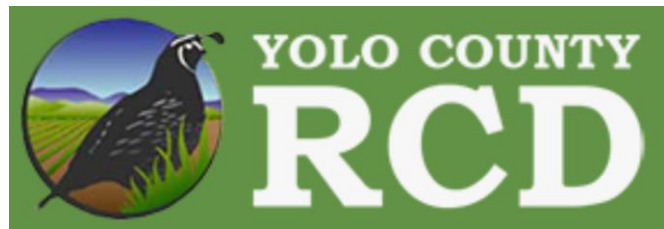


Municipal Service Review (MSR) and Sphere of Influence (SOI) Review

for the

Yolo County Resource Conservation District LAFCo No. 22-06



Yolo Local Agency Formation Commission



Adopted February 23, 2023

**YOLO LOCAL AGENCY FORMATION COMMISSION
Resolution № 2023-01**

**Adopting the Municipal Service Review and Sphere of Influence Review for the Yolo
County Resource Conservation District, and
Determine the MSR/SOI Review is Exempt from the California Environmental Quality Act
(LAFCo No. 22-06)**

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 (LAFCos) 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 LAFCo in each county shall develop and determine the sphere of influence (SOI) of each local governmental agency within the county, and enact policies designed to promote the logical and orderly development of areas within the SOI, as more fully specified in Sections 56425 et seq.; and,

WHEREAS, Section 56430 requires that LAFCos conduct a municipal service review (MSR) prior to, or in conjunction with, consideration of actions to establish or update an SOI in accordance with Sections 56076 and 56425; and,

WHEREAS, beginning in 2022, Yolo LAFCo conducted an MSR and SOI Review for the Yolo County Resources Conservation District (YCRCD); and,

WHEREAS, the LAFCo Executive Officer met with the Executive Director of the YCRCD over the course of conducting this MSR; and,

WHEREAS, based on the results of the MSR, staff has reviewed the YCRCD's existing SOI and determined that an update is not needed at this time; and,

WHEREAS, the Executive Officer set a public hearing on February 23, 2023, for consideration of the draft MSR and SOI 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 February 23, 2023, the draft MSR and SOI 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 MSR, 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 MSR and SOIs; 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 MSR.

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

- 1. Finds the proposed MSR and SOI Review exempt from the California Environmental Quality Act (CEQA) pursuant to the California Code of Regulations, Title 14, Division 6, Chapter 3 (State CEQA Guidelines) Sections 15061(b)(3) and 15320; and,
- 2. Adopts Resolution 2023-01 approving the MSR and SOI Review for the YCRCD attached hereto and incorporated herein by this reference, subject to the following findings and recommendations.

FINDINGS

- 1. Finding: Approval of the MSR and SOI Review 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 an MSR and SOI Review and all applicable Yolo LAFCo policies and adopted Standards for Evaluation. The MSR includes written determinations for the district as required by Section 56430 and makes recommendations accordingly. Staff has reviewed the existing SOI for the YCRCD and determined no update is needed at this time.

- 2. Finding: The proposed MSR and SOI Review is exempt from CEQA pursuant to Sections 15061(b)(3) and Section 15320 of the 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.” Further, Section 15320 exempts from CEQA “changes in the organization or reorganization of local governmental agencies where the changes do not change the geographical area in which previously existing powers are exercised.” Approval of the MSR does not approve any development project or result in development. The agency's SOI was reviewed, and it was determined an update is not needed at this time. The nature of YCRCD services as a conservation district does not result in development. Furthermore, no special circumstances exist that would create a reasonable possibility that approving the MSR/SOI Review would have a significant effect on the environment. Therefore, the project is exempt from CEQA and no further environmental review is necessary.

RECOMMENDATIONS

MSR Determination #6. Accountability, Structure, and Efficiencies

- 1. If finding Board members remains challenging, YCRCD could consider annexing its SOI which includes the cities to increase the candidate pool.
- 2. YCRCD received a 70% score in the 2022 Yolo Local Government Website Transparency Scorecard. Please review the report appendix to see what improvements can be made <https://www.yololafco.org/yolo-local-government-website-transparency-scorecards>.

PASSED AND ADOPTED by the Local Agency Formation Commission, County of Yolo, State of California, this 23rd day of February 2023, by the following vote:

Ayes: Alcalá, Barajas (A), Biasi, Sandy, Woods, ~~Woods~~ **DeLiberty (A)**

Nays: None

Abstentions: None


Absent: None **Frerichs, Woods**





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

SUBJECT AGENCY:

Yolo County Resource Conservation District (YCRCD)
221 W. Court Street, #1
Woodland, CA 95695
Phone: (530) 661-1688
E-mail: info@yolorcd.org

Board of Directors:

Mark Cady, Board President
Michael Turkovich, Vice President
Anya Perron-Burdick, Secretary
Miranda Driver, Director
Eric Willson, Director

Staff:

Heather Nichols, Executive Director

CONDUCTED BY:

Yolo Local Agency Formation Commission (LAFCo)
625 Court Street, Suite 107
Woodland, CA 95695
(530) 666-8048
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Commissioners:

Olin Woods, Chair, Public Member
Norma Alcala, Vice Chair, City Member
Bill Biasi, City Member
Lucas Frerichs, 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
Eric May, Commission Counsel

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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.”

Purpose of a Municipal Service Review (MSR)

The CKH Act gives LAFCo broad discretion in deciding how to conduct MSRs. The commission shall decide in the area designated for service review the county, the region, the subregion, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed. The commission may assess various alternatives for improving efficiency and affordability of infrastructure and service delivery within and contiguous to the sphere of influence, including, but not limited to, the consolidation of governmental agencies.

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 and evaluate the structure and operation of the local municipalities, service areas, and special districts and suggest ways to improve efficiency and affordability of infrastructure and service delivery. 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.
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 for cities, community services districts, county service areas, fire protection districts and reclamation districts; 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. Regular periodic updates of SOIs should be conducted every five years (§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 10-20 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.

Resource Conservation Districts

Established under California law as special districts, Resource Conservation Districts (RCDs) are a nonregulatory form of local government. They are created by the community to meet a specific need. While other special districts meet needs for fire protection, open space, or flood control, RCDs help meet the need for the protection and wise management of critical agricultural and natural resources: water and soil¹. The number of RCDs operating in California

has fluctuated over the years. In the 1940s, when the first conservation districts were established in the wake of the Dust Bowl, a strong sense of “local” prompted the creation of multiple districts within a single county, each serving a discrete area. In the early 1970s, there were more than 150 RCDs. Since then, some have consolidated their operations with other districts, and some have dissolved. In 2017, 97 RCDs were recognized within the state.

Within their geographic service areas, RCDs identify priorities for soil conservation and resource management and partner with landowners on locally led conservation. A cross between a trusted advisor and an environmental consulting firm, RCDs offer practical advice and hands-on assistance to help property owners conserve natural resources on their land. RCDs are local hubs for conservation and agriculture. They are the go-to partners for agencies like the U.S. Department of Agriculture’s Natural Resources Conservation Service and for private landowners seeking to conserve wildlife or improve water quality or soil productivity.

¹ RCDs Guidebook for Collaboration & Consolidation Department of Conservation February 2019
<https://www.conservation.ca.gov/dlrp/RCD/Documents/CDOC-guidebook-2019%20Final.pdf>

RCD Vision and Standards

The Vision and Standards grew out of work that the California Association of Resource Conservation Districts (CARCD) led, starting in 2014. CARCD worked with the California Department of Conservation (DOC), as well as leaders from RCDs from around the state, to develop a set of standards and best practices for RCDs. Their goal was to help RCDs become more relevant, excellent, and visible in the delivery of locally led conservation in their communities.

The RCD Vision and Standards outlines three “tiers” of effectiveness:

- “Tier 1” describes the minimum legal requirements all RCDs must meet under current state law. For example, Tier 1 calls for annual reports to the State Controller, ethics training for board members, adoption of Conflict-of-Interest policies, compliance with the Brown Act public meeting laws, independent yearly audits, and reporting to LAFCO, among other requirements.
- “Tier 2” and “Tier 3” go beyond the minimum legal requirements to articulate how districts could increase their effectiveness to provide better services to their communities and constituents. Tier 2 and Tier 3 districts generally have more capacity and greater sophistication.

Yolo RCD has submitted its information to the Department of Conservation to be designated a “Tier 3” RCD as a highly effective partner. As of the date of this MSR, the Department of Conservation has not issued any confirmation of tier status yet.

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.

AGENCY PROFILE

The Yolo County Resource Conservation District (YCRCD) was formed in 1977 through the consolidation of the existing Soil Conservation Districts (SCD) in Yolo County, including the Capay Valley, Western Yolo, and Northern Yolo SCDs. The YCRCD is empowered by California Public Resources Code (Division 9, Chapter 3) to provide for the control of runoff, the prevention or control of soil erosion, the development and distribution of water, and the improvement of land capabilities, including:

- Conducting surveys, investigations, and research
- Disseminating information relating to soil and water conservation and erosion stabilization
- Conducting demonstrational projects
- Providing technical assistance to private landowners
- Developing a district wide comprehensive annual and long-range work plan
- Managing soil conservation, water conservation, water distribution, flood control, erosion control, erosion prevention, and erosion stabilization projects
- Establishing standards of cropping and tillage operations and range practices
- Engaging in activities designed to promote a knowledge of the principles of resource conservation throughout the district, including educational programs for both children and adults

The Resource Conservation District works to protect, improve, and sustain the natural resources in Yolo County through collaboration with local partners. The District provides a variety of services related to resource conservation, including planning, management, project implementation, studies, monitoring, outreach, and education. The District operates like a non-profit organization, in that it is primarily funded through grants and contracts. Many of its services and projects are driven by the availability of funding.

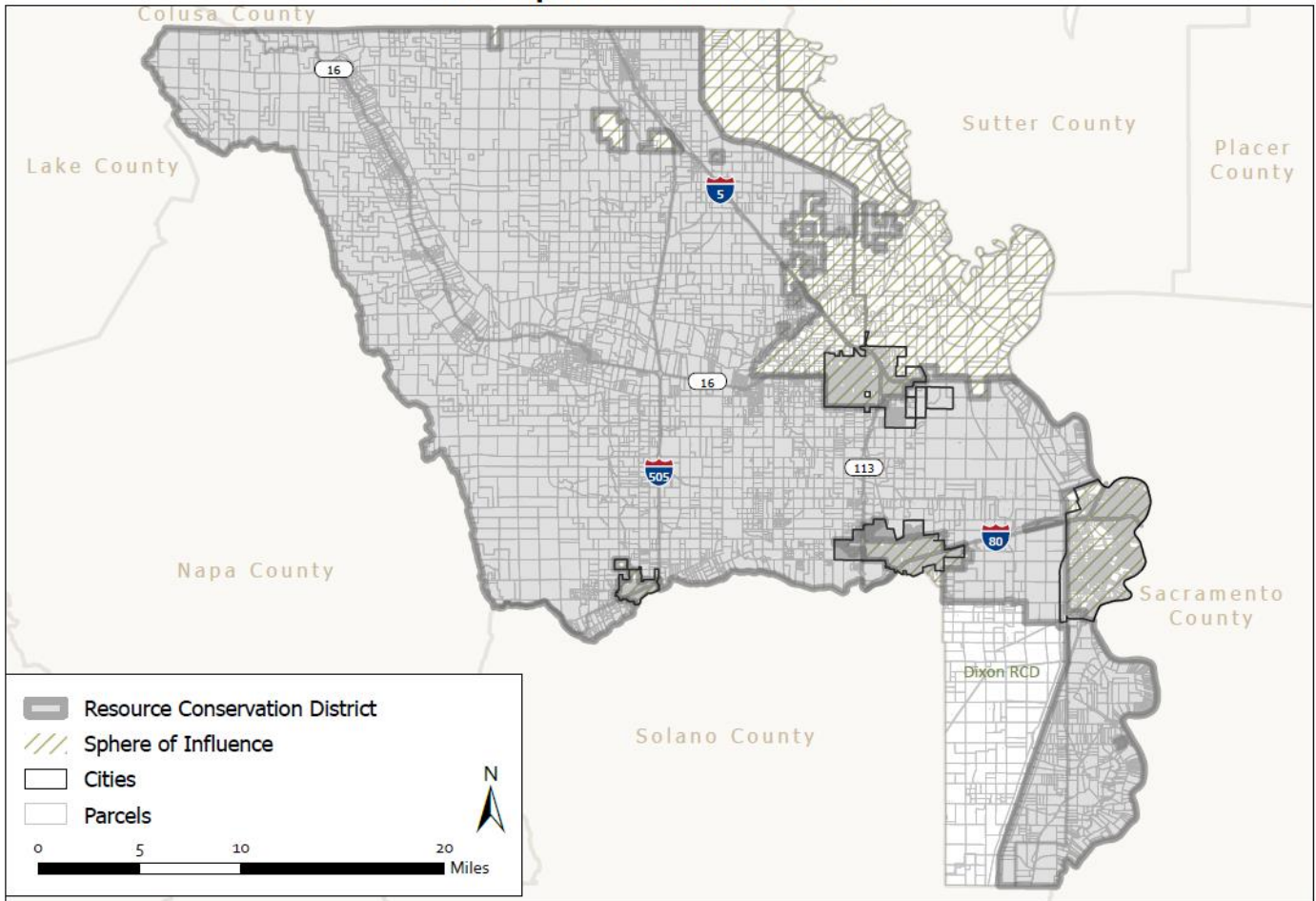
The Yolo County YCRCD is governed by a five-member Board of Directors composed of local growers and landowners. The Board members are appointed to four-year terms by the Yolo County Board of Supervisors. The District is staffed by 13 employees, including a full-time Executive Director, one full-time Office Manager, one part-time Financial Manager, five program/project managers (full and part time), four field/lab managers/technicians (full-time), and one Outreach Coordinator (full-time). The District also uses AmeriCorps volunteers for staffing resources and works closely with the USDA Natural Resources Conservation Service (NRCS) drawing on the skills and expertise of the NRCS staff as needed.

Shortly after formation of the YCRCD, the portion of the District that extended into Colusa County was detached in 1985, leaving the Yolo County YCRCD with approximately 505,000 acres. The YCRCD covers approximately 77% of the County's total 653,549 acres. The District's existing boundaries are generally bound by Napa County to the west, Colusa County to the north, and Solano County to the south. The District's eastern side is bound by the Colusa Basin Drain, the City of Woodland, Sacramento County, and the City of West Sacramento.

Generally, the District's boundary covers all territory in Yolo County, except for most of the incorporated cities, a portion of the Yolo bypass area (which is served by Dixon YCRCD), and areas currently served by reclamation districts. Historically, it was LAFCo's policy to detach land from the YCRCD upon annexation into the cities. However, in 1995 this practiced ceased because the YCRCD provides services in both urban and rural areas and works with the cities.

YCRCD's SOI was last updated in 2008 to cover all Yolo County lands outside of the District's boundaries, except for the territory served by the Dixon RCD. See the map below for greater detail.

Yolo County Resource Conservation District Boundary and Sphere of Influence



Adopted by Yolo LAFCo May 12, 2008

MUNICIPAL SERVICE REVIEW

POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

The MSR determinations checked below are potentially significant, as indicated by 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, Structure, and Efficiencies
- 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	Significant Issue	Potentially Significant	No Issue
Growth and population projections for the affected area.			
a) <i>Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Do changes in demand suggest a change in the agency's services?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

Discussion:

None.

Growth and Population MSR Determination:

Growth and Population does not significantly affect the YCRCD's service needs and demands because it works with natural resources in both rural and urban areas.

Recommendation(s):

None.

2. Disadvantaged Unincorporated Communities

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

	Significant Issue	Potentially Significant	No Issue
a) <i>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?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>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.</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

Discussion:

None.

Disadvantaged Unincorporated Communities MSR Determination:

The YCRCDC does not provide essential municipal services such as water, sewer, and structural fire protection. District natural resource services are provided notwithstanding any communities’ economic status².

Recommendation(s):

None.

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.

	Significant Issue	Potentially Significant	No Issue
a) <i>Are there any deficiencies in the infrastructure, equipment, and capacity of agency facilities to meet <u>existing</u> service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Are there any issues regarding the agency’s capacity and ability to meet the service demand of reasonably foreseeable <u>future</u> needs?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

² CALAFCO Statewide DUCs Refined GIS Layer, RSG, Inc. December 10, 2021

YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

c) *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?*

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

Discussion:

LAFCo staff is not aware of any issues with the RCD's existing or future capacity to provide services. District staff reports that its current staffing level of 13 people is adequate to keep up with its current projects, and the District is not experiencing a backlog of projects. The District operates much like a non-profit because it relies heavily on grant funding from local, state, and federal agencies. This allows the District to easily adjust its staffing capacity to reflect its current funding level and need. The District has some equipment but does not maintain any infrastructure that limits its capacity to provide services.

Most of the District's services are funded through grants or contracts, which generally include standards of service and reporting requirements. Grantors require quarterly reporting signed by the Executive Director and close out reports to ensure project milestones are achieved in alignment with funding. As noted previously, District natural resource services are provided notwithstanding any communities' economic status.

YCRCD is already working on projects related to climate adaptation and its effect on natural resources, specifically the Yolo County Fire Safe Council and Carbon Farm Planning, among others. Some of the current YCRCD projects include:

Farm and Ranch Conservation Technical Assistance

- Yolo Creek and Community Partnership
- Putah-Cache Watershed Arundo Eradication Program
- CDFA Healthy Soils Program Demonstration Project no Yolo Land & Cattle Co.
- Carbon Farm Planning

Open Space Lands Management

- Yolo Bypass Wildlife Area Lease Management
- Delta Levee Restoration Program
- City of Woodland Stormwater Retention Pond Restoration
- Capay Open Space Park Riparian Restoration

Climate Resiliency Planning, Monitoring, and Studies

- Westside Sacramento Integrated Regional Water Management Plan
- Natural and Working Lands Working Group for the Yolo County Climate Action and Adaptation Plan

Yolo County Fire Safe Council

- Community Wildfire Protection Plan
- Neighborhood Chipper Pilot Program
- Reflective Address Sign Program

Yolo County Weed Management Area

- YCWMA has a strategic plan and a Memorandum of Understanding (MOU) to promote and coordinate efforts toward the management and control of the county's noxious weeds through education and cooperation with landowners, agencies, organizations, and the general public

Capacity and Adequacy MSR Determination:

The YCRCD provides natural resource conservation services throughout and in partnership with agencies outside Yolo County. LAFCo staff has no concerns regarding the District's capacity to provide services, or the adequacy of its services.

Recommendation(s):

None.

4. Financial Ability			
Financial ability of agencies to provide services.			
	Significant Issue	Potentially Significant	No Issue
a) <i>Is the subject agency in a stable financial position, i.e. does the 5-year trend analysis indicate any issues?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>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?</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
c) <i>Is the organization's revenue sufficient 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</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) <i>Does the subject agency have a capital improvement plan (CIP)? 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 to fund it?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) <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 debt management policy, if applicable?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
f) <i>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?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
g) <i>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?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
h) <i>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?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

Discussion:

Below is the five-year financial trend for the YCRC³. The YCRC is audited every year and its Board receives quarterly financial reports. In 2021 YCRC changed accounting systems to better handle its accounting needs and now does its accounting in-house, which is why the information presented becomes more detailed in 2021 in the trend below.

**YOLO COUNTY RESOURCE CONSERVATION DISTRICT
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES**

	2018	2019	2020	2021	2022
Revenue					
Charges for Services	\$ 561,520	\$ 804,137	\$ 1,191,395	\$ 1,563,641	\$ 2,743,917
Intergovernmental Revenue	233,960	115,918	219,457	199,266	81,121
Miscellaneous Revenue	20,379	13,291	71,589	21,195	32,145
Property Taxes	20,477	21,273	22,649	24,134	24,610
Interest Income	4,979	8,996	12,533	3,704	2,036
Gain on sale of asset					1,850
Total Revenue	841,315	963,615	1,517,623	1,811,940	2,885,679
Expenditures					
Debt Service				13,286	10,383
Employee Related Expenses				8,670	8,715
Equipment Leases				269	2,159
Insurance				18,064	18,463
Interest				957	583
Memberships				2,699	2,096
Miscellaneous				23,762	20,503
Office Expense				5,157	11,001
Professional and Specialized Services				38,559	60,859
Project Costs				1,097,569	1,641,427
Rents and Utilities				26,064	24,648
Salaries and Benefits				796,387	911,597
Vehicle Expense and Maintenance				19,713	(11,755)
Total Expenditures	765,161	884,894	1,385,907	2,051,156	2,700,679
Net income (loss)	76,154	78,721	131,716	(239,216)	185,000
Beginning Fund Balance	495,540	571,695	650,415	782,131	542,915
Ending Fund Balances	\$ 571,694	\$ 650,416	\$ 782,131	\$ 542,915	\$ 727,915
Y-T-Y Change in total Fund Balances					
Amount Increase (Decrease)	\$ 76,154	\$ 78,721	\$ 131,716	\$ (239,216)	\$ 185,000
Percentage Increase (Decrease)	15.37%	13.77%	20.25%	-30.59%	34.08%

³ Yolo County Financial Data INFOR reports and the Yolo RCD Report on Audit Year Ended 2021 and 2022

YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

The YCRCDC is in a stable financial position with revenues growing commensurate with grant funded projects. Although a significant percentage of the District’s funding comes from grants, it can adjust staffing as needed utilizing some contract staff to adjust to fluctuating project needs. The 5-year trend indicates that there is a lot of funding available for natural resources services to work on climate adaptation.

The District was affected by the COVID-19 pandemic in the 20/21 fiscal year and there were negative financial implications due to staffing levels, billable hours and potential payouts for government mandated sick leave and family leave. However, it recovered in 2022.

The YCRCDC does not have significant infrastructure and assets that require a CIP. Although it does have some equipment valued at less than \$25,000 and a vehicle replacement plan. YCRCDC has no debt other than a 60-month loan beginning April 2020 at 1.90% for \$44,425 acquired for the purchase of a Toyota Tundra truck.

In 2021 YCRCDC changed accounting systems to better handle its accounting needs and now does its accounting in-house. The YCRCDC has a Finance Manager on staff. The YCRCDC Board receives quarterly financial updates.

Financial Ability MSR Determination:

The YCRCDC is financially stable even though most of its revenue comes from grant sources. The District can be flexible with staffing to adjust to grant revenue and instituted a reserve policy so that any gaps in funding can be managed.

Recommendation(s):

None.

5. Shared Services and Facilities

Status of, and opportunities for, shared facilities.

	Significant Issue	Potentially Significant	No Issue
a) <i>Are there any opportunities for the organization to share services or facilities with neighboring, overlapping, or other organizations that are not currently being utilized?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

Discussion:

None.

Shared Services MSR Determination:

YCRCDC shares staff on an as needed basis and recently shared an administrative assistant and financial manager with the Cache Creek Conservancy, but now has these positions full time. The YCRCDC does not have or need any facilities to share, although it’s current office space will not be able to accommodate a significant increase in staff.

Recommendation(s):

None.

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6. Accountability, Structure, and Efficiencies

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

	Significant Issue	Potentially Significant	No Issue
a) <i>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)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>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?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) <i>Is the agency insured or in a risk management pool to manage potential liabilities?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) <i>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?</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
e) <i>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?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
f) <i>Does the agency have 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)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
g) <i>Does the organization need to improve its public transparency via a website (see https://www.yololaftco.org/yolo-local-government-website-transparency-scorecards)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

Discussion:

The Resource Conservation District is governed by a five-member Board of Directors. Meetings are held on the third Wednesday of every month at 5:05pm in the Woodland Field Office conference room at 221 West Court St. Ste. 1, Woodland, CA. The District complies with all Brown Act requirements in publicly noticing its meetings.

The Board members are selected based on their experience as active conservation partners in the community and are appointed to four-year terms by the Yolo County Board of Supervisors. Board composition is intended to represent a broad spectrum of conservation interests and expertise. In addition to a five-member Board, the District has seven non-voting Associate Directors to provide information and expertise to the Board and attend functions on the Board's behalf. When Board positions become available, the District generally recruits from its existing pool of Associate Directors.

At this time the five-member Board is full, but the YCRCD has had difficulty recruiting Board members. This is largely due to the District boundaries not including most of the county's population base that reside in the cities. The YCRCD could annex its SOI to access more potential Board candidates. The District also uses a recruitment strategy that involves recruiting for new Board members from its existing pool of Associate Directors.

YCRCD has adopted a reserve policy and built up a reserve to allow more stable staffing considering its grant and contract funding. LAFCo is not aware of any issues regarding staff capacity and turnover.

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The District works to maintain transparency by receiving annual independent audits and producing annual adopted budgets. Yolo RCD is part of the SDRMA (Special District Risk Management Authority) risk management pool. Many of the District’s work products are made available on its website, and more information on the District can be requested through email, post, or in-person at the office. The District also produces monthly newsletters for interested parties, which provides additional information on District activities. The YCRCD’s 2022 Yolo Local Government Website Transparency Scorecard score improved to 70% this year, and there remains room for improvement.

Accountability, Structure, and Efficiencies MSR Determination:

There are no recommended changes to the YCRCD’s governance structure. If finding Board members is a problem, YCRCD could consider annexing its SOI which includes the cities to increase the candidate pool. Board members and staff are stable and capable. YCRCD obtains annual independent audits, has adequate policies, and received a 70% score in the 2022 Yolo Local Government Website Transparency Scorecard.

Recommendation(s):

- If finding Board members remains challenging, YCRCD could consider annexing its SOI which includes the cities to increase the candidate pool.
- YCRCD received a 70% score in the 2022 Yolo Local Government Website Transparency Scorecard. Please review the report appendix to see what improvements can be made: <https://www.yololafo.org/yolo-local-government-website-transparency-scorecards>.

7. Status of Previous MSR Recommendations	Significant Issue	Potentially Significant	No Issue
Any other matter related to effective or efficient service delivery, as required by commission policy.			
a) <i>Are there any recommendations from the agency’s previous MSR that have not been implemented?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Discussion:

2015 MSR Recommendations	2022 Status
1. The District should consider developing a vehicle replacement plan to ensure that adequate funding is available to replace its vehicles in a timely manner.	Completed.
2. The District does not currently have a reserve policy, and may wish to adopt a formal reserve policy that consider the various scenarios in which it may need to rely on a reserve.	Completed.
3. The District should consider expanding its financial polices to cover additional topics, such as budget preparation process, reserve and contingency funds, and debt management practices.	Completed for reserve and contingency. YCRCD has no debt.
4. The District might benefit from sharing staff positions with partner agencies when appropriate. The District currently maintains several part-time positions, but it is often difficult to recruit and maintain employees in part-time positions. In circumstance where additional staff capacity is necessary but the District cannot afford a full-time position, the District may	YCRCD shared an administrative assistant and financial manager with the Cache Creek Conservancy. Potential to share a wildfire program position with the Solano RCD.

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wish to explore opportunities to share a position with another local agency or district.	
5. The District may wish to explore the possibility of using the County’s pooled purchasing services for future vehicle purchases, if it proves to be more cost effective than purchasing separately.	In process. YCRCDC will contact the Yolo County purchasing manager to assess cost effectiveness.
6. The District should consider building a reserve specifically to help the organization maintain staff during periods of funding fluctuation, in order to increase staffing stability.	Completed.
7. The District should consider expanding the content on its website to include adopted budgets and third-party financial audits, to increase the district’s financial transparency.	Completed. Audits are posted, but not budgets.
8. LAFCo encourages the District to continue discussions with the Dixon YCRCDC regarding the possibility of transferring resource conservation work in the Yolo Bypass Wildlife Area from Dixon to Yolo, and to approach LAFCo if it would like to annex the territory at some point in the future.	Not completed yet.

Status of Previous MSR Recommendations Determination:

Most of the 2015 MSR recommendations for YCRCDC have been completed/implemented. The YCRCDC Executive Director may have an exploratory conversation with the Dixon RCD about annexing its portion of the district in Yolo County. However, she is aware the Dixon RCD is actively doing work in this area and consolidation with YCRCDC is not necessary, it would merely organize cleaner boundaries along county lines.

Recommendation(s):

None.

SPHERE OF INFLUENCE STUDY

A Sphere of Influence (SOI) is an area delineated on a map and approved by LAFCo that indicates where potential future agency annexations could be proposed. All of Yolo County not included in the YCRCDC boundary is already included in its SOI adopted in 2008 (except the Dixon RCD territory). Therefore, no SOI Update is needed.

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.