance of all dependent FPDs (so review is at a high level and not detailed). Yolo County should review agency finances with each dependent FPD

[6] Per email dated July 6, 2021 from Sandeep Singh, Manager, Local Government Policy Section Office of State Controller, Local Government Programs and Services Division

each year, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable.

h) *Does the* organization *need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*

Maybe. Dependent special districts are not legally required to maintain a website. The Esparto FPD has a website but received a 42% transparency score for best practices in 2021. Please see the report posted on the LAFCo website for where improvements are recommended.

Accountability, Structure and Efficiencies MSR Determination

There are no recommended changes to Esparto FPD's governmental structure or operations that will increase accountability and efficiency. Esparto FPD has already entered into a JOA with Capay Valley FPD designed to improve operations and efficiencies. The recommendation below is to ensure Esparto FPD continues to maintain standing in good faith to achieve JOA goals. Esparto FPD is effective in its current structure and there are no issues with maintaining fire commissioners and staff. Commissioners and key staff are trained regarding the organization's program requirements and financial management. Esparto FPD has some basic policies but should consider adopting additional policies regarding meeting attendance, conduct, responsibilities of officers, personnel, and accounting/financial procedures. EPFD is current in making its Statement of Economic Interests (Form 700) disclosures and as a dependent FPD, Yolo County performs its audits. Although it's not legally required, the Esparto FPD has a website but received a 42% best practices transparency score in 2021.

Accountability, Structure and Efficiencies MSR Recommendation(s)

- Capay Valley, Esparto and Madison FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources.
- The Esparto FPD should adopt policies related to meeting attendance, conduct, responsibilities of officers, and personnel (including employee/volunteer promotions, performance evaluations, drug and alcohol policies, payroll processing, etc.) In addition, accounting and financial policies should be developed to include general accounting, processing, and recording of disbursements and receipts, allowable expenditures, employee and travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.
- Yolo County should review agency finances with each dependent FPD each year to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable.
- Dependent special districts, such as Esparto FPD, are not legally required to maintain a website. The Esparto FPD has a website but received a 42% best practices transparency score in 2021. Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are recommended.

7. BROADBAND ACCESS

Any other matter related to effective or efficient service delivery, as required by commission policy.

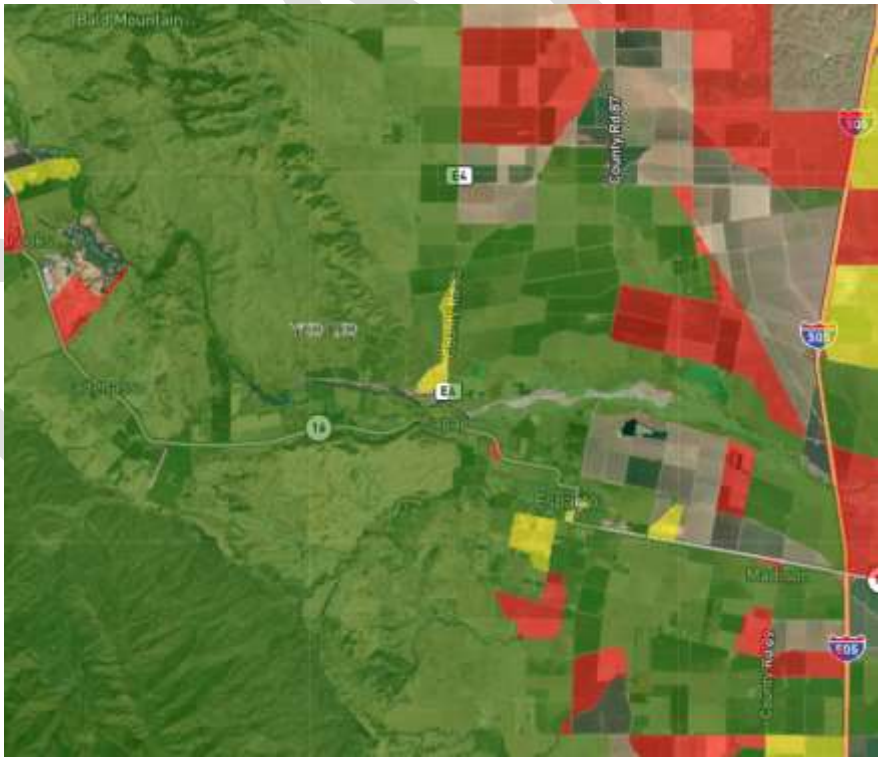
Per Yolo LAFCo Project Policy 6.2 "*it is the intent of Yolo LAFCo to comprehensively review broadband access in MSRs of local agencies that either serve communities and/or provide emergency services where broadband connection is critical (i.e. cities, CSDs, CSAs, FPDs and RDs).*"

	YES	MAYBE	NO
a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*	☐	☐	☒
b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*	☐	☐	☒

Discussion:

a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*

No. The town of Esparto is provided broadband service by Esparto Broadband, Inc. at either 100 Mbps download and 10 Mbps upload speeds or 50 Mbps download and 5 Mbps upload speeds depending on location[7]: The town of Capay has service from either Frontier Communications at 115 Mbps download and 7 Mbps upload speeds or Esparto Broadband, Inc. at 50 Mbps download and 5 Mbps upload speeds depending on the location. The rural areas are mostly covered by Winters Broadband LLC at 25 Mbps download speed and 6 Mbps upload speed. Therefore, broadband speeds of 25/3 Mbps is generally available in the Esparto FPD territory.



[7] CPUC Broadband Mapping Program data as of December 31, 2019. Speeds provided are maximum advertised speeds and not necessarily typical speeds actually experienced by the subscriber.

b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*

No. However, according to the CPUC Broadband Mapping Program, broadband adoption at 25/3 Mbps is low at only 20%-40% for the Esparto FPD territory.

As a small local provider, Esparto Broadband, Inc. does not offer low-income subscription rates, but its 25 Mbps "Light" plan is offered at $41.00 per month. Much of Esparto is also covered by AT&T at slower speeds, which offers a program for low-income households that includes 25 Mbps download speeds for $10.00 per month with free installation, in-home Wi-Fi®, no deposit and no annual contract. Frontier Communications offers a low-income subscription rate of $9.25 per month.

Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account[8] and generally help troubleshoot technology challenges. Information and instruction about basic computer/tablet/smartphone use is offered in ESL conversation clubs, classes and in Yolo Reads Adult and Family Literacy program. The library also provides hotspots and Chromebooks for those that need these items. The library does not have a formalized technology curriculum, although there have been discussions regarding adding it as a service.

Broadband Access MSR Determination

Broadband access in the Esparto FPD does not appear to be an issue that would disrupt fire protection and emergency services. Broadband speeds of 25/3 Mbps is generally available in the Esparto FPD territory by multiple providers. However, according to the CPUC Broadband Mapping Program, broadband adoption at 25/3 Mbps is low at only 20%-40%. Frontier Communications as a national internet service provider is required to offer low-income subscription rates, while a small local provider such as Esparto Broadband, Inc. is not. However, for low-income residents AT&T is also available as a secondary option in most of Esparto.

8. STATUS OF PREVIOUS MSR RECOMMENDATIONS

	YES	MAYBE	NO
a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*	☒	☐	☐

Discussion:

a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*

2016 MSR Recommendations Specific to the Esparto FPD and Status

1. All of the districts (except Clarksburg, Dunnigan, West Plainfield, and Yolo FPDs with existing fiscal policies and/or capital renewal/replacement plans) should develop and adopt written fiscal policies addressing budgeting, procurement, reserve funds, fiscal audits, and capital renewal/replacement planning in conformance with recognized industry best fiscal practices.

   Status: Esparto FPD is working on written policies, however, per this 2016 recommendation they have not been adopted yet.

2. Esparto FPD should consider reducing the size of its fire apparatus inventory to facilitate long-term fiscal sustainability.

   Status: The Esparto FPD has reduced the size of its fire apparatus inventory since the 2016 MSR.

[8] Email from Mark Fink, Yolo County Librarian on May 26, 2021

3. Esparto and Madison FPDs should consider consolidating into a single district to enhance operational and fiscal efficiencies.

   Status: In lieu of a legal consolidation, Esparto FPD has invited Madison FPD to join the JOA, which would be considered a "functional consolidation".

Status of Previous Recommendations MSR Determination

Esparto FPD has complied with two of the three recommendations. It has reduced its fire apparatus reserve inventory since the 2016 MSR and has invited Madison FPD to participate in a JOA which would be considered a "functional consolidation": Esparto FPD has not adopted written fiscal policies addressing budgeting, procurement, reserve funds, fiscal audits, and capital renewal/replacement planning in conformance with recognized industry best fiscal practices.

DRAFT

SPHERE OF INFLUENCE STUDY

On the basis of the Municipal Service Review:

☒ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency's SOI is recommended and SOI determinations HAVE NOT been made.

☐ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency's SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.

DRAFT

AGENCY PROFILE

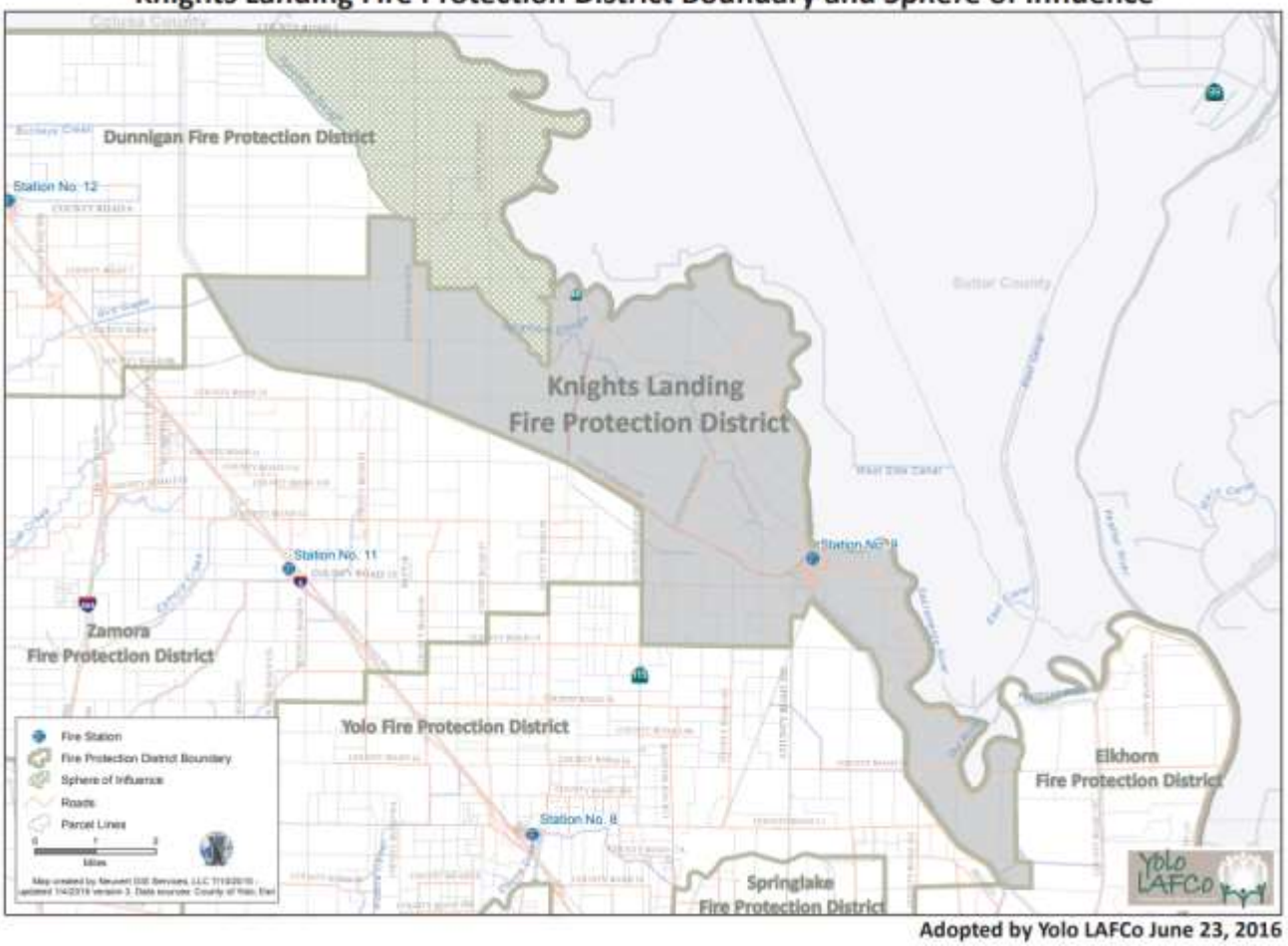
The Knights Landing Protection District (FPD) was formed in 1942 and is authorized to provide fire protection and emergency response services. It was formed as a dependent district to Yolo County, which delegated its decision making to a local Fire Commission with five members, each appointed by the Board of Supervisors to serve four-year terms.

The District is 23,692 acres in size and serves the unincorporated town of Knights Landing and the surrounding rural area. The entire District contains 423 residential and 22 commercial addresses and its residential population is estimated to be 1,058 residents[1]. However, according to the 2020 Decennial Census the town of Knights Landing alone has a population of 1,117. Apparently, the town exceeds the countywide average of 2.5 persons per household.

The Knights Landing FPD has Station 9 located at 42115 Sixth Street in Knights Landing. The District has 7 apparatus and has a volunteer chief, and assistant chief that receives a small annual stipend, a part-time secretary, 0 reserves and 13 volunteers).

The Knights Landing FPD boundary and sphere of influence (SOI) is shown below.

Knights Landing Fire Protection District Boundary and Sphere of Influence



Adopted by Yolo LAFCo June 23, 2016

[1] Population estimate is based on the number of residential addresses assigned in 2021 in the FPD territory with a Yolo County average of 2.5 persons per household.

MUNICIPAL SERVICE REVIEW

POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

The MSR determinations checked below are potentially significant, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by "no" answers, the Commission may find that a MSR update is not warranted.

- ☒ Growth and Population
- ☒ Disadvantaged Unincorporated Communities
- ☒ Capacity, Adequacy & Infrastructure to Provide Services
- ☒ Financial Ability
- ☒ Shared Services
- ☒ Accountability
- ☒ Broadband Access
- ☒ Status of Previous MSR Recommendations

LAFCO MUNICIPAL SERVICE REVIEW:

☐ On the basis of this initial evaluation, the required determinations are not significant and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).

☒ The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

1. GROWTH AND POPULATION

Growth and population projections for the affected area.	YES	MAYBE	NO
a) *Will growth and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*	☐	☒	☐
b) *Do changes in service demand suggest a change in the agency's services?*	☐	☐	☒

Discussion:

a) *Will growth and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*

Maybe. The population has not changed significantly, but the call volume has gone up 40% over the last three years. The population for Knights Landing FPD is currently estimated to be 1,058 and some additional infill development is anticipated, but not significant development that would compromise service levels. The FPD does have a development impact fee to cover the costs of providing additional service to new development, but it has not generated significant revenue until FY 2020/21 due to FEMA flood zone reclassification.

The data that is more applicable to fire service demand is call data, which has increased more than population countywide. Over the last three fiscal years, total calls that resulted in dispatched

apparatus/responders were 232 in FY 18/19, 303 in FY 19/20 and 325 in FY 20/21, a 40% increase in only three years.

b) *Do changes in service demand suggest a change in the agency's services?*

No. Knights Landing FPD has been impacted by providing significant aid responding to calls across the county border to Robbins FPD in Sutter County. However, these issues would not be helped by a change in agency boundaries. There has been some discussion about Robbins FPD wanting to consolidate with Knights Landing FPD, however, LAFCo recommends this not be considered until Robbins FPD is more stable and has services to offer/share.

Growth and Population MSR Determination

The population for Knights Landing FPD is currently estimated to be 1,058 and some additional infill development is anticipated, but not significant development that would compromise service levels. However, over the last three fiscal years, total calls that resulted in dispatched apparatus/responders were 232 in FY 18/19, 303 in FY 19/20 and 325 in FY 20/21, a 40% increase in only three years. Knights Landing FPD has been impacted by providing significant aid responding to calls across the county border to Robbins FPD in Sutter County. However, these issues would not be helped by a change in agency boundaries. There has been some discussion about Robbins FPD wanting to consolidate with Knights Landing FPD, however, LAFCo recommends this not be considered, if at all, until Robbins FPD is more stable and has services to offer/share.

2. DISADVANTAGED UNINCORPORATED COMMUNITIES

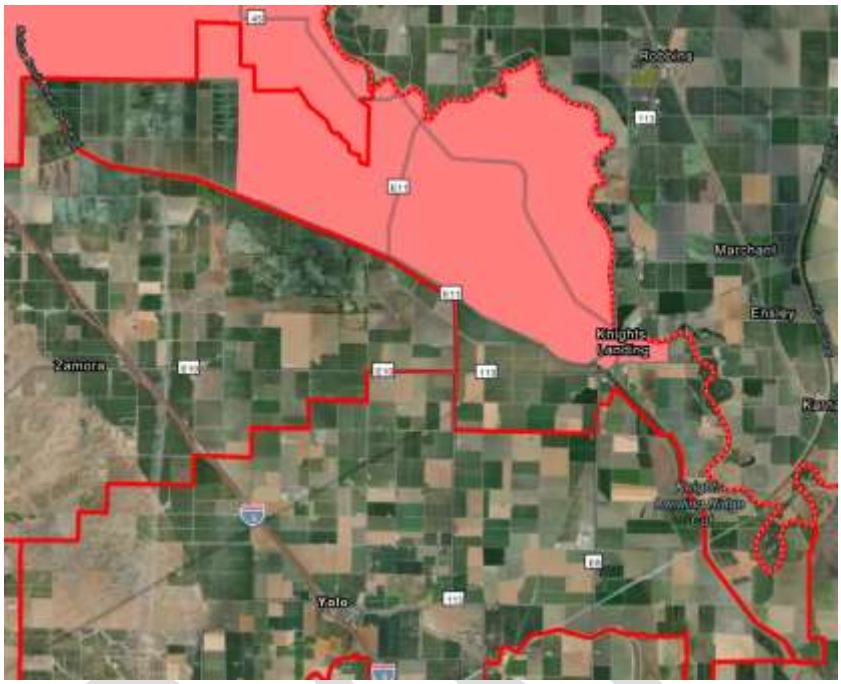
The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

		YES	MAYBE	NO
a)	*If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*	☐	☒	☐
b)	*If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.*	☐	☐	☒

Discussion:

a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*

Maybe. Although all territory countywide receives structural fire protection services, Knights Landing FPD may not receive equal access to services due to its disadvantaged status[2]. Knights Landing FPD is struggling to fund apparatus replacement and has lower revenue as compared to other FPDs with a similar call volume which is likely due in part to its disadvantaged status and corresponding lack of funding. For more information regarding service issues, please see item 3e.



b) *If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.*

No. All territory countywide receives structural fire protection services, therefore, the Knights Landing FPD boundaries do not need to be changed.

Disadvantaged Unincorporated Communities MSR Determination

Knights Landing FPD boundaries do not need to be changed because all territory countywide receives structural fire protection services, although Knights Landing FPD may not receive equal access to and revenue for needed services due to its disadvantaged status. Knights Landing FPD is struggling to fund apparatus replacement and has lower revenue as compared to other FPDs with a similar call volume, which is likely due in part to its disadvantaged status and corresponding lack of funding. Support of a Proposition 218 increase would likely be affected by the disadvantaged income status of roughly half of its territory.

[2] CALAFCO Disadvantaged Unincorporated Communities for State, RSG Inc. GIS Layer, dated December 10, 2021

3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) *Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*	☒	☐	☐
b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*	☐	☒	☐
c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*	☐	☒	☐
d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*	☐	☐	☒
e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*	☒	☐	☐

Discussion:

*a) Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*

Yes.

Fire Stations

The Knights Landing FPD Station No. 9 is located at 42115 Sixth Street in Knights Landing which houses 5 apparatus, a utility vehicle and a boat. The station appears to be in mostly adequate condition, but it needs new bay doors and has never had the plumbing completed for a functional shower for personnel to clean off residue after an incident or to support 24-hour station coverage. Knights Landing FPD attempted to purchase a surplus property going up for auction in town to provide sleeping quarters, office, and storage space, but unfortunately the opportunity fell through.

DRAFT



Apparatus:

Knights Landing FPD has 5 apparatus, 1 command/utility vehicle, and 1 boat for response on the Sacramento River as follows:

Station 9 (Volunteer) Apparatus

Use	Apparatus	Type	Age (yrs)	Reserve? (Y/N)
Structure Fires	Engine 9	1	24	No
	Engine 209	2	12	No
Wildlands Fires	Brush 9	5	1	No
Water Tenders	Water Tender 9	Water Tender	47	No
Command/Utility	Utility	Command Utility	16	No
Other Apparatus	Squad 9	Light Rescue	26	Yes
	Boat 9	Boat	41	No

All Knights Landing FPD apparatus receive regular maintenance service, regularly scheduled rig checks, and annual pump testing. Hoses are tested annually, and ladders are tested every other year. Of the 7 apparatus/vehicles, 3 are over the recommended 25-year lifespan (although 1 of those is surplus/reserve) and 1 engine is 24 years old.

The FPD currently supplies all responding members with appropriate, in-date personal protective equipment (PPE). PPE is regularly inspected and follows a PPE replacement schedule. All self-contained breathing apparatus (SCBA) receive annual flow testing and bottles every 5 years conforming to NFPA standards. Knights Landing FPD operates adequate communications equipment including radios that it keeps updated every year. All apparatus has a mobile radio and portable radios for every seat.

ISO Rating

Knights Landing FPD's ISO rating is 05/5Y and was last reviewed in 2017. The Insurance Services Office, Inc. (ISO) evaluates fire departments for the purpose of establishing insurance premiums, called "ISO ratings". An ISO fire rating is a score from 1 to 10 that indicates how well-protected a community is by the fire department and will affect insurance rates. The first number refers to the classification of properties within 5 road miles of a fire station and within 1,000 feet of water supply. The second number applies to properties within 5 road miles of a fire station but beyond 1,000 feet of water supply. In the

ISO rating scale, a lower number is better: 1 is the best possible rating, while a 10 means the fire department did not meet ISO's minimum requirements. ISO generally assigns Class 10 to properties beyond 5 road miles of a fire station.

*b) Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*

Maybe.

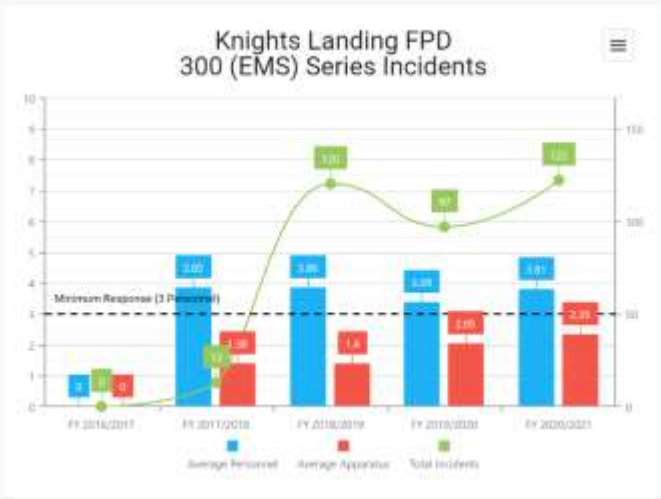
Staff, Coverage and Training

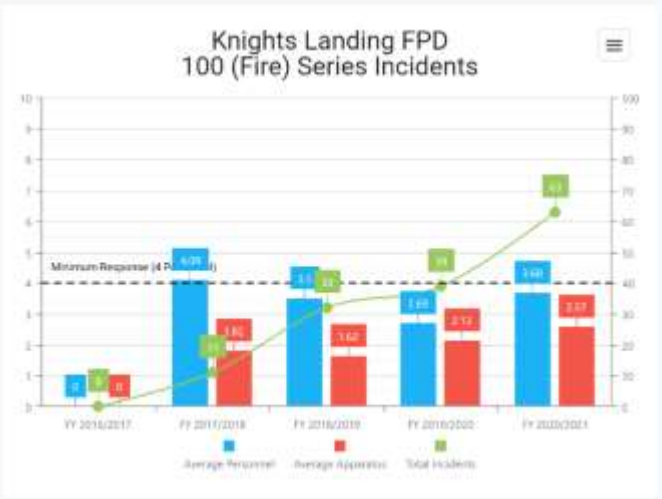
The District has a chief that receives a small stipend, and assistant chief (unpaid) 0 reserves and 13 volunteers (14 firefighters total). The station is not staffed on a regular basis. Knights Landing FPD has written guidelines and procedures and reports having a training program that ensures personnel are competent and safe to execute operations. The FPD trains all incident response personnel in ICS (incident command system) and participates in the Yolo County Firefighters Association Training Program. Responding personnel are fit tested on an annual basis.

Incident Reporting and Adequacy of Services

Knights Landing FPD utilizes Emergency Reporting web-based program for reporting and documentation. However, the Knights Landing FPD reports it needs to get the reports uploaded to the National Fire Incident Reporting System (NFIRS). Regarding the adequacy of response, standards for the number of personnel and apparatus were determined by the Fire Chiefs MSR Subcommittee for fire and rescue/EMS calls[3].

Below is Knights Landing FPD's NFIRS response data for the last five fiscal years:





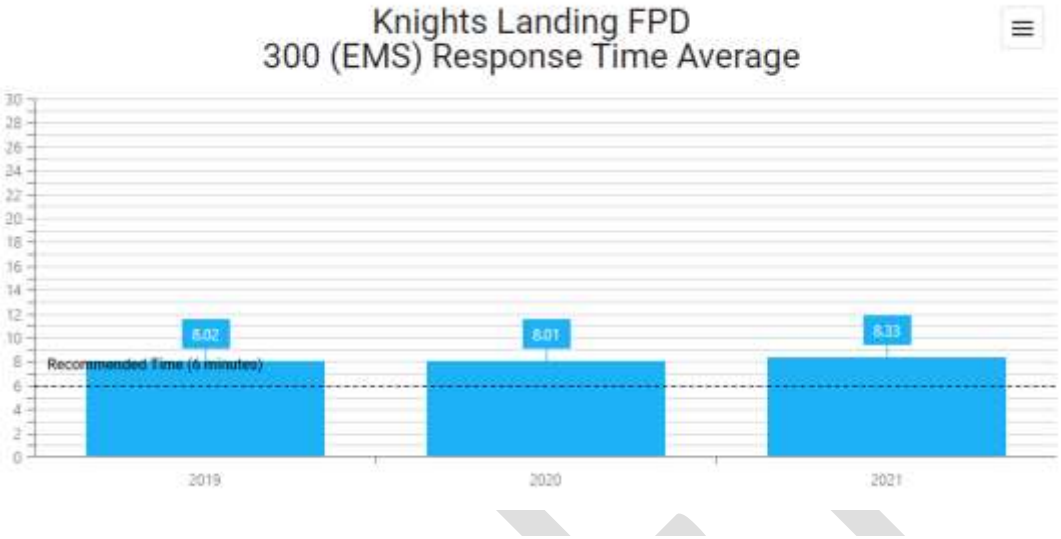
Data was not available for the first FY, but data for the last four FYs indicate that Knights Landing FPD is responding with adequate personnel and apparatus to rescue/EMS calls (which outnumber fire calls by 2:1 in FY 2020/21) and is struggling to respond with sufficient personnel to fire calls.

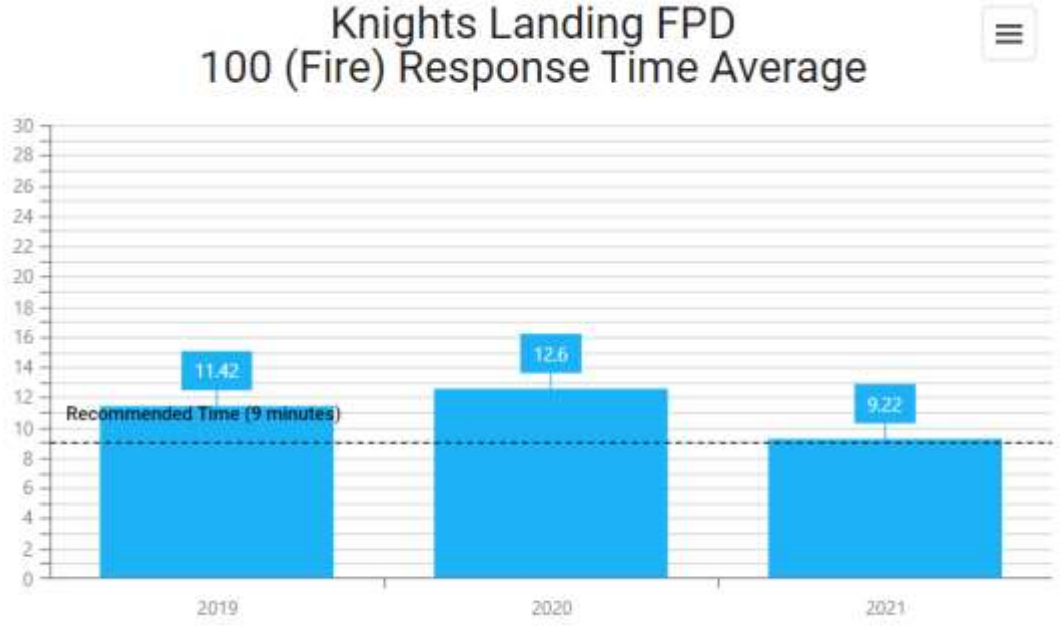
Response Time and Missed Calls

The MSR Subcommittee developed response time goals for rescue/emergency medical service (EMS) calls (6 minutes) and fire calls (9 minutes) for the first responding unit to arrive on scene. LAFCo recognizes it may be more difficult for volunteer and/or more rural FPDs to meet this goal, however as

[3] By consensus of the Yolo Fire Chief's MSR Subcommittee, it was determined the minimum adequate response for a fire call is 4 personnel and 2 apparatus, and for a rescue/EMS call is 3 personnel and 1 apparatus.

the MSR Subcommittee indicated, it represents a goal to focus on. FPD response time averages[4] for the 2019 – 2021 calendar years are shown below.





Knights Landing FPD has had 20 missed call in the last three fiscal years as reported by YECA (7 calls/5.7% of calls in FY 18/19, 8 calls/5.0% of calls in FY 19/20, and 5 calls/3% of calls in FY 20/21).

[4] Based on YECA data. For a list of the data outliers omitted, please reference the methodology discussion on page 1-10 of this MSR/SOI.

FPD Level of Service Evaluation

NFPA requires FPDs to evaluate its level of service, deployment, and response time objectives on an annual basis. From talking to the Chief, it does not appear this review is occurring. Therefore, establishing this review and evaluation process at least on an annual basis is a recommendation.

c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*

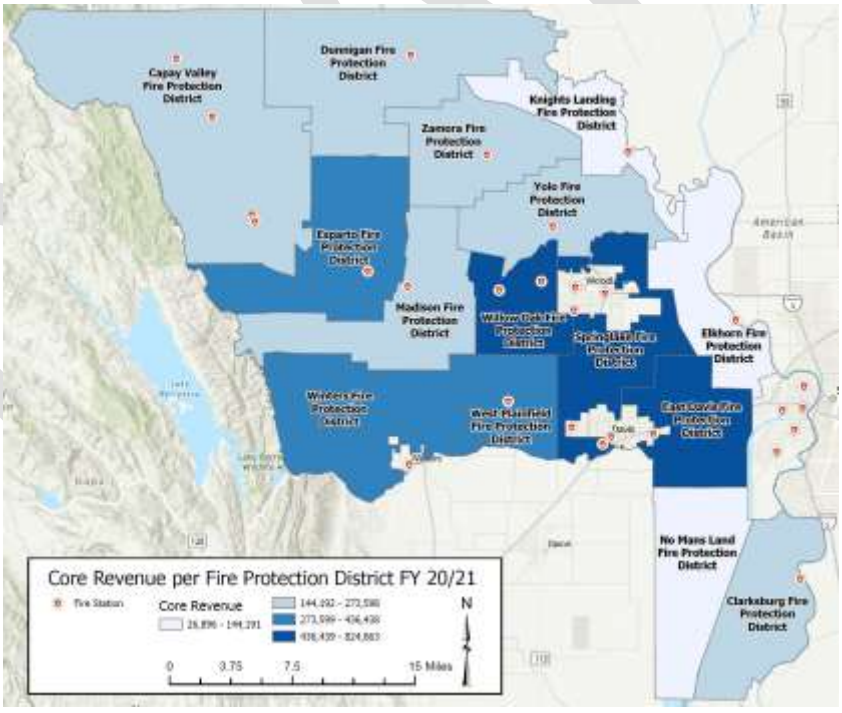
Maybe. Please see the response to 1a.

d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*

No. The FPDs collectively report that climate change is not a factor in the valley and is only an issue for those FPDs that border the Coastal Range. Some FPDs benefit financially from staff and apparatus reimbursement revenue for supporting CalFire during wildfire events, but Knights Landing FPD has not had sufficient coverage to enable it to take advantage of these revenue opportunities.

e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*

Yes. The northern half of the Knights Landing FPD (including the community) is disadvantaged (see the response to 2a). Knights Landing FPD is struggling to fund apparatus replacement and has lower revenue as compared to other FPDs with a similar call volume, which is likely due in part to its disadvantaged status and corresponding lack of funding. Knights Landing FPD's core revenues are relatively low, yet in FY 20/21 it had the 5th highest number of dispatches of all the FPDs. Knights Landing FPD needs updated apparatus and may need increased personnel, which will likely require increased revenue. Support of a Proposition 218 increase would likely be affected by the disadvantaged income status of most of its population.



Capacity and Adequacy of Public Facilities and Services MSR Determination

The Knights Landing FPD Station No. 9 is located at 42115 Sixth Street in Knights Landing which houses 5 apparatus, a utility vehicle, and a boat. The station appears to be in mostly adequate condition, but it needs new bay doors and has never had the plumbing completed for a functional shower for personnel to

clean off residue after an incident or to support 24-hour station coverage. Of the 7 apparatus/vehicles, 3 are over the recommended 25-year lifespan (although 1 of those is surplus/reserve) and 1 engine is 24 years old. The FPD currently supplies all responding members with appropriate, in-date personal protective equipment (PPE). PPE is regularly inspected and follows a PPE replacement schedule. Knights Landing FPD's ISO rating is 05/5Y and was last reviewed in 2017.

Knights Landing FPD does not staff its station with regular schedule, operates its station on volunteer basis and personnel respond to calls as needed. It pays its chief a small stipend, pays for a part-time secretary, but otherwise is staffed with all volunteers. Knights Landing FPD has written guidelines and procedures and reports having a training program that ensures personnel are competent and safe to execute operations. Knights Landing FPD utilizes Emergency Reporting web-based program for reporting and documentation but needs to update it monthly to NFIRS. Data for the last four FYs indicate that Knights Landing FPD is responding with adequate personnel and apparatus to rescue/EMS calls (which outnumber fire calls by 2:1 in FY 2020/21) and is struggling to respond with sufficient personnel to fire calls. The northern half of the Knights Landing FPD (including the community) is disadvantaged. Knights Landing FPD is struggling to fund apparatus replacement and has lower revenue as compared to other FPDs with a similar call volume, which is likely due in part to its disadvantaged status and corresponding lack of funding.

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

- Develop a plan to replace the station bay doors and provide a shower for firefighters to clean off potentially hazardous residue after incidents and to allow for 24-hour station coverage.
- Knights Landing FPD should consider replacing apparatus that exceeds the recommended 25-year lifespan which will likely require increased revenue. It may be difficult for the voters to support a Proposition 218 assessment to increase Knights Landing FPD revenue due to the disadvantaged income status of most of its population.
- Knights Landing FPD should provide written evaluations of its level of service, deployment, and response time objectives on an annual basis at a Fire Commission meeting. Knights Landing FPD needs to keep an eye on ensuring adequate personnel responding to fire calls. If call volume continues to increase, reserves providing regular station coverage may be needed.
- Knights Landing FPD needs to complete its NFIRS reporting on an ongoing monthly basis and obtain training if needed.

4. FINANCIAL ABILITY

Financial ability of agencies to provide services.

		YES	MAYBE	NO
a)	*Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*	☐	☐	☒
b)	*Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*	☐	☐	☒

c)	*Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*	☐	☐	☒
d)	*Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*	☐	☐	☒
e)	*Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*	☐	☐	☒
f)	*Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*	☒	☐	☐
g)	*Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy?*	☒	☐	☐
h)	*Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?*	☐	☐	☒

DRAFT

Financial Background

KNIGHTS LANDING PROTECTION DISTRICT
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES

	2017	2018	2019	2020	2021
Revenue					
Property taxes, in-lieu taxes, HOPTR	$ 81,572	$ 85,571	$ 95,364	$ 99,097	$ 104,767
Development impact fees	524	416	2,039	100	22,121
Interest	2,516	5,182	12,268	14,084	(1,095)
Intergovernmental grants	101,757	-	-	-	-
Special assessment	15,286	15,932	15,592	15,702	15,214
CA Fire	-	-	-	2,593	-
Other revenue	-	727	-	-	3,184
Total Revenue	201,655	107,828	125,263	131,576	144,191
Expenditures					
Salaries and benefits	13,244	18,309	20,203	21,403	19,819
Services and supplies	18,216	41,446	51,789	56,102	48,856
Debt service (principal and interest)	13,700	13,700	13,700	6,850	-
Contributions to volunteers	4,500	4,704	3,780	3,330	3,510
Other expenditures	689	-	10	-	-
Capital Assets:					
Buildings and improvements	6,260	-	-	-	-
Equipment	113,063	-	-	-	195,229
Total Expenditures	169,672	78,159	89,482	87,685	267,414
Net income (loss)	31,983	29,669	35,781	43,891	(123,223)
Beginning Fund Balance	363,092	395,075	424,744	460,525	504,416
Ending Fund Balances	$ 395,075	$ 424,744	$ 460,525	$ 504,416	$ 381,193
Fund Balances					
Restricted - Development impact fees	$ 108,972	$ 110,901	$ 115,482	$ 101,084	$ 117,279
Assigned - Capital asset replacement	81,965	123,102	125,886	128,539	70,066
Assigned - General reserve	30,097	30,097	30,097	30,097	30,097
Unassigned	174,041	160,644	189,060	244,696	163,751
Total Fund Balances	$ 395,075	$ 424,744	$ 460,525	$ 504,416	$ 381,193
Y-T-Y Change in total Fund Balances					
Amount Increase (Decrease)	$ 31,983	$ 29,669	$ 35,781	$ 43,891	$ (123,223)
Percentage Increase (Decrease)	8.81%	7.51%	8.42%	9.53%	-24.43%
Property Tax Analysis					
a. Assessed Value (AV)	$ 117,812,816	$ 121,856,199	$ 125,276,097	$ 130,042,309	$ 137,239,114
b. Y-T-Y Percentage change in AV	1.91%	3.43%	2.81%	3.80%	5.53%
c. Current secured, unsecured and HOPTF	$ 71,956	$ 74,291	$ 85,203	$ 88,576	$ 93,675
d. District share of general 1% levy (c/a)	6.1077%	6.0966%	6.8012%	6.8113%	6.8257%

a) *Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*

No. The District's current core revenues are in excess of expenditures by over $30,000 a year. The District's total core revenues (property taxes, and special assessments) have increased on average 6.5% a year. Salaries and benefits have increased 28% from FY 2017 to FY 2018 but have since remained flat. Services and supplies have increased 56% from FY 2017 to FY 2018, but also have since remained flat. Total fund balance has only increased $18,101 from an opening fund balance of $363,092 as of July 1, 2016 to $381,193 fund balance as of June 30, 2021. The small increase in fund balance is due to a purchase of an engine in the amount of $195,259 in FY 2021. Total fund balance

as of June 30, 2021 is $381,193 of which $263,914 can be used for any purpose and the balance of $117,279 is from unexpended development impact fees which can only be used to acquire new equipment or facilities related to servicing areas resulting from new development.

Revenue

KLFPD's revenue consists of property taxes, special assessments development impact fees, interest, and other miscellaneous revenue. Like other rural fire districts, KLFD relies primarily on a share of the general 1% property tax levy for the majority of its revenue. In fiscal year 2021, property taxes of $104,767 comprised 73% of total revenues. The District's share of property taxes within its boundaries is approximately 6.8%, while the average for all rural FPDs in the county is 6.2%. The District has also levied a special assessment since 1991. In 2021 special assessment revenue was $15,214 which accounted for $11% of total revenue. However, the special assessment has not increased much since 1991 when $12,337 was levied. Since 1992 the District has collected development impact fees (DIF) that is required for all new development. The DIF can only be used by the District to acquire equipment and facilities to service new development. Over the past 5 years the district has collected $22,121 of DIF. In addition, over the past 5 years the Knights Landing FPD has received a federal grant with help from the City of West Sacramento in the amount of $101,757 and other revenue totaling $6,504.

Expenditures

District expenditures, excluding capital expenditures, increased significantly from 2017 to 2018 but since have remained flat through 2021.

Capital expenditures

2017:	$119,323,	(15) SCBA units
2021:	$195,229,	Brush truck

The District's current core revenues are not enough to adequately fund apparatus replacement as recommended nor to pay for regular staffing at the firehouse. The total fund balance as of June 30, 2021 is almost $1,400,000 below the minimum recommended amount, see 4g).

b) *Does the subject agency need to use generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e., pension/retiree benefits)? Does the agency have accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*

No. No significant account miscoding or omissions were noted. The district maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records. Since the district is a dependent district, it is subject to the same accounting and financial policies of the County. Accounting and budget data including all cash receipts and disbursements are reviewed by County finance staff before they are posted.

c) *Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*

No. District staff reviews the County ledgers thoroughly on a monthly basis.

d) *Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*

No. The District commission receives a general ledger, trial balance and budget-to-actual reports at each meeting. In addition, the commission is made aware of any deposits made during the past month.

e) *Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*

No. Revenues are reliable, with the majority coming from property taxes, special assessments and interest which all are collected and distributed by the County.

f) *Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*

Yes. The District has current apparatus, facility and staffing needs as noted above in the "Capacity and Adequacy of Public Facilities and Services" section 3a) and 3b). The District's current core revenues are not enough to adequately fund apparatus replacement as recommended nor to pay for regular staffing at the firehouse. The total fund balance of $381,193 as of June 30, 2021 is almost $1,400,000 below the recommended amount, see 4g).

g) *Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Does the agency need to identify and quantify what the possible significant risks and costs of infrastructure or equipment failure? Does the agency need a reserve policy?*

Yes. The District's total fund balances as of June 30, 2021 of $381,193 is almost $1,400,000 less than the minimum recommended fund. The recommended fund balance is the total of 3 components as follows:

- Capital asset replacement. Using estimated apparatus replacement costs, this estimate divides this cost by the recommended life of each apparatus and assumes a straight-line projection and contribution to a capital asset replacement sinking fund.
- General reserve. This is the total of 50% of current secured taxes and 50% of special assessments to maintain liquidity from July through December each year when no tax/assessment revenue is received.
- Unassigned fund balance. GFOA recommendation of 15% of operating expenditures to mitigate revenue shortages and/or unanticipated expenditures.

The June 30,2021 actual and estimated recommended fund balances amounts are as follows:

	6/30/2021 Actual Balance	6/30/2021 Recommended Balance	Excess/ (Shortage)
Apparatus Replacement			
Development impact fees	117,279		
Other funds	70,066		
	187,345	1,716,000	(1,528,655)
General reserve	30,097	53,000	(22,903)
Unassigned	163,751	11,000	152,751
Total Recommended Fund Balance	$ 381,193	$ 1,780,000	$ (1,398,807)

h) *Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear capital financing and debt management policy, if applicable?*

No. In FY 2010 the District purchased an engine which was financed with a capital lease. The lease required payments totaling $13,700 a year and was paid off in FY 2020. The District also does not have any pension or retiree health insurance (OPEB) liabilities.

Financial Ability MSR Determination

Knights Landing FPD is operating in a fiscally prudent and responsible manner but is not able to adequately fund station improvements and apparatus replacement within the recommended 25-year lifespan. The District's current core revenues exceed regular operating expenses, on average, by about $30,000 per year. Core revenues are only increasing by 6% a year and total fund balance has only increased by 1% a year, so the Knights Landing FPD does not have sufficient revenue to set aside much fund balance to build its capital asset reserve. The total fund balance is less than what appears to be needed, mostly due to underfunding of the capital asset replacement reserve. The District's total fund balances as of June 30, 2021 of $381,193 is almost $1,400,000 less than the minimum recommended fund. The District does not have formal reserve policies. Additional funding is required to maintain adequate reserve balances and to purchase apparatus within the recommend lifespan. Knights Landing FPD maintains its funds in the County Treasury and uses the County's financial system to maintain its accounting records. Knights Landing FPD fire commission receives financial reports and additional financial information at each meeting. As a dependent district, Knights Landing FPD is included in the County's Annual Comprehensive Financial Report (ACFR).

Financial Ability MSR Recommendation(s)

- Create a CIP to determine how much funding needs to be set aside each year and determine whether current revenues are adequate to fund the program. Develop reserve policies to fund increased services, the CIP, and maintain and adequate fund balances.
- Consider increasing Knights Landing FPD's special assessment to provide funding for staffing, facilities and apparatus/equipment needs.
- Districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on appropriate facilities.

5. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities.

	YES	MAYBE	NO
a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*	☒	☐	☐

Discussion:

a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*

Yes. LAFCo recommends Knights Landing FPD along with Dunnigan, Yolo and Zamora FPDs scale up its services and operate more as a regional unit via a JOA. The FPDs recently signed an agreement in May 2022 and need to work towards standardizing written operating policies and guidelines. It also has mutual/auto aid agreements with surrounding fire departments.

The goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. Additional things that should be included as a required element of the JOA is:

- Apparatus/equipment standardization,
- Shared reserve apparatus, and
- Cooperative purchasing

Shared Services MSR Determination

LAFCo recommends Knights Landing FPD along with Dunnigan, Yolo and Zamora FPDs scale up its services and operate more as a regional unit via a JOA. The FPDs recently signed an agreement in May 2022 and need to work towards standardizing written operating policies and guidelines. It also has mutual/auto aid agreements with surrounding fire departments. The goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response.

Shared Services MSR Determination Recommendation

- Additional items that should be included as a required element of the JOA are apparatus/equipment standardization, shared reserve apparatus, and cooperative purchasing. These efficiencies are currently either optional or not included in the JOA.

6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

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

		YES	MAYBE	NO
a)	*Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*	☒	☐	☐
b)	*Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*	☐	☐	☒
c)	*Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*	☐	☐	☒
d)	*Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?*	☒	☐	☐
e)	*Are any agency officials and designated staff <u>not</u> current in making their Statement of Economic Interests (Form 700) disclosures?*	☐	☐	☒
f)	*Does the agency need liability and workers compensation insurance coverage?*	☐	☐	☒
g)	*Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results <u>not</u> reviewed in an open meeting?*	☐	☐	☒
h)	*If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*	☐	☒	☐

i) *Does the organization need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*	☐	☒	☐

Discussion:

a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*

Yes. Knights Landing FPD entered into a JOA with Dunnigan, Yolo and Zamora FPDs in May 2022 designed to improve operations and efficiencies. The recommendation below is to ensure Knights Landing FPD enters into the JOA and maintains standing in good faith to achieve JOA goals.

b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*

No. Although all the five fire commission seats are currently filled, there has been one vacant seat for most of the last five years. But commissioners have been relatively stable. The commission currently appears to be solid and capable.

Name / Title	Start	End
Raymond Bivert /	07/24/2018	09/01/2022
Daniel Gámez Jr. /	03/09/2021	05/01/2023
Raul Cervantes /	08/31/2021	08/01/2024
Willie Morales /	06/08/2021	05/01/2025
Carlos Perez /	01/25/2022	11/01/2025

c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*

No. The Knights Landing FPD chief has been with the department for 15 years and indicates it has a solid group of volunteer personnel. During COVID, it apparently lost a few volunteers but otherwise has been holding steady at around 12 volunteers. If call volume continues to increase, paid staff and/or reserves providing regular station coverage may be needed.

d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct?*

Yes. Knights Landing FPD has bylaws, injury and illness protection program and comprehensive standard operating procedures. However, Knights Landing FPD should adopt policies related to commission meetings, to include attendance, conduct, and responsibilities of officers. Even though Knights Landing FPD is a dependent District and is subject to the County's accounting policies it should review those accounting policies and develop ones that are unique to the District. They should include general accounting, processing and recording of disbursements and receipts, allowable expenditures, employee and commissioner travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.

e) *Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*

Not applicable. The Knights Landing FPD has been exempted from needing to file Statement of Economic Interests (Form 700) disclosures because its annual operating budget is less than $150,000.

f) *Does the agency need liability and workers compensation insurance coverage?*

No. Coverage is provided by Golden State Risk Management Authority.

g) *Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*

No. The dependent FPD's (including Knights Landing FPD) are included in the annual audit of the County's Annual Comprehensive Financial Report (ACFR). The FPD is reported as a blended component unit and accounted for as a special revenue fund. According to the State Controller's Office, the County's audited ACFR meets general audit requirements and the ACFR satisfies the requirements of Government Code 26909[5].

h) *If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*

Maybe. Knights Landing FPD is audited annually as part of the County's ACFR but it does not include individual review of the dependent FPDs, just the aggregate total balance of all dependent FPDs (so review is at a high level and not detailed). Yolo County should review agency finances with each dependent FPD each year, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable.

i) *Does the* organization *need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*

Maybe. The Knights Landing FPD received a 36% transparency score in 2021. Please see the report posted on the LAFCo website for where improvements are needed.

Accountability, Structure and Efficiencies MSR Determination

Knights Landing FPD entered into a JOA with Dunnigan, Yolo and Zamora FPDs in May 2022 designed to improve operations and efficiencies. Although all the five fire commission seats are currently filled, there has been one vacant seat for most of the last five years. But commissioners have been relatively stable and appear to be solid and capable. The Knights Landing FPD chief has been with the department for 15 years and indicates it has a solid group of about 12 volunteer personnel. If call volume continues to increase, paid staff and/or reserves providing regular station coverage may be needed.

The District has a comprehensive employee handbook and since Knights Landing FPD is a dependent district it is assumed to comply with the County's accounting policies. However, the district does not have any polices governing the fire commissioners, administrative and financial policies. Knights Landing FPD has been exempted by Yolo County for needing to make Statement of Economic Interests (Form 700) disclosures. Knights Landing FPD is audited annually as part of the County's ACFR but it does not include individual review of the dependent FPDs. Yolo County should review agency finances with each dependent FPD each year to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable. As a dependent district, Knights Landing FPD is not required to have a website but it should review LAFCo's website transparency report for best practices.

Accountability, Structure and Efficiencies MSR Recommendation(s)

- Dunnigan, Knights Landing, Yolo and Zamora FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources.

[5] Per email dated July 6, 2021 from Sandeep Singh, Manager, Local Government Policy Section Office of State Controller, Local Government Programs and Services Division

- The Knights Landing FPD should adopt policies related to meeting attendance, conduct, responsibilities of officers, and personnel (including employee/volunteer promotions, performance evaluations, drug and alcohol policies, payroll processing, etc.) In addition, accounting and financial policies should be developed to include general accounting, processing, and recording of disbursements and receipts, allowable expenditures, employee and commissioner travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.
- Yolo County should review agency finances with each dependent FPD each year to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable.
- Dependent special districts are not legally required to maintain a website. The Knights Landing FPD has a website but received a 36% transparency score for best practices in 2021. Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are needed.

7. BROADBAND ACCESS

Any other matter related to effective or efficient service delivery, as required by commission policy.

Per Yolo LAFCo Project Policy 6.2 "*it is the intent of Yolo LAFCo to comprehensively review broadband access in MSRs of local agencies that either serve communities and/or provide emergency services where broadband connection is critical (i.e. cities, CSDs, CSAs, FPDs and RDs).*"

	YES	MAYBE	NO
a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*	☐	☒	☐
b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*	☐	☒	☐

Discussion:

a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*

Maybe. The FPD Station No. 9 and the town of Knights Landing has access to high-speed wireline broadband available from Wave Broadband at 1,000/10 Mbps (or 1 Gig speeds). However, the outlying agricultural areas in the FPD territory are either underserved or unserved and have varying service from either AFES fixed wireless at 15/15 Mbps or mobile service from multiple providers, however the fastest speed is AT&T at 9.7/2.8 Mbps[6]. Therefore, the rural areas outside of town do not have access to broadband internet.

[6] CPUC Broadband Mapping Program data as of December 31, 2019. Speeds provided are maximum advertised speeds and not necessarily typical speeds actually experienced by the subscriber



b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*

Maybe. Wave Broadband and AT&T offers low-income subscription rates, however AFES offers its fastest internet plan (10/4 Mbps at $140.00 per month.

According to the CPUC Broadband Mapping Program, broadband adoption at broadband speeds is between 20% - 40% for the Knights Landing FPD territory. Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account and generally help troubleshoot technology challenges. Information and instruction about basic computer/tablet/smartphone use is offered in ESL conversation clubs, classes and in Yolo Reads Adult and Family Literacy program. The library also provides hotspots and Chromebooks for those that need these items. The library does not have a formalized technology curriculum, although there have been discussions regarding adding it as a service.

Broadband Access MSR Determination

The FPD Station No. 9 and the town of Knights Landing has access to high-speed wireline broadband available from Wave Broadband at 1,000/10 Mbps (or 1 Gig speeds). The unincorporated communities in the FPD territory have varying service from either AFES fixed wireless at 15/15 Mbps or mobile service from multiple providers, however the fastest speed is AT&T at 9.7/2.8 Mbps. Wave and AT&T offer low-income subscription rates, however AFES offers its fastest internet plan (10/4 Mbps at $140.00 per month. According to the CPUC Broadband Mapping Program, broadband adoption at broadband speeds is between 20% - 40% for the Knights Landing FPD territory. Therefore, the rural areas outside of town do not have access to broadband internet and affordability is an issue.

8. STATUS OF PREVIOUS MSR RECOMMENDATIONS	**YES**	**MAYBE**	**NO**
a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*	☒	☐	☐

Discussion:

a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*

2016 MSR Recommendations Specific to the Knights Landing FPD

- Knights Landing, Madison, Yolo, and Zamora FPDs should consider an automatic aid agreement with Dunnigan and/or Willow Oak FPDs for immediate response to missed calls in those districts when on-duty staffing is available in Dunnigan and/or Willow Oak.
- All of the districts (except Clarksburg, Dunnigan, West Plainfield, and Yolo FPDs with existing fiscal policies and/or capital renewal/replacement plans) should develop and adopt written fiscal policies addressing budgeting, procurement, reserve funds, fiscal audits, and capital renewal/replacement planning in conformance with recognized industry best fiscal practices.
- Dunnigan, Knights Landing, and Madison FPDs should consider seeking a benefit assessment to facilitate long-term fiscal viability.
- Elkhorn, Knights Landing, Madison, and Yolo FPDs should consider seeking grant funding for apparatus replacement to facilitate long-term fiscal viability.

Status of Previous Recommendations MSR Determination

The incident response data indicates an auto aid agreement with either Dunnigan or Willow Oak FPDs is no longer warranted any and distance is an issue. If auto aid is needed, the City of Woodland would be closer. Knights Landing FPD has not adopted recommended fiscal policies and this has been reiterated in the MSR. Knights Landing FPD has not increased its benefit assessment, although Yolo County is currently conducting a study and the Knights Landing FPD fire commission should support it. Although as discussed in the capacity section, Knights Landing FPD's ability to obtain support for a benefit assessment may be hampered by the disadvantaged economic status of most its population. Knights Landing FPD did receive grant funding to purchase Engine 209, but the chief has indicated it is difficult to apply for grants and do all the required paperwork with volunteer staff.

DRAFT

SPHERE OF INFLUENCE STUDY

On the basis of the Municipal Service Review:

☒ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency's SOI is recommended and SOI determinations HAVE NOT been made.

☐ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency's SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.

DRAFT

AGENCY PROFILE

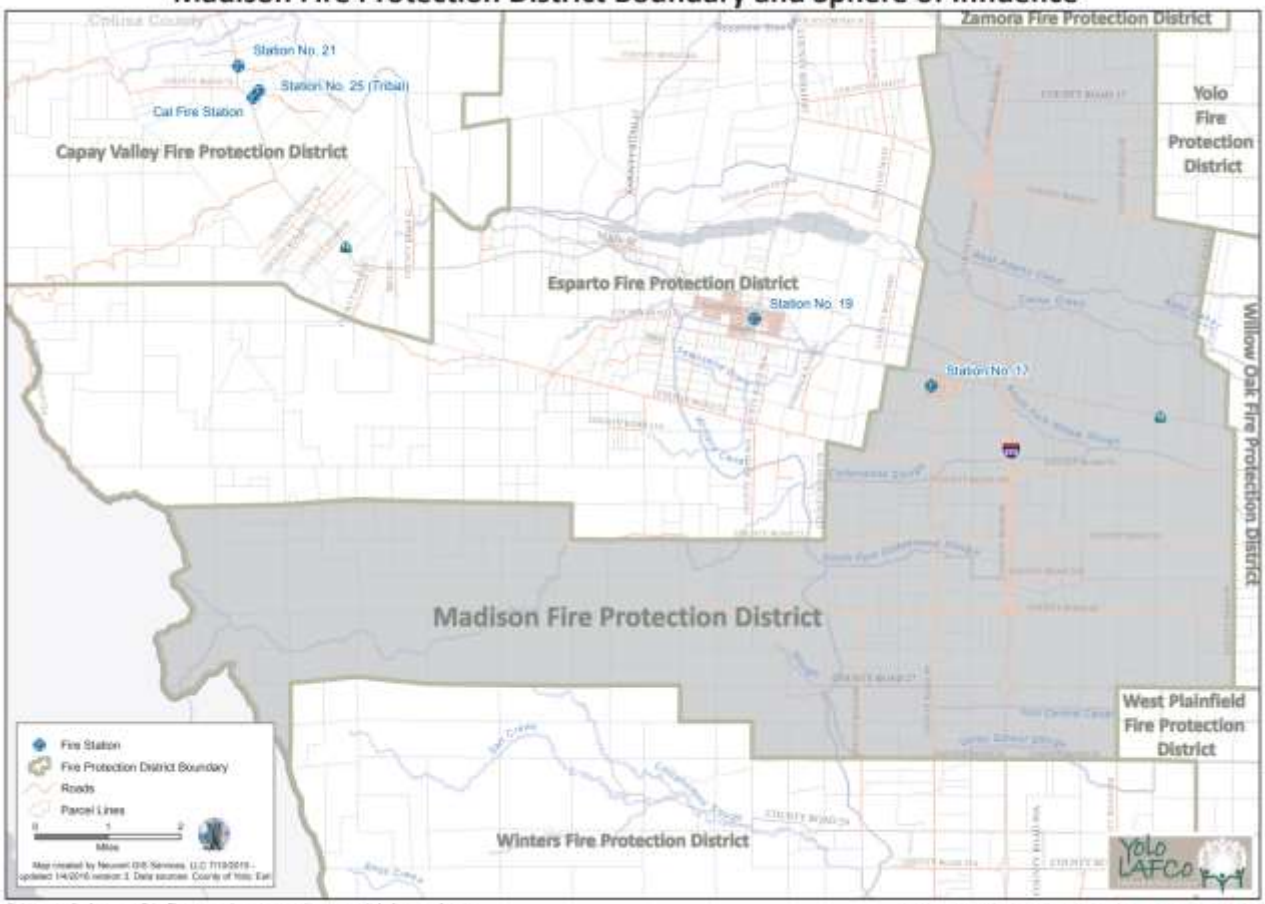
The Madison Fire Protection District (FPD) was formed in 1930 and is authorized to provide fire protection and emergency response services. It was formed as an independent district from Yolo County with a five-member Board of Directors, each appointed by the Board of Supervisors to serve four-year terms.

The District is 42,325 acres in size and serves the unincorporated town of Madison and the surrounding rural area. The District contains 385 residential and 3 commercial addresses and its residential population is estimated to be 962 residents[1]. However, the Madison FPD Chief reports there are actually 37 commercial businesses that increase the population during the day by 500-750 people. Madison Migrant Center and the CDC building adds an additional 50 residents with a seasonal population increase of 300. The FPD also has I-505 and SR 16 running through District

The Madison FPD station is located at 7880 Stephens Street in Madison. Madison FPD owns 5 apparatus and 4 command/utility vehicles, and has 2 paid staff, 0 reserves and 24 volunteers.

The Madison FPD boundary and sphere of influence (SOI) is shown below. The SOI is coterminous with the district boundary.

Madison Fire Protection District Boundary and Sphere of Influence*



* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo June 23, 2016

[1] Population estimate is based on the number of residential addresses assigned in 2021 in the FPD territory with a Yolo County average of 2.5 persons per household.

MUNICIPAL SERVICE REVIEW

POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

The MSR determinations checked below are potentially significant, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by "no" answers, the Commission may find that a MSR update is not warranted.

- ☒ Growth and Population
- ☐ Disadvantaged Unincorporated Communities
- ☒ Capacity, Adequacy & Infrastructure to Provide Services
- ☒ Financial Ability
- ☒ Shared Services
- ☒ Accountability
- ☐ Broadband Access
- ☒ Status of Previous MSR Recommendations

LAFCO MUNICIPAL SERVICE REVIEW:

☐ On the basis of this initial evaluation, the required determinations are not significant and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).

☒ The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

1. GROWTH AND POPULATION

Growth and population projections for the affected area.	YES	MAYBE	NO
a) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*	☐	☒	☐
b) *Do changes in service demand suggest a change in the agency's services?*	☐	☐	☒

Discussion:

a) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*

Maybe. The population for Madison FPD is currently estimated to be 962. The town of Madison has a population of 581 per the 2020 Census and its growth is limited to infill development. However, infill development could be somewhat significant. Two parcels have been purchased recently in Madison and may be developed in coming years. As many as 48 multi-family units could be built on APN 49-440-012, which could add an estimated 134 people and APN 49-461-004 could potentially fit a fourplex with an estimated 11 population. Although this development is speculative and no plans have been formally submitted to Yolo County, it could increase the population of the town of Madison by as much as 24%. Madison FPD has an adopted development impact fee to cover the costs of providing additional service to new development, but it only covers one-time capital expenses for new

development. Because the Madison FPD collects on average 6.3% of property taxes generated in the district (which is the average as compared to other FPDs), the additional property tax revenues generated by any new development should be evaluated to determine if they will adequately cover the costs of serving potential future growth.

Madison FPD is dispatched by YECA which reports that over the last three fiscal years, total calls that resulted in dispatched apparatus/responders were 266 in FY 18/19, 299 in FY 19/20 and 321 in FY 20/21, a 21% increase in only three years.

b) *Do changes in service demand suggest a change in the agency's services?*

No. Population and demand changes will not require a change to the Madison FPD boundaries.

Growth and Population MSR Determination

The population for Madison FPD is currently estimated to be 962. The town of Madison has a population of 581 per the 2020 Census and its growth is limited to infill development. Although no plans have been formally submitted to Yolo County, potential multi-family development could increase the population of the town of Madison by as much as 24%. Madison FPD has an adopted development impact fee to cover the costs of providing additional service to new development, but it only covers one-time capital expenses for new development. Because the Madison FPD collects on average 6.3% of property taxes generated in the district (which is the average as compared to other FPDs), the additional property tax revenues should be evaluated to determine if they will adequately cover the costs of serving potential future growth.

According to YECA, total calls that resulted in dispatched apparatus/responders were 266 in FY 18/19, 299 in FY 19/20 and 321 in FY 20/21, a 21% increase in only three years. Any population growth and call volume can be accommodated by the current Madison FPD boundaries, therefore, no changes to the Madison FPD's SOI or boundaries are recommended.

Growth and Population MSR Determination Recommendation

- The Madison FPD should participate in the current study funded by Yolo County to determine if property assessments need to be increased to cover the increasing costs of providing fire service to existing and new growth. The Madison FPD should support any new Proposition 218 elections to increase ongoing core revenues.

2. DISADVANTAGED UNINCORPORATED COMMUNITIES

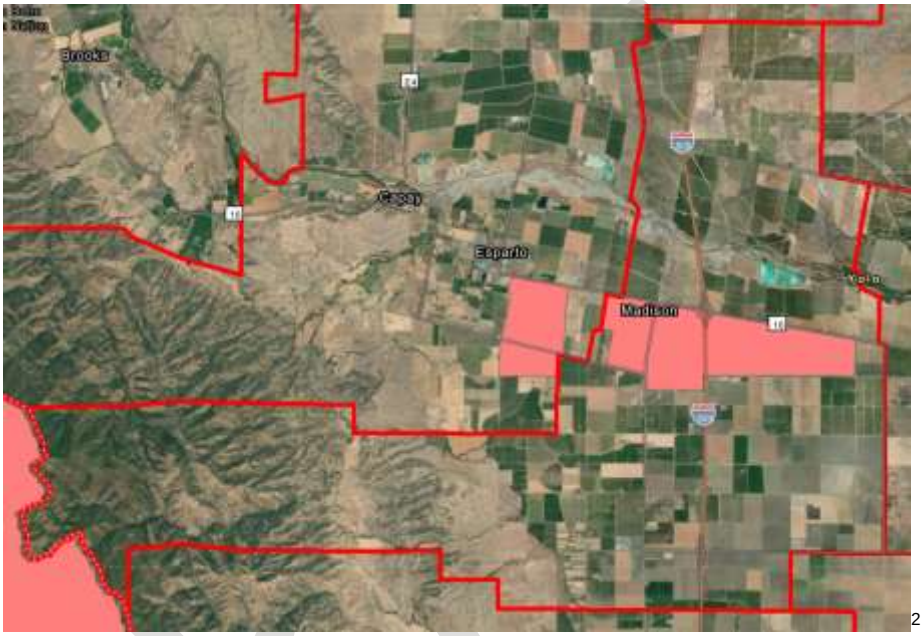
The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

		YES	MAYBE	NO
a)	*If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*	☐	☐	☒
b)	*If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.*	☐	☐	☒

Discussion:

a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*

No. A portion of the Madison FPD is considered disadvantaged as shown below, however, all "inhabited unincorporated communities" countywide receive structural fire protection services. Madison FPD's level of response is consistent with surrounding FPDs and Madison is not receiving a lesser service due to its disadvantaged economic status.



[2]

b) *If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.*

Not applicable.

Disadvantaged Unincorporated Communities MSR Determination

A portion of the Madison FPD is considered disadvantaged; however, all "inhabited unincorporated communities" countywide receive structural fire protection services. Madison FPD's level of response is consistent with surrounding FPDs and Madison is not receiving a lesser service due to its disadvantaged economic status.

[2] CALAFCO Disadvantaged Unincorporated Communities for State, RSG Inc. GIS Layer, dated December 10, 2021.

3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) *Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*	☐	☐	☒
b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*	☐	☒	☐
c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*	☐	☐	☒
d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*	☐	☐	☒
e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*	☐	☐	☒

Discussion:

a) *Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*

No.

Fire Station

The original fire station was constructed in 1950's and the Madison FPD recently completed improvements to it in 2021. The station is on municipal water/sewer provided by Madison Community Services District. The station driveway is gravel, and the Chief indicated the surface meets its needs. A diesel exhaust system is not needed. There are sleeping quarters in the station office for 2 firefighters and can be expanded to 4. The Madison FPD Chief indicates the FPD may need an additional 40x60 metal building to house apparatus/equipment and a training center that is estimated to cost $150,000 - $200,000. The property also has a house onsite that has previously been rented to AMR ambulance services or a firefighter that is currently vacant because it is being fixed up, with the plan to rent it to a firefighter to improve staffing.

DRAFT



Apparatus:

The table below lists the Madison FPD apparatus.

Use	Apparatus	Type	Age (yrs)	Reserve? (Y/N)
Structure Fires	Engine-17	2	17	No
	Engine-217	3	13	No
Wildlands Fires	Brush-17	5	2	No
Water Tenders	Water-17	2,000g 1,000gpm	6	No
	Water-217	2,000g 500gpm	39	Yes (needed for ISO)
Command/Utility	F250 Truck	N/A	1	No
	Tahoe SUV	N/A	11	No
Other Apparatus	GMC Truck	Utility	17	No
	Honda Side by Side	Utility	1	No

All Madison FPD apparatus receive regular scheduled maintenance service, BIT (biennial inspection of terminals) inspection every other month, daily rig checks, and annual pump testing. Hoses and ladders are tested every two years and the next test is scheduled for Nov./Dec 2023. Madison FPD currently supplies all responding members with appropriate, in-date personal protective equipment (PPE). All PPE is regularly inspected and follows a PPE replacement schedule. All self-contained breathing apparatus (SCBA) receive annual flow testing, which was last performed on June 24, 2021. All bottles are current in hydro date and batteries are inspected and replaced twice per year.

Madison FPD operates adequate communications equipment including radios with current programing that meets the needs for incident response. All apparatus have mobile radios installed and each seat has a dedicated radio.

ISO Rating

The Insurance Services Office, Inc. (ISO) evaluates fire departments for the purpose of establishing insurance premiums, called "ISO ratings". An ISO fire rating is a score from 1 to 10 that indicates how well-protected a community is by the fire department and will affect insurance rates. The districts ISO rating is 5/10 and was last evaluated in June 2017. The first number refers to the classification of properties within 5 road miles of a fire station and within 1,000 feet of water supply. The second number applies to properties within 5 road miles of a fire station but beyond 1,000 feet of water supply. In the ISO rating scale, a lower number is better: 1 is the best possible rating, while a 10 means the fire department did not meet ISO's minimum requirements. ISO generally assigns Class 10 to properties beyond 5 road miles of a fire station.

b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*

Maybe.

Staff, Coverage and Training

The Madison FPD has 2 paid staff, 0 reserves and 24 volunteers (24 staff in total including 2 firefighters). The Madison Fire Station is staffed Monday through Friday, 7am-4pm by one full-time employee and the 2nd employee works Sunday through Thursday 9am-6pm. In addition to paid staff, 1-2 volunteers staff the station daily for 12-, 24- or 48-hour shifts resulting in an average daily minimum staffing of 2 personnel. 1 FTE is currently split between two people.

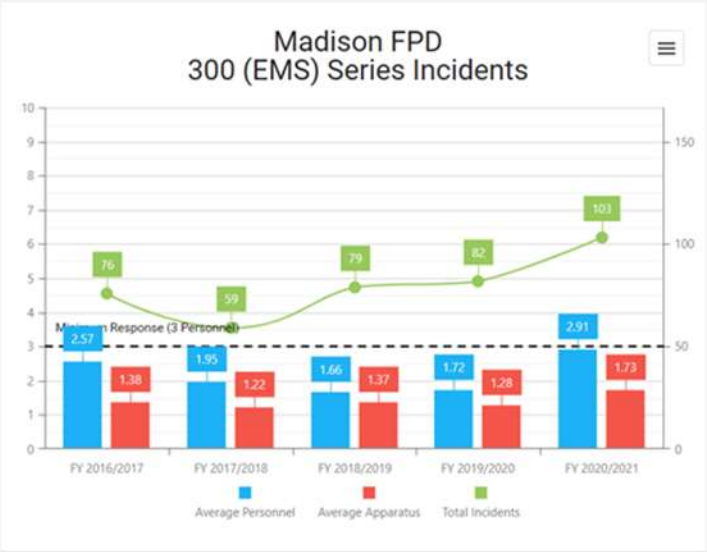
Madison FPD has written operating policies and guidelines for its staff. All response personnel receive base level minimum training to respond to incidents adequately and safely. Incident Command System (ICS) basic training is a requirement before responders can respond to incidents. Madison FPD participates in the Yolo County Firefighters Association Training Program. Responding personnel are fit tested on an annual basis.

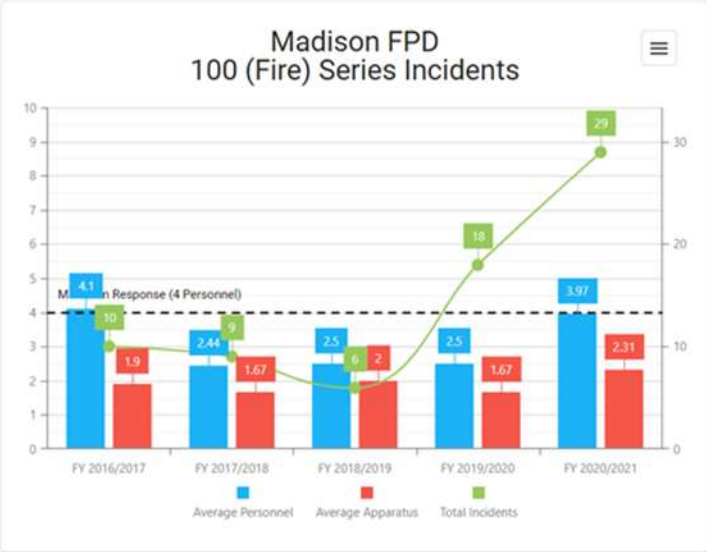
Incident Reporting and Adequacy of Services

Madison FPD utilizes Emergency Reporting web-based program for reporting and documentation. Regarding the adequacy of response, standards for the number of personnel and apparatus were determined by the Fire Chiefs MSR Subcommittee for fire and rescue/EMS calls[3].

Below is Madison FPD's NFIRS response data for the last five fiscal years:

[3] By consensus of the Yolo Fire Chief's MSR Subcommittee, it was determined the minimum adequate response for a fire call is 4 personnel and 2 apparatus, and for a rescue/EMS call is 3 personnel and 1 apparatus.



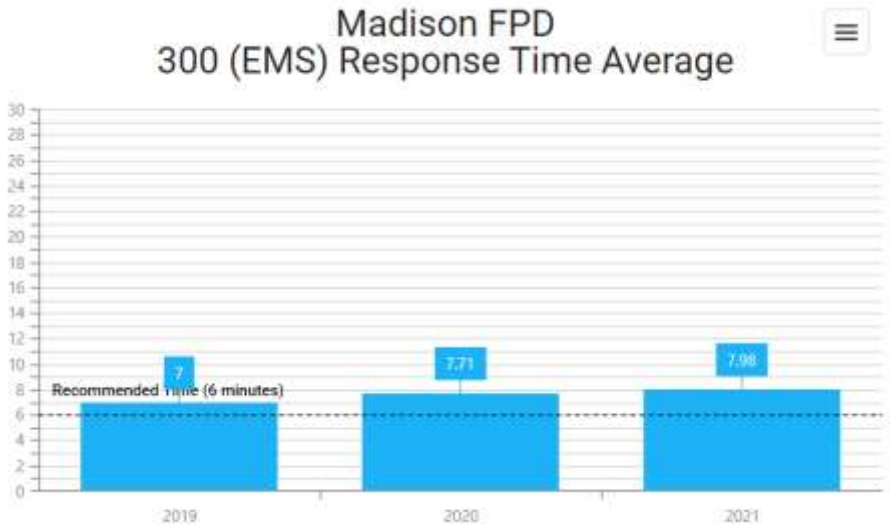


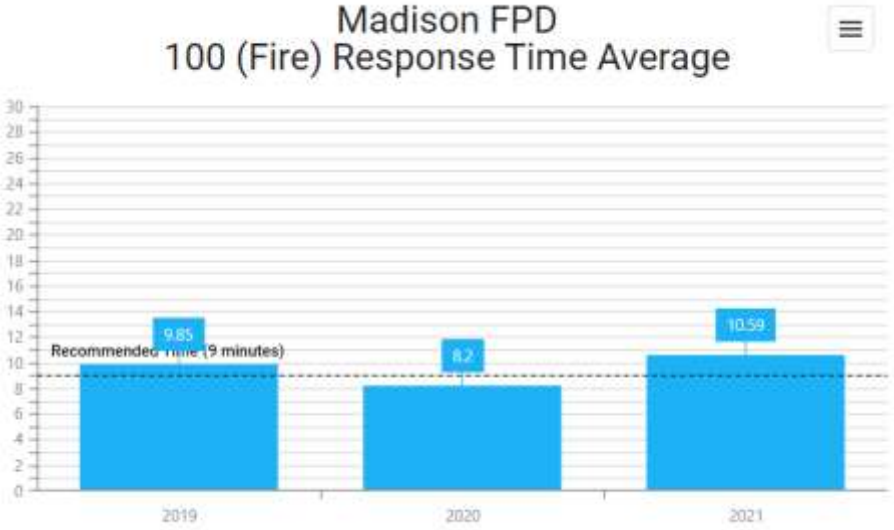
The above graphs show that for most of the last five years up until FY 20/21, Madison FPD has struggled to respond to both fire and rescue/EMS calls with enough personnel on average. Adequate apparatus for fire calls was also an issue for FYs 16/17 – 19/20. Madison FPD has improved its adequacy of services and is operating almost to standards in FY 20/21. Madison FPD needs to keep an eye on its personnel response to calls to ensure adequate coverage. Hopefully, joining the Joint Operations Agreement referenced in the Shared Services section will help with staffing.

Response Time and Missed Calls

The MSR Subcommittee developed response time goals for rescue/emergency medical service (EMS) calls (6 minutes) and fire calls (9 minutes) for the first responding unit to arrive on scene. LAFCo recognizes it may be more difficult for volunteer and/or more rural FPDs to meet this goal, however as the MSR Subcommittee indicated, it represents a goal to focus on. FPD response time averages[4] for the 2019 – 2021 calendar years are shown below.

[4] Based on YECA data. For a list of the data outliers omitted, please reference the methodology discussion on page 1-10 of this MSR/SOI.





Madison FPD has had 8 missed calls in the last three FYs (7 in FY 18/19, 1 in FY 19/20 and 0 in FY 20/21

Annual Performance Evaluation

NFPA requires FPDs to evaluate its level of service, deployment and response time objectives on an annual basis. Although Madison FPD discusses levels of service and performance verbally at each board meeting, it would be a good practice to provide a written evaluation of the Madison FPD's level of service, deployment and response time objectives on an annual basis.

c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*

No. Please see the response to 1a.

d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*

No. The Madison FPD borders the Coastal Range and the western roughly half of the District is included in the State Responsibility Area and is mostly rated a moderate fire hazard risk for valley floor areas and very high risk for the mountainous areas. There has been a significant wildfire every season in recent years except 2021. Madison FPD has included this high fire risk in its assessment of infrastructure and service needs. Madison FPD has received revenue in some years from staff and apparatus reimbursement revenue for supporting CalFire during wildfire events. Madison FPD is also working with the Yolo County Fire Safe Council.

e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*

No. Not applicable. Please see the response to 2a.

Capacity and Adequacy of Public Facilities and Services MSR Determination

Madison FPD has recently completed upgrades to its station and facilities. All apparatus and command/utility vehicles are within the recommended 25-year lifespan except one reserve water tender that is maintained for ISO rating purposes. Madison FPD's ISO rating is 5/10 and was last evaluated in June 2017. Madison FPD has struggled to respond to both fire and rescue/EMS calls with enough personnel on average. Adequate apparatus for fire calls was also an issue for FYs 16/17 – 19/20. Madison FPD has improved its adequacy of services and is operating almost to standards in FY 20/21. According to YECA data, Madison FPD has had 8 missed calls in the last three FYs (7 in FY 18/19, 1 in FY 19/20 and 0 in FY 20/21). Madison FPD has considered climate adaptation and included this high fire risk in its assessment of infrastructure and service needs. There are no fire service deficiencies related to disadvantaged unincorporated communities.

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

- Although levels of service and performance is discussed at each board meeting, the FPD Chief should provide a written evaluation of the FPD's level of service, deployment, and response time objectives as an agenda item at a board meeting on an annual basis in compliance with NFPA 1720.

- Madison FPD has struggled over the last 5 years to respond to both fire and rescue/EMS calls with enough personnel on average but has improved its adequacy of services and is operating almost to standards in FY 20/21. Madison FPD needs to keep an eye on its personnel response to calls to ensure adequate coverage.

4. FINANCIAL ABILITY

Financial ability of agencies to provide services.

		YES	MAYBE	NO
a)	*Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*	☐	☐	☒
b)	*Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*	☐	☒	☐

c)	*Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*	☒	☐	☐
d)	*Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*	☐	☐	☒
e)	*Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*	☐	☒	☐
f)	*Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*	☒	☐	☐
g)	*Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy?*	☒	☐	☐
h)	*Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?*	☐	☐	☒

DRAFT

Discussion:

MADISON FIRE PROTECTION DISTRICT
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES

	2017	2018	2019	2020	2021
Revenue					
Property taxes, in-lieu taxes, HOPTR	$ 152,180	$ 162,535	$ 178,794	$ 189,196	$ 194,764
Development impact fees	-	4,640	15,526	2,759	12,005
Interest	1,723	3,679	12,301	11,607	360
Rents and concessions	7,200	7,200	7,200	5,400	7,200
Intergovernmental grants	-	-	-	14,737	-
County tribal mitigation	11,363	30,000	30,000	15,262	23,788
Other County funding	-	-	15,087	18,560	32,500
Yocha Dehe Wintun Nation grants	-	-	130,000	-	18,333
Special assessment	23,047	23,007	29,900	31,933	35,522
CA Fire	18,659	42,247	12,221	14,742	262,500
Other revenue	-	-	500	350	1,333
Total Revenue	214,172	273,308	431,529	304,546	588,305
Expenditures					
Salaries and benefits	66,226	72,846	78,728	105,986	123,197
Services and supplies	90,843	99,955	76,157	148,950	138,235
Debt service (principal and interest)	29,609	29,334	18,771	18,770	18,770
Contributions to volunteers	9,360	38,644	19,561	6,625	140,488
Other expenditures	171	119	94	265	-
Capital Assets:					
Land	-	-	30,508	-	-
Buildings and improvements	-	-	11,052	-	-
Equipment	-	-	133,447	-	77,979
Total Expenditures	196,209	240,898	368,318	280,596	498,669
Net income (loss)	17,963	32,410	63,211	23,950	89,636
Beginning Fund Balance	266,508	284,471	316,881	380,092	404,042
Ending Fund Balances	$ 284,471	$ 316,881	$ 380,092	$ 404,042	$ 493,678
Fund Balances					
Restricted - Development impact fees	$ 7,607	$ 12,360	$ 28,309	$ 31,699	$ 44,104
Restricted - Unexpended grants	-	-	-	-	-
Assigned - Capital asset replacement	12,584	19,543	13,168	13,446	13,587
Assigned - General reserve	25,190	25,190	25,190	25,190	25,190
Unassigned	239,090	259,788	313,425	333,707	410,797
Total Fund Balances	$ 284,471	$ 316,881	$ 380,092	$ 404,042	$ 493,678
Y-T-Y Change in total Fund Balances					
Amount Increase (Decrease)	$ 17,963	$ 32,410	$ 63,211	$ 23,950	$ 89,636
Percentage Increase (Decrease)	6.74%	11.39%	19.95%	6.30%	22.18%
Property Tax Analysis					
a. Assessed Value (AV)	$ 240,247,163	$ 263,337,688	$ 277,796,167	$ 296,746,325	$ 300,599,349
b. Y-T-Y Percentage change in AV	5.25%	9.61%	5.49%	6.82%	1.30%
c. Current secured, unsecured and HOPTR	$ 146,703	$ 160,175	$ 176,186	$ 187,951	$ 190,601
d. District share of general 1% levy (c/a)	6.1063%	6.0825%	6.3423%	6.3337%	6.3407%

a) *Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*

No. The District's total core revenues (property taxes, tribal mitigation, special assessments) have increased on average 6.5% a year, while operating expenditures (excluding reimbursable strike team costs) have remained flat. The District has consistently operated at a profit, over the past 5 years increasing fund balance from $266,508 to $493,678 as of June 30, 2021. $449,574 of total fund balance can be used for any purpose. The remaining balance of $44,104 is from unexpended development impact fees which can only be used to acquire new equipment or facilities related to

servicing areas resulting from new development. The available fund balance is close to the recommended calculated amount.

Revenue

Madison Fire Protection District's revenue consists of property taxes, special assessments development impact fees, interest, rents, grants from the County and the Yocha Dehe Wintun Nation and other miscellaneous revenue. Like other rural fire districts, Madison PFD relies primarily on a share of the general 1% property tax levy for most of its revenue. In fiscal year 2021, property taxes of $194,764 comprised 60% of total revenues (excluding CalFire reimbursements). The District's share of property taxes within its boundaries is approximately 6.3%, while the average for all rural FPDs in the county is 6.2%. The District has also levied a special assessment since 1989. In 2021 special assessment revenue was $35,522 which accounted for 11% of total revenue. However, special assessment revenue has not increased much since 1989 when $23,892 was levied. Since 1990 the District also imposed development impact fees (DIF) that is required for all new development. The DIF can only be used by the District to acquire equipment and facilities to service new development. Over the past 5 years the district has collected $34,930 of DIF. The District is one of five FPDs, that since 2004, receives annual tribal mitigation funding from the County. Over the past five years the District has received $110,413 of $132,500 it was entitled to. According to administrative procedures adopted by the County Administrator's Office, the funds are to be used to purchase "equipment and capital assets". The district should contact the County to collect the additional $22,087 of tribal mitigation funding it did not receive. In addition, over the past 5 years the Madison FPD has received other County funding of $82,500, grants from the Yocha Dehe Wintun Nation totaling $148,333, strike team reimbursements of $350,369 and other revenue totaling $2,183.

Expenditures

Ongoing operating expenditures have remained flat. The increase in total expenditures, over the past 5 years, is due to expenditures related to participating in strike teams which are fully reimbursable by CalFire. Debt service expenditures arising from capital equipment financing have decreased from $29,609 to $18,770. The lease will be paid off at the end of fiscal year 2025.

Capital expenditures

The District has been successful in minimizing impacts of financing capital purchases with grants and capital leases.

2019: $175,007, land, building improvements, type 5 truck ($130,000 grant from Yoch Dehe Wintun Nation)
2021: $77,979, generator, F250, off road vehicle (Off road vehicle $32,500 County grant)

The District has been successful through conservative budgeting and taking advantage of grants in maintaining a fairly healthy fund balance.

b) *Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency have accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*

Maybe. In 2017 the district accounting records omitted grant revenue of over $102,268 and the related acquisition of equipment funded from this grant. The amount omitted represents 90% of a City of West Sacramento pass-through grant. The assets purchased with this grant should have also been capitalized. These assets do not appear on the district's capital asset schedule.

Although the district maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records and all transactions posted to the District's fund are reviewed by the County Department of Financial Services (DFS), the omitted grant amount was not detected. DFS imposes the same accounting and financial policies of the County on the District. Accounting and

budget data which includes all cash receipts and disbursements are reviewed by County finance staff before they are posted.

c) *Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*

Yes. A review of the past 5 years of accounting transactions found several instances of transactions not recorded to the proper accounts and not detected by DFS or by District staff. In addition, the district did not receive the full allocation of tribal mitigation funds in 3 of the past 5 years totaling over $22,087. Also, a grant and related equipment purchase was not recorded in the District's accounting records, see 4.a) above. The Chief reports DFS staff turnover and coding errors has been an issue.

d) *Does the agency board fail to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*

No. The board reviews the County financial budget report on a quarterly basis and reviews invoices presented for payment on a monthly basis.

e) *Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*

Maybe. Most revenues are reliable, with the majority coming from property taxes, special assessments, interest, and tribal mitigation funds which are all collected and allocated by the County. However, Madison FPD received significant CAL FIRE revenue which can vary widely from year to year and should not be counted on.

f) *Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*

Yes. Madison FPD has completed work on the apparatus bay and firefighters' quarters but is working on the updated rental house with an August completion date. See also item e) above. DIF goes towards apparatus and PPE replacement. However as of June 30, 2021 the District's total fund balance of $493,678 is $441,000 less than the minimum recommended total fund balance of $935,000 primarily due to underfunding the capital asset replacement reserve (see 4g) below).

g) *Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Does the agency need to identify and quantify what the possible significant risks and costs of infrastructure or equipment failure? Does the agency need a reserve policy?*

Yes. The District does not have a written reserve policy. Madison FPD has a total fund balance of $493,678 as of June 30, 2021, that is $441,000 less than the minimum recommended fund balance. The recommended fund balance is the total of 3 components as follows:

- Capital asset replacement. Using estimated apparatus replacement costs, this estimate divides this cost by the recommended life of each apparatus and assumes a straight-line projection and contribution to a capital asset replacement sinking fund.
- General reserve. This is the total of 50% of current secured taxes and 50% of special assessments to maintain liquidity from July through December each year when no tax/assessment revenue is received.
- Unassigned fund balance. GFOA recommendation of 15% of operating expenditures to mitigate revenue shortages and/or unanticipated expenditures.

The June 30,2021 actual and estimated recommended fund balances amounts are as follows:

	6/30/2021 Actual Balance	6/30/2021 Recommended Balance	Excess/ (Shortage)
Apparatus Replacement			
Development impact fees	44,104		
Other funds	13,587		
	57,691	798,000	(740,309)
General reserve	25,190	108,000	(82,810)
Unassigned	410,797	29,000	381,797
Total Recommended Fund Balance	$ 493,678	$ 935,000	$ (441,322)

i) *Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear capital financing and debt management policy, if applicable?*

No. The district routinely finances apparatus purchases with capital leases, but the debt is at a manageable level. As of June 30, 2021, the district has one capital lease outstanding that was used to finance the purchase of a water tender. The balance due is $69,390.54 and requires an annual payment of $18,770 and is scheduled to be paid off in April of 2025.

Financial Ability MSR Determination

Due to conservative budget practices Madison FPD is currently financial stable. The District's total annual ongoing operating revenues (property taxes, tribal mitigation, special assessments) and total fund balances have steadily grown over the past five years. Total fund balance has increased from $266,508 to $493,678, of that $449,574 can be used by the district for any purpose. However, the District does not have a written reserve policy and the total fund balance of $493,678, as of June 30, 2021, is $441,000 less than the minimum recommended fund balance. Although Madison FPD received significant CAL FIRE revenue, it can vary widely from year to year and should not be counted on. District staff should review the monthly financial reports more closely to detect and correct errors. Some accounting errors were noted and the full amount of allocated tribal mitigation funds were not received by the District. The District does not have formal debt and reserve policies. Additional funding may be required to fund updating facilities and to maintain adequate reserve balances. Madison FPD maintains its funds in the County Treasury and uses the County's financial system to maintain its accounting records.

Financial Ability MSR Recommendation(s)

- Madison FPD should contact the County to seek reimbursement of $22,087 of tribal mitigation funding that it was allocated but was not properly invoiced.
- Madison FPD staff should review financial data on a regular basis and identify any discrepancies. The review should include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. It also should review monthly the transactions in the County system to transactions the agency submitted to the County for processing.
- Consider increasing Madison FPD's special assessment to provide funding for staffing, facilities and apparatus/equipment needs.
- Districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on appropriate facilities.

5. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities.

	YES	MAYBE	NO
a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*	☒	☐	☐

Discussion:

a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*

Yes. LAFCo recommends Esparto FPD, Capay Valley FPD and Madison FPD scale up its services and operate more as a regional unit via a JOA. Esparto FPD and Capay Valley FPD have already entered into a JOA and are working towards standardizing written operating policies and guidelines. It also has mutual/auto aid agreements with surrounding fire departments. It is hoped that the Madison FPD joins the JOA as well.

The goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. Additional things that should be included as a required element of the JOA is:

- Apparatus/equipment standardization,
- Shared reserve apparatus, and
- Cooperative purchasing

Shared Services MSR Determination

LAFCo recommends Madison FPD, Capay Valley FPD and Esparto FPD scale up its services and operate more as a regional unit via a JOA. Esparto FPD and Capay Valley FPD have already entered into a JOA and are working towards standardizing written operating policies and guidelines. It is hoped that the Madison FPD joins the JOA as well. It also has mutual/auto aid agreements with surrounding fire departments. The goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response.

Shared Services MSR Determination Recommendation

- Additional items that should be included as a required element of the JOA are apparatus/equipment standardization, shared reserve apparatus, and cooperative purchasing. These efficiencies are currently either optional or not included in the JOA.

6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

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

	YES	MAYBE	NO
a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*	☒	☐	☐

b)	*Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*	☐	☒	☐
c)	*Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*	☐	☒	☐
d)	*Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?*	☒	☐	☐
e)	*Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*	☐	☐	☒
f)	*Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*	☒	☐	☐
g)	*If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*	☒	☐	☐
h)	*Does the organization need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*	☒	☐	☐

Discussion:

a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*

Yes. Madison FPD should enter into the JOA already established with Capay Valley FPD and Esparto FPD designed to improve operations and efficiencies. The recommendation below is to ensure Madison FPD enters into the JOA and maintains standing in good faith to achieve JOA goals.

b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*

Maybe. Four of the board member seats are currently filled. Two past board members have moved away, and one vacancy has remained for almost a year. LAFCo staff's understanding is a new board member will be appointed in the next few months. Numerous board meetings have been cancelled, especially during COVID and according to the Chief it was primarily due to a lack of agenda items. Occasionally it was due to a lack of quorum.

Name / Title	Start	End
Rafael Galiano /	02/19/2019	04/01/2023
Vacant Seat /		04/01/2023
Kevin Crerar /	04/09/2019	05/01/2023
Tim Schimmel /	07/21/2020	02/01/2024
James Barrett /	09/29/2020	09/01/2024

c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*

Maybe. The Madison FPD command staff is made up of the Fire Chief, Assistant Chief and 3 Captain positions and appear stable. There is also a District Secretary. Three of these staff positions are close relatives, and the Chief is in a supervisory capacity of the other two.

The Madison FPD has a core group of volunteers. Roughly half live in the District and the other half live outside the FPD. It is gaining volunteers. There are no core turnover issues, and it is common for stipended volunteers to eventually move on to career positions at larger departments.

d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct?*

Yes. Madison FPD has bylaws, standard operating polices and guidelines, and an employee handbook. The Madison FPD should adopt policies related to meeting attendance, conduct, responsibilities of officers, and personnel (including employee/volunteer promotions, performance evaluations, drug and alcohol policies, payroll processing, etc.). In addition, accounting and financial policies should be developed to include general accounting, processing, and recording of disbursements and receipts, allowable expenditures, employee and board travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.

e) *Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*

No. Madison FPD has been exempted from needing to file Statement of Economic Interests (Form 700) disclosures.

f) *Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*

Yes. The Madison FPD is required to conduct an audit every two years and hasn't had one completed in 10 years. Madison FPD's last audit was in 2012. To save agency costs, the County Chief Financial Officer agreed to Madison FPD securing an auditor for just the last 3 FYs and the audit contract needs to be rebid. The Chief reports this is in process.

g) *If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*

Yes. Madison FPD needs to either hire an outside accountant or schedule time with DFS to evaluate FPD finances and verify the County Department of Financial Services (DFS) accounting coding is accurate.

h) *Does the* organization *need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*

Yes. The Madison FPD is an independent special district and is legally required to maintain a website. Madison FPD received a 35% transparency score in 2021. Please see the report posted on the LAFCo website for where improvements are needed.

Accountability, Structure and Efficiencies MSR Determination

There are no recommended changes to Madison FPD's governmental structure, however it should join the JOA with Capay Valley and Esparto FPDs designed to improve operations and efficiencies. The recommendation below is to ensure Madison FPD continues to maintain standing in good faith to achieve JOA goals. Madison FPD is effective in its current structure but has experienced some issues maintaining board members. Board members and key staff are trained regarding the organization's program requirements and financial management. The Fire Chief and Assistant Chief positions have been stable for years, but all three staff positions are close relatives, and the Chief is in a supervisory capacity of the other two.

Madison FPD has some basic policies but should consider adopting additional policies regarding meeting attendance, conduct, responsibilities of officers, personnel, and accounting/financial procedures. MPFD has been exempted from making Statement of Economic Interests (Form 700) disclosures. The Madison FPD is required to conduct an audit every two years and hasn't had one completed in 10 years. Madison FPD's last audit was in 2012. The Madison FPD is an independent special district and is legally required to maintain a website. Madison FPD received a 24% transparency score in 2020.

Accountability, Structure and Efficiencies MSR Recommendation(s)

- Capay Valley, Esparto and Madison FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources.
- Madison FPD should consider nepotism policies, especially for supervisory issues and segregation of duties for financial transactions.
- The Madison FPD should adopt policies related to meeting attendance, conduct, responsibilities of officers, and personnel (including employee/volunteer promotions, performance evaluations, drug and alcohol policies, payroll processing, etc.) In addition, accounting and financial policies should be developed to include general accounting, processing, and recording of disbursements and receipts, allowable expenditures, employee and board travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.
- Madison FPD has not been audited since 2012. Madison FPD needs to prioritize securing an audit as soon as possible for the last 3 FYs per the Yolo County Auditor-Controller. Going forward, Madison FPD needs to stay current on the two-year audit cycle.
- Madison FPD needs to either hire an outside accountant or schedule time with DFS to evaluate FPD finances and verify the County Department of Financial Services (DFS) accounting coding is accurate
- The Madison FPD received a 35% transparency score in 2021. Please see the report at https://www.yololafco.org/yolo-local-government-website-transparency-scorecards for where improvements are needed.

7. BROADBAND ACCESS

Any other matter related to effective or efficient service delivery, as required by commission policy.

Per Yolo LAFCo Project Policy 6.2 "*it is the intent of Yolo LAFCo to comprehensively review broadband access in MSRs of local agencies that either serve communities and/or provide emergency services where broadband connection is critical (i.e. cities, CSDs, CSAs, FPDs and RDs).*"

	YES	MAYBE	NO
a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*	☐	☐	☒
b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*	☐	☐	☒

Discussion:

a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*

No. The town of Madison is provided broadband service by Esparto Broadband, Inc. at either 100 Mbps download and 10 Mbps upload speeds or 50 Mbps download and 5 Mbps upload speeds depending on location[5]: AT&T also provides speeds of 50/10Mbps depending on location. The rural areas are mostly covered by Winters Broadband LLC at 25 Mbps download speed and 6 Mbps upload speed. Therefore, broadband speeds of 25/3 Mbps is generally available in the Madison FPD territory.



b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*

No. According to the CPUC Broadband Mapping Program, broadband adoption at 25/3 Mbps is low at only 20%-40% in the Madison FPD area. In town, residents have the choice of two providers, one of which offers low-income subscription programs.

As a small local provider, Esparto Broadband, Inc. does not offer low-income subscription rates, but its 25 Mbps "Light" plan is offered at $41.00 per month. Much of Madison is also covered by AT&T at competitive speeds, which offers a program for low-income households that includes 25 Mbps download speeds for $10.00 per month with free installation, in-home Wi-Fi®, no deposit and no annual contract.

Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account[6] and generally help troubleshoot technology challenges. Information and instruction about basic computer/tablet/smartphone use is offered in ESL conversation clubs, classes and in Yolo Reads Adult and Family Literacy program. The library also provides hotspots and Chromebooks for those that need these items. The library does not have a formalized technology curriculum, although there have been discussions regarding adding it as a service.

[5] CPUC Broadband Mapping Program data as of December 31, 2019. Speeds provided are maximum advertised speeds and not necessarily typical speeds actually experienced by the subscriber.

[6] Email from Mark Fink, Yolo County Librarian on May 26, 2021

Broadband Access MSR Determination

Overall, broadband access in the Madison FPD does not appear to be an issue that would disrupt fire protection and emergency services. According to the CPUC Broadband Mapping Program, broadband adoption at 25/3 Mbps is low at only 20%-40% for the Madison FPD territory.

Broadband speeds at or above 25/3 Mbps is generally available in the town of Madison by multiple providers. AT&T as a national internet service provider is required to offer low-income subscription rates, while a small local provider such as Esparto Broadband, Inc. is not.

8. STATUS OF PREVIOUS MSR RECOMMENDATIONS	**YES**	**MAYBE**	**NO**
a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*	☒	☐	☐

Discussion:

a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*

Yes.

2016 MSR Recommendations Specific to the Madison FPD and Status

1. Knights Landing, Madison, Yolo, and Zamora FPDs should consider an automatic aid agreement with Dunnigan and/or Willow Oak FPDs for immediate response to missed calls in those districts when on-duty staffing is available in Dunnigan and/or Willow Oak.

   Status: This is no longer an issue. Madison FPD has hired full time staff since 2016 and response has significantly improved.

2. All of the districts (except Clarksburg, Dunnigan, West Plainfield, and Yolo FPDs with existing fiscal policies and/or capital renewal/replacement plans) should develop and adopt written fiscal policies addressing budgeting, procurement, reserve funds, fiscal audits, and capital renewal/replacement planning in conformance with recognized industry best fiscal practices.

   Status: Not adopted.

3. Dunnigan, Knights Landing, and Madison FPDs should consider seeking a benefit assessment to facilitate long-term fiscal viability.

   Status: Madison has had an assessment since 1994 and DIF, but it has not been updated. Yolo County has contracted with a consultant and is currently working on a Proposition 218 assessment update for all the FPDs countywide.

4. Elkhorn, Knights Landing, Madison, and Yolo FPDs should consider seeking grant funding for apparatus replacement to facilitate long-term fiscal viability.

   Status: Madison FPD has been seeking and obtaining grant funding.

5. Esparto and Madison FPDs should consider consolidating into a single district to enhance operational and fiscal efficiencies.

   Status: In lieu of a legal consolidation, Madison FPD is considering joining the JOA with Capay Valley and Esparto FPDs, which would be considered a "functional consolidation". But a JOA has not been adopted yet.

Status of Previous Recommendations MSR Determination

Madison FPD has complied with two of the five recommendations, and another two are in process. It has resolved its response issues by hiring full time staff since 2016 and has been seeking/obtaining grant funding where possible. Yolo County is currently conducting analysis to potentially update Madison FPD's assessments and the District is also considering a JOA that would satisfy the recommendation to consolidate with Esparto FPD with a "functional consolidation". Madison FPD has not adopted written fiscal policies addressing budgeting, procurement, reserve funds, fiscal audits, and capital renewal/replacement planning in conformance with recognized industry best fiscal practices.

DRAFT

SPHERE OF INFLUENCE STUDY

On the basis of the Municipal Service Review:

☒ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency's SOI is recommended and SOI determinations HAVE NOT been made.

☐ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency's SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.

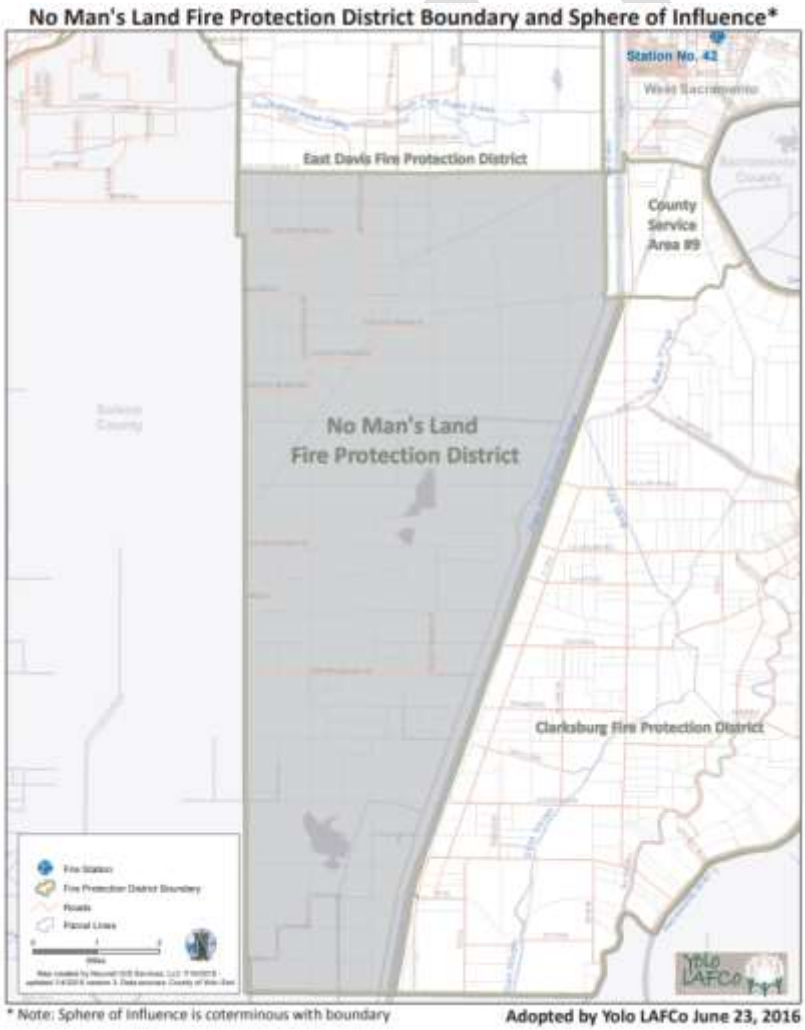
DRAFT

AGENCY PROFILE

The No Man's Land Fire Protection District (FPD) was formed in 1974 as a dependent district to Yolo County, and is authorized to provide fire protection and emergency response services. The Board of Supervisors acts as the FPD Board of Directors and has never delegated this authority to a local fire commission. Upon its formation until 1974, the FPD contracted with the City of Dixon for services. The City of Davis then provided services on a temporary basis and was made permanent with the City and County approving a 10-year contract beginning in 1997. The City continues to provide service via contract extensions.

The District is 35,639 acres in size and serves the remote area southeast of the City of Davis between Solano County and the Sacramento Deep Water Ship Channel. The District contains 33 residential and 0 commercial addresses and its population is estimated to be 82 residents[1].

The No Man's Land FPD boundary and sphere of influence (SOI) is shown below. The SOI is coterminous with the district boundary.



[1] Population estimate is based on the number of residential addresses assigned in 2021 in the FPD territory with a Yolo County average of 2.5 persons per household.

MUNICIPAL SERVICE REVIEW

POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

The MSR determinations checked below are potentially significant, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by "no" answers, the Commission may find that a MSR update is not warranted.

- ☐ Growth and Population
- ☐ Disadvantaged Unincorporated Communities
- ☐ Capacity, Adequacy & Infrastructure to Provide Services
- ☒ Financial Ability
- ☐ Shared Services
- ☒ Accountability
- ☒ Broadband Access
- ☐ Status of Previous MSR Recommendations

LAFCO MUNICIPAL SERVICE REVIEW:

☐ On the basis of this initial evaluation, the required determinations are not significant and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).

☒ The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

1. GROWTH AND POPULATION

Growth and population projections for the affected area.	YES	MAYBE	NO
a) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*	☐	☐	☒
b) *Do changes in service demand suggest a change in the agency's services?*	☐	☐	☒

Discussion:

a-b) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands? Do changes in service demand suggest a change in the agency's services?*

No. The population for No Man's Land FPD is currently estimated to be 82 and there are no significant growth areas designated by the County. The territory is dispatched by the City of Davis and total calls that resulted in dispatched apparatus/responders were 13 in FY 18/19, 6 in FY 19/20 and 15 in FY 20/21, a 15% increase over three years. Changes in service demand do not suggest a change in service provider.

Growth and Population MSR Determination

The population for No Man's Land FPD is currently estimated to be 82 and there are no significant growth areas designated by the County. The territory is dispatched by the City of Davis and total calls that resulted in dispatched apparatus/responders were 13 in FY 18/19, 6 in FY 19/20 and 15 in FY 20/21, a 15% increase over three years. Changes in service demand do not suggest a change in service provider.

2. DISADVANTAGED UNINCORPORATED COMMUNITIES

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

		YES	MAYBE	NO
a)	*If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*	☐	☐	☒
b)	*If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.*	☐	☐	☒

Discussion:

a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*

No. All "inhabited unincorporated communities" countywide receive structural fire protection services. There are no unincorporated communities located within the No Man's Land FPD boundaries and the territory is not identified as disadvantaged[2].

b) If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.

Not applicable.

Disadvantaged Unincorporated Communities MSR Determination

All "inhabited unincorporated communities" countywide receive structural fire protection services. There are no unincorporated communities located within the No Man's Land FPD boundaries and the territory is not identified as disadvantaged.

[2] CALAFCO Disadvantaged Unincorporated Communities for State, RSG Inc. GIS Layer, dated December 10, 2021

3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) *Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*	☐	☐	☒
b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*	☐	☐	☒
c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*	☐	☐	☒
d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*	☐	☐	☒
e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*	☐	☐	☒

Discussion:

a-e) No. No Man's Land FPD has never provided direct services since it was formed in 1974 and currently contracts with the City of Davis for fire protection and emergency response services. The current agreement for services was executed in 2009 and expires in twenty years on June 30, 2029 and can be terminated with 4 years advance written notice.

Staff and Coverage, training, fire station, apparatus and equipment are all provided by a city fire department which must adhere to higher performance standards. Both National Fire Protection Association (NFPA) 1720 and 1710 are standards concerning personnel deployment and response times to fires and medical emergencies: NFPA 1720 is designed primarily for communities with volunteer firefighters. NFPA 1710 is designed primarily for communities with career, or paid, firefighters.

Capacity and Adequacy of Public Facilities and Services MSR Determination

No Man's Land FPD has never provided direct services since it was formed in 1974 and currently contracts with the City of Davis for fire protection and emergency response services. City fire departments must adhere to higher performance standards (NFPA 1710) than rural departments (NFPA 1720). The current agreement for services was executed in 2009 and expires in twenty years on June 30, 2029 and can be terminated with 4 years advance written notice.

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

- Should the No Man's Land FPD not be dissolved, its Chief should provide a written evaluation of the level of service, deployment, and response time objectives as an agenda item at a No Man's Land FPD meeting on an annual basis. The city service provider should report NFIRS data in a manner that allows it to be separated from city incidents and reported for each FPD served.

4. FINANCIAL ABILITY

Financial ability of agencies to provide services.

		YES	MAYBE	NO
a)	*Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*	☒	☐	☐
b)	*Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*	☐	☐	☒
c)	*Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*	☒	☐	☐
d)	*Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*	☒	☐	☐
e)	*Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*	☒	☐	☐
f)	*Is the organization's rate/fee schedule insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*	☒	☐	☐
g)	*Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy?*	☒	☐	☐
h)	*Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?*	☐	☒	☐

Financial Background

NO MANS LAND FIRE PROTECTION DISTRICT
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES

	2017	2018	2019	2020	2021
Revenue					
Property tax, in-lieu tax, HOPTR	$ 7,517	$ 7,711	$ 9,965	$ 9,912	$ 10,637
Interest	388	580	1,148	800	(250)
Other County funding	-	-	-	-	16,000
Special assessment	16,211	16,259	15,995	16,259	16,259
Total Revenue	24,116	24,550	27,108	26,971	42,646
Expenditures					
Services and supplies	623	773	773	773	823
City of Davis contract payment	34,276	35,496	36,749	37,819	38,413
Total Expenditures	34,899	36,269	37,522	38,592	39,236
Net income (loss)	(10,783)	(11,719)	(10,414)	(11,621)	3,410
Beginning Fund Balance	43,506	32,723	21,004	10,590	(1,031)
Ending Fund Balances	$ 32,723	$ 21,004	$ 10,590	$ (1,031)	$ 2,379
Fund Balances					
Restricted - Development impact fees	$ 4,721	$ 4,787	$ 4,895	$ 4,998	$ 5,051
Assigned - General reserve	55,404	55,404	55,404	-	-
Unassigned	(27,402)	(39,187)	(49,709)	(6,029)	(2,672)
Total Fund Balances	$ 32,723	$ 21,004	$ 10,590	$ (1,031)	$ 2,379
Y-T-Y Change in total Fund Balances					
Amount Increase (Decrease)	$ (10,783)	$ (11,719)	$ (10,414)	$ (11,621)	$ 3,410
Percentage Increase (Decrease)	-24.79%	-35.81%	-49.58%	-109.74%	-330.75%
Property Tax Analysis					
a. Assessed Value (AV)	$39,984,443	$38,325,695	$41,684,959	$45,450,447	$49,093,539
b. Y-T-Y Percentage change in AV	7.36%	-4.15%	8.77%	9.03%	8.02%
c. Current secured, unsecured and HOPTR	$ 7,273	$ 6,961	$ 8,983	$ 9,677	$ 10,382
d. District share of general 1% levy (c/a)	1.8190%	1.8163%	2.1550%	2.1291%	2.1147%

Discussion:

a) *Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*

Yes. The State purchased a significant portion of the district territory resulting in the district losing a significant portion of its core revenue base. These structural issues have never been resolved. The District has experienced operating losses in each of the last seven fiscal years and by the end of fiscal year 2020 had a deficit unassigned fund balance. In fiscal year 2021 the County gave a subsidy of $16,000 to the District for liquidity purposes. The operating losses appear to be a result of decreased special assessment revenue. The decrease in special assessment revenue is a result of the State purchase of land in the District on which the State will not pay Proposition 218 assessments and the discontinuance of "hand billing" special assessments levied on other government-owned exempt parcels. According to the contract the District entered into with the City of Davis, the City is responsible for assisting the District in its collection of assessments. The District is not viable as currently being operated.

DRAFT

Revenue

No Man's Land FPD's revenue consists of property taxes, special assessments, development impact fees, interest, a subsidy from the County (one-time) and other miscellaneous revenue. The District relies primarily on a share of the general 1% property tax levy (40% of total 2021 revenue) and special assessments (60% of total 2021 revenue) for the majority of its revenue to fund its operations. The District's share of property taxes within its boundaries is approximately 2.1%, while the average for all FPDs in the county is 6.2%. The District has also levied a special assessment since 1998, the year in which the District contracted with the City of Davis. The City is responsible per the contract for assisting the District in its collection of assessments; however, assessments have not been collected from governmental agencies since 2015. The District also imposes development impact fees (DIF) which can only be used by the District to acquire equipment and facilities to service new development. In 2011 the District collected $4,560 in DIF; the only amount received to date.

Expenditures

Since No Man's Land FPD is a "contract district" it has very few expenditures: liability insurance, special assessment enrollment fee, financial reporting fee and the annual contract payment to the City of Davis. The current contract with the City of Davis was executed on December 15, 2009 with a term of 20 years. The contract requires the District to pay the City a base amount of $30,534.50 for fiscal years 2010 through 2012. Beginning in year 4 (FY 2013), the base amount is adjusted for inflation.

b) *Can the subject agency need to use generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency have accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*

No. The district maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records. Since the District is a dependent district, it is subject to the same accounting and financial policies of the County. Accounting and budget data including all cash receipts and disbursements are reviewed by County finance staff before they are posted.

c) *Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*

Yes. It appears there has been a lack of financial oversight of the District for many years to the extent that County and City of Davis staff failed to address the financial decline of the District that began in fiscal year 2014 in part due to the discontinuance of "hand billing" special assessments levied on other government-owned exempt parcels. Besides approving the annual budget, the District board (the BOS) does not receive any financial data.

d) *Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*

Yes. See 4c above.

e) *Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*

Yes. Generally, most of the revenues are reliable, with the majority coming from property taxes and special assessments. However, it appears, the special assessments of at least $10,000 annually is not being collected from exempt parcels owned by governmental agencies.

f) *Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of*

similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?

Yes. The district has sustained financial losses since 2014 and as of June 30, 2014 had a deficit unassigned fund balance. See 4a above.

g) *Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Does the agency need to identify and quantify what the possible significant risks and costs of infrastructure or equipment failure? Does the agency need a reserve policy?*

Yes. The District contracts with the City of Davis for fire suppression and related services and as such has limited risks that would not require a large reserve. However, all of the District's unrestricted fund balance has been expended to cover revenue shortages which began in fiscal year 2014. LAFCo's overarching recommendation to Yolo County is to renegotiate city service contracts to operate as a pass-through of revenues. However, at a minimum the District should have a general reserve of $13,000, which is the total of 50% of unsecured property taxes and 50% of special assessments to maintain liquidity, and an unassigned fund balance of $6,000, or approximately 15% of expenditures, to protect against unanticipated revenue shortfalls and expenditures.

i) *Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear capital financing and debt management policy, if applicable?*

Maybe. Yolo County subsidized NMLFPD operations in fiscal year 2021 to keep it solvent. It is unknown at this time whether the County will require the subsidy to be repaid.

Financial Ability MSR Determination

Over time, the State has purchased a significant portion of the district territory resulting in the district losing a significant portion of its core revenue base. These structural issues have never been resolved. The District relies primarily on a share of the general 1% property tax levy (40% of total 2021 revenue) and special assessments (60% of total 2021 revenue) for the majority of its revenue to fund its operations. The District's share of property taxes within its boundaries is approximately 2.1%, while the average for all FPDs in the county is 6.2%. The District has experienced operating losses in each of the last seven fiscal years, and by the end of fiscal year 2020 had a deficit unassigned fund balance. The operating losses appear to be a result of decreased special assessment revenue. Compounding the problem, the City of Davis is responsible per the contract for assisting the District in collecting special assessments levied on other government-owned exempt parcels, which stopped occurring for some reason in 2015.

The contract requires the District to pay the City a base amount of $30,534.50 for fiscal years 2010 through 2012 and beginning in year 4 (FY 2013) is adjusted for inflation. In fiscal year 2021 the County gave a subsidy of $16,000 to the District for liquidity purposes. It appears there has been a lack of financial oversight of the District for many years to the extent that County and City of Davis staff failed to address the financial decline of the District that began in fiscal year 2014. Besides approving the annual budget, the District board (the BOS) does not receive any financial data. The District is not viable as currently being operated.

Financial Ability MSR Recommendation(s)

- Should No Man's Land FPD not be dissolved, it should develop a financial plan to return the district to solvency including potentially increasing the Proposition 218 assessment.
- Should No Man's Land FPD not be dissolved, establish financial oversight policies and procedures that would detect anomalies and potential financial issues in a timely manner.
- Should No Man's Land FPD not be dissolved, review the City of Davis contract terms related to special assessment billings and collections, and clearly delineate and document responsibilities of all parties.

- Should No Man's Land FPD not be dissolved, districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on appropriate facilities.

5. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities.

	YES	MAYBE	NO
a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*	☐	☐	☒

Discussion:

a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*

No. No Man's Land FPD shares services and contracts with the City of Davis for fire protection and emergency response services**.**

Shared Services MSR Determination

No Man's Land FPD shares services and contracts with the City of Davis for fire protection and emergency response services.

6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

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

	YES	MAYBE	NO
a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*	☒	☐	☐
b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*	☐	☐	☒
c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*	☐	☐	☒
d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?*	☐	☐	☒
e) *Are any agency officials and designated staff <u>not</u> current in making their Statement of Economic Interests (Form 700) disclosures?*	☐	☐	☐

f)	*Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*	☐	☐	☒
g)	*If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*	☐	☐	☒
h)	*Does the organization need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*	☐	☐	☒

Discussion:

a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*

Yes. No Man's Land FPD's services are provided by the City of Davis, which provides service to two other dependent FPDs also. Combining the territory served by the City of Davis under one district would be more efficient, increase accountability for community service needs, and reduce public confusion.

When No Man's Land FPD was formed in 1974, annexation to the East Davis FPD was considered during the formation process, but "the City of Davis has refused to annex the territory to the East Davis Fire District at this time, and the East Davis Fire Protection District has therefore stated they do not desire to annex the territory."[3] Consequently, a separate FPD was formed to contract with the City of Dixon for services. However, in 1997 the service provider for No Man's Land FPD changed to the City of Davis. Therefore, the initial reason for a separate district no longer exists and the shape and development of the FPDs should evolve accordingly.

b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*

No. The Yolo County Board of Supervisors serves as the board of the FPD.

c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*

No. City staff perform all FPD services and Yolo County provides financial management. See 4c regarding issues with No Man's Land FPD financial management.

d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct?*

No. The City maintains policies to manage all FPD services and functions.

e) *Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*

No. No Man's Land FPD is exempt from filing Statement of Economic Interests (Form 700) disclosures.

f) *Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*

[3] LAFCo Report on Formation of No-man's Land FPD, January 11, 1974.

No. The dependent FPD's (including No Man's Land FPD) are included in the annual audit of the County's Annual Comprehensive Financial Report (ACFR). The County's audited CAFR meets general audit requirements and the CAFR satisfies the requirements of Government Code 26909.

g) *If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*

No. The No Man's Land FPD is audited annually as part of the County's ACFR and its financial transactions are very minimal.

h) *Does the* organization *need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*

No. The No Man's Land FPD does not have a website and is not required to because it is a dependent district. Yolo County should consider including a page on its website regarding the FPD.

Accountability, Structure and Efficiencies MSR Determination

No Man's Land FPD's services are provided by the City of Davis, which provides service to two other dependent FPDs also. It would be more directly accountable for community service needs and less confusing to the public if the territory served by the City of Davis were under one district with one contract managed directly by the City of Davis. The reason No Man's Land FPD was formed instead of annexing to East Davis FPD was because the City of Dixon initially provided service. Since the City of Davis began providing service in 1997, the reason for a separate district no longer exists and the shape and development of the FPDs should evolve accordingly. The Yolo County Board of Supervisors serves as the board of the No Man's Land FPD. No Man's Land FPD is included in the County's ACFR and it does not maintain a website.

Accountability, Structure and Efficiencies MSR Recommendation(s)

- No Man's Land FPD should be dissolved and its territory should be annexed into the East Davis FPD, which is managed directly by the City of Davis and provides the service.
- Should the No Man's Land FPD not be dissolved, Yolo County should consider including a page on its website regarding the FPD.

7. BROADBAND ACCESS

Any other matter related to effective or efficient service delivery, as required by commission policy.

Per Yolo LAFCo Project Policy 6.2 "*it is the intent of Yolo LAFCo to comprehensively review broadband access in MSRs of local agencies that either serve communities and/or provide emergency services where broadband connection is critical (i.e. cities, CSDs, CSAs, FPDs and RDs).*"

	YES	MAYBE	NO
a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*	☒	☐	☐
b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*	☐	☐	☒

Discussion:

a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*

Yes. The No Man's Land FPD is very remote with an estimated population of 82 people and is unserved by fixed broadband according to the CPUC Interactive Broadband Map. AT&T provides mobile service up to 46/7 Mbps.



b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*

No. According to the CPUC Broadband Mapping Program, broadband adoption is greater than 80% (the highest category) for the FPD territory, which is presumably a data skewing error considering the territory is not served. AT&T offers programs for low-income households that reduces cost by $30 per month.

Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account[4] and generally help troubleshoot technology challenges. Information and instruction about basic computer/tablet/smartphone use is offered in ESL conversation clubs, classes and in Yolo Reads Adult and Family Literacy program. The library also provides hotspots and Chromebooks for those that need these items. The library does not have a formalized technology curriculum, although there have been discussions regarding adding it as a service.

Broadband Access MSR Determination

The No Man's Land FPD is very remote with an estimated population of 82 people and is unserved according to the CPUC Interactive Broadband Map. AT&T provides mobile service up to 46/7 Mbps.

Broadband Access MSR Recommendation

- Yolo County should consider the lack of broadband service in the No Man's Land area as it addresses rural access issues.

8. STATUS OF PREVIOUS MSR RECOMMENDATIONS

	YES	MAYBE	NO
a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*	☐	☐	☒

[4] Email from Mark Fink, Yolo County Librarian on May 26, 2021

Discussion:

a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*

No. There were no recommendations from the 2016 MSR specific to the No Man's Land FPD.

Status of Previous Recommendations MSR Determination

There were no recommendations from the 2016 MSR specific to the No Man's Land FPD.

DRAFT

SPHERE OF INFLUENCE STUDY

On the basis of the Municipal Service Review:

☒ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency's SOI is recommended and SOI determinations HAVE NOT been made.

☐ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency's SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.

DRAFT

AGENCY PROFILE

The Springlake Fire Protection District (FPD) was formed as an independent district on July 21, 1942 and is authorized to provide fire protection and emergency response services. On August 9, 2019, the District applied to LAFCo to change from an independent district to a dependent district under Yolo County. Effective, July 1, 2020, the District was reorganized as a dependent district to Yolo County, governed by the Board of Supervisors. And on August 4, 2020, the Yolo County Board of Supervisors delegated its decision-making authority to a local five-member Fire Commission, each appointed by the Board of Supervisors to serve four-year terms.

In 1959, Springlake FPD was consolidated with and subsumed the now defunct Plainfield FPD (not to be confused with the West Plainfield FPD). Springlake FPD executed a "functional consolidation" with the City of Woodland Fire Department in April 1982 where the City assumed ownership of the District's capital assets in exchange for contractual fire protection services from the City. In November 1985 this agreement was modified to include service only to the area of the District north of County Road 29. The District then contracted with the City of Davis for fire protection services to its territory south of County Road 29, which is better served by Davis. In addition, the UC Davis campus is in the southern portion of the District, and it provides its own fire protection services from its campus Fire Department.

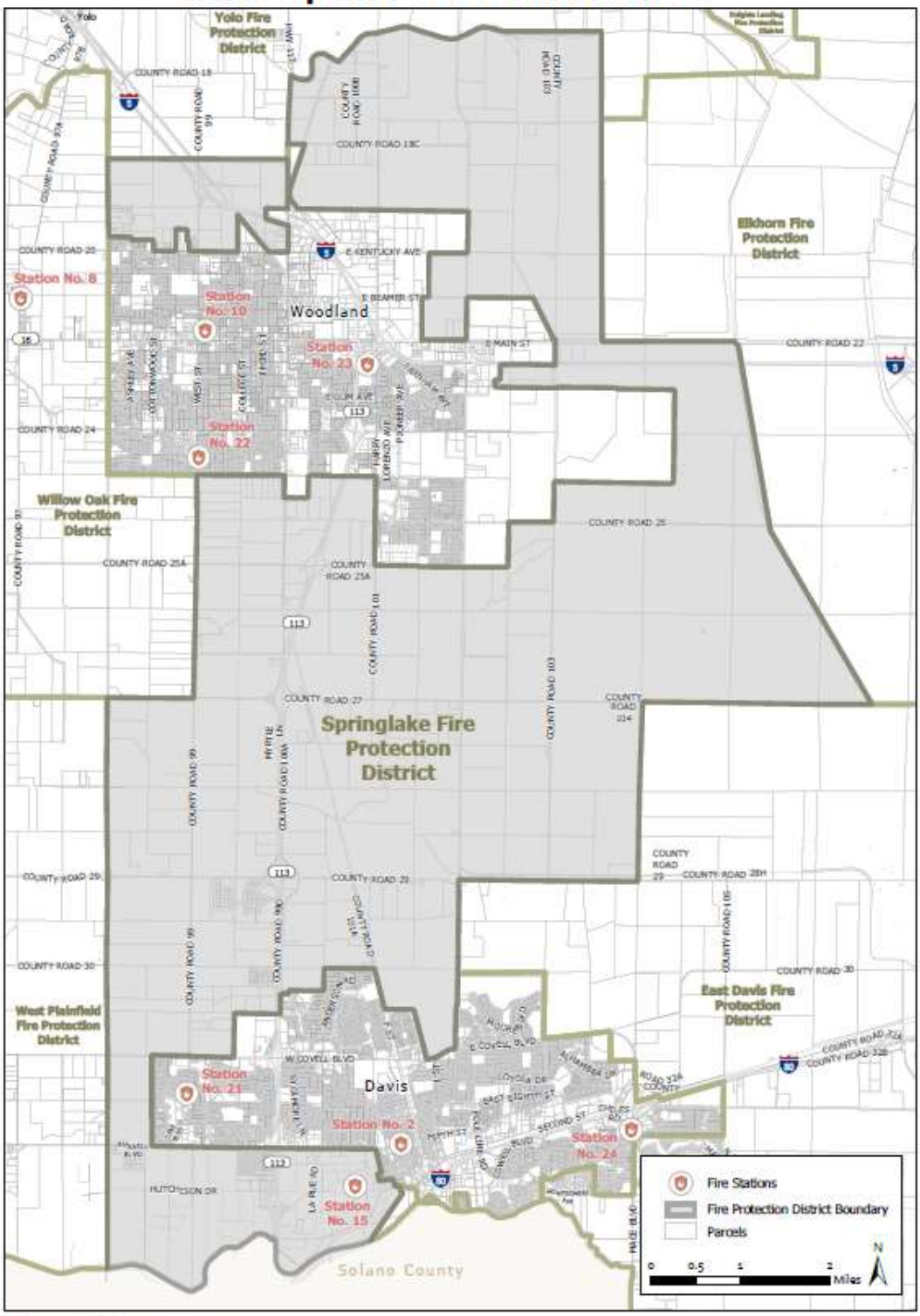
The District is 32,545 acres in size and serves a mix of residential, commercial, and industrial uses in the areas adjacent to Woodland and Davis, with the remainder predominantly agricultural uses. Binning Farms, North Davis Meadows, Patwin Road and West/Kentucky are designated inhabited unincorporated communities within the District. The District is located in central Yolo County and generally around and between the cities of Davis and Woodland. The District contains 713 residential and 8 commercial addresses and its population is estimated to be 6,587 residents[1].

The Springlake FPD boundary and sphere of influence (SOI) is shown below. The SOI is coterminous with the district boundary.

DRAFT

[1] Population estimate is based on the number of residential addresses assigned in 2021 in the FPD territory with a Yolo County average of 2.5 persons per household.

Springlake Fire Protection District and Sphere of Influence*



*Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo on April 25, 2019

MUNICIPAL SERVICE REVIEW

POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

The MSR determinations checked below are potentially significant, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by "no" answers, the Commission may find that a MSR update is not warranted.

- ☐ Growth and Population
- ☐ Disadvantaged Unincorporated Communities
- ☐ Capacity, Adequacy & Infrastructure to Provide Services
- ☐ Financial Ability
- ☐ Shared Services
- ☒ Accountability
- ☐ Broadband Access
- ☐ Status of Previous MSR Recommendations

LAFCO MUNICIPAL SERVICE REVIEW:

☐ On the basis of this initial evaluation, the required determinations are not significant and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).

☒ The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

1. GROWTH AND POPULATION

Growth and population projections for the affected area.	YES	MAYBE	NO
a) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*	☐	☐	☒
b) *Do changes in service demand suggest a change in the agency's services?*	☐	☐	☒

Discussion:

a-b) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands? Do changes in service demand suggest a change in the agency's services?*

No. The population for Springlake FPD is currently estimated to be 6,587 and there are no significant growth areas designated by the County. As the cities of Davis and Woodland annex territory, it is detached from the Springlake FPD.

The territory north of County Road 29 is dispatched by the Yolo Emergency Communications Agency and south of it by the City of Davis. Total calls that resulted in dispatched apparatus/responders were 208 in FY 18/19, 225 in FY 19/20 and 240 in FY 20/21, a 15% increase over three years.

Growth and Population MSR Determination

The population for Springlake FPD is currently estimated to be 6,587 and there are no significant growth areas designated by the County. As the cities of Davis and Woodland annex territory, it is detached from the Springlake FPD. Over the last three fiscal years, total calls that resulted in dispatched apparatus/responders were 208 in FY 18/19, 225 in FY 19/20 and 240 in FY 20/21, a 15% increase over three years, which is relatively low compared to other FPDs in the county.

2. DISADVANTAGED UNINCORPORATED COMMUNITIES

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*	☐	☐	☒
b) *If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.*	☐	☐	☒

Discussion:

a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*

No. All "inhabited unincorporated communities" countywide receive structural fire protection services. The West/Kentucky area may be a disadvantaged community, but it receives city fire protection services.

b) If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.

Not applicable.

Disadvantaged Unincorporated Communities MSR Determination

All "inhabited unincorporated communities" countywide receive structural fire protection services. The West/Kentucky area is likely a disadvantaged community, but it receives city fire protection services.

3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) *Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*	☐	☐	☒
b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*	☐	☐	☒
c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*	☐	☐	☒
d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*	☐	☐	☒
e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*	☐	☐	☒

Discussion:

a-e) No. Springlake FPD has not provided direct services since 1982 and contracts with the cities of Davis and Woodland, and UC Davis for fire protection and emergency response services. The current agreement for services was executed in 2004 and expires on June 30, 2024. The agreement with UC Davis was executed in 2015 and continues indefinitely with a 90-day written notice.

Staff and Coverage, training, fire station, apparatus and equipment are all provided by a city fire department which must adhere to higher performance standards. Both National Fire Protection Association (NFPA) 1720 and 1710 are standards concerning personnel deployment and response times to fires and medical emergencies: NFPA 1720 is designed primarily for communities with volunteer firefighters. NFPA 1710 is designed primarily for communities with career, or paid, firefighters.

Capacity and Adequacy of Public Facilities and Services MSR Determination

Springlake FPD has not provided direct services since 1982 and contracts with the cities of Davis and Woodland, and UC Davis for fire protection and emergency response services. City fire departments must adhere to higher performance standards (NFPA 1710) than rural departments (NFPA 1720). The current agreement with the cities for services was executed in 2004 and expires on June 30, 2024. The agreement with UC Davis was executed in 2015 and continues indefinitely with a 90-day written notice.

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

- The Springlake FPD Chief should provide a written evaluation of the level of service, deployment, and response time objectives as an agenda item at a Springlake FPD meeting on an annual basis.

4. FINANCIAL ABILITY

Financial ability of agencies to provide services.

		YES	MAYBE	NO
a)	*Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*	☐	☐	☒
b)	*Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*	☐	☐	☒
c)	*Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*	☐	☐	☒
d)	*Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*	☐	☒	☐
e)	*Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*	☐	☐	☒
f)	*Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*	☐	☐	☒
g)	*Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy?*	☐	☐	☒
h)	*Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?*	☐	☐	☒

DRAFT

Discussion:

Financial Background

SPRINGLAKE FIRE PROTECTION DISTRICT
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES

	2017	2018	2019	2020	2021
Revenue					
Property taxes, in-lieu taxes, HOPTR	$ 423,174	$ 429,271	$ 486,182	$ 489,348	$ 506,327
Interest	1,061	1,552	2,707	5,480	(1,581)
Special assessment	51,135	50,657	50,620	50,962	49,697
Other revenue	-	2,182	575	-	-
Total Revenue	475,370	483,662	540,084	545,790	554,443
Expenditures					
Services and supplies	7,411	11,499	7,601	14,875	12,187
UCD share of property taxes	18,492	12,294	32,003	22,325	23,305
Contract payments - City of Davis	266,575	211,672	215,419	221,150	237,270
Contract payments - City of Woodlanc	182,892	248,197	285,061	287,440	281,681
Total Expenditures	475,370	483,662	540,084	545,790	554,443
Net income (loss)	-	-	-	-	-
Beginning Fund Balance	-	-	-	-	-
Ending Fund Balances	$ -	$ -	$ -	$ -	$ -
Fund Balances					
Unassigned	$ -	$ -	$ -	$ -	$ -
Total Fund Balances	$ -	$ -	$ -	$ -	$ -
Property Tax Analysis					
a. Assessed Value (AV)	$ 588,090,168	$ 607,451,232	$ 642,125,616	$ 663,074,121	$ 669,451,989
b. Y-T-Y Percentage change in AV	4.22%	3.29%	5.71%	3.26%	0.96%
c. Current secured, unsecured and H	$ 414,935	$ 425,170	$ 471,560	$ 486,048	$ 494,398
d. District share of general 1% levy ((	7.0556%	6.9992%	7.3437%	7.3302%	7.3851%

a) *Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*

No. Springlake Fire Protection District is a pass-through entity, in that all revenues in excess of administrative expenditures are remitted to the contracted agencies: City of Davis, City of Woodland and UC Davis. The District does not maintain any fund balance, including reserves of any kind.

Revenue

Springlake Fire Protection District's revenue consists of property tax revenues, special assessments and interest. Like most other rural fire districts, Springlake FPD relies primarily on a share of the general 1% property tax levy for the majority of its revenue. In fiscal year 2021 property taxes of $506,327 comprised 91% of total revenues. The District's share of property taxes within its boundaries is approximately 7.4%, while the average for all FPDs in the County is 6.2%. This District has also levied a special assessment since 1994. In 2021 special assessment revenue was $49,697 which accounted for 9% of total revenue.

According to the Chief, the County used to provide parcel info via a third party that provided more detailed, relevant information regarding changes to parcels. With the County moving away from the

paid service, information that was once provided, and useful, is no longer available, possibly creating inaccurate parcel information.

Expenditures

In addition to some minor administrative expenditures the District's largest expenditure is contract payments to the City of Woodland and City of Davis. These payments increase as the property tax increase and special assessment increase.

b) *Does the subject agency need to use generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency have accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*

No. The district maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records. Since the district is a dependent district, it is subject to the same accounting and financial policies as the County. Accounting and budget data including all cash receipts and disbursements are reviewed by County finance staff before they are posted.

c) *Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*

Maybe. According to the District's minutes County financial reports are included in board meeting packets. In 2019 District board members did not detect that in-lieu taxes from State Fish and Wildlife were not posted to the District's fund.

d) *Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*

No. The board receives reports from the County as they become available.

e) *Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*

No. Revenues are reliable. All of the revenue is from property taxes, special assessments and interest earned on surplus funds held by the County Treasury. All revenues are collected and allocated by the County.

f) *Is the organization's rate/fee schedule insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*

No. This is not applicable to Springlake FPD since the District is operating as a pass-through entity.

g) *Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Does the agency need to identify and quantify what the possible significant risks and costs of infrastructure or equipment failure? Does the agency need a reserve policy?*

No. The District remits all revenues to the City of Davis, City of Woodland, and UC Davis by agreement. The District does not maintain any equipment or facilities.

i) *Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear capital financing and debt management policy, if applicable?*

No. The District does not have any debt.

Financial Ability MSR Determination

Springlake Fire Protection District is a pass-through entity, in that all revenues in excess of administrative expenditures are remitted to the contracted agencies: City of Davis, City of Woodland and UC Davis. The District does not maintain any fund balance, including reserves of any kind. In fiscal year 2021 property taxes of $506,327 comprised 91% of total revenues. The District's share of property taxes within its boundaries is approximately 7.4%, while the average for all FPDs in the County is 6.2%. This District has also levied a special assessment since 1994. In 2021 special assessment revenue was $49,697 which accounted for 9% of total revenue. There are no financial considerations or obligations.

Financial Ability MSR Recommendation(s)

- Springlake FPD staff should review the County financial reports to detect any omissions, errors, or anomalies. This review may include comparing current year budget to actual amounts, comparing current year actuals to prior years', etc.

5. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities.

	YES	MAYBE	NO
a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*	☐	☐	☒

Discussion:

a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*

No. Springlake FPD shares services and contracts with the cities of Davis and Woodland, and UC Davis for fire protection and emergency response services**.**

Shared Services MSR Determination

Springlake FPD shares services by contracting with the City of Davis, City of Woodland, and UC Davis for fire protection and emergency response services.

6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

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

	YES	MAYBE	NO
a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*	☒	☐	☐
b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*	☐	☐	☒

c)	*Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*	☐	☐	☒
d)	*Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?*	☐	☐	☒
e)	*Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*	☐	☐	☒
f)	*Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*	☐	☐	☒
g)	*If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*	☐	☐	☒
h)	*Does the organization need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*	☐	☒	☐

Discussion:

a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*

Yes.

Detaching Portion of Springlake FPD Served by City of Davis

Even though the LAFCo 2003 MSR for Springlake FPD noted "the contract with the two cities is an acceptable government structure option", Springlake FPD is managed by the City of Woodland and its territory is currently served by three different fire departments as contract providers: The City of Davis, the City of Woodland, and UC Davis. The territory is also dispatched by two different agencies (the City of Davis and YECA). It would be more directly accountable for community service needs and less confusing to the public if the territory south of County Road 29 served by the City of Davis were part of a district managed directly by the City of Davis.

Among the purposes of LAFCo is to review and provide information to shape the development of local agencies to advantageously provide for the present and future needs of each county and its communities. The fire service provider landscape has changed significantly since Springlake FPD was formed (and reorganized in 1959 to annex the Plainfield FPD). Springlake FPD began contracting for services with the City of Woodland altogether in 1982, and then changed service providers to the City of Davis in 1985 for everything south of County Road 29 to improve response. Combining the territory served by the City of Davis under one district and the area served by the City of Woodland under another would be more efficient, more accountable for community service needs, and less confusing to the public.

Annexing Portion of Elkhorn FPD Served by City of Woodland

The City of Woodland already responds to a portion of Elkhorn FPD's calls under its 2015 auto aid agreement and the Elkhorn FPD service is now redundant and inferior to the City's service. The simplest governmental structure to be accountable and provide for community service needs in an

efficient manner would be to consolidate service territory served by each city under one district. Such a structure would be more uniformly accountable for community service needs, less confusing to the public, and efficient. Therefore, LAFCo recommends the Elkhorn FPD be dissolved and its service territory be annexed into Springlake FPD for the City of Woodland service area.

b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*

No. Springlake FPD has struggled to fill its seats for years, which is the reasoning behind it being reorganized as a dependent FPD effective July 1, 2020. It is understood that eventually when the fire commission loses its quorum, the Yolo County BOS will act on behalf of the Springlake FPD. Therefore, while there are issues with vacancies, there is a plan in place to address it so there is no gap in decision making authority.

Name / Title	Start	End
Vacant Seat #1 /		09/29/2022
Vacant Seat #2 /		09/29/2022
Carolyn Bunfill /	09/29/2020	09/29/2024
Wes Arvin /	09/29/2020	09/29/2024
Brooke Herrgessell /	09/29/2020	09/29/2024

c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*

No. City staff perform all FPD services and functions.

d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct?*

No. The City maintains policies to manage all FPD services and functions.

e) *Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*

No. Springlake FPD officials are current in filing Statement of Economic Interests (Form 700) disclosures.

f) *Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*

No. Springlake FPD performed audits up until FY 20/21 when it was reorganized as a dependent FPD and is now included in the Annual Comprehensive Financial Report (ACFR). The County's audited CAFR meets general audit requirements and the CAFR satisfies the requirements of Government Code 26909.

g) *If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*

No. Springlake FPD is audited annually and day to day operations are managed by the City which has financial staff to review agency finances.

h) *Does the* organization *need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*

Maybe. Dependent districts are not legally required to maintain a website. However, Springlake FPD maintains a website and received a 60% transparency score in 2021. Please see the report posted on the LAFCo website for where improvements are recommended.

Accountability, Structure and Efficiencies MSR Determination

Springlake FPD is managed by the City of Woodland and its territory is served by three different fire departments contract providers: The City of Davis, City of Woodland, and UC Davis. The territory is also dispatched by two different agencies (the City of Davis and YECA). It would be more directly accountable for community service needs and less confusing to the public if the territory south of County Road 29 were detached and annexed into East Davis FPD. Combining the territory served by the City of Davis under one district and the area served by the City of Woodland under another would be more efficient, more accountable for community service needs, and less confusing to the public. In addition, the City of Woodland already responds to a portion of Elkhorn FPD's calls under its 2015 auto aid agreement and the Elkhorn FPD service is now redundant and inferior to the City's service. Therefore, LAFCo also recommends the Elkhorn FPD be dissolved and the City of Woodland's service territory be annexed into Springlake FPD for the City of Woodland service area.

Springlake FPD has struggled to fill its seats for years, which is the reasoning behind it being reorganized as a dependent FPD effective July 1, 2020. It is understood that eventually when the fire commission loses its quorum, the Yolo County BOS will act on behalf of the Springlake FPD. Springlake FPD performed audits up until FY 20/21 when it was reorganized as a dependent FPD and is now included in the County's Annual Comprehensive Financial Report (ACFR). Although dependent districts are not legally required to maintain a website, Springlake FPD maintains a website and received a 60% transparency score in 2021.

Accountability, Structure and Efficiencies MSR Recommendation(s)

- The Springlake FPD territory south of County Road 29 should be detached and annexed into the East Davis FPD, which is managed directly by the City of Davis which provides the service.
- The Springlake FPD sphere of influence should be updated to include the portion of Elkhorn FPD territory within the City of Woodland auto-aid agreement service area.
- Although dependent districts are not legally required to maintain a website, Springlake FPD maintains a website and received a 60% transparency score for best practices in 2021. Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are needed.

7. BROADBAND ACCESS

Any other matter related to effective or efficient service delivery, as required by commission policy.

Per Yolo LAFCo Project Policy 6.2 "*it is the intent of Yolo LAFCo to comprehensively review broadband access in MSRs of local agencies that either serve communities and/or provide emergency services where broadband connection is critical (i.e. cities, CSDs, CSAs, FPDs and RDs).*"

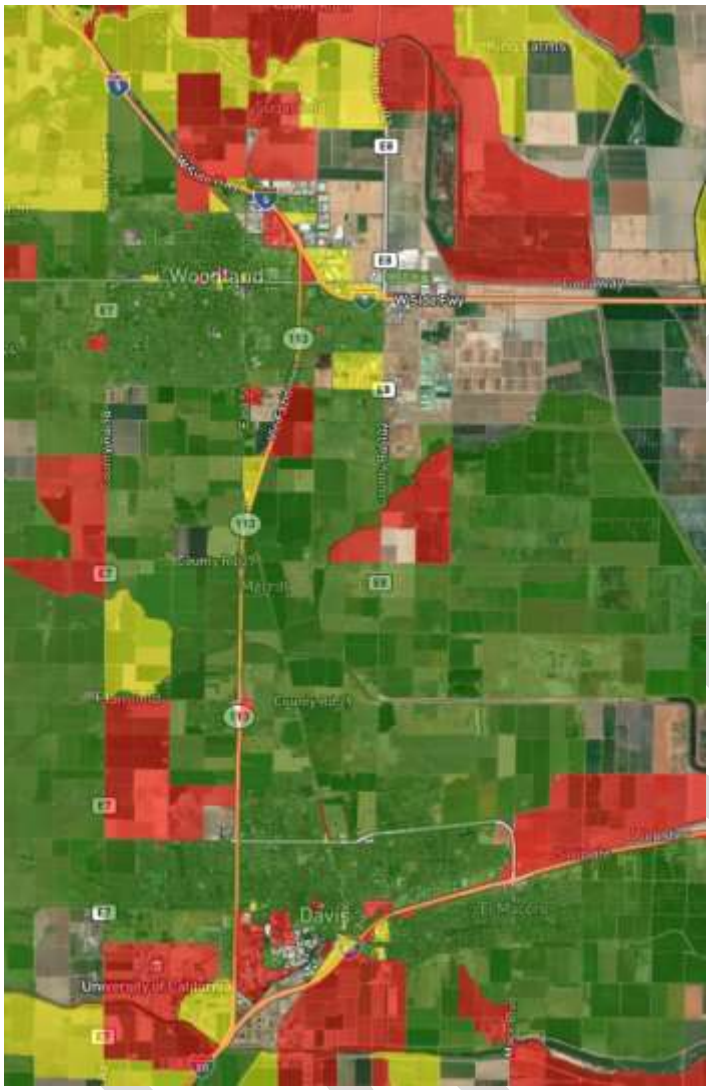
	YES	MAYBE	NO
a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*	☐	☐	☒
b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*	☐	☐	☒

Discussion:

a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*

No. City fire stations have broadband service and it is widely available in most (but not all) of the Springlake FPD territory. The FPD's territory is large and providers vary depending on location.

According to the CPUC Interactive Broadband Map, the unincorporated communities of Binning Farms, North Davis Meadows, Patwin Road and West/Kentucky have access to broadband service.



b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*

No. According to the CPUC Broadband Mapping Program, broadband adoption varies between 60-80% is some areas and is greater than 80% (the highest category) for the FPD territory.

Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account [2] and generally help troubleshoot technology challenges. Information and instruction about basic computer/tablet/smartphone use is offered in ESL conversation clubs, classes and in Yolo Reads Adult and Family Literacy program. The library also provides hotspots and Chromebooks for those that need these items. The library does not have a formalized technology curriculum, although there have been discussions regarding adding it as a service.

Broadband Access MSR Determination

City fire stations have broadband service and it is widely available in most (but not all) of the Springlake FPD territory. The FPD's territory is large and providers vary depending on location. According to the CPUC Interactive Broadband Map, the unincorporated communities of Binning Farms, North Davis Meadows, Patwin Road and West/Kentucky all have access to broadband service. Broadband adoption varies between 60-80% in some areas and is greater than 80% (the highest category) in other areas for the FPD territory.

8. STATUS OF PREVIOUS MSR RECOMMENDATIONS

	YES	MAYBE	NO
a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*	☐	☐	☒

[2] Email from Mark Fink, Yolo County Librarian on May 26, 2021

Discussion:

a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*

No. There were no recommendations from the 2016 MSR specific to the Springlake FPD.

Status of Previous Recommendations MSR Determination

There were no recommendations from the 2016 MSR specific to the Springlake FPD.

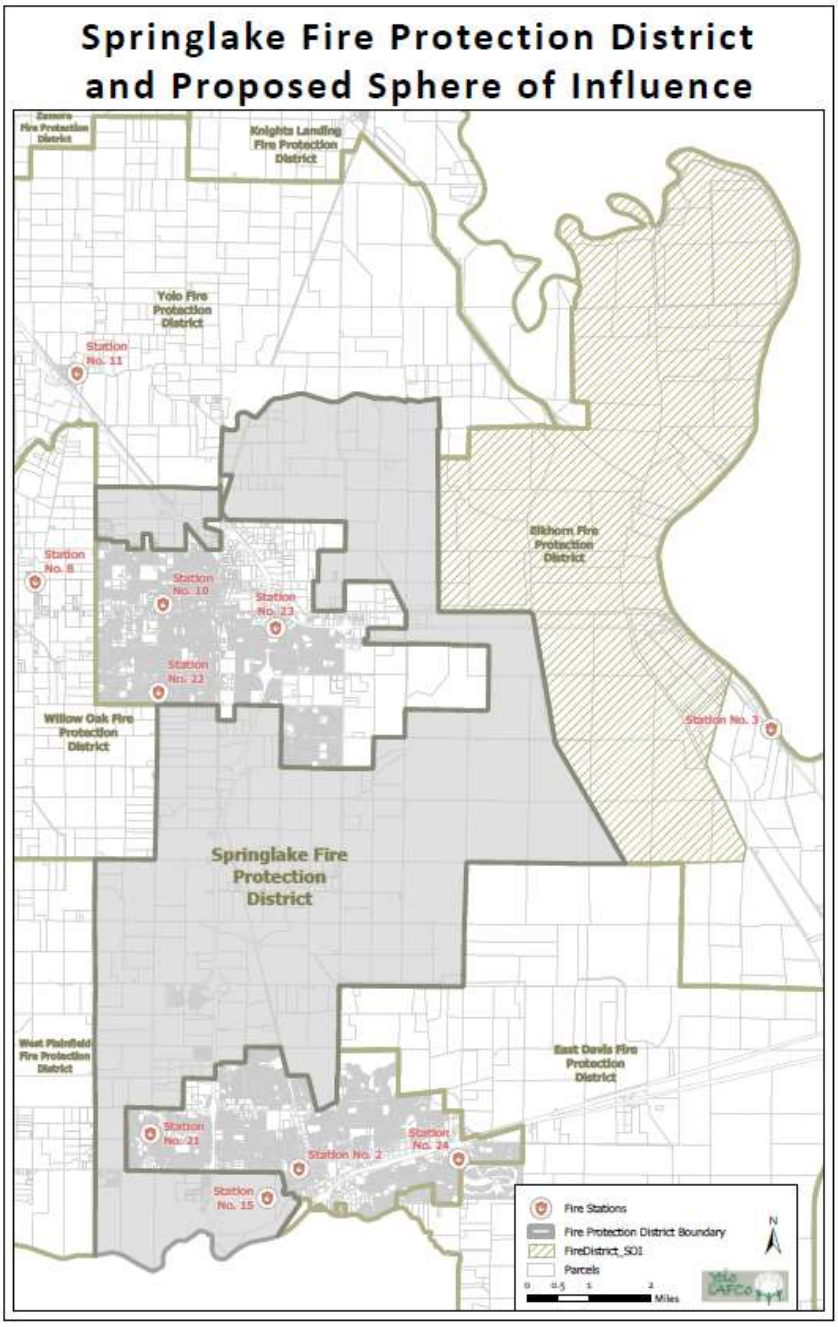
DRAFT

SPHERE OF INFLUENCE STUDY

On the basis of the Municipal Service Review:

☐ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency's SOI is recommended and SOI determinations HAVE NOT been made.

☒ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency's SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.



POTENTIALLY SIGNIFICANT SOI DETERMINATIONS

The SOI determinations below are potentially significant, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages.

- ☐ Present and Planned Land Uses
- ☐ Need for Public Facilities and Services
- ☐ Capacity and Adequacy of Provide Services
- ☐ Social or Economic Communities of Interest
- ☐ Disadvantaged Unincorporated Communities

1. PRESENT AND PLANNED LAND USES

The present and planned land uses in the area, including agricultural and open-space lands.

		YES	MAYBE	NO
a)	*Would the SOI conflict with planned, orderly and efficient patterns of urban development? Would the SOI impact the identity of any existing communities (e.g. community boundaries, postal zones, school, or other service boundaries)?*	☐	☐	☒
b)	*Would the SOI result in the loss of prime agricultural land or open space?*	☐	☐	☒
c)	*Would the SOI conflict with any natural or made-made boundaries that would impact where services can reasonably be extended?*	☐	☐	☒
d)	*Is there a conflict with the adopted SACOG Metropolitan Transportation Plan/Sustainable Communities Strategy?*	☐	☐	☒

Discussion:

a-d) *Would the SOI conflict with planned, orderly and efficient patterns of urban development? Would the SOI impact the identity of any existing communities (e.g. community boundaries, postal zones, school, or other service boundaries)? Would the SOI result in the loss of prime agricultural land or open space? Would the SOI conflict with any natural or made-made boundaries that would impact where services can reasonably be extended? Is there a conflict with the adopted SACOG Metropolitan Transportation Plan/Sustainable Communities Strategy?*

The SOI is for FPD fire protection and emergency response service territory only. The SOI area does not contain any urban development or identified communities. The SOI would not result in any change to agricultural land or open space. The SOI considers natural and man-made boundaries that would affect emergency response times. There is no conflict with SACOG growth plans.

Present and Planned Land Uses SOI Determination

The SOI is for FPD fire protection and emergency response service territory only. The SOI area does not contain any urban development or identified communities. The SOI would not result in any change to agricultural land or open space. The SOI considers natural and man-made boundaries that would affect emergency response times. There is no conflict with SACOG growth plans.

2. NEED FOR PUBLIC FACILITIES AND SERVICES

The present and probable need for public facilities and services in the area.

		YES	MAYBE	NO
a)	*Would the SOI conflict with the Commission's goal to increase efficiency and conservation of resources by providing essential services within a framework of controlled growth?*	☐	☐	☒
b)	*Would the SOI expand services that could be better provided by a city or another agency?*	☐	☐	☒
c)	*Does the SOI represent premature inducement of growth or facilitate conversion of agriculture or open space lands?*	☐	☐	☒
d)	*Are there any areas that should be removed from the SOI because existing circumstances make development unlikely, there is not sufficient demand to support it?*	☐	☐	☒
e)	*Have any agency commitments been predicated on expanding the agency's SOI such as roadway projects, shopping centers, educational facilities, economic development or acquisition of parks and open space?*	☐	☐	☒

Discussion:

a) Would the SOI conflict with the Commission's goal to increase efficiency and conservation of resources by providing essential services within a framework of controlled growth?

No. The SOI promotes the Commission's goal to increase efficiency. In this case fire protection and emergency response would be given to the agency that can best provide services. The territory is not identified for growth.

b) Would the SOI expand services that could be better provided by a city or another agency?

No. The SOI would expand services such that they are better provided by the City of Woodland via the Springlake FPD.

c) Does the SOI represent premature inducement of growth or facilitate conversion of agriculture or open space lands?

No. The SOI would not result in growth or conversion of agricultural or open space land.

d) Are there any areas that should be removed from the SOI because existing circumstances make development unlikely, there is not sufficient demand to support it?

No. The SOI Update is for fire protection and emergency response, which is provided countywide regardless of development demand.

e) Have any agency commitments been predicated on expanding the agency's SOI such as roadway projects, shopping centers, educational facilities, economic development or acquisition of parks and open space?

No. Not applicable.

Need for Public Facilities and Services SOI Determination

Fire protection and emergency response services are provided countywide by fire protection districts. It has been determined that there is a present need for improved services in this territory. The Springlake FPD is the most equipped and able FPD to provide services to this territory. The SOI promotes the Commission's goal to increase efficiency. In this case fire protection and emergency response would be given to the agency that can best provide services. The territory is not identified for growth and the SOI would not result

in growth or conversion of agricultural or open space land. The SOI Update is for fire protection and emergency response, which is provided countywide regardless of development demand.

3. CAPACITY AND ADEQUACY OF PROVIDED SERVICES

The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

	YES	MAYBE	NO
a) *Are there any issues regarding the agency's capacity to provide adequate services in the proposed SOI territory and ability to extend services?*	☐	☐	☒

Discussion:

a) Are there any issues regarding the agency's capacity to provide adequate services in the proposed SOI territory and ability to extend services?

No. The Springlake FPD has capacity to provide services in the SOI territory via its contract with the City of Woodland.

Capacity and Adequacy of Provided Services SOI Determination

The Springlake FPD has capacity to provide adequate services in the SOI territory via its contract with the City of Woodland.

4. SOCIAL OR ECONOMIC COMMUNITIES OF INTEREST

The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

	YES	MAYBE	NO
a) *Are there any social or economic communities of interest in the area if the commission determines that they are relevant to the agency (see also MSR checklist question 2b)?*	☐	☐	☒

Discussion:

a) *Are there any social or economic communities of interest in the area if the commission determines that they are relevant to the agency (see also MSR checklist question 2b)?*

No. Not applicable.

Social or Economic Communities of Interest SOI Determination

There are no social or economic communities of interest in the SOI area.

5. DISADVANTAGED UNINCORPORATED COMMUNITIES

For an update of an SOI of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

	YES	MAYBE	NO
a) *If the subject agency provides public services related to sewers, municipal and industrial water or structural fire protection (same as MSR checklist question 2a) does the proposed SOI exclude any disadvantaged unincorporated community (per MSR checklist question 2b) where it either may be feasible to extend services or required to be included under SB 244?*	☐	☐	☒

Discussion:

a) If the subject agency provides public services related to sewers, municipal and industrial water or structural fire protection (same as MSR checklist question 2a) does the proposed SOI exclude any disadvantaged unincorporated community (per MSR checklist question 2b) where it either may be feasible to extend services or required to be included under SB 244?

Not applicable. There are no disadvantaged unincorporated communities in the SOI territory, and all unincorporated territory receives fire protection services. The SOI Update is intended to improve services for the territory.

Disadvantaged Unincorporated Communities SOI Determination

There are no disadvantaged unincorporated communities in the SOI territory, and all unincorporated territory receives fire protection services. The SOI Update is intended to improve services for the territory.

DRAFT

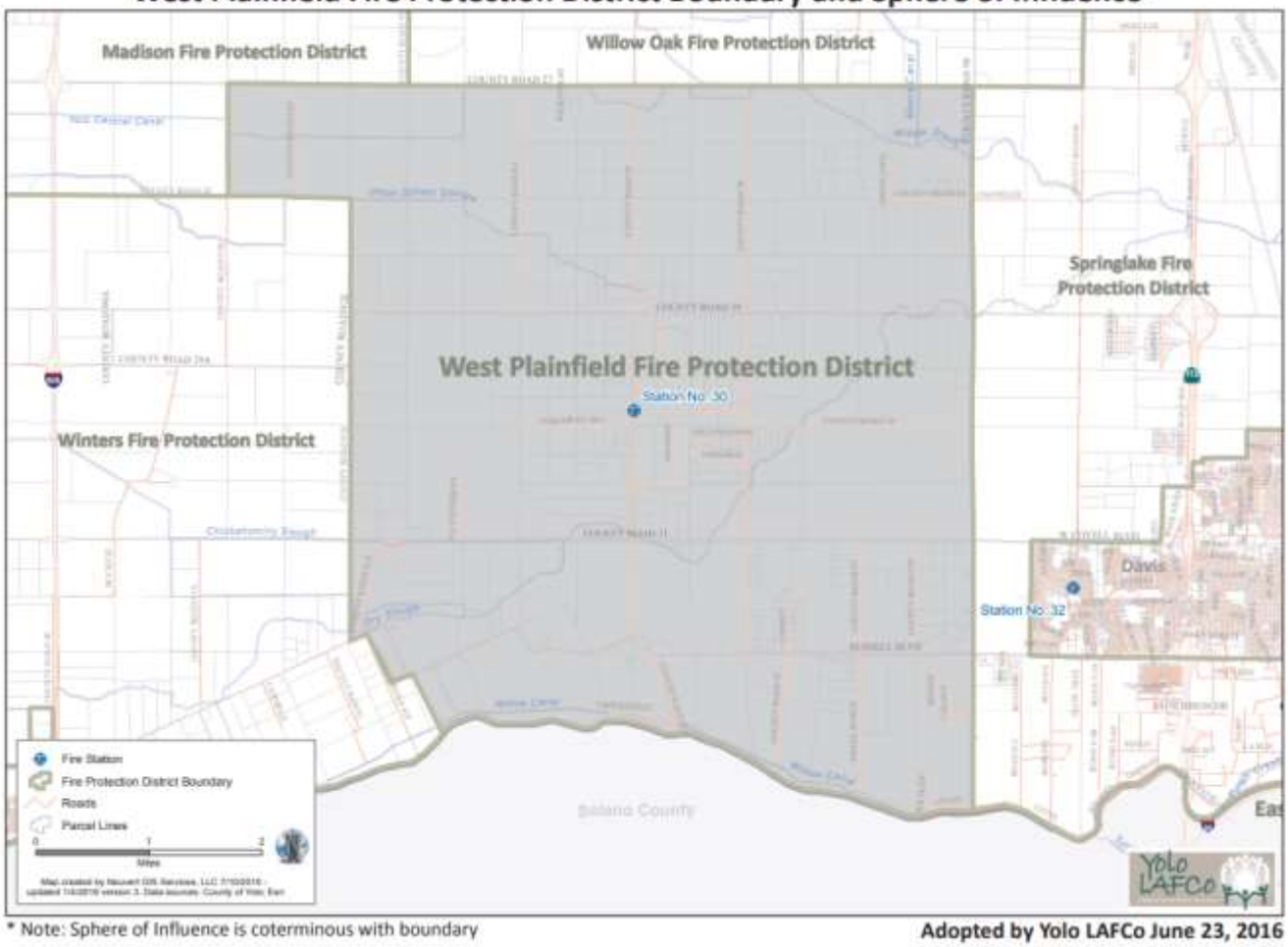
AGENCY PROFILE

The West Plainfield Fire Protection District (FPD) was formed in 1930 and is authorized to provide fire protection and emergency response services. It was formed as a dependent district to Yolo County, which delegated its decision making to a local Fire Commission with five members, each appointed by the Board of Supervisors to serve four-year terms.

The District is 21,221 acres in size and serves the unincorporated town of West Plainfield, including the Yolo County Airport, a portion of the University of California, Davis campus, and the surrounding rural area. West Plainfield FPD contains 301 residential and 3 commercial addresses and its residential population is estimated to be 752 residents[1]. It also serves an elementary school, one care home, Sacred Oaks Healing Center, and a local church. The West Plainfield FPD station is located at 24901 County Road 95 and it has 6 apparatus and 1 utility vehicle. West Plainfield FPD has 3.75 paid staff FTE, 3 reserves and 19 volunteers.

The West Plainfield FPD boundary and sphere of influence (SOI) is shown below.

West Plainfield Fire Protection District Boundary and Sphere of Influence*



* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo June 23, 2016

[1] Population estimate is based on the number of residential addresses assigned in 2021 in the FPD territory with a Yolo County average of 2.5 persons per household.

MUNICIPAL SERVICE REVIEW

POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

The MSR determinations checked below are potentially significant, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by "no" answers, the Commission may find that a MSR update is not warranted.

- ☐ Growth and Population
- ☐ Disadvantaged Unincorporated Communities
- ☐ Capacity, Adequacy & Infrastructure to Provide Services
- ☒ Financial Ability
- ☒ Shared Services
- ☒ Accountability
- ☐ Broadband Access
- ☒ Status of Previous MSR Recommendations

LAFCO MUNICIPAL SERVICE REVIEW:

☐ On the basis of this initial evaluation, the required determinations are not significant and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).

☒ The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

1. GROWTH AND POPULATION

Growth and population projections for the affected area.	YES	MAYBE	NO
a) *Will growth and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*	☐	☐	☒
b) *Do changes in service demand suggest a change in the agency's services?*	☐	☐	☒

Discussion:

a) *Will growth and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*

No. The population for West Plainfield FPD is currently estimated to be 752 and is not expected to have any significant development that would compromise service levels. According to YECA, total calls that resulted in dispatched apparatus/responders were 140 in FY 18/19, 194 in FY 19/20 and 233 in FY 20/21, a 66% increase in only three years. West Plainfield FPD staff attributes this to an aging district population and more tourist traffic to Winters.

b) *Do changes in service demand suggest a change in the agency's services?*

No. Changes in service demand do not suggest a change to the West Plainfield FPD services or boundary.

Growth and Population MSR Determination

The population for West Plainfield FPD is currently estimated to be 752 and is not expected to have any significant development that would compromise service levels. Over the last three fiscal years, total calls that resulted in dispatched apparatus/responders were 140 in FY 18/19, 194 in FY 19/20 and 233 in FY 20/21, a 66% increase in only three years. Changes in service demand do not suggest a change to the West Plainfield FPD services or boundary.

2. DISADVANTAGED UNINCORPORATED COMMUNITIES

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

		YES	MAYBE	NO
a)	*If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*	☐	☐	☒
b)	*If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.*	☐	☐	☒

Discussion:

a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*

No. The West Plainfield FPD territory is not disadvantaged[2] and all "inhabited unincorporated communities" countywide receive structural fire protection services.

b) If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.

Not applicable.

Disadvantaged Unincorporated Communities MSR Determination

The West Plainfield FPD territory is not disadvantaged and all "inhabited unincorporated communities" countywide receive structural fire protection services.

[2] CALAFCO Disadvantaged Unincorporated Communities for State, RSG Inc. GIS Layer, dated December 10, 2021

3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) *Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*	☐	☐	☒
b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*	☐	☐	☒
c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*	☐	☐	☒
d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*	☐	☐	☒
e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*	☐	☐	☒

Discussion:

*a) Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*

No.

Fire Stations

The West Plainfield FPD has one station located at 24901 County Road 95 at the Yolo County Airport. It was built in 1967 and septic and well systems are adequate. However, the facilities need to be upgraded to accommodate 24/7 staff coverage, some of which have been completed. There is a community center (Lillard Hall) on the same property. The District manages the center and it's use; it has its own checking account and staff.

DRAFT



Apparatus

West Plainfield FPD has 7 apparatus and 1 command vehicle as follows:

Use	Apparatus	Type	Age (yrs)	Reserve? (Y/N)
Structure Fires	Engine-30	1	17	No
Wildlands Fires	Brush-30	5	2	No
	Brush 230	6	4	No
	Brush 330	5	2	No
Water Tenders	Water 30	Tactical -1	1	No
	Water 230	1	15	No
Command/Utility	U 30	Utility	24	No

All West Plainfield FPD apparatus receive regular maintenance service, regularly scheduled rig checks, and annual pump testing. Hoses and ladders are tested every two years and the ladders were last tested on January 28, 2022. The FPD has recently repaired its hose testing equipment and will test hoses early in Fiscal Year 2022-2023.

The FPD currently supplies all responding members with appropriate, in-date personal protective equipment (PPE). PPE is regularly inspected and follows a PPE replacement schedule. All self-contained breathing apparatus (SCBA) receive annual flow testing and all bottles are current in hydro date.

West Plainfield FPD operates adequate communications equipment including radios; however, they are no longer supported through the manufacturer with the exception of a single Bendix King KNG portable, and approximately 5 Kenwood TK-7180 VHF mobile radios. All apparatus has a mobile radio and portable radios for every seat for 3 primary apparatus.

ISO Rating

The Insurance Services Office, Inc. (ISO) evaluates fire departments for the purpose of establishing insurance premiums, called “ISO ratings”. An ISO fire rating is a score from 1 to 10 that indicates how

well-protected a community is by the fire department and will affect insurance rates. West Plainfield FPDs ISO rating is 03/3Y. The first number refers to the classification of properties within 5 road miles of a fire station and within 1,000 feet of water supply. The second number applies to properties within 5 road miles of a fire station but beyond 1,000 feet of water supply. In the ISO rating scale, a lower number is better: 1 is the best possible rating, while a 10 means the fire department did not meet ISO's minimum requirements. ISO generally assigns Class 10 to properties beyond 5 road miles of a fire station.

*b) Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*

No.

Staff, Coverage and Training

The West Plainfield FPD has 3.75 paid staff FTE, 3 reserves and 19 volunteers (0.25 FTE is the Commission Clerk and the remainder are firefighters). West Plainfield Station 30 is staffed by one career personnel 24 hours per day, 7 days per week with a second career part-time firefighter from 9:00 am to 2:00 pm, typically Monday-Thursday. The District adds an additional staff person during Red Flag events. Plus, occasionally volunteer members work shifts ranging from 4-8 hours.

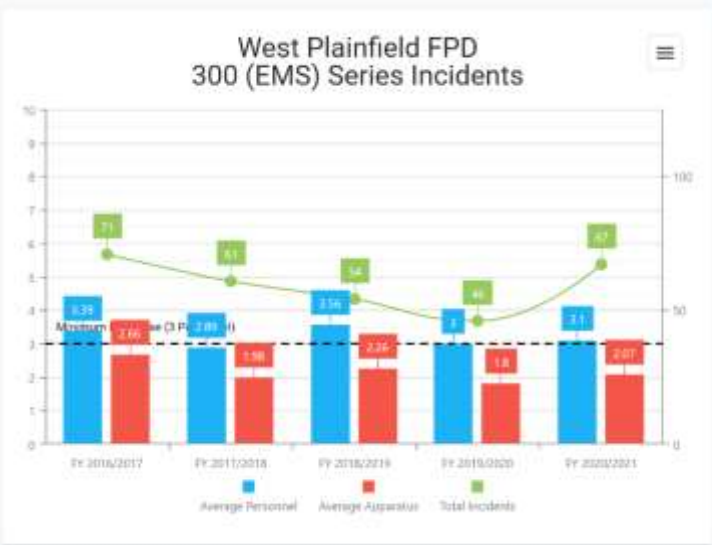
West Plainfield FPD has written guidelines and procedures and reports having a training program that ensures personnel are competent and safe to execute operations. The FPD trains all incident response personnel in ICS (incident command system) and participates in the Yolo County Firefighters Association Training Program. Responding personnel are fit tested on an annual basis.

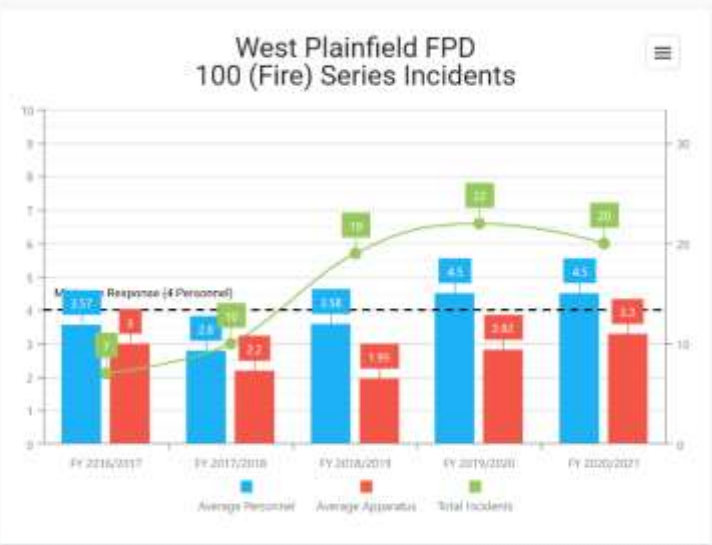
Incident Reporting and Adequacy of Services

West Plainfield FPD utilizes Emergency Reporting web-based program for reporting and documentation. National Fire Incident Reporting System (NFIRS) reports are exported quarterly. Regarding the adequacy of response, standards for the number of personnel and apparatus were determined by the Fire Chiefs MSR Subcommittee for fire and rescue/EMS calls[3].

Below is West Plainfield FPD's NFIRS response data for the last five fiscal years:

[3] By consensus of the Yolo Fire Chief's MSR Subcommittee, it was determined the minimum adequate response for a fire call is 4 personnel and 2 apparatus, and for a rescue/EMS call is 3 personnel and 1 apparatus.



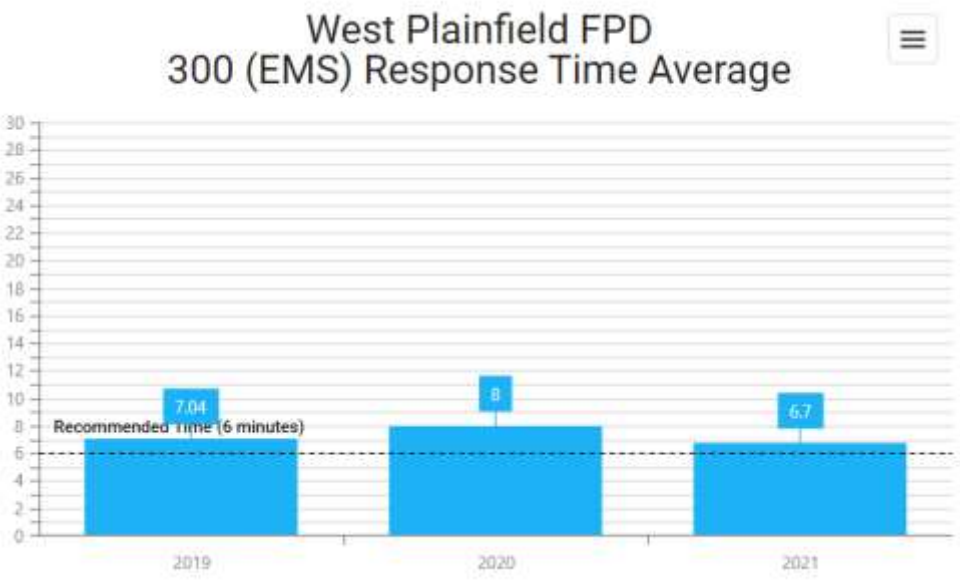


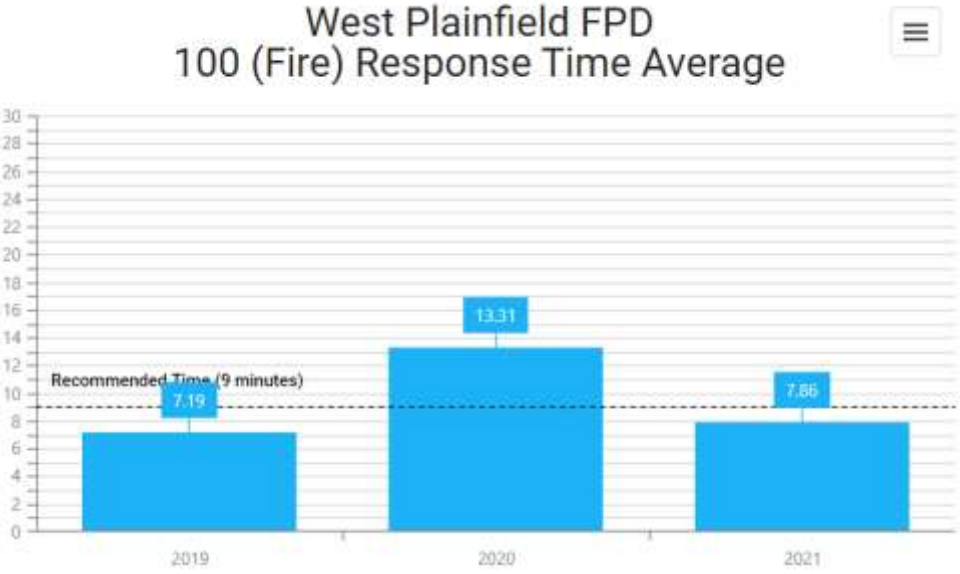
The above graphs show that, excepting FY 2017/18, West Plainfield FPD was able to respond to its rescue/EMS calls with sufficient staff coverage (which is the more common call at roughly a 3 to 1 ratio). And for fire calls, West Plainfield FPD was below the minimum 4 personnel the first three FYs and exceeded the standard the last two FYs. West Plainfield FPD needs to keep an eye on its personnel response to calls to ensure adequate coverage.

Response Time and Missed Calls

The MSR Subcommittee developed response time goals for rescue/emergency medical service (EMS) calls (6 minutes) and fire calls (9 minutes) for the first responding unit to arrive on scene. LAFCo recognizes it may be more difficult for volunteer and/or more rural FPDs to meet this goal, however as the MSR Subcommittee indicated, it represents a goal to focus on. FPD response time averages[4] for the 2019 – 2021 calendar years are shown below.

[4] Based on YECA data. For a list of the data outliers omitted, please reference the methodology discussion on page 1-10 of this MSR/SOI.





West Plainfield FPD has had 0 missed call in the last three fiscal years as reported by YECA.

Annual Performance Evaluation

NFPA requires FPDs to evaluate its level of service, deployment, and response time objectives on an annual basis. West Plainfield FPD provides reports evaluating its level of service, deployment, and response time objectives at most Commission meetings, and are discussed if there's an issue.

c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*

No. Please see the response to 1a.

d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*

No. The FPDs collectively report that climate change is not a factor in the valley and is only an issue for those FPDs that border the Coastal Range. Many FPDs benefit financially from staff and apparatus reimbursement revenue for supporting CalFire during wildfire events.

The drought is affecting the station's well. West Plainfield FPD has lowered the pump once (in 2021) and may need to drop it an additional 150' but there currently isn't enough power to lower the pump more. West Plainfield FPD is seeking a grant to upgrade its power to lower the pump, which is estimated to cost approximately $40,000. The drought is affecting the station's infrastructure needs, but West Plainfield FPD is already taking steps to address the issue.

e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*

No. Not applicable. Please see the response to 2a.

Capacity and Adequacy of Public Facilities and Services MSR Determination

West Plainfield FPD does not have any deficiencies in the infrastructure, equipment, and capacity of agency facilities to meet existing service needs for which the agency does not have a plan in place to resolve. There are no current deficiencies in adequacy of service (however, there was in FYs 2017 – 2019) and West Plainfield FPD should continue to ensure personnel response levels remain adequate, especially with continued increases in call volume. West Plainfield FPD needs to drop the pump an additional 150'. West Plainfield FPD is seeking a grant to upgrade its power to lower the pump, which is estimated to cost approximately $40,000. The drought is affecting the station's infrastructure needs, but West Plainfield FPD is already taking steps to address the issue. There are no DUCs in the FPD territory and there are no correlating deficiencies of fire protection services.

4. FINANCIAL ABILITY

Financial ability of agencies to provide services.

		YES	MAYBE	NO
a)	*Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*	☒	☐	☐
b)	*Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*	☐	☐	☒
c)	*Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*	☐	☐	☒

d)	*Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*	☒	☐	☐
e)	*Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*	☐	☐	☒
f)	*Is the organization's rate/fee schedule insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*	☒	☐	☐
g)	*Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy?*	☒	☐	☐
h)	*Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?*	☐	☐	☒

DRAFT

Discussion:

Financial Background

WEST PLAINFIELD FIRE PROTECTION DISTRICT
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES

	2017	2018	2019	2020	2021
Revenue					
Property taxes, in-lieu taxes, HOPTR	$ 320,532	$ 330,694	$ 326,325	$ 337,521	$ 370,093
Interest	2,494	5,420	15,598	17,961	(2,942)
Rents and concessions	310	-	-	-	-
Intergovernmental grants	120,882	-	-	-	-
Other County funding	-	-	88,000	-	-
Direct Yocha Dehe Wintun Nation funding	-	-	147,000	-	-
CA Fire	3,508	-	-	15,806	49,403
Other revenue	8,979	26,055	26,144	18,264	19,884
Total Revenue	456,705	362,169	603,067	389,552	436,438
Expenditures					
Salaries and benefits	180,147	189,418	214,190	214,720	295,390
Services and supplies	92,449	41,243	108,630	138,338	151,092
Other expenditures	-	-	291	532	-
Capital Assets:					
Equipment	134,313	48,038	171,012	2,691	239,032
Total Expenditures	406,909	278,699	494,123	356,281	685,514
Net income (loss)	49,796	83,470	108,944	33,271	(249,076)
Beginning Fund Balance	359,226	409,022	492,492	601,436	634,707
Ending Fund Balance	$ 409,022	$ 492,492	$ 601,436	$ 634,707	$ 385,631
Fund Balances					
Assigned - Capital asset replacement	$ 137,300	$ 80,798	$ 382,394	$ 230,230	$ 157,642
Assigned - Accrued Leave	21,709	22,412	22,659	23,137	26,379
Assigned - General reserve	149,825	149,825	159,825	159,825	159,825
Unassigned	100,188	239,457	36,558	221,515	41,785
Total Fund Balances	$ 409,022	$ 492,492	$ 601,436	$ 634,707	$ 385,631
Y-T-Y Change in total Fund Balances					
Amount Increase (Decrease)	$ 49,796	$ 83,470	$ 108,944	$ 33,271	$ (249,076)
Percentage Increase (Decrease)	13.86%	20.41%	22.12%	5.53%	-39.24%
Property Tax Analysis					
a. Assessed Value (AV)	$228,037,094	$240,781,846	$243,480,870	$251,592,874	$262,556,868
b. Y-T-Y Percentage change in AV	7.45%	5.59%	1.12%	3.33%	4.36%
c. Current secured, unsecured and HOPTR	$ 311,869	$ 326,398	$ 322,740	$ 336,039	$ 363,058
d. District share of general 1% levy (c/a)	13.6762%	13.5558%	13.2553%	13.3565%	13.8278%

a) *Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*

Yes. The District's total core revenues (property taxes) has grown on average by only 3.7% per year over the past five years while expenditures have increased on average 12%. During this time total fund balance has increased by only $26,405, from $359,226 to $385,631, of that all can be used by the District for any purpose.

Revenue

West Plainfield Fire Protection District's revenue consists of property taxes, interest, grants, and other miscellaneous revenue. Like other rural fire districts, West Plainfield PFD relies primarily on a share of the general 1% property tax levy for the majority of its revenue. In fiscal year 2021, property taxes of $370,093 comprised 96% of total revenues (excluding CalFire reimbursements). The District's share of

property taxes within its boundaries is approximately 13.8%, while the average for all rural FPDs in the county is 6.2%. The District does not levy a special assessment nor impose development impact fees. In addition, over the past 5 years the District has received other County funding of $88,000, a grant from the Yocha Dehe Wintun Nation totaling $147,000, strike team reimbursements of $68,717 and other revenue totaling $99,326.

During the period since the last MSR, the District has contracted with the County Airport and Sacred Oaks Healing Center to provide inspections, training and fire monitoring services. These contracts are expected to increase revenue about $50,000 per year.

Expenditures

District expenditures, excluding capital expenditures, has increased significantly since 2018. From 2019 to 2021 average annual expenditures were $352,658 and only $249,875 from 2017 to 2018. In 2021 total non-capital expenditures totaled $397,079.

Capital expenditures

2017:	$134,313	18 SCBA (90% grant funded)
2018:	$ 48,038	Ford F450
2019:	$171,012	2 Type 5 brush engines ($88K from Co and $147K from YDWN)
2020:	2,691	completed Type 5 brush engines
2021:	$239,032	water tender and equipment engraver

District core revenue is not keeping pace with increased costs and the District's financial position may shortly turn negative if expenditures increase and/or if revenues are not increased. The District has not levied a special assessment nor imposed development impact fees to mitigate increased costs.

b) *Does the subject agency need to use generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e., pension/retiree benefits)? Does the agency have accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*

No. The West Plainfield FPD maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records. Since the FPD is a dependent district, it is subject to the same accounting and financial policies of the County. Accounting and budget data including all cash receipts and disbursements are reviewed by County finance staff before they are posted.

c) *Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*

No. In addition to comparing budget-to-actual data, the chief reviews monthly ledgers and tracks Lillard Hall, Sacred Oaks, incident and airport receivables on a spread sheet. Internal procedures were also changed to ensure expenditures are coded to the correct accounts.

d) *Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*

Yes. The Board has not received financial reports on a periodic basis during the last two years. In the past the Board received a budget-to-actual report (GL293) and a trial balance (GL291) at each regular monthly meeting. We strongly encourage the District staff to include, in the Commission packets, financial reports on a periodic basis.

e) *Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*

No. Revenues are reliable, with the majority coming from property taxes.

f) *Is the organization's rate/fee schedule insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*

Yes. The District's revenues are not increasing as fast as expenditures and the District's total fund balance is almost $800,000 less than the minimum recommend amount mostly due to underfunding the capital asset reserve, see 4g).

g) *Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Does the agency need to identify and quantify what the possible significant risks and costs of infrastructure or equipment failure? Does the agency need a reserve policy?*

Yes. The District does not have an adequate reserve policy and the District's total fund balance is almost $800,000 less than the minimum recommended amount mostly due to underfunding the capital asset reserve. The minimum recommended fund balance is the total of 3 components as follows:

- Capital asset replacement. Using estimated apparatus replacement costs, this estimate divides this cost by the recommended life of each apparatus and assumes a straight-line projection and contribution to a capital asset replacement sinking fund.
- General reserve. This is the total of 50% of current secured taxes and 50% of special assessments to maintain liquidity from July through December each year when no tax/assessment revenue is received.
- Unassigned fund balance. GFOA recommendation of 15% of operating expenditures to mitigate revenue shortages and/or unanticipated expenditures.

The June 30,2021 actual and minimum recommended fund balance amounts are as follows:

	6/30/2021 Actual Balance	6/30/2021 Recommended Balance	Excess/ (Shortage)
Apparatus Replacement			
Development impact fees	-		
Other funds	157,642		
	157,642	961,000	(803,358)
General reserve	159,825	161,000	(1,175)
Other assigned	26,379	-	26,379
Unassigned	41,785	60,000	(18,215)
Total Recommended Fund Balance	$ 385,631	$ 1,182,000	$ (796,369)

i) *Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear capital financing and debt management policy, if applicable?*

No. The District does not have any debt.

Financial Ability MSR Determination

West Plainfield FPD is currently not financially stable mostly due to core revenues not keeping pace with increasing costs and the lack of funds for necessary apparatus replacement and infrastructure needs. The District's total core revenues (property taxes) are not increasing as fast as expenditures are increasing. The transitioning to a 24/7 operation has also increased cost. Recently executed service contracts with the Yolo County and Sacred Oaks Treatment Center should increase annual revenue by $50,000. Total fund

balances have only increased by $26,405 over the past five years. Total fund balance increased from $359,226 to $385,631 of which all can be used by the District for any purpose. However, the total fund balance is over $800,000 less than what appears to be needed, mostly due to underfunding of the capital asset replacement reserve. The West Plainfield FPD Fire Commission has not been receiving periodic financial reports. The District does not have adequate reserve policies. Additional funding may be required to fund increased expenditures and to maintain adequate reserve balances. West Plainfield FPD maintains its funds in the County Treasury and uses the County's financial system to maintain its accounting records and as a dependent district is included in the County's audited Annual Comprehensive Financial Report (ACFR).

Financial Ability MSR Recommendation(s)

- West Plainfield FPD should consider adoption of a special assessment to increase revenues to provide funding for 24/7 operations, facilities, apparatus replacement, equipment needs and to maintain adequate reserves.
- West Plainfield FPD should consider adopting a develop impact fee.
- The West Plainfield FPD should develop an adopt a capital improvement plan that includes a plan for how the FPD will fund it.
- The West Plainfield FPD should update its reserve policy to guide the Fire Commission in maintenance of adequate reserves.
- The West Plainfield FPD Fire Commission should receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's budget status and assets and liabilities, fully disclosing both positive and negative financial information.

5. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities.

	YES	MAYBE	NO
a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*	☒	☐	☐

Discussion:

a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*

Yes. LAFCo recommends West Plainfield FPD and Willow Oak FPD scale up its services and operate more as a regional unit via a JOA.

The goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. Additional things that should be included as a required element of the JOA is:

- Apparatus/equipment standardization,
- Shared reserve apparatus, and
- Cooperative purchasing

Both FPDs signed a formal Joint Operating Agreement in June 2022 and are working towards standardizing written operating policies and guidelines, as well as making the Willow Oak FPDs reserve

program a joint program. The reserve program increases staffing and, thus, improves firefighter safety. Both also have mutual/auto aid agreements with surrounding fire departments.

Shared Services MSR Determination

LAFCo recommends West Plainfield FPD and Willow Oak FPD scale up its services and operate more as a regional unit via a JOA. The goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. Both FPDs have adopted a formal Joint Operating Agreement and are working towards standardizing written operating policies and guidelines, as well as making the Willow Oak FPDs reserve program a joint program. The reserve program increases staffing and, thus, improves firefighter safety. Both also have mutual/auto aid agreements with surrounding fire departments

Shared Services MSR Determination Recommendation

- Additional items that should be included as a required element of the JOA are apparatus/equipment standardization, shared reserve apparatus, and cooperative purchasing. These efficiencies are currently either optional or not included in the JOA.

6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

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

		YES	MAYBE	NO
a)	*Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*	☒	☐	☐
b)	*Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*	☐	☐	☒
c)	*Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*	☐	☐	☒
d)	*Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?*	☒	☐	☐
e)	*Are any agency officials and designated staff <u>not</u> current in making their Statement of Economic Interests (Form 700) disclosures?*	☐	☐	☒
f)	*Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results <u>not</u> reviewed in an open meeting?*	☐	☐	☒
g)	*If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*	☐	☒	☐

h) *Does the organization need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*	☒	☐	☐

Discussion:

a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*

Yes. West Plainfield FPD has entered into a JOA with Willow Oak FPD designed to improve operations and efficiencies. The recommendation below is to ensure West Plainfield FPD maintains standing in good faith to achieve JOA goals.

b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*

No. One of the commissioners term just expired and the West Plainfield FPD will need to have a new member appointed by the BOS. According to the Chief, it has never had an issue with filling commissioner seats. The Chief indicates the commissioners show appropriate concern regarding the District's finances and ask good questions.

Member	Date Appointed	Expiration of Term
Emily Jacob Amy	4/20/2021	10/01/2022
Jim Yeager	6/8/2021	6/01/2025
Richard Guarino	2/19/2019	4/01/2023
Charles A. Hjerpe	4/24/2018	5/01/2022
James McMullen	3/9/2021	3/01/2025

c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*

No. West Plainfield FPD paid staff are relatively stable, but the Chief reports turnover has been an issue during the last year or so. It is normal to have turnover in a reserve program as stipend personnel gain experience and leave for career positions. The challenge is that it takes 3-5 years to train a volunteer to a level where they can work efficiently with minimal supervision and drive apparatus. Shared staffing via the JOA should help with this issue.

d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct?*

Yes. West Plainfield FPD has an operation and procedures manual for firefighters. West Plainfield FPD should adopt policies related to commission meetings, to include attendance, conduct, and responsibilities of officers. Even though West Plainfield FPD is a dependent District and is subject to the County's accounting policies it should review those accounting policies and develop ones that are unique to the District. They should include general accounting, processing and recording of disbursements and receipts, allowable expenditures, employee and commission travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. In addition, the District should develop general and administrative policies that include nepotism, conflict of interest, disaster planning, maintaining District webpage, etc. LAFCo will provide policy templates for FPD use.

e) *Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*

No. The West Plainfield FPD is current in filing its required Statement of Economic Interests (Form 700) disclosures.

f) *Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*

No. The dependent FPD's (including West Plainfield FPD) are included in the annual audit of the County's Annual Comprehensive Financial Report (ACFR). The FPD is reported as a blended component unit and accounted for as a special revenue fund. According to the State Controller's Office, the County's audited ACFR meets general audit requirements and the ACFR satisfies the requirements of Government Code 26909[5].

g) *If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*

Maybe. West Plainfield FPD is audited annually as part of the County's ACFR but the audit does not include individual review of the dependent FPDs, just the aggregate total balance of all dependent FPDs (so review is at a high level and not detailed). Yolo County should review agency finances with each dependent FPD each year to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear accurate and that the District's financial status is sound.

h) *Does the* organization *need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*

Maybe. Dependent special districts are not legally required to maintain a website. The West Plainfield FPD has a website but received a 27% transparency score for best practices in 2021. Please see the report posted on the LAFCo website for where improvements are needed.

Accountability, Structure and Efficiencies MSR Determination

West Plainfield FPD entered into a JOA with Willow Oak FPD in June 2022 designed to improve operations and efficiencies. The recommendation below is to ensure FPDs continue to maintain standing in good faith to achieve JOA goals. West Plainfield FPD is effective in its current structure and there are no issues with maintaining fire commissioners and staff. Commissioners and key staff are trained regarding the organization's program requirements and financial management. West Plainfield FPD has some basic policies but should consider adopting additional policies regarding meeting attendance, conduct, responsibilities of officers, personnel, and accounting/financial procedures. WPPFD is current in making its Statement of Economic Interests (Form 700) disclosures and as a dependent FPD and Yolo County performs its audits. Although it's not legally required, the West Plainfield FPD has a website but received a 27% best practices transparency score in 2021.

Accountability, Structure and Efficiencies MSR Recommendation(s)

- Willow Oak and West Plainfield FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources.
- Once the Area 3 JOA is operating successfully, combining the JOAs for Areas 1 and 3 into one larger JOA should be considered (in the 3 to 5-year timeframe).
- The West Plainfield FPD should adopt, or update existing, policies related to meeting attendance, conduct, responsibilities of officers, and personnel (including employee/volunteer promotions,

[5] Per email dated July 6, 2021 from Sandeep Singh, Manager, Local Government Policy Section Office of State Controller, Local Government Programs and Services Division

performance evaluations, drug and alcohol policies, payroll processing, etc.) In addition, accounting and financial policies should be developed to include general accounting, processing, and recording of disbursements and receipts, allowable expenditures, employee and commission travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.

- Yolo County should review agency finances with each dependent FPD each year to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable.
- Dependent special districts are not legally required to maintain a website. The West Plainfield FPD has a website but received a 27% transparency score for best practices in 2021. Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are needed.

7. BROADBAND ACCESS

Any other matter related to effective or efficient service delivery, as required by commission policy.

Per Yolo LAFCo Project Policy 6.2 "*it is the intent of Yolo LAFCo to comprehensively review broadband access in MSRs of local agencies that either serve communities and/or provide emergency services where broadband connection is critical (i.e. cities, CSDs, CSAs, FPDs and RDs).*"

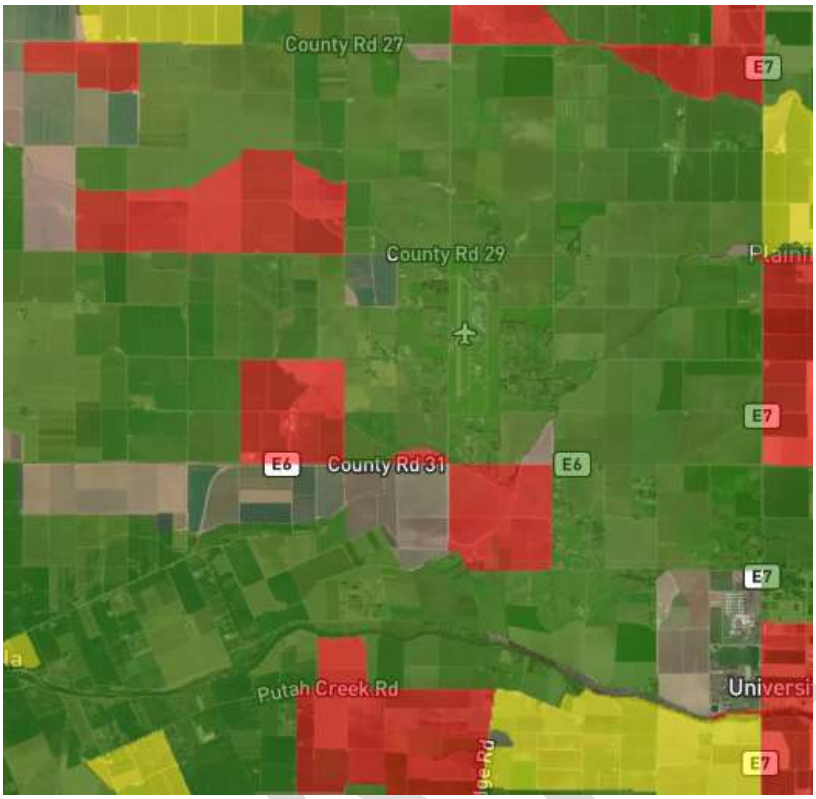
	YES	MAYBE	NO
a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*	☐	☐	☒
b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*	☐	☐	☒

Discussion:

a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*

No. The West Plainfield FPD territory is covered by Cal.net Inc. fixed wireless service at 25 Mbps download speed and 5 Mbps upload speed[6]. The CPUC broadband maps indicate AT&T also provides service in some areas at a maximum speed of 6 Mbps download and 1 Mbps upload speeds. Internet Free Planet and AFES provides 15 Mbps download and 15 Mbps upload speed.

[6] CPUC Broadband Mapping Program data as of December 31, 2019. Speeds provided are maximum advertised speeds and not necessarily typical speeds actually experienced by the subscriber



b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*

No. In the rural areas, Cal.net Inc. is the only service provider which offers fixed wireless coverage at broadband speeds (i.e., 25/3 Mbps). Although it does not quote plan prices on its website, it offers an Affordable Connectively Program through the Federal Communications Commission (FCC), which provides up to a $30 per month discount and $100 one-time device discount.

According to the CPUC Broadband Mapping Program, broadband adoption at broadband speeds is 40% - 60% for the West Plainfield FPD territory. Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account and generally help troubleshoot technology challenges. Information and instruction about basic computer/tablet/smartphone use is offered in ESL conversation clubs, classes and in Yolo Reads Adult and Family Literacy program. The library also provides hotspots and Chromebooks for those that need these items. The library does not have a formalized technology curriculum, although there have been discussions regarding adding it as a service.

Broadband Access MSR Determination

Overall, broadband access in the West Plainfield FPD does not appear to be an issue that would disrupt fire protection and emergency services. The West Plainfield FPD territory is mostly covered by Cal.net Inc. fixed wireless service at 25 Mbps download speed and 5 Mbps upload speed. Although it does not quote plan prices on its website, it offers an Affordable Connectively Program through the Federal Communications Commission (FCC), which provides up to a $30 per month discount and $100 one-time device discount. According to the CPUC Broadband Mapping Program, broadband adoption at broadband speeds is relatively low at 40% - 60% for the West Plainfield FPD territory.

8. STATUS OF PREVIOUS MSR RECOMMENDATIONS	YES	MAYBE	NO
a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*	☒	☐	☐

Discussion:

a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*

2016 MSR Recommendations Specific to the West Plainfield FPD and Status

1. Clarksburg and West Plainfield FPDs should consider reducing annual expenditures, seeking additional revenues, or a combination of both to achieve long-term fiscal sustainability.

Status of Previous Recommendations MSR Determination

West Plainfield FPD's increases in expenditures are much higher than revenue growth, which is not a sustainable trend. The expenditures appear necessary for adequate level of service. The issue is the West Plainfield FPD does not have an assessment or a development impact fee and has not recently looked at instituting them to increase revenues. This item has been addressed and reiterated under item 4a.

DRAFT

SPHERE OF INFLUENCE STUDY

On the basis of the Municipal Service Review:

☒ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency's SOI is recommended and SOI determinations HAVE NOT been made.

☐ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency's SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.

DRAFT

AGENCY PROFILE

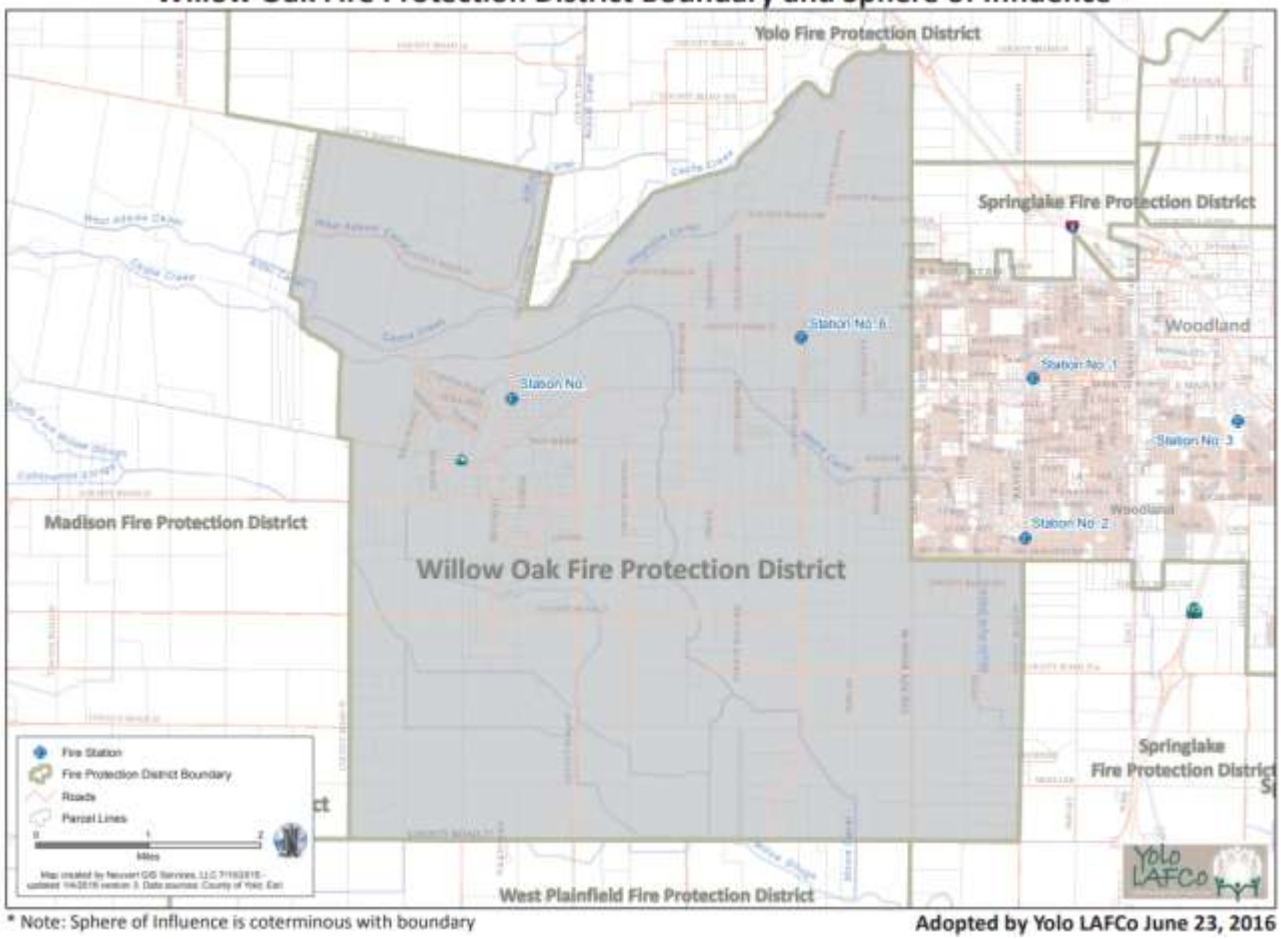
The Willow Oak Protection District (FPD) was formed in 1937 and is authorized to provide fire protection and emergency response services. It was formed as a dependent district to Yolo County, which delegated its decision making to a local Fire Commission with five members, each appointed by the Board of Supervisors to serve four-year terms.

The District is 21,546 acres in size and serves the unincorporated communities of Willow Oak, Monument Hills and Wild Wings, including the Watts Airport, and the surrounding rural area. The District contains 1,001 residential and 4 commercial addresses and its residential population is estimated to be 2,502 residents[1]. The 2020 Census data reports the total population of the Monument Hills census designated place (which includes Wild Wings) to be 1,702.

The Willow Oak FPD has two stations: Station No. 6 is located at 17535 County Road 97 and Station No. 7 is located at 18111 County Road 94B. The District has 10 apparatus in total, with an engine for structure fires, brush/grass rigs for wildland fires and a water tender at each station. The District has 4 full time paid staff and part time secretary, 15 reserves and 16 volunteers (35 staff in total including 31 firefighters).

The Willow Oak FPD boundary and sphere of influence (SOI) is shown below.

Willow Oak Fire Protection District Boundary and Sphere of Influence*



* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo June 23, 2016

[1] Population estimate is based on the number of residential addresses assigned in 2021 in the FPD territory with a Yolo County average of 2.5 persons per household.

MUNICIPAL SERVICE REVIEW

POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

The MSR determinations checked below are potentially significant, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by "no" answers, the Commission may find that a MSR update is not warranted.

- ☐ Growth and Population
- ☐ Disadvantaged Unincorporated Communities
- ☒ Capacity, Adequacy & Infrastructure to Provide Services
- ☒ Financial Ability
- ☒ Shared Services
- ☒ Accountability
- ☐ Broadband Access
- ☒ Status of Previous MSR Recommendations

LAFCO MUNICIPAL SERVICE REVIEW:

☐ On the basis of this initial evaluation, the required determinations are not significant and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).

☒ The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

1. GROWTH AND POPULATION

Growth and population projections for the affected area.	YES	MAYBE	NO
a) *Will growth and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*	☐	☐	☒
b) *Do changes in service demand suggest a change in the agency's services?*	☐	☒	☐

Discussion:

a) *Will growth and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*

No. The population for Willow Oak FPD is currently estimated to be 2,502 and is not expected to have any significant development that would compromise service levels. According to YECA, demand for service has increased. Over the last three fiscal years, total calls that resulted in dispatched apparatus/responders were 467 in FY 18/19, 484 in FY 19/20 and 554 in FY 20/21, a 19% increase in only three years.

b) Do changes in service demand suggest a change in the agency's services*?*

Maybe. Increase in service demand does not suggest a change in the agency's services or boundaries.

Growth and Population MSR Determination

The population for Willow Oak FPD is currently estimated to be 2,502 and is not expected to have any significant development that would compromise service levels. Yet call volume is going up. Over the last three fiscal years, total calls that resulted in dispatched apparatus/responders were 467 in FY 18/19, 484 in FY 19/20 and 554 in FY 20/21, a 19% increase in only three years. However, this increase in service demand does not suggest a change in the agency's services or boundaries.

2. DISADVANTAGED UNINCORPORATED COMMUNITIES

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

		YES	MAYBE	NO
a)	*If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*	☐	☐	☒
b)	*If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.*	☐	☐	☒

Discussion:

a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*

No. The Willow Oak FPD territory is not disadvantaged[2] and all "inhabited unincorporated communities" countywide receive structural fire protection services.

b) If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.

Not applicable.

Disadvantaged Unincorporated Communities MSR Determination

The Willow Oak FPD territory is not disadvantaged and all "inhabited unincorporated communities" countywide receive structural fire protection services.

[2] CALAFCO Disadvantaged Unincorporated Communities for State, RSG Inc. GIS Layer, dated December 10, 2021

3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) *Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*	☐	☐	☒
b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*	☐	☒	☐
c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*	☐	☐	☒
d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*	☐	☐	☒
e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*	☐	☐	☒

Discussion:

*a) Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*

No.

Fire Stations

The Willow Oak FPD has two stations. Station No. 7 is the primary/staffed station located at 18111 County Road 94B. It was built in 2008 and Willow Oak FPD installed a new septic system 3-4 years ago. A sand filter was added to the well and well depth and water levels are adequate.

DRAFT



Station No. 6 is a volunteer station located at 17535 County Road 97. Station 6 reconstructed its community hall 2014. Otherwise, this volunteer station is older but is in good shape and well-maintained. The Chief would like to install an exhaust system for diesel fumes, but it's not required because it's a volunteer station with no overnight firefighters sleeping onsite.



Apparatus:

The District has 6 apparatus and 4 vehicles in total, with an engine for structure fires, brush/grass rigs for wildland fires and a water tender at each station.

Station 6 (Volunteer) Apparatus

Use	Apparatus	Type	Age (yrs)	Reserve?
Structure Fires	Engine 6	1	18	No
Wildlands Fires	Grass 6 (to be replaced in 2022)	3	23	No
Water Tenders	Water Tender 6	Water Tender	2	No

Station 7 (Career) Apparatus

Use	Apparatus	Type	Age (yrs)	Reserve?
Structure Fires	Engine 7	1	3	No
Wildlands Fires	Brush 7	3	14	No
Water Tenders	Water Tender 7		17	No
Command/Utility	Chiefs command vehicle	Command	5	No
	Battalion command vehicle	Command	14	No
	Utility vehicle	Utility/ Command	19	No
Other Apparatus:	EMS 7	Off road utility	2	No

All Willow Oak FPD apparatus receive regular maintenance service, regularly scheduled rig checks, and annual pump testing. Hoses and ladders are tested every year. The FPD currently supplies all responding members with appropriate, in-date personal protective equipment (PPE). PPE is regularly inspected and follows a PPE replacement schedule. All self-contained breathing apparatus (SCBA) receive annual flow testing and bottles every 5 years conforming to NFPA standards. Willow Oak FPD operates adequate communications equipment including radios that it keeps updated every year. All apparatus has a mobile radio and portable radios for every seat.

ISO Rating

The Insurance Services Office, Inc. (ISO) evaluates fire departments for the purpose of establishing insurance premiums, called "ISO ratings". An ISO fire rating is a score from 1 to 10 that indicates how well-protected a community is by the fire department and will affect insurance rates. Willow Oak FPDs ISO rating is 03/3Y updated in March of 2021 and effective July 1, 2021. The first number refers to the classification of properties within 5 road miles of a fire station and within 1,000 feet of water supply. The second number applies to properties within 5 road miles of a fire station but beyond 1,000 feet of water supply. In the ISO rating scale, a lower number is better: 1 is the best possible rating, while a 10 means the fire department did not meet ISO's minimum requirements. ISO generally assigns Class 10 to properties beyond 5 road miles of a fire station.

*b) Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*

Maybe.

Staff, Coverage and Training

The District has 4 paid staff FTE, 15 reserves and 16 volunteers (35 staff in total including 31 firefighters). Station 6 is staffed by volunteers when available and Station 7 is staffed by 2-3 personnel 24/7. Willow Oak FPD has 3 paid captains that work 2 days on and 4 days off. Typically, Willow Oak

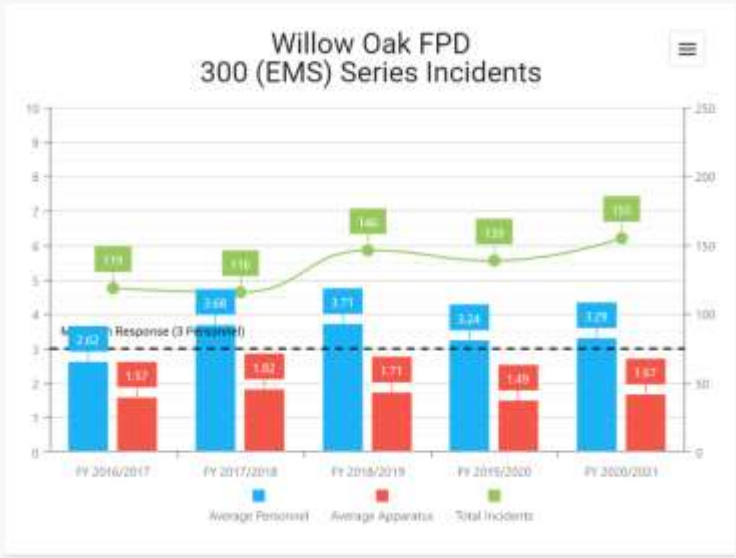
FPD has 4 at Station 7 24 hours per day, 7 days per week, but occasionally it has 3. Station 6 responders are all volunteer.

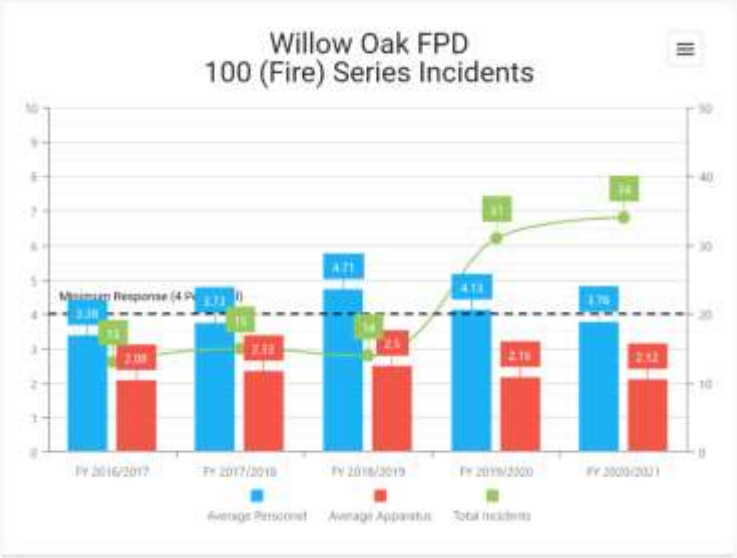
Willow Oak FPD has written guidelines and procedures and reports having a training program that ensures personnel are competent and safe to execute operations. The FPD trains all incident response personnel in ICS (incident command system) and participates in the Yolo County Firefighters Association Training Program. Responding personnel are fit tested on an annual basis.

Incident Reporting and Adequacy of Services

Willow Oak FPD utilizes Emergency Reporting web-based program for reporting and documentation. National Fire Incident Reporting System (NFIRS) reports are exported monthly. Regarding the adequacy of response, standards for the number of personnel and apparatus were determined by the Fire Chiefs MSR Subcommittee for fire and rescue/EMS calls[3].

Below is Willow Oak FPD's NFIRS response data for the last five fiscal years:





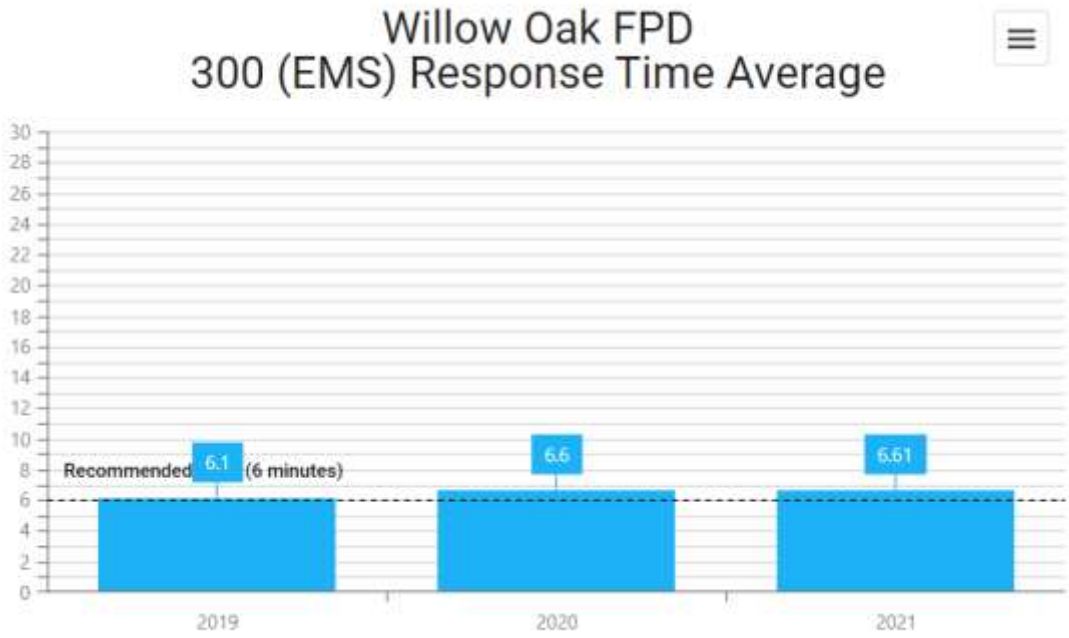
The above graphs show that, excepting FY 2016/17, Willow Oak FPD was able to respond to its rescue/EMS calls with sufficient staff coverage (which is the more common call at roughly a 5 to 1 ratio). And for fire calls, Willow Oak FPD was below the minimum 4 personnel the first two FYs, met/exceeded the standard the next two FYs, and then the average dropped just below again in FY 2020/21. Willow Oak FPD needs to keep an eye on its personnel response to fire calls to ensure adequate coverage.

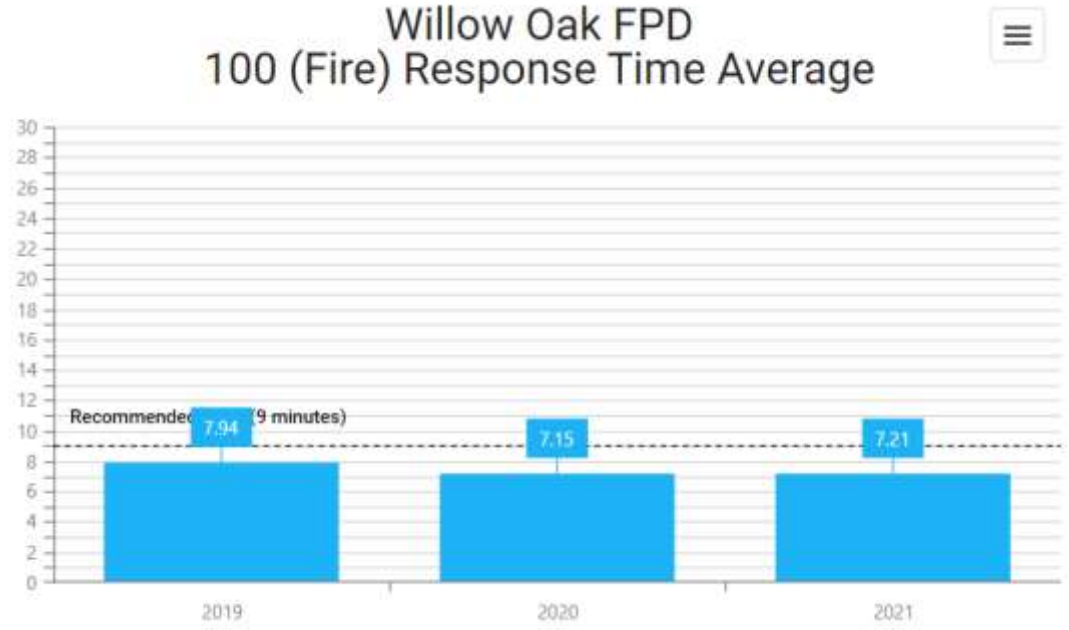
Response Time and Missed Calls

The MSR Subcommittee developed response time goals for rescue/emergency medical service (EMS) calls (6 minutes) and fire calls (9 minutes) for the first responding unit to arrive on scene. LAFCo recognizes it may be more difficult for volunteer and/or more rural FPDs to meet this goal, however as the MSR Subcommittee indicated, it represents a goal to focus on. FPD response time averages[4] for the 2019 – 2021 calendar years are shown below.

[3] By consensus of the Yolo Fire Chief's MSR Subcommittee, it was determined the minimum adequate response for a fire call is 4 personnel and 2 apparatus, and for a rescue/EMS call is 3 personnel and 1 apparatus.

[4] Based on YECA data. For a list of the data outliers omitted, please reference the methodology discussion on page 1-10 of this MSR/SOI.





Willow Oak FPD has had 0 missed calls in the last three fiscal years as reported by YECA.

Annual Performance Evaluation

NFPA requires FPDs to evaluate its level of service, deployment, and response time objectives on an annual basis. Willow Oak FPD does not currently evaluate its level of service, deployment, and response time objectives at fire commission meetings. Issues are discussed at a staff level. It would be a good practice to provide a written evaluation of the Willow Oak FPD's level of service, deployment, and response time objectives on an annual basis.

c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*

No. Please see the response to 1a.

d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*

No. The FPDs collectively report that climate change is not a factor in the valley and is only an issue for those FPDs that border the Coastal Range. Many FPDs benefit financially from staff and apparatus reimbursement revenue for supporting CalFire during wildfire events.

e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*

No. Not applicable. Please see the response to 2a.

Capacity and Adequacy of Public Facilities and Services MSR Determination

Willow Oak FPD's apparatus is all within the recommended 25 years of age and both stations are in adequate shape. Willow Oak FPD's ISO rating is 3/3Y, which is the best a community can achieve without a municipal water hydrant system. Willow Oak FPD was able to respond to its rescue/EMS calls with sufficient staff coverage (which is the more common call at roughly a 5 to 1 ratio). And for fire calls, Willow Oak FPD was below the minimum 4 personnel the first two FYs, met/exceeded the standard the next two FYs, and then the average dropped just below again in FY 2020/21. Willow Oak FPD needs to keep an eye on its personnel response to fire calls to ensure adequate coverage. Willow Oak FPD and has missed 0 calls in the last three FYs. There are no fire service deficiencies related to disadvantaged unincorporated communities.

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

- Willow Oak FPD should provide written evaluations of its level of service, deployment, and response time objectives to its fire commission on an annual basis.
- Willow Oak FPD needs to keep an eye on its personnel response to fire calls to ensure adequate coverage.

4. FINANCIAL ABILITY

Financial ability of agencies to provide services.

		YES	MAYBE	NO
a)	*Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*	☐	☐	☒
b)	*Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*	☐	☐	☒

c)	*Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*	☐	☐	☒
d)	*Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*	☐	☐	☒
e)	*Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*	☐	☒	☐
f)	*Is the organization's rate/fee schedule insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*	☒	☐	☐
g)	*Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy?*	☒	☐	☐
h)	*Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?*	☐	☐	☒

DRAFT

Financial Background

WILLOW OAK FIRE PROTECTION DISTRICT
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES

	2017	2018	2019	2020	2021
Revenue					
Property taxes, in-lieu taxes, HOPTR	$ 312,402	$ 322,047	$ 347,522	$ 353,248	$ 364,606
Development impact fees	18,623	20,912	18,348	36,022	56,899
Interest	3,828	9,113	31,017	20,306	1,014
Rents and concessions	23,550	24,700	27,360	10,550	6,700
Intergovernmental grants	-	-	-	-	8,609
County tribal mitigation	12,500	24,671	29,999	30,000	30,000
Other County funding	-	4,183	-	-	32,177
Yocha Dehe Wintun Nation funding	-	-	450,000	-	-
Special assessment	58,363	58,400	58,693	58,717	58,781
CA Fire	96,898	94,416	110,705	21,805	185,059
Other revenue	3,143	2,567	1,172	14,557	6,476
Total Revenue	529,307	561,009	1,074,816	545,205	750,321
Expenditures					
Salaries and benefits	218,074	225,240	262,177	253,974	274,216
Services and supplies	124,847	153,709	203,905	133,284	170,065
Contributions to volunteers	34,100	33,593	45,610	46,549	61,122
Capital Assets:					
Buildings and improvements	-	12,800	-	-	-
Equipment	47,698	-	552,331	292,249	25,207
Total Expenditures	424,719	425,342	1,064,023	726,056	530,610
Net income (loss)	104,588	135,667	10,793	(180,851)	219,711
Beginning Fund Balance	575,577	680,165	815,832	826,625	645,774
Ending Fund Balances	$ 680,165	$ 815,832	$ 826,625	$ 645,774	$ 865,485
Fund Balances					
Restricted - Development impact fees	$ 167,018	$ 190,373	$ 112,987	$ 40,723	$ 98,340
Assigned - Capital asset replacement	290,231	388,705	601,271	446,242	671,831
Assigned - General reserve	10,000	10,000	10,000	10,000	10,000
Unassigned	212,916	226,754	102,367	148,809	85,314
Total Fund Balances	$ 680,165	$ 815,832	$ 826,625	$ 645,774	$ 865,485
Y-T-Y Change in total Fund Balances					
Amount Increase (Decrease)	$ 104,588	$ 135,667	$ 10,793	$ (180,851)	$ 219,711
Percentage Increase (Decrease)	18.17%	19.95%	1.32%	-21.88%	34.02%
Property Tax Analysis					
a. Assessed Value (AV)	$639,799,887	$669,094,511	$710,340,217	$738,463,210	$766,456,362
b. Y-T-Y Percentage change in AV	5.33%	4.58%	6.16%	3.96%	3.79%
c. Current secured, unsecured and HC	$ 305,570	$ 317,750	$ 344,666	$ 351,670	$ 359,459
d. District share of general 1% levy (c/	4.7760%	4.7490%	4.8521%	4.7622%	4.6899%

DRAFT

Discussion:

a) *Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*

No. The District's core revenues (property taxes, tribal mitigation, special assessments) have grown on average about 3.5% per year over the last five years, while operating expenditures (after deducting CalFire reimbursements) have increased 4%. Total net accumulated income over the past 5 years was $289,908 which increased total fund balance from $575,577 to $865,485. Total fund balance as of June 30, 2021 was $865,485 of which $767,145 can be used for any purpose. The balance of $98,340 is unexpended development impact fees that can only be expended on equipment and facilities that the District requires in order to provide services to new development within its service area.

Revenue

Willow Oak FPD revenue consists of property taxes, special assessments development impact fees, interest, town hall rents, grants from the County and the Yocha Dehe Wintun Nation and other miscellaneous revenue. Like other rural fire districts, Willow Oak FPD relies primarily on a share of the general 1% property tax levy for the majority of its revenue. In fiscal year 2021, property taxes of $364,606 comprised 65% of total revenues (excluding CalFire reimbursements). The District's share of property taxes within its boundaries is approximately 4.7%, while the average for all rural FPDs in the county is 6.2%. The District has levied a special assessment since prior to 1988. In fiscal year 2021 special assessment revenue was $58,781 which accounted for 10% of total revenue (excluding CalFire reimbursements). Total special assessments levied over the past 5 years have not changed. The District also imposes development impact fees (DIF) that are required for all new development. The DIF can only be used by the District to acquire equipment and facilities to service new development. Over the past 5 years the District has collected $150,804 of DIF.

The District is also one of five FPDs, that since 2004, receives annual tribal mitigation funding from the County. Over the past five years the District has received $127,170 of $132,500 it was entitled to. According to administrative procedures adopted by the County Administrator's Office, the funds are to be used to purchase "equipment and capital assets". In addition, over the past 5 years the Willow Oak FPD has received other County funding of $36,360, a grant from the Yocha Dehe Wintun Nation totaling $450,000, strike team reimbursements of $508,883 and other revenue totaling $27,915.

Expenditures

District operating expenditures (after deducting CalFire reimbursements) have increased 4%.

Capital expenditures

2017:	$ 47,698	Ford F250 Crew Cab Pick Up
2018:	$ 12,800	Fencing
2019:	$552,331	Type 1 Interface pumper
2020:	$292,249	Freightliner water tender 2000 gallons
2021:	$ 25,207	Pioneer 1000 Deluxe ATV

The District has generally been operating in the black during the past 5 years with the exception of fiscal year 2020 when the district funded the replacement of a water tender from fund balance.

b) *Does the subject agency need to use generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e., pension/retiree benefits)? Does the agency have accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*

No. The Willow Oak FPD maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records. Since the FPD is a dependent district, it is subject to the same accounting and financial policies of the County. Accounting and budget data including all cash receipts and disbursements are reviewed by County finance staff before they are posted.

c) *Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*

No. The District's secretary produces their own reports from the County's financial system and reviews them thoroughly.

d) *Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*

No. The Commission receives a detailed budget report monthly, in addition to a review of monthly claims, deposits and annual budgets.

e) *Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*

Maybe. Of the revenues received in 2021 approximately 60% are reliable. This includes property taxes, special assessments, and County tribal mitigation funding. The other 40% which includes development impact fees, interest, rents, other grant funding, and CalFire strike team reimbursements may not be reliable.

f) *Is the organization's rate/fee schedule insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*

Yes. The District's fund balance of $865,485 is over $900,000 less than the minimum recommended fund balance of $1,783,000, mostly due to the underfunding of the capital asset replacement reserve. See also 4g.

g) *Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Does the agency need to identify and quantify what the possible significant risks and costs of infrastructure or equipment failure? Does the agency need a reserve policy?*

Yes. The District does not have any reserve polices or a formal capital improvement plan. Total fund balance is over $900,000 below the minimum recommended amount. The minimum recommended fund balance is the total of 3 components as follows:

- Capital asset replacement. Using estimated apparatus replacement costs, this estimate divides this cost by the recommended life of each apparatus and assumes a straight-line projection and contribution to a capital asset replacement sinking fund.
- General reserve. This is the total of 50% of current secured taxes and 50% of special assessments to maintain liquidity from July through December each year when no tax/assessment revenue is received.
- Unassigned fund balance. GFOA recommendation of 15% of operating expenditures to mitigate revenue shortages and/or unanticipated expenditures.

The June 30,2021 actual and estimated recommended fund balance amounts are as follows:

	6/30/2021 Actual Balance	6/30/2021 Recommended Balance	Excess/ (Shortage)
Apparatus Replacement			
Development impact fees	98,340		
Other funds	671,831		
	770,171	1,543,000	(772,829)
General reserve	10,000	192,000	(182,000)
Unassigned	85,314	48,000	37,314
Total Recommended Fund Balance	$ 865,485	$ 1,783,000	$ (917,515)

h) *Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear capital financing and debt management policy, if applicable?*

No. The District does not have any debt, including pension and OPEB liabilities.

Financial Ability MSR Determination

Due to conservative budget practices Willow Oak FPD is currently financial stable. The District's total annual core revenues (property taxes, tribal mitigation, and special assessments) and total fund balances have steadily grown over the past five years. Total fund balance has increased from $575,577 to $865,485, of that $767,145 can be used by the District for any purpose. However, the total fund balance is over $900,000 less than what appears to be needed, mostly due to underfunding of the capital asset replacement reserve. The District does not have formal reserve policies. Additional funding may be required to maintain adequate reserve balances. Willow Oak FPD maintains its funds in the County Treasury and uses the County's financial system to maintain its accounting records. Willow Oak FPD fire commission receives financial reports at each meeting, but this needs to be reflected on meeting agendas and minutes. As a dependent district, Willow Oak FPD is included in the County's Annual Comprehensive Financial Report (ACFR).

Financial Ability MSR Recommendation(s)

- Create a CIP to determine how much funding needs to be set aside each year and determine whether current revenues are adequate to fund the program. Develop reserve policies to fund increased services, the CIP, and maintain and adequate fund balances.
- Consider increasing Willow Oak FPD's special assessment to provide funding for staffing, facilities and apparatus/equipment needs.
- The District has received over $500,000 from participating in strike teams. This revenue should not be relied on as stable revenue source to fund ongoing/normal operating costs.
- Willow Oak FPD should reflect in the minutes that the fire commission received and reviewed the budget status report.
- Districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on appropriate facilities.

5. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities.

	YES	MAYBE	NO
a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*	☒	☐	☐

Discussion:

a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*

Yes. LAFCo recommends Willow Oak FPD and West Plainfield FPD scale up its services and operate more as a regional unit via a JOA. Both FPDs are already working on draft agreements and are working towards standardizing written operating policies and guidelines. It also has mutual/auto aid agreements with surrounding fire departments.

The goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. Additional things that should be included as a required element of the JOA is:

- Apparatus/equipment standardization,
- Shared reserve apparatus, and
- Cooperative purchasing

Shared Services MSR Determination

LAFCo recommends Willow Oak FPD and West Plainfield FPD scale up its services and operate more as a regional unit via a JOA. Both FPDs are already working on draft agreements and are working towards standardizing written operating policies and guidelines. It also has mutual/auto aid agreements with surrounding fire departments. The goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response.

Shared Services MSR Determination Recommendation

- Additional items that should be included as a required element of the JOA are apparatus/equipment standardization, shared reserve apparatus, and cooperative purchasing. These efficiencies are currently either optional or not included in the JOA.

6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

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

	YES	MAYBE	NO
a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*	☒	☐	☐
b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*	☐	☐	☒

c)	*Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*	☐	☐	☒
d)	*Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?*	☒	☐	☐
e)	*Are any agency officials and designated staff <u>not</u> current in making their Statement of Economic Interests (Form 700) disclosures?*	☐	☐	☒
f)	*Does the agency need liability and workers compensation insurance coverage?*	☐	☐	☒
g)	*Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results <u>not</u> reviewed in an open meeting?*	☐	☐	☒
h)	*If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*	☐	☒	☐
i)	*Does the organization need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*	☐	☒	☐

Discussion:

a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*

Yes. Willow Oak FPD has entered into a JOA with West Plainfield FPD designed to improve operations and efficiencies. The recommendation below is to ensure Willow Oak FPD enters into the JOA and maintains standing in good faith to achieve JOA goals.

b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*

No. All of the Willow Oak FPD fire commission seats are filled with terms as shown below. There do not appear to be any issues maintaining fire commissioners. Only one seat turned over in the last five years.

Name / Title	Start	End	Active?
Kenneth Breckenridge /	05/19/2020	05/01/2024	Y
Kim Timothy /	11/23/2021	07/01/2025	Y
Robert Frommelt /	11/23/2021	09/01/2025	Y
Robert Johnson /	11/23/2021	10/01/2025	Y
Steve Chriss /	04/12/2022	04/01/2026	Y

c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*

No. Willow Oak FPD paid staff are relatively stable. It is normal to have turnover in a reserve program as stipend personnel gain experience and leave for career positions. The challenge is that it takes 3-5 years to train a volunteer to a level where they can work efficiently with minimal supervision and drive apparatus. Shared staffing via the JOA should help with this issue.

d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct?*

Yes. Willow Oak FPD has bylaws, standard operating polices and an employee handbook. Willow Oak FPD should adopt policies related to fire commission meetings, to include attendance, conduct, and responsibilities of officers. Even though Willow Oak FPD is a dependent District and is subject to the County's accounting policies it should review those accounting policies and develop ones that are unique to the District. They should include general accounting, processing and recording of disbursements and receipts, allowable expenditures, employee and commission travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.

e) *Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*

No. The Willow Oak FPD is current in filing its required Statement of Economic Interests (Form 700) disclosures.

f) *Does the agency need liability and workers compensation insurance coverage?*

No. Coverage is provided by YCPARMIA.

g) *Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*

No. The dependent FPD's (including Willow Oak FPD) are included in the annual audit of the County's Annual Comprehensive Financial Report (ACFR). The FPD is reported as a blended component unit and accounted for as a special revenue fund. According to the State Controller's Office, the County's audited ACFR meets general audit requirements and the ACFR satisfies the requirements of Government Code 26909[5].

h) *If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*

Maybe. Willow Oak FPD is audited annually as part of the County's ACFR but it does not include individual review of the dependent FPDs, just the aggregate total balance of all dependent FPDs (so review is at a high level and not detailed). Yolo County should review agency finances with each dependent FPD each year to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable.

i) *Does the* organization *need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*

Maybe. Dependent special districts are not legally required to maintain a website. The Willow Oak FPD has a website but received a 20% transparency score for best practices in 2021. Please see the report posted on the LAFCo website for where improvements are recommended.

Accountability, Structure and Efficiencies MSR Determination

Willow Oak FPD entered into a JOA with West Plainfield FPD in June 2022 designed to improve operations and efficiencies. The recommendation below is to ensure FPDs continue to maintain standing in good faith to achieve JOA goals. Willow Oak FPD is effective in its current structure and there are no issues with maintaining fire commissioners and staff. Commissioners and key staff are trained regarding the organization's program requirements and financial management. Willow Oak FPD has some basic policies

[5] Per email dated July 6, 2021 from Sandeep Singh, Manager, Local Government Policy Section Office of State Controller, Local Government Programs and Services Division

but should consider adopting additional policies regarding meeting attendance, conduct, responsibilities of officers, personnel, and accounting/financial procedures. WOPFD is current in making its Statement of Economic Interests (Form 700) disclosures and as a dependent FPD, Yolo County performs its audits. Although it's not legally required, the Willow Oak FPD has a website but received a 20% best practices transparency score in 2021.

Accountability, Structure and Efficiencies MSR Recommendation(s)

- Willow Oak and West Plainfield FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources.
- Once the Area 3 JOA is operating successfully, combining the JOAs for Areas 1 and 3 into one larger JOA should be considered (in the 3 to 5-year timeframe).
- The Willow Oak FPD should adopt policies related to fire commission meetings, to include attendance, conduct, and responsibilities of officers. Even though Willow Oak FPD is a dependent District and is subject to the County's accounting policies it should review those accounting policies and develop ones that are unique to the District. They should include general accounting, processing and recording of disbursements and receipts, allowable expenditures, employee and commission travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.
- Yolo County should review agency finances with each dependent FPD each year to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable.
- Dependent special districts, such as Willow Oak FPD, are not legally required to maintain a website. The Willow Oak FPD has a website but received a 20% transparency score in 2021. Please see the report at *https://www.yololafco.org/yolo-local-government-website-transparency-scorecards* for where improvements are needed.

7. BROADBAND ACCESS

Any other matter related to effective or efficient service delivery, as required by commission policy.

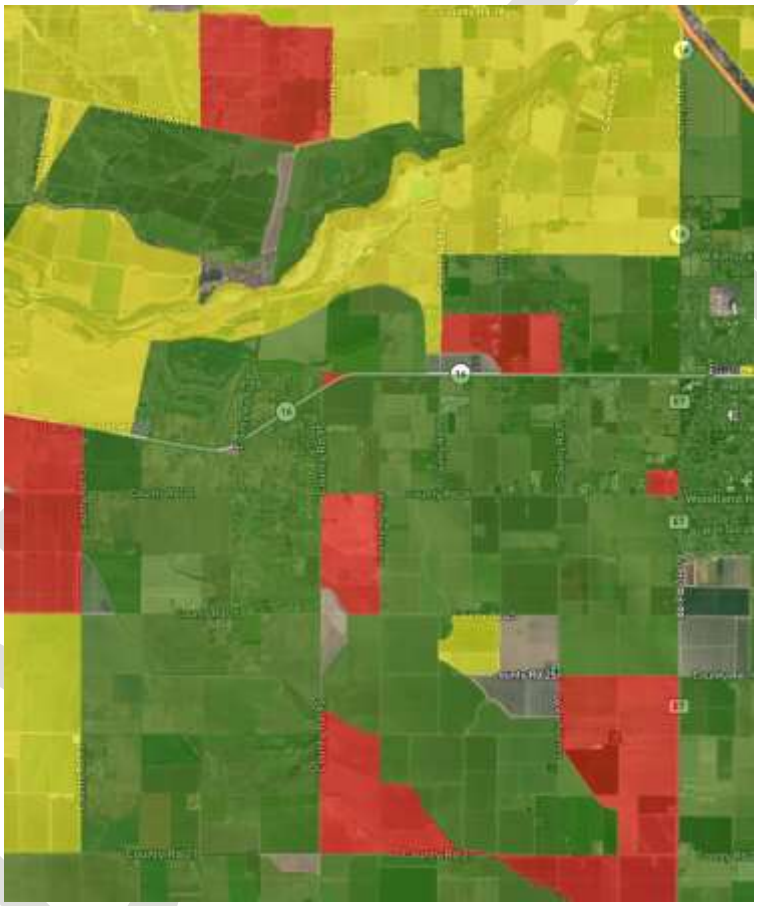
Per Yolo LAFCo Project Policy 6.2 "*it is the intent of Yolo LAFCo to comprehensively review broadband access in MSRs of local agencies that either serve communities and/or provide emergency services where broadband connection is critical (i.e. cities, CSDs, CSAs, FPDs and RDs).*"

	YES	MAYBE	NO
a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*	☐	☐	☒
b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*	☐	☐	☒

Discussion:

a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*

No. According to the CPUC maps[6] which are based on provider data, the Willow Oak FPD Station No. 6 has access to high-speed wireline broadband available from AT&T at 100/20 Mbps and Station No. 7 has access to broadband fixed wireless services from Esparto Broadband at 50/20 Mbps. The unincorporated communities in the FPD territory have varying service available as well. Wild Wings has wireline service from AT&T at 50/10 Mbps (however, anecdotally residents have reported service connections have been capped by the provider) but also can access the same Esparto Broadband fixed wireless service. The community of Willow Oak has wireline service from AT&T at 100/20 Mbps. Monument Hills and the surrounding rural areas have several wireless providers available. Succeed, Inc at 50/10 Mbps, AFES at 15/15 Mbps, and Internet Free Planet at 15/15 Mbps.



b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*

No. AT&T offers low-income subscription rates. However, as a small local provider, Esparto Broadband, Inc. does not offer low-income subscription rates, but its 25 Mbps "Light" plan is offered at $41.00 per month. Succeed, Inc. offers broadband speed subscriptions at $80/month. The other two providers do not offer broadband speeds. According to the CPUC Broadband Mapping Program, broadband adoption at 25/3 Mbps speeds is 20% - 40% for the Willow Oak FPD territory.

Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account and generally help troubleshoot technology challenges. Information and

[6] CPUC Broadband Mapping Program data as of December 31, 2019. Speeds provided are maximum advertised speeds and not necessarily typical speeds actually experienced by the subscriber

instruction about basic computer/tablet/smartphone use is offered in ESL conversation clubs, classes and in Yolo Reads Adult and Family Literacy program. The library also provides hotspots and Chromebooks for those that need these items. The library does not have a formalized technology curriculum, although there have been discussions regarding adding it as a service.

Broadband Access MSR Determination

The Willow Oak FPD Station No. 6 has access to high-speed wireline broadband available from AT&T at 100/20 Mbps and Station No. 7 has access to broadband fixed wireless services from Esparto Broadband at 50/20 Mbps. The unincorporated communities in the FPD territory have varying service available as well. Wild Wings has wireline service from AT&T at 50/10 Mbps (however, anecdotally residents have reported service connections have been capped by the provider) but also can access the same Esparto Broadband fixed wireless service. The community of Willow Oak has wireline service from AT&T at 100/20 Mbps. Monument Hills and the surrounding rural areas have several wireless providers available. Succeed, Inc at 50/10 Mbps, AFES at 15/15 Mbps, and Internet Free Planet at 15/15 Mbps.

According to the CPUC Broadband Mapping Program, broadband adoption at 25/3 Mbps speeds is low at 20% - 40% for the Willow Oak FPD territory. Willow Oak FPD has access to broadband services for most of the FPD territory, however, affordability may be an issue. AT&T offers low-income subscription rates, however in the rural areas, Succeed, Inc. offers broadband speed subscriptions at $80/month. Small local providers do not offer low-income subscription rates.

8. STATUS OF PREVIOUS MSR RECOMMENDATIONS	**YES**	**MAYBE**	**NO**
a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*	☒	☐	☐

Discussion:

a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*

2016 MSR Recommendations Specific to the Willow Oak FPD and Status

1. All of the districts (except Clarksburg, Dunnigan, West Plainfield, and Yolo FPDs with existing fiscal policies and/or capital renewal/replacement plans) should develop and adopt written fiscal policies addressing budgeting, procurement, reserve funds, fiscal audits, and capital renewal/replacement planning in conformance with recognized industry best fiscal practices.

   Status: Not completed. See item 6d.

Status of Previous Recommendations MSR Determination

Willow Oak FPD has not adopted written fiscal policies addressing budgeting, procurement, reserve funds, and capital renewal/replacement planning and this recommendation has been reiterated under item 6d.

SPHERE OF INFLUENCE STUDY

On the basis of the Municipal Service Review:

☒ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency's SOI is recommended and SOI determinations HAVE NOT been made.

☐ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency's SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.

DRAFT

AGENCY PROFILE

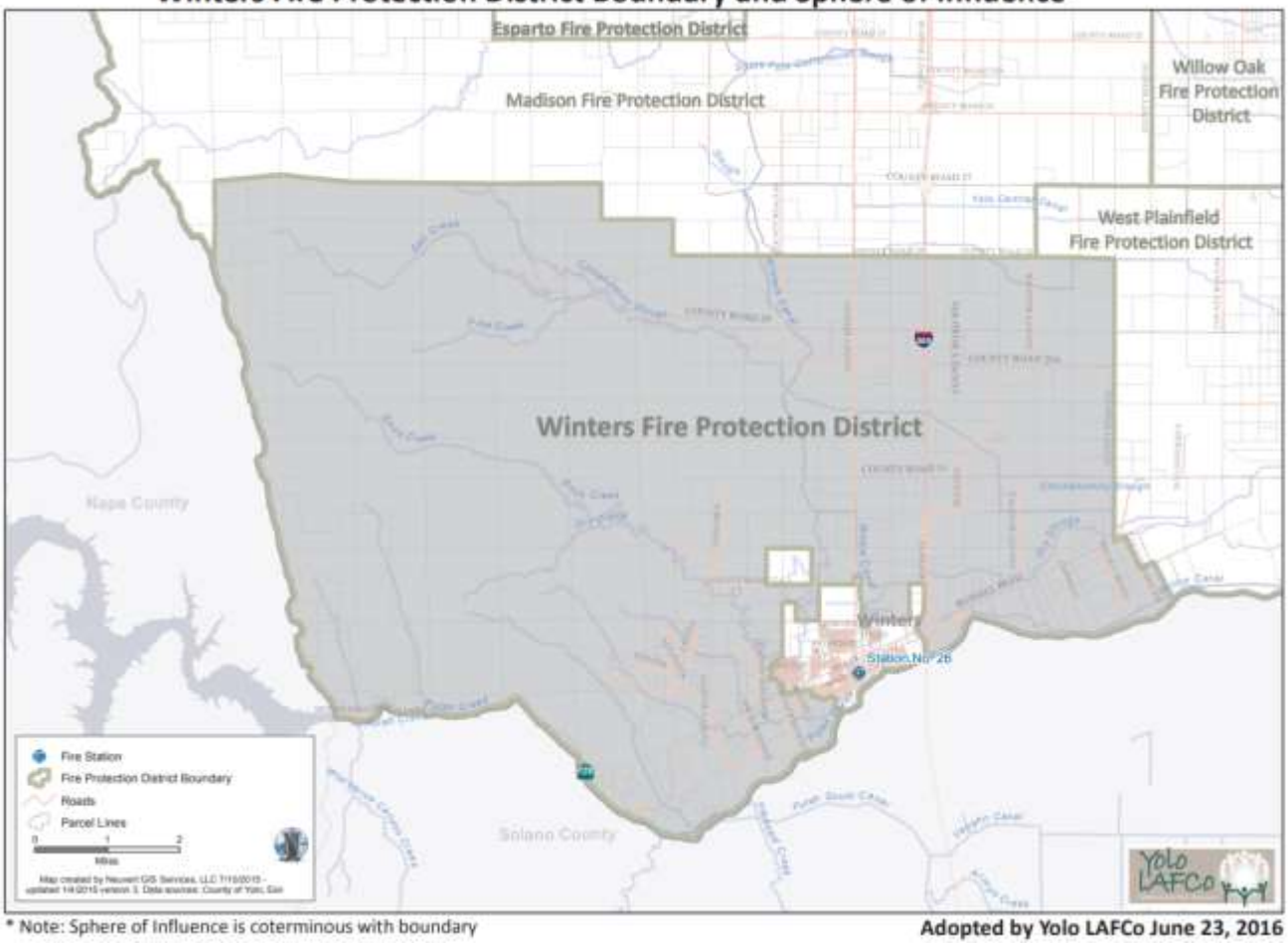
The Winters Fire Protection District (FPD) was formed in 1930 and is authorized to provide fire protection and emergency response services. It was formed as a dependent district to Yolo County, which delegated its decision making to a local Fire Commission with five members, each appointed by the Board of Supervisors to serve four-year terms.

In 1981, the City of Winters began contracting with the Winters FPD for services. However, in 2011 services reversed, and the Winters FPD instead contracted with the City for services, ceding its employees and ownership of its facilities/equipment to the City.

The District is 50,528 acres in size and serves the unincorporated community of El Rio Villa and the rural area surrounding Winters. The District contains 406 residential and 2 commercial addresses and its population is estimated to be 1,015 residents[1].

The Winters FPD boundary and sphere of influence (SOI) is shown below. The SOI is coterminous with the district boundary.

Winters Fire Protection District Boundary and Sphere of Influence*



* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo June 23, 2016

[1] Population estimate is based on the number of residential addresses assigned in 2021 in the FPD territory with a Yolo County average of 2.5 persons per household.

MUNICIPAL SERVICE REVIEW

POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

The MSR determinations checked below are potentially significant, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by "no" answers, the Commission may find that a MSR update is not warranted.

- ☐ Growth and Population
- ☐ Disadvantaged Unincorporated Communities
- ☐ Capacity, Adequacy & Infrastructure to Provide Services
- ☒ Financial Ability
- ☐ Shared Services
- ☐ Accountability
- ☒ Broadband Access
- ☐ Status of Previous MSR Recommendations

LAFCO MUNICIPAL SERVICE REVIEW:

☐ On the basis of this initial evaluation, the required determinations are not significant and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).

☒ The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

1. GROWTH AND POPULATION

Growth and population projections for the affected area.	YES	MAYBE	NO
a) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*	☐	☐	☒
b) *Do changes in service demand suggest a change in the agency's services?*	☐	☐	☒

Discussion:

a-b) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands? Do changes in service demand suggest a change in the agency's services?*

No. The population for Winters FPD is currently estimated to be 1,015 and there are no significant growth areas designated by the County. As the City of Winters annexes territory, it is detached from the Winters FPD.

Winters FPD is dispatched by the Yolo Emergency Communications Agency (YECA). Over the last three fiscal years, total calls that resulted in dispatched apparatus/responders were 215 in FY 18/19, 223 in FY 19/20 and 301 in FY 20/21, a 40% increase over three years. However, this increase in demand does not suggest a change in agency service provider.

Growth and Population MSR Determination

The population for Winters FPD is currently estimated to be 1,015 and there are no significant growth areas designated by the County. As the City of Winters annexes territory, it is detached from the Winters FPD. Winters FPD is dispatched by the Yolo Emergency Communications Agency (YECA). Over the last three fiscal years, total calls that resulted in dispatched apparatus/responders were 215 in FY 18/19, 223 in FY 19/20 and 301 in FY 20/21, a 40% increase over three years. However, this increase in demand does not suggest a change in agency service provider or District boundaries.

2. DISADVANTAGED UNINCORPORATED COMMUNITIES

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*	☐	☐	☒
b) *If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.*	☐	☐	☒

Discussion:

a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*

No. The Winters FPD territory does not appear to contain any disadvantaged unincorporated communities[2]. El Rio Villa is likely a disadvantaged community (but may not be showing in the data due to census block size), but it receives City fire protection services on par with all the FPD territory. All "inhabited unincorporated communities" countywide receive structural fire protection services.

b) If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.

Not applicable.

Disadvantaged Unincorporated Communities MSR Determination

All "inhabited unincorporated communities" countywide receive structural fire protection services. El Rio Villa is likely a disadvantaged community, but it receives the same City fire protection services as with all the FPD territory.

[2] CALAFCO Disadvantaged Unincorporated Communities for State, RSG Inc. GIS Layer, dated December 10, 2021

3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) *Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*	☐	☐	☒
b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*	☐	☐	☒
c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*	☐	☐	☒
d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*	☐	☐	☒
e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*	☐	☐	☒

Discussion:

a-e)No. Winters FPD has not provided direct services since 2011 and contracts with the City of Winters for fire protection and emergency response services. The current agreement for services became effective on January 1, 2011 and expires in forty years on December 31, 2050.

Staff and Coverage, training, fire station, apparatus and equipment are all provided by a city fire department which must adhere to higher performance standards. Both National Fire Protection Association (NFPA) 1720 and 1710 are standards concerning personnel deployment and response times to fires and medical emergencies: NFPA 1720 is designed primarily for communities with volunteer firefighters. NFPA 1710 is designed primarily for communities with career, or paid, firefighters.

However, the City of Winters Fire Chief indicates his department has a critical need for increasing daily staffing levels with the current call volume, prevention, and code enforcement services. Winters Fire Department struggles to maintain adequate daily staffing of two firefighters on duty each day. A 40% increase for calls for service alone in the District over three years is significant. Just because the Winters FPD contracts with the City, it does not negate the fact the City has very similar struggles as the other FPDs who are mostly staffed with volunteers with a few paid personnel.

Capacity and Adequacy of Public Facilities and Services MSR Determination

Winters FPD has not provided direct services since 2011 and contracts with the City of Winters for fire protection and emergency response services. City fire departments must adhere to higher performance standards (NFPA 1710) than rural departments (NFPA 1720). The current agreement for services became effective on January 1, 2011 and expires in forty years on December 31, 2050. The Winters FPD receives annual performance reports from the City.

However, the City of Winters Fire Chief indicates his department has a critical need for increasing daily staffing levels with the current call volume, prevention, and code enforcement services. Winters Fire Department struggles to maintain adequate daily staffing of two firefighters on duty each day. Just because

the Winters FPD contracts with the City, it does not negate the fact the City has very similar struggles as the other FPDs who are mostly staffed with volunteers with a few paid personnel.

4. FINANCIAL ABILITY Financial ability of agencies to provide services.		YES	MAYBE	NO
a)	*Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth <u>not</u> keep pace with increased costs?*	☐	☐	☒
b)	*Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*	☒	☐	☐
c)	*Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*	☐	☐	☒
d)	*Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*	☐	☐	☒
e)	*Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*	☐	☐	☒
f)	*Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*	☐	☐	☒
g)	*Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment needed? Does the agency have a reserve policy?*	☐	☐	☒
h)	*Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?*	☐	☒	☐

Financial Background

WINTERS FIRE PROTECTION DISTRICT
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES

	2017	2018	2019	2020	2021
Revenue					
Property taxes, in-lieu taxes, HOPTR	$ 297,474	$ 313,495	$ 345,527	$ 350,106	$ 375,948
Interest	3,970	6,918	16,453	14,744	1,177
Total Revenue	301,444	320,413	361,980	364,850	377,125
Expenditures					
CalPERS pension liability	48,609	75,952	91,902	98,362	109,962
CalPERS retiree health insurance	3,628	3,628	3,621	3,624	3,621
Service and supplies	1,564	850	850	4,998	900
Contract payments	241,672	232,321	265,406	262,640	267,906
Total Expenditures	295,473	312,751	361,779	369,624	382,389
Net income (loss)	5,971	7,662	201	(4,774)	(5,264)
Beginning Fund Balance	498,209	504,180	511,842	512,043	507,269
Ending Fund Balances	$ 504,180	$ 511,842	$ 512,043	$ 507,269	$ 502,005
Fund Balances					
Restricted - Development impact fees	$ 81,986	$ 83,121	$ 85,002	$ 86,793	$ 87,702
Assigned - Capital asset replacement	118,442	120,082	122,798	125,386	126,700
Assigned - General reserve	264,393	264,393	264,393	264,393	264,393
Unassigned	39,359	43,246	38,350	28,697	21,410
Total Fund Balances	$ 504,180	$ 510,842	$ 510,543	$ 505,269	$ 500,205
Y-T-Y Change in total Fund Balances					
Amount Increase (Decrease)	$ 5,971	$ 7,662	$ 201	$ (4,774)	$ (5,264)
Percentage Increase (Decrease)	1.20%	1.52%	0.04%	-0.93%	-1.04%
Property Tax Analysis					
a. Assessed Value (AV)	$ 249,441,657	$ 260,934,256	$ 277,807,708	$ 293,698,599	$ 307,045,962
b. Y-T-Y Percentage change in AV	6.89%	4.61%	6.47%	5.72%	4.54%
c. Current secured, unsecured and HOPTR	$ 292,679	$ 304,495	$ 329,762	$ 346,438	$ 361,540
d. District share of general 1% levy (c/a)	11.7334%	11.6694%	11.8702%	11.7957%	11.7748%

Discussion:

a) *Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth not keep pace with increased costs?*

No. Winters Fire Protection District contracts for services with the City of Winters. The District's remits 97.5% of the revenue, net of the District's prior CalPERS unfunded pension liability, retiree health insurance obligation, and other minor administrative expenditures. Over the short-term, future increases of these unfunded accrued liability expenditures may negatively impact the amount available for contract payments to the City of Winters until the liability is paid off in 2033.

Revenue

The District's revenue consists of property taxes and interest earned on surplus funds. Like most other rural fire districts, Winters FPD relies primarily on a share of the general 1% property tax levy for the majority of its revenue. In fiscal year 2021 property taxes of $375,948 comprised 99% of total revenues.

The District's share of property taxes within its boundaries is approximately 11.8%, while the average for all FPDs in the County is 6.2%. Total revenue has increased on average 6% over the past 5 years.

Expenditures

Winters FPD expenditures consists of annual CalPERS unfunded accrued liability lump sum payments, retiree health insurance, minimal services and supplies and contract payments to the City of Winters. All the expenditures, except for the annual CalPERS lump sum payments, have remained flat over the past five years. The CalPERS unfunded liability payments have increased on average 24% per year, however the annual rate of increase has substantially declined over the past two years. Over the short-term, future increases of these unfunded accrued liability expenditures may negatively impact the amount available for contract payments to the City of Winters until the liability is paid off in 2033 (per CalPERS actuarial report). Total expenditures have increased on average 6% per year.

Winters FPD has contracted for services with the City of Winters since January 1, 2011. The calculation for the required annual payment to the City is set forth in the contract. A high-level review of the District's financial transactions and annual payment calculations made by the City, indicate that the calculations and subsequent payments do not appear to be in accordance with the contract terms. The calculations do not include the required split of CalPERS payments over $36,000 between the City and District based on ratio of service calls. In addition, the contract does not specifically state whether the split is calculated based on only payments related to pension or to both pension and retiree health insurance. The calculations are also performed during the fiscal year and do not include a true-up calculation after the fiscal year is closed. It appears the Winters FPD may owe the City of Winters roughly $60,000. The information detail required by the contract formula is onerous and difficult to administer easily and clearly. LAFCo recommends the contract be amended to simplify how the cost is calculated.

Does the subject agency need to use generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency have accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?

Yes. The district maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records. Since the district is a dependent district, it is subject to the same accounting and financial policies of the County. Accounting and budget data, including all cash receipts and disbursements, are reviewed by County finance staff before they are posted.

However, balances and note disclosures required by Governmental Accounting Standards Board (GASB) Statement No. 68, "*Accounting and Financial Reporting for Pensions – An Amendment of GASB Statement No. 27",* and by GASB Statement No. 75, *"Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions",* are not recorded in the District's accounting records and the required note disclosures describing the plan and other plan information are not included in the County's Annual Comprehensive Financial Report (ACFR). These balances, if material, and known by the District's commissioners may change funding priority decisions

c) *Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*

No. The City of Winters staff reviews the District's financial reports provided by the County.

d) *Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*

Yes. According to the Chair of the fire commission, the FPD receives annual financial reports. Quarterly or at least biannually is recommended.

e) *Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*

No. Revenues are reliable. Almost all the revenue is from property taxes which are collected and distributed by the County.

f) *Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*

No. This is not applicable to Winters FPD since the District contracts services from the City of Winters and essentially acts as a pass-through entity.

g) *Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Does the agency need to identify and quantify what the possible significant risks and costs of infrastructure or equipment failure? Does the agency need a reserve policy?*

No. The District's does not have a written reserve policy. The District does not maintain any equipment or facilities. However, the District's unrestricted fund balance of $412,503 (excluding restricted development impact fees balance) exceeds the minimum recommend balance of $229,000 by $183,503. The agreement between the City and FPD currently requires a $200,000 minimum fund balance, however, LAFCo questions the purpose of this provision. The minimum recommended fund balance is the total of 2 components as follows:

- General reserve. This is the total of 50% of current secured taxes and 50% of special assessments to maintain liquidity from July through December each year when no tax/assessment revenue is received.
- Unassigned fund balance. GFOA recommendation of 15% of operating expenditures to mitigate revenue shortages and/or unanticipated expenditures.

The June 30,2021 actual and estimated recommended fund balance amounts are as follows:

	6/30/2021 Actual Balance	6/30/2021 Recommended Balance	Excess/ (Shortage)
Apparatus Replacement			
Development impact fees	87,702	87,702	-
	87,702	87,702	-
General reserve	264,393	172,000	92,393
Assigned - Capital asset replacement	126,700	-	126,700
Unassigned	21,410	57,000	(35,590)
Total Recommended Fund Balance	$ 500,205	$ 316,702	$ 183,503

h) *Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear capital financing and debt management policy, if applicable?*

Maybe. The district participates in the California Public Employees Retirement System (CalPERS) to provide retirement benefits to prior District retirees under a miscellaneous and safety plans. The County has elected not to calculate and record the District's pension liability, deferred outflows, deferred inflows, or pension expense required by Government Accounting Standards Board Statement No. 68 as this information has previously deemed immaterial to the County's Comprehensive Annual Financial Report taken as a whole. As a result, these numbers are not available to include in this report.

However, as of the June 30, 2020 actuarial valuation prepared by CalPERS, the miscellaneous plan had only 1 retired participant and the safety plan had 8 retired participants. The miscellaneous plan is 76% funded and the safety plan is 70% funded. According to *CalPERS 2019 Annual Review of Funding Levels and Risks* the big risk is continuing employer rate increases. Required employer contributions

will increase over the next few years while the cost of recent rate changes and investment losses are being phased in. The required payments will gradually be eliminated when the liability bases are fully paid off in 2033.

Financial Ability MSR Determination

Winters Fire Protection District contracts for services with the City of Winters and is essentially a pass-through entity. Once annual CalPERS unfunded liability and retiree health insurance payments are made by the district, the rest of the revenues are essentially passed through to the City. Like most other rural fire districts, Winters FPD relies primarily on a share of the general 1% property tax levy for the majority of its revenue. In fiscal year 2020/21 property taxes of $375,948 comprised 99% of total revenues. The District's share of property taxes within its boundaries is approximately 11.8%, while the average for all FPDs in the County is 6.2%. Total revenue has increased on average 6% over the past 5 years. The CalPERS unfunded liability payments have increased on average 24% per year, however the annual rate of increase has substantially declined over the past two years. Over the short-term, future increases of these unfunded accrued liability expenditures may negatively impact the amount available for contract payments to the City of Winters until the liability is paid off in 2033.

A high-level review of the District's financial transactions and annual payment calculations made by the City, indicate that the calculations and subsequent payments do not appear in accordance with the contract terms. It appears the Winters FPD may owe the City of Winters roughly $60,000. The information detail required by the contract formula is onerous and difficult to administer easily and clearly. LAFCo recommends the contract be amended to simplify how the cost is calculated. In addition, the Winters FPD's fund balance appears higher than needed for an agency that does not maintain any equipment or facilities. The Winters FPD should consider paying down the CalPERS unfunded liability with the excess fund balance.

Financial Ability MSR Recommendation(s)

- Consider adoption of a special assessment to increase revenues to provide funding for current staffing, facilities and equipment needs.
- Winters FPD and the City should consider reviewing the annual payment calculations since the inception of the contract (2011) and develop review procedures to ensure that Winters FPD pays the proper amount to the City.
- Winters FPD should receive financial reports on a quarterly or biannual basis.
- Winters FPD and the City should review the contract terms to consider simplifying the financial obligations of each agency, including examining the purpose of the District maintaining a relatively high fund balance and to develop reserve policies to document reserve balances. Winters FPD's role as a pass-through entity should be streamlined to the greatest extent feasible.
- Consider paying off the CalPERS unfunded accrued liabilities with the excess fund balance.
- Yolo County should include the GASB 68 and GASB 75 balances and note disclosures for Winters FPD in the County's ACFR.

5. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities.

		YES	MAYBE	NO
a)	*Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*	☐	☐	☒

Discussion:

a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*

No. Winters FPD shares services and contracts with the City of Winters for fire protection and emergency response services**.**

Shared Services MSR Determination

Winters FPD shares services by contracting with the City of Winters for fire protection and emergency response services.

6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

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

		YES	MAYBE	NO
a)	*Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*	☐	☐	☒
b)	*Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*	☐	☐	☒
c)	*Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*	☐	☐	☒
d)	*Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?*	☐	☐	☒
e)	*Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*	☐	☐	☒
f)	*Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*	☐	☐	☒
g)	*If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*	☐	☐	☒
h)	*Does the organization need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*	☐	☒	☐

Discussion:

a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*

No. The overarching LAFCo governance strategy with the contract FPDs is to have one district for each city provider, which is already the case with Winters FPD. Therefore, there are no recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency.

b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*

No. All of the fire commission seats are filled there does not appear to be an issue with maintaining commissioners.

Name / Title	Start	End
Gloria Lopez /	11/19/2019	12/31/2023
Dennis Mariani /	11/19/2019	12/31/2023
Tony Turkovich /	11/23/2021	12/31/2025
Bob Bell /	11/23/2021	12/31/2025
Vicki Jacobs /	12/07/2021	12/31/2025

c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*

No. City staff perform all FPD services and functions.

d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct?*

No. The City maintains polices to manage all FPD services and functions.

e) *Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*

No. The Winters FPD has been exempted from needing to file Statement of Economic Interests (Form 700) disclosures.

f) *Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*

No. The dependent FPD's (including Winters FPD) are included in the annual audit of the County's Annual Comprehensive Financial Report (ACFR). The Winters FPD is reported as a blended component unit and accounted for as a special revenue fund. According to the State Controller's Office, the County's audited CAFR meets general audit requirements and the CAFR satisfies the requirements of Government Code 26909[3].

g) *If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*

No. Winters FPD is audited annually and day to day operations are managed by the City which has financial staff to review agency finances.

[3] Per email dated July 6, 2021 from Sandeep Singh, Manager, Local Government Policy Section Office of State Controller, Local Government Programs and Services Division

h) *Does the* organization *need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*

Maybe. Dependent districts are not legally required to maintain a website. However, Winters FPD maintains a website and received a 28% transparency score in 2021. Please see the report posted on the LAFCo website for where improvements are recommended.

Accountability, Structure and Efficiencies MSR Determination

Winters FPD is managed by the City of Winters and there are no recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency. All the fire commission seats are filled there does not appear to be an issue with maintaining commissioners. The Winters FPD has been exempted from needing to file Statement of Economic Interests (Form 700) disclosures. The dependent FPD's including Winters FPD are included in the annual audit of the County's Annual Comprehensive Financial Report (ACFR). Winters FPD is audited annually and day to day operations are managed by the City which has financial staff to review agency finances. Although dependent districts are not legally required to maintain a website, Winters FPD maintains a website and received a 28% transparency score in 2021.

Accountability, Structure and Efficiencies MSR Recommendation(s)

- Dependent districts are not legally required to maintain a website. However, Winters FPD maintains a website and received a 28% transparency score in 2021. Please see the report at https://www.yololafco.org/yolo-local-government-website-transparency-scorecards for where improvements are needed.

7. BROADBAND ACCESS

Any other matter related to effective or efficient service delivery, as required by commission policy.

Per Yolo LAFCo Project Policy 6.2 "*it is the intent of Yolo LAFCo to comprehensively review broadband access in MSRs of local agencies that either serve communities and/or provide emergency services where broadband connection is critical (i.e. cities, CSDs, CSAs, FPDs and RDs).*"

	YES	MAYBE	NO
a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*	☐	☒	☐
b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*	☐	☒	☐

Discussion:

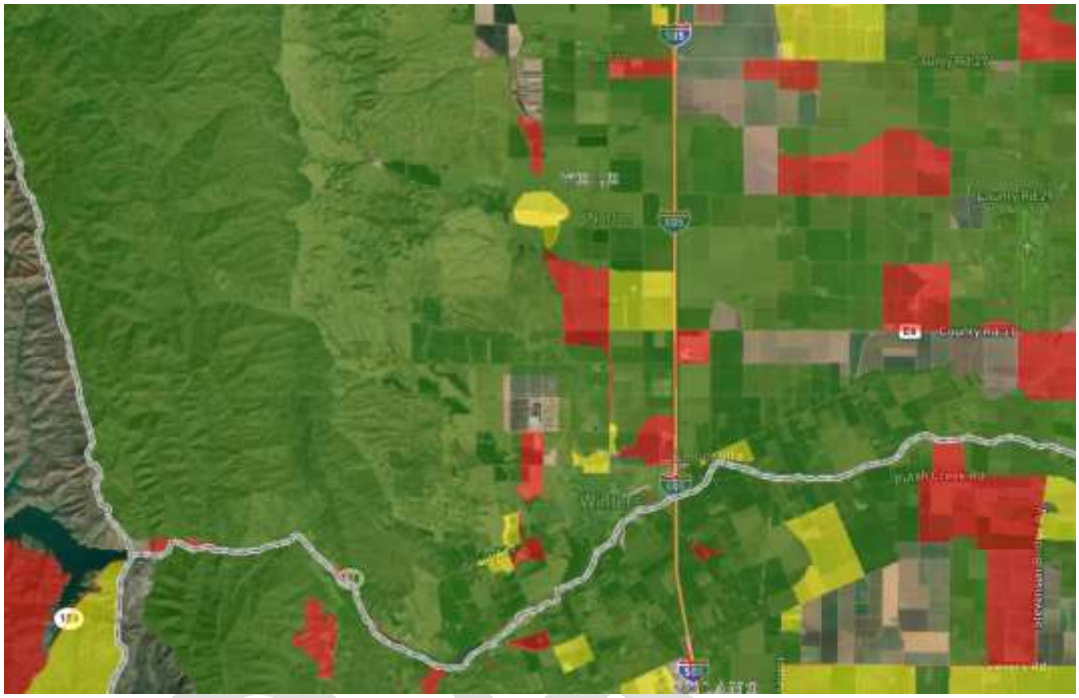
a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*

Maybe. Although the Winters Fire Station has access to 1,000 Mbps (or 1 Gbps/"Gig") speeds in the City, the rural areas surrounding the City of Winters are covered by Cal.net Inc. at 25 Mbps download speed and 5 Mbps upload speed[4]. Therefore, broadband speeds of 25/3 Mbps is generally available in the Winters FPD territory (although at a high cost, see 7b) below). El Rio Villa is an unincorporated community in the Winters FPD territory that is underserved. The CPUC broadband maps indicate AT&T provides service at a maximum speed of 10 Mbps download and 1 Mbps upload speeds. Yolo County

[4] CPUC Broadband Mapping Program data as of December 31, 2019. Speeds provided are maximum advertised speeds and not necessarily typical speeds actually experienced by the subscriber.

Housing reports there is a guest Wi-Fi and computer access in the community room[5] but it's unknown what speeds the Wi-Fi provides.

El Rio Villa is eligible to receive California Advanced Services Fund (CASF) Infrastructure grants. Yolo County Housing and/or Yolo County should explore grants to upgrade infrastructure with either the existing provider, AT&T, or Wave Broadband which provides broadband service in the City of Winters.



b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*

Yes. In the rural areas, Cal.net Inc. is the only service provider which offers wireless coverage, and its website does not list subscription rates, so affordability may be an issue.

According to the CPUC Broadband Mapping Program, broadband adoption is 40-60% for the Winters FPD territory. Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account[6] and generally help troubleshoot technology challenges. Information and instruction about basic computer/tablet/smartphone use is offered in ESL conversation clubs, classes and in Yolo Reads Adult and Family Literacy program. The library also provides hotspots and Chromebooks for those that need these items. The library does not have a formalized technology curriculum, although there have been discussions regarding adding it as a service.

Broadband Access MSR Determination

Overall, broadband access in the Winters FPD does not appear to be an issue that would disrupt fire protection and emergency services. According to the CPUC Broadband Mapping Program, broadband adoption is greater than 80% (the highest category) for the Winters FPD territory.

Broadband speeds at or above 25/3 Mbps is generally available in the Winters FPD territory via wireless service, however, affordability is a significant issue. Internet service is provided by Winters Broadband at a relatively exorbitant cost. According to its website, for 25Mbps fixed wireless download speeds it costs

5 Email from Jim Gillette, Yolo County Housing September 29, 2021.

6 Email from Mark Fink, Yolo County Librarian on May 26, 2021

$225.00 per month. El Rio Villa is a disadvantaged unincorporated community that has internet service provided by AT&T but at less than 50% of the minimum standard, which should be addressed.

Broadband Access MSR Recommendation

- Yolo County Housing and Yolo County should explore CASF (California Advanced Services Fund) grants to upgrade infrastructure for the El Rio Villa community with either the existing provider, AT&T, or Wave Broadband, which provides broadband in the City of Winters.
- Yolo County should note that rural areas served by Cal.net Inc. as the only broadband provider potentially are being charged high rates for broadband service and additional providers should be encouraged and incentivized wherever possible to create market competition to drive costs down.

8. STATUS OF PREVIOUS MSR RECOMMENDATIONS	**YES**	**MAYBE**	**NO**
a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*	☐	☐	☒

Discussion:

a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*

No. There were no recommendations from the 2016 MSR specific to the Winters FPD.

Status of Previous Recommendations MSR Determination

There were no recommendations from the 2016 MSR specific to the Winters FPD.

DRAFT

SPHERE OF INFLUENCE STUDY

On the basis of the Municipal Service Review:

☒ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency's SOI is recommended and SOI determinations HAVE NOT been made.

☐ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency's SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.

DRAFT

AGENCY PROFILE

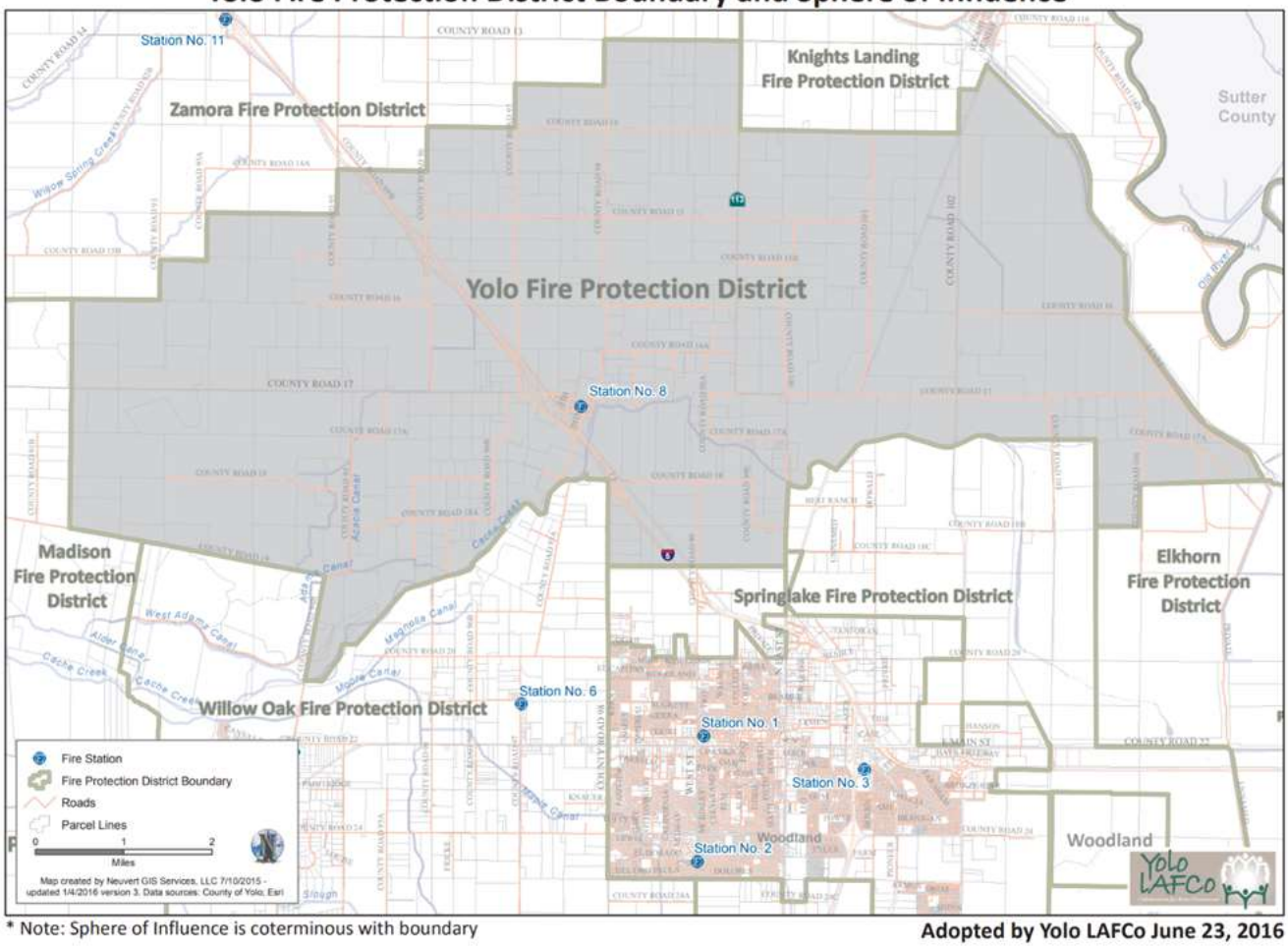
The Yolo Fire Protection District (FPD) was formed in 1939 and is authorized to provide fire protection and emergency response services. It was formed as an independent district from Yolo County with a three-member Board of Directors, each elected at large to serve four-year terms.

The District is 33,584 acres in size and serves the unincorporated town of Yolo and the surrounding rural area. The District contains 388 residential and 7 commercial addresses and its residential population is estimated to be 970 residents[1]. According to the 2020 Decennial Census, the town of Yolo has a population of 425.

The Yolo FPD station is located at 37720 Sacramento Street in Yolo, which houses 9 apparatus and has 1 paid firefighter, 1 part-time clerk of the board, 1 part-time office support clerk, 0 reserves and 21 volunteers (23 staff in total including 22 firefighters).

The Yolo FPD boundary and sphere of influence (SOI) is shown below. The SOI is coterminous with the district boundary.

Yolo Fire Protection District Boundary and Sphere of Influence*



* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo June 23, 2016

[1] Population estimate is based on the number of residential addresses assigned in 2021 in the FPD territory with a Yolo County average of 2.5 persons per household.

MUNICIPAL SERVICE REVIEW

POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

The MSR determinations checked below are potentially significant, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by "no" answers, the Commission may find that a MSR update is not warranted.

- ☐ Growth and Population
- ☐ Disadvantaged Unincorporated Communities
- ☒ Capacity, Adequacy & Infrastructure to Provide Services
- ☒ Financial Ability
- ☒ Shared Services
- ☒ Accountability
- ☒ Broadband Access
- ☒ Status of Previous MSR Recommendations

LAFCO MUNICIPAL SERVICE REVIEW:

☐ On the basis of this initial evaluation, the required determinations are not significant and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).

☒ The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

1. GROWTH AND POPULATION

Growth and population projections for the affected area.	YES	MAYBE	NO
a) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*	☐	☐	☒
b) *Do changes in service demand suggest a change in the agency's services?*	☐	☐	☒

Discussion:

a) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*

No. The residential population for Yolo FPD is currently estimated to be 970. The town of Yolo has limited infill growth opportunities because it does not a have a municipal wastewater system.

The data that is more applicable to fire service demand is call data, which has increased more than population countywide. According to YECA data, over the last three fiscal years total calls that resulted in dispatched apparatus/responders were 381 in FY 18/19, 407 in FY 19/20 and 458 in FY 20/21, a 20% increase in only three years.

b) *Do changes in service demand suggest a change in the agency's services?*

No. Population changes will not require a change in FPD boundaries. The FPD Chief reports the territory of the District is accessible, and no adjustments are warranted. The 2016 MSR notes Knights Landing has better access to the eastern portion of the district. However, the Yolo Chief indicates with daytime staffing Yolo has a faster response, except in the off hours when there is no station coverage. Regardless, there is an auto aid agreement with Knights Landing FPD on County Road 102 from Knights Landing to Cache Creek, so for any call on that corridor both FPDs are dispatched together.

Growth and Population MSR Determination

The population for Yolo FPD is currently estimated to be 970. The town of Yolo has limited infill growth opportunities because it does not a have a municipal wastewater system. Therefore, development and/or population growth is not expected to impact the subject agency's service needs and demands or require a change in the agency's services and/or sphere of influence boundary. Over the last three fiscal years, total calls that resulted in dispatched apparatus/responders were 381 in FY 18/19, 407 in FY 19/20 and 458 in FY 20/21, a 20% increase in only three years. Although the eastern portion of Yolo FPD is closer to the Knights Landing station, an auto aid agreement for that portion resolves the issue and no boundary changes are needed.

2. DISADVANTAGED UNINCORPORATED COMMUNITIES

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

		YES	MAYBE	NO
a)	*If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*	☐	☐	☒
b)	*If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community (DUC)? If "no" to a), this question is marked "no" because it is either not needed or not applicable.*	☐	☐	☒

Discussion:

a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*

No. The Yolo FPD territory is not disadvantaged[2] and all "inhabited unincorporated communities" countywide receive structural fire protection services.

b) If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community (DUC)? If "no" to a), this question is marked "no" because it is either not needed or not applicable.

[2] CALAFCO Statewide DUC Map using American Community Survey 5-Year Data (2015-19) Updated Mar 2022

Not applicable.

Disadvantaged Unincorporated Communities MSR Determination

The Yolo FPD territory is not disadvantaged and all "inhabited unincorporated communities" countywide receive structural fire protection services.

3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) *Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*	☒	☐	☐
b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*	☐	☒	☐
c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*	☐	☐	☒
d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*	☐	☐	☒
e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*	☐	☐	☒

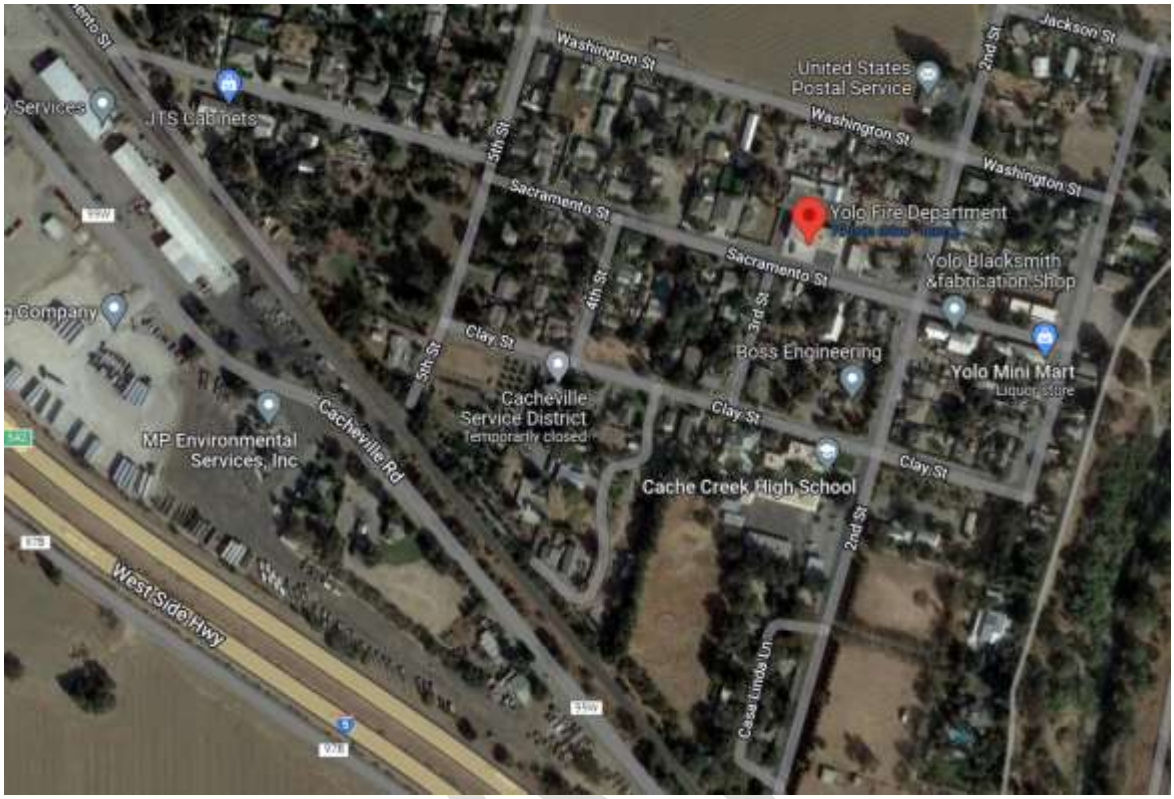
Discussion:

*a) Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*

Yes. Two of the YFPD apparatus exceeds the recommended 25-year lifespan and should be scheduled for replacement as funding allows.

Fire Station

The Yolo FPD station is located at 37720 Sacramento Street in Yolo and the quality of the structure appears adequate and well-maintained. The Chief reports new asphalt paving has been done, a new station roof, the station has central heat and air, and the board authorized upgrading of the electrical system to support a new generator. The Chief reports no major facility issues or expenses.



Apparatus:

YFPD has 7 apparatus and 3 command/utility vehicles as follows:

Use	Apparatus	Type	Age (yrs)	Reserve?
Structure Fires	Engine-8	1	2	No
	Engine-208	2	17	No
	Engine 308	3	26	No
Wildlands Fires	Grass 8	3	12	No
	Grass 208	3	31	Yes
Water Tenders	Water 8		26	No
Command/Utility	800		1	No
	Battalion 8		13	No
Other Apparatus	Squad 8		17	No
	UTV (888)		2	No

All Yolo FPD apparatus receive daily rig checks (i.e. break and safety testing), monthly inspection noted in apparatus logs, regular scheduled maintenance service twice per year, and ladder, hose and pump testing every two years. Two of the YFPD apparatus exceeds the recommended 25-year lifespan (Grass 208 is surplus) and should be scheduled for replacement as funding allows.

Yolo FPD currently supplies all responding members with appropriate, in-date personal protective equipment (PPE). All PPE is regularly inspected and follows a PPE replacement schedule. All self-contained breathing apparatus (SCBA) receive annual flow testing. All bottles are current in hydro date, tested every five years, and batteries are inspected and replaced twice per year. Yolo FPD operates adequate communications equipment including radios with current programing that meets the needs for incident response. All apparatus have mobile radios installed and each seat has a dedicated radio.

The District received a FEMA grant for portable radios approximately six years ago. It currently uses Motorola Models 700 and 800 Series. The 800 Series are in the command vehicles and in the Yolo County Air Units. They are all programmed to be able to communicate with the cities of Davis and West Sacramento radios with 800 Series capabilities.

ISO Rating

YFPDs ISO rating is currently 4/4Y and was last evaluated in 2021. The Insurance Services Office, Inc. (ISO) evaluates fire departments for the purpose of establishing insurance premiums, called "ISO ratings". An ISO fire rating is a score from 1 to 10 that indicates how well-protected a community is by the fire department and will affect insurance rates. The first number refers to the classification of properties within 5 road miles of a fire station and within 1,000 feet of water supply. The second number applies to properties within 5 road miles of a fire station but beyond 1,000 feet of water supply. In the ISO rating scale, a lower number is better: 1 is the best possible rating, while a 10 means the fire department did not meet ISO's minimum requirements. ISO generally assigns Class 10 to properties beyond 5 road miles of a fire station.

*b) Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*

Maybe. NFIRS data is apparently not accurate and LAFCo only has one year of data to go on. Based on F 20/21, personnel response meets recommended numbers, but the YFPD needs to improve its apparatus response on scene for fire calls.

Staff, Coverage and Training

The Yolo Fire Station is staffed Monday through Friday, 8am-5pm by one full-time employee and all other times, the station is staffed by volunteers. Yolo FPD has written operating policies and guidelines for its staff. All response personnel receive base level minimum training to respond to incidents adequately and safely (24 required trainings annually). Incident Command System (ICS) basic training is a requirement before responders can respond to incidents. Yolo FPD participates in the Yolo County Firefighters Association Training Program. Responding personnel are fit tested on an annual basis.

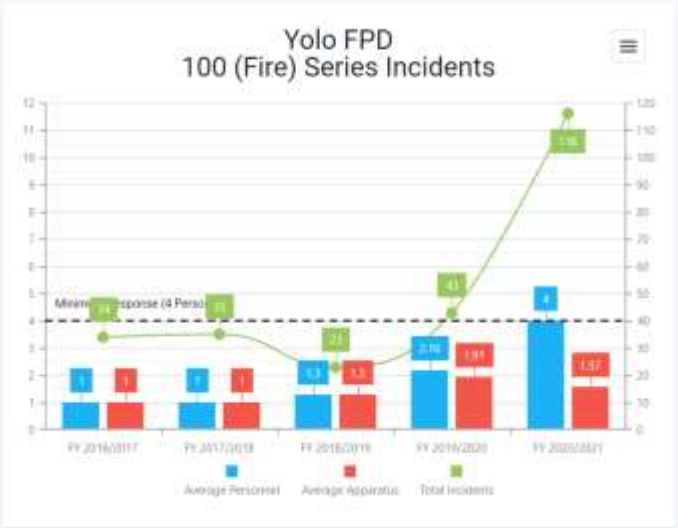
Incident Reporting and Adequacy of Services

Yolo FPD utilizes Emergency Reporting web-based program for reporting and documentation. National Fire Incident Reporting System (NFIRS) reports are exported monthly. Regarding the adequacy of response, standards for the number of personnel and apparatus were determined by the Fire Chiefs MSR Subcommittee for fire and rescue/ EMS calls[3].

Below is YFPD's NFIRS response data for the last five fiscal years:

[3] By consensus of the Yolo Fire Chief's MSR Subcommittee, it was determined the minimum adequate response for a fire call is 4 personnel and 2 apparatus, and for a rescue/EMS call is 3 personnel and 1 apparatus.



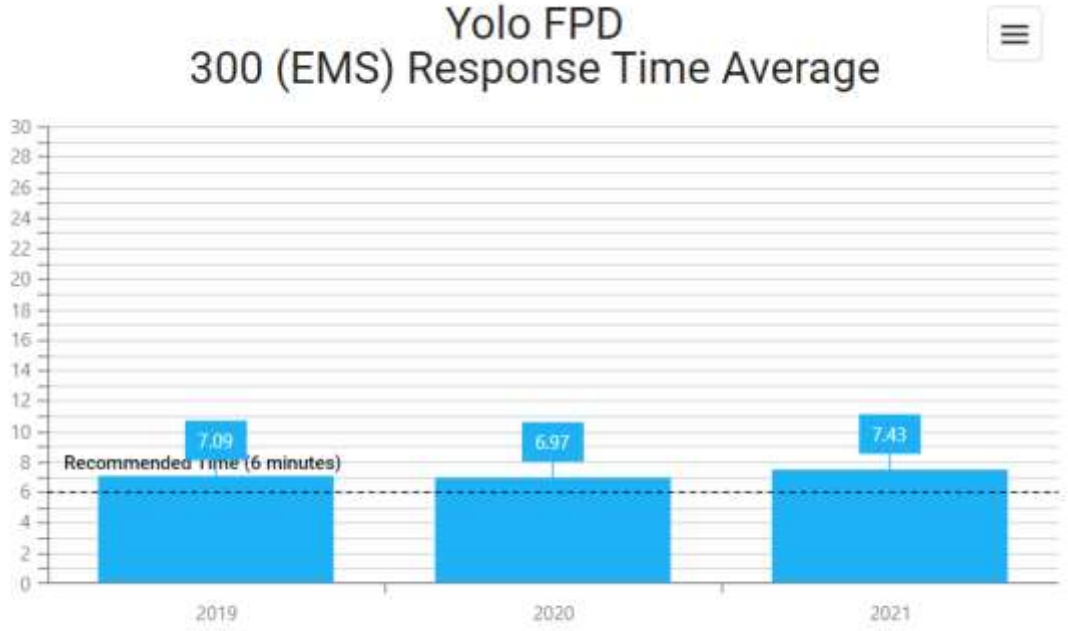


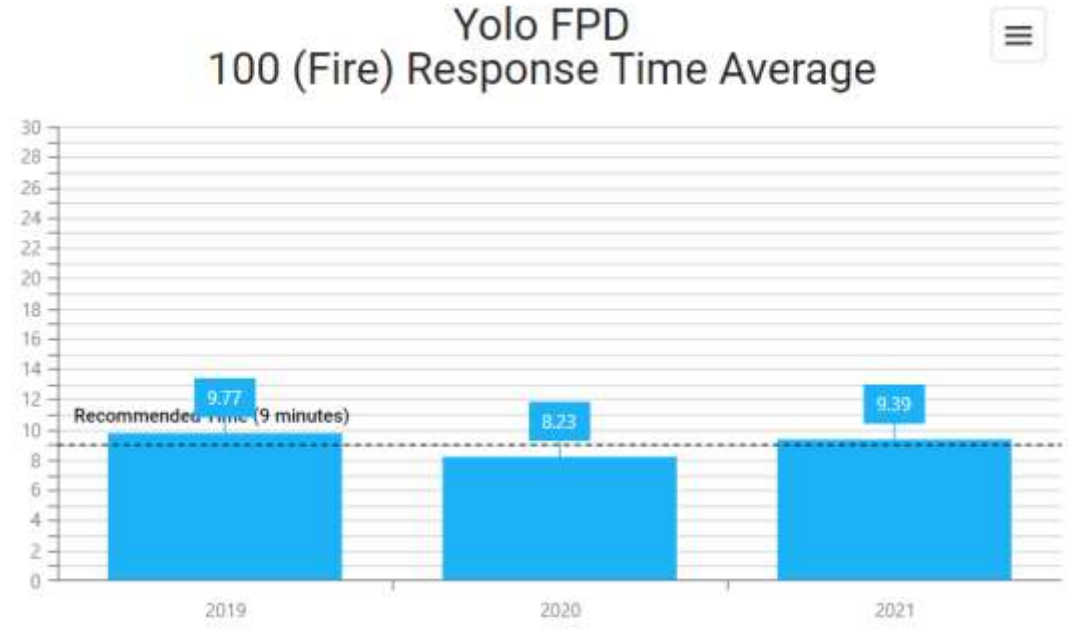
YFPD incident data was provided to NFIRS, however, the Chief reports the data was not being entered correctly. Corrected data for FY 20/21 was provided to LAFCo directly. Going by just the last FY, the data shows that the YFPD is able to respond with the recommended minimum of 3 personnel to rescue/EMS calls and 4 personnel to fire calls. Although there is an issue with sufficient apparatus on scene for fire calls (the recommended minimum is 2 and the FPD averaged 1.57). There may be an issue with sufficient volunteers able to drive apparatus. The data indicates YFPD is meeting recommended personnel response but needs to keep an eye on having two apparatus on fire calls.

Response Time and Missed Calls

The MSR Subcommittee developed response time goals for rescue/emergency medical service (EMS) calls (6 minutes) and fire calls (9 minutes) for the first responding unit to arrive on scene. LAFCo recognizes it may be more difficult for volunteer and/or more rural FPDs to meet this goal, however as the MSR Subcommittee indicated, it represents a goal to focus on. FPD response time averages[4] for the 2019 – 2021 calendar years are shown below.

[4] Based on YECA data. For a list of the data outliers omitted, please reference the methodology discussion on page 1-10 of this MSR/SOI.





YFPD has had 0 missed calls over the last three FYs as reported by YECA.

Annual Performance Evaluation

NFPA 1720 requires FPDs to evaluate its level of service, deployment, and response time objectives on an annual basis. According to the Chief, performance issues are discussed under the monthly chief's report if there is an issue. It would be a good practice to provide a written evaluation of the FPD's level of service, deployment, and response time objectives on an annual basis, ideally as an agenda item at a board meeting. Therefore, establishing this review and evaluation process at least on an annual basis is a recommendation.

c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*

No. Please see the response to 1a.

d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*

No. The FPDs collectively report that climate change is not a factor in the valley and is only an issue for those FPDs that border the Coastal Range. Many FPDs benefit financially from staff and apparatus reimbursement revenue for supporting CalFire during wildfire events.

e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*

No. Not applicable. Please see 2a.

Capacity and Adequacy of Public Facilities and Services MSR Determination

The Yolo FPD station is located at 37720 Sacramento Street in Yolo and the quality of the structure appears adequate and well-maintained. The Chief reports no major facility issues or expenses are needed. Two of the YFPD apparatus exceeds the recommended 25-year lifespan and should be scheduled for replacement as funding allows. Yolo FPD currently supplies all responding members with appropriate, in-date personal protective equipment (PPE). The District received a FEMA grant for portable radios approximately six years ago. It currently uses Motorola Models 700 and 800 Series. YFPDs ISO rating is currently 4/4Y and was last evaluated in 2021.

The Yolo Fire Station is staffed Monday through Friday, 8am-5pm by one full-time employee and all other times, the station is staffed by volunteers. Yolo FPD has written operating policies and guidelines for its staff and all response personnel receive base level minimum training to respond to incidents adequately and safely (24 required trainings annually). YFPD incident data was provided to NFIRS, however, the Chief reports the data was not being entered correctly, therefore, corrected data for FY 20/21 was provided to LAFCo directly. Going by FY 20/21, the data shows that the YFPD is able to respond with the recommended minimum of 3 personnel to rescue/EMS calls and 4 personnel to fire calls. Although there is an issue with sufficient apparatus on scene for fire calls (the recommended minimum is 2 and the FPD averaged 1.57). YFPD has had 0 missed calls over the last three FYs as reported by YECA. NFPA requires FPDs to evaluate its level of service, deployment, and response time objectives on an annual basis. Therefore, establishing this review and evaluation process at least on an annual basis is a recommendation.

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

- YFPD should consider replacing the apparatus in the fleet that exceeds the recommended 25-year lifespan.
- YFPD needs to complete its NFIRS reporting on an ongoing basis and obtain training if needed.
- YFPD should provide written evaluations of its level of service, deployment, and response time objectives on an annual basis at a Fire Commission meeting. Personnel response appears adequate, but the YFPD needs to ensure 2 apparatus on scene for fire calls.

4. FINANCIAL ABILITY

Financial ability of agencies to provide services.

		YES	MAYBE	NO
a)	*Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*	☒	☐	☐
b)	*Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*	☐	☐	☒
c)	*Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*	☐	☐	☒
d)	*Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*	☐	☐	☐
e)	*Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*	☐	☐	☒
f)	*Is the organization's rate/fee schedule insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*	☒	☐	☐
g)	*Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy?*	☒	☐	☐
h)	*Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?*	☐	☐	☒

Financial Background

YOLO FIRE PROTECTION DISTRICT
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES

	2017	2018	2019	2020	2021
Revenue					
Property taxes, in-lieu taxes, HOPTR	$ 95,659	$ 95,627	$ 105,731	$ 114,108	$ 122,751
Development impact fees	5,727	41,904	3,932	78,798	14,930
Interest	1,927	4,514	16,066	4,830	89
Intergovernmental grants	96,574	-	-	-	4,488
County tribal mitigation	12,500	30,000	30,000	30,000	30,000
Other County funding	-	-	-	-	32,500
Direct Yocha Dehe Wintun Nation funding	-	-	250,000	-	-
Special assessment	33,910	33,827	33,467	32,807	39,429
CA Fire	-	2,443	-	3,222	28,344
Other revenue	792	15	7,866	3,916	1,067
Total Revenue	247,089	208,330	447,062	267,681	273,598
Expenditures					
Salaries and benefits	29,127	49,908	74,420	79,967	80,638
Services and supplies	61,509	98,002	76,086	94,832	110,060
Contributions to volunteers	3,000	3,000	3,000	3,362	19,423
Capital Assets:					
Equipment	107,305	-	497,159	-	86,589
Total Expenditures	200,941	150,910	650,665	178,161	296,710
Net income (loss)	46,148	57,420	(203,603)	89,520	(23,112)
Beginning Fund Balance	275,187	321,335	378,755	175,152	264,672
Ending Fund Balances	$ 321,335	$ 378,755	$ 175,152	$ 264,672	$ 241,560
Fund Balances					
Restricted - Development impact fees	$ 32,638	$ 67,770	$ 13,243	$ 93,713	$ 102,727
Restricted - Unexpended grants	70,813	101,595	25,005	55,980	13,566
Assigned - Capital asset replacement	53,781	65,404	-	-	-
Assigned - General reserve	19,423	18,900	18,900	18,900	18,900
Unassigned	144,680	125,086	118,004	96,079	106,367
Total Fund Balances	$ 321,335	$ 378,755	$ 175,152	$ 264,672	$ 241,560
Y-T-Y Change in total Fund Balances					
Amount Increase (Decrease)	$ 46,148	$ 57,420	$ (203,603)	$ 89,520	$ (23,112)
Percentage Increase (Decrease)	16.77%	17.87%	-53.76%	51.11%	-8.73%
Property Tax Analysis					
a. Assessed Value (AV)	$ 261,699,672	$ 271,825,738	$ 284,717,657	$ 309,334,619	$ 330,892,529
b. Y-T-Y Percentage change in AV	5.72%	3.87%	4.74%	8.65%	6.97%
c. Current secured, unsecured and HOPTR	$ 92,052	$ 95,194	$ 104,956	$ 113,665	$ 121,575
d. District share of general 1% levy (c/a)	3.5175%	3.5020%	3.6863%	3.6745%	3.6742%

DRAFT

Discussion:

a) *Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*

Yes. The District's core revenues (property taxes, tribal mitigation, special assessments) have grown, on average, by 6% per year over the past five years while expenditures have increased, on average, over 16%, mostly attributable to the hiring of a full-time firefighter in fiscal year 2018. During this time total fund balance has decreased from $275,187, as of July 1, 2017 to $241,560 as of June 30, 2021, a $33,627 decrease. The decrease is mostly attributable to expenditures for capital assets in the amount of $691,053 over the past 5 years. The District can use $125,267 of the total fund balance for any purpose. The balance of $116,293 represents unexpended funds that are restricted for specific purposes: $102,727 of development impact fees for acquisition of equipment and facilities related to new development and $13,566 of County tribal mitigation funds for the purchase of capital assets. The total fund balance is almost over $1,700,000 less than the minimum recommended fund balance, mostly due to underfunding of the capital asset replacement and general reserves.

Revenue

Yolo Fire Protection District's revenue consists of property taxes, special assessments development impact fees, interest, grants from the County and the Yocha Dehe Wintun Nation and other miscellaneous revenue. Like other rural fire districts, Yolo PFD relies primarily on a share of the general 1% property tax levy for the majority of its revenue. In fiscal year 2021, property taxes of $122,751 comprised 59% of total revenues (excluding CAL FIRE strike team reimbursements and one-time grant revenues). The District's share of property taxes within its boundaries is approximately 3.7%, while the average for all rural FPDs in the county is 6.2%. The District has also levied a special assessment since 1991. In 2021 special assessment revenue was $39,429 which accounted for 14.4% of total revenue (excluding CAL FIRE strike team reimbursements and one-time grant revenues). The special assessment has not grown much over the years, from $28,145 in 1991 to $39,249 in 2021. The District also imposes development impact fees (DIF) on all new development. The DIF can only be used by the District to acquire equipment and facilities to service new development. Over the past 5 years the district has collected $145,291 of DIF. The District is one of five FPDs, that since 2004, receives annual tribal mitigation funding from the County. Over the past five years the District has received $132,500 of $132,500 it was entitled to. According to administrative procedures adopted by the County Administrator's Office, the funds are to be used to purchase "equipment and capital assets". In addition, over the past 5 Yolo FPD has received other County funding of $32,500, a grant from the Yocha Dehe Wintun Nation totaling $250,000, other intergovernmental grants of $101,262, strike team reimbursements of $34,009 and other revenue totaling $13,656.

Expenditures

District expenditures, excluding capital expenditures, have increased on average 16% from 2017 through 2021. Salary and benefits have increased 177% since 2017 and services and supplies have increased almost 79%. In 2021 core revenues exceeded on-going operational expenditures by only $10,403.

Capital expenditures

2017: $107,305, 14 SCBA units
2019: $497,159, New Type-1 engine
2021: $ 86,589, 2021 Ford F250, Pioneer 1000 OHV, other equipment

District expenditures are increasing at a faster rate than core revenues. In addition, the district's ending fund balance at June 30, 2021 of $241,560 is almost $1,700,000 less than what appears to be needed. See g) below.

b) *Does the subject agency fail to use generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded*

obligations (i.e. pension/retiree benefits)? Does the agency have accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?

No. The district maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records. Although the district is independent, it adheres to the same accounting and financial policies of the County. Accounting and budget data, including all cash receipts and disbursements, are reviewed by County finance staff before they are posted.

c) *Does the agency staff fail to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*

No. District staff includes an employee, who is also is employed by the County's Department of Financial Services and is very knowledgeable about the County financial reports. All posted accounting transactions are reviewed and compared to the approved budget on a monthly basis.

d) *Does the agency board fail to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*

No. The board receives a monthly general ledger, trial balance and budget report which are reviewed on a line-item basis. The board also is informed of any funds received and discusses new purchases.

e) *Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*

No. Revenues are reliable. The majority of revenue consists of property taxes, special assessments, interest and County tribal mitigation funds, all of which are allocated by the County.

f) *Is the organization's rate/fee schedule insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*

Yes. District's ongoing operational expenditures are increasing faster than core revenues. In addition, the District's total fund balance of $241,560 is almost $1,700,000 below the minimum recommended balance, primarily due to underfunding the capital asset replacement reserve, see 4g).

g) *Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Does the agency need to identify and quantify what the possible significant risks and costs of infrastructure or equipment failure? Does the agency need a reserve policy?*

Yes. The District does not have a reserve policy and only a partial capital improvement plan (CIP). The CIP does not include how replaced assets will be funded. The District's total fund balance of $241,560 is almost $1,700,000 below the minimum recommended balance, primarily due to underfunding the capital asset replacement reserve. The minimum recommended fund balance is the total of 3 components as follows:

- Capital asset replacement. Using estimated apparatus replacement costs, this estimate divides this cost by the recommended life of each apparatus and assumes a straight-line projection and contribution to a capital asset replacement sinking fund.
- General reserve. This is the total of 50% of current secured taxes and 50% of special assessments to maintain liquidity from July through December each year when no tax/assessment revenue is received.

- Unassigned fund balance. GFOA recommendation of 15% of operating expenditures to mitigate revenue shortages and/or unanticipated expenditures.

The June 30,2021 actual and estimated recommended fund balance amounts are as follows:

	6/30/2021 Actual Balance	6/30/2021 Recommended Balance	Excess/ (Shortage)
Apparatus Replacement			
Development impact fees	102,727		
Other funds	13,566		
	116,293	1,822,000	(1,705,707)
General reserve	18,900	76,000	(57,100)
Unassigned	106,367	27,000	79,367
Total Recommended Fund Balance	$ 241,560	$ 1,925,000	$ (1,683,440)

h) *Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear capital financing and debt management policy, if applicable?*

No. The District does not have any debt.

Financial Ability MSR Determination

The District's core revenues are not keeping pace with increasing expenditures nor with capital asset replacement needs. The District's core revenues (property taxes, tribal mitigation, and special assessments) are increasing 6% per year while expenditures are increasing 16% per year, and total fund balance has decreased by $33,627 over the past five years. Total fund balance has decreased from $275,187 to $241,560. Of the total fund balance $125,267 can be used by the district for any purpose, the balance of 116,293 can only be used for purchases of capital assets. The total fund balance is almost $1,700,000 less than what appears to be needed, mostly due to underfunding of the capital asset replacement reserve. The District does not have formal reserve policies. Additional funding is required to maintain adequate reserve balances. YFPD maintains its funds in the County Treasury and uses the County's financial system to maintain its accounting records. YFPD fire commission receives financial reports at each meeting which are reviewed thoroughly

Financial Ability MSR Recommendation(s)

- Include a funding component to the Capital Asset Replacement plan to determine how much funding needs to be set aside each year and determine whether current revenues are adequate to fund the program. Develop reserve policies to fund increased services, the CIP, and maintain an adequate fund balance.
- Consider increasing YFPD's special assessment to provide funding for staffing, and apparatus/equipment needs.
- Districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on appropriate facilities.

5. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities.

	YES	MAYBE	NO
a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*	☒	☐	☐

Discussion:

a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*

Yes. LAFCo recommends YFPD along with Dunnigan, Knights Landing, and Zamora FPDs scale up its services and operate more as a regional unit via a JOA. In May 2022, these FPDs signed an agreement and need to work towards standardizing written operating policies and guidelines. It also has mutual/auto aid agreements with surrounding fire departments.

The goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. Additional things that should be included as a required element of the JOA is:

- Apparatus/equipment standardization,
- Shared reserve apparatus, and
- Cooperative purchasing

Shared Services MSR Determination

LAFCo recommends YFPD along with Dunnigan, Knights Landing, and Zamora FPDs scale up its services and operate more as a regional unit via a JOA. The FPDs are already working on draft agreements and need to work towards standardizing written operating policies and guidelines. It also has mutual/auto aid agreements with surrounding fire departments. The goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response.

Shared Services MSR Determination Recommendation

- Additional items that should be included as a required element of the JOA are apparatus/equipment standardization, shared reserve apparatus, and cooperative purchasing. These efficiencies are currently either optional or not included in the JOA.

6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

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

	YES	MAYBE	NO
a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*	☒	☐	☐
b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*	☐	☐	☒

c)	*Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*	☐	☒	☐
d)	*Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?*	☒	☐	☐
e)	*Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*	☐	☐	☒
f)	*Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*	☐	☐	☒
g)	*If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*	☐	☒	☐
h)	*Does the organization need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*	☐	☒	☐

Discussion:

a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*

Yes. YFPD entered into a JOA with Dunnigan, Knights Landing, and Zamora FPDs in May 2022 designed to improve operations and efficiencies. The recommendation below is to ensure all FPDs enter into the JOA and maintains standing in good faith to achieve JOA goals.

b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*

No. All of the three commission seats are filled and there does not appear to be an issue maintaining board members and training. Even though the FPD board is the only elected board among the FPDs, according to the Chief, a seat has never been contested and required an election.

Name	Term Start	Term End
Steve Weiss	09/12/2017	12/02/2022
Charle Hermle	1/1/2022	12/06/2024
Lynnel Pollock	9/10/2019	12/06/2024

c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*

Maybe. The Chief reports no issues with staff turnover and capacity. YFPD maintains a maximum of 25 volunteers and currently have 22, and about half of the volunteers have been with the district longer than 10 years. However, the Chief and Assistant Chief are close relatives. Yolo is a small community, but nepotism issues should be considered, and policies adopted to appropriately handle supervisory issues and segregation of duties for financial transactions.

d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct?*

No. Yolo FPD has adopted bylaws, an employee handbook, financial policies, and procedural rules. Although these policies are comprehensive. Yolo FPD should review the sample policies developed by the California Special District Association and templates to be provided by LAFCo to ensure the District has sufficient policies.

e) *Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*

No. Yolo FPD is current in making their Statement of Economic Interests (Form 700) disclosures.

f) *Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*

No. The Yolo FPD is required to conduct an audit every two years and the FPD recently completed an audit through FY 2021. Therefore, the FPD is current in its audits.

g) *If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*

Maybe. The District should review agency finances annually with an external accountant or with knowledgeable staff at Yolo County to detect any potential financial issues. The review should include comparing the budget to actuals, comparing actuals to prior years, analyzing significant differences or changes, a review of the components of fund balance and determining if the reports appear reasonable.

h) *Does the* organization *need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*

Maybe. The Yolo FPD received a 74% transparency score in 2021 (2nd highest of all the FPDs). Please see the report posted on the LAFCo website for where improvements are needed.

Accountability, Structure and Efficiencies MSR Determination

YFPD entered into a JOA with Dunnigan, Knights Landing, and Zamora FPDs in May 2022 designed to improve operations and efficiencies. All of the three commission seats are filled and there does not appear to be an issue maintaining board members and training. Even though the FPD board is the only elected board among the FPDs, according to the Chief, a seat has never been contested and required an election. The Chief reports no issues with staff turnover and capacity. YFPD maintains a maximum of 25 volunteers and currently has 22, and about half of the volunteers have been with the district longer than 10 years. Yolo is a small community and nepotism issues should be considered, and policies adopted to appropriately handle supervisory issues and segregation of duties for financial transactions. Yolo FPD is current in making their Statement of Economic Interests (Form 700) disclosures and is current in its audits. The Yolo FPD received a 74% transparency score in 2021 (2nd highest of all the FPDs).

Accountability, Structure and Efficiencies MSR Recommendation(s)

- Dunnigan, Knights Landing, Yolo and Zamora FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources.
- YFPD should consider nepotism policies, especially for supervisory issues and segregation of duties for financial transactions.

- YFPD should either hire an outside accountant or schedule time with DFS to evaluate FPD finances and verify the County Department of Financial Services (DFS) accounting coding is accurate.
- The YFPD received a 74% transparency score in 2021. Please see the report at https://www.yololafco.org/yolo-local-government-website-transparency-scorecards for where improvements are needed.

7. BROADBAND ACCESS

Any other matter related to effective or efficient service delivery, as required by commission policy.

Per Yolo LAFCo Project Policy 6.2 "*it is the intent of Yolo LAFCo to comprehensively review broadband access in MSRs of local agencies that either serve communities and/or provide emergency services where broadband connection is critical (i.e. cities, CSDs, CSAs, FPDs and RDs).*"

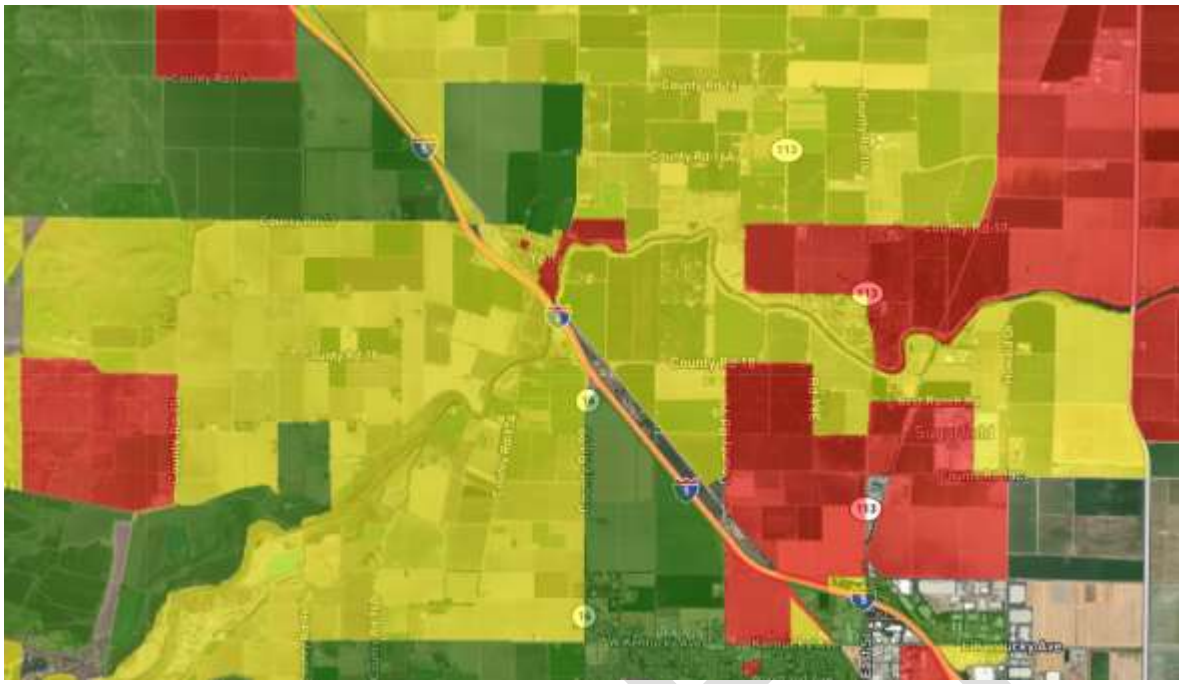
	YES	MAYBE	NO
a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*	☒	☐	☐
b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*	☒	☐	☐

Discussion:

a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*

Yes. The town of Yolo's only internet provider is AFES with speeds of up to 15 Mbps download and 15 Mbps upload speeds[5]. The green portions of the map below are apparently provided AT&T DSL service up to 50/10 Mbps, but some portions of the FPD have no service available at all (no wireline, fixed wireless or wireless). Therefore, broadband speeds of 25/3 Mbps is not generally available in the Yolo FPD territory. The Yolo County library in Yolo just recently was connected to AT&T fiber via CENIC and the FPD reports it will be connected also. This may be a potential project funding opportunity to extend service to the rest of the town as happened in Knights Landing.

[5] CPUC Broadband Mapping Program data as of December 31, 2019. Speeds provided are maximum advertised speeds and not necessarily typical speeds actually experienced by the subscriber.



b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*

Yes. In town, residents have no choice of providers, and the fastest speed rate AFES offers is 10/4 Mbps speeds for $140.00 per month. There are no low-income subscription rates. According to the CPUC Broadband Mapping Program, broadband adoption is between 20% - 40% for most of the Yolo FPD territory.

Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account[6] and generally help troubleshoot technology challenges. Information and instruction about basic computer/tablet/smartphone use is offered in ESL conversation clubs, classes and in Yolo Reads Adult and Family Literacy program. The library also provides hotspots and Chromebooks for those that need these items. The library does not have a formalized technology curriculum, although there have been discussions regarding adding it as a service.

Broadband Access MSR Determination

Most of the Yolo FPD territory is either underserved or unserved. The town of Yolo's only internet provider is AFES with speeds of up to 15 Mbps download and 15 Mbps upload speeds and the fastest speed rate AFES offers is 10/4 Mbps speeds for $140.00 per month. A few isolated portions of the FPD territory are apparently provided AT&T DSL service up to 50/10 Mbps, but the majority of the FPD outside of town have no service available at all (no wireline, fixed wireless or wireless). Therefore, broadband speeds of 25/3 Mbps is not generally available in the Yolo FPD territory. AT&T offers low-income rates, but the majority of the area does not have AT&T service available. According to the CPUC Broadband Mapping Program, broadband adoption is at 25/3 Mbps speeds is 20% - 40% for most of the Yolo FPD territory The Yolo County library in Yolo just recently was connected to AT&T fiber via CENIC. This may be a potential project funding opportunity to extend service to the rest of the town as happened in Knights Landing.

[6] Email from Mark Fink, Yolo County Librarian on May 26, 2021

Broadband Access MSR Recommendation

- Yolo County should note that rural areas served by AFES as the only provider option are being charged relatively exorbitant rates for minimal speeds and additional providers should be encouraged and incentivized where possible to create market competition. The Yolo County library in Yolo just recently was connected to AT&T fiber via CENIC. This may be a potential project funding opportunity to extend service to the rest of the town as occurred in Knights Landing.

8. STATUS OF PREVIOUS MSR RECOMMENDATIONS	YES	MAYBE	NO
a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*	☒	☐	☐

Discussion:

a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*

2016 MSR Recommendations Specific to the Yolo FPD and Status

1. Within available funding, fire apparatus should be considered for replacement after not more than 25 years of service life.
2. Knights Landing, Madison, Yolo, and Zamora FPDs should consider an automatic aid agreement with Dunnigan and/or Willow Oak FPDs for immediate response to missed calls in those districts when on-duty staffing is available in Dunnigan and/or Willow Oak.
3. Elkhorn, Knights Landing, Madison, and Yolo FPDs should consider seeking grant funding for apparatus replacement to facilitate long-term fiscal viability.

Status of Previous Recommendations MSR Determination

YFPD still has apparatus that exceeds the 25-year recommended lifespan, which is discussed again in the Capacity and Financial Ability sections. Regarding auto aid agreements, YFPD has an auto aid agreement with Zamora FPD for portions of I-5 and Knights Landing FPD for the eastern portion of the district. Instead of pursuing additional auto-aid agreements YECA should implement "closest" or "borderless" response dispatch as recommended in the Executive Summary of this MSR/SOI. YFPD has obtained significant grant funding for its Engine 8, radios and SCBA grants.

DRAFT

SPHERE OF INFLUENCE STUDY

On the basis of the Municipal Service Review:

☒ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency's SOI is recommended and SOI determinations HAVE NOT been made.

☐ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency's SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.

DRAFT

AGENCY PROFILE

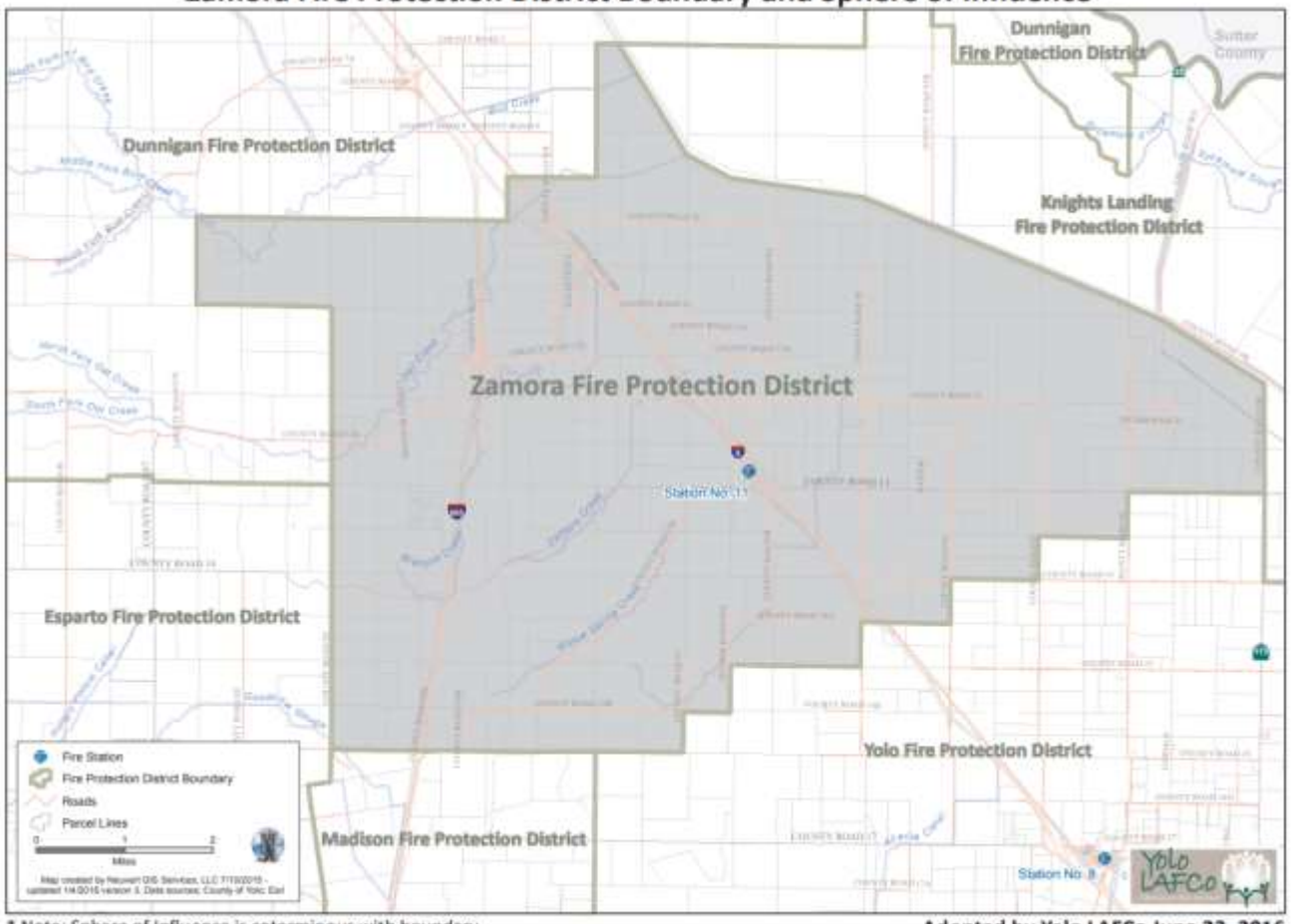
The Zamora Fire Protection District (FPD) was formed in 1938 and is authorized to provide fire protection and emergency response services. It was formed as an independent district from Yolo County with a five-member Board of Directors, each appointed by the Board of Supervisors to serve four-year terms.

The District is 33,709 acres in size and serves the unincorporated town of Zamora and the surrounding rural area. The District contains 134 residential and 2 commercial addresses and its residential population is estimated to be 335 residents[1].

The Zamora FPD station is located at 33715 1st Street in Zamora, which houses 5 apparatus and has 0 paid staff, 0 reserves and 14 volunteers (13 firefighters and 1 Board Clerk).

The Zamora FPD boundary and sphere of influence (SOI) is shown below. The SOI is coterminous with the district boundary.

Zamora Fire Protection District Boundary and Sphere of Influence*



* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo June 23, 2016

[1] Population estimate is based on the number of residential addresses assigned in 2021 in the FPD territory with a Yolo County average of 2.5 persons per household.

MUNICIPAL SERVICE REVIEW

POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

The MSR determinations checked below are potentially significant, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by "no" answers, the Commission may find that a MSR update is not warranted.

- ☐ Growth and Population
- ☐ Disadvantaged Unincorporated Communities
- ☒ Capacity, Adequacy & Infrastructure to Provide Services
- ☒ Financial Ability
- ☒ Shared Services
- ☒ Accountability
- ☒ Broadband Access
- ☒ Status of Previous MSR Recommendations

LAFCO MUNICIPAL SERVICE REVIEW:

☐ On the basis of this initial evaluation, the required determinations are not significant and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).

☒ The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

1. GROWTH AND POPULATION

Growth and population projections for the affected area.	YES	MAYBE	NO
a) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*	☐	☐	☒
b) *Do changes in service demand suggest a change in the agency's services?*	☐	☐	☒

Discussion:

a) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*

No. The population for Zamora FPD is currently estimated to be 335. The FPD has 14 volunteers including 13 firefighters. The territory is primarily zoned for agricultural uses except some industrial uses along I-5 and the town of Zamora has limited growth opportunities. The District does not have an adopted development impact fee, but it wouldn't generate significant revenue if it did.

Over the last three fiscal years, total calls that resulted in dispatched apparatus/responders were 113 in FY 18/19, 137 in FY 19/20 and 152 in FY 20/21, a 34% increase in only three years.

b) *Do changes in service demand suggest a change in the agency's services?*

No. population changes will not require a change in FPD boundaries. The FPD Chief reports the territory of the District is accessible, and no adjustments are warranted.

Growth and Population MSR Determination

The residential population for Zamora FPD is currently estimated to be 335. The territory is primarily zoned for agricultural uses except some industrial uses along I-5 and the town of Zamora has limited growth opportunities. Therefore, development and/or population growth is not expected to impact the subject agency's service needs and demands or require a change in the agency's services and/or sphere of influence boundary. Over the last three fiscal years, total calls that resulted in dispatched apparatus/responders were 113 in FY 18/19, 137 in FY 19/20 and 152 in FY 20/21, a 34% increase in only three years.

2. DISADVANTAGED UNINCORPORATED COMMUNITIES

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

		YES	MAYBE	NO
a)	*If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*	☐	☐	☒
b)	*If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.*	☐	☐	☒

Discussion:

a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*

No. The Zamora FPD territory is not disadvantaged[2] and all "inhabited unincorporated communities" countywide receive structural fire protection services.

b) If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.

Not applicable.

[2] CALAFCO Disadvantaged Unincorporated Communities for State, RSG Inc. GIS Layer, dated December 10, 2021

Disadvantaged Unincorporated Communities MSR Determination

The Zamora FPD territory is not disadvantaged, and all "inhabited unincorporated communities" countywide receive structural fire protection services.

3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) *Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*	☐	☐	☒
b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*	☐	☒	☐
c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*	☐	☐	☒
d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*	☐	☐	☒
e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*	☐	☐	☒

Discussion:

*a) Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*

No.

Fire Station

The Zamora FPD Station 11 is located at 33715 1st Street in Zamora and the structure quality appears adequate. The well needs replacement and/or significant work as it's dredging up sand and Yolo County is assisting with a grant application to fund well costs. The station got a new roof in 2020, but the truck shed needs a new roof. $30,000 has been budgeted so far and additional funds may need to be added this coming fiscal year. Zamora FPD also has a community hall on its property.



Apparatus:

Zamora FPD has 4 apparatus and 1 squad vehicle as follows:

Use	Apparatus	Type	Age (yrs)	Reserve? (Y/N)
Structure Fires	Engine	3	20	No
	Engine	3	43	Yes
Wildlands Fires	Ford F-550 Brush	5	6	No
Water Tenders	Peterbuilt Tender		14	No
Command/Utility	None			
Other Apparatus	GMC Squad		17	No

All Zamora FPD apparatus receive rig checks every 30 days and regular scheduled maintenance service, inspection every 90 days, daily rig checks, and no annual pump testing. Hoses and ladders are not tested. The backup engine is 43 years old and exceeds the recommended lifespan, but it is a surplus vehicle.

Zamora FPD currently supplies all responding members with appropriate, in-date personal protective equipment (PPE). All PPE is within recommended service life and checked yearly. All self-contained breathing apparatus (SCBA) receive annual flow testing and all bottles are current in hydro date. All apparatus has a mounted radio, and each volunteer has personal radios they always keep on them. Radios are sent in for repair/maintenance as needed.

ISO Rating

Zamora FPD's ISO rating is 8B/10. The Insurance Services Office, Inc. (ISO) evaluates fire departments for the purpose of establishing insurance premiums, called "ISO ratings". An ISO fire rating is a score from 1 to 10 that indicates how well-protected a community is by the fire department and will affect insurance rates. The first number refers to the classification of properties within 5 road miles of a fire station and within 1,000 feet of water supply. The second number applies to properties within 5 road miles of a fire station but beyond 1,000 feet of water supply. In the ISO rating scale, a lower number is

better: 1 is the best possible rating, while a 10 means the fire department did not meet ISO's minimum requirements. ISO generally assigns Class 10 to properties beyond 5 road miles of a fire station.

b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*

Maybe. The number of personnel responding is adequate. However, missed calls, ICS training, and NFIRS reporting needs improvement as discussed below.

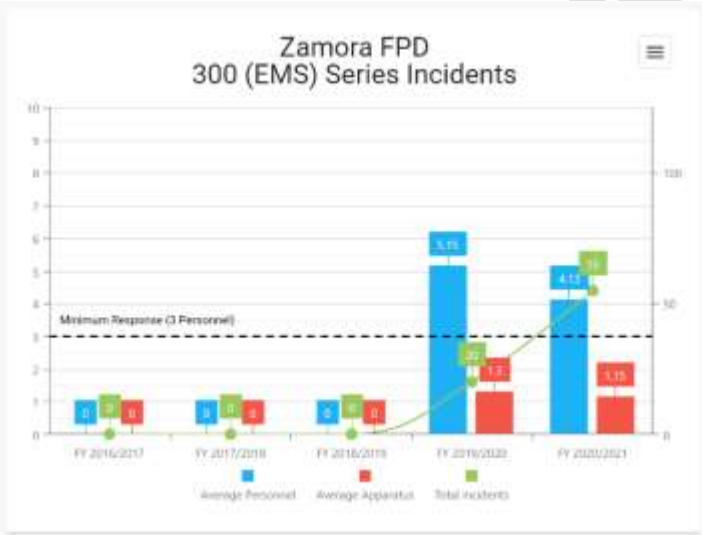
Staff, Coverage and Training

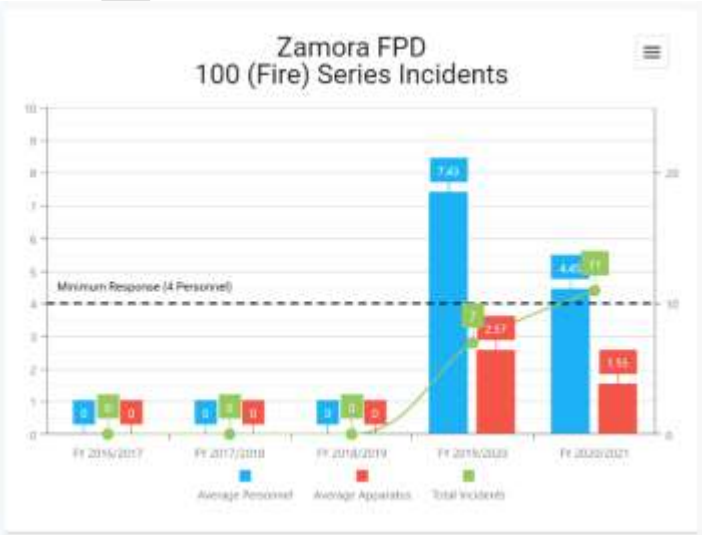
The Zamora Fire Station is not staffed on a regular schedule and varies based on volunteer availability. Zamora FPD does not have written guidelines and procedures yet reports having sufficient training to ensure personnel are competent and safe to execute operations. The FPD does not train incident response personnel in ICS (incident command system) but does participate in the Yolo County Firefighters Association Training Program depending on volunteer availability. Responding personnel are fit tested on an annual basis.

Incident Reporting and Adequacy of Services

Zamora FPD documents calls via hard copy documentation and will begin reporting to National Fire Incident Reporting System (NFIRS). Regarding the adequacy of response, standards for the number of personnel and apparatus were determined by the Fire Chiefs MSR Subcommittee for fire and rescue/EMS calls[3].

Below is Zamora FPD's NFIRS response data for the last five fiscal years:



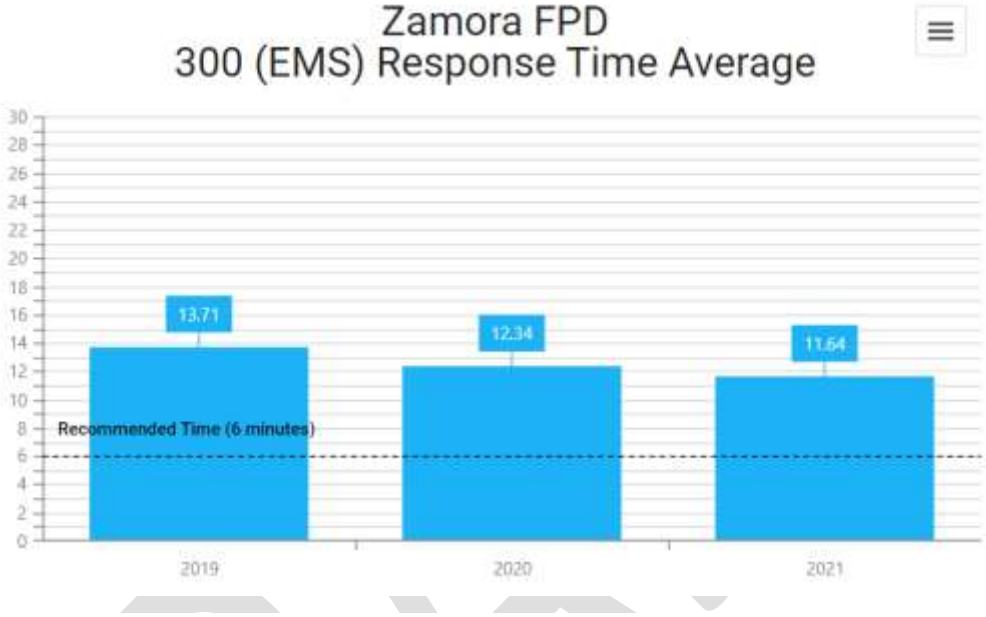


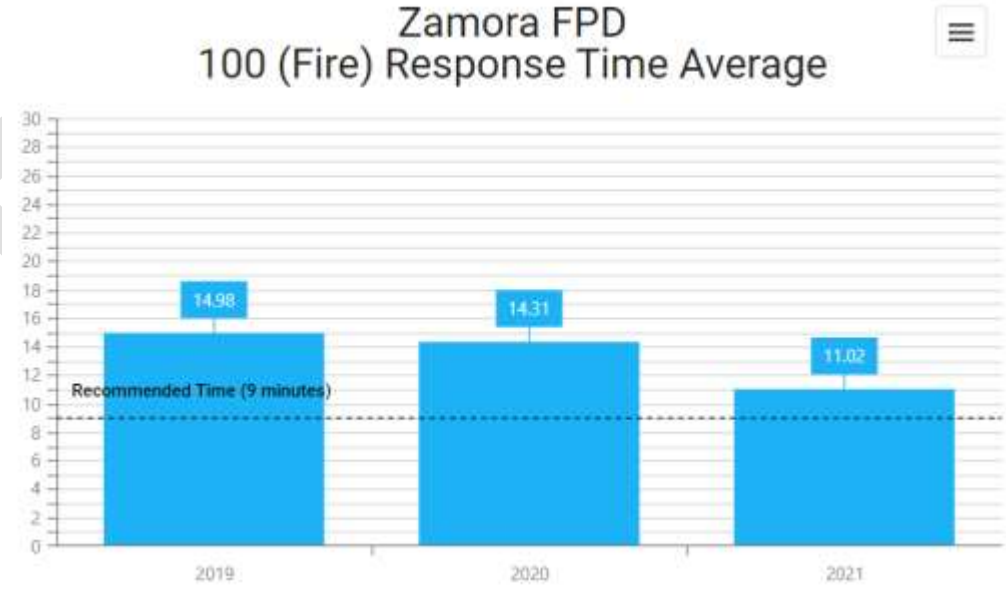
Zamora FPD incident data was not provided to NFIRS. The above graphs data that was provided to LAFCo directly for the last two FYs. The data shows that the Zamora FPD is generally able to respond with the recommended minimum of 3 personnel to rescue/EMS calls (which outnumber fire calls by roughly 5:1) and 4 personnel to fire calls. Although there is a noticeable drop in fire response from FY 2019/20 to FY 2020/21 and the apparatus on scene dropped below the recommended minimum of 2. The data indicates Zamora FPD is successful in adequately responding to calls with volunteer personnel and the volume of calls does not indicate a need for paid personnel.

[3] By consensus of the Yolo Fire Chief's MSR Subcommittee, it was determined the minimum adequate response for a fire call is 4 personnel and 2 apparatus, and for a rescue/EMS call is 3 personnel and 1 apparatus.

Response Time and Missed Calls

The MSR Subcommittee developed response time goals for rescue/emergency medical service (EMS) calls (6 minutes) and fire calls (9 minutes) for the first responding unit to arrive on scene. LAFCo recognizes it may be more difficult for volunteer and/or more rural FPDs to meet this goal, however as the MSR Subcommittee indicated, it represents a goal to focus on. FPD response time averages[4] for the 2019 – 2021 calendar years are shown below.





[4] Based on YECA data. For a list of the data outliers omitted, please reference the methodology discussion on page 1-10 of this MSR/SOI.

However, Zamora FPD has had a significant amount of missed calls over the last three FYs (15 in total) but is trending towards improvement. In FY 18/19 it missed 8 or 9.3% of its calls, in FY 19/20 it missed 5 or 5.0% of its calls, and in FY 20/21 it missed 2 or 1.8% of its calls as reported by YECA.

Annual Performance Evaluation

NFPA requires FPDs to evaluate its level of service, deployment, and response time objectives on an annual basis. From review of the meeting minutes, it does not appear this review is occurring. Therefore, establishing this review and evaluation process at least on an annual basis is a recommendation.

c) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*

No. The FPDs collectively report that climate change is not a factor in the valley and is only an issue for those FPDs that border the Coastal Range.

d) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*

No. Not applicable. Please see the response to 2a.

Capacity and Adequacy of Public Facilities and Services MSR Determination

The Zamora FPD station is located at 33715 1st Street in Zamora and the structure quality appears adequate. The well needs replacement and/or significant work as it's dredging up sand and Yolo County is assisting with a grant application to fund well costs. The station is also in need of a new roof that is estimated to cost approximately $30,000. Zamora FPD has 4 apparatus and 1 squad vehicle that receive monthly checks and regular scheduled service. The backup engine is 43 years old and exceeds the recommended lifespan, but it is a surplus vehicle. Zamora FPD currently supplies all responding members with appropriate, in-date personal protective equipment (PPE). Zamora FPD's ISO rating is 8B/10.

Zamora FPD has 14 volunteer firefighters and responds to calls as needed. It needs to develop written guidelines and procedures, and train in indecent command system (ICS) protocol. Zamora FPD should consider a web-based program for reporting and documentation and needs to be establish regular reporting to NFIRS. Data provided to LAFCo indicates the Zamora FPD can responds to calls with sufficient personnel but needs to keep an eye on sufficient apparatus for fire calls. Zamora FPD has had issues with missed calls, although is trending towards improvement. Zamora FPD should establish a written review and evaluation report to the FPD board on at least an annual basis.

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

- Zamora FPD should develop written guidelines and procedures for personnel and equipment testing, and train personnel in ICS (incident command system) consistent with other FPDs in the JOA.
- Zamora FPD should consider a web-based program for incident reporting and documentation. National Fire Incident Reporting System (NFIRS) reports should be exported monthly.
- The Zamora FPD chief should provide a written evaluation of the level of service, deployment, and response time objectives as an agenda item at a board meeting on an annual basis in compliance with NFPA 1720.

4. FINANCIAL ABILITY

Financial ability of agencies to provide services.

		YES	MAYBE	NO
a)	*Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*	☐	☐	☒
b)	*Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*	☐	☐	☒
c)	*Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*	☐	☐	☒
d)	*Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*	☐	☐	☒
e)	*Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*	☐	☐	☒
f)	*Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*	☒	☐	☐
g)	*Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy?*	☒	☐	☐
h)	*Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?*	☐	☐	☒

Financial Background

ZAMORA FIRE PROTECTION DISTRICT
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES

	2017	2018	2019	2020	2021
Revenue					
Property taxes, in lieu taxes, HOPTR	$ 108,320	$ 113,262	$ 131,140	$ 136,263	$ 141,161
Licenses and permits	-	-	-	-	5,000
Interest	2,371	5,447	14,277	18,242	343
Rents and concessions	750	1,950	1,750	1,500	250
Intergovernmental grants	68,690	-	-	-	-
Other County funding	-	50,000	-	-	-
Special assessment	16,443	16,352	16,442	16,457	16,746
CA Fire	-	-	-	2,407	-
Other revenue	1,146	15	3,300	12,000	-
Total Revenue	197,720	187,026	166,909	186,869	163,500
Expenditures					
Salaries and benefits	5,869	5,609	5,278	4,779	4,181
Services and supplies	49,016	86,790	54,221	88,363	63,352
Contributions to volunteers	-	-	-	1,148	-
Capital Assets:					
Buildings and improvements	-	45,700	-	-	-
Equipment	76,322	-	-	-	101,295
Total Expenditures	131,207	138,099	59,499	94,290	168,828
Net income (loss)	66,513	48,927	107,410	92,579	(5,328)
Beginning Fund Balance	337,979	404,492	453,419	560,829	653,408
Ending Fund Balances	$ 404,492	$ 453,419	$ 560,829	$ 653,408	$ 648,080
Fund Balances					
Assigned - Town hall	$ 2,298	$ 3,145	$ -	$ -	$ -
Assigned - Capital asset replacement	338,769	303,854	502,433	263,471	223,418
Assigned - General reserve	20,060	20,060	20,060	12,412	20,060
Unassigned	43,365	126,360	38,336	514,296	404,602
Total Fund Balances	$ 404,492	$ 453,419	$ 560,829	$ 790,179	$ 648,080
Y-T-Y Change in total Fund Balances					
Amount Increase (Decrease)	$ 66,513	$ 48,927	$ 107,410	$ 92,579	$ (5,328)
Percentage Increase (Decrease)	19.68%	12.10%	23.69%	16.51%	-0.82%
Property Tax Analysis					
a. Assessed Value (AV)	$ 159,717,466	$ 168,397,931	$ 187,270,768	$ 194,369,824	$ 201,441,220
b. Y-T-Y Percentage change in AV	7.31%	5.43%	11.21%	3.79%	3.64%
c. Current secured, unsecured and HOPTR	$ 107,066	$ 112,281	$ 130,401	$ 135,224	$ 140,055
d. District share of general 1% levy (c/a)	6.7035%	6.6676%	6.9632%	6.9570%	6.9526%

Discussion:

a) *Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*

No. The District's core revenues (property taxes, and special assessments) increased on average, 6% per year. Property taxes increased almost 7% per year but the special assessment has remained flat. Total fund balances have increased over the past five years from $337,979 to $648,080 of which all can be used for any purpose. Excluding one-time revenues and expenditures, the District operates in the black with an average net income of almost $70,000 per year. However, total fund balance is over $450,000 below the minimum recommended amount (see f below).

Revenue

Zamora Fire Protection District's revenue consists of property taxes, special assessments, interest, hall rental, grants and other miscellaneous revenue. Like other rural fire districts, Zamora FPD relies primarily on a share of the general 1% property tax levy for the majority of its revenue. In fiscal year 2021, property taxes of $141,161 comprised 86% of total revenues. The District's share of property taxes within its boundaries is approximately 6.9%, while the average for all rural FPDs in the county is 6.2%. The District has also levied a special assessment since 1993. In 2021 special assessment revenue was $16,746 which accounted for 10% of total revenue. The special assessment revenue has increased less than $500 since inception in 1993. In addition, over the past 5 years the Zamora FPD has received County funding of $50,000, $68,690 in federal funding, strike team reimbursements of $2,407 and other revenue totaling $16,461.

Expenditures

District expenditures, excluding capital expenditures have ranged from $54,885 to a high of $94,290 with 2021 expenditures totaling $67,533. The District does not have any paid staff except for contracted clerical support. The salary and benefits expenditures on the 5-yr trend is workers' compensation insurance for the volunteers.

Capital Expenditures

2017: $76,322 10 SCBA units (90% Federal Funded)

2021: $101,295 2022 IHC 4x4 (Chassis for Type 3 replacement)

Excluding one-time revenues and expenditures, the District operates in the black with an average net income of almost $70,000 per year.

b) *Does the subject agency need to use generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency have accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*

No. The district maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records. Although the district is independent, it follows the same accounting policies of the County. Accounting and budget data including all cash receipts and disbursements are reviewed by County finance staff before they are posted to the County's financial system.

c) *Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*

No. Accounting transactions over the years have been recorded to the proper accounts in a very consistent manner. District staff cross references claims and deposits submitted to the County for processing with the ledgers on a monthly basis and a review of the budget report (GL293) is performed on a monthly basis to check for possible coding errors and to monitor budget status.

d) *Does the agency board fail to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*

No. At each regular meeting the board reviews bank statements, monthly claims, deposits, and financial reports provided by the County, as they become available.

e) *Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*

No. Revenues are reliable, with the majority coming from property taxes and special assessments.

f) *Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*

Yes. The District has facilities needs and the fund balance as of June 30,2021 of $648,080 is over $450,000 less than the minimum recommended balance, primarily due to underfunding the capital asset replacement reserve using an assumed apparatus replacement schedule. The minimum recommended fund balance is the total of 3 components as follows:

- Capital asset replacement. Using estimated apparatus replacement costs, this estimate divides this cost by the recommended life of each apparatus and assumes a straight-line projection and contribution to a capital asset replacement sinking fund.
- General reserve. This is the total of 50% of current secured taxes and 50% of special assessments to maintain liquidity from July through December each year when no tax/assessment revenue is received.
- Unassigned fund balance. GFOA recommendation of 15% of operating expenditures to mitigate revenue shortages and/or unanticipated expenditures.

The June 30,2021 actual and estimated recommended fund balance amounts are as follows:

	6/30/2021 Actual Balance	6/30/2021 Recommended Balance	Excess/ (Shortage)
Apparatus Replacement			
Unrestricted district funds	223,418		
	223,418	1,017,000	(793,582)
General reserve	20,060	73,000	(52,940)
Unassigned	404,602	12,000	392,602
Total Recommended Fund Balance	$ 648,080	$ 1,102,000	$ (453,920)

g) *Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Does the agency need to identify and quantify what the possible significant risks and costs of infrastructure or equipment failure? Does the agency need a reserve policy?*

Yes. The District does have a reserve policy, but it needs to be more robust (example sent to District). The District's total fund balance is $450,000 less than what is recommended mostly due to underfunding of the capital asset replacement reserve. It is recommended that the General Reserve balance should be maintained at a minimum amount equaling a total of $50% of total current secured property taxes and 50% of special assessment revenue which as of June 30, 2021 would be $73,203. The balance of the General Reserve as of June 30, 2021 was $20,060, a shortage of $53,143. According to GFOA best practice, unassigned fund balance should be approximately 15% (2 months) of operating expenditures which amounts to $12,000. The balance of unassigned fund balance as of June 30, 2021 was $404,602 an excess of $392,602. In addition to these reserves the District at its option may have reserves to mitigate financial losses resulting from litigation, natural disasters, loss of vehicles, etc.

i) *Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear capital financing and debt management policy, if applicable?*

No. The agency does not have any debt, nor does it participate in any post-retirement benefit plans.

Financial Ability MSR Determination

Due to conservative budget practices Zamora FPD is currently financial stable. The District's total annual core revenues (property taxes, and special assessments) have increased 6% per year and total fund

balances have increased from $337,979 to $648,080 of which all is available to the District for any purpose. However, the total fund balance is $450,000 less than what is recommended mostly due to underfunding of the capital asset replacement reserve. The District's reserve policy needs to be more robust. Additional funding is required to make station improvements and maintain adequate reserve balances to fund the CIP. Zamora FPD maintains its funds in the County Treasury and uses the County's financial system to maintain its accounting records. The Zamora FPD board receives financial reports at each meeting.

Financial Ability MSR Recommendation(s)

- Create a CIP to determine how much funding needs to be set aside each year and determine whether current revenues are adequate to fund the program. Develop a robust reserve policy in order to adequately fund the CIP, maintain liquidity and provide for unexpected loss in revenue and unanticipated expenditures.
- Consider increasing Zamora FPD's special assessment to provide funding for facilities and apparatus/equipment needs. The assessment has not increased since its inception in 1993.

5. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities.

	YES	MAYBE	NO
a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*	☒	☐	☐

Discussion:

a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*

Yes. LAFCo recommends Zamora FPD along with Dunnigan, Knights Landing, and Yolo FPDs scale up its services and operate more as a regional unit via a JOA. The FPDs are already working on draft agreements and need to work towards standardizing written operating policies and guidelines. It also has mutual/auto aid agreements with surrounding fire departments.

The goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. Additional things that should be included as a required element of the JOA is:

- Apparatus/equipment standardization,
- Shared reserve apparatus, and
- Cooperative purchasing

Shared Services MSR Determination

LAFCo recommends Zamora FPD along with Dunnigan, Knights Landing, and Yolo FPDs scale up its services and operate more as a regional unit via a JOA. These FPDs have already signed JOAs and need to work towards standardizing written operating policies and guidelines. It also has mutual/auto aid agreements with surrounding fire departments. The goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response.

Shared Services MSR Determination Recommendation

- Additional items that should be included as a required element of the JOA are apparatus/equipment standardization, shared reserve apparatus, and cooperative purchasing. These efficiencies are currently either optional or not included in the JOA.

6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

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

		YES	MAYBE	NO
a)	*Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*	☒	☐	☐
b)	*Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*	☐	☐	☒
c)	*Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*	☐	☒	☐
d)	*Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?*	☒	☐	☐
e)	*Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*	☐	☐	☒
f)	*Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*	☐	☐	☒
g)	*If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*	☐	☒	☐
h)	*Does the organization need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*	☐	☐	☒

Discussion:

a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*

Yes. Zamora FPD recently entered into a JOA with Dunnigan, Knights Landing, and Yolo FPDs in May 2022 designed to improve operations and efficiencies. The recommendation below is to ensure Zamora FPD enters into the JOA and maintains standing in good faith to achieve JOA goals.

b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*

All FPD Board seats are filled and there does not appear to be an issue with maintaining board members. The only turnover in the last five years was in 2018 when two members retired at the end of their term and were filled quickly.

Name / Title	Start	End
Richard Covington /	11/20/2018	12/01/2022
Cathy Briggs /	02/19/2019	03/01/2023
Douglas Lewey /	09/14/2021	04/01/2025
David Keller /	09/14/2021	08/01/2025
Christopher Long /	01/11/2022	01/01/2026

c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*

Maybe. The fire chief position has been held by three people in the last five years, but the position appears stable now. The Chief, Board Clerk, and one Board of Directors member are close relatives. Zamora is a small community and intergenerational family members serving in FPD roles are expected; however, policies should be adopted to appropriately handle segregation of duties for financial transactions.

d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct?*

Yes. The District should adopt standard operating policies and guidelines. Zamora FPD should adopt policies related to board meetings, to include attendance, conduct, and responsibilities of officers. Zamora FPD is an independent District which by practice has followed the County's accounting policies. The District should review those accounting policies and develop ones that are unique to the District. Accounting policies should include general accounting, processing and recording of disbursements and receipts, allowable expenditures, employee and board travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.

e) *Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*

No. Zamora FPD has been exempted from needing to file Statement of Economic Interests (Form 700) disclosures. The Yolo County Board of Supervisors is the conflict of interest code reviewing body for these districts. Review occurs every two years and was last approved on October 6, 2020. Districts can be exempt from filing conflict of interest disclosures if: there are no "designated employees"[5]; it is within a year of being inoperative; or the district does not have decision making authority and its annual operating budget is less than $150,000 per year. The Zamora FPD is exempt from filing Form 700s.

f) *Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*

No. The Zamora FPD is current, most recent "audit" covers the period 2014 to 2019 which was an Agreed Upon Procedures (AUP) review.

[5] "Designated employees" is defined by Government Code sections 82019 and 87302(a).

g) *If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*

Yes. Zamora FPD needs to either hire an outside accountant or schedule time with DFS to evaluate FPD finances and verify the County Department of Financial Services (DFS) accounting coding is accurate.

h) *Does the* organization *need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*

No. The Zamora FPD received a 99% transparency score in 2021, which is fantastic!

Accountability, Structure and Efficiencies MSR Determination

Zamora FPD entered into a JOA with Dunnigan, Knights Landing, and Yolo FPDs in May 2022 designed to improve operations and efficiencies. All FPD Board seats are filled and there does not appear to be an issue with maintaining board members. The fire chief position has been held by three people in the last five years, but the position appears stable now. The Chief, Board Clerk, and one Board of Directors member are close relatives. Zamora is a small community and intergenerational family members serving in FPD roles are expected; however, policies should be adopted to appropriately handle segregation of duties for financial transactions.

Zamora FPD needs bylaws, standard operating polices and guidelines, and an employee handbook. The Zamora FPD should also adopt policies related to conduct and responsibilities of officers, personnel, accounting and financial policies. Zamora FPD has been exempted from needing to file Statement of Economic Interests (Form 700) disclosures due to its small budget and no designated employees. The Zamora FPD is current, most recent "audit" covers the period 2014 to 2019 which was an Agreed Upon Procedures (AUP) review and it received a 99% website transparency score in 2021, which is fantastic!

Accountability, Structure and Efficiencies MSR Recommendation(s)

- Dunnigan, Knights Landing, Yolo and Zamora FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources.
- Zamora FPD needs bylaws, standard operating polices and guidelines, and an employee handbook. The Zamora FPD should adopt policies related to meeting attendance, conduct, responsibilities of officers, and personnel (including employee/volunteer promotions, performance evaluations, drug and alcohol policies, payroll processing, etc.). In addition, accounting and financial policies should be developed to include general accounting, processing, and recording of disbursements and receipts, allowable expenditures, employee and board travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use. In particular, policies for segregation of duties for financial transactions should be included.
- Zamora FPD should either hire an outside accountant or schedule time with DFS to evaluate FPD finances and verify the County Department of Financial Services (DFS) accounting coding is accurate.

7. BROADBAND ACCESS

Any other matter related to effective or efficient service delivery, as required by commission policy.

Per Yolo LAFCo Project Policy 6.2 "*it is the intent of Yolo LAFCo to comprehensively review broadband access in MSRs of local agencies that either serve communities and/or provide emergency services where broadband connection is critical (i.e. cities, CSDs, CSAs, FPDs and RDs).*"

	YES	MAYBE	NO
a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*	☒	☐	☐
b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*	☒	☐	☐

Discussion:

a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*

Yes. According to the CPUC California Interactive Broadband Map, the Zamora FPD territory is generally provided fixed wireless services from AFES Network Services LLC but its advertised speeds are a maximum of 15 Mbps download speed and 15 Mbps upload speed. It can also access mobile service provided by AT&T at 46/7 Mbps, but the majority of Zamora FPD territory is underserved or unserved. Therefore, broadband speeds of 25/3 Mbps is not generally available in the Zamora FPD territory. Starlink satellite internet is becoming more available in the area with speeds on average (tested by the Chief) of 75/8 Mbps.



b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*

Yes. AFES Network Services subscription rates are very high. The monthly rate ranges from $45/month for 4Mbps to $140.00/month for 10 Mbps download speeds. Not surprisingly, according to the CPUC Broadband Mapping Program, broadband adoption is relatively low ranging from 0%-60%. Starlink satellite service is becoming available at a cost of $110/month with $550 one-time equipment fee.

Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account and generally help troubleshoot technology challenges. Information and

instruction about basic computer/tablet/smartphone use is offered in ESL conversation clubs, classes and in Yolo Reads Adult and Family Literacy program. The library also provides hotspots and Chromebooks for those that need these items. The library does not have a formalized technology curriculum, although there have been discussions regarding adding it as a service. However, there is no library in Zamora and the closest are either 7 miles away in Yolo or 9 miles away in Knights Landing.

Broadband Access MSR Determination

According to the CPUC California Interactive Broadband Map, the Zamora FPD territory is generally provided fixed wireless services from AFES Network Services LLC but its advertised speeds are a maximum of 15/15 Mbps download/upload speed. It can also access mobile 5G service provided by AT&T at 46/7 Mbps, but the majority of Zamora FPD territory is underserved or unserved. AFES Network Services subscription rates are very high, ranging from $45/month for 4Mbps to $140.00/month for 10 Mbps download speeds. Not surprisingly, according to the CPUC Broadband Mapping Program, broadband adoption is relatively low ranging from 0%-60%. The FPD Chief reports that Starlink satellite internet is becoming more available in the area at average speeds of 75/8 Mbps at a cost of $110/month with a one-time $550 equipment fee. Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account and generally help troubleshoot technology challenges. However, there is no library in Zamora and the closest are either 7 miles away in Yolo or 9 miles away in Knights Landing.

Broadband Access MSR Recommendation

- Yolo County should consider the lack of broadband service in the Zamora community and outlying areas as it addresses rural access issues.

8. STATUS OF PREVIOUS MSR RECOMMENDATIONS	**YES**	**MAYBE**	**NO**
a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*	☒	☐	☐

Discussion:

a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*

2016 MSR Recommendations Specific to the Zamora FPD and Status

1. All of the districts (except Clarksburg, Dunnigan, West Plainfield, and Yolo FPDs with existing fiscal policies and/or capital renewal/replacement plans) should develop and adopt written fiscal policies addressing budgeting, procurement, reserve funds, fiscal audits, and capital renewal/replacement planning in conformance with recognized industry best fiscal practices.
2. Knights Landing, Madison, Yolo, and Zamora FPDs should consider an automatic aid agreement with Dunnigan and/or Willow Oak for immediate response to missed calls in those districts when on-duty staffing is available in Dunnigan and/or Willow Oak.

Status of Previous Recommendations MSR Determination

Zamora FPD has not adopted recommended policies and this concern has been reiterated under item 6d. Zamora FPD's response has improved since 2016 and auto aid agreements no longer appear warranted.

SPHERE OF INFLUENCE STUDY

On the basis of the Municipal Service Review:

☒ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency's SOI is recommended and SOI determinations HAVE NOT been made.

☐ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency's SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.

DRAFT

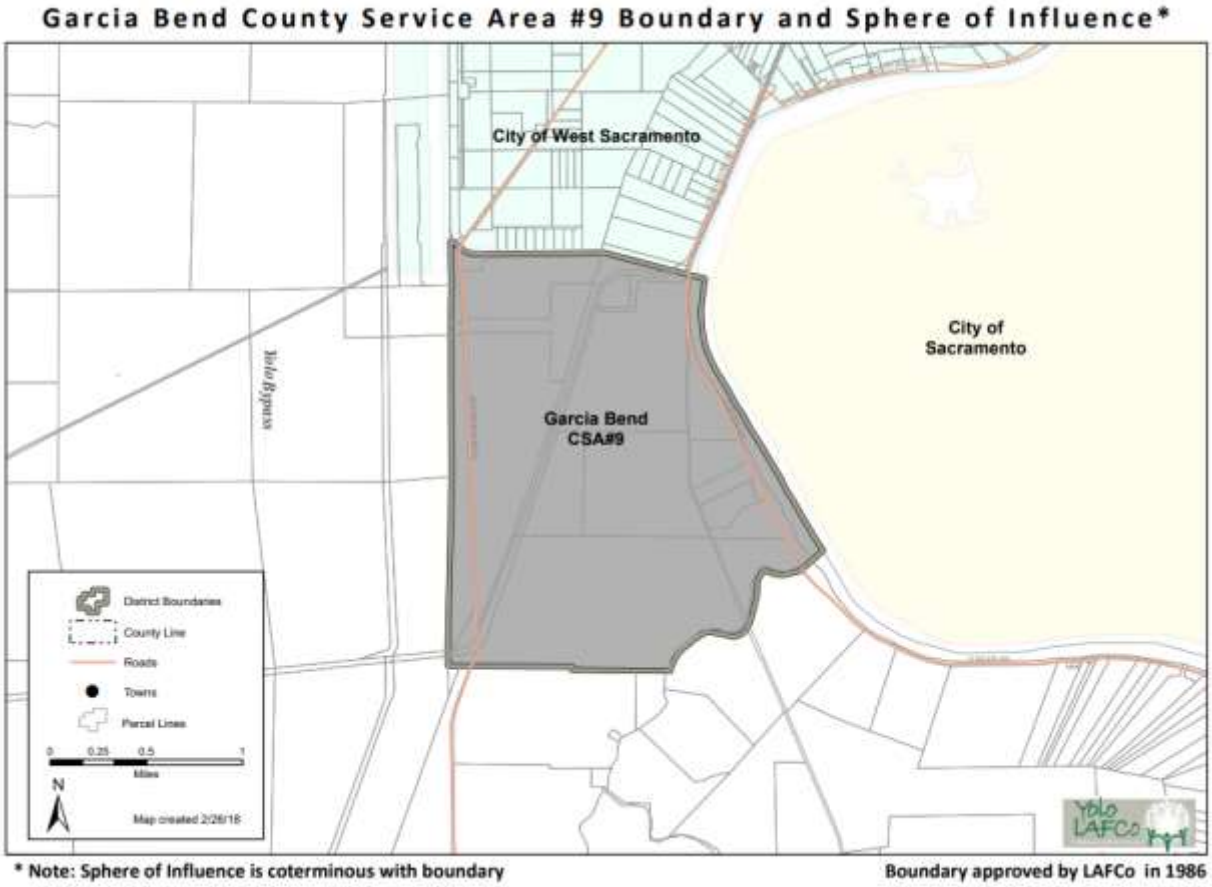
AGENCY PROFILE

County Service Area 9 (CSA 9), also known as "CSA 9", was created concurrent with the City of West Sacramento's incorporation and the dissolution of the East Yolo Fire Protection District on January 1, 1987. The Board of Supervisors acts on behalf of all CSAs.

The territory in CSA 9 was part of the East Yolo Fire Protection District but was not included in the City of West Sacramento corporate boundaries (or sphere of influence). As a mitigation measure for the impact of this area losing fire service due to incorporation, the County and the City of West Sacramento entered into an agreement stipulating that the City of West Sacramento would provide fire protection, fire suppression and basic life support emergency medical service by contract to CSA 9. In return, the City receives the share of the property tax previously allocated to the East Yolo Fire Protection District.

The District is 2,461 acres in size and serves the unincorporated area south of the City of West Sacramento. The District contains 3 residential and 0 commercial addresses and its population is estimated to be 8 residents.

The CSA 9 boundary and sphere of influence (SOI) is shown below. The SOI is coterminous with the district boundary.



MUNICIPAL SERVICE REVIEW

POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

The MSR determinations checked below are potentially significant, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by "no" answers, the Commission may find that a MSR update is not warranted.

- ☐ Growth and Population
- ☐ Disadvantaged Unincorporated Communities
- ☐ Capacity, Adequacy & Infrastructure to Provide Services
- ☐ Financial Ability
- ☐ Shared Services
- ☒ Accountability
- ☐ Broadband Access
- ☐ Status of Previous MSR Recommendations

LAFCO MUNICIPAL SERVICE REVIEW:

☐ On the basis of this initial evaluation, the required determinations are not significant and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).

☒ The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

1. GROWTH AND POPULATION

Growth and population projections for the affected area.	YES	MAYBE	NO
a) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*	☐	☐	☒
b) *Do changes in service demand suggest a change in the agency's services?*	☐	☐	☒

Discussion:

a-b) *Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands? Do changes in service demand suggest a change in the agency's services?*

No. The District population is estimated to be 8 residents and there are no significant growth areas designated by the County. The territory is dispatched by the Yolo Emergency Communications Agency (YECA) and total calls according to the Chief average around 8 per year. Changes in service demand do not suggest a change in service provider.

Growth and Population MSR Determination

The CSA 9 population is estimated to be 8 residents and there are no significant growth areas designated by the County. The territory is dispatched by the Yolo Emergency Communications Agency (YECA) and

total calls according to the Chief average around 8 per year. Changes in service demand do not suggest a change in service provider.

2. DISADVANTAGED UNINCORPORATED COMMUNITIES

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

		YES	MAYBE	NO
a)	*If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*	☐	☐	☒
b)	*If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.*	☐	☐	☒

Discussion:

a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*

No. All "inhabited unincorporated communities" countywide receive structural fire protection services. There are no unincorporated communities located within the CSA 9 boundaries and the territory is not identified as disadvantaged[1].

b) If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.

Not applicable.

Disadvantaged Unincorporated Communities MSR Determination

All "inhabited unincorporated communities" countywide receive structural fire protection services. There are no unincorporated communities located within the CSA 9 boundaries and the territory is not identified as disadvantaged.

[1] CALAFCO Disadvantaged Unincorporated Communities for State, RSG Inc. GIS Layer, dated December 10, 2021

3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

	YES	MAYBE	NO
a) *Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*	☐	☐	☒
b) *Are there any deficiencies in the **adequacy of services** to meet existing service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).*	☐	☐	☒
c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*	☐	☐	☒
d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*	☐	☐	☒
e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*	☐	☐	☒

Discussion:

a-e) No. The CSA 9 has always operated as a pass-through district since it was formed in 1987 and contracts with the City of West Sacramento for fire protection and emergency response services. The current agreement for services was executed in 1992 and continues in perpetuity unless either party gives 1-year written notice.

Staff and coverage, training, fire station, apparatus and equipment are all provided by a city fire department which must adhere to higher performance standards. Both National Fire Protection Association (NFPA) 1720 and 1710 are standards concerning personnel deployment and response times to fires and medical emergencies: NFPA 1720 is designed primarily for communities with volunteer firefighters. NFPA 1710 is designed primarily for communities with career, or paid, firefighters.

Capacity and Adequacy of Public Facilities and Services MSR Determination

The CSA 9 has always operated as a pass-through district since it was formed in 1987 and contracts with the City of West Sacramento for fire protection and emergency response services. The current agreement for services was executed in 1992 and continues in perpetuity unless either party gives 1-year written notice.

4. FINANCIAL ABILITY

Financial ability of agencies to provide services.

		YES	MAYBE	NO
a)	*Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*	☐	☐	☒
b)	*Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*	☐	☐	☒
c)	*Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*	☐	☐	☒
d)	*Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*	☐	☐	☒
e)	*Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*	☐	☐	☒
f)	*Is the organization's rate/fee schedule insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*	☐	☐	☒
g)	*Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy?*	☐	☐	☒
h)	*Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?*	☐	☐	☒

Financial Background

COUNTY SERVICE AREA #9 - GARCIA BEND STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES					
	2017	2018	2019	2020	2021
Revenue					
Property taxes, in-lieu taxes, HOPTR	$ 17,067	$ 15,056	$ 17,674	$ 17,723	$ 18,074
Interest	52	131	255	375	(86)
Total Revenue	17,119	15,187	17,929	18,098	17,988
Expenditures					
County administration	-	455	733	386	144
City of West Sacramento contract pmt	17,300	14,900	16,400	16,400	16,400
Total Expenditures	17,300	15,355	17,133	16,786	16,544
Net income (loss)	(181)	(168)	796	1,312	1,444
Beginning Unassigned Fund Balance	487	306	138	934	2,246
Ending Unassigned Fund Balance	$ 306	$ 138	$ 934	$ 2,246	$ 3,690
Property Tax Analysis					
a. Assessed Value (AV)	$ 6,692,832	$ 6,471,414	$ 6,891,728	$ 6,914,856	$ 7,034,525
b. Y-T-Y Percentage change in AV	-2.01%	-3.31%	6.49%	0.34%	1.73%
c. Current secured, unsecured and HOPTR	$ 17,062	$ 15,053	$ 17,674	$ 17,715	$ 18,036
d. District share of general 1% levy (c/a)	25.4929%	23.2608%	25.6452%	25.6188%	25.6393%

Discussion:

a) *Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*

No. Not applicable. The CSA 9 operates as a pass-through agency. 100% of its revenue comes from property taxes and interest.

b) *Can the subject agency need to use generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency have accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*

No. The district maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records. Since the district is a dependent district, it is subject to the same accounting and financial policies of the County.

c) *Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*

No. The CSA 9 operates as a pass-through agency and as such reconciliations and discrepancies do not occur.

d) *Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*

No. See 4c above.

e) *Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*

No. Revenues are reliable, all coming from property taxes.

f) *Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*

No. The district does not maintain infrastructure or equipment. See 4a above.

g) *Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Does the agency need to identify and quantify what the possible significant risks and costs of infrastructure or equipment failure? Does the agency need a reserve policy?*

No. The District contracts with the City of West Sacramento for fire suppression and related services and as such has limited risks that would require a reserve.

i) *Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear capital financing and debt management policy, if applicable?*

No. The district does not have any debt.

Financial Ability MSR Determination

The CSA 9 operates as a pass-through agency. Its revenue is reliable as 100% of it comes from property taxes. The district does not maintain infrastructure or equipment. It contracts with the City of West Sacramento for fire protection and emergency medical response and as such has limited risks that would require a reserve. The district maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records.

5. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities.

	YES	MAYBE	NO
a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*	☐	☐	☒

Discussion:

a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*

No. CSA 9 shares services and contracts with the City of West Sacramento for fire protection and emergency response services**.**

Shared Services MSR Determination

CSA 9 shares services and contracts with the City of West Sacramento for fire protection and emergency response services.

6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

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

		YES	MAYBE	NO
a)	*Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*	☒	☐	☐
b)	*Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*	☐	☐	☒
c)	*Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*	☐	☐	☒
d)	*Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?*	☐	☐	☒
e)	*Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*	☐	☐	☐
f)	*Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*	☐	☐	☒
g)	*If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*	☐	☐	☒
h)	*Does the organization need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*	☐	☐	☒

Discussion:

a) *Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*

Yes. The City of West Sacramento responds to a portion of Elkhorn FPD's calls under its 2015 auto aid agreement and the Elkhorn FPD service is now redundant and inferior to the City's service. The simplest governmental structure to be accountable and provide for community service needs in an efficient manner would be to consolidate service territory served by each city under one district. Such a structure would be more uniformly accountable for community service needs, less confusing to the public, and efficient. Therefore, LAFCo recommends the Elkhorn FPD be dissolved and the City of West Sacramento service territory be annexed into CSA 9.

b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?*

No. The Yolo County Board of Supervisors serves as the board of the CSA.

c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?*

No. City staff perform all CSA services and Yolo County provides financial management.

d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct?*

No. The City maintains policies to manage all services and functions.

e) *Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*

No. The Yolo County Board of Supervisors serves as the board of the CSA.

f) *Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*

No. The dependent districts are included in the annual audit of the County's Annual Comprehensive Financial Report (ACFR). The County's audited CAFR meets general audit requirements and the CAFR satisfies the requirements of Government Code 26909.

g) *If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*

No. The CSA 9 is audited annually as part of the County's ACFR and its financial transactions are very minimal.

h) *Does the* organization *need to improve its public transparency via a website (see https://www.yololafco.org/yolo-local-government-website-transparency-scorecards)?*

No. The CSA 9 does not have a website and is not required to because it is a dependent district. Yolo County has a page on its website regarding the CSAs.

Accountability, Structure and Efficiencies MSR Determination

The City of West Sacramento responds to a portion of Elkhorn FPD's calls under its 2015 auto aid agreement and the Elkhorn FPD service is now redundant and inferior to the City's service. The simplest governmental structure to be accountable and provide for community service needs in an efficient manner would be to consolidate service territory served by each city under one district. Such a structure would be more uniformly accountable for community service needs, less confusing to the public, and efficient. Therefore, LAFCo recommends the Elkhorn FPD be dissolved and the City of West Sacramento service territory be annexed into CSA 9. The Yolo County Board of Supervisors serves as the board of the CSA. The CSA is included in the County's ACFR and Yolo County has a page on its website regarding the CSAs.

Accountability, Structure and Efficiencies MSR Recommendation(s)

- The CSA 9 sphere of influence should be updated to include the portion of Elkhorn FPD territory within the City of West Sacramento auto-aid agreement service area.

7. BROADBAND ACCESS

Any other matter related to effective or efficient service delivery, as required by commission policy.

Per Yolo LAFCo Project Policy 6.2 "*it is the intent of Yolo LAFCo to comprehensively review broadband access in MSRs of local agencies that either serve communities and/or provide emergency services where broadband connection is critical (i.e. cities, CSDs, CSAs, FPDs and RDs).*"

	YES	MAYBE	NO
a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*	☒	☐	☐
b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*	☐	☐	☒

Discussion:

a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*

Yes. The CSA 9 is remote with an estimated population of 8 people and is unserved by fixed broadband according to the CPUC Interactive Broadband Map. AT&T provides mobile service up to 46/7 Mbps.



b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*

No. According to the CPUC Broadband Mapping Program, broadband adoption is 60-80% for the CSA territory, which is presumably a data skewing error considering the territory is not served. AT&T offers programs for low-income households that reduces cost by $30 per month.

Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account[2] and generally help troubleshoot technology challenges. Information and instruction about basic computer/tablet/smartphone use is offered in ESL conversation clubs, classes and in Yolo Reads Adult and Family Literacy program. The library also provides hotspots and

[2] Email from Mark Fink, Yolo County Librarian on May 26, 2021

Chromebooks for those that need these items. The library does not have a formalized technology curriculum, although there have been discussions regarding adding it as a service.

Broadband Access MSR Determination

The CSA 9 is relatively undeveloped with an estimated population of 8 people and is unserved according to the CPUC Interactive Broadband Map. AT&T provides mobile service up to 46/7 Mbps.

Broadband Access MSR Recommendation

- Yolo County should consider the lack of broadband service in the CSA 9 area as it addresses rural access issues.

8. STATUS OF PREVIOUS MSR RECOMMENDATIONS

	YES	MAYBE	NO
a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*	☐	☐	☒

Discussion:

a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*

No. There was 1 recommendation from the 2018 MSR for the CSA 9:

- *While acquiring data from Yolo Emergency Communications Agency (YECA), it was discovered that calls for service on Babel Slough Road/South River Road are being dispatched to West Sacramento Fire instead of the Clarksburg Fire Protection District. LAFCo alerted YECA regarding the boundary discrepancy, however, Yolo County and/or the City of West Sacramento should follow up with YECA to ensure this is resolved.*

This item has been resolved.

Status of Previous Recommendations MSR Determination

There was one recommendation from the 2018 MSR for the CSA 9 regarding dispatch by YECA and it has been resolved.

..

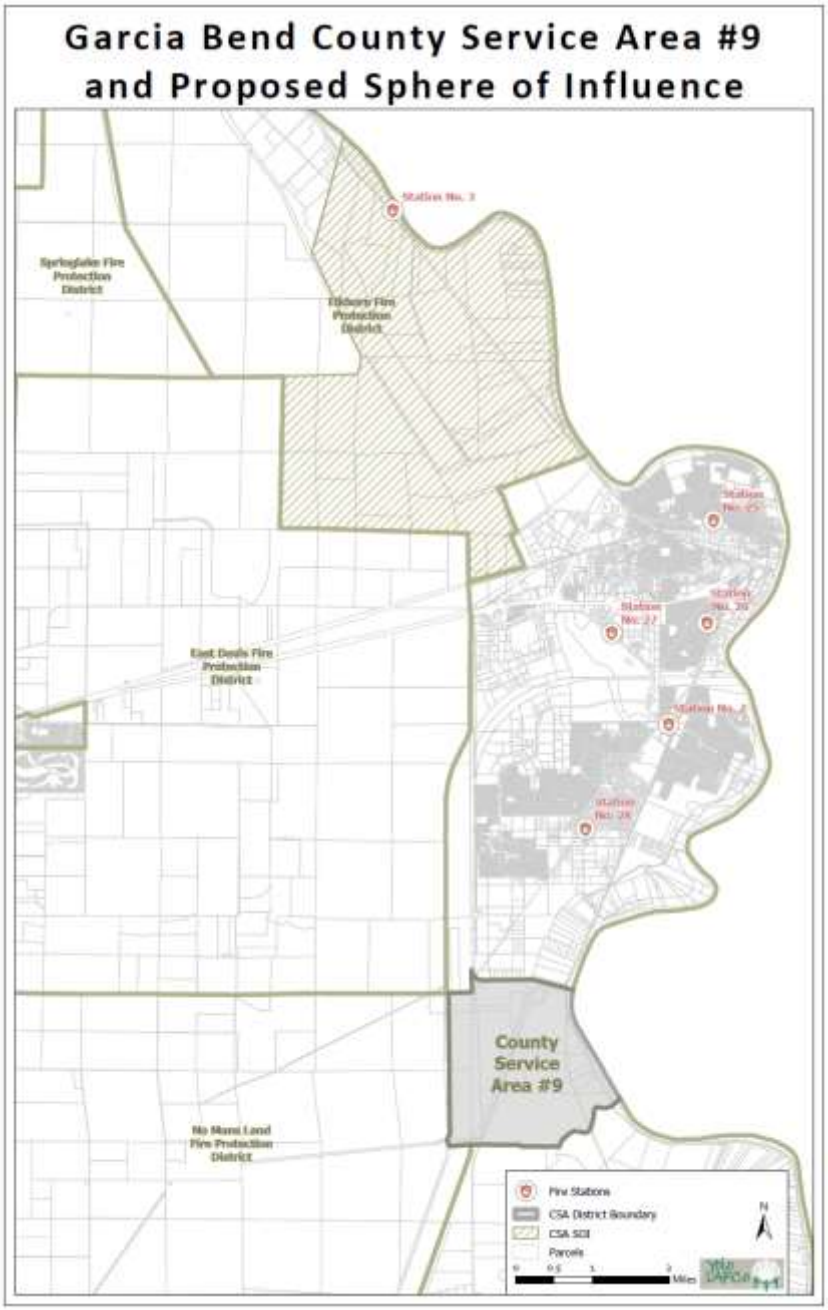
DRAFT

SPHERE OF INFLUENCE STUDY

On the basis of the Municipal Service Review:

☐ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency's SOI is recommended and SOI determinations HAVE NOT been made.

☒ Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency's SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.



POTENTIALLY SIGNIFICANT SOI DETERMINATIONS

The SOI determinations below are potentially significant, as indicated by "yes" or "maybe" answers to the key policy questions in the checklist and corresponding discussion on the following pages.

- ☐ Present and Planned Land Uses
- ☐ Need for Public Facilities and Services
- ☐ Capacity and Adequacy of Provide Services
- ☐ Social or Economic Communities of Interest
- ☐ Disadvantaged Unincorporated Communities

1. PRESENT AND PLANNED LAND USES

The present and planned land uses in the area, including agricultural and open-space lands.

		YES	MAYBE	NO
a)	*Would the SOI conflict with planned, orderly and efficient patterns of urban development? Would the SOI impact the identity of any existing communities (e.g. community boundaries, postal zones, school, or other service boundaries)?*	☐	☐	☒
b)	*Would the SOI result in the loss of prime agricultural land or open space?*	☐	☐	☒
c)	*Would the SOI conflict with any natural or made-made boundaries that would impact where services can reasonably be extended?*	☐	☐	☒
d)	*Is there a conflict with the adopted SACOG Metropolitan Transportation Plan/Sustainable Communities Strategy?*	☐	☐	☒

Discussion:

a-d) *Would the SOI conflict with planned, orderly and efficient patterns of urban development? Would the SOI impact the identity of any existing communities (e.g. community boundaries, postal zones, school, or other service boundaries)? Would the SOI result in the loss of prime agricultural land or open space? Would the SOI conflict with any natural or made-made boundaries that would impact where services can reasonably be extended? Is there a conflict with the adopted SACOG Metropolitan Transportation Plan/Sustainable Communities Strategy?*

The SOI is for CSA fire protection and emergency response service territory only. The SOI area does not contain any urban development or identified communities. The SOI would not result in any change to agricultural land or open space. The SOI considers natural and man-made boundaries that would affect emergency response times. There is no conflict with SACOG growth plans.

Present and Planned Land Uses SOI Determination

The SOI is for CSA fire protection and emergency response service territory only. The SOI area does not contain any urban development or identified communities. The SOI would not result in any change to agricultural land or open space. The SOI considers natural and man-made boundaries that would affect emergency response times. There is no conflict with SACOG growth plans.

2. NEED FOR PUBLIC FACILITIES AND SERVICES

The present and probable need for public facilities and services in the area.

		YES	MAYBE	NO
a)	*Would the SOI conflict with the Commission's goal to increase efficiency and conservation of resources by providing essential services within a framework of controlled growth?*	☐	☐	☒
b)	*Would the SOI expand services that could be better provided by a city or another agency?*	☐	☐	☒
c)	*Does the SOI represent premature inducement of growth or facilitate conversion of agriculture or open space lands?*	☐	☐	☒
d)	*Are there any areas that should be removed from the SOI because existing circumstances make development unlikely, there is not sufficient demand to support it?*	☐	☐	☒
e)	*Have any agency commitments been predicated on expanding the agency's SOI such as roadway projects, shopping centers, educational facilities, economic development or acquisition of parks and open space?*	☐	☐	☒

Discussion:

a) Would the SOI conflict with the Commission's goal to increase efficiency and conservation of resources by providing essential services within a framework of controlled growth?

No. The SOI promotes the Commission's goal to increase efficiency. In this case fire protection and emergency response would be given to the agency that can best provide services. The territory is not identified for growth.

b) Would the SOI expand services that could be better provided by a city or another agency?

No. The SOI would expand services such that they are better provided by the City of West Sacramento via the CSA 9.

c) Does the SOI represent premature inducement of growth or facilitate conversion of agriculture or open space lands?

No. The SOI would not result in growth or conversion of agricultural or open space land.

d) Are there any areas that should be removed from the SOI because existing circumstances make development unlikely, there is not sufficient demand to support it?

No. The SOI Update is for fire protection and emergency response, which is provided countywide regardless of development demand.

e) Have any agency commitments been predicated on expanding the agency's SOI such as roadway projects, shopping centers, educational facilities, economic development or acquisition of parks and open space?

No. Not applicable.

Need for Public Facilities and Services SOI Determination

Fire protection and emergency response services are provided countywide by fire protection districts. It has been determined that there is a present need for improved services in this territory. The City of West Sacramento via the CSA 9 is the most equipped and able agency to provide services to this territory. The SOI promotes the Commission's goal to increase efficiency. In this case fire protection and emergency response would be given to the agency that can best provide services. The territory is not identified for growth and the SOI would not result in growth or conversion of agricultural or open space land. The SOI

Update is for fire protection and emergency response, which is provided countywide regardless of development demand.

3. CAPACITY AND ADEQUACY OF PROVIDED SERVICES

The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

	YES	MAYBE	NO
a) *Are there any issues regarding the agency's capacity to provide adequate services in the proposed SOI territory and ability to extend services?*	☐	☐	☒

Discussion:

a) Are there any issues regarding the agency's capacity to provide adequate services in the proposed SOI territory and ability to extend services?

No. The City of West Sacramento via the CSA 9 has capacity to provide services in the SOI territory.

Capacity and Adequacy of Provided Services SOI Determination

The City of West Sacramento via the CSA 9 has capacity to provide services in the SOI territory.

4. SOCIAL OR ECONOMIC COMMUNITIES OF INTEREST

The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

	YES	MAYBE	NO
a) *Are there any social or economic communities of interest in the area if the commission determines that they are relevant to the agency (see also MSR checklist question 2b)?*	☐	☐	☒

Discussion:

a) *Are there any social or economic communities of interest in the area if the commission determines that they are relevant to the agency (see also MSR checklist question 2b)?*

No. Not applicable.

Social or Economic Communities of Interest SOI Determination

There are no social or economic communities of interest in the SOI area.

5. DISADVANTAGED UNINCORPORATED COMMUNITIES

For an update of an SOI of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

	YES	MAYBE	NO
a) *If the subject agency provides public services related to sewers, municipal and industrial water or structural fire protection (same as MSR checklist question 2a) does the proposed SOI exclude any disadvantaged unincorporated community (per MSR checklist question 2b) where it either may be feasible to extend services or required to be included under SB 244?*	☐	☐	☒

Discussion:

a) If the subject agency provides public services related to sewers, municipal and industrial water or structural fire protection (same as MSR checklist question 2a) does the proposed SOI exclude any disadvantaged unincorporated community (per MSR checklist question 2b) where it either may be feasible to extend services or required to be included under SB 244?

Not applicable. There are no disadvantaged unincorporated communities in the SOI territory, and all unincorporated territory receives fire protection services. The SOI Update is intended to improve services for the territory.

Disadvantaged Unincorporated Communities SOI Determination

There are no disadvantaged unincorporated communities in the SOI territory, and all unincorporated territory receives fire protection services. The SOI Update is intended to improve services for the territory.

DRAFT

YOLO
LOCAL
AGENCY
FORMATION
COMMISSION

Executive Officer Report 8.

LAFCO
Meeting Date: 06/30/2022

Information

SUBJECT

A report by the Executive Officer on recent events relevant to the Commission and an update of staff activity for the month. The Commission or any individual Commissioner may request that action be taken on any item listed.

a. 06.30.2022 Long Range Planning Calendar

b. EO Activity Report - May 23 through June 24, 2022

c. CALAFCO Board (County Member) Nominations

d. CALAFCO Legislative Report

Attachments

ATT a-06.30.2022 Long Range Planning Calendar
ATT b-EO Activity Report May23-Jun24
ATT d-CALAFCO Legislative Report 06.24.22

Form Review

Form Started By: Terri Tuck Started On: 06/10/2022 11:16 AM
Final Approval Date: 06/10/2022

Item 8-ATT a

Long Range Meeting Calendar – Tentative Items

June 30, 2022 LAFCo Meeting

Meeting Date	Tentative Agenda Items	Location
Jul 28, 2022	• El Macero County Service Area (CSA) SOI Amendment and Annexation of 27384 Eagle View Court (LAFCo No. 22-01) • Determine no MSR/SOI needed for the City of Winters (LAFCo No. 22-01) • CALAFCO Board Recruitment for County Member • CALAFCO Achievement Awards • Executive Officer Annual Performance Evaluation	BOS Chamber
Sep 22, 2022	• FY 21/22 Q4 Financial Update • Update LAFCo policy to change member terms from May to January in 2024/25	BOS Chamber
Oct 27, 2022	• Adopt MSR for County Service Areas (CSAs) LAFCo No. 21-04 • FY 22/23 Q1 Financial Update	BOS Chamber
Dec 1, 2022	• Adopt LAFCo 2023 Meeting Calendar	BOS Chamber

New Applications Received Since Last Meeting Packet

Date Received	Application Name
	None

Item 8-ATT b

LAFCo EO Activity Report

May 23 through June 24, 2022

Date	Meeting/Milestone	Comments
05/23/2022	Staff Meeting	Weekly Zoom meetings
05/26/2022	Meeting w/Steve B (City of WSac) & Eric Zane (Chief, Springlake FPD)	FPD MSR regarding Elkhorn FPD
05/31/2022	Staff Meeting	Weekly Zoom meetings
06/02/2022	Webinar Meeting w/Orit Kalman (UCDavis) – County Drought Plan Requirements for State Small Water Systems and Domestic Wells (SB 552)	
06/02/2022	Meeting w/Elisa Sabatini (CAO) & SCI Consulting Group	SCI/LAFCo Kick Off
06/06/2022	Meeting w/Lee Gerney (ITD) & Tara Thronson (BOS)	Broadband Check-in
06/07/2022	Meeting w/Dena Humphrey (YECA)	FPD MSR
06/09/2022	Countywide Yolo Broadband Working Group Meeting	Prep for major state and federal broadband funding opportunities
06/13/2022	Staff Meeting	Weekly Zoom meetings
06/13/2022	Meeting w/Elkhorn FPD	FPD MSR
06/16/2022	Mock Meeting in BOS Chamber	Practice run w/BOS staff for in-person meetings
06/17/2022	Meeting w/Olin Woods	LAFCo Agenda review
06/20/2022	CALAFCO U WEBINAR: Brave New World of HR: Hiring Headaches, Trends, and Opportunities in a Post-Pandemic World	Attended
06/22/2022	Mock Meeting in BOS Chamber	Practice run w/BOS staff for in-person meetings
06/22/2022	Cherwell Virtual Training & Open Office Hour for Account Authorities 6/22/22	New software system for Information Technology Dept. (ITD)

CALAFCO Daily Legislative Report as of Friday, June 24, 2022

Item 8-ATT d

1

AB 2957 **(Committee on Local Government) Local government: reorganization.**

Current Text: Chaptered: 6/21/2022 html pdf

Introduced: 3/2/2022

Last Amended: 4/18/2022

Status: 6/21/2022-Signed by the Governor

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	**Chaptered**
1st House				2nd House							

Summary:

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, provides the authority and procedure for the initiation, conduct, and completion of changes of organization, reorganization, and sphere of influence changes for cities and districts, as specified. Current law requires an applicant seeking a change of organization or reorganization to submit a plan for providing services within the affected territory. Current law requires a petitioner or legislative body desiring to initiate proceedings to submit an application to the executive officer of the local agency formation commission, and requires the local agency formation commission, with regard to an application that includes an incorporation, to immediately notify all affected local agencies and any applicable state agency, as specified. This bill would define the term "successor agency," for these purposes to mean the local agency a commission designates to wind up the affairs of a dissolved district.

Attachments:

LAFCo Support letter template

CALAFCO Support letter

Position: Sponsor

Subject: CKH General Procedures

CALAFCO Comments: This is the annual Omnibus bill sponsored by CALAFCO. As introduced it makes 3 minor, technical non-substantive changes in CKH: (1) Replaces "to be completed and in existence" with "take effect" under GCS 56102; (2) Adds GCS 56078.5: "Successor Agency" means the local agency the Commission designates to wind up the affairs of a dissolved district; and (3) Replaces "proposals" with "applications" within GCS 56653(a), 56654(a), (b), and (c), and 56658(b)(1) and (b)(2).

CALAFCO support letter and LAFCo support letter template are in the attachments section.

April 18, 2022 bill amended with additional changes requested by CALAFCO. Amendments include grammatical changes, the correction of a PUC citation in GC Sec 56133(e)(5) from 9604 to 224.3, the extension of the sunset date within R&T Section 99(b)(8)(B) to January 1, 2028, and it renumbers remaining provisions as needed due to the above changes.

SB 739 **(Cortese D) Private golf courses: conversion to housing.**

Current Text: Amended: 6/13/2022 html pdf

Introduced: 2/19/2021

Last Amended: 6/13/2022

Status: 6/20/2022-Re-referred to Coms. on NAT. RES. and H. & C.D. pursuant to Assembly Rule 96.

Desk	Policy	Fiscal	Floor	Desk	**Policy**	**Fiscal**	**Floor**	**Conf. Conc.**	**Enrolled**	**Vetoed**	**Chaptered**
1st House				2nd House							

Summary:

Would authorize a development proponent to submit an application to convert land that was previously used as a golf course to market-rate and affordable housing and would provide that the application is subject to a streamlined, ministerial approval process, and not subject to a conditional use permit, if the development satisfies specified objective planning standards. In this regard, the bill would require a development subject to the provisions to be located on a site that

was used as a golf course, but has been closed for at least 5 years before the effective date of these provisions and would require that the development include at least 600 housing units. The bill would require the development to dedicate at least 30% of the new housing units to lower income households and persons and families of moderate income, as specified. By requiring local governments to approve development applications submitted under these provisions, the bill would impose a state-mandated local program.

Position: Oppose unless amended
Subject: Ag/Open Space Protection, Annexation Proceedings, Growth Management, Housing, LAFCo Administration, Municipal Services, Planning, Sustainable Community Plans

SB 938 (Hertzberg D) The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000: protest proceedings: procedural consolidation.

Current Text: Enrollment: 6/23/2022 html pdf
Introduced: 2/8/2022
Last Amended: 6/9/2022
Status: 6/23/2022-Assembly amendments concurred in. (Ayes 38. Noes 0.) Ordered to engrossing and enrolling.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:
The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 provides the exclusive authority and procedure for the initiation, conduct, and completion of changes of organization and reorganization for cities and districts, except as specified. Under existing law, in each county there is a local agency formation commission (commission) that oversees these changes of organization and reorganization. Current law authorizes a commission to dissolve an inactive district if specified conditions are satisfied. This bill would also authorize a commission to initiate a proposal for the dissolution of a district, as described, if the commission approves, adopts, or accepts a specified study that includes a finding, based on a preponderance of the evidence, that, among other things, the district has one or more documented chronic service provision deficiencies, the district spent public funds in an unlawful or reckless manner, or the district has shown willful neglect by failing to consistently adhere to the California Public Records Act. The bill would require the commission to adopt a resolution of intent to initiate a dissolution based on these provisions and to provide a remediation period of at least 12 months, during which the district may take steps to remedy the stated deficiencies.
Attachments:
SB 938 Senate Floor Alert
SB 938 CALAFCO Support Letter dated 5-25-2022
SB 938 LAFCo support letter template
SB 938 CALAFCO Support letter
SB 938 CALAFCO Fact Sheet
SB 938 Author Fact Sheet

Position: Sponsor
Subject: CKH General Procedures, Other
CALAFCO Comments: CALAFCO is the sponsor of this bill. SB 839 represents a collaborative three-year effort (by an 18-member working group) to clean up, consolidate, and clarify existing statutory provisions associated with consolidations and dissolutions, as well as codify the conditions under which a LAFCo may initiate dissolution of a district at the 25 percent protest threshold. In response to a recommendation made in the 2017 Little Hoover Commission report (Special Districts: Improving Oversight and Transparency), CALAFCO initiated a working group of stakeholders in early 2019 to discuss the protest process for dissolutions of special districts.

The bill's current format (dated 2/8/22) represents the restructuring of existing protest provisions scattered throughout CKH. There have been some minor technical language added for clarifications. These changes are all minor in nature (by legislative standards).

The bill will be amended to reflect the newly designed process that codifies the ability for LAFCo to initiate a district dissolution at 25% protest threshold. The conditions under which this can occur include one or more of the following, any/all of which must be documented via determinations in a Municipal Service Review (MSR):
1. The agency has one or more documented chronic service provision deficiencies that substantially

deviate from industry or trade association standards or other government regulations and its board or management is not actively engaged in efforts to remediate the documented service deficiencies;
2. The agency spent public funds in an unlawful or reckless manner inconsistent with the principal act or other statute governing the agency and has not taken any action to prevent similar future spending;
3. The agency has consistently shown willful neglect by failing to consistently adhere to the California Public Records Act and other public disclosure laws the agency is subject to;
4. The agency has failed to meet the minimum number of times required in its governing act in the prior calendar year and has taken no action to remediate the failures to meet to ensure future meetings are conducted on a timely basis;
5. The agency has consistently failed to perform timely audits in the prior three years, or failed to meet minimum financial requirements under Government Code section 26909 over the prior five years as an alternative to performing an audit, or the agency's recent annual audits show chronic issues with the agency's fiscal controls and the agency has taken no action to remediate the issues.

The proposed process is:
1. LAFCo to present the MSR in a 21-day noticed public hearing. At that time the LAFCo may choose to adopt a resolution of intent to dissolve the district. The resolution shall contain a minimum 12-month remediation period.
2. The district will have a minimum of 12 months to remediate the deficiencies.
3. Half-way through the remediation period, the district shall provide LAFCo a written report on the progress of their remediation efforts. The report is to be placed on a LAFCo meeting agenda and presented at that LAFCo meeting.
4. At the conclusion of the remediation period, LAFCo conducts another 21-day noticed public hearing to determine if district has remedied deficiencies. If the district has resolved issues, commission rescinds the resolution of intent to dissolve the district and the matter is dropped. If not, commission adopts a resolution making determinations to dissolve the district.
5. Standard 30-day reconsideration period.
6. Protest proceedings at 25% threshold can be noticed with a required 60-day protest period.
7. Protest hearing is held and amount of qualified protests determined based on 25% threshold. LAFCo either orders dissolution, election, or termination.

As this bill - when amended - adds requirements for LAFCos and districts, it will likely be keyed fiscal (for now it is not). An author fact sheet and CALAFCO fact sheet are posted in our attachments section as well as the CALAFCO Support letter and LAFCo support letter template.

SB 1490 **(Committee on Governance and Finance) Validations.**
Current Text: Enrolled: 6/17/2022 html pdf
Introduced: 2/28/2022
Status: 6/16/2022-Read third time. Urgency clause adopted. Passed. Ordered to the Senate. In Senate. Ordered to engrossing and enrolling.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf.	Enrolled	Vetoed	Chaptered
1st House				2nd House				Conc.			

Summary:
Would enact the First Validating Act of 2022, which would validate the organization, boundaries, acts, proceedings, and bonds of the state and counties, cities, and specified districts, agencies, and entities.
Attachments:
SB 1490-1491-1492, CALAFCO Letter of Support - March 2022

Position: Support
Subject: LAFCo Administration
CALAFCO Comments: This is the first of three annual validating acts. The CALAFCO Support letter is posted in our attachments.

SB 1491 **(Committee on Governance and Finance) Validations.**
Current Text: Enrolled: 6/17/2022 html pdf
Introduced: 2/28/2022
Status: 6/16/2022-Read third time. Urgency clause adopted. Passed. Ordered to the Senate. In Senate. Ordered to engrossing and enrolling.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf.	Enrolled	Vetoed	Chaptered

1st House	2nd House	Conc.			

Summary:
Would enact the Second Validating Act of 2022, which would validate the organization, boundaries, acts, proceedings, and bonds of the state and counties, cities, and specified districts, agencies, and entities.
Attachments:
SB 1490-1491-1492, CALAFCO Letter of Support - March 2022

Position: Support
Subject: LAFCo Administration
CALAFCO Comments: This is the second of three annual validating acts. The CALAFCO Support letter is posted in our attachments.

SB 1492 (Committee on Governance and Finance) Validations.
Current Text: Enrolled: 6/17/2022 html pdf
Introduced: 2/28/2022
Status: 6/16/2022-Read third time. Passed. Ordered to the Senate. In Senate. Ordered to engrossing and enrolling.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:
Would enact the Third Validating Act of 2022, which would validate the organization, boundaries, acts, proceedings, and bonds of the state and counties, cities, and specified districts, agencies, and entities.
Attachments:
SB 1490-1491-1492, CALAFCO Letter of Support - March 2022

Position: Support
Subject: LAFCo Administration
CALAFCO Comments: This is the third of three annual validating acts. The CALAFCO Support letter is posted in our attachments.

2

AB 1640 (Ward D) Office of Planning and Research: regional climate networks: regional climate adaptation and resilience action plans.
Current Text: Amended: 5/19/2022 html pdf
Introduced: 1/12/2022
Last Amended: 5/19/2022
Status: 6/22/2022-From committee: Do pass and re-refer to Com. on N.R. & W. (Ayes 6. Noes 0.) (June 22). Re-referred to Com. on N.R. & W.

Desk	Policy	Fiscal	Floor	Desk	**Policy**	**Fiscal**	**Floor**	**Conf. Conc.**	**Enrolled**	**Vetoed**	**Chaptered**
1st House				2nd House							

Calendar:
6/28/2022 9 a.m. - 1021 O Street, Room 2200 SENATE NATURAL RESOURCES AND WATER, STERN, Chair
Summary:
Current law establishes the Integrated Climate Adaptation and Resiliency Program to be administered by the Office of Planning and Research to coordinate regional and local efforts with state climate adaptation strategies to adapt to the impacts of climate change, as prescribed. This bill would authorize eligible entities, as defined, to establish and participate in a regional climate network, as defined. The bill would require the office, through the program, to encourage the inclusion of eligible entities with land use planning and hazard mitigation planning authority into regional climate networks. The bill would authorize a regional climate network to engage in activities to address climate change, as specified.
Attachments:
AB 1640, CALAFCO Letter of Support - March 2022
AB 1640 Author Fact

Position: Support

Subject: Climate Change
CALAFCO Comments: This bill is a follow up and very similar to AB 897 (2021). The bill would authorize eligible entities, as defined (including LAFCo), to establish and participate in a regional climate network, as defined. The bill would authorize a regional climate network to engage in activities to address climate change, as specified. Further, it requires a regional climate network to develop a regional climate adaptation and resilience action plan and to submit the plan to OPR for review, comments, and certification. The bill would require OPR to: (1) encourage the inclusion of eligible entities with land use planning and hazard mitigation planning authority into regional climate networks; (2) develop and publish guidelines on how eligible entities may establish regional climate networks and how governing boards may be established within regional climate networks by 7-1-23; and (3) provide technical assistance to regions seeking to establish a regional climate network, facilitate coordination between regions, and encourage regions to incorporate as many eligible entities into one network as feasible.

The difference between this bill and AB 897 is this bill removes requirements for OPR to develop guidelines and establish standards and required content for a regional climate adaptation and resilience action plan (to be produced by the network), and removes some specified technical support requirements by OPR. Those requirements were covered in SB 170, a budget trailer bill from 2021.

The bill is author-sponsored and keyed fiscal. An author fact sheet is included in our attachments area, as well as the CALAFCO Support letter.

Amended 3/23/2022 to provide that regional climate networks MAY be developed rather than the former requirement. Minor clean ups of other superfluous language.

Amended 5/19/2022 to remove the deadline for OPR to develop and publish guidelines for eligible entities to establish regional climate networks, removed an exemption to cover multiple counties when population was greater than 2 million people, removed requirements for membership and biennial reports to OPR.

AB 1773 **(Patterson R) Williamson Act: subvention payments: appropriation.**
Current Text: Introduced: 2/3/2022 html pdf
Introduced: 2/3/2022
Status: 5/19/2022-In committee: Held under submission.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:
The Williamson Act, also known as the California Land Conservation Act of 1965, authorizes a city or county to enter into contracts with owners of land devoted to agricultural use, whereby the owners agree to continue using the property for that purpose, and the city or county agrees to value the land accordingly for purposes of property taxation. Current law sets forth procedures for reimbursing cities and counties for property tax revenues not received as a result of these contracts and continuously appropriates General Fund moneys for that purpose. This bill, for the 2022–23 fiscal year, would appropriate an additional $40,000,000 from the General Fund to the Controller to make subvention payments to counties, as provided, in proportion to the losses incurred by those counties by reason of the reduction of assessed property taxes.
Attachments:
AB 1773 CALAFCO Letter of Support - March 2022
AB 1773 Author Fact Sheet

Position: Support
Subject: Ag Preservation - Williamson
CALAFCO Comments: AB 1773 resurrects funding the Williamson Act for the 2022-2023 budget year. The Williamson Act was created to preserve open space and conserve agricultural land. For many years, the state funded the Act at around $35-$40 million per year. This funding ceased during the recession, and has not been reinstated since. AB 1773 would allocate $40 million from the General Fund to the Williamson Act for the purpose of subvention payments.

The bill is author-sponsored, has a general-fund appropriation, and is keyed fiscal. An author fact sheet is posted in our attachments section, along with the CALAFCO Support letter.

AB 1944 **(Lee D) Local government: open and public meetings.**

Current Text: Amended: 5/25/2022 html pdf

Introduced: 2/10/2022

Last Amended: 5/25/2022

Status: 6/22/2022-In committee: Set, first hearing. Hearing canceled at the request of author. In committee: Hearing postponed by committee.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:

The Ralph M. Brown Act requires, with specified exceptions, that all meetings of a legislative body of a local agency, as those terms are defined, be open and public and that all persons be permitted to attend and participate. The act contains specified provisions regarding the timelines for posting an agenda and providing for the ability of the public to observe and provide comment. The act allows for meetings to occur via teleconferencing subject to certain requirements, particularly that the legislative body notice each teleconference location of each member that will be participating in the public meeting, that each teleconference location be accessible to the public, that members of the public be allowed to address the legislative body at each teleconference location, that the legislative body post an agenda at each teleconference location, and that at least a quorum of the legislative body participate from locations within the boundaries of the local agency's jurisdiction. The act provides an exemption to the jurisdictional requirement for health authorities, as defined. This bill would require the agenda to identify any member of the legislative body that will participate in the meeting remotely.

Attachments:

AB 1944 Author Fact Sheet

Position: Watch

Subject: Brown Act

CALAFCO Comments: This bill would delete the requirement that an individual participating in a Brown Act meeting remotely from a non-public location must disclose the address of the location. If the governing body chooses to allow for remote participation, it must also provide video streaming and offer public comment via video or phone.

The bill is author sponsored and keyed fiscal. The author's fact sheet is posted in our attachments area.

Amended 5/25/2022 to add that for this provision to apply, no less than a quorum of members of the legislative body must participate from a single physical location that is identified on the agenda, open to the public, and situated within the boundaries of the legislative body.

AB 2081 **(Garcia, Eduardo D) Municipal water districts: water service: Indian lands.**

Current Text: Amended: 5/12/2022 html pdf

Introduced: 2/14/2022

Last Amended: 5/12/2022

Status: 6/21/2022-Read second time. Ordered to third reading.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Calendar:

6/27/2022 #89 SENATE ASSEMBLY BILLS - THIRD READING FILE

Summary:

The Municipal Water District Law of 1911 provides for the formation of municipal water districts and grants to those districts specified powers. Current law permits a district to acquire, control, distribute, store, spread, sink, treat, purify, recycle, recapture, and salvage any water for the beneficial use of the district, its inhabitants, or the owners of rights to water in the district. Current law, upon the request of certain Indian tribes and the satisfaction of certain conditions, requires a district to provide service of water at substantially the same terms applicable to the customers of the district to the Indian tribe's lands that are not within a district, as prescribed. Current law also authorizes a district, until January 1, 2023, under specified circumstances, to apply to the applicable local agency formation commission to provide this service of water to Indian lands, as defined, that are not within the district and requires the local agency formation commission to approve such an application. This bill, among other things, would extend the above provisions regarding the application to the applicable local agency formation commission to January 1, 2027.

Attachments:
AB 2081 CALAFCO Oppose Letter, dated 5-26-2022
AB 2081 CALAFCO Oppose 03-16-2022
AB 2081 Author Fact Sheet

Position: Oppose
Subject: Water
CALAFCO Comments: This bill extends the sunset date created in AB 1361 (2017). Current law, upon the request of certain Indian tribes and the satisfaction of certain conditions, requires a district to provide service of water at substantially the same terms applicable to the customers of the district to the Indian tribe's lands that are not within a district, as prescribed. Current law also authorizes a district, under specified circumstances, to apply to the applicable LAFCo to provide this service of water to Indian lands, as defined, that are not within the district and requires the LAFCo to approve such an application. This bill extends the sunset date from January 1, 2023 to January 1, 2025.

CALAFCO opposed AB 1361 in 2017 as the process requires LAFCo to approve the extension of service, requires the district to extend the service, and does not require annexation upon extension of service. CALAFCO reached out to the author's office requesting information as to the reason for the extension and we have not been given a reason.

The bill is keyed fiscal. An author fact sheet is included in the attachments area, as well as the CALAFCO letter in opposition.

AB 2449 (Rubio, Blanca D) Open meetings: local agencies: teleconferences.
Current Text: Amended: 6/23/2022 html pdf
Introduced: 2/17/2022
Last Amended: 6/23/2022
Status: 6/23/2022-From committee chair, with author's amendments: Amend, and re-refer to committee. Read second time, amended, and re-referred to Com. on JUD.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Calendar:
6/28/2022 10 a.m. - 1021 O Street, Room 2100 SENATE JUDICIARY, UMBERG, Chair
Summary:
The Ralph M. Brown Act, requires, with specified exceptions, that all meetings of a legislative body of a local agency, as those terms are defined, be open and public and that all persons be permitted to attend and participate. Current law, until January 1, 2024, authorizes a local agency to use teleconferencing without complying with specified teleconferencing requirements in specified circumstances when a declared state of emergency is in effect, or in other situations related to public health. This bill would revise and recast those teleconferencing provisions and, until January 1, 2026, would authorize a local agency to use teleconferencing without complying with the teleconferencing requirements that each teleconference location be identified in the notice and agenda and that each teleconference location be accessible to the public if at least a quorum of the members of the legislative body participates in person from a singular physical location clearly identified on the agenda that is open to the public and situated within the local agency's jurisdiction. Under this exception, the bill would authorize a member to participate remotely under specified circumstances, including participating remotely for just cause or due to emergency circumstances. The emergency circumstances basis for remote participation would be contingent on a request to, and action by, the legislative body. The bill would define terms for purposes of these teleconferencing provisions.

Position: Watch
Subject: Brown Act
CALAFCO Comments: This bill authorizes the use of teleconferencing without noticing and making available to the public teleconferencing locations if a quorum of the members of the legislative body participate in person from a singular location that is noticed and open to the public and require the legislative body to offer public comment via video or phone.

CALAFCO reached out to the author's office for information and we've not yet heard back. The bill is not keyed fiscal.

AB 2647 **(Levine D) Local government: open meetings.**

Current Text: Amended: 4/19/2022 html pdf

Introduced: 2/18/2022

Last Amended: 4/19/2022

Status: 6/20/2022-In committee: Set, first hearing. Hearing canceled at the request of author.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Calendar:

6/29/2022 9 a.m. - 1021 O Street, Room 2100 SENATE GOVERNANCE AND FINANCE, CABALLERO, Chair

Summary:

Current law makes agendas of public meetings and other writings distributed to the members of the governing board disclosable public records, with certain exceptions. Current law requires a local agency to make those writings distributed to the members of the governing board less than 72 hours before a meeting available for public inspection, as specified, at a public office or location that the agency designates. Current law also requires the local agency to list the address of the office or location on the agenda for all meetings of the legislative body of the agency. Current law authorizes a local agency to post the writings on the local agency's internet website in a position and manner that makes it clear that the writing relates to an agenda item for an upcoming meeting. This bill would instead require a local agency to make those writings distributed to the members of the governing board available for public inspection at a public office or location that the agency designates and list the address of the office or location on the agenda for all meetings of the legislative body of the agency unless the local agency meets certain requirements, including the local agency immediately posts the writings on the local agency's internet website in a position and manner that makes it clear that the writing relates to an agenda item for an upcoming meeting.

Position: Watch

Subject: Brown Act

CALAFCO Comments: This bill seeks to amend the law to make clear that writings that have been distributed to a majority of a local legislative body less than 72 hours before a meeting can be posted online in order to satisfy the law.

Amended on April 19, 2022, to add a provision that agendas will note the physical location from which hard copies of such post-agenda documents can be retrieved.

The bill is sponsored by the League of Cities and is not keyed fiscal.

SB 852 **(Dodd D) Climate resilience districts: formation: funding mechanisms.**

Current Text: Amended: 6/6/2022 html pdf

Introduced: 1/18/2022

Last Amended: 6/6/2022

Status: 6/16/2022-From committee: Do pass and re-refer to Com. on NAT. RES. (Ayes 6. Noes 2.) (June 15). Re-referred to Com. on NAT. RES.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Calendar:

6/27/2022 2:30 p.m. - State Capitol, Room 447 ASSEMBLY NATURAL RESOURCES, RIVAS, LUZ, Chair

Summary:

Would authorize a city, county, city and county, special district, or a combination of any of those entities to form a climate resilience district, as defined, for the purposes of raising and allocating funding for eligible projects and the operating expenses of eligible projects. The bill would deem each district to be an enhanced infrastructure financing district and would require each district to comply with existing law concerning enhanced infrastructure financing districts, unless the district is specified as otherwise. The bill would require a district to finance only specified projects that meet the definition of an eligible project. The bill would define "eligible project" to mean projects that address sea level rise, extreme heat, extreme cold, the risk of wildfire, drought, and the risk of flooding, as specified. The bill would establish project priorities and would authorize districts to establish additional priorities.

Attachments:
SB 852 Author Fact Sheet

Position: Watch
Subject: Special District Principle Acts
CALAFCO Comments: This bill creates the Climate Resilience Districts Act. The bill completely bypasses LAFCo in the formation and oversight of these new districts because the districts are primarily being created as a funding mechanism for local climate resilience projects (as a TIF or tax increment finance district - for which LAFCos also have no involvement).

The bill authorizes a city, county, city and county, special district, or a combination of any of those entities to form a climate resilience district for the purposes of raising and allocating funding for eligible projects and the operating expenses of eligible projects. The bill defines "eligible project" to mean projects that address sea level rise, extreme heat, extreme cold, the risk of wildfire, drought, and the risk of flooding, as specified. The bill authorizes a district created pursuant to these provisions to have boundaries that are identical to the boundaries of the participating entities or within the boundaries of the participating entities. The bill also authorizes specified local entities to adopt a resolution to provide property tax increment revenues to the district. The bill would also authorize specified local entities to adopt a resolution allocating other tax revenues to the district, subject to certain requirements. The bill would provide for the financing of the activities of the district by, among other things, levying a benefit assessment, special tax, property-related fee, or other service charge or fee consistent with the requirements of the California Constitution. It requires 95% of monies collected to fund eligible projects, and 5% for district administration. The bill would require each district to prepare an annual expenditure plan and an operating budget and capital improvement budget, which must be adopted by the governing body of the district and subject to review and revision at least annually.

Section 62304 details the formation process, Section 62305 addresses the district's governance structure, and 62307 outlines the powers of the district.

This bill is sponsored by the Local Government Commission and is keyed fiscal. A fact sheet is included in our attachments section.

Amended 5/18/2022 to impose requirements on projects undertaken or financed by a district, including requiring a district
to obtain an enforceable commitment from the developer that contractors and subcontractors performing the work use a skilled and trained workforce, and would expand the crime of perjury to these certifications.

SB 1100 **(Cortese D) Open meetings: orderly conduct.**
Current Text: Amended: 6/6/2022 html pdf
Introduced: 2/16/2022
Last Amended: 6/6/2022
Status: 6/22/2022-Read second time. Ordered to third reading.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Calendar:
6/27/2022 #48 ASSEMBLY THIRD READING FILE - SENATE BILLS
Summary:
Current law requires every agenda for regular meetings of a local agency to provide an opportunity for members of the public to directly address the legislative body on any item of interest to the public, before or during the legislative body's consideration of the item, that is within the subject matter jurisdiction of the legislative body. Current law authorizes the legislative body to adopt reasonable regulations to ensure that the intent of the provisions relating to this public comment requirement is carried out, including, but not limited to, regulations limiting the total amount of time allocated for public testimony on particular issues and for each individual speaker. Current law authorizes the members of the legislative body conducting the meeting to order the meeting room cleared and continue in session, as prescribed, if a group or groups have willfully interrupted the orderly conduct of a meeting and order cannot be restored by the removal of individuals who are willfully interrupting the meeting. This bill would authorize the presiding member of the legislative body conducting a meeting to remove an individual for disrupting the meeting.

Attachments:
SB 1100 - CALAFCO Letter of Support
SB 1100 Author Fact Sheet

Position: Support
Subject: Brown Act
CALAFCO Comments: This bill would authorize the removal of an individual from a public meeting who is "willfully interrupting" the meeting after a warning and a request to stop their behavior. "Willfull interrupting" is defined as intentionally engaging in behavior during a meeting of a legislative body that substantially impairs or renders infeasible the orderly conduct of the meeting in
accordance with law.

The bill is author-sponsored and keyed fiscal. An author fact sheet is posted in our attachments section.

The CALAFCO support letter is in the attachments section.

SB 1449 (Caballero D) Office of Planning and Research: grant program: annexation of unincorporated areas.

Current Text: Amended: 4/19/2022 html pdf
Introduced: 2/18/2022
Last Amended: 4/19/2022
Status: 6/2/2022-Referred to Com. on L. GOV.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Calendar:
6/29/2022 1:30 p.m. - State Capitol, Room 447 ASSEMBLY LOCAL GOVERNMENT, AGUIAR-CURRY, Chair
Summary:
Would require the Office of Planning and Research to, upon appropriation by the Legislature, establish the Unincorporated Area Annexation Incentive Program, authorizing the office to issue a grant to a city for the purpose of funding infrastructure projects related to the proposed or completed annexation of a substantially surrounded unincorporated area, as defined, subject to approval by the Director of State Planning after the city submits an application containing specified information. The bill would require the office to match, on a dollar-for-dollar basis, any dollar contribution a city makes toward a project funded by the program, subject to a maximum funding threshold as determined by the director. The bill would, by September 1, 2023, require the office to develop guidelines, and consult with various local representatives to prepare those guidelines, for purposes of implementing the program, and would provide that the guidelines are not subject to the rulemaking requirements of the Administrative Procedure Act.
Attachments:
SB 1449 - CALAFCO Letter of Support

Position: Support
Subject: Annexation Proceedings
CALAFCO Comments: This is currently a spot bill. According to the author's office, they are working on state funding to incentivize annexation of inhabited territory (when the VLF was taken away, so too was any financial incentive to annex inhabited territory). For many years bills have been run to reinstate funding, none of which have ever successfully passed. There is no other information available on this bill at this time. CALAFCO will continue conversations with the author's office as this is an important topic for LAFCos. (The bill will remain a P-3 until amended.)

Amended 3/16/2022 to remove spot holder language, add definitions and other language tying to CKH, and add language more specific to a grant program.

LAFCos added in to assist OPR develop the program guidelines.

The CALAFCO letter of support can be found in the attachments section.

AB 897 (Mullin D) Office of Planning and Research: regional climate networks: regional climate adaptation and resilience action plans.

Current Text: Amended: 7/14/2021 html pdf

Introduced: 2/17/2021

Last Amended: 7/14/2021

Status: 8/27/2021-Failed Deadline pursuant to Rule 61(a)(12). (Last location was APPR. SUSPENSE FILE on 8/16/2021)(May be acted upon Jan 2022)

Desk	Policy	Fiscal	Floor	Desk	Policy	2 year	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:

Current law requires, by July 1, 2017, and every 3 years thereafter, the Natural Resources Agency to update, as prescribed, the state's climate adaptation strategy, known as the Safeguarding California Plan. Current law establishes the Office of Planning and Research in state government in the Governor's office. Current law establishes the Integrated Climate Adaptation and Resiliency Program to be administered by the office to coordinate regional and local efforts with state climate adaptation strategies to adapt to the impacts of climate change, as prescribed. This bill would authorize eligible entities, as defined, to establish and participate in a regional climate network, as defined. The bill would require the office, through the program, to encourage the inclusion of eligible entities with land use planning and hazard mitigation planning authority into regional climate networks. The bill would authorize a regional climate network to engage in activities to address climate change, as specified.

Attachments:

CALAFCO Support July 2021

AB 897 Fact Sheet

Position: Support

Subject: Climate Change

CALAFCO Comments: As introduced, the bill builds on existing programs through OPR by promoting regional collaboration in climate adaptation planning and providing guidance for regions to identify and prioritize projects necessary to respond to the climate vulnerabilities of their region.

As amended, the bill requires OPR to develop guidelines (the scope of which are outlined in the bill) for Regional Climate Adaptation Action Plans (RCAAPs) by 1-1-23 through their normal public process. Further the bill requires OPR to make recommendations to the Legislature on potential sources of financial assistance for the creation & implementation of RCAAPs, and ways the state can support the creation and ongoing work of regional climate networks. The bill outlines the authority of a regional climate network, and defines eligible entities. Prior versions of the bill kept the definition as rather generic and with each amended version gets more specific. As a result, CALAFCO has requested the author add LAFCOs explicitly to the list of entities eligible to participate in these regional climate networks.

As amended on 4/7, AB 11 (Ward) was joined with this bill - specifically found in 71136 in the Public Resources Code as noted in the amended bill. Other amendments include requiring OPR to, before 7-1-22, establish geographic boundaries for regional climate networks and prescribes requirements in doing so.

This is an author-sponsored bill. The bill necessitates additional resources from the state to carry out the additional work required of OPR (there is no current budget appropriation). A fact sheet is posted in the tracking section of the bill.

As amended 4/19/21: There is no longer a requirement for OPR to include in their guidelines how a regional climate network may develop their plan: it does require ("may" to "shall") a regional climate network to develop a regional climate adaptation plan and submit it to OPR for approval; adds requirements of what OPR shall publish on their website; and makes several other minor technical changes.

As amended 7/1/21, the bill now explicitly names LAFCo as an eligible entity. It also adjusts several timelines for OPR's requirements including establishing boundaries for the regional climate networks, develop guidelines and establish standards for the networks, and to make recommendations to the Legislature related to regional adaptation. Give the addition of LAFCo as an eligible entity, CALAFCO is now in support of the bill.

Amendments of 7/14/21, as requested by the Senate Natural Resources & Water Committee, mostly do the following: (1) Include "resilience" to climate adaptation; (2) Prioritize the most vulnerable communities; (3) Add definitions for "under-resourced" and "vulnerable" communities; (4) Remove the requirement for OPR to establish geographic boundaries for the regional climate networks; (5) Include agencies with hazard mitigation authority and in doing so also include the Office of Emergency Services to work with OPR to establish guidelines and standards required for the climate adaptation and resilience plan; and (6) Add several regional and local planning documents to be used in the creation of guidelines.

2/24/22 UPDATE: It appears this bill is being replaced with AB 1640 (Ward, Mullin, etc.). CALAFCO will keep this bill on Watch and follow the new bill.

AB 903 **(Frazier D) Los Medanos Community Healthcare District.**
Current Text: Amended: 4/19/2021 html pdf
Introduced: 2/17/2021
Last Amended: 4/19/2021
Status: 7/14/2021-Failed Deadline pursuant to Rule 61(a)(11). (Last location was GOV. & F. on 5/19/2021)(May be acted upon Jan 2022)

Desk	Policy	Fiscal	Floor	Desk	2 year	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:
Would require the dissolution of the Los Medanos Community Healthcare District, as specified. The bill would require the County of Contra Costa to be successor of all rights and responsibilities of the district, and require the county to develop and conduct the Los Medanos Area Health Plan Grant Program focused on comprehensive health-related services in the district's territory. The bill would require the county to complete a property tax transfer process to ensure the transfer of the district's health-related ad valorem property tax revenues to the county for the sole purpose of funding the Los Medanos Area Health Plan Grant Program. By requiring a higher level of service from the County of Contra Costa as specified, the bill would impose a state-mandated local program.

Position: Watch
CALAFCO Comments: This bill mandates the dissolution of the Los Medanos Community Healthcare District with the County as the successor agency, effective 2-1-22. The bill requires the County to perform certain acts prior to the dissolution. The LAFCo is not involved in the dissolution as the bill is written. Currently, the district is suing both the Contra Costa LAFCo and the County of Contra Costa after the LAFCo approved the dissolution of the district upon application by the County and the district failed to get enough signatures in the protest process to go to an election.

The amendment on 4/5/21 was just to correct a typo in the bill.

As amended on 4/19/21, the bill specifies monies received by the county as part of the property tax transfer shall be used specifically to fund the Los Medanos Area Health Plan Grant Program within the district's territory. It further adds a clause that any new or existing profits shall be used solely for the purpose of the grant program within the district's territory.

The bill did not pass out of Senate Governance & Finance Committee and will not move forward this year. It may be acted on in 2022.

2022 UPDATE: Given Member Frazier is no longer in the Assembly and the appellate court overturned the lower court's decision, it is likely the bill will not move forward. CALAFCO will retain WACTH on the bill.

AB 975 **(Rivas, Luz D) Political Reform Act of 1974: filing requirements and gifts.**
Current Text: Amended: 6/16/2022 html pdf
Introduced: 2/18/2021
Last Amended: 6/16/2022
Status: 6/16/2022-Read second time and amended. Re-referred to Com. on APPR.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:
The Political Reform Act of 1974 generally requires elected officials, candidates for elective offices, and committees formed primarily to support or oppose a candidate for public office or a ballot measure, along with other persons and entities, to file periodic campaign statements and certain reports concerning campaign finances and related matters. Current law permits a report or statement that has been on file for at least two years to be retained by a filing officer as a copy on microfilm or other space-saving materials and, after the Secretary of State certifies an online filing and disclosure system, as an electronic copy. This bill would permit a filing officer to retain a report or statement filed in a paper format as a copy on microfilm or other space-saving materials or as an electronic copy, as specified, without a two-year waiting period. The bill would also permit a filing officer to retain a report or statement as an electronic copy before the Secretary of State certifies an online filing and disclosure system.

Position: Watch
Subject: FPPC
CALAFCO Comments: As introduced, this bill makes two notable changes to the current requirements of gift notification and reporting: (1) It increases the period for public officials to reimburse, in full or part, the value of attending an invitation-only event, for purposes of the gift rules, from 30 days from receipt to 30 days following the calendar quarter in which the gift was received; and (2) It reduces the gift notification period for lobbyist employers from 30 days after the end of the calendar quarter in which the gift was provided to 15 days after the calendar quarter. Further it requires the FPPC to have an online filing system and to redact contact information of filers before posting.

The amendment on 4/21/21 just corrects wording (technical, non-substantive change).

The amendments on 5/18/21 clarify who is to file a statement of economic interest to include candidates (prior text was office holders).

UPDATE AS OF 2/24/22 - The author's office indicates they are moving forward with the bill this year and are planning amendments. They are not clear what those amendments will be so CALAFCO will retain a WATCH position on the bill.

AB 1195 **(Garcia, Cristina D) Limited Eligibility and Appointment Program: lists.**
Current Text: Amended: 5/18/2022 html pdf
Introduced: 2/18/2021
Last Amended: 5/18/2022
Status: 5/25/2022-Re-referred to Com. on L., P.E. & R.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Calendar:
6/29/2022 9 a.m. - State Capitol, Room 112 SENATE LABOR, PUBLIC EMPLOYMENT AND RETIREMENT, CORTESE, Chair
Summary:
Current law specifically grants the Department of Human Resources the powers, duties, and authority necessary to operate the state civil service system in accordance with Article VII of the California Constitution, the Government Code, the merit principle, and applicable rules duly adopted by the State Personnel Board. Current law creates the Limited Examination and Appointment Program (LEAP), which the Department of Human Resources administers, to provide an alternative to the traditional civil service examination and appointment process to facilitate the hiring of persons with disabilities. Current law requires the Department of Human Resources, when an appointing power seeks to fill a vacant position by using an employment list, to provide the appointing power with a certified list of the names and addresses of all eligible candidates, as specified. Current law requires the department to provide a single certified list of eligible candidates if more than one employment list or LEAP referral list exists, and the department is required to combine the names and addresses of all eligible candidates. This bill would, notwithstanding those provisions, require the department to, upon request of the appointing power, provide the appointing power a LEAP referral list without combining that list with a parallel list and would authorize the appointing power to select and hire any individual from that a referral list to fill any vacancy.
Attachments:
CALAFCO Letter of Concern - April 2021

AB 1195 Fact Sheet

Position: Watch
Subject: Water
CALAFCO Comments: As amended on 4-6-21, the bill was gut and amended and now creates the So LA County Human Rights to Water Collaboration Act. It requires the Water Board to appoint a commissioner to implement the Safe & Affordable Funding for Equity & Resilience Program and gives the commissioner certain authorities (although they are not clearly spelled out). It requires the commissioner by 12-31-24 to submit to the Water Board a plan for the long-term sustainability of public water systems in southern LA County and prescribes what shall be included in the plan. The bill also creates a technical advisory board and requires the commissioner to oversee the Central Basin Municipal Water District.

In its current form the bill creates numerous concerns. CALAFCO's letter of concern is posted in the tracking section of the bill, and includes: (1) Focus of the bill is very broad as is the focus of the commissioner; (2) In an attempt to prevent privatization of water systems there is language regarding severing water rights. That language could be problematic should a consolidation be ordered; (3) Diminishing local control that is being invested in the state (an ongoing concern since SB 88); (4) A clear distinction needs to be made between an Administrator and Commissioner; (5) The poorly written section on the technical advisory board; and (6) The lack of LAFCo involvement in any consolidation process.

As amended on 5-24-21, the bill changes the water rights provision now requiring approval by the water Board; uses the definitions of "at risk system" and "at risk domestic well" found in SB 403 (Gonzalez) as well as the 3,300 connect cap; requires the commissioner appointed by the board to be from the local area; requires the commissioner to do certain things prior to completing the regional plan; and requires the commissioner to apply to LA LAFCo for extension of service, consolidation or dissolution as appropriate. The bill also creates a pilot program for LA LAFCo giving them the authority to take action rather than the water board, providing it is within 120 days of receipt of a completed application. If the LAFCo fails to take action within that time, the matter goes to the water board for their action.

The pilot program also gives LA LAFCo the authority to approve, approve with conditions or deny the application; further giving LAFCo authority to consider consolidation or extension of service with a local publicly owned utility that provides retail water, a private water company or mutual; the bill also waives protest proceedings, gives the LAFCo authority to address governance structure and CEQA is waived, provides full LAFCo indemnification and funding.

There are still issues with the proposed technical advisory board section of the bill, and questions about timing of some of the processes. CALAFCO continues to work with the author and speakers' offices as well as other stakeholders on ongoing amendments.

The bill is author-sponsored and we understand there is currently no funding source. A fact sheet is posted in the tracking section of the bill. CALAFCO's letter of concern is also posted there.

THIS IS NOW A 2-YEAR BILL.

UPDATE AS OF 2/10/22 - According to the author's office, the author is not intending to move the bill forward at this time. CALAFCO will continue to WATCH and monitor the bill. As a result, the bill was downgraded from a P-1 to a P-3.

GUTTED AND AMENDED on 5/18/2022 to remove previous verbiage regarding water. The bill now addresses the State Department of Human Resources and the Limited Eligibility and Appointment Program (LEAP), which the Department of Human Resources
administers, to provide an alternative to the traditional civil service examination and appointment process to facilitate the hiring of persons with disabilities. Downgraded to Watch, from Watch with Concerns.

AB 1757 **(Haney D) Groundwater sustainability agency.**
Current Text: Amended: 5/10/2022 html pdf
Introduced: 2/2/2022
Last Amended: 5/10/2022

Status: 6/1/2022-Referred to Com. on N.R. & W.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:
The Sustainable Groundwater Management Act requires all groundwater basins designated as high- or medium-priority basins by the Department of Water Resources that are designated as basins subject to critical conditions of overdraft to be managed under a groundwater sustainability plan or coordinated groundwater sustainability plans by January 31, 2020, and requires all other groundwater basins designated as high- or medium-priority basins to be managed under a groundwater sustainability plan or coordinated groundwater sustainability plans by January 31, 2022, except as specified. The act authorizes any local agency or combination of local agencies overlying a groundwater basin to decide to become a groundwater sustainability agency for that basin. Current law governs the formation of a groundwater sustainability agency. This bill would authorize a conservation district overlying a groundwater basin in this state to decide to become a groundwater sustainability agency for that basin and would make the law governing the formation of a groundwater sustainability agency applicable to that district.

Position: Watch
Subject: Water

AB 2041 (Garcia, Eduardo D) California Safe Drinking Water Act: primary drinking water standards: compliance.

Current Text: Amended: 4/18/2022 html pdf
Introduced: 2/14/2022
Last Amended: 4/18/2022
Status: 5/20/2022-Failed Deadline pursuant to Rule 61(b)(8). (Last location was A. APPR. SUSPENSE FILE on 5/11/2022)

Desk	Policy	Dead	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	Chaptered
1st House				2nd House							

Summary:
Would require the State Water Resources Control Board to take specified actions if the state board adopts a primary drinking water standard with a compliance period for which public water systems are given a designated period of time to comply with the primary drinking water standard without being held in violation of the primary drinking water standard. Specifically, the bill would require the state board to determine which public water system may not be able to comply with the primary drinking water standard without receiving financial assistance and develop a compliance plan, including a financial plan to assist that public water system in complying with the primary drinking water standard. The bill would also require the state board, if a public water system is in violation of the primary drinking water standard after the compliance period, to take into consideration whether or not the public water system implemented the compliance plan.
Attachments:
AB 2041 Author Fact Sheet

Position: Watch
Subject: Water
CALAFCO Comments: This bill would require the SWRCB to take specified actions if the SWRCB adopts a primary drinking water standard with a compliance period for which public water systems are given a designated period of time to install necessary measures, including, but not limited to, installation of water treatment systems, to comply with the primary drinking water standard without being held in violation of the primary drinking water standard. Those actions would include, among other actions, developing a financial plan to assist public water systems that will require financial assistance in procuring and installing the necessary measures.

CALAFCO reached out to the author's office for information on the bill and has not heard back. The bill is keyed fiscal. An author fact sheet is attached.

AB 2201 (Bennett D) Groundwater sustainability agency: groundwater extraction permit: verification.

Current Text: Amended: 6/22/2022 html pdf
Introduced: 2/15/2022
Last Amended: 6/22/2022

Status: 6/22/2022-From committee chair, with author's amendments: Amend, and re-refer to committee. Read second time, amended, and re-referred to Com. on GOV. & F.

Desk	Policy	Fiscal	Floor	Desk	**Policy**	**Fiscal**	**Floor**	**Conf. Conc.**	**Enrolled**	**Vetoed**	**Chaptered**
1st House				2nd House							

Calendar:
6/29/2022 9 a.m. - 1021 O Street, Room 2100 SENATE GOVERNANCE AND FINANCE, CABALLERO, Chair

Summary:
Would prohibit a county, city, or any other water well permitting agency from approving a permit for a new groundwater well or for an alteration to an existing well in a basin subject to the act and classified as medium- or high-priority unless specified conditions are met, including that it obtains a written verification, from the groundwater sustainability agency that manages the basin or area of the basin where the well is proposed to be located, determining that, among other things, the extraction by the proposed well is consistent with any sustainable groundwater management program established in any applicable groundwater sustainability plan adopted by that groundwater sustainability agency or an alternate plan approved or under review by the Department of Water Resources.

Position: Watch
Subject: Water
CALAFCO Comments: 2/15/2022: As introduced, a spot holder.

3/17/2022: As amended, this bill now seeks to add a new section into the Water Code that would require, after July 1, 2023, designated extraction facilities to procure permits from the Department of Water Resources (DWR.) Extraction facilities are defined as those located in a basin that has already been designated by DWR as subject to critical overdraft conditions. It would also define times when permits are not needed, including for "de minimis extractors" (as defined by Section 10721), for replacement extractors, when drinking water is needed by a water system for public health purposes, for habitat and wetlands conservation, for photovoltaic or wind energy generation when less than 75 acre feet of groundwater is needed annually, when required by an approved CEQA document, and for facilities constructed to ensure a sustain water supply to consolidated public water systems. This bill would also require groundwater sustainability agencies (GSAs) to develop a process for the issuance of groundwater extraction permits which considers demonstrations of need, adherence to a groundwater sustainability plan, a showing that the extraction will not contribute to an undesirable result, and other procedural requirements. Additionally, the bill would require notification to all groundwater users within one mile of the proposed groundwater extraction facility, and to the DWR when the proposed extraction is within one mile of a disadvantaged community or a domestic well user, and other procedural steps. Also allows those GSAs in a basin not designated as subject to critical conditions of overdraft to adopt an ordinance that establishes their own process, in accordance with this section, for the issuance of groundwater extraction permits, and allows imposition of fees as long as they do not exceed reasonable agency costs. DWR shall provide technical assistance to assist GSA implement this section. This bill would further amend Water Code Section 10728 to require annual reports by GSA to include information regarding the number, location, and volume of water encompassed by permits issued under this section.

Unfunded mandate, now reimbursements provided. Keyed: fiscal.

Amended 4/27/2022 to removes all provisions regarding groundwater extraction facilities, adds in provisions regarding local agencies, which are defined as cities, counties, districts, agencies, or other entities with the authority to issue a permit for a a new groundwater well or for an alteration to an existing well.

AB 2442 (Rivas, Robert D) Climate change.

Current Text: Amended: 6/22/2022 html pdf
Introduced: 2/17/2022
Last Amended: 6/22/2022
Status: 6/22/2022-From committee chair, with author's amendments: Amend, and re-refer to committee. Read second time, amended, and re-referred to Com. on GOV. & F.

Desk	Policy	Fiscal	Floor	Desk	**Policy**	**Fiscal**	**Floor**	**Conf. Conc.**	**Enrolled**	**Vetoed**	**Chaptered**
1st House				2nd House							

Calendar:
6/29/2022 9 a.m. - 1021 O Street, Room 2100 SENATE GOVERNANCE AND FINANCE, CABALLERO, Chair
Summary:
The California Disaster Assistance Act, requires the Director of Emergency Services to authorize the replacement of a damaged or destroyed facility, whenever a local agency and the director determine that the general public and state interest will be better served by replacing a damaged or destroyed facility with a facility that will more adequately serve the present and future public needs than would be accomplished merely by repairing or restoring the damaged or destroyed facility. Current law also authorizes the director to implement mitigation measures when the director determines that the measures are cost effective and substantially reduce the risk of future damage, hardship, loss, or suffering in any area where a state of emergency has been proclaimed by the Governor.. This bill would specify that mitigation measures for climate change and disasters related to climate, may include, but are not limited to, measures that reduce emissions of greenhouse gases and investments in natural infrastructure, as defined, including, but not limited to, the preservation of open space, improved forest management, and wildfire risk reduction measures.

Position: Watch
Subject: Ag/Open Space Protection
CALAFCO Comments: Seeks to add climate change to California Disaster Assistance Act and adds, as noted cost effective mitigation measures, the preservation of open space, improved forest management and wildfire risk reduction measures, and other investments in natural infrastructure (in line with definition of a "natural infrastructure" in GC Section 65302(g)(4)(C)(v).) Also would amend GC Sec 65302 to require General Plans to include "a set of measures designed to reduce emissions of greenhouse gases resulting in climate change, and natural features and ecosystem processes in or near identified at-risk areas threatened by the impacts attributable."

SB 12 **(McGuire D) Local government: planning and zoning: wildfires.**
Current Text: Amended: 6/6/2022 html pdf
Introduced: 12/7/2020
Last Amended: 6/6/2022
Status: 6/15/2022-June 15 set for first hearing canceled at the request of author.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf.	Enrolled	Vetoed	Chaptered
1st House				2nd House				Conc.			

Summary:
The Planning and Zoning Law requires the legislative body of a city or county to adopt a comprehensive, long-term general plan that includes various elements, including, among others, a housing element and a safety element for the protection of the community from unreasonable risks associated with the effects of various geologic and seismic hazards, flooding, and wildland and urban fires. Current law requires the housing element to be revised according to a specific schedule. Current law requires the planning agency to review and, if necessary, revise the safety element upon each revision of the housing element or local hazard mitigation plan, but not less than once every 8 years to identify new information relating to flood and fire hazards and climate adaptation and resiliency strategies applicable to the city or county that was not available during the previous revision of the safety element. Current law requires that the Office of Planning and Research, among other things, coordinate with appropriate entities, including state, regional, or local agencies, to establish a clearinghouse for climate adaptation information for use by state, regional, and local entities, as provided. This bill would require the safety element, upon the next revision of the housing element or the hazard mitigation plan, on or after July 1, 2024, whichever occurs first, to be reviewed and updated as necessary to include a comprehensive retrofit strategy to reduce the risk of property loss and damage during wildfires, as specified, and would require the planning agency to submit the adopted strategy to the Office of Planning and Research for inclusion into the above-described clearinghouse

Position: Watch
Subject: Growth Management, Planning
CALAFCO Comments: UPDATE 2/24/22: According to the author's office, they do plan to move this bill forward in 2022 and no other details are available at this time.

SB 418 **(Laird D) Pajaro Valley Health Care District.**
Current Text: Chaptered: 2/4/2022 html pdf

Introduced: 2/12/2021
Last Amended: 1/24/2022
Status: 2/4/2022-Approved by the Governor. Chaptered by Secretary of State. Chapter 1, Statutes of 2022.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	Enrolled	Vetoed	**Chaptered**
1st House				2nd House							

Summary:
Would create the Pajaro Valley Health Care District, as specified, except that the bill would authorize the Pajaro Valley Health Care District to be organized, incorporated, and managed, only if the relevant county board of supervisors chooses to appoint an initial board of directors.

Position: Watch
Subject: Special District Principle Acts
CALAFCO Comments: Gut and amended on 1/14/22, this bill forms the Pajaro Valley Health Care District within Santa Cruz and Monterey counties. The formation, done by special legislation, bypasses the LAFCo process, with language explicitly stating upon formation, LAFCo shall have authority. The bill requires that within 5 years of the date of the first meeting of the Board of Directors of the district, the board of directors shall divide the district into zones. The bill would require the district to notify Santa Cruz LAFCo when the district, or any other entity, acquires the Watsonville Community Hospital. The bill requires the LAFCo to order the dissolution of the district if the hospital has not been acquired by January 1, 2024 through a streamlined process, and requires the district to notify LAFCo if the district sells the Watsonville Community Hospital to another entity or stops providing health care services at the facility, requiring the LAFCo to dissolve the district under those circumstances in a streamlined process.

Given the hospital has filed bankruptcy and this is the only hospital in the area and serves disadvantaged communities and employs a large number of people in the area, the bill has an urgency clause.

Several amendments were added on 1/24/22 by the ALGC and SGFC all contained within Section 32498.7.

CALAFCO worked closely with the author's office, Santa Cruz County lobbyist and the Santa Cruz and Monterey LAFCos on this bill. We have requested further amendments which the Senator has agreed to take in a follow-up bill this year. Those amendments include requiring Santa Cruz LAFCo to adopt a sphere of influence for the district within 1 year of formation; the district filing annual progress reports to Santa Cruz LAFCo for the first 3 years, Santa Cruz LAFCo conducting a special study on the district after 3 years, and representation from both counties on the governing board.

The bill is sponsored by the Pajaro Valley Healthcare District Project and is not keyed fiscal.

SB 969 (Laird D) Pajaro Valley Health Care District.

Current Text: Enrolled: 6/17/2022 html pdf
Introduced: 2/10/2022
Last Amended: 3/2/2022
Status: 6/16/2022-Read third time. Passed. Ordered to the Senate. In Senate. Ordered to engrossing and enrolling.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	Floor	Conf. Conc.	**Enrolled**	**Vetoed**	**Chaptered**
1st House				2nd House							

Summary:
Current law creates the Pajaro Valley Health Care District, as specified, and authorizes the Pajaro Valley Health Care District to be organized, incorporated, and managed, only if the relevant county board of supervisors chooses to appoint an initial board of directors. Current law requires, within 5 years of the date of the first meeting of the Board of Directors of the Pajaro Valley Health Care District, the board of directors to divide the district into zones and number the zones consecutively. Existing law requires the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 to govern any organizational changes for the district after formation. Current law requires the district to notify the County of Santa Cruz local agency formation commission (LAFCO) when the district, or any other entity, acquires the Watsonville Community Hospital. Existing law requires the LAFCO to dissolve the district under certain circumstances. This bill would require the LAFCO to develop and determine a sphere of influence for the district within one year of the district's date of

formation, and to conduct a municipal service review regarding health care provision in the district by December 31, 2025, and by December 31 every 5 years thereafter.

Position: Watch
Subject: Other
CALAFCO Comments: This bill is a follow up to SB 418 (Laird) and contains some of the amendments requested by CALAFCO and Monterey and Santa Cruz LAFCos. As introduced the bill requires Santa Cruz LAFCo to adopt a sphere of influence for the district within 1 year of formation; the district filing annual progress reports to Santa Cruz LAFCo for the first 2 years, Santa Cruz LAFCo conducting a Municipal Service Review on the district every 5 years with the first being conducted by 12-31-25. Our final requested amendment, ensuring representation from both counties on the governing board, is still being worked on and not reflected in the introduced version of the bill.

SB 1405 (Ochoa Bogh R) Community service districts: Lake Arrowhead Community Service District: covenants, conditions, and restrictions: enforcement.
Current Text: Amended: 4/18/2022 html pdf
Introduced: 2/18/2022
Last Amended: 4/18/2022
Status: 6/20/2022-From consent calendar on motion of Assembly Member Seyarto. Ordered to third reading.

Desk	Policy	Fiscal	Floor	Desk	Policy	Fiscal	**Floor**	**Conf. Conc.**	**Enrolled**	**Vetoed**	**Chaptered**
1st House				2nd House							

Calendar:
6/27/2022 #42 ASSEMBLY THIRD READING FILE - SENATE BILLS
Summary:
Would authorize the Lake Arrowhead Community Services District to enforce all or part of the covenants, conditions, and restrictions for tracts within that district, and to assume the duties of the Arrowhead Woods Architectural Committee for those tracts, as provided. This bill contains other related provisions.

Position: Watch
Subject: Other

SB 1425 (Stern D) Open-space element: updates.
Current Text: Amended: 4/18/2022 html pdf
Introduced: 2/18/2022
Last Amended: 4/18/2022
Status: 6/16/2022-From committee: Do pass and re-refer to Com. on APPR. (Ayes 6. Noes 1.) (June 15). Re-referred to Com. on APPR.

Desk	Policy	Fiscal	Floor	Desk	Policy	**Fiscal**	**Floor**	**Conf. Conc.**	**Enrolled**	**Vetoed**	**Chaptered**
1st House				2nd House							

Calendar:
6/29/2022 9 a.m. - 1021 O Street, Room 1100 ASSEMBLY APPROPRIATIONS, HOLDEN, Chair
Summary:
Would require every city and county to review and update its local open-space plan by January 1, 2026. The bill would require the local open-space plan update to include plans and an action program that address specified issues, including climate resilience and other cobenefits of open space, correlated with the safety element. By imposing additional duties on local officials, the bill would create a state-mandated local program.

Position: Watch
Subject: Other

SB 1489 (Committee on Governance and Finance) Local Government Omnibus Act of 2022.
Current Text: Amended: 6/20/2022 html pdf
Introduced: 2/28/2022
Last Amended: 6/20/2022
Status: 6/20/2022-From committee with author's amendments. Read second time and amended. Re-referred to Com. on L. GOV.

Desk	Policy	Fiscal	Floor	Desk	**Policy**	**Fiscal**	**Floor**	**Conf.**	**Enrolled**	**Vetoed**	**Chaptered**

1st House	2nd House	Conc.			

Calendar:
6/29/2022 1:30 p.m. - State Capitol, Room 447 ASSEMBLY LOCAL GOVERNMENT, AGUIAR-CURRY, Chair

Summary:
Current law, including the Professional Land Surveyors' Act, the Mello-Roos Community Facilities Act of 1982, the Subdivision Map Act, provisions relating to official maps of counties and cities, and provisions relating to maps of certain special assessment districts, prescribe requirements for the identification, storage, access, and preservation of maps. This bill would revise requirements for storage, access, and preservation of maps, in connection with the above-described laws, to authorize alternative methods by which maps may be identified, kept safe and reproducible, and to which they may be referred, and would generally eliminate the requirement that they be fastened and stored in books.

Position: Watch
CALAFCO Comments: This is the Senate Governance & Finance Committee annual omnibus bill.

Total Measures: 29
Total Tracking Forms: 29

6/24/2022 8:28:01 AM