

# LOCAL AGENCY FORMATION COMMISSION OF YOLO COUNTY

## Regular Meeting AGENDA

**June 23, 2016 - 9:00 a.m.**

### **BOARD OF SUPERVISORS CHAMBERS**

625 COURT STREET, ROOM 206  
WOODLAND, CALIFORNIA 95695

### **COMMISSIONERS**

OLIN WOODS, CHAIR (PUBLIC MEMBER)  
MATT REXROAD, VICE CHAIR (COUNTY MEMBER)  
CECILIA AGUIAR-CURRY (CITY MEMBER)  
DON SAYLOR (COUNTY MEMBER)  
ROBB DAVIS (CITY MEMBER)

### **ALTERNATE COMMISSIONERS**

ROBERT RAMMING (PUBLIC MEMBER)  
JIM PROVENZA (COUNTY MEMBER)  
ANGEL BARAJAS (CITY MEMBER)

CHRISTINE CRAWFORD  
EXECUTIVE OFFICER

ERIC MAY  
COMMISSION COUNSEL

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 at [www.yololafco.org/lafco-meetings](http://www.yololafco.org/lafco-meetings).

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. All written materials received by staff 72 hours before the hearing will be distributed to the Commission. If you wish to submit written material at the hearing, please supply 10 copies.

All 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.

Any person, or combination of persons, who make expenditures for political purposes of \$1,000 or more in support of, or in opposition to, a matter heard by the Commission must disclose this fact in accordance with the Political Reform Act.

### **CALL TO ORDER**

1. Pledge of Allegiance

2. Roll Call
3. Public Comment: Opportunity for members of the public to address the Yolo County Local Agency Formation Commission (LAFCo) on subjects not otherwise on the agenda relating to LAFCo business. The Commission reserves the right to impose a reasonable limit on time afforded to any topic or to any individual speaker.

#### **CONSENT AGENDA**

4. Approve LAFCo Meeting Minutes of May 26, 2016
5. Correspondence

#### **PUBLIC HEARINGS**

6. Continued Public Hearing to consider approval of Resolution 2016-03 adopting the Municipal Service Review (MSR) and Sphere of Influence (SOI) Update for the 15 Fire Protection Districts in Yolo County (LAFCo No. S-045) and find that the MSR/SOI is exempt from the California Environmental Quality Act

#### **EXECUTIVE OFFICER'S REPORT**

7. A report by the Executive Officer on recent events relevant to the Commission and an update of Yolo LAFCo staff activity for the month. The Commission or any individual Commissioner may request that action be taken on any item listed.
  - EO Activity Report - May 23 through June 17, 2016

#### **COMMISSIONER COMMENTS**

8. Opportunity for any Commissioner to comment on issues not listed on the agenda. No action will be taken on off-agenda items unless authorized by law.

#### **CLOSED SESSION**

9. Public Employee Performance Evaluation  
(Pursuant to Government Code Section 54957)  
  
Position Title: LAFCo Executive Officer

10. Conference with Labor Negotiator(s)  
(Pursuant to Government Code Section 54957.6)

Agency designated representatives to be selected as appropriate

Unrepresented employee: LAFCo Executive Officer

## ADJOURNMENT

11. Adjourn to the next Regular LAFCo Meeting on July 28, 2016

I declare under penalty of perjury that the foregoing agenda was posted by 5:00 p.m. on June 17, 2016 at the following places:

- On the bulletin board at the east entrance of the Erwin W. Meier Administration Building, 625 Court Street, Woodland, California; and
- On the bulletin board outside the Board of Supervisors Chambers, Room 206 in the Erwin W. Meier Administration Building, 625 Court Street, Woodland, California.
- On the LAFCo website at: [www.yololafco.org](http://www.yololafco.org).

Terri Tuck, Clerk  
Yolo County LAFCo

### NOTICE

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Yolo County LAFCo  
625 Court Street, Room 203  
Woodland, CA 95695

Note: Audio for LAFCo meetings will be available the next day following conclusion of the meeting at [www.yololafco.org](http://www.yololafco.org).



Consent 4.

**LAFCO**

**Meeting Date:** 06/23/2016

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**Information**

**SUBJECT**

Approve LAFCo Meeting Minutes of May 26, 2016

**RECOMMENDED ACTION**

Approve LAFCo Meeting Minutes of May 26, 2016.

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**Attachments**

[ATT-LAFCo Minutes 05/26/16](#)

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**Form Review**

Form Started By: Terri Tuck  
Final Approval Date: 06/10/2016

Started On: 06/10/2016 10:31 AM

## **LOCAL AGENCY FORMATION COMMISSION of YOLO COUNTY**

### **MEETING MINUTES**

May 26, 2016

The Local Agency Formation Commission of Yolo County met on the 26<sup>th</sup> day of May 2016, at 9:00 a.m. in the Yolo County Board of Supervisors Chambers, 625 Court Street, Room 206, Woodland CA. Voting Members present were Chair and Public Member Olin Woods, County Members Matt Rexroad and Don Saylor, and City Members Cecilia Aguiar-Curry and Robb Davis. Others present were Alternate Public Member Robert Ramming, Executive Officer Christine Crawford, Analyst Sarah Kirchgessner, Clerk Terri Tuck, and Counsel Eric May.

#### **Item № 1      Oath of Office**

Alternate City Member Angel Barajas was sworn in prior to the meeting.

#### **Items № 2 and 3      Call To Order**

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

Commissioner Davis led the Pledge of Allegiance.

PRESENT: Aguiar-Curry, Davis, Rexroad, Saylor, Woods ABSENT: None

#### **Item № 4      Public Comments**

None

### **CONSENT**

#### **Item № 5      Approve LAFCo Meeting Minutes Of April 28, 2016**

#### **Item № 6      Receive the Watts Annexation And Sphere Of Influence Update To The Wild Wings County Service Area For information Purposes Pursuant To Government Code §56857**

#### **Item № 7      Correspondence**

**Minute Order 2016-20:** All recommended actions on Consent were approved.

Approved by the following vote:

MOTION: Davis SECOND: Aguiar-Curry  
AYES: Aguiar-Curry, Davis, Rexroad, Saylor, Woods  
NOES: None  
ABSTAIN: None  
ABSENT: None

**PUBLIC HEARING**

**Item № 8      Receive The Fiscal Year (FY) 2016/17 Final Budget, Open The Public Hearing For Comments, Close The Public Hearing, Consider And Adopt The Final LAFCo Budget For FY 2016/17**

Staff presented a revised FY 2016/17 Final Budget for Commission consideration. After a report by staff the Chair opened the Public Hearing. No one came forward and the Public Hearing was closed.

**Minute Order 2016-21:** The recommended action was approved.

Approved by the following vote:

MOTION: Rexroad SECOND: Davis  
AYES: Aguiar-Curry, Davis, Rexroad, Saylor, Woods  
NOES: None  
ABSTAIN: None  
ABSENT: None

**REGULAR**

**Item № 9      Elect A Chair And Vice Chair For The Commission To Serve A One-Year Term, Which Ends May 2017**

**Minute Order 2016-22:** Approved the recommended action, electing Chair Woods to another one-year term.

Approved by the following vote:

MOTION: Aguiar-Curry SECOND: Davis  
AYES: Aguiar-Curry, Davis, Rexroad, Saylor, Woods  
NOES: None  
ABSTAIN: None  
ABSENT: None

**Minute Order 2016-23:** Approved the recommended action, electing Vice Chair Rexroad to another one-year term.

Approved by the following vote:

MOTION: Davis SECOND: Aguiar-Curry  
AYES: Aguiar-Curry, Davis, Rexroad, Saylor, Woods  
NOES: None  
ABSTAIN: None  
ABSENT: None

**Item № 10      Executive Officer’s Report**

The Commission was given written reports of the Executive Officer’s activities for the period of April 25 through May 20, 2016, and was verbally updated on recent events relevant to the Commission.

Staff indicated that a Shared Services JPA Strategy meeting will be held on June 3, 2016. Staff will be meeting with some of the Managers Group members to work on alternative proposals to bring back to the larger working group.

Staff attended the Davis Broadband Task Force meeting last evening and a subcommittee was approved to work on a Request for Proposal for a feasibility study for the City of Davis.

Staff stated that a revised draft for the fire protection districts municipal service review (MSR) went out yesterday for public review and will be on the June 23, 2016 agenda for approval.

Additionally, staff indicated that the City of Davis MSR/SOI, including three county service areas that receive services from the City, will be released for review soon and will be on the July 28, 2016 meeting agenda.

Staff recently sent out a Survey Monkey for feedback on the Yolo Leaders meetings with 25% responding. Through the survey staff was able to find individuals willing to volunteer for the planning committee and received ideas on future topics. The responses were generally supportive of the Yolo Leaders events.

**Item № 11    Commissioner Comments**

Commissioner Aguiar-Curry announced that the new bridge in the City of Winters connecting Yolo and Solano Counties recently opened with a dedication ceremony on May 6, 2016.

**Item № 12    Adjournment**

**Minute Order 2016-24:** By order of the Chair, the meeting was adjourned at 9:08 a.m. to the next Regular LAFCo Meeting on June 23, 2016

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

ATTEST:

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Terri Tuck  
Clerk to the Commission



Consent 5.

**LAFCO**

**Meeting Date:** 06/23/2016

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**Information**

**SUBJECT**

Correspondence

**RECOMMENDED ACTION**

Receive and file the following correspondence:

- A. CALAFCO Quarterly - May 2016
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**Attachments**

[CALAFCO Quarterly-May 2016](#)

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**Form Review**

Form Started By: Terri Tuck  
Final Approval Date: 06/10/2016

Started On: 06/10/2016 10:34 AM



# News from the Board of Directors

## CALAFCO QUARTERLY

May 2016



**CALAFCO**  
University

### Conferences and Workshops Update

#### 2016 ANNUAL CONFERENCE UPDATE



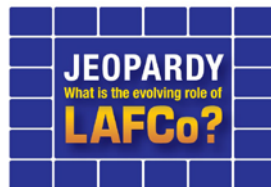
Don't forget to mark your calendars! The 2016 CALAFCO Annual Conference is set for October 26 - 28 in Santa Barbara at the beautiful Fess Parker DoubleTree. Our theme this year is *Orchards to Oceans:*

*Balancing California's Diversity.* Our host, Santa Barbara LAFCo, and the program planning committee are in the midst of creating a fabulous program. Session topics include general sessions on water, ag preservation, and state legislative overrides on LAFCo. Breakout sessions include topics such as growth & development, cutting edge LAFCo trends, AB 8, CEQA, water source alternatives, and a look at DUCs. Of course we will finish with our annual legislative update. A diverse and unique mobile workshop is being planned, as well as a fun time for Wednesday night's welcome reception and Thursday night's awards banquet.

CALAFCO wishes to thank Santa Barbara LAFCo for hosting this year's conference, program committee chair David Church, conference chair Sblend Sblendorio, and all those who volunteered to plan the program. Registration for the conference will be opening very soon.

#### 2016 STAFF WORKSHOP

This year's staff workshop was hosted by LA LAFCo and held in Universal City. With the theme of *JEOPARDY: What is the Evolving Role of LAFCo?*, we experienced a special mobile workshop panel and tour learning about the NBC Universal Evolution Plan, Alt. No. 10: No Residential Alternative. The program was a diverse combination of technical and professional development sessions, and the Thursday lunch and dinner were entertaining. Attendance was high this year and the overall rating of the Workshop was 4.9 out of 6.0. There were a total of 111 in attendance, with 38 LAFCos and 6 Associate members represented. Financially, the workshop appears to show a virtual breakeven event. (Financials will be closed with the close of the 4<sup>th</sup> Quarter.)



CALAFCO thanks LA LAFCo for hosting the workshop, Kris Berry and Marjorie Blom for assuming the lead on the program committee at various times in the planning process, and all those who volunteered to plan the program.

The 2017 Staff Workshop is set for April 5-7, 2017 at the beautiful Doubletree by Hilton in downtown Fresno. Our host for this workshop will be Fresno LAFCo.

#### CALAFCO U UPDATE

Staff will be announcing the next CALAFCO U session very soon. Watch the website and your email for details!

#### CALAFCO Technology Update

Earlier this month CALAFCO moved our email hosting service to a new provider. The transition was seamless to our members. We are still hard at work preparing our new and improved website, which will also move to a new host. The new site is more user friendly and provides greater security and reliability. We anticipate the transition to occur sometime in late June.

#### CALAFCO Board Actions

The Board met on May 6 in Sacramento and took the following administrative actions:



The quarterly financial reports were reviewed. The budget is on track for the year with no changes anticipated. Contingency fund usage is aligned with previous Board approval. All financial reports are located on the website.

The Board adopted the 2016-17 budget. Revenues are budgeted at \$432,167 which includes a projected carryover from the current fiscal year of \$49,555. Expenses are budgeted at \$426,167 which includes a contingency fund of \$20,619. The Board also approved a transfer to fund reserves of \$6,000.

The Board received a presentation from CV Strategies, the firm hired to assist us in creating an enhanced marketing message and increase conference sponsorships.

The Board also received a lengthy legislative update, and considered a request from five member LAFCos to reconsider making urgent changes to Code Section 56653. After discussing the matter, the Board directed CALAFCO staff to include this proposed amendment in the amendments being negotiated with Senator Wolk for SB 1318.

#### CALAFCO/CSDA Joint Projects

CALAFCO and CSDA have teamed up on two projects. The first is the creation of an informational guide on the formation of a special district. The document is in its final review stage and should be sent to CSDA's publication department very soon. CALAFCO thanks SR Jones (Nevada), Elliot Mulberg (Solano) and Jeff Brax (Sonoma) for being a part of that team.

The second working group is focusing on the implementation of countywide RDA oversight boards. Representing CALAFCO along Pamela Miller are Keene Simonds (Marin), José Henríquez (El Dorado) and Gary Bell (Colantuono, Highsmith & Whatley).



## CALAFCO White Papers

CALAFCO is currently working on a White Paper on SGMA implementation and the affects to LAFCo. Thank you to David Church (SLO LAFCo), John Marchand (CALAFCO Board Member), Mona Palacios (Alameda LAFCo) and BB&K for their work on this document.

CALAFCO been asked by the American Farmland Trust (AFT) to partner on a White Paper on Ag Policies. After polling the Executive Officers on the idea and the scope of the paper, CALAFCO will now work with AFT on the production of this paper.

## CALAFCO Legislative Update

As anticipated, this has been another very busy legislative year for CALAFCO. The Legislative Committee (Committee) has met every month since November. This year we are sponsoring two bills. The first is **AB 2910**, our annual Omnibus bill. Having been amended once already, there is one more set of amendments pending. The bill passed through the Assembly and is now in the Senate Governance & Finance Committee (SGFC).



The other bill CALAFCO is sponsoring is **SB 1266** (McGuire), which is the legislation that creates a direct communication link between LAFCos and JPAs. The bill requires stand-alone JPAs meeting the definition found in GC Section 56047.7 that were formed to provide municipal services and have at least one member who is a public agency to file a copy of their agreement or amendment to that agreement with the LAFCo. The bill passed the Senate and is now in the Assembly Local Government Committee (ALGC).

Other bills CALAFCO has been actively involved in include:

- ◆ **AB 2032** (Linder) **CALAFCO Support**. This bill pertains to statutes involving disincorporations. All of CALAFCO's concerns have been removed from the bill. As a result, our position has gone from Oppose to Support.
- ◆ **SB 1262** (Pavley) **CALAFCO Watch**. This bill focuses on permitting new water systems and water supply planning. CALAFCO has been actively involved in stakeholder meetings and our primary concern has been removed from the bill. We continue to maintain a **Watch** position and participate in stakeholder meetings on our remaining concerns all of which were outlined in our letter of concern to the author.
- ◆ **SB 1318** (Wolk) **CALAFCO Oppose**. This bill focuses on disadvantaged unincorporated communities (DUCs) and accessibility to safe drinking water and adequate wastewater services. A follow-up to the requirements in SB 244 (Wolk, 2011), the bill as amended on April 12, 2016,

imposes many requirements on LAFCo including conducting services reviews sufficient to cover the entire county every five years, adopt and implement plans to provide service coverage to DUCs lacking services, prohibits LAFCo from approving any service extensions or annexations unless all DUCs within the service area are provided for, and a number of other requirements – all without funding.

Despite widespread opposition, the bill was moving through the Senate, and CALAFCO saw that changes needed to be offered before the bill moved any further. After a very lengthy discussion during their April meeting, the Committee formed a subcommittee to work on potential amendments. With the help of (and much work done) by David Church (SLO), José Henríquez (El Dorado), Steve Lucas (Butte), Bill Nicholson (Merced), Paul Novak (LA) and Keene Simonds (Marin), a draft set of amendments (a virtual gut and amend to the current version) were created and presented to the Committee on May 20. After receiving more feedback, the subgroup revised the proposed amendments and presented them to the author and sponsor for consideration.

CALAFCO will continue to seek member feedback, work with stakeholders, the author and sponsor in preparing amendments that make the bill more tolerable than it is today.

Other bills for which CALAFCO has taken a position include:

- ◆ **AB 1707** (Linder) **Oppose** (now dead)
- ◆ **AB 2277** (Melendez) **Support**
- ◆ **AB 2414** (Garcia) **Oppose**
- ◆ **AB 2470** (Gonzalez) **Watch with concerns**
- ◆ **AB 2471** (Quirk) **Oppose unless amended**
- ◆ **SB 817** (Roth) **Support**
- ◆ **SB 971-972-973** (SGFC) **Support**
- ◆ **SB 1292** (Stone) **Support**

CALAFCO thanks all who serve on the Legislative Committee, and those on the Committee who volunteered to assist in subgroups for many of this year's complicated bills. A full detailed legislative tracking report can be found on the CALAFCO website in the Members Only section. We thank all of our member LAFCos who have taken the time to write position letters on these various bills. Together our voice is stronger.





## CALAFCO Associate Members' Corner



This section highlights our Associate Members. The information below is provided to CALAFCO by the Associate member upon joining the Association. All Associate member information can be found in the CALAFCO Member Directory.

We are pleased to welcome two new Silver Associate Members to CALAFCO – *Braitman & Associates* and *Meijun, LLC*.

### *Braitman & Associates*

Fresh into retirement, Bob Braitman is now a Silver Associate Member. *Braitman & Associates* services include preparing municipal service reviews and spheres of influence, the analysis of proposed boundary changes and the extension of public services proposals in support of the efforts of LAFCO staffs. You can contact Bob at [bob@braitmanconsulting.com](mailto:bob@braitmanconsulting.com).

### *Meijun, LLC*

*Meijun, LLC* provides custom programming services and business solutions related to IT. They create websites, software applications, mobile engagement platforms and provide general consulting for process improvement and streamlining information technology in the workplace. To learn more about them, visit them at [www.meijun.cc](http://www.meijun.cc) or contact Huy Ly at [hly@meijun.cc](mailto:hly@meijun.cc).



### *City of Fontana*

*City of Fontana* has been a Silver Associate member since July 27, 2006. They are responsible for managing the City's annexation program, which includes coordinating annexation meetings, meeting with landowners/developers concerning the benefits of annexation, preparing Plans for Services, overseeing preparation of environmental documents pertaining to rezoning and annexation, and presenting them to the Planning Commission, City Council and LAFCo for review and consideration. In addition, oversee the preparation of out-of-agency service agreements for sewer and other municipal services. Visit them at [www.fontana.org](http://www.fontana.org).



### *P. Scott Browne*

*Scott Browne* has been a Silver Associate member since February 27, 2007. Scott provides legal services and staff support to various LAFCOs throughout the state. He has served as a member of the CALAFCO Legislative Committee for a number of years. To learn more about the services he provides or to contact him, visit [www.scottbrowne.com](http://www.scottbrowne.com).

*CALAFCO wishes to thank all of our Associate Members for your support and partnership. We look forward to continuing to highlight our Associate Members in each Quarterly Report.*



## Around the State

### *Glenn LAFCo*

In July of 2015, a group of farmers in Glenn County petitioned Glenn LAFCo to form the first new water district in Glenn County in over 45 years. The approximately 35,000 acre district intends to manage groundwater in compliance with the Sustainable Groundwater Management Act of 2015 ("SGMA"). There remain large areas within Glenn County that are not within an existing water district. The landowners retained John Garner of Garner Law Office in Willows as well as John O'Farrell, former Sacramento LAFCo Officer, of John O'Farrell and Associates to help navigate the LAFCo process. The hearing is set for June 6, 2016. Petitioners are optimistic their effort will lead to creation of the Glenn County Ground Water Management District.

### *Los Angeles LAFCo*

At its June 8<sup>th</sup> Commission meeting, LA LAFCo will consider 19 (nineteen) proposals to exercise new or different functions or classes of services (formerly known as "activation of latent powers") to provide stormwater and dry-weather urban runoff services within the boundaries of existing County Sanitation Districts. These proposals were filed in the wake of passage of Senate Bill 485 in 2015, which enabled the Los Angeles County Sanitation Districts to provide stormwater and dry-weather urban runoff services (prior to SB 485, the existing County Sanitation District Act did not authorize sanitation districts in Los Angeles to provide these services). The Commission's consideration of these proposals is the culmination of 18 months of collaboration between staff of LA LAFCo and the County Sanitation Districts. Because this is the first such proposal to come before LA LAFCo in two decades, staff reviewed the determinations by other LAFCOs (Butte, Napa, Riverside, Sacramento and Santa Cruz) for similar proposals.

### *Merced LAFCo*

In April 2016, the Merced LAFCo Commission approved a reorganization that helped address a longstanding budget problem for the small rural Merquin Cemetery District. With the establishment of the San Joaquin Valley National Veterans Cemetery located in nearby Santa Nella in 1992, this rural district experienced a reduction in burials and in corresponding revenue. After pursuing various alternatives over two decades, a partial solution was identified through the cooperation of the neighboring Winton Cemetery District. This more urban



## LAFCo Tracks Cont'd

district which includes two cities and a fair amount of property tax growth, willingly agreed to detach 834 acres allowing the annexation of this territory into their sister cemetery district, along with the corresponding \$7,000 in annual tax receipts. This land contains a large and growing E & J Gallo Winery which has been adding millions of dollars in buildings and fermentation vats every few years – with a corresponding increase in assessed value.

While the lost property tax revenue only represents about 1% of Winton's income, it will provide a 14% increase in revenue for the Merquin Cemetery District. In return, the Winton Cemetery District Board of Directors just gets to feel good – an uncommon act of generosity among local governmental agencies in these times of national political discord. So have a glass of Gallo wine and you will be contributing to maintenance of the pastoral setting at Merquin's "Sunnyside Cemetery" and its happy occupants.

### *San Mateo*

At its March 16<sup>th</sup> meeting, San Mateo LAFCo honored Linda Craig on her retirement in January as public member on the Commission. Ms. Craig first served on the Commission as an alternate public member beginning in 1974. She made extensive contributions to the Commission's deliberations on a number of complex proposals and studies of importance to many communities, including facilitating the understanding of the Cortese-Knox-Hertzberg Act following its enactment in 2000. Commissioner Horsley commented Ms. Craig's deep understanding of the role of LAFCo begun during her service in the 1970s and developed by her participation in CALAFCO conferences and trainings, services on various LAFCo committees, and as chair.

On May 3<sup>rd</sup>, the Special District Selection Committee reappointed Joe Sheridan (Broadmoor Police Protection District) and Ric Lohman (Granada Community Services District) as special district members. In March, the Commission's Public Member Recruitment Committee received seven applications for public member for the term expiring in 2018. After conducting interviews with the applicants and careful consideration of their applications in April, the Committee selected Ann Draper as the new public member based on her broad professional experience as a city and county planner; serving as member and chair of numerous civic organizations; and her understanding of the LAFCo process from county, city, and special district perspectives. The Commission voted to appoint Ms. Draper at its May 18<sup>th</sup> meeting and looks forward to working with her.

### *Santa Cruz LAFCo*

In 2009-10, the Santa Cruz County Grand Jury issued a report titled "Up a Creek without a Financial Paddle" critical of the Lompico County Water District. The district serves 500 residential customers in the redwoods of the Santa Cruz Mountains. In 2014, the State Department of Health

identified Lompico as one the seventeen communities in the state that was most likely to run out of water during the drought. The Lompico district negotiated to reorganize into the adjacent larger San Lorenzo Valley Water District. One condition of the LAFCo-authorized reorganization is that Lompico fund \$1.75 million in infrastructure repairs and improvements. The first vote on the funding failed by one vote. The districts got a time extension from LAFCo and tried again to pass an assessment in Lompico. On May 4, 2016, the second try passed with an affirmative 79.5% of the property owners supporting the assessment. The effective date of the reorganization is expected to be June 1, 2016.

### *Sonoma LAFCo*

Sonoma LAFCo is working with fire protection agencies throughout the County to amend Spheres of Influence to synch up with a regional service model determined through a comprehensive review by the County. In addition, LAFCo will be adjudicating a detachment application filed by residents seeking to leave one of four health care districts in the County.

## Mark Your Calendars For These Upcoming CALAFCO Events



- ❖ CALAFCO Legislative Committee meeting, June 24, Conference Call
- ❖ CALAFCO Board of Directors meeting, July 29, San Diego
- ❖ CALAFCO Legislative Committee meeting, August 5, Conference Call

### Upcoming CALAFCO Conferences and Workshops

#### 2016 ANNUAL CONFERENCE

October 26 - 28

Fess Parker DoubleTree by Hilton  
Santa Barbara, CA

**Hosted by Santa Barbara LAFCo**

#### 2017 STAFF WORKSHOP

April 5 – 7

DoubleTree by Hilton Fresno Convention Center  
Fresno, CA

**Hosted by Fresno LAFCo**

#### 2017 ANNUAL CONFERENCE

October 25 – 27

Bahia Mission Bay  
San Diego, CA

**Hosted by CALAFCO**



**LAFCO**

**Meeting Date:** 06/23/2016

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**Information**

**SUBJECT**

Continued Public Hearing to consider approval of Resolution 2016-03 adopting the Municipal Service Review (MSR) and Sphere of Influence (SOI) Update for the 15 Fire Protection Districts in Yolo County (LAFCo No. S-045) and find that the MSR/SOI is exempt from the California Environmental Quality Act

**RECOMMENDED ACTION**

1. Receive consultant presentation on the Fire Protection Districts MSR/SOI updates since the April 28, 2016 meeting.
2. Open the Public Hearing for public comments on this item.
3. Close the Public Hearing.
4. Consider the information presented in the staff report and during the Public Hearing. Discuss and direct staff to make any necessary changes.
5. Find that the project is exempt from environmental review pursuant to Section 15061(b)(3).
6. Approve Resolution 2016-03 adopting the Municipal Service Review (MSR) and Sphere of Influence (SOI) Update for the 15 Fire Protection Districts in Yolo County.

**FISCAL IMPACT**

No fiscal impact. The LAFCo FY 2014/15 and 2015/16 budgets included costs for Citygate Associates to prepare the MSR/SOI study.

**BACKGROUND**

This item was initially heard at the April 28, 2016 meeting, where several representatives from various fire protection districts expressed concerns regarding the study. Consequently, the LAFCo Commission continued the item until the June meeting in order to allow staff to work with Citygate Associates on changes to the report. The changes are summarized below and are formatted in the attached revised MSR/SOI so that the changes since the April meeting can be easily tracked.

**Summary of MSR/SOI Revisions**

**ISO Ratings**

The LAFCo Commission requested Citygate Associates to include Insurance Services Office (ISO) rating information for the FPDs. A new paragraph has been included which explains the ISO rating system and the individual ratings for most of the FPDs have been added to their district profiles, as self-reported by the FPDs to LAFCo. The only districts not included are the Elkhorn FPD who has not paid to have an assessment completed and the Knights Landing FPD who did not respond to LAFCo's requests. The ISO ratings are provided in the table below and staff notes that three of the FPDs (but not all) with a rating of 2-3 are served by city fire departments (East Davis, Springlake and Winters).

<b>Fire District</b>	<b>ISO Rating</b>
Capay Valley	8
Clarksburg	5/8B
Dunnigan	6/8
East Davis	2
Elkhorn	Not Tested

Esparto	5/8B
Knights Landing	*
Madison	6
No Man's Land	9
Springlake	3/3Y
West Plainfield	4/8B
Willow Oak	3/3Y
Winters	3/3Y
Yolo	4/4Y
Zamora	9/10
* ISO Rating Not Provided by FPD	

#### Baseline Data Timeframe

In several key sections of the MSR/SOI, Citygate Associates clarified the timeframe for the data used in the analysis to distinguish between new information since the data was initially collected.

#### Missed Calls Data

Following the discussion regarding missed calls, Citygate went back to YECA and obtained additional data for the incidents classified as a missed call. Based on prior experience with other clients, Citygate had interpreted any call with a dispatch time stamp and no corresponding "enroute" or "arrival" time stamp as a missed call. With the additional data that included the incident notes as entered by the dispatcher, all of the missed calls were either CAD system tests, calls canceled prior to response, or dispatcher failure to make the appropriate enroute/arrival entries. Consequently, the missed call numbers from the prior MSR/SOI were, indeed, not accurate and have been removed from the report.

However, it was also discovered that YECA is not tracking instances when an initial dispatched FPD fails to respond to a call within the three minute policy, and must dispatch a second FPD. So there is actually no way of knowing who the underperforming districts are without manually going through the records call by call. Therefore, the revised MSR/SOI includes a new recommendation for YECA to begin collecting this data and sharing it on a regular basis with the FPDs. Citygate Associates considers a "Missed Call" to be when the responsible agency does not respond, whether or not another agency responds in its place. Thus there could be, and are reported anecdotally, missed calls in some districts for 2014.

#### Fiscal Conclusions

Citygate reworded the financial conclusions in order to improve the overall tone, but the data remains unchanged. The intent of LAFCo's analysis is to highlight potential red flags and try to help those FPDs that are surviving on scarce resources, it is not to cast aspersions. The financial assumptions represent a worst case analysis and all the assumptions will not necessarily be accurate for each district. For example, many FPDs purchase used vehicles instead of new ones, as assumed for analysis purposes. And even so, as the report highlights all of the FPDs are currently managing their resources responsibly.

#### Regional Fire Service Framework

Per the comments received at the April meeting, Citygate Associates added a reference to the Yolo County Fire Chiefs Association as an agency option to provide the cooperative regional fire service framework, in addition to the West Valley Fire Training Consortium being the initial suggestion already listed in the report.

#### Public/Agency Involvement

The revised Public Review Draft MSR/SOI was emailed to all the FPD Chiefs (and whatever emails for board members that were available) on May 25, 2016. Staff received an email from the Winters FPD providing us with a missing board member's email address. We received an email from the West Plainfield Fire Department indicating that the countywide mutual aid agreement had recently been resigned by all the agencies, to update the 2007 date in the report. Staff also received another email from Winters FPD seeking to clarify if Recommendation #7 regarding FPDs adopting written financial policies was intended to apply to the contract districts as well. Citygate Associates replied back that, yes, it was intended to apply to contract FPDs as well for some minimal policies.

LAFCo also received a more formal request from the Clarksburg FPD to obtain Citygate Associate's assumptions, analysis, methodologies, tools and data used in analyzing the District's finances. Staff provided the excel spreadsheets that were used by Citygate Associates for their financial analysis in the LAFCo study which contains this information. These spreadsheets were also provided to all the FPDs, so that everyone would have the same information. However, staff also let the FPD chiefs know that the spreadsheets were created for internal use and not necessarily user-friendly for the public. Staff also acknowledged the inherent limitations when worst case assumptions are used consistently across all the FPDs, while each district obviously will have varying financial practices at the individual level. Rather than debating the imperfections at an individual FPD level, staff is trying to focus attention back to the overall intent to provide a worst case analysis and highlight any potential red flags (as previously described in the financial conclusions section).

---

## Attachments

[ATT A-Revised FPDs MSR/SOI Resolution 2016-03 w/SOI Maps](#)

[ATT A-Ex.A-VOL 1-Revised FPDs MSR/SOI](#)

[ATT A-Ex.A-VOL 2-Map Atlas](#)

[ATT B-New FPDs MSR/SOI Correspondence](#)

[ATT C-04/28/16 Staff Report with previous Correspondence](#)

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## Form Review

### Inbox

Christine Crawford (Originator)

Form Started By: Christine Crawford

Final Approval Date: 06/14/2016

### Reviewed By

Christine Crawford

### Date

06/14/2016 11:13 AM

Started On: 06/06/2016 10:31 AM

**LOCAL AGENCY FORMATION COMMISSION OF YOLO COUNTY**

**Resolution № 2016-03**

**A Resolution Approving the  
Municipal Service Review (MSR) and Sphere of Influence (SOI) Update  
for the 15 Fire Protection Districts in Yolo County and  
Finding that the MSR/SOI is Exempt from the California Environmental Quality Act  
LAFCo Proceeding S-045**

**WHEREAS**, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (“Cortese-Knox-Hertzberg”), set forth in Government Code Sections 56000 et seq., governs the organization and reorganization of cities and special districts by local agency formation commissions established in each county, as defined and specified in Cortese-Knox-Hertzberg; and

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

**WHEREAS**, in Fiscal Years 2014/15 and 2015/16, the Yolo County Local Agency Formation Commission (LAFCo) conducted a review of the municipal services and SOI of the 15 Fire Protection Districts (FPDs) countywide; and

**WHEREAS**, based on the results of the MSR, staff has determined that an SOI update for the Knights Landing, Yolo and Zamora FPDs is warranted to remove previous SOI areas for a consolidation of these three districts that is no longer recommended; and

**WHEREAS**, staff has reviewed the MSR/SOI pursuant to the California Environmental Quality Act (CEQA) and determined that the MSR/SOI is exempt from environmental review per CEQA Guidelines Section 15061(b)(3), which indicates that where it can be seen with certainty that there is no possibility that the activity in question may have a significant adverse environmental effect, that the project can be found exempt from CEQA; and, based thereon, the Executive Officer prepared a Notice of Exemption; and

**WHEREAS**, the Executive Officer set a public hearing for April 28, 2016 for consideration of the environmental review and the draft MSR/SOI and caused notice thereof to be posted, published and mailed at the times and in the manner required by law at least twenty-one (21) days in advance of the date; and



**WHEREAS**, on April 28, 2016, the draft MSR/SOI came on regularly for hearing before LAFCo, at the time and place specified in the Notice of Public Hearing; 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 concerns were raised by representatives of the FPDs regarding the contents of the study; and

**WHEREAS**, the Commission voted to continue the hearing until June 23, 2016 in order to allow staff and the consultant ample time to address the issues raised and revise the study accordingly; and

**WHEREAS**, on May 25, 2016 a Revised Public Review Draft MSR/SOI was sent via email to all the 15 FPDs for review; and

**WHEREAS**, on June 23, 2016, the Revised Draft MSR/SOI came on a regular meeting for a public hearing before LAFCo, at the time and place specified at the April 28, 2016 meeting; and

**WHEREAS**, at said hearing, LAFCo reviewed and considered the CEQA exemption, the draft MSR and SOI Update, and the Executive Officer's Report and Recommendations; each of the policies, priorities and factors set forth in Government Code Sections 56430 et seq.; LAFCo's Guidelines and Methodology for the Preparation and Determination of Municipal Service Reviews and Spheres of Influence; 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 SOI update, including but not limited to protests and objections, the Executive Officer's report and recommendations, the environmental determinations and the service review.

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

1. Determines that the project is exempt from CEQA pursuant to CEQA Guidelines Section 15061(b)(3), which indicates that where it can be seen with certainty that there is no possibility that the activity in question may have a significant adverse environmental effect, that the project can be found exempt from CEQA; and directs the Executive Officer to file a Notice of Exemption with the County Recorder.

2. Adopts Resolution 2016-03 approving the MSR/SOI Volumes I and II for the 15 FPDs within Yolo County (Exhibit A), and adopts the following updated SOI maps, subject to the following findings and recommendations:
  - Knights Landing FPD (Map 1) to remove Yolo and Zamora from the Knights Landing Sphere of Influence,
  - Yolo FPD (Map 2) to remove Knights Landing and Zamora from the Yolo Sphere of Influence; and
  - Zamora FPD (Map 3) to remove Knights Landing and Yolo from the Zamora Sphere of Influence.

## **FINDINGS**

1. Finding: The MSR/SOI is exempt from CEQA per CEQA Guidelines Section 15061(b)(3), which indicates that where it can be seen with certainty that there is no possibility that the activity in question may have a significant adverse environmental effect, that the project can be found exempt from CEQA. Approval of the Resolution will have no environmental impacts. A Notice of Exemption will be filed with the County Recorder.

Evidence: The project includes adoption of a MSR and updated SOI maps for 3 of the 15 FPDs that are characterized as a cleanup item. The revised SOIs actually reduce the SOI area significantly so that it has less potential impact than the existing condition. This study is simply a review of municipal fire protection services, the adoption of which will not commit the districts, County, or LAFCo to changes in land use, construction, or other improvements.

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

Evidence: The project was prepared consistent with the requirements in Cortese-Knox-Hertzberg for a MSR/SOI and all applicable Yolo LAFCo policies and adopted Standards for Evaluation. The MSR/SOI includes written determinations as required by Section 56430 of Cortese-Knox-Hertzberg.

## **LAFCo RECOMMENDATIONS to FPDs**

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.
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.

3. Within available funding, fire apparatus should be considered for replacement after not more than 25 years of service life.
4. 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.
5. 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.
6. 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.
7. Dunnigan FPD should consider reducing its annual operating costs significantly in order to achieve long-term fiscal sustainability.
8. 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.
9. Clarksburg and West Plainfield FPDs should consider reducing annual expenditures, seeking additional revenues, or a combination of both to achieve long-term fiscal sustainability.
10. Esparto FPD should consider reducing the size of its fire apparatus inventory to facilitate long-term fiscal sustainability.
11. Dunnigan, Knights Landing, and Madison FPDs should consider seeking a benefit assessment to facilitate long-term fiscal viability.
12. Elkhorn, Knights Landing, Madison, and Yolo FPDs should consider seeking grant funding for apparatus replacement to facilitate long-term fiscal viability.
13. 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.
14. Esparto and Madison FPDs should consider consolidating into a single district to enhance operational and fiscal efficiencies.
15. 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.

**PASSED AND ADOPTED** by the Local Agency Formation Commission, County of Yolo, State of California, this 23<sup>rd</sup> day of June, 2016, by the following vote:

Ayes:  
Noes:  
Abstentions:  
Absent:

\_\_\_\_\_  
Olin Woods, Chair  
Yolo County Local Agency Formation Commission

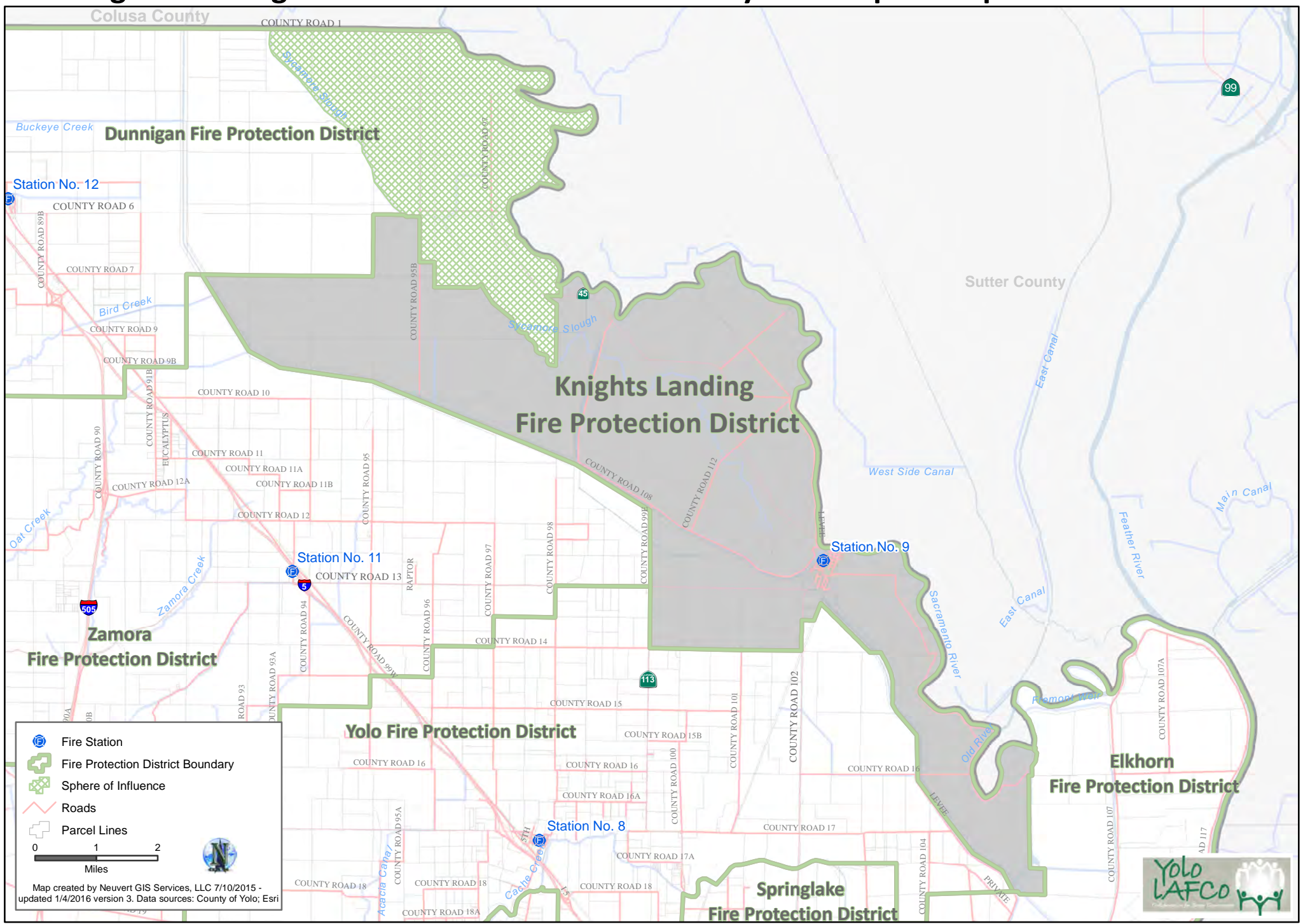
Attest:

\_\_\_\_\_  
Christine Crawford, Executive Officer  
Yolo County Local Agency Formation Commission

Approved as to form:

By: \_\_\_\_\_  
Eric May, Commission Counsel

# Knights Landing Fire Protection District Boundary and Proposed Sphere of Influence



Fire Station  
 Fire Protection District Boundary  
 Sphere of Influence  
 Roads  
 Parcel Lines

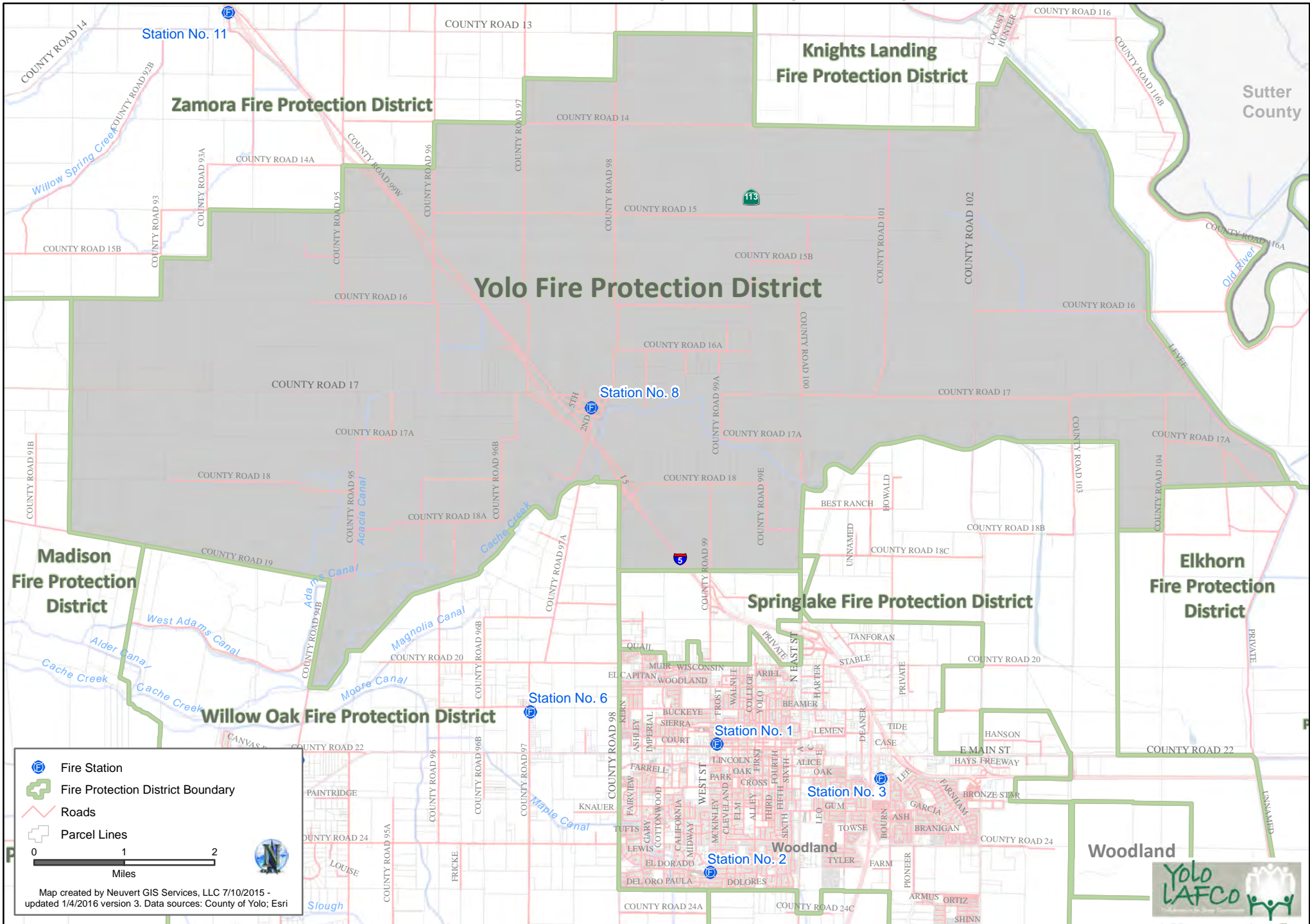
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 Miles

Map created by Neuvirt GIS Services, LLC 7/10/2015 - updated 1/4/2016 version 3. Data sources: County of Yolo; Esri



Adopted by Yolo LAFCO

# Yolo Fire Protection District Boundary and Proposed Sphere of Influence\*



- Fire Station
- Fire Protection District Boundary
- Roads
- Parcel Lines

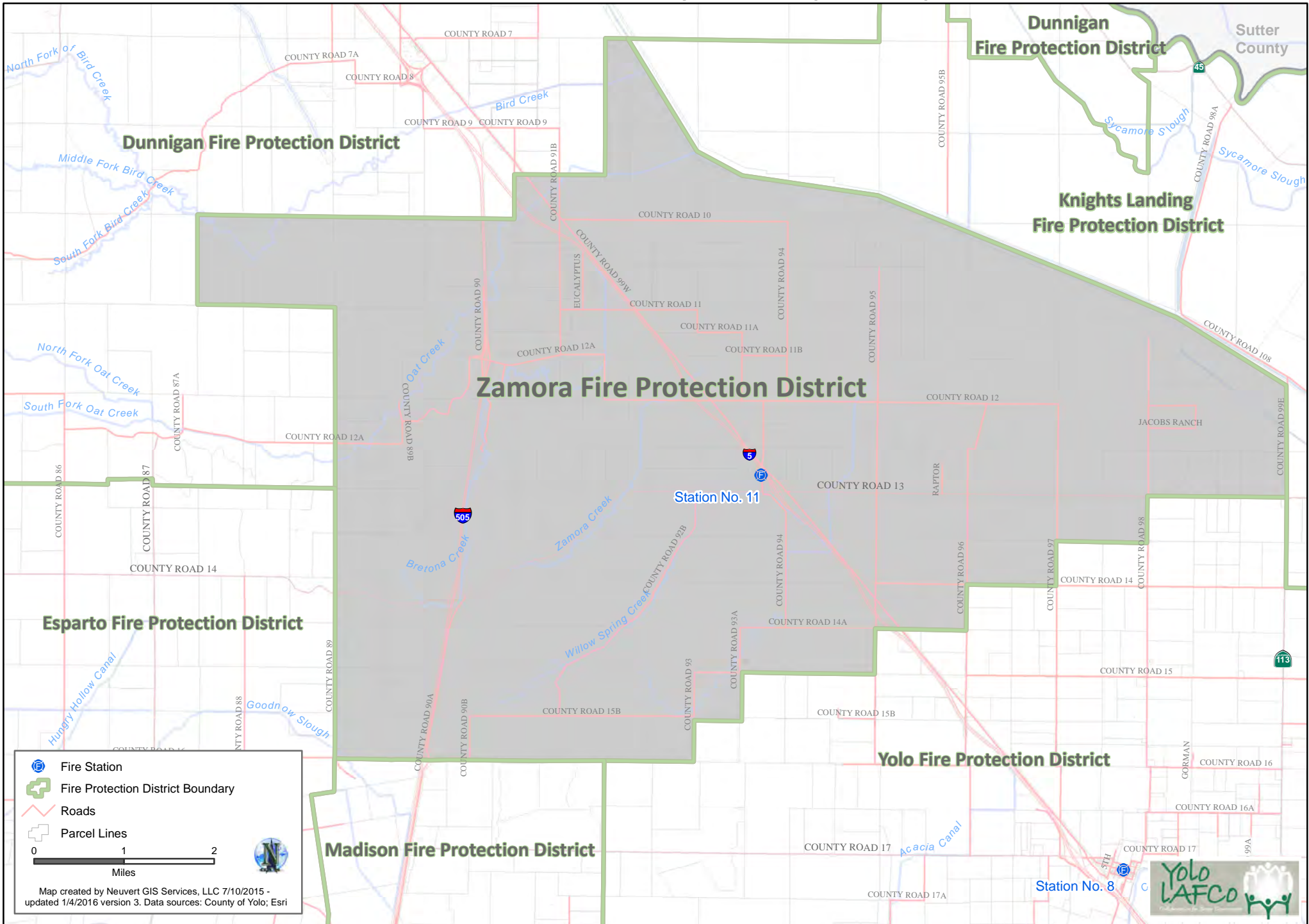
0 1 2  
Miles

Map created by Neuvirt GIS Services, LLC 7/10/2015 - updated 1/4/2016 version 3. Data sources: County of Yolo; Esri

\* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo

# Zamora Fire Protection District Boundary and Proposed Sphere of Influence\*



\* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo

Yolo Local Agency Formation Commission  
Fire Protection Districts Municipal Services Review and Sphere of Influence Study

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## **SECTION 1—EXECUTIVE SUMMARY**

The Yolo Local Agency Formation Commission (LAFCo) retained Citygate Associates, LLC to conduct a Municipal Services Review (MSR) and Sphere of Influence (SOI) study of the 15 rural unincorporated fire protection districts in Yolo County.

The Cortese-Knox-Hertzberg Act (Government Code §56425 et seq.) requires LAFCo to review and update the sphere of influence of every city and special district every five years as necessary. In addition, the act requires LAFCo to complete an MSR to develop baseline information for the SOI update, and the MSR must be completed before or in conjunction with the SOI. The statute further sets forth the form and content of the MSR, which must include the following seven elements:

1. Growth and population projections;
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence;
3. Capacity of public facilities, adequacy of public services and infrastructure needs or deficiencies;
4. Financial ability of agencies to provide services;
5. Status of, and opportunities for, shared services;
6. Accountability for community service needs, including governmental structure and operational efficiencies;
7. Any other matter related to effective or efficient service delivery.

This comprehensive study is presented in several parts including: this Executive Summary outlining the most important findings and recommendations; general MSR information; service capacity and adequacy analysis; fiscal analysis; and spheres of influence analysis. The final section on page 95 integrates all of the findings and recommendations presented throughout the report. Overall, there are 44 key findings and 17 specific action item recommendations.

### ***1.1 POLICY CHOICES FRAMEWORK***

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There are no mandatory federal or state regulations directing the level of fire service staffing, response times, or outcomes. Thus, communities “purchase” the level of fire services that they can afford, which may not always be what they desire. However, the body of regulations on the

fire service provides that if fire services are provided at all, they must be done so with the safety of the firefighters and citizens in mind.

### **1.2 GENERAL DISTRICTS PROFILE SUMMARY**

Yolo County encompasses 1,024 square miles with an unincorporated population of 24,628.<sup>1</sup> The unincorporated population is projected to increase by a very modest 1.4 percent over the next 20 years,<sup>2</sup> with a corresponding modest increase in housing units. Employment is also projected to grow 1.2 percent<sup>3</sup> countywide over the same period, with only 0.6 percent growth in the unincorporated areas.

Fifteen fire districts provide fire protection services to unincorporated Yolo County. East Davis, No Man’s Land, and Springlake Fire Protection Districts contract for services with the City of Davis and/or Woodland. Winters Fire Protection District contracts with the City of Winters. The remaining 11 districts provide direct services with volunteer staff or a combination of paid and volunteer staff.

### **1.3 SERVICE CAPACITY AND ADEQUACY ANALYSIS SUMMARY**

All 15 of the rural fire districts provide fire protection services meeting nationally recognized best practice response performance for rural service demand areas. Considering the continual challenge of maintaining an adequate volunteer roster to meet both service demand needs and training requirements, the fire protection services provided by each of the rural fire districts meet reasonable expectations for both capacity and adequacy of service as measured by service demand, population density, number of volunteers, turnout time, response time, incident staffing, missed calls, and fire apparatus and facilities.

Infrastructure deficiencies include a need for additional facility space in Elkhorn and Madison Fire Protection Districts to provide secure storage for existing fire apparatus, and replacement or renewal of fire apparatus more than 25 years old in eight of the 11 districts providing direct fire protection services.

None of the 11 districts providing direct fire protection services currently share any facilities; however, all of them except Zamora have automatic aid agreements with one or more of their neighboring fire agencies. Service reliability could be enhanced in Zamora by utilizing automatic aid agreement(s) with one or more of their neighboring fire agencies.

Deleted: Clarksburg and

Deleted: both Clarksburg and

<sup>1</sup> U.S. Census Bureau, 2014 estimated population

<sup>2</sup> Sacramento Area Council of Governments (SACOG) projection

*REVISED PUBLIC REVIEW DRAFT*

The Yolo County Fire Chiefs Association’s “No Response by Agency” policy currently calls for re-dispatch and notification of the next closest department if a district does not respond within three minutes. Service reliability could be enhanced by amending the policy to require acknowledgement of a dispatch and the ability to respond within a specified time period (e.g., 90 seconds) before the next closest department is dispatched.

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Services could be further enhanced across all districts through the creation of a cooperative countywide regional fire service framework. Under this concept, the framework agency could provide numerous services and opportunities with potential to benefit most, if not all, of the districts without loss of local control as discussed in detail in Section 6.

**1.4 FISCAL ANALYSIS SUMMARY**

Despite all of the districts having established some level of fiscal reserve and responsible fiscal management, some of the districts are likely not fiscally sustainable over the long term given current revenue and expenditure trends, particularly when replacement of capital infrastructure is considered. Citygate’s fiscal analysis concluded that each of the districts falls into one of three categories relative to its overall fiscal health and long-term fiscal sustainability as follows:

Deleted: many

1. Contract Districts

East Davis, No Man’s Land, Springlake, and Winters Fire Protection Districts are *fiscally healthy and sustainable* over the next 20 years given current revenue and expenditure trends; Springlake may require a minor adjustment of expenditures to maintain a positive reserve fund balance depending on actual revenues received.

2. Districts With Full or Partial Fiscal Capacity to Replace Capital Infrastructure

Capay Valley, Willow Oak, and Zamora are *fiscally sound and sustainable* over the next 20 years with fiscal capacity to replace their capital equipment infrastructure on a 25-year service life interval. Clarksburg is likely fiscally sustainable with a small negative fund balance in year 10 and again in years 15-19 that could be balanced with revenues in excess of current projections, a minor reduction in annual expenditures, additional revenues, or a combination of these measures. Esparto is *not fiscally sustainable* with its current fire apparatus inventory; however, it is fiscally healthy and sustainable with a smaller inventory. West Plainfield is also not fiscally sustainable due to the size of its existing capital apparatus inventory; however, the District is likely sustainable, with a smaller standardized fire apparatus inventory, a reduction in annual operating expenditures, additional revenues, or a combination of these measures.

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3. Districts Likely Needing Assistance to Ensure Fiscally Sustainability

Dunnigan is *not fiscally sustainable* even without considering capital fire apparatus replacement, and will likely need to reduce its operating costs significantly in order to ensure long-term fiscal viability.

Elkhorn, Knights Landing, Madison, and Yolo are *questionable relative to their long-term fiscal sustainability, especially when considering* capital infrastructure replacement. Given the assumptions of this analysis, these districts will likely require substantial revenue augmentation to ensure long-term fiscal sustainability including ongoing replacement of capital equipment. These districts may, however, remain fiscally viable if additional revenues are considered or realized, ongoing operational expenses are reduced where feasible and/or monitored closely to ensure long-term fiscal viability, and end-of-life-cycle capital equipment is replaced with suitable previously-owned equipment to reduce capital equipment costs.

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**1.5 ACCOUNTABILITY, STRUCTURE, AND EFFICIENCY ANALYSIS SUMMARY**

All 15 of the rural fire districts’ governing boards are currently filled, with the exception of Knights Landing, which has had a vacancy on its Board of Commissioners for the past four years.

All of the districts conduct open public business meetings as required by state law, and all districts appear to comply with the Ralph M. Brown Act and Americans with Disabilities Act with regard to meeting access. In addition, all of the districts appear to comply with the provisions of the California Public Records Act relative to public access to public agency information and records.

East Davis, No Man’s Lands, Springlake, and Winters Fire Protection Districts contract for services with an adjacent or nearby career-staffed city fire department. The remaining 11 districts provide direct fire services to their respective jurisdiction. These districts are minimally staffed with volunteer personnel, or a combination of paid and volunteer personnel, and meet nationally recognized best practice response performance for rural service demand areas except for a relatively low percentage of missed calls. Despite a continual challenge to maintain a sufficient roster of volunteer firefighters able to respond to emergencies and meet training requirements, the services provided by these districts also meet reasonable expectations for both capacity and adequacy of service as measured by service demand, population density, number of volunteers, turnout time, response time, incident staffing, missed calls, fire apparatus types, and facilities.



Due to the large geographic service areas of the districts and fire station facility siting, there are no immediate opportunities to enhance service effectiveness or efficiency through shared facilities. Service effectiveness and efficiency could be enhanced in Zamora by utilizing automatic aid agreement(s) with one or more of their neighboring fire agencies. There is also potential to enhance service delivery in Knights Landing, Madison, Yolo, and Zamora through an automatic aid agreement with Dunnigan or Willow Oak for immediate response to any missed calls when on-duty staffing is available.

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Previous MSR/SOI studies have recommended consolidation of Knights Landing, Yolo, and Zamora, and boundary adjustments for Capay Valley and Esparto; however, none of the respective districts has demonstrated interest or pursued these recommendations to date. Consolidation of Esparto and Madison could provide enhanced fiscal and operational efficiencies considering their current level of operational integration.

### **1.6 SPHERES OF INFLUENCE ANALYSIS SUMMARY**

Pursuant to the findings and recommendations from *Section 4—Fiscal Analysis*, and *Section 5—Accountability, Structure, and Efficiency Analysis*, the following Sphere of Influence changes are recommended:

1. Remove Yolo FPD and Zamora FPD from the Knights Landing Sphere of Influence.
2. Remove Knights Landing and Zamora from the Yolo Sphere of Influence.
3. Remove Knights Landing and Yolo from the Zamora Sphere of Influence.

### **1.7 KEY FINDINGS AND RECOMMENDATIONS**

This study makes findings and recommendations as the various MSR/SOI elements are reviewed and analyzed. In this summary, Citygate’s key findings and recommendations are presented first for service capacity and adequacy; then for fiscal capacity/sustainability; then for accountability, structure, and efficiency; then for spheres of influence; and finally other issues. For reference purposes, the finding and recommendation numbers in this section refer to the sequential numbers in the main body of the report. Note that not all findings and recommendations that appear in the full report are listed in this Executive Summary, only those that are the most significant, in Citygate’s opinion. A comprehensive list of all findings and recommendations is provided at the end of the report.

### 1.7.1 Service Capacity and Adequacy

- Finding #2:** Service demand for all 15 districts is typical, both in volume and type, of other similar California rural, sparsely populated agricultural-based jurisdictions.
- Finding #4:** 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 #7:** Response times for all 15 districts *meet* nationally recognized best practice criteria for rural service demand zones of 14:00 minutes or less with 80 percent or better reliability.
- Finding #8:** The Yolo County Fire Chiefs Association “No Response by Agency” policy is a viable solution to any missed calls for service.
- Finding #9:** Of the districts’ aggregate inventory of 71 fire apparatus/vehicles, 53 percent are over 15 years of age, 37 percent are over 20 years of age, and 29 percent are over 25 years of age; all of the districts have one or more fire apparatus over 20 years of age.
- Finding #13:** There are no immediate opportunities to enhance fire service delivery in Yolo County through sharing of existing facilities; however, planning for future new fire facilities should include an evaluation of opportunities for shared services and/or facilities.
- Finding #14:** Services could be enhanced across all of the districts by creating a cooperative countywide regional fire service framework.

**Recommendation #1:** The Yolo County Fire Chiefs Association “No Response by Agency” 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.

**Recommendation #2:** The Yolo County Fire Chiefs Association should consider requesting that the Yolo Emergency Communications Agency (YECA) track all “missed calls” where the next closest department responds in place of the responsible fire district pursuant to the “No Response by Agency”

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[policy, and provide a regular periodic report of these incidents to the Fire Chiefs Association and those districts with missed calls for service.](#)

**Recommendation #3:** Within available funding, fire apparatus should be considered for replacement after not more than 25 years of service life.

**Deleted:** The Yolo County Fire Chiefs Association “No Response” policy could be improved by requiring acknowledgement of a dispatch and the ability to respond within a specified time period (e.g., 90 seconds) before the next closest department is dispatched.¶

### 1.7.2 Fiscal Capacity and Sustainability

**Finding #17:** There is wide variation in annual revenues among the 15 districts depending on district size, land use, assessed valuation, and whether a district has adopted a benefit assessment and/or development impact fee ordinance.

**Finding #18:** There is wide variation in annual operating expenditures among the 15 districts depending on whether a district provides direct fire protection services or contracts for those services from another agency, has paid staff, number of facilities and apparatus, and other factors.

**Finding #19:** All of the Yolo County fire districts have established some level of fiscal reserve; reserve fund balances vary widely.

**Finding #25:** A standardized district fire apparatus inventory with common design specifications and equipment could provide both fiscal and operational benefits to most districts.

**Finding #29:** East Davis, No Man’s Land, Springlake, and Winters Fire Districts, which contract for fire protection services from an adjacent or nearby city, are *fiscally healthy and sustainable* over the next 20 years based on current revenue and expenditure projections.

**Finding #30:** Capay Valley, Willow Oak, and Zamora are *fiscally sound and sustainable* over the next 20 years with fiscal capacity to replace capital equipment infrastructure on a 25-year service life interval.

**Finding #31:** Clarksburg [is likely](#) *fiscally sustainable* over the next 20 years, including fiscal capacity to replace capital equipment on a 25-year service life cycle, with some reduction of annual expenditures, additional revenues, or a combination of both.

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**Finding #32:** Given current revenue and expenditure projections, Esparto is [likely](#) not fiscally sustainable over the next 20 years with its current apparatus inventory; however,

the District would be fiscally sustainable with a smaller capital fire apparatus inventory.

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**Finding #33:** West Plainfield is likely not fiscally sustainable given current revenue and expenditure projections; however, the District would be fiscally sustainable with a smaller capital fire apparatus inventory, a reduction in annual expenditures, additional revenues, or a combination of these measures.

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**Finding #34:** Dunnigan is *not fiscally sustainable* given current revenue and expenditure projections even without capital fire apparatus replacement.

**Finding #35:** Dunnigan will require a significant reduction of annual operating expenditures, significant additional fiscal resources, or a combination of both to achieve long-term fiscal health and sustainability.

**Finding #36:** Elkhorn, Knights Landing, Madison, and Yolo are questionable relative to their long-term fiscal sustainability, without financial assistance or additional revenues to maintain capital infrastructure.

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**Finding #37:** Elkhorn could potentially achieve long-term fiscal sustainability by contracting for services with Woodland, West Sacramento, or both.

**Recommendation #6:** All of the districts (except Clarksburg, Dunnigan, West Plainfield, and Yolo 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.

**Recommendation #7:** Dunnigan should consider reducing its annual operating costs significantly in order to achieve long-term fiscal sustainability.

**Recommendation #8:** Elkhorn should consider a contract for service with Woodland and/or West Sacramento to achieve long-term fiscal sustainability and continuity of services.

### 1.7.3 Accountability, Structure, and Efficiency

**Finding #38:** No action has been taken to date on consolidations or boundary adjustment recommendations from previous MSR/SOI studies.

**Finding #39:** Consolidation of Esparto and Madison may be both fiscally and operationally practical.

**Recommendation #13:** Esparto and Madison should consider consolidating into a single district to enhance operational and fiscal efficiencies.

#### 1.7.4 Other Issues

**Finding #40:** 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.

**Recommendation #14:** 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.

#### 1.7.5 Spheres of Influence

**Finding #41:** No significant changes are anticipated to present or planned land uses within any of the 15 rural fire districts over the next 10 years.

**Finding #42:** No significant changes are anticipated to existing or planned need for public facilities and services within any of the 15 rural fire districts over the next 10 years.

**Finding #43:** No significant changes are anticipated to the current capacity of public facilities that the 15 rural fire districts provide or are authorized to provide over the next 10 years.

**Finding #44:** No significant changes are anticipated to the existence of any social or economic communities of interest within any of the 15 rural fire districts over the next 10 years.

**Recommendation #15:** Remove Yolo and Zamora from the Knights Landing Sphere of Influence.

**Recommendation #16:** Remove Knights Landing and Zamora from the Yolo Sphere of Influence.

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**Recommendation #17:** Remove Knights Landing and Yolo from the Zamora Sphere of Influence.

## **SECTION 2—GENERAL STUDY INFORMATION**

### ***2.1 ROLE AND RESPONSIBILITY OF LAFCO***

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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, efficiently providing 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 “one 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; 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 their broader county area, and MSRs provide the near-term and long-term time-relevant data to inform LAFCo’s SOI determinations.

### ***2.2 PURPOSE OF A MUNICIPAL SERVICES REVIEW***

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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, however, 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. The purpose of a Municipal Services Review (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:

- ◆ Growth and population projections for the affected area;
- ◆ The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence;
- ◆ 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;
- ◆ Financial ability of agencies to provide services;
- ◆ Status of, and opportunities for, shared facilities;
- ◆ Accountability for community service needs, including governmental structure and operational efficiencies; and
- ◆ Any other matter related to effective or efficient service delivery, as required by commission policy.

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

### **2.3 PURPOSE OF A SPHERE OF INFLUENCE**

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 21<sup>st</sup> 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 MSR 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 MSR (§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.

#### **2.4 DISADVANTAGED UNINCORPORATED COMMUNITIES**

SB 244 (Chapter 513, Statutes of 2011) made changes to the CKH Act related to “disadvantaged unincorporated communities,” including the addition of SOI determination #5 listed above. Disadvantaged unincorporated communities, or “DUCs,” are inhabited territories (containing 12 or more registered voters) where the annual median household income is less than 80 percent of the statewide annual median household income.

In March 2012, LAFCo adopted a “Policy for the Definition of ‘Inhabited Territory’ for the implementation of SB 244 regarding Disadvantaged Unincorporated Communities.” This policy identified 21 unincorporated communities within Yolo County as “Inhabited Territories,” but not necessarily disadvantaged communities for the purposes of implementing SB 244.

CKH Act Section 56375(a)(8)(A) prohibits LAFCo from approving a city annexation of more than 10 acres if a DUC is contiguous to the annexation territory but not included in the proposal, unless an application to annex the DUC has been filed with LAFCo. The legislative intent is to prohibit “cherry picking” by cities of tax-generating land uses while leaving out under-served, inhabited areas with infrastructure deficiencies and lack of access to reliable potable water, wastewater services, and structural fire protection. DUCs are recognized as social and economic communities of interest for purposes of recommending SOI determinations pursuant to Section 56425(c). While a select few of the 21 unincorporated communities are considered “disadvantaged” per census data regarding income levels, SB 244 is not triggered by this MSR/SOI because all 21 of these communities lie within an existing fire protection district and have structural fire protection.

## **2.5 ORGANIZATION OF THIS 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 MSR and SOI determinations. 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 adopted Yolo LAFCo local policies and procedures. This report:

- ◆ 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.

## **2.6 POPULATION AND PROJECTED GROWTH**

Located just west of Sacramento, Yolo County encompasses 1,024 square miles with an unincorporated population of 24,628.<sup>3</sup> The unincorporated population is projected to increase by a very modest 1.4 percent over the next 20 years,<sup>4</sup> with a corresponding modest increase in

<sup>3</sup> U.S. Census Bureau, 2014 estimated population

<sup>4</sup> Sacramento Area Council of Governments (SACOG) projection

housing units. Employment is also projected to grow 1.2 percent<sup>3</sup> countywide over the same period, with only 0.6 percent growth in the unincorporated areas.

The Yolo County General Plan<sup>5</sup> emphasizes continued dedication to protecting and enhancing its rich agricultural-based economy and open spaces by directing residential growth to the established cities of Davis, Woodland, West Sacramento, and Winters, and smaller rural communities including Clarksburg, Dunnigan-Knight's Landing, and Esparto-Capay.

## **2.7 DISTRICT PROFILES**

This section describes the location, population, projected growth, history, and services provided by the 15 fire protection districts within Yolo County as follows:

1. Capay Valley Fire Protection District
2. Clarksburg Fire Protection District
3. Dunnigan Fire Protection District
4. East Davis Fire Protection District
5. Elkhorn Fire Protection District
6. Esparto Fire Protection District
7. Knights Landing Fire Protection District
8. Madison Fire Protection District
9. No Man's Land Fire Protection District
10. Springlake Fire Protection District
11. West Plainfield Fire Protection District
12. Willow Oak Fire Protection District
13. Winters Fire Protection District
14. Yolo Fire Protection District
15. Zamora Fire Protection District

Figure 1, provided by Yolo LAFCo, illustrates the general location and boundaries of each of the 15 rural fire districts in Yolo County.

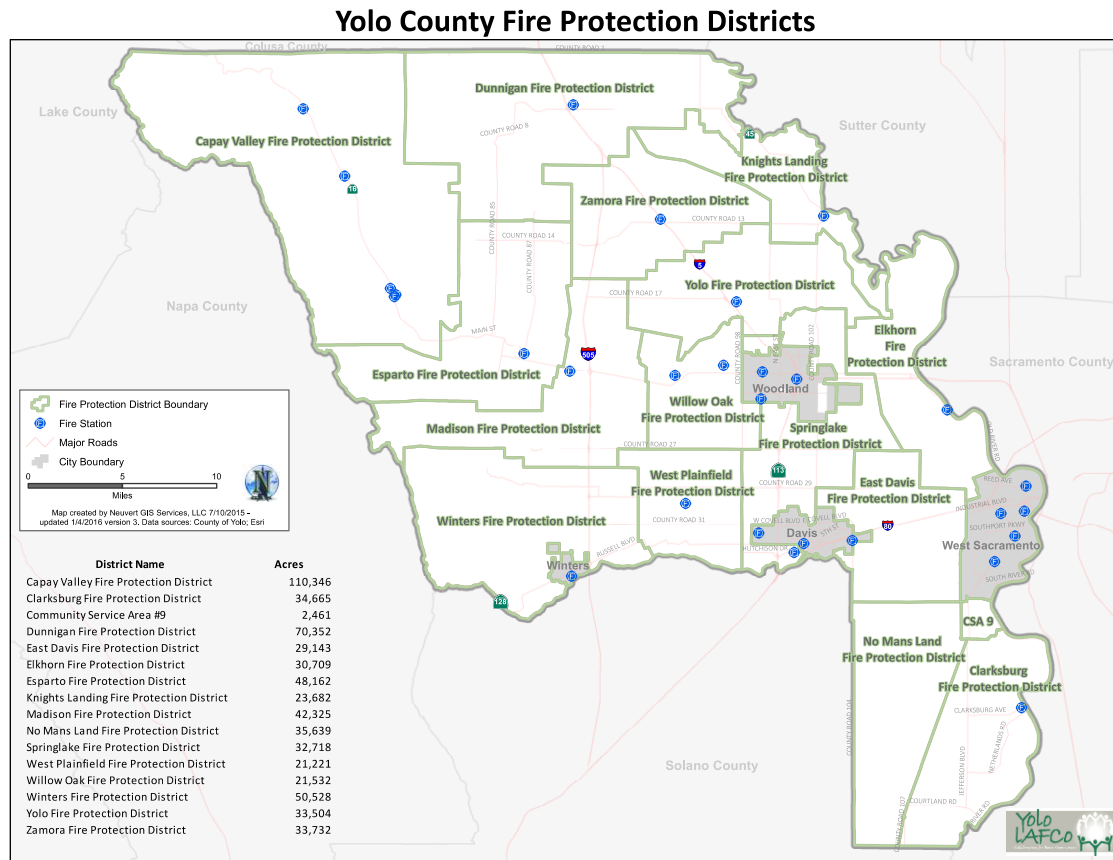
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<sup>5</sup> County of Yolo 2030 Countywide General Plan (November, 2009)

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**Figure 1—Yolo County Fire Protection Districts**



**Insurance Services Office Public Protection Classification Program**

The Insurance Services Office (ISO) is a leading source of risk information for the insurance industry. Its Public Protection Classification (PPC) program evaluates community fire protection according to a uniform set of criteria as defined in its Fire Suppression Rating Schedule (FSRS). Utilizing these evaluation criteria, ISO assigns a numeric PPC rating from 1 to 10, with Class 1 representing the highest level of fire protection, and Class 10 indicating that the area's fire suppression program does not meet minimum ISO criteria. The ISO criteria are designed to evaluate a department's ability to stop a building fire conflagration for insurance underwriting purposes. The ISO system does not address small fires, auto fires, outdoor fires, or emergency medical incidents. Nationally, one-third of all fire districts are Class 9, the lowest recognized level of public fire protection.

The ISO conducts PPC reviews and updates the community PPC rating at approximately ten-year intervals. For this study, the current ISO PPC rating is included in each district's profile below as that information was available and supplied to Citygate.

**2.7.1 Capay Valley Fire Protection District**

Located in the northwest corner of Yolo County, the Capay Valley Fire Protection District was formed on January 18, 1927 under the provisions of General Law Statutes 123, Chapter 191 to serve a largely rural area in the northwest corner of Yolo County as shown on the District map in the Map Atlas. The District was subsequently reorganized in 1966 under Section 13812.5 et seq. of the California Health and Safety code (Fire Protection District Law). The District has a Class 8 ISO PPC rating.

The primary transportation route within the District is State Highway 16, running in a generally northwest/southeast direction through the Capay Valley. All towns within the Fire Protection District lie along this highway, meaning that most of the residents are concentrated along this narrow band. The populated areas are Brooks, Guinda, Rumsey, the area around County Road 79 (historically known as Cadenasso), and a Native American reservation located on two separate sites. The unincorporated communities of Guinda and Rumsey are located within the District.

Land use within the Capay Valley is primarily agricultural, and most of the land within the District is under Williamson Act contracts. Of the permanent population within the District, estimated to be approximately 1,250, the majority lives mainly on farms or in the small towns along Highway 16. Some of the towns in the District are little more than loose groups of houses and commercial buildings, while others are typical of rural communities with small businesses, houses, and schools lining Highway 16. Nevertheless, the District lacks any significant land development beyond areas immediately adjacent to the highway. The District is also within State Responsibility Area (SRA) for wildland fires, where the California Department of Forestry and

Fire Protection (CAL FIRE) has statutory and fiscal responsibility for the prevention and suppression of wildland fires. The topography of the District is gently sloping to mountainous with elevations ranging from approximately 200 feet to 2,500 feet.

As a special district governed by an appointed five-member policy Board, the District provides fire protection and Basic Life Support (BLS) pre-hospital emergency medical services (EMS) to a current service area encompassing approximately 172 square miles with a staff of 17 Volunteer Firefighters operating from three fire stations as shown in Table 1:

**Table 1—Capay Valley FPD Facilities**

Station Number	Location	Year Built
21	13647 Highway 16, Brooks, CA	1970
22	7447 Highway 16, Guinda, CA	1940
23	3794 Highway 16, Rumsey, CA	2003

Table 2 summarizes the District’s vehicle/apparatus inventory.

**Table 2—Capay Valley FPD Apparatus**

Vehicle Identifier	Year	Manufacturer	Fire Pump Size	Station Assigned
Engine 21	2005	Chevrolet / Westates	1250 GPM	21
Engine 22	2013	HME	1000 GPM	22
Engine 23	1995	Ford / Becker	1000 GPM	23
Brush 23	2003	Becker	1000 GPM	23
Water 21	2000	Ford / Valve	750 GPM	21
Water 22	2006	Freightliner / PTI	750 GPM	22

Source: Capay Valley Fire Protection District

The District is dispatched by the Yolo Emergency Communications Agency. The District has automatic aid agreements with adjacent Esparto Fire Protection District and Yocha Dehe Fire Department, and is also a signatory to the 2007 Yolo County Mutual Aid Agreement.

**2.7.2 Clarksburg Fire Protection District**

The Clarksburg Fire Protection District was formed on December 17, 1946 pursuant to California Health and Safety Code Sections 14001 - 14594, and subsequently reorganized in



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1966 as required under Health and Safety Code Section 13812.5 et seq. Located in the southeast corner of Yolo County with boundaries that have been adjusted four times since its inception, the District currently serves an area encompassing approximately 54 square miles and a population of approximately 1,350 residents as shown on the District map in the Map Atlas. [The District has a Class 5 ISO PPC rating for those areas of the District within five road miles of the fire station and within 1,000 feet of a credible water supply, and a Class 8B rating for the remaining areas of the District.](#)

Land use within the District is predominantly agricultural with approximately 95 percent of District land under Williamson Act contracts. Clarksburg is the only town within the District, and there are approximately 70 mostly agriculture-related commercial and industrial businesses within the District. The topography of the District is generally flat. Clarksburg is also a designated inhabited unincorporated community.

As a special district governed by an appointed five-member policy Board, the District provides fire protection and Basic Life Support (BLS) pre-hospital emergency medical services with a staff of approximately 20 Volunteer Firefighters operating from a single fire station as shown in Table 3:

**Table 3—Clarksburg FPD Facilities**

Station Number	Location	Year Built
40	52902 Clarksburg Ave., Clarksburg, CA	1947

Table 4 summarizes the District’s vehicle/apparatus inventory.

**Table 4—Clarksburg FPD Apparatus**

Vehicle Identifier	Year	Manufacturer	Fire Pump Size	Station Assigned
Engine 40	2003	Westates	1500 GPM	40
Engine 240	2010	Fox Ahrens	1500 GPM	40
Grass 40	1998	Westates	750 GPM	40
Squad 40	1990	Ford	N/A	40
Water 40	1995	International	N/A	40

Source: Clarksburg Fire Protection District





The District is dispatched by the Yolo Emergency Communications Agency. The District has mutual aid agreements with adjacent West Sacramento City and Courtland Fire Protection District, and is also a signatory to the 2007 Yolo County Mutual Aid Agreement.

### **2.7.3 Dunnigan Fire Protection District**

Located on the north/central border of Yolo County, the Dunnigan Fire Protection District was formed on July 19, 1927 and subsequently reorganized in 1966 as required under Health and Safety Code Section 13812.5 et seq. The District boundaries have not changed since its inception, and the District currently serves an area encompassing approximately 110 square miles and a population of approximately 1,400 residents as shown on the District map in the Map Atlas. [The District has a Class 6 ISO PPC rating for those areas of the District within five road miles of the fire station and within 1,000 feet of a credible water supply, and a Class 8 rating for the remaining areas of the District.](#)

Land use within the District is predominantly agriculture-based with approximately 80 percent of District land under Williamson Act contracts. Dunnigan is the only town within the District, and includes most of the District’s commercial development. Dunnigan is also a designated inhabited unincorporated community. Primary transportation routes through the District include Interstate 5 that bisects the District and runs in a northwest/southeast direction, Interstate 505 that runs in a north/east direction and intersects I-5 at the south end of the town of Dunnigan, and Highway 45 that runs north/south and is situated in the eastern portion of the District. The topography of the District ranges from flat to 30-50 percent slope in the western portion of the District.

As a special district governed by an appointed five-member policy Board, the District provides fire protection and Basic Life Support (BLS) pre-hospital emergency medical services with a staff of one paid full-time and 28 Volunteer Firefighters operating from a single fire station as shown in Table 5:

**Table 5—Dunnigan FPD Facilities**

<b>Station Number</b>	<b>Location</b>	<b>Year Built</b>
12	29145 Main St., Dunnigan, CA	1970s

Table 6 summarizes the District’s vehicle/apparatus inventory.

**Table 6—Dunnigan FPD Apparatus**

Vehicle Identifier	Year	Manufacturer	Fire Pump Size	Station Assigned
Engine 12	2004	Westates	1000 GPM	12
Engine 212	2007	Westates	1250 GPM	12
Brush 12	2007	Westates	180 GPM	12
Squad 12	2004	Westates	200 GPM	12
Water 12	1998	Freightliner	750 GPM	12
Chief 1200	2009	Dodge	N/A	12
Grass 12	1988	Ford	Unknown	12

Source: Dunnigan Fire Protection District

The District is dispatched by the Yolo Emergency Communications Agency. The District has automatic aid agreements with adjacent Capay Valley Fire Protection District and the California Department of Forestry and Fire Protection (CAL FIRE) stations, and is also a signatory to the 2007 Yolo County Mutual Aid Agreement.

#### 2.7.4 East Davis Fire Protection District

The East Davis Fire Protection District was created on January 23, 1953 and subsequently reorganized in 1966 as required under Health and Safety Code Section 13812.5 et seq. Located in the southeast quadrant of Yolo County east of the City of Davis; there have been 36 detachments and 2 annexations since the District was formed. The District currently encompasses an area of 45.5 square miles with a population of approximately 1,650 residents as shown on the District map in the Map Atlas. [The District has a Class 2 ISO PPC rating.](#)

Land use within the District is mostly agricultural, with approximately 35 percent of District lands subject to Williamson Act contracts. There are four residential communities within the District, including one golf course. El Macero and Willowbank are designated inhabited unincorporated communities within the District. Primary transportation routes within the District are Interstate 80 running in an east/west direction, and Mace Boulevard that runs in a north/south direction. The topography of the District is flat.

As a special district governed by an appointed five-member policy Board, the District has contracted with the City of Davis for all-risk fire protection and pre-hospital EMS services since January 1966. Since January 2014, the City of Davis and UC Davis have shared a joint Fire Department management staff. The City of Davis provides services to East Davis FPD from

three stations with a minimum daily on-duty staff of 12 full-time career personnel as shown in Table 7.

**Table 7—City of Davis Fire Facilities**

Station Number	Location	Year Built	Minimum Daily Staffing
31	530 5 <sup>th</sup> St., Davis, CA	1965	6
32	1350 Arlington Blvd., Davis, CA	1985	3
33	425 Mace Blvd., Davis, CA	1964	3

Table 8 summarizes the City of Davis vehicle/apparatus inventory.

**Table 8—City of Davis Apparatus**

Vehicle Identifier	Year	Manufacturer	Fire Pump Size	Station Assigned
Engine 31	2011	Spartan Hi-Tech	1500 GPM	31
Engine 32	2003	Spartan Hi-Tech	1500 GPM	32
Engine 33	2012	Spartan Hi-Tech	1500 GPM	33

Source: Davis Fire Department

The Davis Police Department provides dispatch services for the City of Davis Fire Department. Davis has automatic aid agreements with UC Davis, Woodland, West Sacramento, and Dixon, and is also a signatory to the 2007 Yolo County Mutual Aid Agreement.

### 2.7.5 Elkhorn Fire Protection District

Located on the east/central border of Yolo County adjacent to the Sacramento River, the Elkhorn Fire Protection District was formed on May 24, 1965 pursuant to California Health and Safety Code Section 13801 (Fire Protection District Law of 1961). Since its formation, the District has recorded three detachments and currently serves an area encompassing approximately 48 square miles and a population of approximately 370 residents as shown on the District map in the Map Atlas. [To date, the ISO Public Protection Classification Program has not evaluated the District.](#)

Land use within the District is predominantly agricultural, with approximately 90 percent of District land subject to Williamson Act contracts. There are no established towns or residential communities within the District, and the few buildings are scattered throughout the District mostly on farms. The primary transportation routes within the District are Interstate 5 that runs in

an east/west direction through the center of the District and Old River Road that runs in a generally north/south direction along the District’s eastern boundary. The topography of the District is flat.

As a special district governed by an appointed five-member policy Board, the District provides fire protection and Basic Life Support (BLS) pre-hospital emergency medical services with a staff of approximately 6 Volunteer Firefighters operating from a single fire station as shown in Table 9:

**Table 9—Elkhorn FPD Facilities**

Station Number	Location	Year Built
47	19756 Old River Rd., West Sacramento, CA	1980s

Table 10 summarizes the District’s vehicle/apparatus inventory.

**Table 10—Elkhorn FPD Apparatus**

Vehicle Identifier	Year	Manufacturer	Fire Pump Size	Station Assigned
Engine 47	1981	Seagrave	1250 GPM	47
Engine 247	1976	GMC	1000 GPM	47
Grass 47	1983	Ford / Westates	250 GPM	47
Squad 47	1989	GMC / Westates	150 GPM	47
Squad 247	1986	Ford	N/A	47
Water 47	1978	Ford	N/A	47

Source: Elkhorn Fire Protection District

The District is dispatched by the Yolo Emergency Communications Agency. The District has automatic aid agreements with the cities of West Sacramento, Woodland, and Sacramento, and is also a signatory to the 2007 Yolo County Mutual Aid Agreement.

**2.7.6 Esparto Fire Protection District**

Organized on April 21, 1931 under general law statutes and subsequently reorganized in 1966 as required under Health and Safety Code Section 13812.5 et seq., the Esparto Fire Protection District provides fire protection and BLS pre-hospital EMS services to a 75 square mile service area with a population of approximately 2,800 as shown on the District map in the Map Atlas. [The District has a Class 5 ISO PPC rating for those areas of the District within five road miles of](#)



[the fire station and within 1,000 feet of a credible water supply, and a Class 8B rating for the remaining areas of the District.](#)

Land use within the District is primarily agricultural with most of the land under Williamson Act contracts. Primary transportation routes in the District are State Highway 16 that runs in an east/west direction and Highway E4 that runs in a north/south direction. Located on State Highway 16, Capay and Esparto are the two largest towns within the District, and they are also designated inhabited unincorporated communities containing the majority of the District’s population. There is minimal commercial or industrial development within the District. District topography is generally flat with the exception of the westernmost tip of the District that contains the Jackson Bluffs and the Blue and Rocky Ridges.

As a special district governed by an appointed five-member policy Board, the District provides services with a staff of one full-time Chief and 23 Volunteer Firefighters operating from a single fire station as shown in Table 11:

**Table 11—Esparto FPD Facilities**

Station Number	Location	Year Built
19	16960 Yolo Ave., Esparto, CA	1952

Table 12 summarizes the District’s vehicle/apparatus inventory.

**Table 12—Esparto FPD Apparatus**

Vehicle Identifier	Year	Manufacturer	Fire Pump Size	Station Assigned
Engine 19	2004	HME	N/A	19
Engine 219	2014	International	N/A	19
Engine 319	1995	Ford	N/A	19
Grass 19	1982	International	N/A	19
Squad 19	1999	Ford	N/A	19
Water 19	1995	GMC	N/A	19
Water 219	1977	Freightliner	N/A	19
Utility 19	2006	Ford	N/A	19

Source: Esparto Fire Protection District

The District is dispatched by the Yolo Emergency Communications Agency. The District has automatic aid agreements with adjacent Madison Fire Protection District and Yocha Dehe Fire Department, and is also a signatory to the 2007 Yolo County Mutual Aid Agreement.

### **2.7.7 Knights Landing Fire Protection District**

Located on the northeast border of Yolo County, the Knights Landing Fire Protection District was formed on May 11, 1942 and subsequently reorganized in 1966 as required under Health and Safety Code Section 13812.5 et seq. Since its formation, the District has had several annexations and currently serves an area of 37 square miles with a population of approximately 1,050 as shown on the District map in the Map Atlas. [The District did not provide any ISO PPC rating information.](#)

Land use within the District is primarily agricultural with approximately 67 percent under Williamson Act contracts. Knights Landing is the only town within the District, including most of the District’s commercial development. Knights Landing is also a designated Disadvantaged Unincorporated Community. There are also a few agriculture-related industrial operations within the District. Primary District travel routes include State Highway 45 that runs in a northwest/southeast direction, County Road 13 (east/west direction), County Road 98A (southwest/northeast direction), and State Highway 113 and County Road 102 (north/south direction). The topography of the District is flat.

As a special district governed by an appointed five-member policy Board, the District provides fire protection and Basic Life Support (BLS) pre-hospital emergency medical services with a staff of 15 Volunteer Firefighters operating from a single fire station as shown in Table 13:

**Table 13—Knights Landing FPD Facilities**

Station Number	Location	Year Built
9	42115 6 <sup>th</sup> St., Knights Landing, CA	N/A

Table 14 summarizes the District’s vehicle/apparatus inventory.

**Table 14—Knights Landing FPD Apparatus**

Vehicle Identifier	Year	Manufacturer	Fire Pump Size	Station Assigned
Engine 9	1997	Freightliner / Westates	1250 GPM	9
Engine 209	2009	Freightliner / HME	1250 GPM	9
Grass 9	1980	Chevrolet / Westates	750 GPM	9
Utility 9	1988	Chevrolet	N/A	9
Water 9	1974	Peterbuilt	750 GPM	9
Boat 9	1980	Aeroweld	N/A	9

Source: Knights Landing Fire Protection District

The District is dispatched by the Yolo Emergency Communications Agency. The District has automatic aid agreements with adjacent Yolo and Sutter Basin Fire Protection Districts, as well as the Robbins Volunteer Fire Department. The District is also a signatory to the 2007 Yolo County Mutual Aid Agreement.

**2.7.8 Madison Fire Protection District**

The Madison Fire Protection District was established in March 1930 and subsequently reorganized in 1961 under Health and Safety Code Section 13822.5. The District serves an area encompassing 66 square miles and a population of approximately 1,390 residents as shown on the District map in the Map Atlas. [The District has a Class 6 ISO PPC rating.](#)

Like most of the other rural districts, land use within Madison FPD is primarily agricultural with most of the land under Williamson Act contracts. The town of Madison is located in the northeast section of the District, just south of Highway 16 and less than one mile west of the intersection of Highway 16 and Interstate 505. Approximately half of the District residents live in the town of Madison, and the remainder lives on farms disbursed throughout the District. Madison is also a designated Disadvantaged Unincorporated Community. Other small population congregations are composed mostly of single-family residences and a few businesses that provide goods and services to support either the residents or the farming community. There is minimal commercial or industrial development within the District. Major roads in the area are Highway 16, which runs east/west through the middle of the eastern section of the District; and Interstate/Highway 505, which runs north/south through the entire eastern section of the District. The District’s topography ranges from flat, agricultural land in the east, to hilly land just west of



Road 87, then to mountainous land at or near the Yolo-Napa County border in the westernmost tip of the District.

As a special district governed by an appointed five-member policy Board, the District provides fire protection and Basic Life Support (BLS) pre-hospital emergency medical services with a staff of 15 Volunteer Firefighters operating from a single fire station as shown in Table 15:

**Table 15—Madison FPD Facilities**

Station Number	Location	Year Built
17	17880 Stephens St., Madison, CA	1940

Table 16 summarizes the District’s vehicle/apparatus inventory.

**Table 16—Madison FPD Apparatus**

Vehicle Identifier	Year	Manufacturer	Fire Pump Size	Station Assigned
Engine 17	2003	Freightliner / American LaFrance	1250 GPM	17
Engine 217	2008	International / Ferrara	1000 GPM	17
Grass 17	1982	International / Westates	500 GPM	17
Water 17	1986	Ford	250 GPM	17
Water 217	1982	Ford	500 GPM	17
Utility 17	2004	GMC	N/A	17
Chief 1700	2010	Chevrolet	N/A	17

Source: Madison Fire Protection District

The District is dispatched by the Yolo Emergency Communications Agency. The District has automatic aid agreements with adjacent Esparto Fire Protection District and Yocha Dehe (Cache Creek Resort) Fire Department, and is also a signatory to the 2007 Yolo County Mutual Aid Agreement.

**2.7.9 No Man’s Land Fire Protection District**

The No Man’s Land Fire Protection District was created on August 5, 1974 pursuant to California Health and Safety Code Sections 14001-14594 in response to notice from adjacent fire





agencies that they would no longer respond to calls in this unprotected area.<sup>6</sup> Initially, the City of Dixon provided fire protection services to the District for a fixed annual fee until September 1994 when the Dixon City Council voted to stop providing such services due to the District’s inability to pay for the services within the terms of the contract. The City of Davis then began providing temporary contractual fire services to the District, with a permanent 10-year contract implemented in July 1997, and subsequently renewed to date. Located in the southeast quadrant of Yolo County east of the City of Davis, the District currently encompasses an area of 55.6 square miles with a population of approximately 300 as shown on the District map in the Map Atlas. [The District has a Class 9 ISO PPC rating.](#)

Land use within the District is predominantly agricultural. There are no towns or other community centers within the District, and the District’s population is scattered on farms disbursed throughout the District. The District’s topography is flat, and the major travel route is County Road 104 (north/south direction) on the western edge of the District.

As a special district governed by an appointed five-member policy Board, the District continues to contract with the City of Davis for all-risk fire protection and pre-hospital EMS service. Since January 2014, the City of Davis and UC Davis have shared a joint Fire Department management staff. The City of Davis provides services to the District from 3 stations with a minimum daily on-duty staff of 12 full-time career personnel as shown in Table 17.

**Table 17—City of Davis Fire Facilities**

Station Number	Location	Year Built	Minimum Daily Staffing
31	530 5 <sup>th</sup> St., Davis, CA	1965	6
32	1350 Arlington Blvd., Davis, CA	1985	3
33	425 Mace Blvd., Davis, CA	1964	3

<sup>6</sup> East Davis / No Man’s Land Fire Protection Districts MSR/SOI, December 10, 2007

Table 18 summarizes the City of Davis fire apparatus inventory.

**Table 18—City of Davis Apparatus**

Vehicle Identifier	Year	Manufacturer	Fire Pump Size	Station Assigned
Engine 31	2011	Spartan Hi-Tech	1500 GPM	31
Engine 32	2003	Spartan Hi-Tech	1500 GPM	32
Engine 33	2012	Spartan Hi-Tech	1500 GPM	33

Source: Davis Fire Department

The Davis Police Department provides dispatch services for the City of Davis Fire Department. The City and UC Davis have reciprocal automatic aid agreements, and Davis City also has automatic aid agreements with Woodland, West Sacramento, and Dixon. Both agencies are also signatories to the 2007 Yolo County Mutual Aid Agreement.

### 2.7.10 Springlake Fire Protection District

The Springlake Fire Protection District was formed on July 21, 1942 by a vote of District residents, and subsequently reorganized under the County Fire Protection District in 1961. Located in central Yolo County generally between the cities of Davis and Woodland, the District has undergone numerous annexations and detachments since its formation, and currently provides fire protection and EMS services to a 51-square mile service area with a population of approximately 4,500 as shown on the District map in the Map Atlas. [The District has a Class 3 ISO PPC rating for those areas of the District within five road miles of the fire station and within 1,000 feet of a credible water supply, and a Class 3Y rating for the remaining areas of the District.](#)

Land use within the District includes a mix of residential, commercial, and industrial uses in the areas adjacent to Woodland and Davis, with the remainder of the District including predominantly agricultural uses. Binning Farms, North Davis Meadows, and West Kentucky are designated inhabited unincorporated communities within the District. District topography is flat, and primary transportation routes are State Highway 113 that runs north/south through the District, and Interstate 5 that bisects the District in an east/west direction.

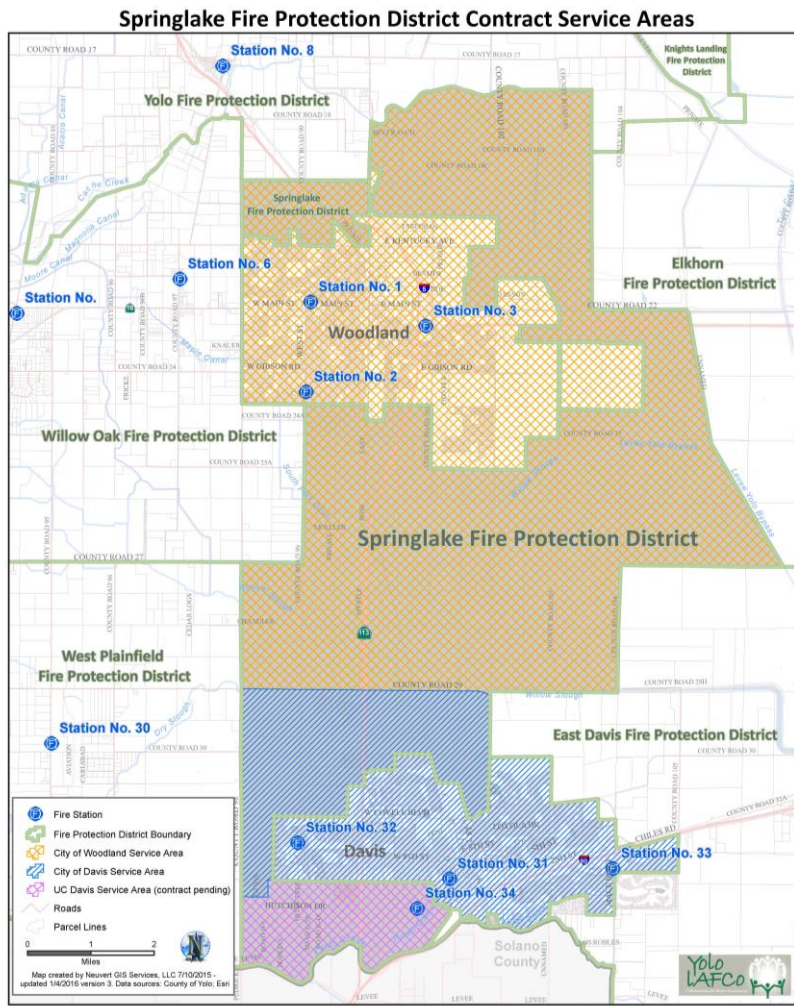
As a special district governed by an appointed five-member policy Board, the District executed a functional consolidation with the City of Woodland Fire Department in April 1982 where the City assumed ownership of the District's capital assets in exchange for contractual fire protection services from the City. In November 1985 this agreement was modified to include service only to the area of the District north of County Road 29 (Area A), and the District then contracted

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with the City of Davis for fire protection services to the area of the District south of County Road 29 (Area B), which is more proximal to Davis. In addition, the University of California Davis owns land within the southern portion of the District as shown in Figure 2, and UC Davis provides its own fire protection services from its campus Fire Department.

**Figure 2—UC Davis Property Within Springlake FPD**



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UC Davis is in the process of developing homes in its West Village area, which will generate property tax revenue. Consequently, UC Davis, Yolo County, and the Springlake Fire Protection District are working on a pass-through agreement which would pass these property tax revenues back to UC Davis so that the revenues are directed to the fire service provider and future residents will not have to pay additional fees for service.

Services for the remainder of the District are provided from the three Davis City fire stations and the three Woodland City stations as shown in Table 19:

**Table 19—Cities of Davis and Woodland Fire Facilities**

Station Number	Location	Year Built	Minimum Daily Staffing
1	101 Court St., Woodland, CA	2007	3
2	1619 West St., Woodland, CA	2005	3
3	1550 Springlake Ct., Woodland, CA	1995	7
31	530 5 <sup>th</sup> St., Davis, CA	1965	6
32	1350 Arlington Blvd., Davis, CA	1985	3
33	425 Mace Blvd., Davis, CA	1964	3

Table 20 describes the fire apparatus used to provide services to the District by the Cities of Davis and Woodland.

**Table 20—Cities of Davis and Woodland Apparatus**

Vehicle Identifier	Year	Manufacturer	Fire Pump Size	Station Assigned
Engine 1	2013	Pierce	2000 GPM	1
Engine 201	1997	HME/Westates	1500 GPM	1
Engine 2	2015	Pierce	2000 GPM	2
Grass 2	1994	Freightliner/Westates	500 GPM	2
Engine 3	2015	Pierce	2000 GPM	3
Brush 3	2015	Freightliner/Pierce	1000 GPM	3
Truck 3	2013	Pierce	N/A	3
Rescue 3	2002	HME	N/A	3
Water 3	1999	International/Westates	750 GPM	3
Engine 31	2011	Spartan Hi-Tech	1500 GPM	31
Engine 32	2003	Spartan Hi-Tech	1500 GPM	32
Engine 33	2012	Spartan Hi-Tech	1500 GPM	33

Source: Davis and Woodland Fire Departments

The City of Davis has automatic aid agreements with UC Davis, Woodland, West Sacramento, and Dixon, and the City of Woodland has automatic aid agreements with Davis, UC Davis, and Elkhorn Fire Protection District. Both cities are also signatories to the 2007 Yolo County Mutual Aid Agreement.

**2.7.11 West Plainfield Fire Protection District**

Located on the south/central border of Yolo County, the West Plainfield Fire Protection District was first organized on January 6, 1930 under the provisions of General Law statutes, and reorganized in 1966 pursuant to Health and Safety Code Section 13812.5 et seq. The District serves an area encompassing approximately 33 square miles and a population of approximately 900 residents as shown on the District map in the Map Atlas. [The District has a Class 4 ISO PPC rating for those areas of the District within five road miles of the fire station and within 1,000 feet of a credible water supply, and a Class 8B rating for the remaining areas of the District.](#)

Land use within West Plainfield is primarily agricultural with approximately 75 percent of the land under Williamson Act contracts. The Yolo County Airport is located within the District



along with several general aviation-related businesses, a parachute club, and a shooting club. There is also one elementary school and one place of worship within the District. The topography of the District is flat, and the primary transportation routes through the District include County Roads 29, 31, and Russell Boulevard running in an east/west direction, and County Roads 92E, 95, and 98 running in a north/south direction.

As a special district governed by an appointed five-member policy Board, the District provides fire protection and Basic Life Support (BLS) pre-hospital emergency medical services with a staff of two full-time career, one part-time, and 23 Volunteer Firefighters operating from a single fire station as shown in Table 21:

**Table 21—West Plainfield FPD Facilities**

Station Number	Location	Year Built
30	24901 County Road 95, Davis, CA	1967

Table 22 summarizes the District’s vehicle/apparatus inventory.

**Table 22—West Plainfield FPD Apparatus**

Vehicle Identifier	Year	Manufacturer	Fire Pump Size	Station Assigned
Engine 30	2004	HME / Westates	1250 GPM	30
Engine 230	1985	GMC / Grumman	1000 GPM	30
Brush 30	1997	Ford	60 GPM	30
Brush 230	1997	Ford	60 GPM	30
Grass 30	2015	Navistar	500 GPM	30
Water 30	2007	International	750 GPM	30
Water 230	1990	GMC	500 GPM	30

Source: West Plainfield Fire Protection District

The District is dispatched by the Yolo Emergency Communications Agency. The District has automatic aid agreements with the cities of Davis and Winters, and is also a signatory to the 2007 Yolo County Mutual Aid Agreement.

**2.7.12 Willow Oak Fire Protection District**

Formed by the Yolo County Board of Supervisors on June 7, 1937 pursuant to the District Investigation Act of 1933 and approval of qualified District electorate, the Willow Oak Fire



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Protection District encompasses 33.5 square miles with a population of approximately 4,500. Located in central Yolo County west of the City of Woodland, the District was reorganized in 1961 pursuant to Section 13822.5 of the California Health and Safety Code, and has experienced numerous detachments since its formation due to annexations to the City of Woodland. A detailed map of the District is included in the Map Atlas. [The District has a Class 3 ISO PPC rating for those areas of the District within five road miles of the fire station and within 1,000 feet of a credible water supply, and a Class 3Y rating for the remaining areas of the District.](#)

Land use within the District is primarily agricultural and agricultural-related industry with most of the land under Williamson Act contracts. There are no towns within the District, and the largest concentration of residents are the Monument Hills/Hilltop/Hillcrest area south of Highway 16 between County Roads 93 and 95 and the Wild Wings Community adjacent to the Watts-Woodland Airport. The remainder of the District’s population is dispersed on farms or ranchettes. Monument Hills and Willow Oak are designated inhabited unincorporated communities within the District. There is minimal commercial development within the District except for a few agriculture-related industrial operations. The major roads in the area are Highway 16 running east to west and County Road 98 running north to south making up most of the District’s eastern border. The District topography is flat.

As a special district governed by an appointed five-member policy Board, the District provides fire protection and Basic Life Support (BLS) pre-hospital emergency medical services with a staff of three full-time, three part-time, and 26 volunteer employees operating from two fire stations as shown in Table 23:

**Table 23—Willow Oak FPD Facilities**

Station Number	Location	Year Built	Minimum Daily Staffing
6	17535 County Road 97, Woodland, CA	1919	0
7	18111 County Road 94B, Woodland, CA	2008	1



Table 24 summarizes the District’s vehicle/apparatus inventory.

**Table 24—Willow Oak FPD Apparatus**

Vehicle Identifier	Year	Manufacturer	Fire Pump Size	Station Assigned
Engine 7	2004	HME	1250 GPM	7
Engine 206	1995	GMC	450 GPM	6
Grass 6	1999	International	450 GPM	6
Rescue 6	1996	Chevrolet	N/A	6
Water 6	1985	International	450 GPM	6
Brush 7	2010	International	1000 GPM	7
Water 7	2005	Ford	500 GPM	7

Source: Willow Oak Fire Protection District

The District is dispatched by the Yolo Emergency Communications Agency. The District has an automatic aid agreement with the adjacent City of Woodland, and is also a signatory to the 2007 Yolo County Mutual Aid Agreement.

**2.7.13 Winters Fire Protection District**

Beginning in 1991, the City of Winters contracted with the District for fire protection services, and on November 2, 2010, the District reversed the agreement by ceding title and ownership of its capital facilities and equipment to the City of Winters, the City agreeing to offer employment to all existing District employees at a comparable City wage and benefit rate, and the District contracting for fire protection and pre-hospital EMS services from the City. The District currently encompasses 79 square miles with a population of approximately 1,500 residents as shown on the District map in the Map Atlas. [The District has a Class 3 ISO PPC rating for those areas of the District within five road miles of the fire station and within 1,000 feet of a credible water supply, and a Class 3Y rating for the remaining areas of the District.](#)

Like most of the other districts, land use is predominantly agricultural and agricultural-based commercial, with most of the land under Williamson Act contracts. The District’s population is mostly scattered on farms and ranches. Primary transportation routes are Interstate 505 that bisects the eastern portion of the District in a north/south direction, State Highway 128 that bisects the southern part of the District in a southwest/northeast direction, and County Road 29 (east/west direction). The District’s topography ranges from flat in the area east of Interstate 505 to gently hilly west of Interstate 505, and mountainous in the western areas adjacent to the Napa



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County line. El Rio Villa is a designated inhabited unincorporated community within the District.

As a special district governed by an appointed five-member policy Board, the District contracts with the City of Winters for fire protection services. The City shares a Fire Department management staff with the City of Dixon, and provides contractual fire protection and BLS EMS services to the District with a staff of six full-time career and 30 volunteer personnel operating from a single fire station as shown in Table 25:

**Table 25—City of Winters Fire Facilities**

Station Number	Location	Year Built	Minimum Daily Staffing
26	700 Main St., Winters, CA	2011	3

Table 26 summarizes the City’s vehicle/apparatus inventory.

**Table 26—City of Winters Apparatus**

Vehicle Identifier	Year	Manufacturer	Fire Pump Size	Station Assigned
Engine 26	2014	Pierce	1500 GPM	26
Engine 226	1992	Ford / Westates	1000 GPM	26
OES 333	2008	HME / Westates	1250 GPM	26
Grass 26	2004	International / Westates	1000 GPM	26
Squad 26	1999	International	N/A	26
Brush 26	2015	Ford	100 GPM	26
Brush 226	1996	Ford	100 GPM	26
Water 26	2001	Kenworth	500 GPM	26
Water 226	2004	Kenworth	500 GPM	26
Utility 26	1996	Ford	N/A	26
Utility 226	2014	Polaris	N/A	26

Source: Winters Fire Department

The District is dispatched by the Yolo Emergency Communications Agency. The City has an automatic aid agreement with adjacent West Plainfield Fire Protection District. The City also has



mutual aid agreements with the City of Dixon and the Vacaville Fire Protection District, and is also a signatory to the 2007 Yolo County Mutual Aid Agreement.

### **2.7.14 Yolo Fire Protection District**

Located in the north-central area of the County north of the City of Woodland, the Yolo Fire Protection District was formed on April 3, 1939 pursuant to the 1923 Statutes of California, and reorganized in 1966 pursuant to Section 13812.5 et seq. of the California Health and Safety Code. The District boundaries have been adjusted twice since its initial formation, and it currently serves an area encompassing 52 square miles with a population of approximately 1,300 residents as shown on the District map in the Map Atlas. [The District has a Class 4 ISO PPC rating for those areas of the District within five road miles of the fire station and within 1,000 feet of a credible water supply, and a Class 4Y rating for the remaining areas of the District.](#)

The primary land use within the District is agricultural with approximately 95 percent of the land under Williamson Act contracts. Yolo, the only town within the District, contains almost half of the District population and is overwhelmingly residential in nature. It is also a designated Disadvantaged Unincorporated Community. Most of the District's commercial development is related to highway-oriented businesses and agriculture-related industrial operations.

The District's topography ranges from flat in most of the District to 30-50 percent slope in the northwest portion of the District. Primary transportation routes include Interstate 5 that bisects the District in a northwest/southeast direction, and State Highway 113 and County Road 102 that run in a north/south direction.

As an independent county district governed by an elected three-member Board of Directors, the District provides fire protection and Basic Life Support (BLS) pre-hospital emergency medical services with a staff of 21 Volunteer Firefighters operating from a single fire station as shown in Table 27:

**Table 27—Yolo FPD Facilities**

Station Number	Location	Year Built
8	37720 Sacramento St., Yolo, CA	1962

Table 28 summarizes the District’s vehicle/apparatus inventory.

**Table 28—Yolo FPD Apparatus**

Vehicle Identifier	Year	Manufacturer	Fire Pump Size	Station Assigned
Engine 8	1997	Westates	750 GPM	8
Engine 208	2005	International / Ferrara	1250 GPM	8
Squad 8	2007	Ford	N/A	8
Grass 8	2010	International / Hi-Tech	550 GPM	8
Grass 208	1992	International / Desi	350 GPM	8
Water 8	1996	Freightliner	50 GPM	8
Command 8	2009	GMC	N/A	8

Source: Yolo Fire Protection District

The District is dispatched by the Yolo Emergency Communications Agency. The District has automatic aid agreements with adjacent Knights Landing, Zamora, and Willow Oak Fire Protection Districts, and is also a signatory to the 2007 Yolo County Mutual Aid Agreement.

### 2.7.15 Zamora Fire Protection District

The Zamora Fire Protection District was organized on November 28, 1938 pursuant to the 1923 California Statutes, and reorganized in 1966 pursuant to California Health and Safety Code Section 13801 et seq. Located in north-central area of the county, the District’s boundaries have not changed since its formation, and it serves a 52.7 square-mile area with a population of approximately 350 persons as shown on the District map in the Map Atlas. [The District has a split ISO PPC Class 9/10 rating.](#)

Land use within Zamora is primarily agricultural with approximately 70 percent of the land under Williamson Act contracts. Zamora is the only town within the District, and there is little commercial or industrial development in Zamora or the remainder of the District. Zamora is also a designated inhabited unincorporated community.

District topography ranges from flat in the eastern areas to 30-50 percent slope along the Dunnigan Hills on the District’s western edge. Primary transportation routes include Interstate 5 that bisects the District in a northwest/southeast direction, and Interstate 505 that runs in a north/south direction near the District’s western border and intersects I-5 just north of the District boundary.

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As a special district governed by an appointed five-member policy Board, the District provides fire protection and Basic Life Support (BLS) pre-hospital emergency medical services with a staff of approximately 20 Volunteer Firefighters operating from a single fire station as shown in Table 29:

**Table 29—Zamora FPD Facilities**

Station Number	Location	Year Built
11	33715 1 <sup>st</sup> St., Zamora, CA	1968

Table 30 summarizes the District’s vehicle/apparatus inventory.

**Table 30—Zamora FPD Fire Apparatus**

Vehicle Identifier	Year	Manufacturer	Fire Pump Size	Station Assigned
Engine 11	2001	Freightliner	1000 GPM	11
Engine 211	1978	GMC	1000 GPM	11
Brush 11	2016	Ford 4x4	500 GPM	11
Squad 11	2003	GMC	500 GPM	11
Water 11	2008	Peterbuilt	1200 GPM	11

Source: Zamora Fire Protection District

The District is dispatched by the Yolo Emergency Communications Agency. The District has an automatic aid agreement with the Yolo Fire District, and is also a signatory to the 2007 Yolo County Mutual Aid Agreement.



## SECTION 3—SERVICE CAPACITY AND ADEQUACY ANALYSIS

This section provides an analysis of the service capacity and adequacy of service for each fire district. [Incident data, where used in this section to evaluate service capacity and/or adequacy, is from January 1, 2012 through December 31, 2014 \(the most recent full year of data available at the time of the analysis\).](#) [Data from 2014 only was used for the analysis of missed calls.](#)

### 3.1 SERVICE CAPACITY AND ADEQUACY

Citygate’s analysis of service capacity and adequacy included evaluation of the following service-related factors:

- ◆ Rural fire deployment best practices
- ◆ Service demand
- ◆ Population density
- ◆ Number of volunteers
- ◆ Turnout time
- ◆ Response time
- ◆ Incident staffing
- ◆ Missed calls / no response
- ◆ Fire Apparatus
- ◆ Facilities

#### 3.1.1 Rural Fire Deployment Best Practices

The National Fire Protection Association (NFPA) is an internationally recognized organization devoted to eliminating death, injury, property, and economic loss from fire, electrical, and other hazards by developing and advocating scientifically based consensus codes and standards. NFPA 1720<sup>7</sup> is a recognized deployment standard for Volunteer Fire Departments, and is the best practice deployment standard used by Citygate to evaluate fire service deployment in rural

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<sup>7</sup> NFPA 1720 - *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments* (2014 Edition)

jurisdictions like Yolo County. Table 31 summarizes the deployment recommendations of NFPA 1720.

**Table 31—NFPA 1720 – Deployment Standards for Volunteer Fire Departments**

Service Demand Zone	Minimum Personnel	Response Time <sup>1</sup>	Reliability
Urban <sup>2</sup>	15	Less than 9:00 minutes	90%
Suburban <sup>3</sup>	10	Less than 10:00 minutes	80%
Rural <sup>4</sup>	6	Less than 14:00 minutes	80%
Remote <sup>5</sup>	4	Dependent on travel distance	90%
Special Risk	As Determined by Agency		90%

<sup>1</sup> From receipt of dispatch to arrival at incident

<sup>2</sup> Population density >1,000 per square mile

<sup>3</sup> Population density 500-1,000 per square mile

<sup>4</sup> Population density < 500 per square mile

<sup>5</sup> Travel distance of 8 miles or more

**Finding #1:** National Fire Protection Association Standard 1720, *Deployment Standards for Volunteer Fire Departments*, is an appropriate best practice standard to evaluate rural unincorporated fire service deployment in Yolo County.

### 3.1.2 Service Demand

Table 32 summarizes annual service demand by district expressed as calls for service by general call type. Districts contracting for services are shaded in gray.

Service demand was derived from Yolo Emergency Communications Agency (YECA) computer-aided dispatch (CAD) data for each district. For the purpose of this analysis, Citygate excluded incidents that do not generate an emergency response, such as “Burn Day” inquiries, informational pages, station coverage, media inquiries, etc.

**Table 32—Annual Service Demand by District**

Fire District	2012				2013				2014			
	Fire	EMS	Other	Total	Fire	EMS	Other	Total	Fire	EMS	Other	Total
Capay Valley	22	50	21	<b>93</b>	30	76	20	<b>126</b>	4	46	57	<b>107</b>
Clarksburg	19	110	46	<b>175</b>	35	107	53	<b>195</b>	17	79	85	<b>181</b>
Dunnigan	63	117	56	<b>236</b>	39	149	47	<b>235</b>	16	114	82	<b>212</b>
East Davis (Davis City)	21	155	54	<b>230</b>	21	212	61	<b>294</b>	43	183	37	<b>263</b>
Elkhorn	15	13	11	<b>39</b>	16	51	6	<b>73</b>	6	58	22	<b>86</b>
Esparto	23	166	42	<b>231</b>	31	227	42	<b>300</b>	16	148	96	<b>260</b>
Knights Landing	9	62	9	<b>80</b>	15	61	10	<b>86</b>	12	70	36	<b>118</b>
Madison	31	61	15	<b>107</b>	40	63	21	<b>124</b>	5	63	44	<b>112</b>
No Man's Land (Davis City)	1	6	1	<b>8</b>	2	4	1	<b>7</b>	1	5	0	<b>6</b>
Springlake (Davis/Woodland)	31	106	57	<b>194</b>	30	103	74	<b>207</b>	27	73	31	<b>131</b>
West Plainfield	18	51	11	<b>80</b>	19	51	20	<b>90</b>	16	58	28	<b>102</b>
Willow Oak	41	66	43	<b>150</b>	22	98	109	<b>229</b>	14	122	82	<b>218</b>
Winters (Winters City)	20	116	69	<b>205</b>	37	115	64	<b>216</b>	64	139	80	<b>283</b>
Yolo	25	73	38	<b>136</b>	39	80	27	<b>146</b>	14	59	62	<b>135</b>
Zamora	17	23	7	<b>47</b>	17	36	11	<b>64</b>	5	30	21	<b>56</b>

Source: Davis Police Department Communications Center and Yolo Emergency Communications Agency CAD data

As Table 32 shows, 2014 service demand for the rural fire districts ranges from a low of 6 calls for service in No Man’s Land FPD, to a high of 283 calls in Winters FPD. This equates to a daily service demand of 0.02 – 0.78 calls for service per day across all districts as would be expected in a rural, low population density jurisdiction like Yolo County. It should also be noted that service demand across all districts consists of 11 percent fire-related calls, 55 percent EMS-related calls, and 34 percent other service-type calls. In Citygate’s experience, this level of service demand is typical, both in volume and type, of other similar rural, agricultural-based jurisdictions.

**Finding #2:** Service demand for all 15 districts is typical, both in volume and type, of other similar California rural, sparsely populated agricultural-based jurisdictions.

**3.1.3 Population Density**

Table 33 shows the population density for each fire district.

**Table 33—Population Density by District**

Fire District	Area <sup>1</sup> (sq. miles)	Population <sup>2</sup>	Population Density
Capay Valley	172.42	1,250	7.25
Clarksburg	54.16	1,350	24.92
Dunnigan	109.93	1,400	12.74
East Davis	45.54	1,650	36.24
Elkhorn	47.98	370	7.71
Esparto	75.25	2,800	37.21
Knights Landing	37.00	1,050	28.38
Madison	66.13	1,390	21.02
No Man's Land	55.69	300	5.39
Springlake	51.12	4,500	88.02
West Plainfield	33.16	900	27.14
Willow Oak	33.64	4,500	133.75
Winters	78.95	1,500	19.00
Yolo	52.35	1,300	24.83
Zamora	52.71	350	6.64

<sup>1</sup> Yolo County GIS Services

<sup>2</sup> U.S. Census Bureau data where available; otherwise agency estimate

As Table 33 indicates, the population density of all 15 districts meets NFPA 1720 rural population density criteria of less than 500 persons per square mile.

**Finding #3:** The population density of all 15 fire protection districts meets NFPA 1720 rural population density criteria of less than 500 persons per square mile.

**3.1.4 Number of Volunteer Firefighters**

Table 34 shows the number of volunteer firefighters as reported by each district. It should be noted that in Citygate’s experience, the number of volunteer firefighters who regularly attend





training and respond to emergency incidents is a significantly smaller subset of the “active” volunteer roster for most volunteer fire departments.

**Table 34—Number of Volunteers by District**

Fire Protection District	Number of Volunteers
Capay Valley	17
Clarksburg	20
Dunnigan	28
Elkhorn	6
Esparto	23
Knights Landing	15
Madison	15
West Plainfield	23
Willow Oak	26
Yolo	21
Zamora	20
<b>Total</b>	<b>214</b>

Source: Yolo County Fire Protection Districts

All volunteer-based fire agencies today are under great pressure to maintain an adequate roster of members. The reasons for this are not unique to any one type of community, and are placing pressure on small community volunteer systems across the state and nation:

- ◆ Economic pressures result in more two-income families, and less time available to volunteer.
- ◆ In a commuter economy, more jobs are clustered in metropolitan and dense suburban areas. Smaller rural communities increasingly contain residents that work elsewhere, and many of the younger residents who would consider volunteering are just too busy.
- ◆ Due to the growth in society of complex systems and technology, the mission of the fire service has expanded to include additional services such as emergency medical services, hazardous materials response, and technical rescue. This has *dramatically* increased the legally mandated training hours for volunteers, causing many to drop out as the time commitments became unbearable.

- ◆ This change, coupled with all the other factors, means that volunteer-based firefighter programs are drying up due to an insufficient number of members. Additional training requirements and increased response volume requires a significant time commitment for “true” volunteers that are serving for love of the community and to “give something back”. Most departments find that it takes 240-480 hours of initial training, and 259-287 hours of annual training, to meet minimum mandated and recommended training requirements, and this is *before* a volunteer is able to respond to an emergency incident.

The 2014 estimated population of unincorporated Yolo County is 24,628, 41 percent of which is 20-54 years of age<sup>8</sup> Citygate’s discussions with district chiefs and Board members indicate that they are acutely aware of the demographics within their respective communities. While most are continually seeking new volunteers, the pressures of long work hours, multiple jobs, and younger families leaves very few with any time or desire to volunteer. Thus, despite a continual recruitment effort, most Yolo County fire protection districts continually struggle to maintain an adequate roster of volunteer firefighters able to devote the time to maintain training requirements and be available to regularly respond to emergency incidents.

**Finding #4:** 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.

### 3.1.5 Turnout Time

Turnout time is defined as the time interval beginning with the end of the dispatch notification and ending with the start of apparatus travel to the incident. This factor is evaluated to identify any significant response delays following the dispatch notification. Best practice standard for this response component is 60-80 seconds<sup>9</sup> depending on the type of emergency; however, in Citygate’s experience, most departments do not achieve this standard. Crews must not only hear and comprehend the dispatch information; they must also don the OSHA-mandated personal

<sup>8</sup> U.S. Census Bureau

<sup>9</sup> NFPA 1710 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments (2010 Edition)

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*REVISED PUBLIC REVIEW DRAFT*

protective clothing for the type of emergency, board the apparatus, and fasten safety belts before the apparatus can begin to move. Citygate has long recommended that, due to this and the floor plan design of some stations, departments can reasonably achieve a turnout time of 2:00 minutes or less at 90 percent compliance. Table 35 summarizes turnout times by district for 2014.

**Table 35—2014 Turnout Time by District**

Fire District	Turnout Time		
	90 <sup>th</sup> Percentile	80 <sup>th</sup> Percentile	70 <sup>th</sup> Percentile
Capay Valley	0:02:26	0:01:55	0:01:44
Clarksburg	0:03:47	0:02:45	0:02:09
Dunnigan	0:02:32	0:01:36	0:02:36
East Davis (Davis City)	0:02:16	0:02:00	0:01:50
Elkhorn	0:05:32	0:01:41	0:05:58
Esparto	0:02:14	0:01:49	0:01:35
Knights Landing	0:05:33	0:04:07	0:03:32
Madison	0:03:12	0:02:20	0:02:03
No Man's Land (Davis City)	0:03:23	0:01:47	0:01:47
Springlake (Davis/Woodland)	0:02:12	0:01:55	0:01:41
West Plainfield	0:03:26	0:02:58	0:02:38
Willow Oak	0:02:22	0:01:57	0:01:42
Winters (Winters City)	0:02:58	0:02:30	0:02:13
Yolo	0:03:39	0:03:01	0:02:32
Zamora	0:03:43	0:03:23	0:02:48

Source: City of Davis Dispatch Center and Yolo Emergency Communications Agency

As Table 35 indicates, none of the departments meet the 2:00 minutes or less, 90 percent turnout time goal. Ninetieth (90<sup>th</sup>) percentile turnout time ranges from 02:12 to 03:23 minutes/seconds (02:42 average) for the career-staffed departments, and 02:14 to 05:33 minutes/seconds (03:30 average) for the volunteer-staffed departments. In Citygate's opinion, these turnout times are not excessive for rural, volunteer-based departments.

**Finding #5:** Turnout times are appropriate for rural, volunteer-based fire departments.



### 3.1.6 Total Response Time and Incident Staffing

Citygate analyzed response times and incident staffing for all incident types compared to NFPA 1720 deployment standards for rural population density service demand zones. Table 36 summarizes 80<sup>th</sup> percentile response times and incident staffing by district. It should be noted that total response time, for the purpose of this analysis, is the time interval from receipt of the dispatch notification until arrival at the emergency incident.

**Table 36—80<sup>th</sup> Percentile Incident Staffing and Response Time by District**

Fire District	Incident Staffing <sup>1</sup>	Response Time <sup>2</sup>
Capay Valley	3	0:11:44
Clarksburg	4	0:10:42
Dunnigan	3	0:08:48
East Davis (Davis City)	3	N/A
Elkhorn <sup>3</sup>	N/A	0:11:57
Esparto	3	0:04:29
Knights Landing	2	0:10:50
Madison	2	0:09:20
No Man's Land (Davis City)	3	N/A
Springlake (Woodland City)	3	0:08:29
West Plainfield	3	0:08:53
Willow Oak	3	0:07:11
Winters (Winters City)	3	0:07:59
Yolo	4	0:08:16
Zamora	3	0:12:13

<sup>1</sup> All incident types

<sup>2</sup> From receipt of dispatch notification

<sup>3</sup> Elkhorn FPD does not maintain incident staffing data

Source: Computer-aided dispatch (CAD) data and fire district incident records

N/A – Response time data not provided

As Table 36 shows, 80<sup>th</sup> percentile incident staffing for the four districts where services are provided by a career-based city fire department is three personnel, and 2-4 personnel for the 11 volunteer-based districts. Although these incident staffing levels appear to be *less* than the NFPA 1720 recommended minimum of six or more personnel for structural firefighting in rural service demand zones, recall that this data represents staffing for all incident types due to the very low percentage of structure fires in all districts. In analyzing the incident staffing data, Citygate did

note that a small percentage of fire incidents, presumably either significant structure or vegetation fires that typically generate a larger response in both career-based and volunteer-based agencies, had higher staffing. In Citygate’s experience, the incident staffing shown in Table 36 for all incident types represents typical deployment for both career-based and volunteer-based rural fire agencies for routine, less serious incidents.

**Finding #6:** Eightieth (80<sup>th</sup>) percentile incident staffing for all incident types ranges from 2 to 4 personnel across all 15 districts, and is minimally adequate staffing for routine, less-serious emergencies in rural settings.

As Table 36 also indicates, 80<sup>th</sup> percentile response times across 13 of the 15 districts range from a low of 4:29 minutes/seconds in Esparto to 12:13 minutes/seconds for Zamora, meeting NFPA 1720 response time criteria for rural service demand zones. Citygate was unable to obtain response time data for East Davis and No Man’s Land from the City of Davis; however, a review of response routes from Davis Station #3 suggests that 80<sup>th</sup> percentile response times would be well within the recommended 14:00 minutes or less as recommended by NFPA 1720 for both districts.

**Finding #7:** Response times for all 15 districts *meet* nationally recognized best practice criteria for rural service demand zones of 14:00 minutes or less with 80 percent or better reliability.

### 3.1.7 Missed Calls / No Response

Another indicator of service adequacy is the number/percentage of calls for service where the district in which the emergency incident occurs is dispatched but is unable to or does not respond. Several years ago, the Yolo County Fire Chiefs Association adopted a “No Response by Agency” policy to address this situation, where, if the responsible district does not respond within three minutes, it is re-dispatched and the next closest department is also dispatched. In 2013, this policy was amended to include proximity dispatch for medical emergencies that sends the closest unit regardless of jurisdiction in addition to the responsible agency.

For this study, Citygate examined the Yolo Emergency Communications Agency (YECA) computer aided dispatch (CAD) records for all 15 districts for calendar year 2014, and found no instances of any missed calls for service, although we did receive anecdotal reports of an occasional missed call in some districts. In those cases, Citygate finds the Yolo County Fire

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Deleted: the number/percentage of dispatched calls that each district did not respond to for calendar 2014 as shown in Table 37. This information was derived from YECA CAD data where an incident record lists a dispatch time but no unit responding or arrival times. In addition to a missed call, this could also indicate an incorrect dispatch or a call that was cancelled by the dispatcher prior to a response. Although Citygate did not attempt to determine the root issue with these incident records, we did receive multiple anecdotal reports during the course of this study indicating that missed calls do occur occasionally. While this is not a serious problem in Yolo County, it does impact the other departments that ultimately respond to the call either under automatic aid or under the County Fire Chiefs “No Response” policy. Thus, while the specific number of missed calls may be fewer than shown in Table 37, there is sufficient evidence to indicate that some agencies occasionally lack personnel to respond to a call for service.

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Chiefs Association “No Response by Agency” policy to be a viable mitigation; however, this service gap could be enhanced by amending the policy to require radio or telephone acknowledgement of a dispatch within a specific timeframe (e.g., 90 seconds), indicating that the district will respond to the call, before the next closest department is dispatched. In addition, YECA currently does not track the calls where the next closest department responds in place of the responsible fire district pursuant to this policy, and Citygate suggests that the Yolo County Fire Chiefs Association consider requesting that YECA track and report these calls to the respective districts on a regular basis.

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**Finding #8:** The Yolo County Fire Chiefs Association “No Response by Agency” policy is a viable solution to any missed calls for service.

Deleted: Finding #8: The four districts served by a career-staffed department had no missed calls for 2014 as compared to 3.87 percent to 11.21 percent missed calls for the volunteer-based districts. ¶

**Recommendation #1:** The Yolo County Fire Chiefs Association “No Response by Agency” 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.

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**Recommendation #2:** The Yolo County Fire Chiefs Association should consider requesting that the Yolo Emergency Communications Agency (YECA) track all “missed calls” where the next closest department responds in place of the responsible fire district pursuant to the “No Response by Agency” policy, and provide a regular periodic report of these incidents to the Fire Chiefs Association and those districts with missed calls for service.

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### 3.1.8 Apparatus and Facilities

Each district has established its own apparatus inventory needs, and most have a combination of one or more multi-risk structural engines, wildland engines, and water tenders. In addition, some districts find a lighter-duty squad or rescue apparatus more suitable for routine calls, one district has a boat for river-related incidents, and some districts have a rescue squad, command vehicle,

and/or utility vehicle(s). Citygate’s review of district apparatus determined that each district and city fire department has appropriate apparatus types to protect the risks present within each district as described in Section 2.7.

Although there is no established best practice for apparatus service life, NFPA 1911<sup>10</sup> establishes inspection, maintenance, testing, and out-of-service criteria. NFPA 1911 also recommends that a fire department consider safety as the primary factor when evaluating the retirement of fire apparatus. In Citygate’s experience, most fire agencies strive to maintain a maximum apparatus service life of approximately 20-25 years depending on usage, maintenance, available funding, and other factors including safety. Citygate therefore recommends that, within available funding for apparatus renewal or replacement, district fire apparatus should be considered for replacement after not more than 25 years of service life.

Of the 11 non-contract districts, all of the Yolo County rural fire districts, except Dunnigan, have apparatus more than 20 years old as shown in Table 37, and eight districts have fire apparatus more than 25 years old, with some exceeding 30 and even 40 years of age. *All* of Elkhorn Fire Protection District’s apparatus are more than 25 years old. Stated differently, of the districts’ aggregate inventory of 70 fire apparatus/vehicles, 53 percent are over 15 years of age, 37 percent are over 20 years of age, and 29 percent are over 25 years of age. The fiscal implications of apparatus/vehicle replacement will be reviewed in detail in Section 4 of this report; however, it should be noted here that maintaining an apparatus/vehicle fleet that conforms to recommended industry best practice safety standards in a constant state of serviceable readiness will continue to be a significant problem for most of the districts.

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<sup>10</sup> NFPA 1911 – *Standard for the Inspection, Maintenance, Testing, and Retirement of Automotive Fire Apparatus* (2012 Edition)

**Table 37—Fire Apparatus Age by District**

Agency	Number of Fire Stations	Number of Fire Apparatus	Apparatus More than 20 Years Old	Apparatus More than 25 Years Old	Percentage of Apparatus More than 25 Years Old
Capay Valley	3	6	1	0	0%
Clarksburg	1	5	2	1	20%
Dunnigan	1	7	0	1	14%
Elkhorn	1	6	6	6	100%
Esparto	1	8	4	2	25%
Knights Landing	1	6	4	4	67%
Madison	1	7	3	3	43%
West Plainfield	1	7	1	1	14%
Willow Oak	2	7	2	1	14%
Yolo	1	7	1	0	0%
Zamora	1	5	2	2	40%
<b>Total</b>	<b>14</b>	<b>71</b>	<b>26</b>	<b>21</b>	<b>30%</b>

**Finding #9:** Of the districts’ aggregate inventory of 71 fire apparatus/vehicles, 53 percent are over 15 years of age, 37 percent are over 20 years of age, and 29 percent are over 25 years of age; all of the districts have one or more fire apparatus over 20 years of age.

**Recommendation #3:** Within available funding, fire apparatus should be considered for replacement after no more than 25 years of service life.

Fire district facilities range in age from 7 years to 96 years, with an average age of approximately 52 years as shown in Table 38. All of the existing rural fire district facilities are adequate to meet current and anticipated future needs over the next 10 years with the exception of Elkhorn and Madison that lack sufficient building space to securely store one or more of their existing fire



apparatus, and West Plainfield that may require a station relocation due to planned expansion of the Yolo County Airport.

**Table 38—Fire Protection District Facilities**

Fire Protection District	Station Number	Facility Age (Years)
Capay Valley	21	45
Capay Valley	22	75
Capay Valley	23	12
Clarksburg	40	68
Dunnigan	12	45
Elkhorn	47	35
Esparto	19	63
Knights Landing	9	Not Available
Madison	17	75
West Plainfield	30	48
Willow Oak	6	96
Willow Oak	7	7
Yolo	8	53
Zamora	11	47

**Finding #10:** All of the existing rural fire district facilities are adequate to meet current and anticipated future needs over the next 10 years with the exception of Elkhorn and Madison that lack sufficient building space to securely store one or more of their existing fire apparatus, and West Plainfield that may require a station relocation due to planned expansion of the Yolo County Airport.

**3.2 EXISTING SERVICE DEFICIENCIES**

The only existing service deficiency is the [occasional](#) missed call [for service](#), in the volunteer-based districts that likely reflects the ongoing challenge of maintaining an adequate volunteer firefighter roster to meet service demand and training requirements, and/or volunteer firefighter availability for response during normal work hours. As cited in Section 3.1.7, [this service gap](#)

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could be enhanced by amending the policy to require radio or telephone acknowledgement of a dispatch within a specific timeframe (e.g., 90 seconds), indicating that the district will respond to the call, before the next closest department is dispatched.

**3.3 EXISTING INFRASTRUCTURE DEFICIENCIES/NEEDS**

Existing infrastructure deficiencies and needs include additional facility space for secure storage for all existing fire apparatus in Elkhorn and Madison Fire Districts, and replacement or updating of existing fire apparatus exceeding 25 years of service in 9 of the districts as shown in Table 37, particularly in Elkhorn, Knights Landing, Madison, and Zamora Fire Districts where 40 percent or more of their fire apparatus fleet exceeds 25 years of age.

**Deleted:** this service gap could be improved by amending the Yolo County Fire Chiefs Association’s “No Response” policy to require acknowledgement of a dispatch and the ability to respond within a specified time period (e.g., 90 seconds) before the next closest department is dispatched. ¶

**Finding #11:** Elkhorn and Madison Fire Protection Districts need additional facility space to provide secure storage of existing fire apparatus; eight fire districts have fire apparatus more than 25 years old in need of upgrading or replacement, particularly in Elkhorn, Knights Landing, Madison, and Zamora Fire Districts where 40 percent or more of their apparatus fleet exceeds 25 years of age.

**3.4 PENDING LEGISLATIVE OR REGULATORY CHANGES AFFECTING CAPITAL FACILITIES**

Citygate’s research did not identify any pending legislative or regulatory changes affecting fire service capital facilities.

**3.5 EXISTING SHARED SERVICES/FACILITIES**

The Cities of Davis, Winters, and Woodland provide shared services through their respective contracts for fire protection services with East Davis, No Man’s Land, Springlake, and Winters Fire Protection Districts. In addition, all of the districts, except those served by the City of Davis, share fire dispatch services through the Yolo Emergency Communications Agency (YECA), and all of the remaining districts except Zamora have automatic aid agreements with one or more neighboring fire agencies.

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**Finding #12:** The cities of Davis, Winters, and Woodland provide shared services through their respective contracts with East Davis, No Man’s Land, Springlake, and Winters Fire Protection Districts; all of the remaining fire districts except Zamora have automatic aid agreements with one or more of their neighboring fire districts.

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### 3.6 SHARED SERVICES/FACILITIES OPPORTUNITIES

Due to the large geographic area of unincorporated Yolo County and the locations of existing district and city fire facilities, Citygate did not identify any immediate opportunities to enhance service delivery through sharing of existing facilities, except to alleviate the apparatus storage problem in Elkhorn and Madison by exploring opportunities to store reserve or infrequently needed apparatus in neighboring facilities that may have excess indoor storage space. Planning for new fire facilities, however, should include an evaluation of opportunities for shared or co-located facilities and/or services. Automatic aid agreement(s) with one or more neighboring fire agencies would also enhance existing services in the Zamora Fire Protection Districts.

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Also, since Dunnigan and Willow Oak have on-duty paid staff during at least normal weekday work hours, that presents an opportunity for adjacent or nearby districts, including Knights Landing, Madison, Yolo, and Zamora, to consider an automatic aid agreement with either of the staffed districts for immediate response to missed calls.

**Finding #13:** There are no immediate opportunities to enhance fire service delivery in Yolo County through sharing of existing facilities; however, planning for future new fire facilities should include an evaluation of opportunities for shared services and/or facilities.

**Finding #14:** Services could be enhanced across all of the districts by creating a cooperative countywide regional fire service framework.

**Finding #15:** Service delivery could potentially be enhanced in Knights Landing, Madison, Yolo, and Zamora through an automatic aid agreement with Dunnigan and/or Willow Oak for immediate response to missed calls.

Deleted: Finding #14: Service delivery could be enhanced in Clarksburg by utilizing automatic aid agreement(s) with neighboring agencies.¶

**Recommendation #4:** Knights Landing, Madison, Yolo, and Zamora 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.

**Deleted: Recommendation #4:** Clarksburg should consider opportunities to implement automatic aid agreements with neighboring fire agencies.¶

## SECTION 4—FISCAL ANALYSIS

This section provides an analysis of each fire district’s fiscal status and ability to fiscally sustain or enhance existing services. [Fiscal data, where referenced in this section, was obtained from the Yolo County Financial Services Department for the period from July 1, 2011 through June 30, 2014, the most recent data available at the time of this analysis.](#)

### 4.1 BUDGETING PRACTICES

All of the Yolo County fire districts operate on a July 1-June 30 fiscal year. The annual budget cycle begins in about March with the Yolo County Department of Financial Services providing estimated revenues for the coming fiscal year. Each district then prepares an annual budget based on estimated revenues, and adopts a preliminary budget on or before June 30 as required by California Health and Safety Code Sections 13890 et seq. (Fire Protection District Law of 1987). Fire district budgets must also conform to the accounting and budgeting procedures contained in Title 2 of the California Code of Regulations. Following adoption, the expenditures set forth in the preliminary budget are considered appropriated with the exception of capital expenditures and new employee positions until a final budget is adopted by the district Board of Commissioners/Directors on or before October 1. Subsequent to adoption of a preliminary budget, but prior to adoption of a final budget, the district is required to publish notice of the date, time, and place of a public hearing to adopt the final budget, as well as where and when the preliminary budget is available for inspection by any interested person, as required by Government Code Section 6061. Upon adoption, a copy of the final budget, including the annual appropriations limit, is forwarded to County Auditor-Controller, and the Auditor-Controller allocates the district’s pro-rata share of property tax revenues. In addition to approving an annual budget, the district Board of Commissioners/Directors may also establish reserves for capital expenses, and must declare the purpose for which the reserves are to be used. These budgeting practices, in addition to being a requirement of state law for fire districts, are also industry-recognized best fiscal practices for public agencies.

Citygate’s review of the districts’ fiscal policies and procedures found that all of the districts appear to conform to budgeting practices as required by state law and industry-recognized best practice.

**Finding #16:** All of the districts appear to conform to budgeting practices required by state law and industry-recognized best practice for public agencies.

**4.2 REVENUES**

All 15 fire districts receive a share of the County’s base property tax, and some districts have also adopted a parcel tax benefit assessment ordinance and/or a development impact fee ordinance. Table 39 summarizes the average annual revenues from these stable, ongoing sources for fiscal years 2011-12 through 2014-15 (the four districts that contract for services are shaded gray).

**Table 39—Average Annual Stable Revenue Sources**

<b>Fire District</b>	<b>Property Tax</b>	<b>Benefit Assessment</b>	<b>Development Impact Fees</b>	<b>Total Average Annual Stable Revenue</b>
Capay Valley	\$138,390	\$0	\$9,952	\$148,342
Clarksburg	\$65,706	\$81,435	\$818	\$147,959
Dunnigan	\$138,148	\$0	\$7,153	\$145,301
East Davis	\$402,598	\$211,044	\$0	\$613,642
Elkhorn	\$29,983	\$65,000	\$0	\$94,983
Esparto	\$130,756	\$62,288	\$14,059	\$207,103
Knights Landing	\$62,362	\$15,199	\$2,402	\$79,963
Madison	\$126,314	\$29,694	\$0	\$156,008
No Man’s Land	\$6,442	\$24,393	\$0	\$30,835
Springlake	\$329,793	\$48,262	\$0	\$378,055
West Plainfield	\$254,345	\$0	\$0	\$254,345
Willow Oak	\$246,943	\$58,374	\$34,713	\$340,030
Winters	\$237,519	\$0	\$15,586	\$253,105
Yolo	\$75,719	\$32,744	\$4,882	\$113,345
Zamora	\$91,790	\$16,606	\$2,828	\$111,224
<b>Total</b>				<b>\$3,009,240</b>

Source: Yolo County Financial Services Department

Of those districts that do not have a benefit assessment ordinance, the Capay Valley Board of Directors is opposed to asking residents for any additional funding, Dunnigan has not yet attempted a benefit assessment vote, and West Plainfield dropped an attempt in the mid-1990s after receiving a number of protests to a proposed assessment. While adoption of a benefit assessment ordinance requires weighted majority voter approval (in proportion to the proposed assessment), such an assessment would provide additional stable annual revenue with some positive impact on long-term fiscal stability.

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With the exception of Willow Oak, development impact fee revenues represent a relatively small percentage of annual revenue, and given the probability of very minimal future development as discussed in Section 2.6, it is unlikely that adoption of a development impact fee ordinance would have any substantive effect on the long-term fiscal stability of those districts without one.

Other revenue sources include interest on investments, licenses and permits, intergovernmental revenue, service charges, donations, tribal compact allocations, and other miscellaneous sources. Intergovernmental revenue includes other state in-lieu taxes, state highway property rentals, homeowners property tax relief, other state mandated costs, other federal revenue, and other in-lieu taxes, Indian Tribe, or other government interagency revenue. In addition, Capay Valley, Esparto, Madison, Willow Oak, and Yolo share \$150,000 in tribal compact funds annually as allocated by the County Board of Supervisors. Table 40 summarizes average annual revenues from all sources for fiscal years 2011-12 through 2014-15.

**Table 40—Average Annual Revenues (All Sources)**

Fire District	Ongoing Stable Revenues	Interest	Intergovernmental Revenue	Service Charges	Other Misc. Revenue	Total Average Revenue (All Sources)
Capay Valley	\$148,342	\$2,013	\$48,395	\$31,729	\$57	\$230,536
Clarksburg	\$147,959	\$1,527	\$4,099	\$45,353	\$22,450	\$221,388
Dunnigan	\$145,301	\$1,522	\$8,208	\$30,407	\$10,588	\$196,026
East Davis	\$613,642	\$4,461	\$3,205	\$0	\$0	\$621,308
Elkhorn	\$29,983	\$118	\$40	\$0	\$1,314	\$31,455
Esparto	\$207,103	\$1,913	\$36,314	\$5,708	\$4,904	\$255,942
Knights Landing	\$79,963	\$1,022	\$9,383	\$53	\$200	\$90,621
Madison	\$156,008	\$6,689	\$11,744	\$3,892	\$200	\$178,533
No Man's Land	\$30,835	\$237	\$6	\$0	\$0	\$31,078
Springlake	\$378,055	\$366	\$1,075	\$0	\$0	\$379,496
West Plainfield	\$254,345	\$827	\$3,172	\$1,727	\$4,693	\$264,764
Willow Oak	\$340,030	\$10,452	\$38,729	\$36,354	\$31,401	\$456,966
Winters	\$253,105	\$1,915	\$2,748	\$898	\$91	\$258,757
Yolo	\$113,345	\$930	\$50,998	\$246	\$0	\$165,519
Zamora	\$111,224	\$3,885	\$234	\$0	\$3,534	\$118,877
<b>Total</b>	<b>\$3,009,240</b>					<b>\$3,501,266</b>

Source: Yolo County Financial Services Department



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One measure of a public agency’s long-term fiscal viability is its ability to not only meet annual operating expenses within stable revenue sources, but also to accrue fiscal reserves for renewal/replacement of capital infrastructure and unanticipated contingencies.

In analyzing the long-term fiscal viability of each district, Citygate examined total annual revenues, stable ongoing revenues, and average annual expenditures exclusive of capital expenses averaged over the most recent four fiscal years (FY 2011-12 through FY 2014-15), as shown in Table 41. This analysis incorporates a conservative estimation of ongoing stable revenues and each district’s expenditures exclusive of capital expenses.

**Table 41—Ongoing Revenue/Expenditure Analysis Summary (4-Year Average)**

Fire District	Average Annual Revenues <sup>1</sup>	Average Annual Stable Revenues <sup>2</sup>	Average Annual Expenditures <sup>3</sup>	Available for Reserves <sup>4</sup>
Capay Valley	\$230,536	\$148,342	\$130,039	\$18,303
Clarksburg	\$221,388	\$147,959	\$148,313	-\$354
Dunnigan	\$196,026	\$145,301	\$202,802	-\$57,501
East Davis	\$621,308	\$613,642	\$592,064	\$21,578
Elkhorn	\$31,455	\$29,983	\$26,159	\$3,825
Esparto	\$255,942	\$207,103	\$183,319	\$23,784
Knights Landing	\$90,621	\$79,963	\$67,529	\$12,435
Madison	\$178,533	\$156,008	\$138,701	\$17,307
No Man’s Land	\$31,078	\$30,835	\$31,107	-\$272
Springlake	\$379,496	\$378,055	\$379,695	-\$1,640
West Plainfield	\$264,764	\$254,345	\$236,258	\$18,088
Willow Oak	\$456,966	\$340,030	\$295,322	\$44,708
Winters	\$258,757	\$253,105	\$226,776	\$26,329
Yolo	\$165,519	\$113,345	\$121,314	-\$7,969
Zamora	\$118,877	\$111,224	\$41,992	\$69,232
<b>Total</b>	<b>\$3,501,266</b>	<b>\$3,009,240</b>	<b>\$2,821,389</b>	<b>\$187,851</b>

<sup>1</sup> Average of all revenue sources from FY 2011-12 through FY 2014-15

<sup>2</sup> Includes 4-year average of property taxes, developer impact fees, and benefit assessments only

<sup>3</sup> Excluding capital expenditures

<sup>4</sup> Stable annual revenue – average annual expenditures

Source: Yolo County Financial Services Department



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As Table 41 shows, five districts expended more than their annual stable revenues over the previous four fiscal years.

Citygate also examined each district’s ratio of annual operating expenditures<sup>11</sup> to total annual revenues<sup>12</sup> over the most recent four fiscal years as shown in Table 42. The higher the E/R ratio, the less a district has available to set aside for fiscal reserve.

**Table 42—Revenues vs. Expenditures Ratios by District**

Fire District	Category	Fiscal Year 2011-12	Fiscal Year 2012-13	Fiscal Year 2013-14	Fiscal Year 2014-15	4-Year Average
Capay Valley	Revenues	\$156,092	\$202,134	\$382,688	\$181,229	\$230,536
	Expenditures	\$128,198	\$136,426	\$178,504	\$77,027	\$130,039
	<b>E/R Ratio</b>	<b>82.13%</b>	<b>67.49%</b>	<b>46.64%</b>	<b>42.50%</b>	<b>56.41%</b>
Clarksburg	Revenues	\$143,783	\$228,449	\$199,676	\$313,642	\$221,388
	Expenditures	\$131,286	\$168,044	\$168,351	\$125,572	\$148,313
	<b>E/R Ratio</b>	<b>91.31%</b>	<b>73.56%</b>	<b>84.31%</b>	<b>40.04%</b>	<b>66.99%</b>
Dunnigan	Revenues	\$165,649	\$148,868	\$219,464	\$250,116	\$196,024
	Expenditures	\$201,145	\$184,163	\$227,750	\$198,151	\$202,802
	<b>E/R Ratio</b>	<b>121.43%</b>	<b>123.71%</b>	<b>103.78%</b>	<b>79.22%</b>	<b>103.46%</b>
East Davis	Revenues	\$601,897	\$599,470	\$632,717	\$651,145	\$621,307
	Expenditures	\$562,468	\$586,789	\$614,052	\$604,948	\$592,064
	<b>E/R Ratio</b>	<b>93.45%</b>	<b>97.88%</b>	<b>97.05%</b>	<b>92.91%</b>	<b>95.29%</b>
Elkhorn	Revenues	\$22,906	\$25,969	\$38,440	\$38,503	\$31,455
	Expenditures	\$23,812	\$22,961	\$23,422	\$34,439	\$26,159
	<b>E/R Ratio</b>	<b>103.96%</b>	<b>88.42%</b>	<b>60.93%</b>	<b>89.44%</b>	<b>83.16%</b>
Esparto	Revenues	\$325,056	\$236,599	\$240,752	\$221,365	\$255,943
	Expenditures	\$184,130	\$217,883	\$175,974	\$155,288	\$183,319
	<b>E/R Ratio</b>	<b>56.65%</b>	<b>92.09%</b>	<b>73.09%</b>	<b>70.15%</b>	<b>71.63%</b>

<sup>11</sup> Excluding capital expenditures

<sup>12</sup> Excluding grant revenues

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Fire District	Category	Fiscal Year 2011-12	Fiscal Year 2012-13	Fiscal Year 2013-14	Fiscal Year 2014-15	4-Year Average
Knights Landing	Revenues	\$83,333	\$95,949	\$92,457	\$90,738	\$90,619
	Expenditures	\$66,088	\$66,228	\$71,517	\$66,281	\$67,529
	<b>E/R Ratio</b>	<b>79.31%</b>	<b>69.02%</b>	<b>77.35%</b>	<b>73.05%</b>	<b>74.52%</b>
Madison	Revenues	\$173,675	\$186,137	\$175,727	\$178,590	\$178,532
	Expenditures	\$114,576	\$127,189	\$167,826	\$145,213	\$138,701
	<b>E/R Ratio</b>	<b>65.97%</b>	<b>68.33%</b>	<b>95.50%</b>	<b>81.31%</b>	<b>77.69%</b>
No Man's Land	Revenues	\$32,622	\$32,949	\$28,952	\$29,789	\$31,078
	Expenditures	\$31,144	\$31,145	\$32,014	\$30,126	\$31,107
	<b>E/R Ratio</b>	<b>95.47%</b>	<b>94.52%</b>	<b>110.58%</b>	<b>101.13%</b>	<b>100.09%</b>
Springlake	Revenues	\$371,876	\$370,348	\$360,583	\$415,179	\$379,497
	Expenditures	\$395,438	\$370,348	\$360,583	\$392,409	\$379,695
	<b>E/R Ratio</b>	<b>106.34%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>94.52%</b>	<b>100.05%</b>
West Plainfield	Revenues	\$239,450	\$253,833	\$276,537	\$289,236	\$264,764
	Expenditures	\$224,878	\$233,935	\$256,883	\$229,334	\$236,258
	<b>E/R Ratio</b>	<b>93.91%</b>	<b>92.16%</b>	<b>92.89%</b>	<b>79.29%</b>	<b>89.23%</b>
Willow Oak	Revenues	\$401,243	\$425,036	\$551,965	\$449,626	\$456,968
	Expenditures	\$245,454	\$312,950	\$302,920	\$319,964	\$295,322
	<b>E/R Ratio</b>	<b>61.17%</b>	<b>73.63%</b>	<b>54.88%</b>	<b>71.16%</b>	<b>64.63%</b>
Winters	Revenues	\$280,787	\$233,567	\$255,128	\$265,545	\$258,757
	Expenditures	\$288,858	\$230,770	\$255,977	\$131,499	\$226,776
	<b>E/R Ratio</b>	<b>102.87%</b>	<b>98.80%</b>	<b>100.33%</b>	<b>49.52%</b>	<b>87.64%</b>
Yolo	Revenues	\$163,343	\$123,108	\$146,860	\$226,391	\$164,926
	Expenditures	\$186,044	\$79,795	\$116,433	\$102,985	\$121,314
	<b>E/R Ratio</b>	<b>113.90%</b>	<b>64.82%</b>	<b>79.28%</b>	<b>45.49%</b>	<b>73.29%</b>
Zamora	Revenues	\$111,050	\$111,189	\$125,582	\$127,686	\$118,877
	Expenditures	\$30,785	\$38,917	\$48,000	\$50,267	\$41,992
	<b>E/R Ratio</b>	<b>27.72%</b>	<b>35.00%</b>	<b>38.22%</b>	<b>39.37%</b>	<b>35.32%</b>

Source: Yolo County Department of Financial Services

For the four districts that contract for fire protection services without any capital infrastructure (shaded in gray), it is reasonable to expect a higher expense-to-revenue ratio than the remaining

11 districts that provide direct fire protection services with a need to accrue fiscal reserves for capital infrastructure renewal/replacement and unanticipated contingencies. For the four districts that contract for services, 4-year expense-to-revenue ratios range from 88 percent for Winters to 100 percent for No Man's Land and Springlake. For the districts providing direct services, expense-to-revenue ratios range from 35 percent for Zamora to 103 percent for Dunnigan. For 10 of the 11 direct service districts and 1 of the 4 contract districts, the expenditure-to-revenue ratio indicates budgeting practices that includes setting funds aside for fiscal reserve as discussed in more detail in the following section. Dunnigan's budgeting practices are of concern due to their expenditure-to-revenue ratio exceeding 100 percent for 3 of the past 4 years.

**Finding #17:** There is wide variation in annual revenues among the 15 districts depending on district size, land use, assessed valuation, and whether a district has adopted a benefit assessment and/or development impact fee ordinance.

**Finding #18:** There is wide variation in annual operating expenditures among the 15 districts depending on whether a district provides direct fire protection services or contracts for those services from another agency, has paid staff, number of facilities and apparatus, and other factors.

#### **4.3 FISCAL RESERVES**

Another key measure of fiscal stability and sustainability is the level of fiscal reserves. Fiscal reserves are divided into 3 categories as follows:

- ◆ **Unassigned** – Can be used for any purpose as approved by a two-thirds vote of the respective district policy body.
- ◆ **Designated** – Can only be used for the designated purpose as approved by a two-thirds vote of the respective district policy body; an example of a designated reserve fund is fire apparatus replacement.
- ◆ **Restricted** – Use is restricted by law and must be accounted for separately from other accounts. Expenditure of restricted funds requires two-thirds approval of the respective district policy body; development impact fees are an example of a restricted fund.

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Table 43 summarizes each district’s reserve funds over the most recent four fiscal years.

**Table 43—Fire Protection District Reserve Funds**

Fire District	Reserve Fund	Fiscal Year 2011-12	Fiscal Year 2012-13	Fiscal Year 2013-14	Fiscal Year 2014-15
Capay Valley	Restricted	\$46,733	\$52,033	\$40,351	\$51,278
	Designated	\$242,391	\$243,116	\$101,199	\$101,484
	Unassigned	\$316,361	\$376,044	\$306,478	\$399,918
	<b>Total</b>	<b>\$605,485</b>	<b>\$671,193</b>	<b>\$448,478</b>	<b>\$522,680</b>
Clarksburg	Restricted	\$165,190	\$152,948	\$85,214	\$85,425
	Designated	\$23,910	\$23,981	\$24,059	\$95,492
	Unassigned	\$239,849	\$262,166	\$174,905	\$253,614
	<b>Total</b>	<b>\$428,948</b>	<b>\$439,096</b>	<b>\$284,178</b>	<b>\$434,531</b>
Dunnigan	Restricted	\$20,577	\$22,165	\$11,592	\$29,836
	Designated	\$2,583	\$2,591	\$20,570	\$14,262
	Unassigned	\$52,129	\$17,838	\$6,000	\$46,029
	<b>Total</b>	<b>\$75,289</b>	<b>\$42,594</b>	<b>\$38,162</b>	<b>\$90,127</b>
East Davis	Restricted	\$0	\$0	\$0	\$0
	Designated	\$936,165	\$993,012	\$1,018,961	\$1,021,481
	Unassigned	\$173,747	\$129,581	\$122,297	\$165,974
	<b>Total</b>	<b>\$1,109,912</b>	<b>\$1,122,593</b>	<b>\$1,141,258</b>	<b>\$1,187,455</b>
Elkhorn	Restricted	\$0	\$0	\$0	\$0
	Designated	\$0	\$0	\$0	\$0
	Unassigned	\$28,520	\$31,528	\$46,547	\$50,610
	<b>Total</b>	<b>\$28,520</b>	<b>\$31,528</b>	<b>\$46,547</b>	<b>\$50,610</b>
Esparto	Restricted	\$284,504	\$149,492	\$28,303	\$36,358
	Designated	\$196,798	\$197,435	\$148,402	\$108,707
	Unassigned	\$201,074	\$217,773	\$219,911	\$317,628
	<b>Total</b>	<b>\$682,377</b>	<b>\$564,700</b>	<b>\$396,616</b>	<b>\$462,693</b>
Knights Landing	Restricted	\$96,221	\$96,508	\$96,821	\$97,060
	Designated	\$48,594	\$63,733	\$72,176	\$80,597
	Unassigned	\$132,046	\$146,341	\$158,525	\$174,322
	<b>Total</b>	<b>\$276,861</b>	<b>\$306,582</b>	<b>\$327,522</b>	<b>\$351,979</b>
Madison	Restricted	\$7,415	\$7,437	\$7,461	\$7,480
	Designated	\$0	\$0	\$0	\$0
	Unassigned	\$173,001	\$231,927	\$239,804	\$273,162
	<b>Total</b>	<b>\$180,416</b>	<b>\$239,364</b>	<b>\$247,265</b>	<b>\$280,642</b>
No Man’s Land	Restricted	\$4,602	\$4,616	\$4,631	\$4,643
	Designated	\$0	\$0	\$0	\$0
	Unassigned	\$53,016	\$54,806	\$51,729	\$81,380
	<b>Total</b>	<b>\$57,618</b>	<b>\$59,422</b>	<b>\$56,360</b>	<b>\$86,023</b>
Springlake	Restricted	\$0	\$0	\$0	\$0
	Designated	\$0	\$0	\$0	\$0
	Unassigned	\$1	\$1	\$1	\$22,771
	<b>Total</b>	<b>\$1</b>	<b>\$1</b>	<b>\$1</b>	<b>\$22,771</b>
West Plainfield	Restricted	\$0	\$0	\$0	\$0
	Designated	\$49,127	\$73,758	\$101,928	\$125,098
	Unassigned	\$186,788	\$182,055	\$173,539	\$205,271
	<b>Total</b>	<b>\$235,915</b>	<b>\$255,813</b>	<b>\$275,467</b>	<b>\$330,369</b>

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Fire District	Reserve Fund	Fiscal Year 2011-12	Fiscal Year 2012-13	Fiscal Year 2013-14	Fiscal Year 2014-15
Willow Oak	Restricted	\$82,729	\$98,982	\$114,502	\$123,532
	Designated	\$181,869	\$192,349	\$306,928	\$57,860
	Unassigned	\$286,070	\$352,281	\$383,957	\$355,967
	<b>Total</b>	<b>\$550,667</b>	<b>\$643,612</b>	<b>\$805,387</b>	<b>\$537,359</b>
Winters	Restricted	\$75,488	\$77,714	\$79,422	\$80,618
	Designated	\$115,458	\$115,804	\$116,178	\$116,466
	Unassigned	\$288,656	\$288,882	\$285,951	\$418,513
	<b>Total</b>	<b>\$479,603</b>	<b>\$482,400</b>	<b>\$481,551</b>	<b>\$615,597</b>
Yolo	Restricted	\$5,524	\$5,540	\$5,558	\$105,596
	Designated	\$5,732	\$42,621	\$77,788	\$77,980
	Unassigned	\$205,897	\$218,170	\$209,838	\$183,014
	<b>Total</b>	<b>\$217,152</b>	<b>266,332</b>	<b>\$293,184</b>	<b>\$366,590</b>
Zamora	Restricted	\$14,060	\$15,602	\$2,685	\$5,543
	Designated	\$304,653	\$375,218	\$298,833	\$387,739
	Unassigned	\$44,659	\$44,824	\$52,609	\$38,264
	<b>Total</b>	<b>\$363,373</b>	<b>\$435,645</b>	<b>\$354,127</b>	<b>\$431,546</b>
<b>Total</b>					<b>\$5,800,972</b>

Just as there is wide variation in revenues and expenditures among the districts as previously discussed, Table 44 shows that there is also wide variation of reserve fund balances. Reductions in reserve fund balances over the four-year period reflect expenditures for capital infrastructure renewal or replacement.

The districts that provide direct fire protection services have total reserve balances ranging from \$50,610 for Elkhorn to \$537,359 for Willow Oak. For the districts that contract for fire protection services (shaded in gray), reserve balances range from \$22,771 for Springlake to \$1,187,455 for East Davis. Winters and East Davis in particular have unusually large reserve fund balances considering the lack of capital infrastructure in those districts. The majority (86 percent) of East Davis’ reserve funds are designated as contingency in the event of a contract termination or withdrawal, even though the District has contracted for its fire protection services with the City of Davis since 1966. Winters’ reserves are for unfunded CalPERS retirement liabilities associated with former District employees as well as for apparatus and equipment specifically suited to serve the unincorporated District areas.

For the volunteer-based districts, fiscal reserves are predominantly accrued to maintain, upgrade, and replace capital equipment and facilities. While accrual of any level of fiscal reserve is challenge enough for most volunteer-based departments, accrual of sufficient reserves to upgrade or replace capital equipment on any kind of reasonable schedule is an even greater challenge as evidenced by the age and condition of many of the volunteer-based agencies’ facilities and equipment. Regardless, an agency that provides public safety services requiring capital infrastructure cannot sustain those services indefinitely without sufficient funding.



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A generally accepted best practice for fire districts is an unassigned reserve fund policy based on a percentage of annual budget exclusive of capital expenditures, and designated and restricted reserve fund policies based on a capital improvement/replacement plan and/or on the planned specific uses of restricted revenues. In Citygate’s experience, maintaining adequate fiscal reserves is generally very challenging for volunteer-based fire agencies, and as is the case in Yolo County, what additional funds are available beyond annual operating expenses are carefully accrued for renewal or replacement of capital infrastructure.

Table 44 shows the projected reserve fund balance for each district over the next 20 years without any capital equipment or facility expenditures, assuming the most recent 4-year average operating expenses and 4-year average of all revenues.

**Table 44—Projected Reserve Fund Balance *Without* Apparatus Replacement (ALL Revenue)**

Fire District	YEAR																			
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Capay Valley	7.13	8.14	9.17	10.20	11.25	12.30	13.37	14.45	15.54	16.64	17.75	18.87	20.00	21.14	22.30	23.46	24.64	25.83	27.04	28.25
Clarksburg	5.44	6.18	6.92	7.68	8.44	9.20	9.98	10.76	11.55	12.35	13.16	13.98	14.80	15.63	16.47	17.32	18.18	19.04	19.92	20.80
Dunnigan	0.51	0.44	0.37	0.30	0.23	0.16	0.09	0.02	-0.05	-0.13	-0.20	-0.28	-0.36	-0.43	-0.51	-0.59	-0.67	-0.75	-0.83	-0.91
East Davis	12.42	12.72	13.01	13.32	13.62	13.93	14.24	14.55	14.87	15.19	15.51	15.84	16.17	16.50	16.84	17.18	17.52	17.86	18.21	18.57
Elkhorn	1.90	2.61	3.33	4.06	4.79	5.53	6.27	7.03	7.79	8.56	9.33	10.12	10.91	11.71	12.52	13.33	14.16	14.99	15.83	16.68
Esparto	5.84	6.57	7.31	8.06	8.81	9.58	10.35	11.13	11.91	12.71	13.51	14.32	15.14	15.96	16.80	17.64	18.49	19.35	20.22	21.10
Knights Landing	3.93	4.16	4.40	4.64	4.88	5.12	5.36	5.61	5.86	6.11	6.37	6.63	6.89	7.15	7.41	7.68	7.95	8.23	8.50	8.78
Madison	3.49	3.89	4.30	4.71	5.12	5.54	5.97	6.39	6.82	7.26	7.70	8.14	8.59	9.05	9.50	9.97	10.43	10.91	11.38	11.86
No Man's Land	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.85	0.85	0.85	0.85	0.85	0.85	0.85	0.85
Springlake	0.22	0.21	0.21	0.21	0.21	0.21	0.20	0.20	0.20	0.20	0.20	0.19	0.19	0.19	0.19	0.18	0.18	0.18	0.18	0.17
West Plainfield	3.82	4.11	4.40	4.69	4.99	5.29	5.59	5.90	6.21	6.52	6.83	7.15	7.47	7.80	8.13	8.46	8.79	9.13	9.47	9.81
Willow Oak	8.02	9.65	11.30	12.97	14.65	16.35	18.07	19.80	21.55	23.32	25.10	26.91	28.73	30.57	32.43	34.30	36.20	38.11	40.04	42.00
Winters	6.77	7.09	7.42	7.75	8.08	8.41	8.75	9.10	9.44	9.79	10.15	10.50	10.86	11.23	11.60	11.97	12.34	12.72	13.10	13.49
Yolo	4.29	4.74	5.19	5.64	6.10	6.57	7.04	7.51	7.99	8.47	8.96	9.45	9.95	10.45	10.96	11.48	11.99	12.52	13.05	13.58
Zamora	5.81	6.59	7.38	8.17	8.97	9.78	10.59	11.42	12.25	13.09	13.94	14.80	15.66	16.54	17.42	18.31	19.22	20.13	21.05	21.98

<sup>1</sup> Fund balances shown in \$100,000  
 Assumes 4-year average of all revenue sources; 4-year average operating expenditures  
 Assumes 1% annual increase in revenue and operating expenditures

As Table 44 shows, all of the districts except Dunnigan are projected to maintain positive reserve fund balances over the next 20 years assuming best-case revenue scenario *without* capital equipment replacement; Dunnigan’s reserve fund balance would be negative by year 9.

Table 45 shows the same reserve fund balance projections assuming only stable ongoing revenues (property tax, benefit assessment, and development impact fees).



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**Table 45—Projected Reserve Fund Balance *Without Apparatus Replacement (Stable Ongoing Revenue Only)***

Fire District	YEAR																			
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Capay Valley	6.30	6.49	6.68	6.86	7.05	7.25	7.44	7.64	7.84	8.04	8.24	8.44	8.65	8.86	9.07	9.28	9.49	9.71	9.93	10.15
Clarksburg	4.71	4.70	4.70	4.69	4.69	4.69	4.68	4.68	4.68	4.67	4.67	4.66	4.66	4.66	4.65	4.64	4.64	4.64	4.64	4.63
Dunnigan	0.00	-0.58	-1.16	-1.75	-2.35	-2.96	-3.57	-4.18	-4.81	-5.44	-6.07	-6.71	-7.36	-8.02	-8.68	-9.34	-10.02	-10.70	-11.39	-12.08
East Davis	12.34	12.56	12.78	13.00	13.23	13.46	13.69	13.92	14.15	14.39	14.62	14.87	15.11	15.35	15.60	15.85	16.11	16.36	16.62	16.88
Elkhorn	1.89	2.59	3.29	4.00	4.71	5.44	6.17	6.90	7.65	8.40	9.16	9.93	10.71	11.49	12.28	13.08	13.89	14.70	15.52	16.36
Esparto	5.35	5.59	5.83	6.07	6.32	6.57	6.82	7.08	7.34	7.60	7.86	8.13	8.39	8.66	8.94	9.21	9.49	9.77	10.06	10.35
Knights Landing	3.82	3.95	4.07	4.20	4.33	4.46	4.59	4.73	4.86	5.00	5.14	5.27	5.41	5.56	5.70	5.84	5.99	6.14	6.29	6.44
Madison	3.27	3.44	3.62	3.79	3.97	4.16	4.34	4.53	4.71	4.90	5.09	5.29	5.48	5.68	5.88	6.08	6.28	6.49	6.69	6.90
No Man's Land	0.86	0.85	0.85	0.85	0.84	0.84	0.84	0.84	0.83	0.83	0.83	0.82	0.82	0.82	0.81	0.81	0.81	0.81	0.80	0.80
Springlake	0.20	0.19	0.17	0.15	0.13	0.12	0.10	0.08	0.06	0.05	0.03	0.01	-0.01	-0.03	-0.05	-0.06	-0.08	-0.10	-0.12	-0.14
West Plainfield	3.72	3.90	4.08	4.27	4.46	4.65	4.84	5.04	5.23	5.43	5.63	5.83	6.03	6.24	6.45	6.66	6.87	7.08	7.30	7.52
Willow Oak	6.85	7.30	7.76	8.22	8.69	9.16	9.63	10.11	10.59	11.08	11.58	12.08	12.58	13.09	13.60	14.12	14.65	15.17	15.71	16.25
Winters	6.71	6.98	7.25	7.52	7.79	8.07	8.35	8.63	8.91	9.20	9.49	9.79	10.08	10.38	10.69	10.99	11.30	11.61	11.93	12.24
Yolo	3.77	3.69	3.61	3.52	3.44	3.36	3.27	3.19	3.10	3.01	2.93	2.84	2.75	2.66	2.56	2.47	2.38	2.28	2.19	2.09
Zamora	5.74	6.44	7.14	7.86	8.58	9.31	10.04	10.78	11.53	12.29	13.05	13.83	14.61	15.39	16.19	16.99	17.81	18.63	19.45	20.29

<sup>1</sup> Fund balances shown in \$100,000  
 Assumes 4-year average of ongoing stable revenues; 4-year average operating expenditures  
 Assumes 1% annual increase in revenue and operating expenditures

As Table 45 illustrates, all of the districts are projected to have lower reserve fund balances over the next 20 years assuming only *stable ongoing* revenue. Under this scenario, Dunnigan’s reserve fund balance would be negative by year 2, and Springlake’s balance would be negative by year 13. Springlake could, however, achieve long-term fiscal sustainability with a minor adjustment in annual expenditures.

**Finding #19:** All of the Yolo County fire districts have established some level of fiscal reserve; reserve fund balances vary widely.

**Finding #20:** For the 11 fire districts that provide direct fire protection services, fiscal reserves are accrued to fund renewal or replacement of capital infrastructure.

**Finding #21:** Given stable revenue and expenditure projections, and excluding capital equipment replacement, Dunnigan is *not fiscally sustainable* with a projected negative reserve fund balance within the next two years.



**4.4 ABILITY TO FUND NEEDED FACILITIES/EQUIPMENT**

Given the fiscal reserve discussion above, the districts that contract for services with a city are more fiscally stable due to the lack of capital infrastructure. For the 11 districts that provide direct services, however, capital equipment replacement is a key fiscal issue and the biggest fiscal challenge going forward.

As discussed in Section 3.1.8, fire apparatus should be considered for replacement after not more than 25 years of service life within available funding. Table 46 summarizes capital facilities and equipment by district, including the estimated current fire apparatus replacement cost. The estimated replacement costs reflect the current cost for California Office of Emergency Services Type-1 multi-risk engine with equipment (\$380,000), Type-3 wildland engine with equipment (\$285,000), and Type 1 water tender with equipment (\$300,000). Citygate also used an estimated replacement cost of \$100,000 for a rescue squad, \$50,000 for a command vehicle, and \$40,000 for utility vehicle. Highlighted apparatus are 25 years of age or more, considered by Citygate to be a maximum service life for fire apparatus.

**Table 46—Capital Infrastructure by District**

Fire District	Station No.	Station Age (yrs.)	Fire Apparatus	Year	Replacement Cost <sup>1</sup>
Capay Valley	21	45	Engine 21	2005	\$380,000
			Water 21	2000	\$300,000
	22	75	Engine 22	2013	\$380,000
			Water 22	2006	\$300,000
	23	12	Engine 23	1995	\$380,000
			Brush 23	2003	\$285,000
Clarksburg	40	68	Engine 40	2003	\$380,000
			Engine 240	2010	\$380,000
			Grass 40	1998	\$285,000
			Squad 40	1990	\$100,000
			Water 40	1995	\$300,000
Dunnigan	12	40	Engine 12	2004	\$380,000
			Engine 212	2007	\$380,000
			Brush 12	2007	\$285,000
			Grass 12	1988	\$380,000
			Squad 12	2004	\$100,000
			Water 12	1998	\$300,000



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Fire District	Station No.	Station Age (yrs.)	Fire Apparatus	Year	Replacement Cost <sup>1</sup>
Elkhorn	47	30	Chief 1200	2009	\$50,000
			Engine 47	1981	\$380,000
			Engine 247	1976	\$380,000
			Grass 47	1983	\$285,000
			Squad 47	1989	\$100,000
			Squad 247	1986	\$100,000
Esparto	19	63	Water 47	1978	\$300,000
			Engine 19	2004	\$380,000
			Engine 219	2014	\$380,000
			Engine 319	1995	\$380,000
			Grass 19	1982	\$285,000
			Squad 19	1999	\$100,000
			Water 19	1995	\$300,000
			Water 219	1977	\$300,000
Knights Landing	9	Unknown	Engine 9	1997	\$380,000
			Engine 209	2009	\$380,000
			Grass 9	1980	\$285,000
			Utility 9	1988	\$40,000
			Water 9	1974	\$300,000
			Boat 9	1980	\$30,000
Madison	17	75	Engine 17	2003	\$380,000
			Engine 217	2008	\$380,000
			Grass 17	1982	\$285,000
			Water 17	1986	\$300,000
			Water 217	1982	\$300,000
			Utility 17	2004	\$40,000
			Chief 1700	2010	\$50,000
West Plainfield	30	48	Engine 30	2004	\$380,000
			Engine 230	1985	\$380,000
			Brush 30	1997	\$285,000
			Brush 230	1997	\$285,000
			Grass 30	1994	\$285,000
			Water 30	2007	\$300,000
			Water 230	1990	\$300,000

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Fire District	Station No.	Station Age (yrs.)	Fire Apparatus	Year	Replacement Cost <sup>1</sup>
Willow Oak	6	96	Engine 206	1995	\$380,000
			Grass 6	1999	\$285,000
			Rescue 6	1996	\$100,000
			Water 6	1985	\$300,000
	7	7	Engine 7	2004	\$380,000
			Brush 7	2010	\$285,000
Water 7			2005	\$300,000	
Yolo	8	53	Engine 8	1997	\$380,000
			Engine 208	2005	\$380,000
			Squad 8	2007	\$100,000
			Grass 8	2010	\$285,000
			Grass 208	1992	\$285,000
			Water 8	1996	\$300,000
			Command 8	2009	\$50,000
Zamora	11	47	Engine 11	2001	\$380,000
			Engine 211	1978	\$380,000
			Brush 11	2016	\$285,000
			Squad 11	2003	\$100,000
			Water 11	2008	\$300,000

<sup>1</sup> Replacement cost estimated by Citygate

As Table 46 shows, all of the districts have apparatus more than 20 years old, and eight districts have fire apparatus more than 25 years old, with *all* of Elkhorn Fire Protection District’s apparatus more than 25 years old. Of the total aggregate inventory of 71 fire apparatus, 53 percent are over 15 years of age, 37 percent are over 20 years of age, and 29 percent are over 25 years of age. The estimated cost to replace the 21 apparatus 25 years of age or older is \$5.51 million.

Table 47 shows the projected reserve fund balances by district over the next 20 years if each district’s current fire apparatus inventory were to be replaced at a 25-year service life interval.<sup>13</sup> This analysis assumes the previous 4-year average of *all* revenue sources (Table 40), 4-year

<sup>13</sup> Light-duty vehicles replaced at 15-year service life interval

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average operating expenditures exclusive of capital outlay (Table 42), and a one percent annual consumer price index increase.

**Table 47—Projected Fund Balance with 25-Year Apparatus Replacement<sup>1</sup> – ALL Revenue**

Fire District	YEAR																			
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Capay Valley	7.54	8.55	9.58	10.61	11.66	8.52	9.59	10.66	11.75	12.85	10.30	11.42	12.56	10.01	11.17	7.22	4.28	5.47	6.67	7.89
Clarksburg	4.81	5.54	6.29	7.04	7.80	5.26	6.04	6.82	4.27	5.07	5.88	6.69	7.52	3.43	4.27	5.12	5.98	6.84	7.72	8.60
Dunnigan	0.77	0.70	0.63	0.56	0.49	0.42	0.34	0.27	-3.32	-3.99	-4.06	-4.14	-4.21	-4.29	-10.70	-10.78	-10.86	-20.25	-20.33	-20.42
East Davis	12.46	12.75	13.05	13.35	13.66	13.97	14.28	14.59	14.91	15.23	15.55	15.88	16.21	16.54	16.87	17.21	17.56	17.90	18.25	18.61
Elkhorn	-15.04	-14.33	-13.61	-12.89	-12.16	-11.42	-10.67	-9.92	-9.16	-8.39	-7.61	-6.83	-6.03	-5.23	-4.43	-3.61	-2.78	-1.95	-1.11	-0.26
Esparto	0.23	0.96	1.70	2.45	3.21	-3.54	-3.22	-2.44	-1.65	-2.05	-1.25	-0.44	0.38	1.21	-2.97	-2.13	-1.28	-0.42	0.45	1.33
Knights Landing	-2.57	-2.34	-2.10	-1.86	-1.62	-1.38	-1.13	-0.85	-5.00	-4.75	-4.49	-4.24	-3.98	-3.71	-3.45	-3.18	-2.91	-2.63	-2.36	-7.62
Madison	-5.25	-4.84	-4.44	-4.03	-4.05	-3.63	-3.20	-2.78	-2.35	-1.91	-2.08	-1.64	-1.19	-5.65	-5.19	-4.73	-4.26	-3.79	-8.74	-8.84
No Man's Land	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.85	0.85	0.85	0.85	0.85
Springlake	0.22	0.22	0.22	0.22	0.22	0.21	0.21	0.21	0.21	0.20	0.20	0.20	0.20	0.20	0.19	0.19	0.19	0.19	0.18	0.18
West Plainfield	0.07	0.36	0.65	0.95	1.24	1.54	1.85	2.15	2.46	2.77	3.09	3.40	3.73	4.05	-0.64	-0.31	0.03	-3.83	-3.49	-3.15
Willow Oak	5.61	7.24	8.89	10.55	12.24	9.74	10.33	12.06	13.81	12.17	13.96	15.76	17.58	19.42	16.27	14.11	16.00	17.92	19.85	21.80
Winters	6.80	7.12	7.44	7.77	8.11	8.44	8.78	9.13	9.47	9.82	10.17	10.53	10.89	11.26	11.62	12.00	12.37	12.75	13.13	13.52
Yolo	4.55	5.00	5.45	5.90	6.36	6.83	3.92	0.03	0.51	0.99	1.48	1.97	2.47	2.97	3.48	-1.12	-0.60	-1.48	-0.95	-0.42
Zamora	2.05	2.83	3.61	4.41	5.21	6.01	6.83	7.65	8.49	9.33	10.18	1.59	2.45	2.03	2.92	3.81	4.71	5.62	6.54	7.47

<sup>1</sup> Fund balances shown in \$100,000  
 Assumes replacement of existing fire apparatus at 25-year intervals  
 Assumes 4-year average of all revenue sources; 4-year average operating expenditures  
 Assumes 1% annual CPI

As Table 47 shows, seven of the 11 districts providing direct fire protection services are *not fiscally sustainable* assuming even *best-case* annual revenues and a 25-year fire apparatus service life replacement interval. Three districts' fund balances would be negative from year one due to the number of existing apparatus over 25 years of age in need of immediate replacement, and seven districts' fund balances would be negative by year 16.

**Finding #22:** Seven of the 11 districts providing direct fire protection services are *not fiscally sustainable* assuming even *best-case* annual revenues and a 25-year fire apparatus service life replacement interval.

Table 48 shows the same fund balance projections if only ongoing *stable* revenues are assumed (property tax, benefit assessment, development impact fees, and tribal compact allocations).



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**Table 48—Projected Fund Balance with 25-Year Apparatus Replacement - Stable Revenue**

Fire District	YEAR																			
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Capay Valley	5.89	6.08	6.26	6.45	6.64	2.64	2.83	3.03	3.23	3.43	-0.03	0.18	0.38	-3.09	-2.88	-7.78	-11.69	-11.47	-11.25	-11.03
Clarksburg	3.34	3.33	3.33	3.33	3.32	0.01	0.00	0.00	-3.34	-3.35	-3.35	-3.35	-3.36	-8.28	-8.28	-8.29	-8.29	-8.29	-8.30	-8.30
Dunnigan	-0.25	-0.83	-1.42	-2.01	-2.61	-3.21	-3.82	-4.44	-8.58	-9.80	-10.44	-11.08	-11.73	-12.38	-19.38	-20.04	-20.72	-30.71	-31.40	-32.09
East Davis	12.31	12.52	12.74	12.97	13.19	13.42	13.65	13.88	14.11	14.35	14.59	14.83	15.07	15.32	15.56	15.81	16.07	16.32	16.58	16.84
Elkhorn	-15.07	-14.37	-13.67	-12.96	-12.24	-11.52	-10.79	-10.05	-9.31	-8.56	-7.79	-7.03	-6.25	-5.47	-4.68	-3.88	-3.07	-2.26	-1.43	-0.60
Esparto	-0.75	-0.51	-0.26	-0.02	0.23	-7.03	-7.23	-6.97	-6.72	-7.65	-7.39	-7.12	-6.85	-6.58	-11.32	-11.05	-10.77	-10.49	-10.20	-9.92
Knights Landing	-2.78	-2.66	-2.53	-2.40	-2.27	-2.14	-2.01	-6.24	-6.11	-5.97	-5.83	-5.69	-5.55	-5.41	-5.27	-5.12	-4.98	-4.83	-4.68	-10.07
Madison	-5.70	-5.52	-5.35	-5.17	-5.42	-5.24	-5.06	-4.87	-4.68	-4.49	-4.91	-4.72	-4.52	-9.24	-9.04	-8.84	-8.64	-8.43	-13.65	-14.03
No Man's Land	0.85	0.85	0.85	0.85	0.84	0.84	0.84	0.83	0.83	0.83	0.83	0.82	0.82	0.82	0.81	0.81	0.81	0.80	0.80	0.80
Springlake	0.19	0.18	0.16	0.14	0.13	0.11	0.09	0.08	0.06	0.04	0.02	0.00	-0.02	-0.03	-0.05	-0.07	-0.09	-0.11	-0.13	-0.15
West Plainfield	-0.13	0.05	0.23	0.42	0.61	0.80	0.99	1.18	1.38	1.58	1.78	1.98	2.18	2.39	-2.42	-2.21	-2.00	-5.98	-5.77	-5.55
Willow Oak	3.27	3.72	4.18	4.64	5.10	1.38	0.72	1.20	1.69	-1.23	-0.74	-0.24	0.27	0.78	-3.72	-7.24	-6.72	-6.19	-5.65	-5.11
Winters	6.68	6.95	7.22	7.49	7.76	8.04	8.32	8.60	8.89	9.17	9.46	9.76	10.06	10.35	10.66	10.96	11.27	11.58	11.90	12.22
Yolo	3.51	3.43	3.34	3.26	3.18	3.10	-0.37	-4.82	-4.90	-4.99	-5.08	-5.17	-5.26	-5.35	-5.44	-10.65	-10.74	-12.23	-12.33	-12.43
Zamora	1.90	2.60	3.31	4.02	4.74	5.47	6.20	6.94	7.69	8.45	9.22	0.54	1.32	0.81	1.61	2.41	3.22	4.04	4.87	5.71

<sup>1</sup> Fund balances shown in \$100,000  
 Assumes replacement of existing fire apparatus at 25-year intervals  
 Assumes 4-year average of stable revenue only; 4-year average operating expenditures  
 Assumes 1% annual CPI

As Table 48 shows, the fiscal picture is even more dismal if only ongoing stable revenues are assumed. In this case, six of the districts' fund balances would be negative from year 1, and by year 15 eleven of the districts would have a negative fund balance.

**Finding #23:** Ten of the 11 districts providing direct fire protection services are *not fiscally sustainable* assuming ongoing stable annual revenues only and a 25-year fire apparatus service life replacement interval.

**4.4.1 Standardized Fire Apparatus Inventory**

As discussed in Section 3.1.8, each district currently establishes its own fire apparatus inventory needs, and the number and types of fire apparatus vary among the districts. While Table 47 and Table 48 shows projected reserve fund balances to replace all existing fire apparatus in each district on a 25-year service life interval, Table 49 suggests a minimal standardized fire apparatus inventory.



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**Table 49—Recommended Standard Fire Apparatus Inventory**

	Engine	Water Tender	Rescue Squad
Per Station	2	1	1 (if existing)
Per District	1 reserve		

Table 50 shows projected reserve fund balances if the recommended standard fire apparatus inventory as shown in Table 49 were to be replaced on a 25-year service life interval assuming *all* revenue sources.

**Table 50—Projected Fund Balance with 25-Year Replacement of Recommended Standard Fire Apparatus Inventory – All Revenue**

Fire District	YEAR																			
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Capay Valley	7.54	8.55	9.58	10.61	7.54	8.60	9.67	10.75	11.83	12.93	10.39	11.51	12.64	10.10	11.25	7.30	8.48	5.47	6.67	7.89
Clarksburg	5.81	6.54	7.29	8.04	8.80	6.26	5.91	6.69	4.14	4.94	5.75	6.57	7.39	3.31	4.15	4.99	5.85	6.72	7.59	8.47
Dunnigan	0.77	0.70	0.63	0.56	0.49	0.42	0.34	0.27	-3.32	-3.39	-4.68	-4.76	-9.66	-9.73	-9.81	-13.72	-13.80	-13.88	-19.39	-19.47
East Davis	12.46	12.75	13.05	13.35	13.66	13.97	14.28	14.59	14.91	15.23	15.55	15.88	16.21	16.54	16.87	17.21	17.56	17.90	18.25	18.61
Elkhorn	-5.69	-4.98	-4.26	-3.54	-2.81	-2.07	-4.70	-3.94	-5.23	-4.47	-3.69	-6.45	-5.66	-4.86	-4.05	-3.23	-2.41	-1.57	-0.73	0.12
Esparto	3.23	3.96	4.70	5.45	6.21	6.97	4.36	5.14	5.93	5.53	6.33	7.14	7.96	8.78	4.61	5.45	6.30	7.16	8.03	8.91
Knights Landing	0.98	1.21	1.45	1.69	1.93	-0.98	-0.73	-0.48	-0.23	-4.52	-4.27	-4.01	-3.75	-3.49	-3.22	-2.95	-2.68	-2.41	-2.13	-7.39
Madison	0.75	1.16	1.56	1.97	2.39	2.81	3.23	3.66	4.09	4.52	4.96	1.68	2.13	-2.34	-1.88	-1.42	-0.95	-0.48	-0.00	0.48
No Man's Land	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.86	0.85	0.85	0.85	0.85	0.85
Springlake	0.22	0.22	0.22	0.22	0.22	0.21	0.21	0.21	0.21	0.20	0.20	0.20	0.20	0.20	0.19	0.19	0.19	0.19	0.18	0.18
West Plainfield	0.07	0.36	0.65	0.95	1.24	1.54	1.85	2.15	2.46	2.77	3.09	3.40	3.73	-0.87	-0.54	-0.21	0.13	0.46	0.81	1.15
Willow Oak	5.61	7.24	8.89	10.55	12.24	9.74	10.33	12.06	13.81	12.17	13.96	15.76	17.58	19.42	16.27	14.11	16.00	17.92	19.85	21.80
Winters	6.80	7.12	7.44	7.77	8.11	8.44	8.78	9.13	9.47	9.82	10.17	10.53	10.89	11.26	11.62	12.00	12.37	12.75	13.13	13.52
Yolo	4.55	5.00	5.45	5.90	3.12	3.58	4.05	0.16	0.64	1.12	1.61	2.10	2.60	3.10	-1.40	-0.89	-0.37	-1.25	-0.72	-0.19
Zamora	2.05	2.83	3.61	4.41	5.21	6.01	6.83	7.65	8.49	9.33	5.55	1.68	2.54	2.13	3.01	3.90	4.80	5.71	6.63	7.56

<sup>1</sup> Fund balances shown in \$100,000  
 Assumes replacement of existing fire apparatus at 25-year intervals  
 Assumes 4-year average of all revenue sources; 4-year average operating expenditures  
 Assumes 1% annual CPI

As Table 50 illustrates, this scenario results in a slightly better fiscal outlook for some of the districts than shown in Table 47. In this scenario, three districts are not fiscally viable at year 20 rather than seven (shown in Table 47), and the projected fund balances for the districts with capital equipment are improved. In addition, a standardized fire apparatus inventory with common design specification and equipment for new apparatus could provide additional fiscal

and operational benefits, including standardized design and operation, reduced replacement cost, and the potential to share reserve apparatus between districts.

**Finding #24:** A minimized and standardized district fire apparatus inventory would *reduce* the fiscal liability for long-term capital equipment replacement for 7 of the 11 districts with capital infrastructure.

**Finding #25:** A standardized district fire apparatus inventory with common design specifications and equipment could provide both fiscal and operational benefits to most districts.

**Recommendation #5:** 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.

#### **4.5 FINANCIAL POLICIES**

Only Clarksburg, West Plainfield, and Yolo Fire Districts have some form of written financial policies. In addition, Clarksburg, Dunnigan, West Plainfield, and Yolo are the only districts with formal capital improvement/replacement plans. The Yolo County Office of the Auditor-Controller conducts an annual financial audit for the nine districts (Capay Valley, Dunnigan, East Davis, Esparto, Knights Landing, West Plainfield, Willow Oak, Winters, and No Man's Land) that do not conduct their own annual independent financial audit as required by Government Code Section 26909(b).

In Citygate's experience, public agency fiscal best practices include adoption of formal written policies minimally addressing the following fiscal issues:

- ◆ Budgeting
- ◆ Reserves
- ◆ Capital Funding
- ◆ Procurement
- ◆ Fiscal Audits

Sample fiscal policies are available from the International City/County Management Association (ICMA), the California Special Districts Association (CSDA), and local/regional cities or counties.

**Finding #26:** Only 3 of the 15 districts have formal written fiscal policies and capital improvement plans.

**Finding #27:** The Yolo County Office of the Auditor-Controller conducts an annual financial audit for the nine districts that do not conduct their own annual independent fiscal audit as required by Government Code Section 26909(b).

**Recommendation #6:** All of the districts (except Clarksburg, Dunnigan, West Plainfield, and Yolo 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.

**4.6 DEBT SERVICE**

Three districts currently have debt service as shown in Table 51. Government Code Section 13906 limits the term of fire district debt service to a maximum of 10 years.

**Table 51—Debt Service by District**

Fire Protection District	Amount Financed	Purpose	Current Balance	Annual Payment	Debt Retirement Date
Dunnigan	\$172,437	Apparatus Lease/Purchase	\$87,635	\$31,000	2018
Knights Landing	Unknown	Apparatus Lease/Purchase	\$19,500	\$6,500	2019
Madison	\$87,000	Apparatus Lease/Purchase	\$29,000	\$10,500	2017

Lease purchase has become a popular and widely used mechanism in the fire service to acquire capital equipment. The annual debt service payments appear to be well within the financial resources of the respective districts.

**Finding #28:** Three districts have existing debt service for fire apparatus replacement, and the annual debt service payments appear to be well within the financial resources of those districts.

#### **4.7 OVERALL FISCAL HEALTH AND SUSTAINABILITY**

Pursuant to a comprehensive weighted analysis of multiple fiscal factors including budgeting practices, revenues, expenditures, fiscal reserves, expenditure/revenue ratio, debt service, ability to fund infrastructure replacement, and infrastructure age, Citygate concludes that each of the 15 rural Yolo County fire districts can be placed into one of three categories relative to overall fiscal health and long-term fiscal sustainability as shown in Table 52. While this table identifies five districts as questionable relative to their long-term fiscal sustainability, it is important to understand that this conclusion is based on conservative revenue projections combined with recent actual expenditure trends, and replacement of capital equipment on a 25-year service life cycle with new equipment. It is entirely feasible for some or all of these districts to remain fiscally viable if some or all of the following factors are realized:

- ◆ All revenues are considered, including non-stable and/or one-time revenues
- ◆ Additional revenues are realized
- ◆ Ongoing operational expenditures are closely monitored to ensure fiscal sustainability
- ◆ Replacing end-of-life-cycle capital equipment with suitable previously-owned equipment from another fire agency, thus reducing capital equipment costs significantly.

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**Table 52—Overall Fiscal Health and Sustainability**

District	Category	Fiscal Sustainability
East Davis	Contract District	Sustainable
No Man's Land	Contract District	Sustainable
Springlake	Contract District	Sustainable
Winters	Contract District	Sustainable
Capay Valley	Full or Partial Fiscal Capacity	Sustainable
Willow Oak	Full or Partial Fiscal Capacity	Sustainable
Zamora	Full or Partial Fiscal Capacity	Sustainable
Esparto	Full or Partial Fiscal Capacity	Sustainable <sup>1</sup>
Clarksburg	Full or Partial Fiscal Capacity	<u>Likely Sustainable</u>
West Plainfield	Full or Partial Fiscal Capacity	<u>Likely Sustainable</u> <sup>1</sup>
Dunnigan	Needs Fiscal Assistance	<u>Questionable Sustainability</u>
Elkhorn	Needs Fiscal Assistance	<u>Questionable Sustainability</u>
Knights Landing	Needs Fiscal Assistance	<u>Questionable Sustainability</u>
Madison	Needs Fiscal Assistance	<u>Questionable Sustainability</u>
Yolo	Needs Fiscal Assistance	<u>Questionable Sustainability</u>

<sup>1</sup> Assuming standardized fire apparatus inventory

**Deleted:** <#>note that in Citygate's opinion, all of the districts make every effort to responsibly manage their fiscal resources. ¶

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**4.7.1 Contract Districts**

East Davis, No Man's Land, and Springlake Fire Protection Districts provide fire protection services through a contract for services with an adjacent or nearby career-staffed city fire department, and thus have no capital infrastructure needs or related fiscal liability for such infrastructure. As such, these districts are generally in a much better state of fiscal health than the non-contract districts, and are projected to be *fiscally sustainable* over the next 20 years given current revenue and expenditure trends (Table 44). In a worst-case scenario assuming only ongoing stable revenues (Table 45), Springlake is potentially not fiscally sustainable with a small negative fund balance beginning in year 13; however, this negative balance is avoidable if actual revenues exceed the more conservative scenario by even a very small margin and/or the District makes a minor adjustment in operating expenditures in the intervening years. For Winters Fire District, which contracts with the City of Winters, capital costs are a factor in determining the annual budget and related contract cost. As a contract district, Winters is also projected to be *fiscally sustainable* over the next 20 years given current revenue and expenditure trends.

**Finding #29:** East Davis, No Man’s Land, Springlake, and Winters Fire Districts, which contract for fire protection services from an adjacent or nearby city, are *fiscally healthy and sustainable* over the next 20 years based on current revenue and expenditure projections.

#### 4.7.2 Districts With Full or Partial Fiscal Capacity to Replace Capital Infrastructure

This health/sustainability category includes those direct service districts that are generally fiscally sound and sustainable with projected fiscal capacity to replace some or all of their capital equipment infrastructure on a 25-year service life interval. Table 53 shows projected reserve fund balances with replacement of existing capital equipment on a 25-year service life interval. This analysis assumes a more probable median of the 4-year average of all revenue sources *and* stable revenue sources, 1 percent annual inflation rate and modified initial replacement dates for some apparatus to better distribute capital costs over time.

Based on this analysis, Capay Valley, Willow Oak, and Zamora are *fiscally sound* and *sustainable* over the next 20 years, including fiscal capacity to replace capital equipment infrastructure on a 25-year service life interval.

Clarksburg, with a minimal capital equipment inventory meeting recommended standards in Table 49, is *likely fiscally sustainable* with a small negative fund balance in year 10 and a negative balance again in years 15-19 that could be *balanced* with an estimated \$10,000 annual reduction in expenditures, additional *revenues above those considered for this analysis*, or a combination of both.

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**Table 53—Projected Fund Balance with Replacement of *Existing* Capital Equipment Inventory**

Fire District	YEAR																			
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Capay Valley	6.71	3.44	4.04	4.66	5.27	5.90	3.15	3.79	4.43	5.08	5.74	2.86	3.53	4.20	4.88	5.57	1.05	1.76	2.47	3.19
Clarksburg	5.07	4.42	4.79	5.17	5.54	2.61	3.00	3.39	3.78	-0.36	0.04	0.45	0.86	1.27	-2.07	-1.65	-1.22	-0.79	-0.36	0.08
Dunnigan	0.26	-0.07	-3.52	-3.85	-4.18	-5.07	-5.41	-5.76	-7.28	-7.63	-7.98	-13.07	-13.43	-13.79	-17.92	-18.30	-18.67	-24.38	-24.76	-25.15
East Davis	12.38	12.64	12.90	13.16	13.42	13.69	13.96	14.23	14.51	14.79	15.07	15.35	15.64	15.93	16.22	16.51	16.81	17.11	17.42	17.72
Elkhorn	-1.90	-1.20	-2.31	-1.59	-0.87	-3.45	-2.71	-1.97	-4.55	-3.79	-7.66	-6.88	-6.10	-7.57	-6.77	-5.96	-5.15	-4.32	-3.49	-2.65
Esparto	2.74	3.23	3.72	1.03	1.53	-2.15	-2.09	-1.58	-4.57	-4.04	-3.51	-4.22	-3.67	-3.12	-7.58	-7.02	-6.46	-5.89	-5.31	-4.73
Knights Landing	0.88	1.05	0.82	1.00	1.19	-1.77	-1.58	-1.74	-1.55	-5.89	-5.70	-5.50	-5.30	-5.10	-4.89	-4.69	-4.48	-4.27	-4.05	-9.38
Madison	0.53	0.82	-2.01	-1.72	-1.42	-1.12	-1.27	-0.96	-0.65	-0.94	-0.62	-5.03	-4.71	-4.38	-8.01	-7.68	-7.34	-7.01	-12.09	-11.75
No Man's Land	0.86	0.86	0.85	0.85	0.85	0.85	0.85	0.85	0.84	0.84	0.84	0.84	0.84	0.84	0.83	0.83	0.83	0.83	0.83	0.83
Springlake	0.21	0.20	0.19	0.18	0.17	0.16	0.15	0.14	0.13	0.12	0.11	0.10	0.09	0.08	0.07	0.06	0.05	0.04	0.03	0.02
West Plainfield	0.77	1.00	1.24	-2.55	-2.31	-2.06	-5.02	-4.78	-4.52	-4.27	-7.48	-7.23	-6.96	-6.70	-11.44	-11.17	-10.90	-10.62	-10.35	-10.06
Willow Oak	4.44	5.48	6.53	3.56	4.64	5.72	5.69	6.80	7.91	5.64	6.77	7.93	9.09	5.35	6.53	7.73	4.82	6.04	7.28	8.52
Winters	6.74	7.03	7.33	7.63	7.93	8.24	8.55	8.86	9.18	9.50	9.82	10.15	10.47	10.81	11.14	11.48	11.82	12.17	12.51	12.87
Yolo	4.03	1.30	1.49	1.68	-1.38	-1.19	-1.00	-5.17	-4.97	-5.37	-5.17	-4.97	-4.77	-4.56	-9.37	-9.16	-8.94	-10.13	-9.91	-9.69
Zamora	1.98	2.71	3.46	4.21	4.97	1.55	2.32	3.10	3.90	4.69	0.87	1.68	2.51	3.34	2.86	3.71	4.56	5.43	6.30	7.19

<sup>1</sup> Fund balances shown in \$100,000  
 Assumes replacement of existing fire apparatus at 25-year intervals  
 Assumes 4-year average of all revenue sources; 4-year average operating expenditures  
 Assumes 1% annual CPI

Table 54 shows the same projected reserve balances assuming a standardized capital equipment inventory as shown in Table 49. This analysis also assumes the median of the 4-year average of *all* revenue sources and *stable* revenue sources, a 1 percent inflation rate, and a modified initial replacement date for some apparatus to better distribute capital costs over time.



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**Table 54—Projected Fund Balance with Replacement of *Standardized Capital Equipment Inventory***

Fire District	YEAR																			
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Capay Valley	6.71	3.44	4.04	4.66	5.27	5.90	3.15	3.79	4.43	5.08	5.74	2.86	3.53	4.20	4.88	5.57	1.05	1.76	2.47	3.19
Clarksburg	5.07	4.42	4.79	5.17	5.54	2.61	3.00	3.39	3.78	-0.36	0.04	0.45	0.86	1.27	-2.07	-1.65	-1.22	-0.79	-0.36	0.08
Dunnigan	0.26	-0.07	-3.52	-3.85	-4.18	-4.52	-4.86	-5.20	-6.72	-7.08	-7.43	-12.51	-12.88	-13.24	-17.37	-17.74	-18.12	-23.82	-24.21	-24.60
East Davis	12.38	12.64	12.90	13.16	13.42	13.69	13.96	14.23	14.51	14.79	15.07	15.35	15.64	15.93	16.22	16.51	16.81	17.11	17.42	17.72
Elkhorn	-1.90	-1.20	-2.31	-1.59	-0.87	-3.45	-2.71	-1.97	-4.55	-3.79	-7.66	-6.88	-6.10	-5.31	-4.51	-3.70	-2.88	-2.06	-1.23	-0.39
Esparto	2.74	3.23	3.72	4.22	4.72	5.22	5.74	6.25	3.26	3.79	4.32	3.61	4.16	4.71	0.25	0.81	1.37	1.94	2.52	3.10
Knights Landing	0.88	1.05	1.24	1.42	1.60	-1.36	-1.17	-0.98	-0.79	-5.13	-4.94	-4.74	-4.54	-4.34	-4.13	-3.92	-3.72	-3.51	-3.29	-8.62
Madison	0.53	0.82	-2.01	-1.72	-1.42	-1.12	-0.82	-0.51	-0.20	0.11	0.43	-3.98	-3.66	-3.33	-3.01	-2.67	-2.34	-2.00	-7.09	-6.74
No Man's Land	0.86	0.86	0.85	0.85	0.85	0.85	0.85	0.85	0.84	0.84	0.84	0.84	0.84	0.84	0.83	0.83	0.83	0.83	0.83	0.83
Springlake	0.21	0.20	0.19	0.18	0.17	0.16	0.15	0.14	0.13	0.12	0.11	0.10	0.09	0.08	0.07	0.06	0.05	0.04	0.03	0.02
West Plainfield	3.77	4.00	4.24	0.45	0.69	0.94	1.18	1.43	1.69	1.94	2.20	2.46	2.72	2.99	-1.76	-1.49	-1.22	-0.94	-0.66	-0.38
Willow Oak	4.44	5.48	6.53	3.56	4.64	5.72	5.69	6.80	7.91	5.64	6.77	7.93	9.09	5.35	6.53	7.73	4.82	6.04	7.28	8.52
Winters	6.74	7.03	7.33	7.63	7.93	8.24	8.55	8.86	9.18	9.50	9.82	10.15	10.47	10.81	11.14	11.48	11.82	12.17	12.51	12.87
Yolo	4.03	4.21	4.40	4.58	1.52	1.71	1.91	-2.26	-2.07	-1.87	-1.67	-1.47	-1.26	-1.06	-5.86	-5.65	-5.44	-6.63	-6.41	-6.19
Zamora	1.98	2.71	3.46	4.21	4.97	5.74	6.52	7.30	8.09	8.89	5.06	5.88	6.70	7.53	7.05	7.90	8.76	9.62	10.50	11.38

<sup>1</sup> Fund balances shown in \$100,000  
 Assumes replacement of existing fire apparatus at 25-year intervals  
 Assumes 4-year average of all revenue sources; 4-year average operating expenditures  
 Assumes 1% annual CPI

Based on the analysis from Table 53, Esparto is not fiscally sustainable due to the size of its existing capital equipment inventory and the costs associated with replacement of that inventory on a 25-year service life interval. Table 54, however, indicates that Esparto *would be fiscally sustainable* if it were to reduce its capital apparatus inventory to the smaller standardized inventory shown in Table 49.

West Plainfield is also not fiscally sustainable based on the analysis in Table 53 due to the size of its existing capital equipment inventory and the costs associated with replacement of that inventory on a 25-year service life interval. The District could, however, *likely achieve* long-term fiscal sustainability with a smaller standardized fire apparatus inventory as shown in Table 49, and ultimately could achieve long-term *fiscal sustainability* through additional reduction of annual operating expenditures, additional revenues, or a combination of both.

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**Finding #30:** Capay Valley, Willow Oak, and Zamora are *fiscally sound and sustainable* over the next 20 years with fiscal capacity to replace capital equipment infrastructure on a 25-year service life interval.



**Finding #31:** Clarksburg is likely fiscally sustainable over the next 20 years, including fiscal capacity to replace capital equipment on a 25-year service life cycle, with some reduction of annual expenditures, additional revenues, or a combination of both.

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**Finding #32:** Given current revenue and expenditure projections, Esparto is likely not fiscally sustainable over the next 20 years with its current apparatus inventory; however, the District would be fiscally sustainable with a smaller capital fire apparatus inventory.

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**Finding #33:** West Plainfield is likely not fiscally sustainable given current revenue and expenditure projections; however, the District would be fiscally sustainable with a smaller capital fire apparatus inventory, a reduction in annual expenditures, additional revenues, or a combination of these measures.

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#### 4.7.3 Districts Needing Assistance to Achieve Fiscally Sustainability

Based on the capital infrastructure funding capacity analysis in Section 4.4, Dunnigan, Elkhorn, Knights Landing, Madison, and Yolo are *not fiscally sustainable* without *significant* additional revenues to maintain capital equipment infrastructure.

Given current revenue and expenditure projections, Dunnigan is *not fiscally sustainable* even without capital fire apparatus replacement, with a negative fund balance beginning in year 9 (Table 44), and can only achieve long-term fiscal sustainability with a *significant* reduction of annual operating costs. Absent such reductions, an estimated \$130,000 of additional annual revenue, adjusted for inflation, will be required for Dunnigan to achieve long-term fiscal sustainability based on the standardized capital equipment inventory in Table 49.

Elkhorn is also *not fiscally sustainable*, with a projected negative reserve fund balance beginning in year 1 when including capital equipment replacement (Table 53 and Table 54). The District could, however, potentially achieve long-term fiscal sustainability by contracting for services with Woodland, West Sacramento, or both, thus eliminating the need for capital infrastructure. This would maintain continuity of services and fiscal sustainability assuming that Woodland and/or West Sacramento were willing to assume the District's service calls in exchange for an annual or per-call fee not exceeding the District's anticipated annual revenue. Without such a service contract, the District will require an estimated additional \$30,000 annually, adjusted for inflation, to achieve fiscal sustainability including ongoing replacement of a standardized capital equipment inventory as shown in Table 49.

Knights Landing is *not fiscally sustainable*, with a projected negative reserve fund balance beginning in year 6 (Table 53 and Table 54), and will require an additional estimated \$45,000 annually, adjusted for inflation, to achieve fiscal sustainability including ongoing capital equipment replacement.

Madison is *not fiscally sustainable*, with a projected negative reserve fund balance beginning in year 3 (Table 53 and Table 54), and will require an additional estimated \$40,000 annually, adjusted for inflation, to achieve fiscal sustainability including ongoing replacement of a standardized capital equipment inventory as shown in Table 49.

Yolo is *not fiscally sustainable*, with a projected negative reserve fund balance beginning in year 5 (Table 53) or year 8 (Table 54), and will require an additional estimated \$40,000 annually, adjusted for inflation, to achieve fiscal sustainability including ongoing replacement of a standardized capital equipment inventory as shown in Table 49.

In summary, [based on the fiscal assumptions used for this analysis](#), Dunnigan, Elkhorn, Knights Landing, Madison, and Yolo would require an estimated additional aggregate of \$285,000 annually, adjusted for inflation, to achieve long-term fiscal sustainability including replacement of a standardized capital equipment inventory as shown in Table 49 on a 25-year service life interval. [As cited at the beginning of this section, it is entirely feasible for some or all of these districts to remain fiscally viable if additional revenues are considered or realized, ongoing operational expenses are reduced where feasible and/or monitored closely to ensure long-term fiscal viability, and end-of-life-cycle capital equipment is replaced with suitable previously-owned equipment to reduce capital equipment costs.](#)

**Finding #34:** Dunnigan is *not fiscally sustainable* given current revenue and expenditure projections even without capital fire apparatus replacement.

**Finding #35:** Dunnigan will require a significant reduction of annual operating expenditures, significant additional fiscal resources, or a combination of both to achieve long-term fiscal health and sustainability.

**Finding #36:** Elkhorn, Knights Landing, Madison, and Yolo are *questionable relative to their long-term fiscal sustainability* without financial assistance or additional revenues to maintain capital infrastructure.

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| Deleted: *not fiscally sustainable* |

**Finding #37:** Elkhorn could potentially achieve long-term fiscal sustainability by contracting for services with Woodland, West Sacramento, or both.

**Recommendation #7:** Dunnigan should consider reducing its annual operating costs significantly in order to achieve long-term fiscal sustainability.

**Recommendation #8:** Elkhorn should consider a contract for service with Woodland and/or West Sacramento to achieve long-term fiscal sustainability and continuity of services.

**Recommendation #9:** Clarksburg and West Plainfield should consider reducing annual expenditures, seeking additional revenues, or a combination of both to achieve long-term fiscal sustainability.

**Recommendation #10:** Esparto should consider reducing the size of its fire apparatus inventory to facilitate long-term fiscal sustainability.

**Recommendation #11:** Dunnigan, Knights Landing, and Madison should consider seeking a benefit assessment to facilitate long-term fiscal viability.

**Recommendation #12:** Elkhorn, Knights Landing, Madison, and Yolo should consider seeking grant funding for apparatus replacement to facilitate long-term fiscal viability.

## **SECTION 5—ACCOUNTABILITY, STRUCTURE, AND EFFICIENCY ANALYSIS**

This section provides an analysis of the accountability, governance structure, and organizational efficiency of each fire district.

### **5.1 GOVERNANCE STRUCTURE AND STATUS**

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Fourteen of the fire districts are special districts with five-member Boards of Commissioners or Directors appointed by the Yolo County Board of Supervisors to staggered 4-year terms, except Yolo with a three-member Board of Directors is elected directly by District voters. For No Man's Land, the Board of Supervisors acts as the District Board of Directors.

The East Davis Fire Protection District is a dependent district with the 3-member Board of Commissioners appointed by the Board of Supervisors to indefinite terms. All of the districts' governing boards are currently filled with the exception of Knights Landing, which has had a vacancy on its Board of Commissioners for the past four years.

### **5.2 MEETING ACCESSIBILITY**

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All of the districts conduct public business meetings at least annually as required by Health and Safety Code Section 13800 et seq. (Fire Protection District Law of 1987). Ten of the districts hold their business meetings at a district facility; East Davis' meetings are held at Davis City Fire Station #3; Elkhorn's meetings are held at the District's legal office in Woodland; No Man's Land's meetings are held in the Yolo County Board of Supervisors chambers; Springlake's meetings are held in the City of Woodland Public Safety Department; Winters' meetings are held at the City of Winters Fire Department. All meetings are open to the public and meet the accessibility requirements of the Americans with Disabilities Act (ADA) of 1990 (42 USC §12132).

### **5.3 BROWN ACT COMPLIANCE**

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All districts appear to comply with the open meeting requirements of Government Code Section 54950 et seq. (Ralph M. Brown Act) relative to meeting notice, agenda access, open public meetings, ADA access, public comment, public policy actions, and public reporting of closed session actions.



**5.4 PUBLIC ACCESS TO POLICY DECISIONS/DOCUMENTS**

All districts appear to comply with the provisions of Government Code Section 6250 et seq. (California Public Records Act) relative to public access to public agency information and records. All districts advised that public record requests are directed to the District Fire Chief, Board/Commission Clerk or Secretary, and/or an individual member of the District Board of Directors/Commissioners.

**5.5 ORGANIZATIONAL STRUCTURE AND STAFFING**

East Davis, No Man’s Lands, Springlake, and Winters Fire Protection Districts contract for services with an adjacent or nearby career-staffed city fire department. Each respective city Fire Chief is appointed by the City Manager, and subordinate staff includes chief officer(s) (Division Chief or Battalion Chief), company officers (Captain or Lieutenant) supervising Engineers and/or Firefighters to maintain an appropriate level of accountability and supervisory span of control. The remaining 11 districts provide direct fire services to their respective jurisdiction with volunteer personnel, except Capay with a part-time Chief and Secretary, Dunnigan with one full-time Firefighter and up to one part-time (compensated via stipend) Firefighter daily, Esparto with a full-time Chief and part-time Secretary, West Plainfield with two full-time Lieutenants and one part-time Battalion Chief, Willow Oak with one full-time Battalion Chief and two full-time Firefighters, and Yolo with a part-time Chief and three part-time support employees as shown in Table 55.

**Table 55—Paid Staff by District (FTE)**

District	Fire Chief	Officers	Fire Fighters	Secretary	Other Support Personnel	Total Paid Personnel (FTE)
Capay Valley	0.25	0	0	0.25	0	0.5
Dunnigan <sup>1</sup>	0	0	1.0	0.25	0	1.25
Esparto	1.0	0	0	0.25	0	1.25
West Plainfield	0	2.5	0	0	0	2.5
Willow Oak	0	1.0	2.0	0	0	3.0
Yolo	0.5	0	0	0	0.5	1.0
<b>Total</b>	<b>1.75</b>	<b>3.5</b>	<b>3.0</b>	<b>0.75</b>	<b>0.5</b>	<b>9.50</b>

<sup>1</sup> Dunnigan provides additional on-duty staffing with volunteer and not more than one stipend firefighter per day (\$50-\$75/day stipend)  
 Source: Fire Districts

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Each district has a Fire Chief appointed by the respective district Board of Directors/Commissioners. For the eight districts with only volunteer fire fighters, the Fire Chief directly supervises the volunteers and any staff. For Dunnigan and Willow Oak, the Fire Chief directly supervises the paid staff, and the paid staff supervises the volunteer fire fighters. For West Plainfield, the Fire Chief directly supervises the Battalion Chief, and the Battalion Chief supervises the paid and volunteer staff.

As highlighted in Section 4, Dunnigan will need to significantly reduce its annual operating costs to achieve long-term fiscal sustainability. This level of reduction is likely only achievable through a reduction in personnel costs. Thus, Dunnigan will need to reduce its minimum daily staffing to achieve the necessary cost savings.

***5.6 JOINT POWERS AGREEMENT/AUTHORITY PARTICIPATION***

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All of the districts except East Davis and No Man’s Land are members of the Yolo Emergency Communications Agency, a Joint Powers Authority established in 1988 as a consolidated 9-1-1 Public Safety Answering Point (PSAP) and to provide dispatch services for local government agencies.

In addition, Capay Valley, Clarksburg, Dunnigan, East Davis, Madison, No Man’s Land, Springlake, and Winters are participating members in the Yolo County Public Agency Risk Management Insurance Authority (YCPARMIA). YCPARMIA is a special district agency formed through a Joint Powers Agreement of participating member agencies to provide risk management, insurance, and safety services for its members. Some of the other districts are insured through Golden State Risk Management Agency. The remaining districts are insured by other public agency risk pool(s) or private sector insurance company(s).

***5.7 EFFICIENCY ANALYSIS***

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As discussed in Section 3, all 15 of the rural fire districts currently provide fire protection services meeting nationally recognized best practice response performance for rural service demand areas. Despite a continual challenge to maintain an Consolidation of Esparto AND MADISON roster of volunteer firefighters, the services provided by each of the rural fire districts meet reasonable expectations for both capacity and adequacy of service as measured by service demand, population density, number of volunteers, turnout time, response time, incident staffing, missed calls, fire apparatus types, and facilities.

Due to the large geographic service areas of the districts and fire station facility siting, Citygate does not see any opportunities for shared facilities that would enhance service effectiveness or efficiency. Current automatic aid and mutual aid agreements enhance overall service delivery

effectiveness and efficiency; service effectiveness and efficiency could be enhanced in Zamora with automatic aid agreement(s) with one or more of their neighboring fire agencies. Further, as discussed in Section 3.6, since Dunnigan and Willow Oak have on-duty staffing at least during normal weekday business hours, service delivery in Knights Landing, Madison, Yolo, and Zamora could potentially be enhanced through an automatic aid agreement with Dunnigan and/or Willow Oak for immediate response to any missed calls when on-duty staffing is available.

Deleted: both Clarksburg and

Previous MSR/SOI studies have recommended consolidation of Knights Landing, Yolo, and Zamora, and boundary adjustments for Dunnigan, Knights Landing, Capay Valley, and Esparto; however, none of the respective districts has demonstrated interest or pursued these recommendations to date. No significant benefits would likely be realized from these recommended consolidations in Citygate’s opinion due to the lack of paid staffing and no opportunities to enhance service levels through consolidation of current fire station locations. Given the fiscal analysis in Section 4, consolidation of Esparto and Madison could enhance both operational and fiscal efficiencies in both districts considering their current level of operational integration. By sharing reserve apparatus, both districts could also reduce their apparatus inventory needs and associated costs.

In addition, East Davis, No Man’s Land, Springlake, and Winters have contracted for services for many years. East Davis has contracted with the City of Davis since 1966 (49 years), and the current contract extends through June 30, 2029. No Man’s Land Fire Protection District has also contracted with the City of Davis since 1994 (21 years), and the current contract extends through June 30, 2029. Springlake Fire Protection District has contracted with the City of Woodland since 1982 (33 years) and also with the City of Davis since 1985 (30 years), and the current contracts extend through June 30, 2024 respectively. The Winters Fire Protection District has contracted with the City of Winters since 2011 (4 years), and the current contract extends through December 31, 2050.

**Finding #38:** No action has been taken to date on consolidations or boundary adjustment recommendations from previous MSR/SOI studies.

**Finding #39:** Consolidation of Esparto and Madison may be both fiscally and operationally practical.

**Recommendation #13:** Esparto and Madison should consider consolidating into a single district to enhance operational and fiscal efficiencies.

## SECTION 6—OTHER ISSUES

This section provides a discussion and analysis of other matters relating to effective or efficient delivery of services by the rural fire districts.

### 6.1 REGIONAL FIRE SERVICE FRAMEWORK

With regard to the challenge of long-term fiscal sustainability facing some of the rural fire districts, particularly as it relates to maintaining capital equipment infrastructure, creation of a cooperative countywide regional fire service framework could provide a structure that, in addition to providing financial assistance for capital infrastructure replacement, could also provide other operational and support benefits to participating districts without loss of local control, such as:

- ◆ 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.

Under this concept, the County could establish a Community Services District (CSD), County Service Area (CSA), Joint Powers Agreement (JPA) agency, or expand the authority and powers of the existing West Valley Fire Training Consortium, [or the Yolo County Fire Chiefs Association](#), funded by an overarching benefit assessment, fees, grants, donations, or a combination of these funding sources.

Table 56 shows projected reserve fund balances if the recommended standard fire apparatus inventory as shown in Table 49 were to be replaced on a 25-year service life interval.

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**Table 56—Projected Fund Balance with Standardized Capital Equipment Inventory Replacement**

Fire District	YEAR																			
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Capay Valley	6.71	3.44	4.04	4.66	5.27	5.90	3.15	3.79	4.43	5.08	5.74	2.86	3.53	4.20	4.88	5.57	1.05	1.76	2.47	3.19
Clarksburg	5.07	4.42	4.79	5.17	5.54	2.61	3.00	3.39	3.78	-0.36	0.04	0.45	0.86	1.27	-2.07	-1.65	-1.22	-0.79	-0.36	0.08
Dunnigan	0.26	-0.07	-3.52	-3.85	-4.18	-4.52	-4.86	-5.20	-6.72	-7.08	-7.43	-12.51	-12.88	-13.24	-17.37	-17.74	-18.12	-23.82	-24.21	-24.60
East Davis	12.38	12.64	12.90	13.16	13.42	13.69	13.96	14.23	14.51	14.79	15.07	15.35	15.64	15.93	16.22	16.51	16.81	17.11	17.42	17.72
Elkhorn	-1.90	-1.20	-2.31	-1.59	-0.87	-3.45	-2.71	-1.97	-4.55	-3.79	-7.66	-6.88	-6.10	-5.31	-4.51	-3.70	-2.88	-2.06	-1.23	-0.39
Esparto	2.74	3.23	3.72	4.22	4.72	5.22	5.74	6.25	3.26	3.79	4.32	3.61	4.16	4.71	0.25	0.81	1.37	1.94	2.52	3.10
Knights Landing	0.88	1.05	1.24	1.42	1.60	-1.36	-1.17	-0.98	-0.79	-5.13	-4.94	-4.74	-4.54	-4.34	-4.13	-3.92	-3.72	-3.51	-3.29	-8.62
Madison	0.53	0.82	-2.01	-1.72	-1.42	-1.12	-0.82	-0.51	-0.20	0.11	0.43	-3.98	-3.66	-3.33	-3.01	-2.67	-2.34	-2.00	-7.09	-6.74
No Man's Land	0.86	0.86	0.85	0.85	0.85	0.85	0.85	0.85	0.84	0.84	0.84	0.84	0.84	0.84	0.83	0.83	0.83	0.83	0.83	0.83
Springlake	0.21	0.20	0.19	0.18	0.17	0.16	0.15	0.14	0.13	0.12	0.11	0.10	0.09	0.08	0.07	0.06	0.05	0.04	0.03	0.02
West Plainfield	3.77	4.00	4.24	0.45	0.69	0.94	1.18	1.43	1.69	1.94	2.20	2.46	2.72	2.99	-1.76	-1.49	-1.22	-0.94	-0.66	-0.38
Willow Oak	4.44	5.48	6.53	3.56	4.64	5.72	5.69	6.80	7.91	5.64	6.77	7.93	9.09	5.35	6.53	7.73	4.82	6.04	7.28	8.52
Winters	6.74	7.03	7.33	7.63	7.93	8.24	8.55	8.86	9.18	9.50	9.82	10.15	10.47	10.81	11.14	11.48	11.82	12.17	12.51	12.87
Yolo	4.03	4.21	4.40	4.58	1.52	1.71	1.91	-2.26	-2.07	-1.87	-1.67	-1.47	-1.26	-1.06	-5.86	-5.65	-5.44	-6.63	-6.41	-6.19
Zamora	1.98	2.71	3.46	4.21	4.97	5.74	6.52	7.30	8.09	8.89	5.06	5.88	6.70	7.53	7.05	7.90	8.76	9.62	10.50	11.38
<b>Deficit Total</b>	<b>-1.90</b>	<b>-1.27</b>	<b>-7.84</b>	<b>-7.16</b>	<b>-6.47</b>	<b>-10.45</b>	<b>-9.56</b>	<b>-10.93</b>	<b>-14.33</b>	<b>-18.23</b>	<b>-21.69</b>	<b>-29.58</b>	<b>-28.43</b>	<b>-27.27</b>	<b>-38.71</b>	<b>-36.83</b>	<b>-34.94</b>	<b>-39.75</b>	<b>-43.24</b>	<b>-46.91</b>

<sup>1</sup> Fund balances shown in \$100,000  
 Assumes replacement of existing fire apparatus at 25-year intervals  
 Assumes 4-year average of all revenue sources; 4-year average operating expenditures  
 Assumes 1% annual CPI

As Table 56 shows, the individual fund deficit total begins at \$190,000 in year 1 and increases to \$46.91 million by year 20.

Of the 11,607 real property parcels in unincorporated Yolo County, 4,953 are vacant, agricultural crop use, or have building improvements valued at \$25,000 or less, and 6,654 have building improvements valued over \$25,000.<sup>14</sup> If a cooperative regional fire service agency were able to successfully implement a countywide benefit assessment, those revenues could fund a regional training officer and provide funding for apparatus replacement.

Table 57 illustrates the effect of a countywide benefit assessment assuming a \$125.00 annual assessment per unit of benefit (vacant/crop/improved parcels less than \$25,000 = 1 unit of benefit; improved parcels with buildings valued over \$25,000 = 3 units of benefit), and a 1 percent annual inflation escalator.

<sup>14</sup> Yolo County Assessor's Office



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**Table 57—Countywide Benefit Assessment for Fire Equipment Replacement**

Description	YEAR																			
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
Assessment Fund Starting Balance	0	11.84	26.56	23.70	24.01	29.14	22.93	28.51	28.96	25.61	21.46	24.99	20.33	34.88	30.28	11.62	35.82	26.79	29.72	31.32
Annual Assessment	31.14	31.46	31.77	32.08	32.39	32.70	33.01	33.32	33.64	33.95	34.26	34.57	34.88	35.19	35.50	35.82	36.13	36.44	36.75	37.06
Capital Equipment Expense	-19.30	-4.90	-8.06	-8.07	-3.25	-9.77	-4.50	-4.37	-8.03	-12.49	-9.26	-14.24	0.00	-4.92	-23.88	0.00	-9.33	-6.72	-5.43	-5.54
Assessment Fund Ending Balance	11.84	26.56	23.70	24.01	29.14	22.93	28.51	28.96	25.61	21.46	24.99	20.33	34.88	30.28	11.62	35.82	26.79	29.72	31.32	31.53

Amounts shown in \$100,000  
 Assumes \$125 annual assessment per unit of benefit  
 Assumes 1% inflation escalator

As Table 57 illustrates, the concept of a a countywide benefit assessment could potentially provide the annual revenue necessary to replace all of the districts’ standardized fire apparatus fleets on a 25-year service life cycle, with some additional funding available to provide other rural fire service enhancements such as a Training Officer, limited daytime weekday staffing of selected districts to enhance regional on-duty response coverage, or other purposes that would enhance service capacity, adequacy, or efficiency for all districts.

**Finding #40:** 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.

**Recommendation #14:** 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.

## **SECTION 7—SPHERES OF INFLUENCE ANALYSIS**

This section provides a review of each district’s current boundaries and Sphere of Influence, recent Sphere of Influence changes, and recommended changes to current Spheres of Influence.

### ***7.1 CURRENT DISTRICTS BOUNDARIES AND SPHERES OF INFLUENCE***

All 15 of the rural fire districts have coterminous boundaries with other fire districts and/or an incorporated city with the exception of Clarksburg and No Man’s Land that share a small section of their respective boundary with Yolo County Community Service Area #9.

Previous Municipal Service Review (MSR)/Sphere of Influence (SOI) studies of all Yolo County fire districts conducted between January 2003 and September 2008 recommended that the sphere of influence lines for the following nine districts remain coterminous with their current boundaries:

1. Capay Valley
2. Clarksburg
3. East Davis
4. Elkhorn
5. Esparto
6. Madison
7. No Man’s Land
8. West Plainfield
9. Willow Oak

### ***7.2 RECENT SPHERES OF INFLUENCE CHANGES***

The December 2005 MSR/SOI study of the Dunnigan Fire Protection District and a similar December 2005 study of the Knights Landing District recommended that a portion of the northeast area of the Dunnigan FPD be removed from its sphere of influence and added to the Knights Landing FPD sphere of influence based a more logical physical boundary and better access by Knights Landing. The Yolo Local Agency Formation Commission (LAFCo) approved the recommended change for Knights Landing on December 5, 2005 as shown on the current Knights Landing Fire Protection District map in the Map Atlas. A similar MSR/SOI study of the



Yolo Fire Protection District in September 2005 recommended that Yolo's 10-year sphere of influence boundary be changed to remove a northeast section of the District and add it to the Knights Landing FPD sphere of influence. The Yolo LAFCo approved that recommended change on September 19, 2005 as shown on the current Knights Landing Fire Protection District map in the Map Atlas.

In addition, concurrent September 2005 MSR/SOI studies of the Yolo and Zamora Fire Protection Districts recommended that the 10-year sphere of influence for Zamora remain coterminous with its current boundaries, and that its 20-year sphere of influence line be extended to include the Knights Landing and Yolo Fire Protection Districts in a consolidated district. The Yolo LAFCo approved the recommended changes on September 19, 2005 as shown on the current Knights Landing, Yolo, and Zamora district maps in the Map Atlas.

Also, the January 2003 MSR/SOI study of the Springlake Fire Protection District recommended that the District's 10-year sphere of influence line be amended to detach portions of Areas A, C, E, and the Yolo County Fairgrounds from the District's sphere of influence and added to the City of Woodland sphere of influence as they are annexed to the city, and that the District's 20-year sphere of influence line be amended to detach all of Area B and D and the remaining portions of Areas A, C, and E from the District's sphere of influence and added to the City of Woodland's sphere of influence as they are annexed to the city. The Yolo LAFCo adopted those recommended changes on January 2003.

Finally, the previous October 2004 MSR/SOI study for the Esparto Fire Protection District and the December 2004 MSR/SOI study for Capay Valley recommended that both districts consider boundary adjustments to exchange approximately equal areas of land on the west side of Esparto and the east side of Capay Valley that could both be better served by the other district. To date, however, no action has been taken on this recommendation.

### **7.3 SPHERES OF INFLUENCE RECOMMENDATIONS**

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California Government Code Section 56425, known as the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, states:

*(a) In order to carry out its purpose and responsibilities for planning and shaping the logical and orderly development and coordination of local government agencies subject to the jurisdiction of the commission to advantageously provide for the present and future needs of the county and its communities, the commission shall develop and determine the sphere of influence of each city and special district, as defined by Section 56036 within the county and enact policies designed to promote the logical and orderly development of areas within the sphere.*

Section 56425 further states:

*(e) In determining the sphere of influence of each local agency, the commission shall consider and prepare a written statement of its determinations with respect to each of the following:*

- 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.*

In determining any recommended spheres of influence changes, Citygate has analyzed the criteria listed above and makes the following determinations:

- 1. The present and planned land uses in the area, including agricultural and open-space lands:*

**Finding #41:** No significant changes are anticipated to present or planned land uses within any of the 15 rural fire districts over the next 10 years.

- 2. The present and probable need for public facilities and services in the area.*

**Finding #42:** No significant changes are anticipated to existing or planned need for public facilities and services within any of the 15 rural fire districts over the next 10 years.

- 3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*

**Finding #43:** No significant changes are anticipated to the current capacity of public facilities that the 15 rural fire districts provide or are authorized to provide over the next 10 years.

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.*

**Finding #44:** No significant changes are anticipated to the existence of any social or economic communities of interest within any of the 15 rural fire districts over the next 10 years.

Pursuant on the information and analysis provided in this report, the following proposed changes to Spheres of Influence boundaries are recommended:

**Recommendation #15:** Remove Yolo and Zamora from the Knights Landing Sphere of Influence.

**Recommendation #16:** Remove Knights Landing and Zamora from the Yolo Sphere of Influence.

**Recommendation #17:** Remove Knights Landing and Yolo from the Zamora Sphere of Influence.

## SECTION 8—FINDINGS AND RECOMMENDATIONS

This section provides a complete listing of all of the findings and related recommendations from this study, sorted by topic (service capacity and adequacy, fiscal analysis, etc.). As a result, not all findings and recommendations appear consecutively within each subsection.

### 8.1 SERVICE CAPACITY AND ADEQUACY FINDINGS AND RECOMMENDATIONS

- Finding #1:** National Fire Protection Association Standard 1720, *Deployment Standards for Volunteer Fire Departments*, is an appropriate best practice standard to evaluate rural unincorporated fire service deployment in Yolo County.
- Finding #2:** Service demand for all 15 districts is typical, both in volume and type, of other similar California rural, sparsely populated agricultural-based jurisdictions.
- Finding #3:** The population density of all 15 fire protection districts meets NFPA 1720 rural population density criteria of less than 500 persons per square mile.
- Finding #4:** 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 #5:** Turnout times are appropriate for rural, volunteer-based fire departments.
- Finding #6:** Eightieth (80<sup>th</sup>) percentile incident staffing for all incident types ranges from 2 to 4 personnel across all 15 districts, and is minimally adequate staffing for routine, less-serious emergencies in rural settings.
- Finding #7:** Response times for all 15 districts *meet* nationally recognized best practice criteria for rural service demand zones of 14:00 minutes or less with 80 percent or better reliability.
- Finding #8:** The Yolo County Fire Chiefs Association “No Response by Agency” policy is a viable solution to any missed calls for service.
- Finding #9:** Of the districts’ aggregate inventory of 71 fire apparatus/vehicles, 53 percent are over 15 years of age, 37 percent are over 20 years of age, and 29 percent are over 25 years of age; all of the districts have one or more fire apparatus over 20 years of age.

**Deleted: Finding #8:** The four districts served by a career-staffed department had no missed calls for 2014 as compared to 3.87 percent to 11.21 percent missed calls for the volunteer-based districts. ¶

Yolo Local Agency Formation Commission  
Fire Protection Districts Municipal Services Review and Sphere of Influence Study

*REVISED PUBLIC REVIEW DRAFT*

**Finding #10:** All of the existing rural fire district facilities are adequate to meet current and anticipated future needs over the next 10 years with the exception of Elkhorn and Madison that lack sufficient building space to securely store one or more of their existing fire apparatus, and West Plainfield that may require a station relocation due to planned expansion of the Yolo County Airport.

**Finding #11:** Elkhorn and Madison Fire Protection Districts need additional facility space to provide secure storage of existing fire apparatus; 8 fire districts have fire apparatus more than 25 years old in need of upgrading or replacement, particularly in Elkhorn, Knights Landing, Madison, and Zamora fire districts where 40 percent or more of their apparatus fleet exceeds 25 years of age.

**Finding #12:** The cities of Davis, Winters, and Woodland provide shared services through their respective contracts with East Davis, No Man’s Land, Springlake, and Winters Fire Protection Districts; all of the remaining fire districts except Zamora have automatic aid agreements with one or more of their neighboring fire districts.

**Deleted:** Clarksburg and

**Finding #13:** There are no immediate opportunities to enhance fire service delivery in Yolo County through sharing of existing facilities; however, planning for future new fire facilities should include an evaluation of opportunities for shared services and/or facilities.

**Finding #14:** Services could be enhanced across all of the districts by creating a cooperative countywide regional fire service framework.

**Deleted: Finding #14:** Service delivery could be enhanced in Clarksburg by utilizing automatic aid agreement(s) with neighboring agencies. ¶

**Finding #15:** Service delivery could potentially be enhanced in Knights Landing, Madison, Yolo, and Zamora through an automatic aid agreement with Dunnigan or Willow Oak for immediate response to missed calls.

**Recommendation #1:** The Yolo County Fire Chiefs Association “No Response by Agency” 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.

**Recommendation #2:** The Yolo County Fire Chiefs Association should consider requesting that the Yolo Emergency Communications Agency (YECA) track all “missed calls” where the next closest department responds in place of the responsible fire district pursuant to the “No Response by Agency”

**Deleted:** The Yolo County Fire Chiefs Association “No Response” policy could be improved by requiring acknowledgement of a dispatch and the ability to respond within a specified time period (e.g., 90 seconds) before the next closest department is dispatched.¶



policy, and provide a regular periodic report of these incidents to the Fire Chiefs Association and those districts with missed calls for service.

**Recommendation #3:** Within available funding, fire apparatus should be considered for replacement after not more than 25 years of service life.

**Recommendation #4:** Knights Landing, Madison, Yolo, and Zamora 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.

**Deleted: Recommendation #4:** Clarksburg should consider opportunities to implement automatic aid agreements with neighboring fire agencies.

## **8.2 FISCAL ANALYSIS FINDINGS AND RECOMMENDATIONS**

**Finding #16:** All of the districts appear to conform to budgeting practices required by state law and industry-recognized best practice for public agencies.

**Finding #17:** There is wide variation in annual revenues among the 15 districts depending on district size, land use, assessed valuation, and whether a district has adopted a benefit assessment and/or development impact fee ordinance.

**Finding #18:** There is wide variation in annual operating expenditures among the 15 districts depending on whether a district provides direct fire protection services or contracts for those services from another agency, has paid staff, number of facilities and apparatus, and other factors.

**Finding #19:** All of the Yolo County fire districts have established some level of fiscal reserve; reserve fund balances vary widely.

**Finding #20:** For the 11 fire districts that provide direct fire protection services, fiscal reserves are accrued to fund renewal or replacement of capital infrastructure.

**Finding #21:** Given stable revenue and expenditure projections, and excluding capital equipment replacement, Dunnigan is *not fiscally sustainable* with a projected negative reserve fund balance within the next two years.

**Finding #22:** Seven of the 11 districts providing direct fire protection services are *not fiscally sustainable* assuming even *best-case* annual revenues and a 25-year fire apparatus service life replacement interval.

Yolo Local Agency Formation Commission  
**Fire Protection Districts Municipal Services Review and Sphere of Influence Study**

*REVISED PUBLIC REVIEW DRAFT*

- Finding #23:** Ten of the 11 districts providing direct fire protection services are *not fiscally sustainable* assuming ongoing stable annual revenues only and a 25-year fire apparatus service life replacement interval.
- Finding #24:** A minimized and standardized district fire apparatus inventory would *reduce* the fiscal liability for long-term capital equipment replacement for 7 of the 11 districts with capital infrastructure.
- Finding #25:** A standardized district fire apparatus inventory with common design specifications and equipment could provide both fiscal and operational benefits to most districts.
- Finding #26:** Only 3 of the 15 districts have formal written fiscal policies and capital improvement plans.
- Finding #27:** The Yolo County Office of the Auditor-Controller conducts an annual financial audit for the nine districts that do not conduct their own annual independent fiscal audit as required by Government Code Section 26909(b).
- Finding #28:** Three districts have existing debt service for fire apparatus replacement, and the annual debt service payments appear to be well within the financial resources of those districts.
- Finding #29:** East Davis, No Man’s Land, Springlake, and Winters Fire Districts, which contract for fire protection services from an adjacent or nearby city, are *fiscally healthy and sustainable* over the next 20 years based on current revenue and expenditure projections.
- Finding #30:** Capay Valley, Willow Oak, and Zamora are *fiscally sound and sustainable* over the next 20 years with fiscal capacity to replace capital equipment infrastructure on a 25-year service life interval.
- Finding #31:** Clarksburg *is likely fiscally sustainable* over the next 20 years, including fiscal capacity to replace capital equipment on a 25-year service life cycle, with some reduction of annual expenditures, additional revenues, or a combination of both.
- Finding #32:** Given current revenue and expenditure projections, Esparto is *likely* not fiscally sustainable over the next 20 years with its current apparatus inventory; however, the District *would be fiscally sustainable* with a smaller capital fire apparatus inventory.

**Deleted:** could be

**Deleted:** could become

Yolo Local Agency Formation Commission  
Fire Protection Districts Municipal Services Review and Sphere of Influence Study

*REVISED PUBLIC REVIEW DRAFT*

**Finding #33:** West Plainfield is likely not fiscally sustainable given current revenue and expenditure projections; however, the District would be fiscally sustainable with a smaller capital fire apparatus inventory, a reduction in annual expenditures, additional revenues, or a combination of these measures.

Deleted: *could become*

**Finding #34:** Dunnigan is *not fiscally sustainable* given current revenue and expenditure projections even without capital fire apparatus replacement.

**Finding #35:** Dunnigan will require a significant reduction of annual operating expenditures, significant additional fiscal resources, or a combination of both to achieve long-term fiscal health and sustainability.

**Finding #36:** Elkhorn, Knights Landing, Madison, and Yolo are questionable relative to their long-term fiscal sustainability without financial assistance or additional revenues to maintain capital infrastructure.

Deleted: *ly*

Deleted: *not fiscally sustainable*

**Finding #37:** Elkhorn could potentially achieve long-term fiscal sustainability by contracting for services with Woodland, West Sacramento, or both.

**Recommendation #5:** 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.

**Recommendation #6:** All of the districts (except Clarksburg, Dunnigan, West Plainfield, and Yolo 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.

**Recommendation #7:** Dunnigan should consider reducing its annual operating costs significantly in order to achieve long-term fiscal sustainability.

**Recommendation #8:** Elkhorn should consider a contract for service with Woodland and/or West Sacramento to achieve long-term fiscal sustainability and continuity of services.



*REVISED PUBLIC REVIEW DRAFT*

- Recommendation #9:** Clarksburg and West Plainfield should consider reducing annual expenditures, seeking additional revenues, or a combination of both to achieve long-term fiscal sustainability.
- Recommendation #10:** Esparto should consider reducing the size of its fire apparatus inventory to facilitate long-term fiscal sustainability.
- Recommendation #11:** Dunnigan, Knights Landing, and Madison should consider seeking a benefit assessment to facilitate long-term fiscal viability.
- Recommendation #12:** Elkhorn, Knights Landing, Madison, and Yolo should consider seeking grant funding for apparatus replacement to facilitate long-term fiscal viability.

**8.3 ACCOUNTABILITY, STRUCTURE, AND EFFICIENCY FINDINGS AND RECOMMENDATIONS**

- Finding #38:** No action has been taken to date on consolidations or boundary adjustment recommendations from previous MSR/SOI studies.
- Finding #39:** Consolidation of Esparto and Madison may be both fiscally and operationally practical.
- Recommendation #13:** Esparto and Madison should consider consolidating into a single district to enhance operational and fiscal efficiencies.

**8.4 OTHER ISSUES FINDINGS AND RECOMMENDATIONS**

- Finding #40:** 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.
- Recommendation #14:** 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.

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**8.5 SPHERES OF INFLUENCE FINDINGS AND RECOMMENDATIONS**

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**Finding #41:** No significant changes are anticipated to present or planned land uses within any of the 15 rural fire districts over the next 10 years.

**Finding #42:** No significant changes are anticipated to existing or planned need for public facilities and services within any of the 15 rural fire districts over the next 10 years.

**Finding #43:** No significant changes are anticipated to the current capacity of public facilities that the 15 rural fire districts provide or are authorized to provide over the next 10 years.

**Finding #44:** No significant changes are anticipated to the existence of any social or economic communities of interest within any of the 15 rural fire districts over the next 10 years.

**Recommendation #15:** Remove Yolo and Zamora from the Knights Landing Sphere of Influence.

**Recommendation #16:** Remove Knights Landing and Zamora from the Yolo Sphere of Influence.

**Recommendation #17:** Remove Knights Landing and Yolo from the Zamora Sphere of Influence.

Item 6-ATT A-Ex. A-VOL.2

# Revised Public Review Draft

## MUNICIPAL SERVICES REVIEW AND SPHERE OF INFLUENCE STUDY

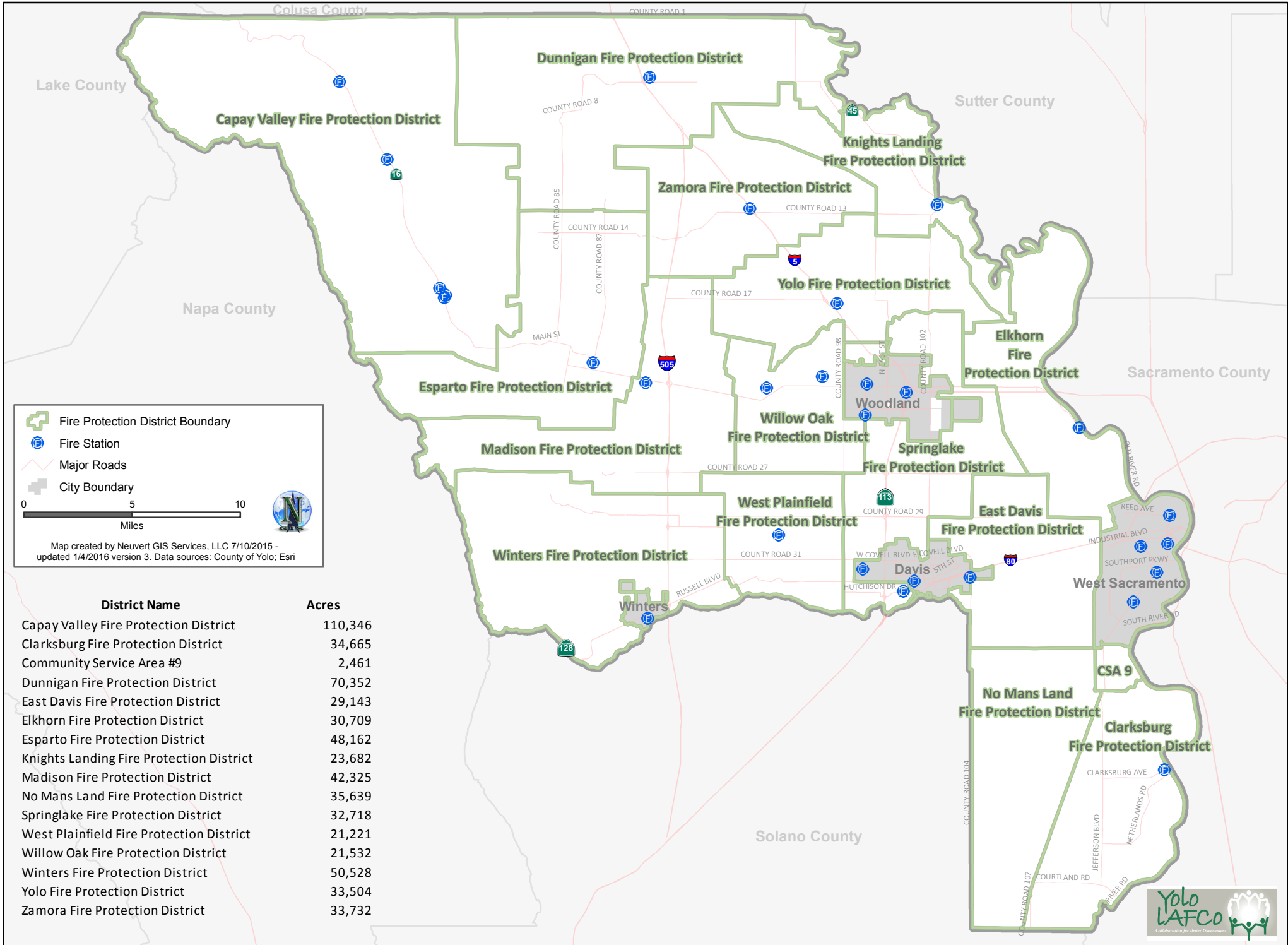
## YOLO LOCAL AGENCY FORMATION COMMISSION

*VOLUME 2 OF 2 – MAP ATLAS*

*May 24, 2016*



# Yolo County Fire Protection Districts



Fire Protection District Boundary  
 Fire Station  
 Major Roads  
 City Boundary

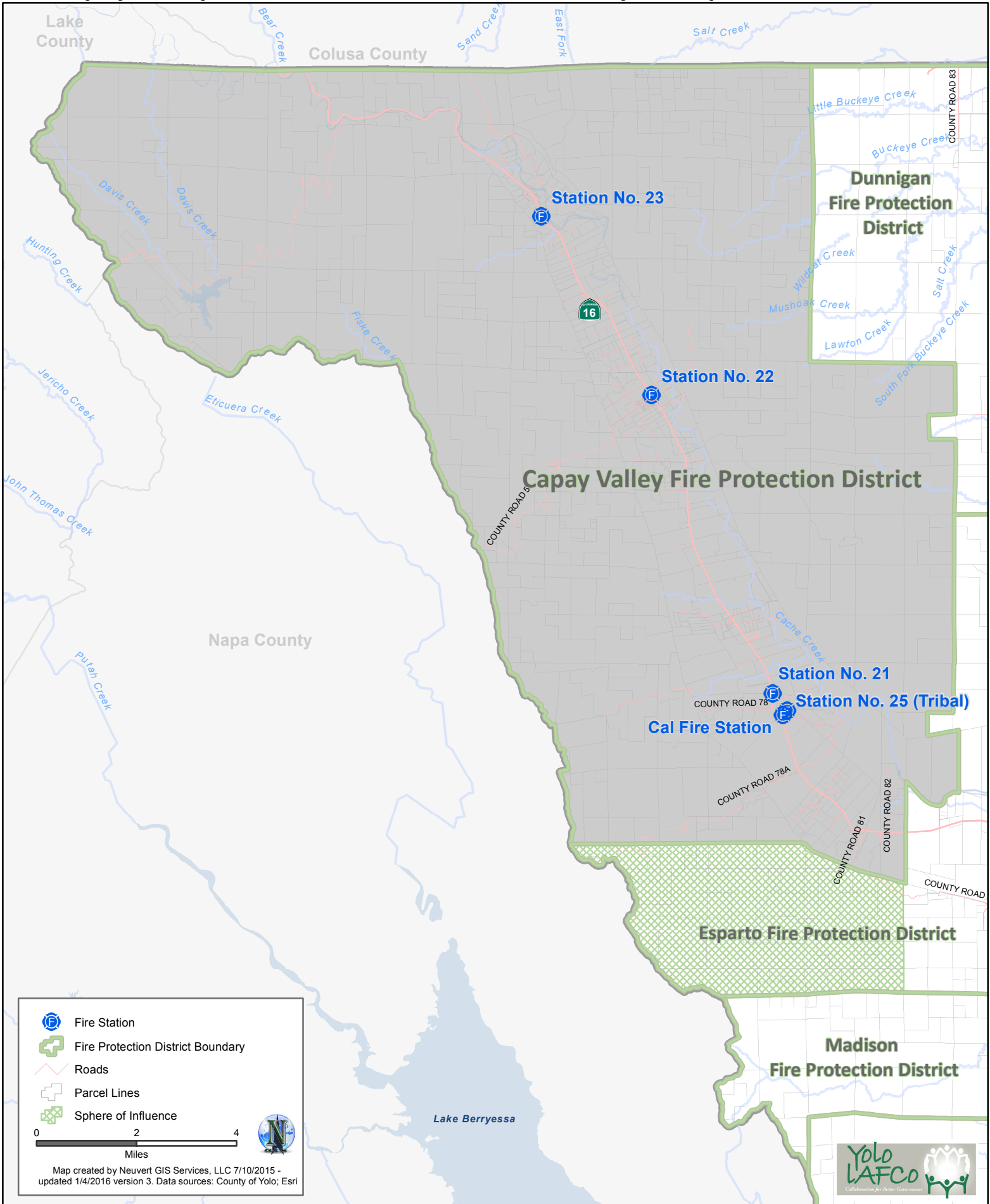
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 Miles






Map created by Neuvort GIS Services, LLC 7/10/2015 - updated 1/4/2016 version 3. Data sources: County of Yolo; Esri

District Name	Acres
Capay Valley Fire Protection District	110,346
Clarksburg Fire Protection District	34,665
Community Service Area #9	2,461
Dunnigan Fire Protection District	70,352
East Davis Fire Protection District	29,143
Elkhorn Fire Protection District	30,709
Esparto Fire Protection District	48,162
Knights Landing Fire Protection District	23,682
Madison Fire Protection District	42,325
No Mans Land Fire Protection District	35,639
Springlake Fire Protection District	32,718
West Plainfield Fire Protection District	21,221
Willow Oak Fire Protection District	21,532
Winters Fire Protection District	50,528
Yolo Fire Protection District	33,504
Zamora Fire Protection District	33,732



# Capay Valley Fire Protection District Boundary and Sphere of Influence



 Fire Station  
 Fire Protection District Boundary  
 Roads  
 Parcel Lines  
 Sphere of Influence

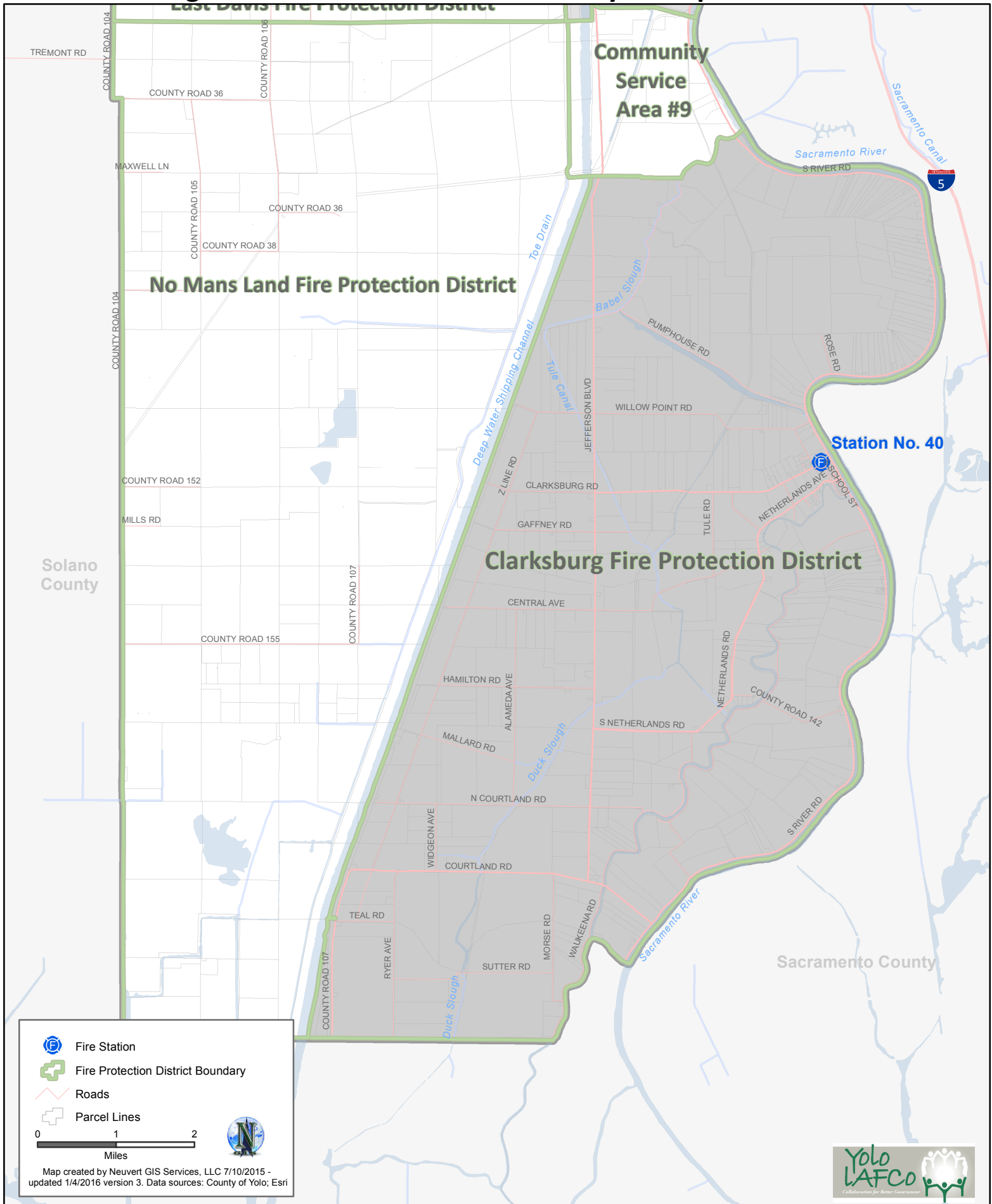
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Map created by Neuvort GIS Services, LLC 7/10/2015 - updated 1/4/2016 version 3. Data sources: County of Yolo; Esri





Adopted by Yolo LAFCo

# Clarksburg Fire Protection District Boundary and Sphere of Influence\*



 Fire Station  
 Fire Protection District Boundary  
 Roads  
 Parcel Lines

 0 1 2 Miles  


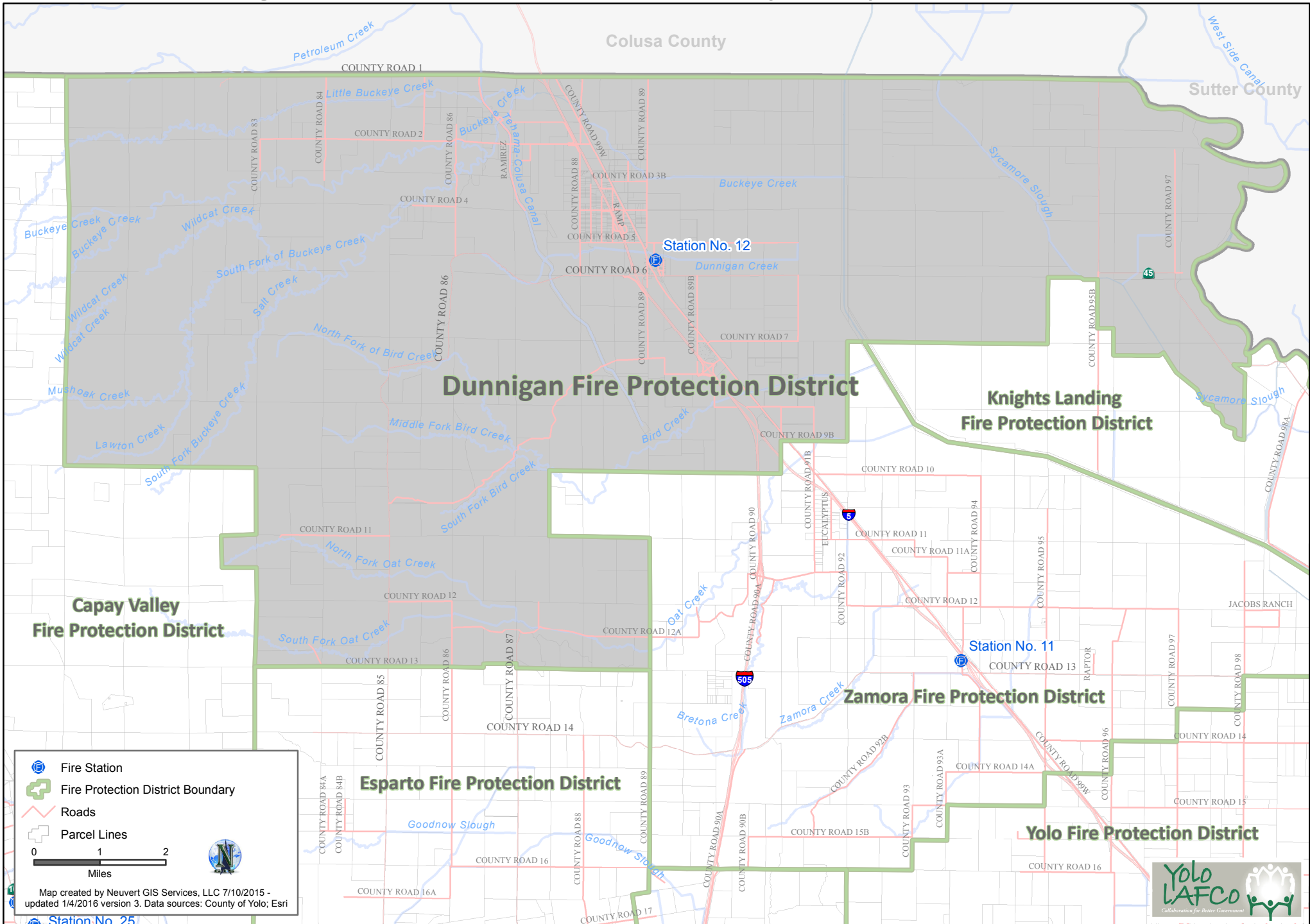
Map created by Neuvirt GIS Services, LLC 7/10/2015 - updated 1/4/2016 version 3. Data sources: County of Yolo; Esri



\* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCO

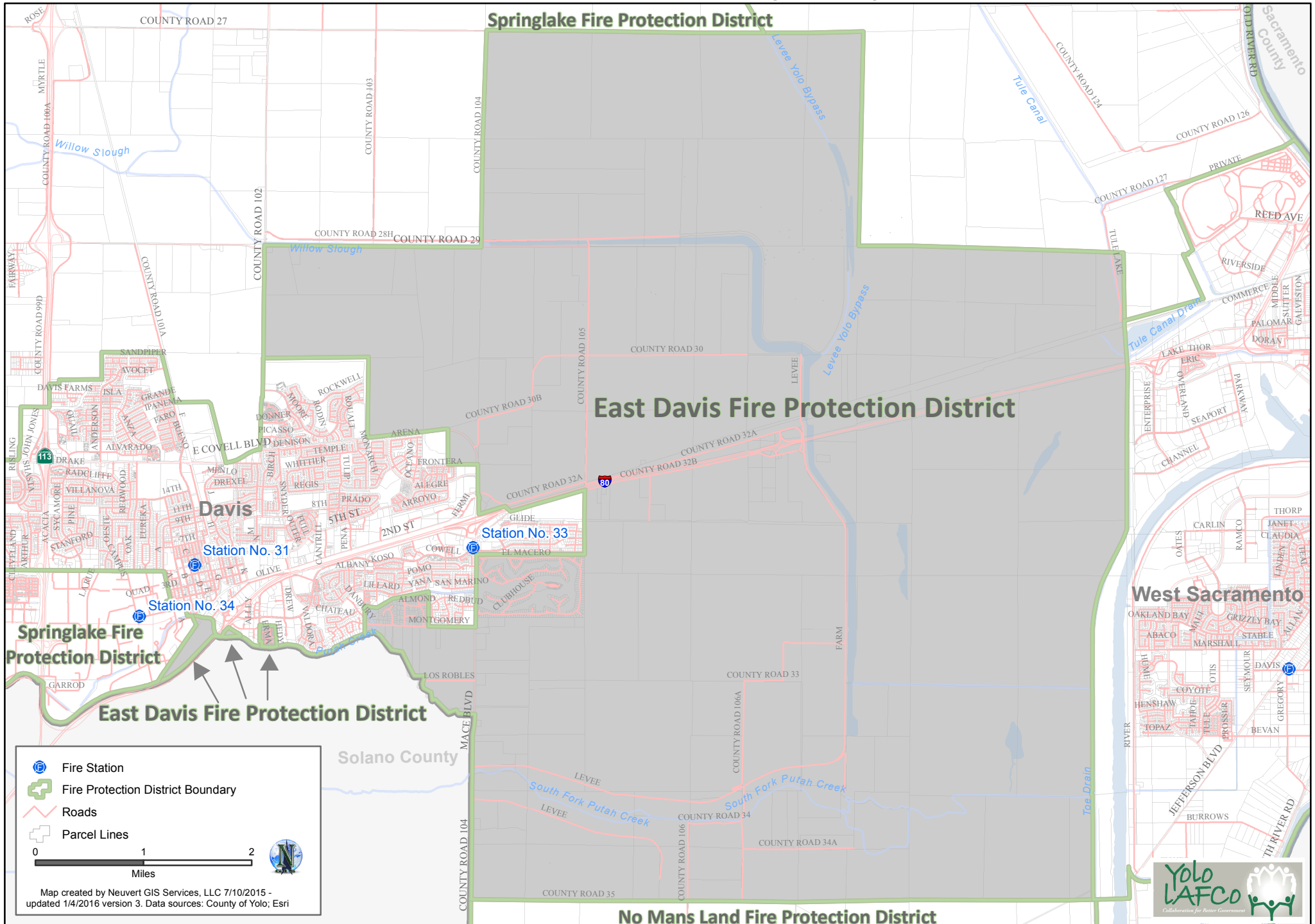
# Dunnigan Fire Protection District Boundary and Sphere of Influence\*



\* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo

# East Davis Fire Protection District Boundary and Sphere of Influence\*



\* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo

- Fire Station
- Fire Protection District Boundary
- Roads
- Parcel Lines

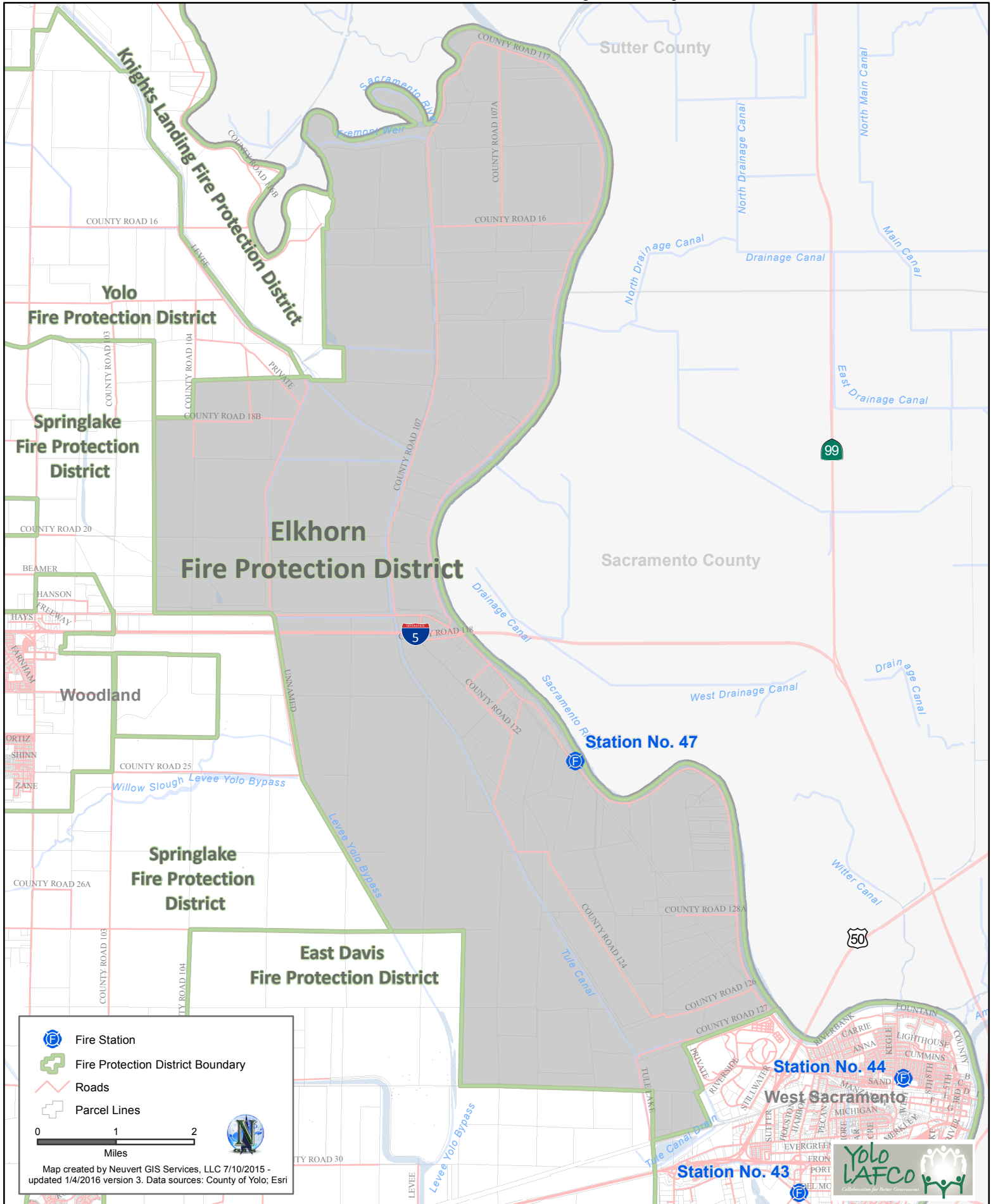
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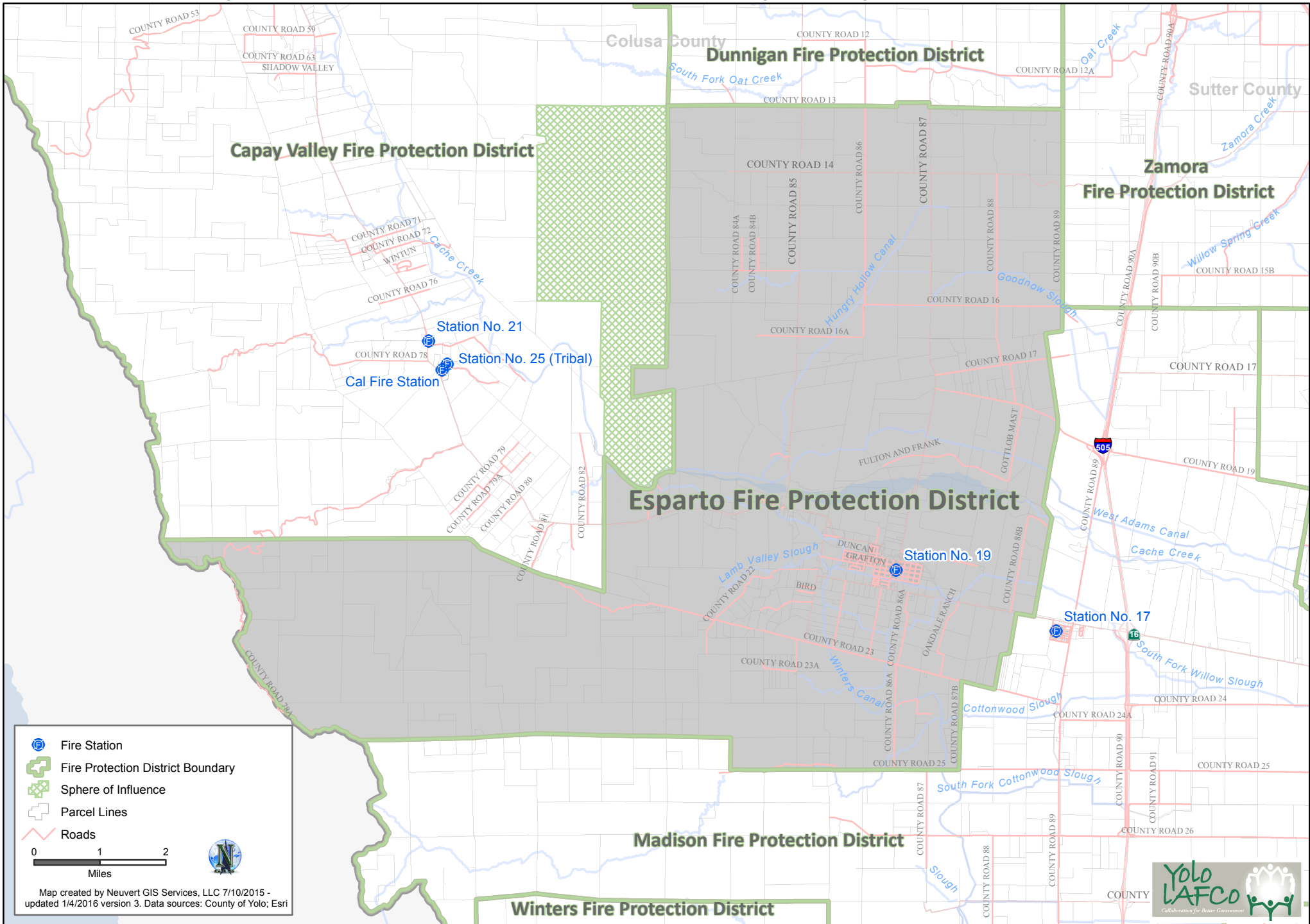
# Elkhorn Fire Protection District Boundary and Sphere of Influence\*



\* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCO

# Esparto Fire Protection District Boundary and Sphere of Influence



Fire Station  
 Fire Protection District Boundary  
 Sphere of Influence  
 Parcel Lines  
 Roads

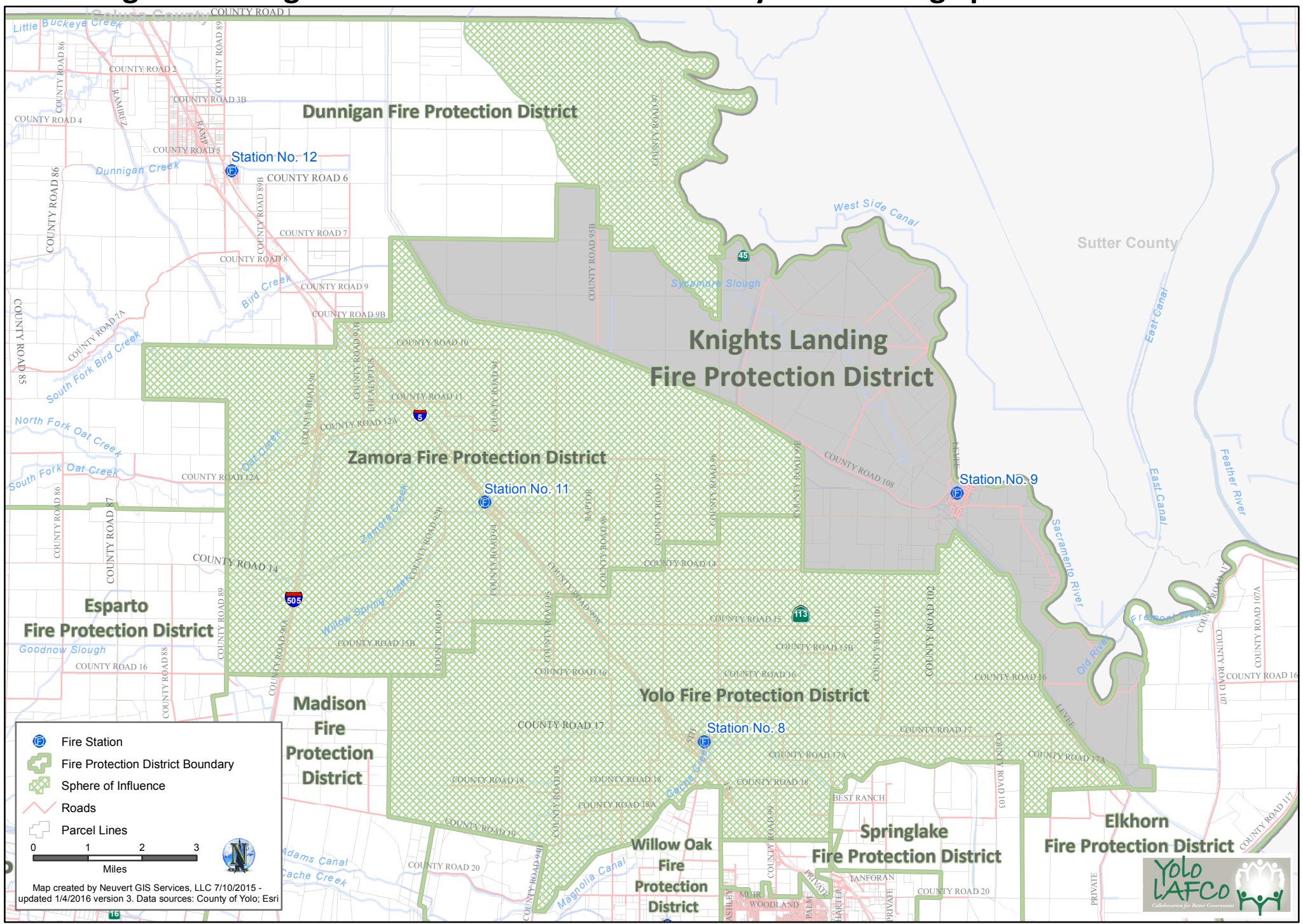
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 updated 1/4/2016 version 3. Data sources: County of Yolo; Esri



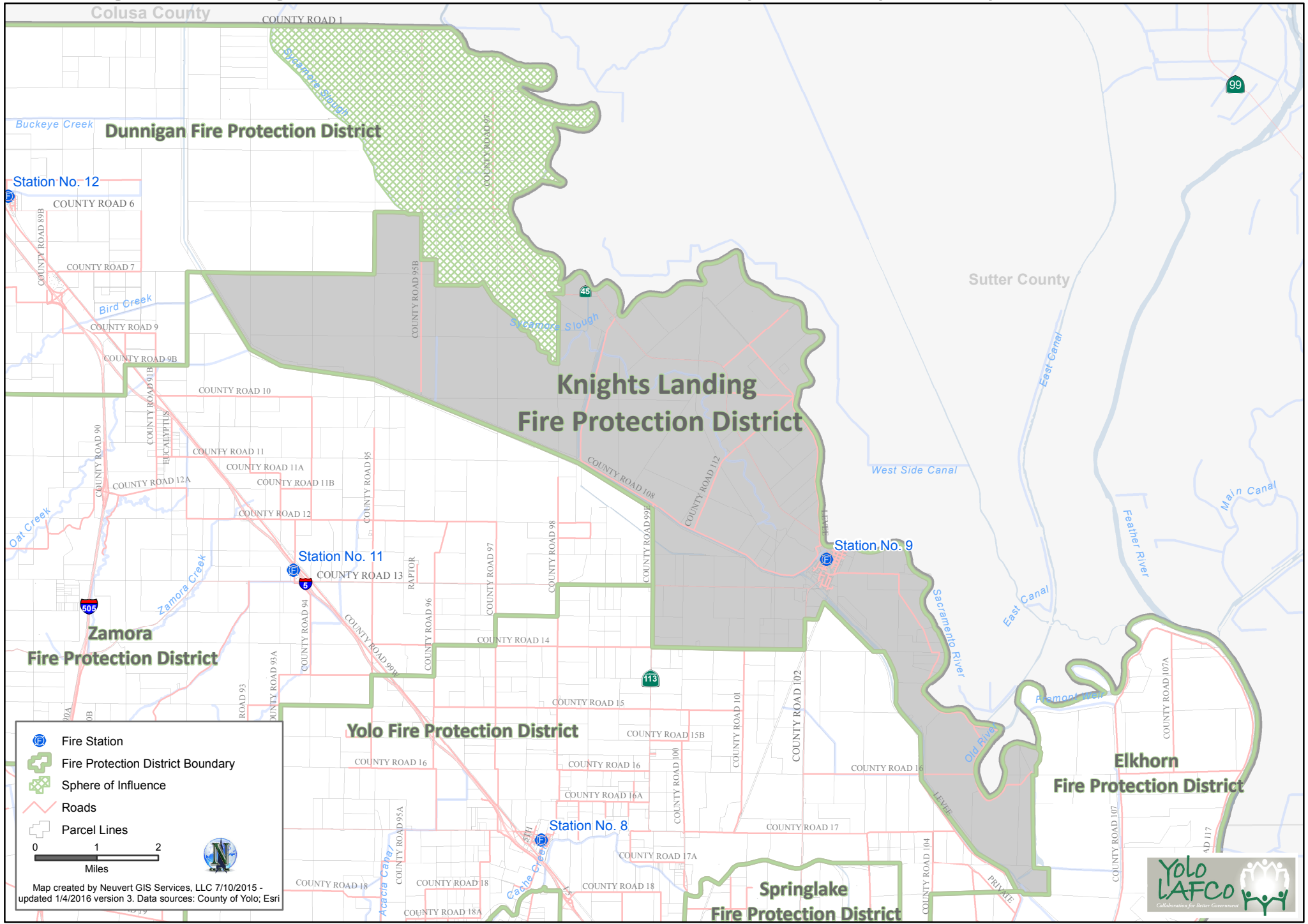
Adopted by Yolo LAFCo

# Knights Landing Fire Protection District Boundary and Existing Sphere of Influence



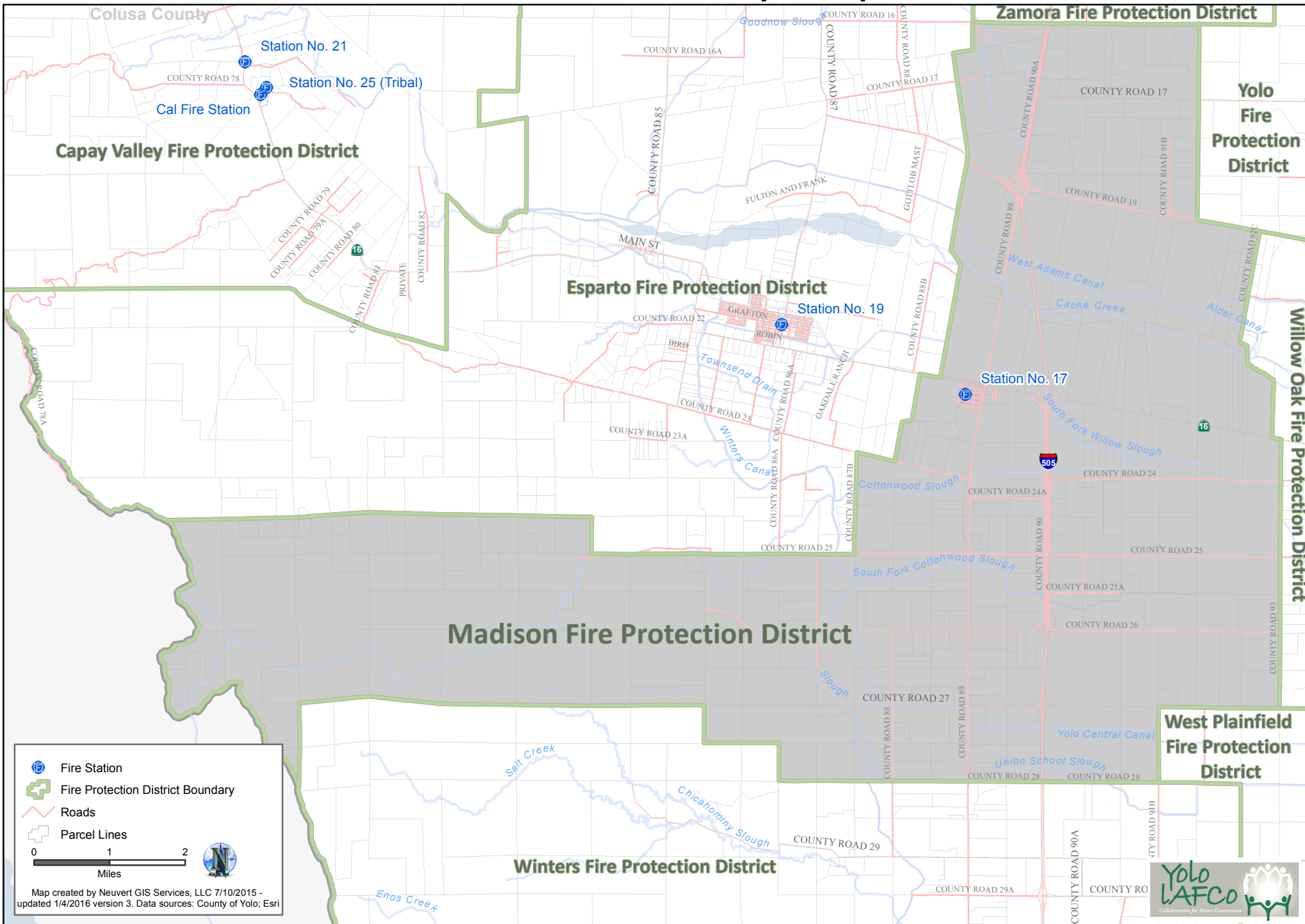
Adopted by Yolo LAFCo

# Knights Landing Fire Protection District Boundary and Proposed Sphere of Influence



Adopted by Yolo LAFCO

# Madison Fire Protection District Boundary and Sphere of Influence\*

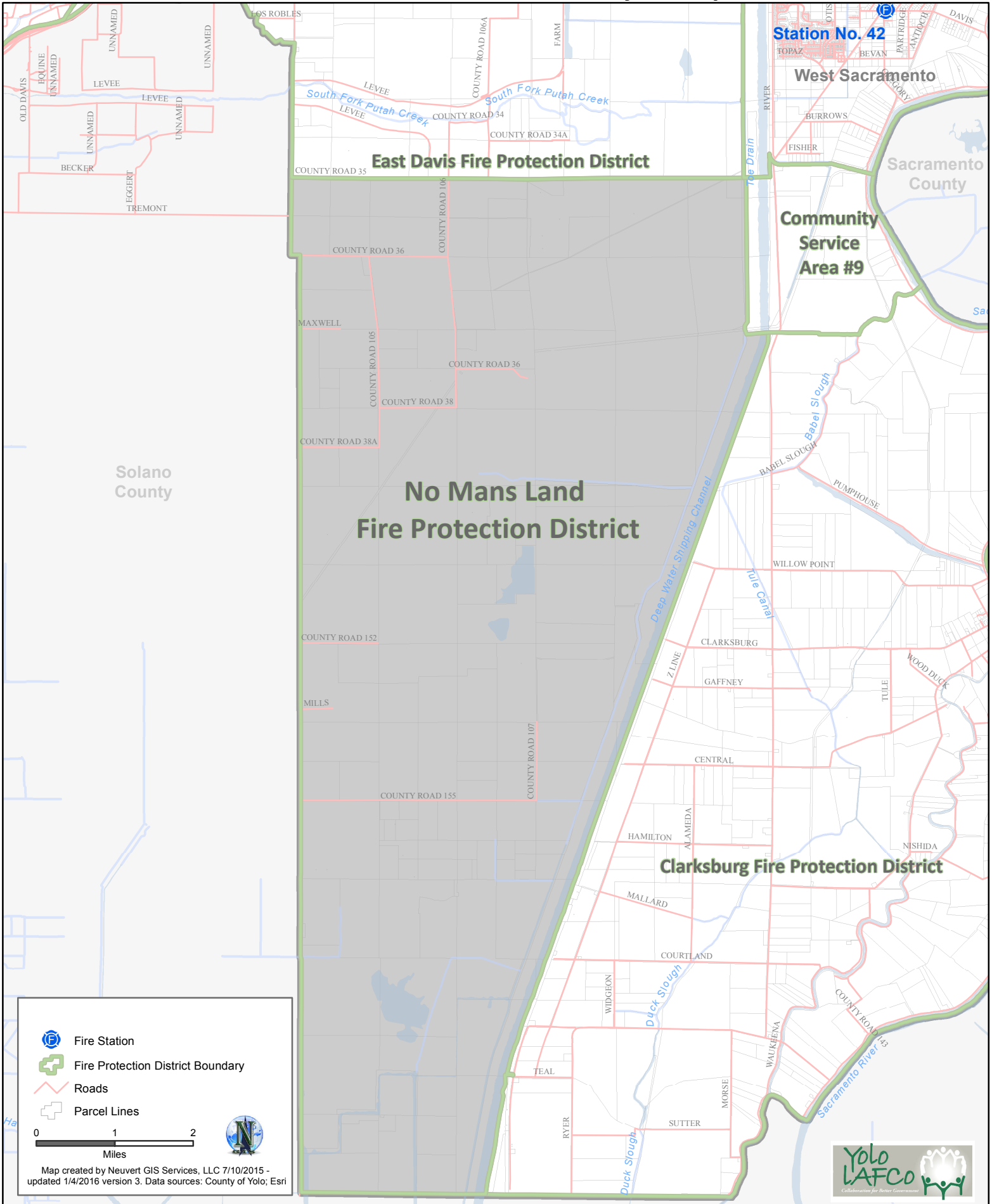


\* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo



# No Mans Land Fire Protection District Boundary and Sphere of Influence\*

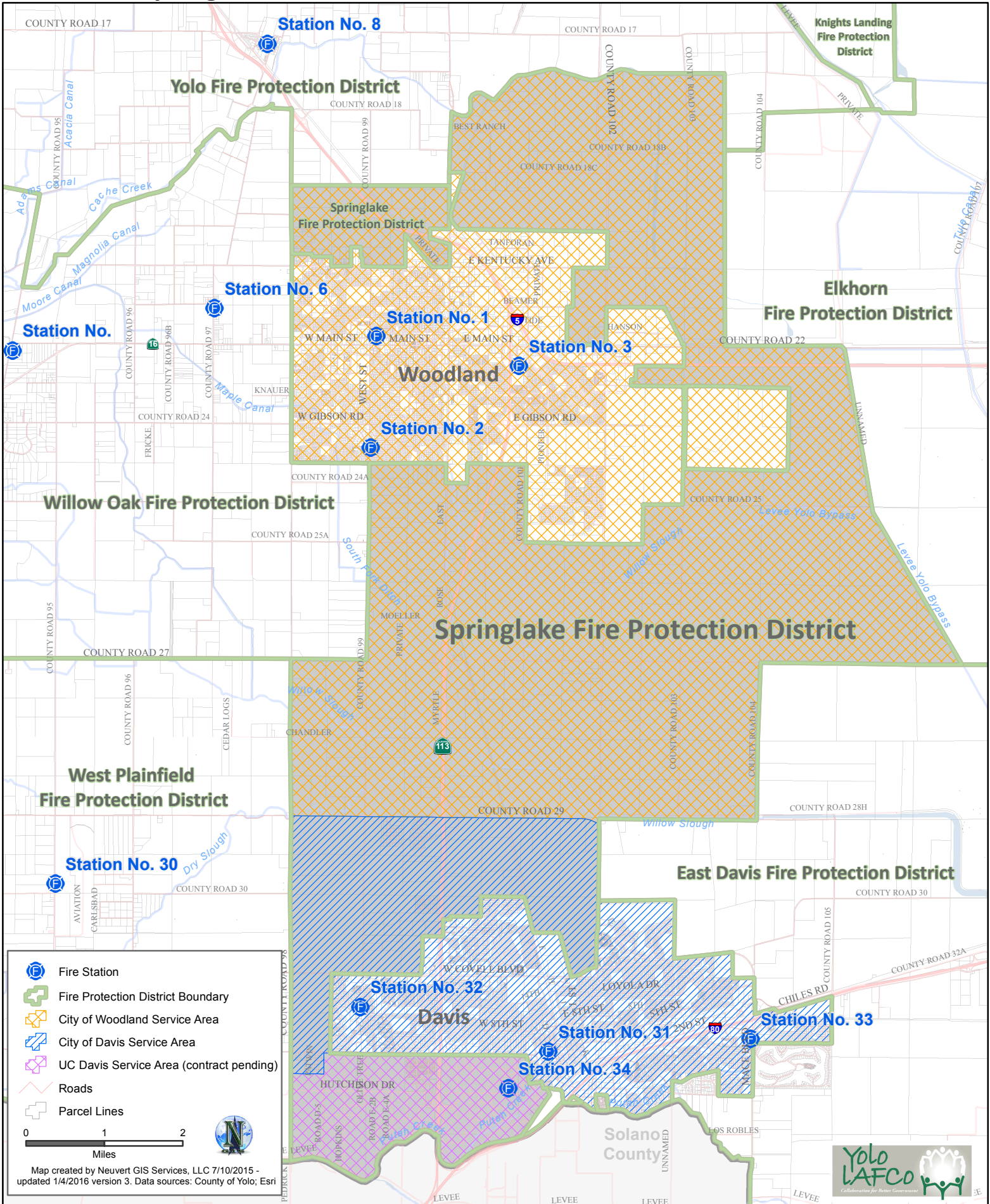


\* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo

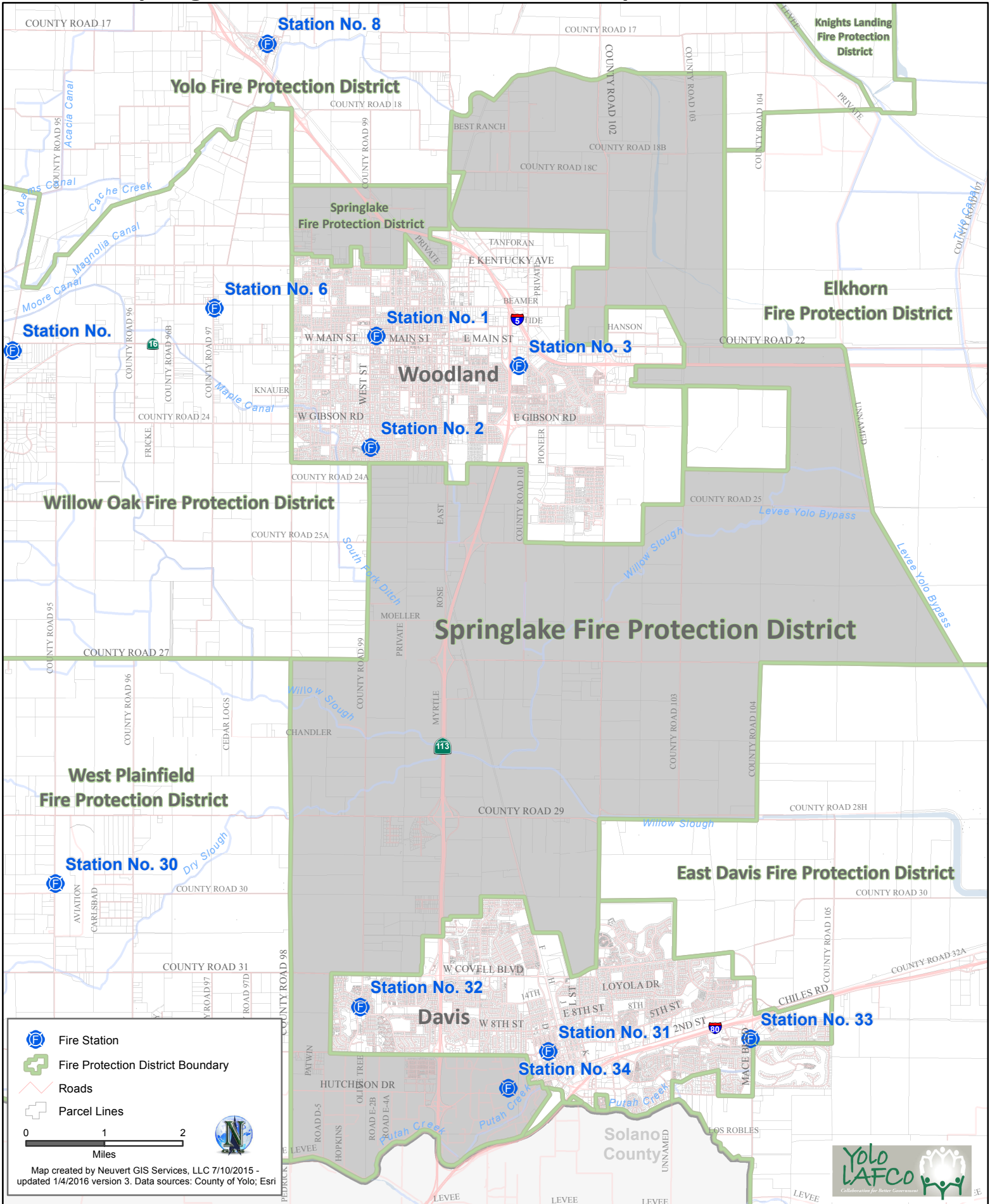


# Springlake Fire Protection District Contract Service Areas



Adopted by Yolo LAFCo

# Springlake Fire Protection District and Sphere of Influence\*



\* Note: Sphere of Influence is coterminous with boundary

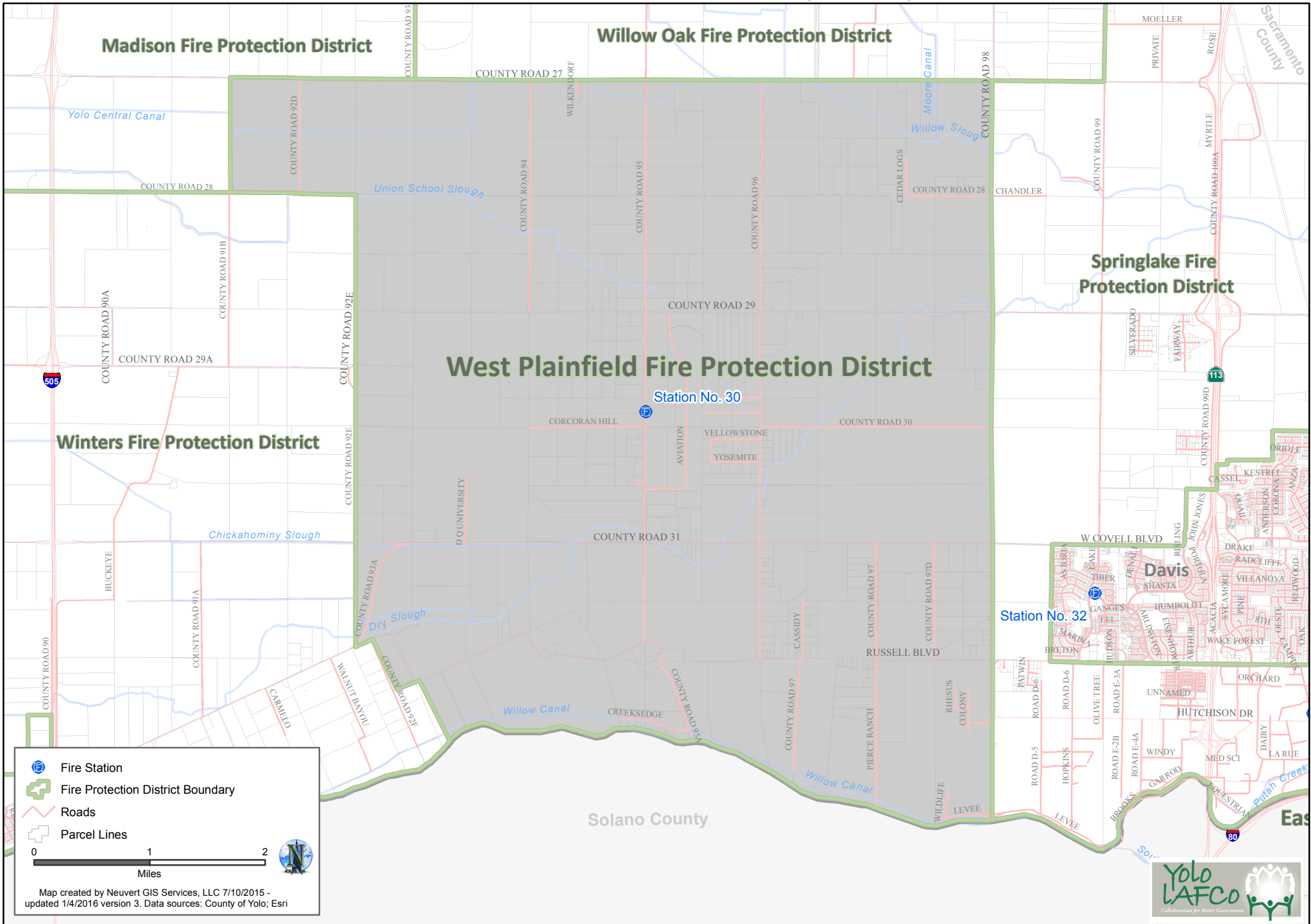
Adopted by Yolo LAFCo



Map created by Neuvert GIS Services, LLC 7/10/2015 - updated 1/4/2016 version 3. Data sources: County of Yolo; Esri



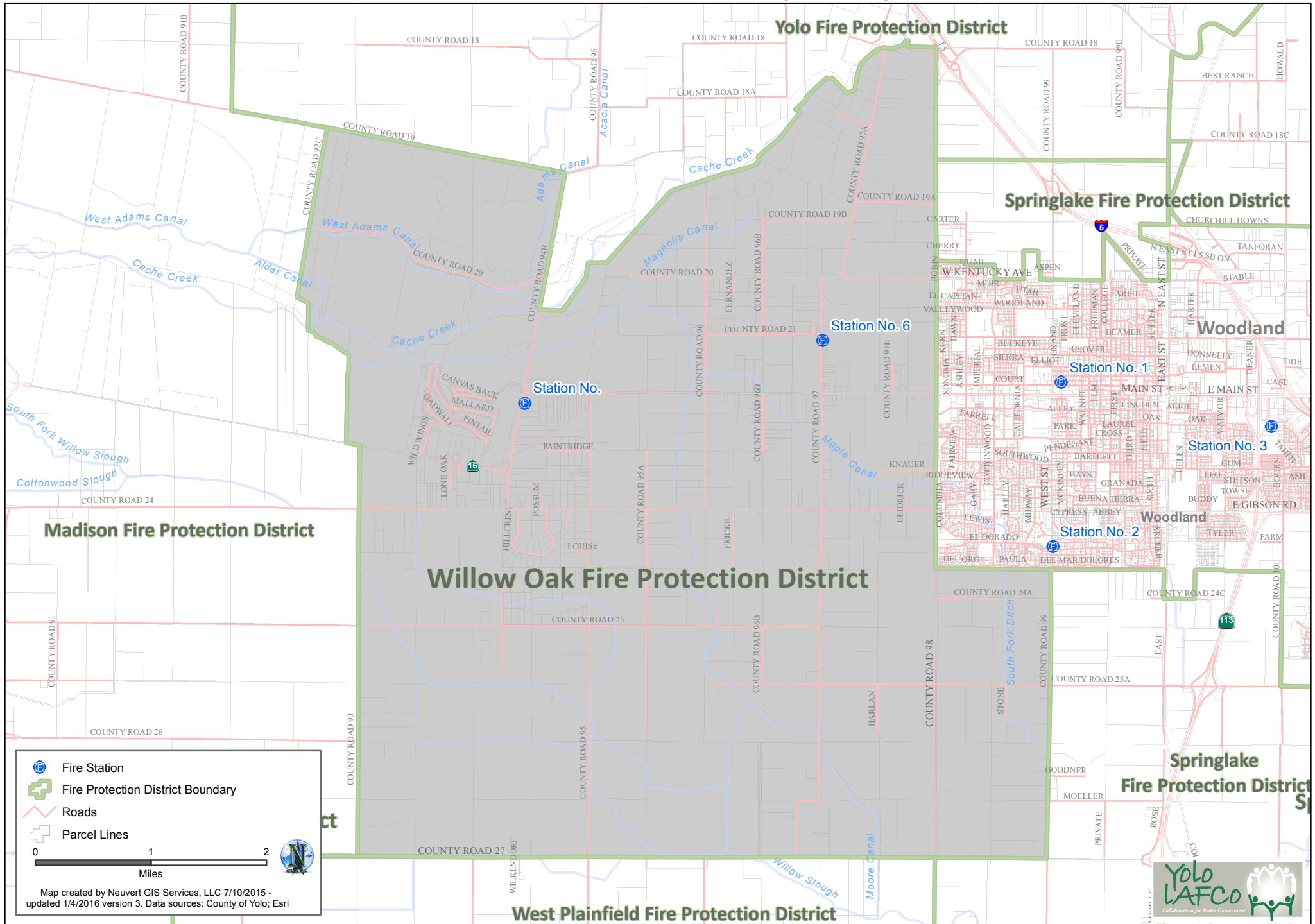
# West Plainfield Fire Protection District Boundary and Sphere of Influence\*



\* Note: Sphere of Influence is coterminous with boundary



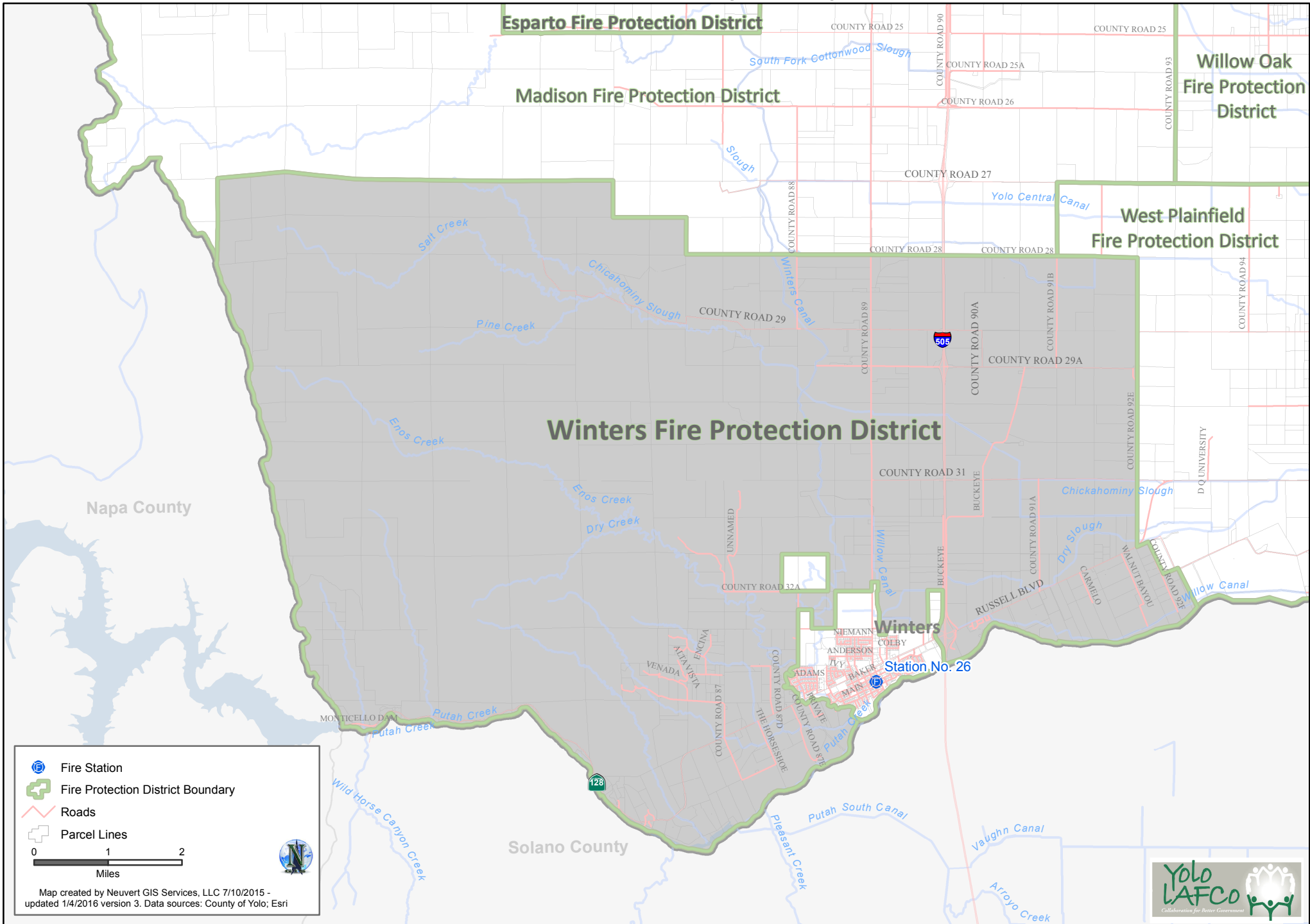
# Willow Oak Fire Protection District Boundary and Sphere of Influence\*



\* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo

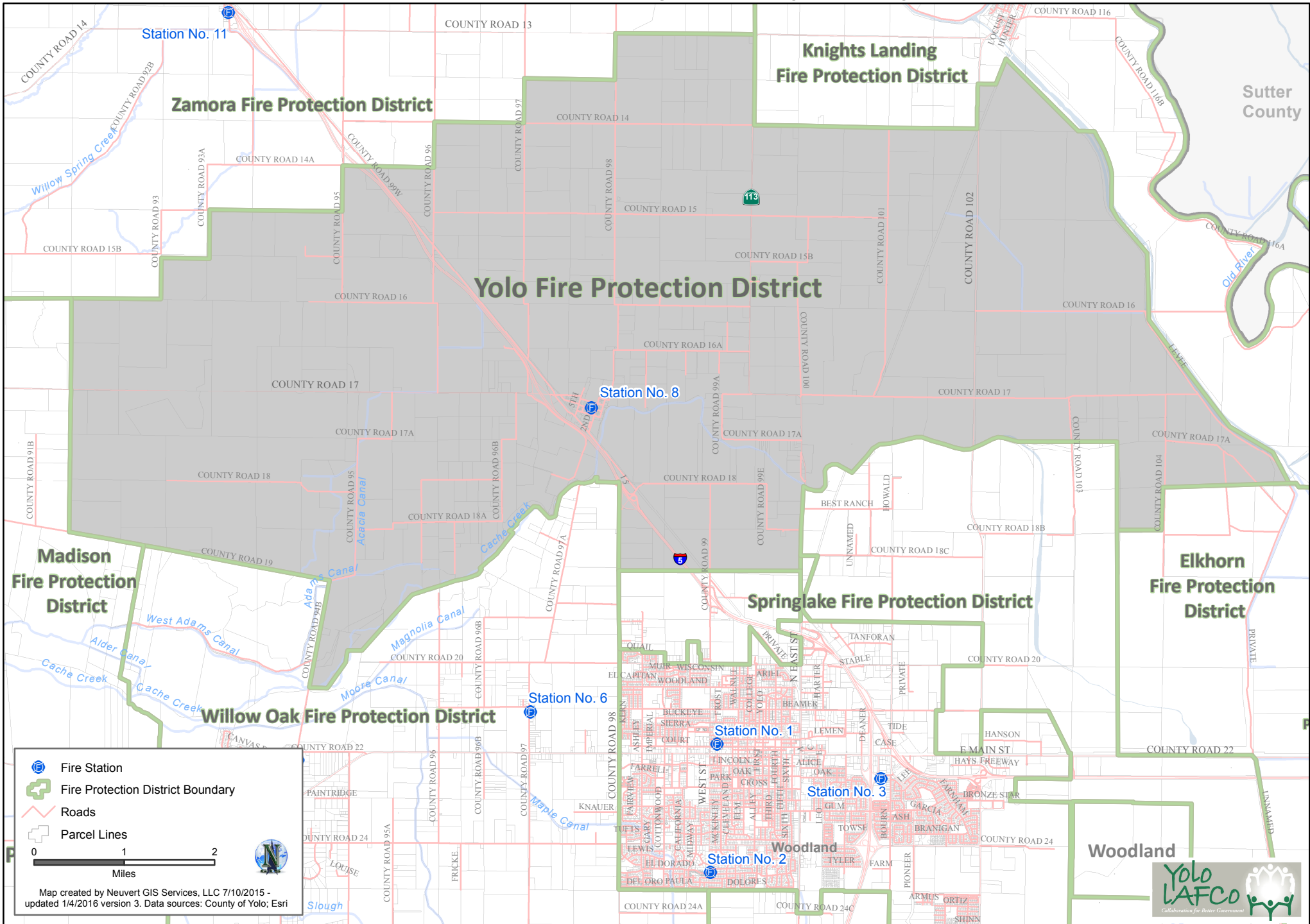
# Winters Fire Protection District Boundary and Sphere of Influence\*



\* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo

# Yolo Fire Protection District Boundary and Proposed Sphere of Influence\*

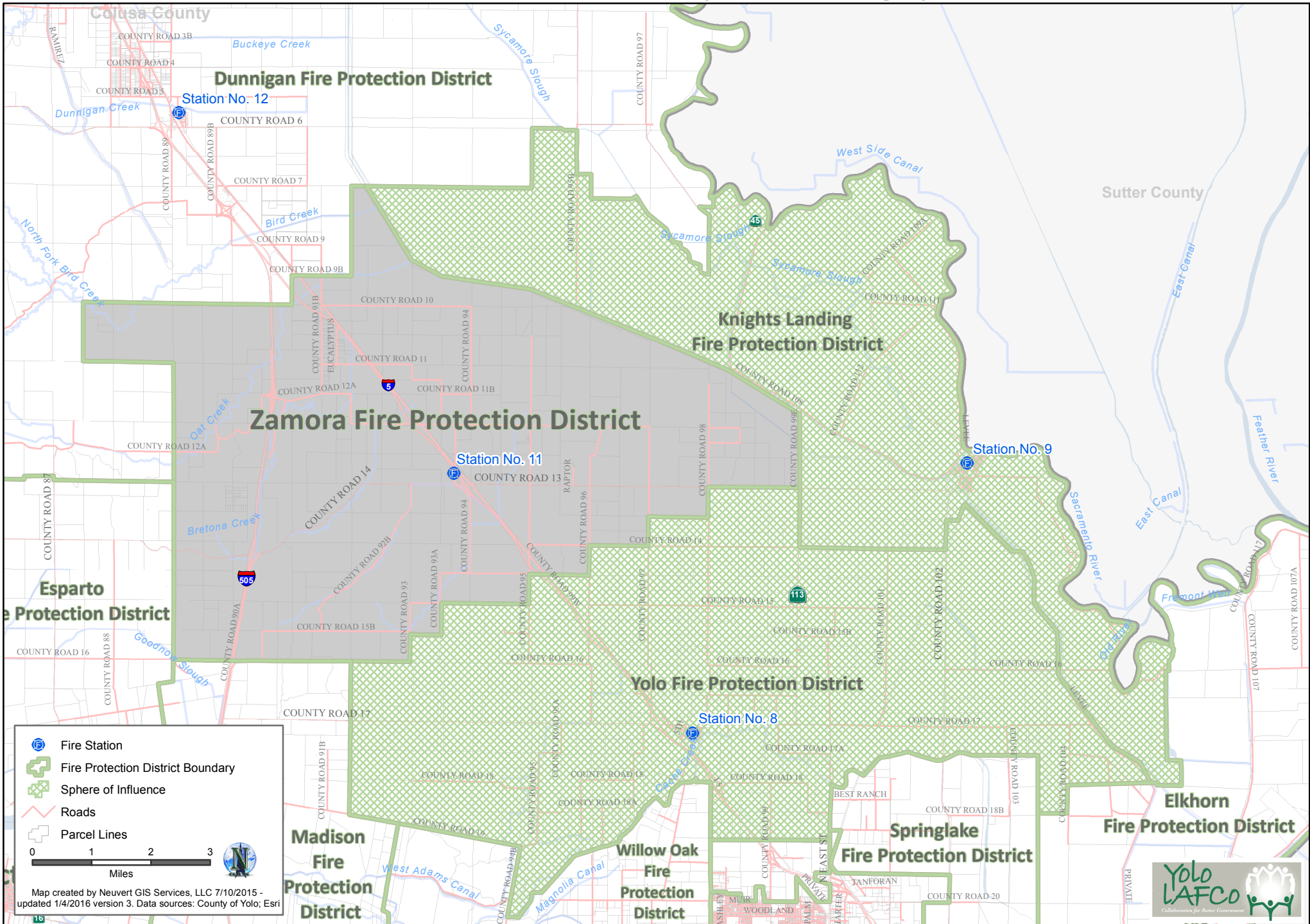


\* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo



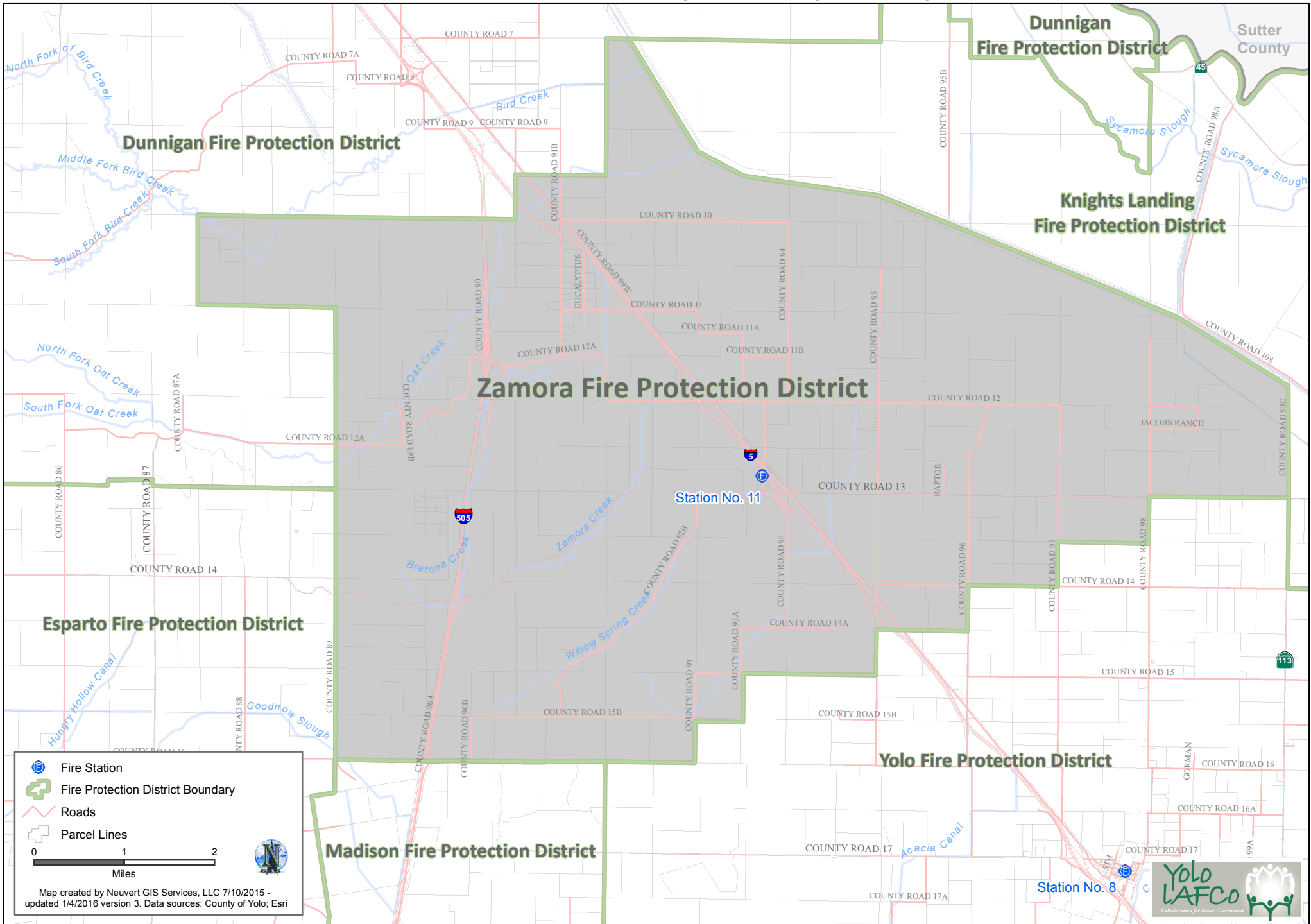
# Zamora Fire Protection District Boundary and Existing Sphere of Influence



Adopted by Yolo LAFCo



# Zamora Fire Protection District Boundary and Proposed Sphere of Influence\*



\* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo



## Email Comments from David Long, June 14-15, 2016

**From:** Christine Crawford  
**Sent:** Wednesday, June 15, 2016 10:06 AM  
**To:** 'davidlongzam@afes.com'  
**Cc:** Cecilia Aguiar-Curry  
**Subject:** LAFCo Fire District Report

Hi Dave,

I'm the LAFCo lead staff person and Cecilia forwarded me your email. I wanted to get in touch with you regarding your concerns.

The LAFCo Commission had an initial hearing on the report and many FPD representatives expressed similar concerns. Specifically, the financial conclusions, missed call data, and lack of ISO rating information. We've revised the report accordingly and the new version (in track changes) can be found at this link:

<http://www.yolocounty.org/home/showdocument?id=35410>

Regarding the missed call data, it turns out that the Yolo Emergency Communications Agency (YECA) is not collecting data when a second FPD needs to be called out due to a lack of response by the first FPD, so that's something we're seeking to rectify with this new report version.

I disagree that the study glossed over response time, number of responders and training. That information is covered in the study and it indicates that generally rural volunteer FPDs struggle with those issues. The study has a suggestion that you may have missed in Section 6 on page 87 that recommends cooperative countywide FPD training and performance standards, among other items. Other than the Zamora FPD receiving a portion of the 1% property taxes that would be paid regardless, Zamora FPD does have a small benefit assessment that generated only \$16,606 in one year, which is one of the lowest across the FPDs. However, it does look like the Zamora FPD is not spending all the resources it has, and maybe a suggestion could be made to their board that some additional revenues be spent to improve these metrics.

Do you have other concerns that I could potentially help with? I can share them with the entire Commission for our meeting on the 23<sup>rd</sup> even if you are unable to attend personally.

Please let me know if you have any further questions.

Thanks,  
Christine

Christine M. Crawford, AICP  
LAFCo Executive Officer  
Office (530) 666-8048  
Mobile (916) 798-4618

**From:** David Long <[davidlongzam@afes.com](mailto:davidlongzam@afes.com)>

**Date:** June 14, 2016 at 8:41:07 PM PDT

**To:** <[cecilia@cityofwinters.org](mailto:cecilia@cityofwinters.org)>

**Subject:** LAFCO fire district report

Cecilia –

I am contacting you because I cannot make it to the lafco meeting where the fire district report will be discussed next week. I have some concerns about the report.

I think the consultant did a disservice to Yolo county, the fire districts and the taxpayers. I read the report, and especially the part on Zamora fire. It glossed over most of the problems like response time, if any personnel responded, and training. It said good things about the budget surplus, but that says to me that the tax rate is too high for what the taxpayers are getting.

I could sit here and really delve into report, but that is not necessary. I think the consultant did an extremely poor job in analyzing the rural fire districts. Good luck in the election and thank you, Dave Long



## Email Comments from Mark Pruner, May 25 - June 14, 2016

**From:** Mark Pruner (p) [mailto:mark@markpruner.com]  
**Sent:** Tuesday, June 14, 2016 4:45 PM  
**To:** Christine Crawford  
**Subject:** RE: REVISED Draft Municipal Service Review for the FPDs

Thank you Christine. I will bring this to the attention of the Fire Commission at our meeting tomorrow.

Mark

**From:** Christine Crawford [mailto:Christine.Crawford@yolocounty.org]  
**Sent:** Tuesday, June 14, 2016 4:43 PM  
**To:** Mark Pruner (p) <mark@markpruner.com>  
**Subject:** RE: REVISED Draft Municipal Service Review for the FPDs

Hi Mark,

I worked with Sam Mazza from Citygate Associates and here are the answers to your questions below:

Question:

*“What I am looking for are a complete list of the objective standards, as well as the subjective standards, and specific analysis, used by the consultant to support his conclusions and demonstrate how he reached those conclusions. If he just has a sense of things, and used that sense, then that is the answer. For example, what are the specific numerical dividing lines between the various categories of financial sustainability? How were those lines chosen?”*

Answer:

The different sustainability categories were established subjectively based on the fiscal projections in Table 55. Districts with no projected deficit years fell into the “Sustainable” category (8 districts); those with a few “minor” deficit years fell into the “Likely Sustainable” category (2 districts); and those with significant deficit years fell into the “Questionable Sustainability” category (5 districts).

Question:

*“Why did the consultant choose to exclude historical information such as supplemental monies received consistently over time for Strike Team work, even averaged over a 5 year span, when the District has consistently been called out to join in Strike Team work and has consistently received monies from those efforts. I read and understand the consultant’s reasoning, wanting to be as conservative as possible. The question here is why the consultant chose to ignore, even by footnote, the inclusion of Strike Team participation which not only provides additional financial resources, but also shows confidence in the District’s training and readiness abilities. “*

Answer:

The fact that the Clarksburg FPD has received monies from Strike Team work has not been ignored. It is included in the MSR revenues received by the District. Even though this revenue is consistent, it is not guaranteed. So your understanding is correct that the financial projections were geared to be very conservative to provide a worst-case scenario for FPD planning purposes.

I hope this answers your questions and we'll see you on the 23<sup>rd</sup>.  
Thanks,  
Christine

**Christine M. Crawford, AICP**  
**Executive Officer**

(530) 666-8048 Office  
(916) 798-4618 Mobile



**From:** Mark Pruner (p) [<mailto:mark@markpruner.com>]  
**Sent:** Wednesday, June 08, 2016 1:47 PM  
**To:** Christine Crawford  
**Subject:** RE: REVISED Draft Municipal Service Review for the FPDs

Thanks.

**From:** Christine Crawford [<mailto:Christine.Crawford@yolocounty.org>]  
**Sent:** Wednesday, June 8, 2016 8:34 AM  
**To:** Mark Pruner (p) <[mark@markpruner.com](mailto:mark@markpruner.com)>  
**Subject:** RE: REVISED Draft Municipal Service Review for the FPDs

Okay, I'll work with Sam Mazza to get you more information. THx. - Christine

**From:** Mark Pruner (p) [<mailto:mark@markpruner.com>]  
**Sent:** Tuesday, June 7, 2016 2:47 PM  
**To:** Christine Crawford  
**Subject:** RE: REVISED Draft Municipal Service Review for the FPDs

Thank you Christine. I have the spreadsheets.

We will get back to you.

In specific answer to your question, I have not received an answer to my question below.

What I am looking for are a complete list of the objective standards, as well as the subjective standards, and specific analysis, used by the consultant to support his conclusions and demonstrate how he reached those conclusions.

If he just has a sense of things, and used that sense, then that is the answer.

For example, what are the specific numerical dividing lines between the various categories of financial sustainability?

How were those lines chosen?

Why did the consultant chose to exclude historical information such as supplemental monies received consistently over time for Strike Team work, even averaged over a 5 year span, when the District has consistently been called out to join in Strike Team work and has consistently received monies from those efforts. I read and understand the consultant's reasoning, wanting to be as conservative as possible. The question here is why the consultant chose to ignore, even by footnote, the inclusion of Strike Team participation which not only provides additional financial resources, but also shows confidence in the District's training and readiness abilities.

**From:** Christine Crawford [<mailto:Christine.Crawford@yolocounty.org>]

**Sent:** Tuesday, June 7, 2016 11:22 AM

**To:** Mark Pruner (p) <[mark@markpruner.com](mailto:mark@markpruner.com)>

**Subject:** RE: REVISED Draft Municipal Service Review for the FPDs

Hi Mark,

I provided Citygate's excel spreadsheets to you via email on June 1 which, I believe, includes all the information you requested below. Please let me know in advance of the June 23<sup>rd</sup> meeting if you think something has not been addressed.

Thanks,  
Christine

**Christine M. Crawford, AICP**  
**Executive Officer**

(530) 666-8048 Office  
(916) 798-4618 Mobile



**From:** Christine Crawford

**Sent:** Wednesday, June 01, 2016 1:58 PM

**To:** aaron.mcalister@wintersfire.org; Barry Burns (station19@espartofire.org); Cherie Rita (crita@sbcglobal.net); Craig Hamblin (chfire@msn.com); Dan Bellini; Dan Garrison (DGFARM57@gmail.com); Dan Tafoya (DNTafoya@yahoo.com); Gary Fredericksen (gfredericksen@yochadehe-nsn.gov); 'johnh@cityofwestsacramento.org'; Kim Timothy (kimt@tslseed.com); Martin Jones (mjonesklfd@gmail.com); Mike Urlaub (murlaub45@gmail.com); Nathan J Trauernicht; Paul Green (greenspaul@sbcglobal.net); Richard Bagby (rbagby@citlink.net); Richard Covington (richardc@wcnx.org); Richard Yeung (turrwet@aol.com)

**Cc:** 'Sam Mazza'

**Subject:** LAFCo Municipal Service Review for FPDs - Citygate Financial Backup Information Request

Dear FPD Chiefs,

I was asked by one FPD board member for the excel spreadsheets that were used by Citygate Associates for their financial analysis in the LAFCo study. Since they are being provided to one district, I wanted to

provide them to all of you for your information (see attached files). Please share these files with your board members as you deem appropriate.

A few words of caution, however. These spreadsheets are complicated and were created for internal use, so they are not necessarily user-friendly for the public. I am happy to share them with you, but I am out of budget and unable to authorize Citygate Associates to answer numerous questions regarding the spreadsheets, how they work, questioning assumptions, etc.

Please keep in mind that our intent for LAFCo's analysis is to highlight potential red flags and try to help those FPDs that are surviving on scarce resources, it is not to cast aspersions. The financial assumptions are a worst case, 'canary in a coalmine' type of analysis. And I realize that a 'one size fits all' set of assumptions will not necessarily all be accurate for your district. And even so, as the report highlights all of the FPDs are managing their resources responsibly.

We are still on track for the continued public hearing before the LAFCo Commission on **Thursday, June 23<sup>rd</sup> at 9am** in the County Board Chambers. I look forward to seeing as many of you there that can attend.

Thanks,  
Christine

**Christine M. Crawford, AICP**  
**Executive Officer**

(530) 666-8048 Office  
(916) 798-4618 Mobile



**From:** Mark Pruner (p) [mailto:mark@markpruner.com]  
**Sent:** Friday, May 27, 2016 12:52 AM  
**To:** Christine Crawford  
**Subject:** RE: REVISED Draft Municipal Service Review for the FPDs

Christine,

Yes, I received the budget information for the Clarksburg FPD you previously sent. Thank you.

I am also asking for the details of the consultant's assumptions, analysis, methodologies, and all other factors, tools, and data used in analyzing our district's finances in order to reach his/its conclusions. The requested information will greatly aid us in more concretely responding to the revised draft study.

Thanks.

Mark

**From:** Christine Crawford [<mailto:Christine.Crawford@yolocounty.org>]  
**Sent:** Thursday, May 26, 2016 10:20 AM  
**To:** Mark Pruner (p) <[mark@markpruner.com](mailto:mark@markpruner.com)>  
**Cc:** 'Sam Mazza' <[smazza@citygateassociates.com](mailto:smazza@citygateassociates.com)>  
**Subject:** RE: REVISED Draft Municipal Service Review for the FPDs

Hi Mark,

I sent you the budget info for the Clarksburg FPD previously which was the basis for the analysis. But if I'm understanding correctly, you're asking for the assumptions used/methodology of what Citygate did from there to produce the results in the report?

Christine

**Christine M. Crawford, AICP**  
**Executive Officer**

(530) 666-8048 Office  
(916) 798-4618 Mobile



**From:** Mark Pruner (p) [<mailto:mark@markpruner.com>]  
**Sent:** Wednesday, May 25, 2016 11:08 PM  
**To:** Christine Crawford  
**Subject:** RE: REVISED Draft Municipal Service Review for the FPDs

Thank you Christine. Very helpful.

Post hearing I had three questions: concerning the redline (done), concerning the missed calls (done), and concerning the specific data and analytics used by the consultant to draw his/its conclusions concerning our financial health and sustainability (not received).

I apologize if I missed it, but could you send the specifics in response to the third question, i.e., needing the specific data and analytics used by the consultant to draw his/its conclusions concerning our financial health and sustainability?

Thank you again Christine.

Mark

## Email Comments from Aaron McAlister/Tony Turk, May 28 - June 1, 2016

**From:** Aaron McAlister [mailto:AMcAlister@ci.dixon.ca.us]  
**Sent:** Wednesday, June 01, 2016 5:07 PM  
**To:** Christine Crawford  
**Subject:** RE: Revised Draft municipal services review

Thank you!

**From:** Christine Crawford [mailto:Christine.Crawford@yolocounty.org]  
**Sent:** Wednesday, June 01, 2016 3:19 PM  
**To:** [aaron.mcalister@wintersfire.org](mailto:aaron.mcalister@wintersfire.org)  
**Subject:** FW: Revised Draft municipal services review

This is what Sam said. Hope that helps.

**Christine M. Crawford, AICP**  
**Executive Officer**

(530) 666-8048 Office  
(916) 798-4618 Mobile



**From:** Sam Mazza [mailto:smazza@citygateassociates.com]  
**Sent:** Wednesday, June 01, 2016 3:18 PM  
**To:** Christine Crawford  
**Subject:** Re: Revised Draft municipal services review

Actually, the recommendation applies to all of the districts. As public entities, even the contract districts have a responsibility for fiscal stewardship that warrants at least some basic fiscal policies, at least minimally addressing budget process, procurement/expenditure of funds, and fiscal audits.

**Sam Mazza**  
Senior Fire Service Specialist  
**Citygate Associates, LLC**  
Cell (831) 229-4600  
[smazza@citygateassociates.com](mailto:smazza@citygateassociates.com)



On Jun 1, 2016, at 2:09 PM, Christine Crawford <[Christine.Crawford@yolocounty.org](mailto:Christine.Crawford@yolocounty.org)> wrote:

Please see question below. I assume the answer is that the recommendation does not apply to contract districts?

Christine M. Crawford, AICP  
Executive Officer

(530) 666-8048 Office  
(916) 798-4618 Mobile

-----Original Message-----

From: Aaron McAlister [<mailto:AMcAlister@ci.dixon.ca.us>]  
Sent: Wednesday, June 01, 2016 2:05 PM  
To: Christine Crawford  
Subject: FW: Revised Draft municipal services review

Hi Christine,

Could you pass this comment to Sam?

Tony is the Chairman of the Board for Winters Fire District.

Aaron

-----Original Message-----

From: Tony [<mailto:tturk@buttonturk.com>]  
Sent: Saturday, May 28, 2016 2:00 PM  
To: Aaron McAlister  
Subject: Revised Draft municipal services review

Aaron,

In 8.2 Fiscal Analysis, Recommendation #7 the report says all districts "should develop and adopt written fiscal policies addressing budgeting, procurement, reserve funds, fiscal audits and cap reserves". What do they envision that to look like for our district where we have a contract with the city and don't have many of those functions or they are covered in the contract?

Tony

## Email Comments from Cherie Rita, May 25, 2016

**From:** Christine Crawford  
**Sent:** Wednesday, May 25, 2016 11:51 AM  
**To:** 'Cherie Rita'  
**Subject:** RE: REVISED Draft Municipal Service Review for the FPDs

Thanks, Cherie.

**Christine M. Crawford, AICP**  
**Executive Officer**

(530) 666-8048 Office  
(916) 798-4618 Mobile



**From:** Cherie Rita [mailto:crita@sbcglobal.net]  
**Sent:** Wednesday, May 25, 2016 11:30 AM  
**To:** Christine Crawford  
**Subject:** RE: REVISED Draft Municipal Service Review for the FPDs

Christine,

The report references the county-wide 2007 Mutual Aid Agreement. It was just re-signed by all agencies, either late last year or early this year. Chief Fredrickson (Yocha De He) has the information.

Cherie

*Cherie Rita, EFO, MBA*  
*Fire Chief*  
*West Plainfield Fire Dept*  
*24901 County Road 95*  
*Davis, CA 95616*  
*(530) 756-0212 (dept)*  
*(530) 756-2608 (dept fax)*  
*(530) 792-1559 (work)*



LOCAL  
AGENCY  
FORMATION  
COMMISSION OF  
YOLO COUNTY



Public Hearings 8.

**LAFCO**

Meeting Date: 04/28/2016

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**Information**

**SUBJECT**

Consider approval of Resolution 2016-03 adopting the Municipal Service Review (MSR) and Sphere of Influence (SOI) update for the 15 Fire Protection Districts in Yolo County (LAFCo No. S-045) and find that the MSR/SOI is exempt from the California Environmental Quality Act

**RECOMMENDED ACTION**

1. Receive staff presentation on the Fire Protection Districts MSR/SOI.
2. Open the Public Hearing for public comments on this item.
3. Close the Public Hearing.
4. Consider the information presented in the staff report and during the Public Hearing. Discuss and direct staff to make any necessary changes.
5. Find that the project is exempt from environmental review pursuant to Section 15061(b)(3).
6. Approve Resolution 2016-03 adopting the Municipal Service Review (MSR) and Sphere of Influence (SOI) update for the 15 Fire Protection Districts in Yolo County.

**FISCAL IMPACT**

No fiscal impact. The LAFCo FY 2014/15 and 2015/16 budgets included costs for Citygate Associates to prepare the MSR/SOI study.

**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 Sphere of Influence every five years. An MSR evaluates the structure and operations of district services and includes a discussion of the capability and capacity of the district to ensure the provision of municipal services to the existing service area and any future growth of the district's boundaries. The SOI indicates the probable future physical boundaries and service area of a district and lays the groundwork for potential future annexations.

Yolo LAFCo staff utilizes a checklist format for MSRs that allows staff to streamline the assessment of each district's municipal services. Based on the findings of the MSR checklist staff can recommend whether a SOI update is warranted. Staff conducted an MSR for the 15 separate Fire Protection Districts in Yolo County (attached), and recommends that the Commission adopt the revised SOI maps for Knights Landing, Yolo and Zamora FPDs as described below and in the MSR/SOI.

**BACKGROUND**

**District Profile and Background**

Yolo County encompasses 1,024 square miles with an unincorporated population of 24,628. Fifteen fire districts provide fire protection services to unincorporated Yolo County. East Davis, No Man's Land, and Springlake Fire Protection Districts contract for services with the City of Davis and/or Woodland. Winters Fire Protection District contracts with the City of Winters. The remaining 11 districts provide direct services with volunteer staff or a combination of paid and volunteer staff. Detailed profiles of each Fire Protection District (FPDs) are provided in Section 2 of the MSR.

The 15 FPDs were formed between 1927 and 1974, with most forming in the 1930s and 1940s. There appears to be confusion regarding the districts "dependent" versus "independent" district status and several County departments are not consistent in this regard. In 1966, all the FPDs (except No Man's Land which was not formed until 1974) were reorganized under new California Health and Safety Code provisions and there was action taken by the Board of Supervisors that might have made this distinction clear, but unfortunately this box of records is missing at County Archives. Therefore, LAFCo has been unable to make a definitive call regarding FPD independent versus dependent status with the records available, and the matter will likely need to be resolved by County Counsel's Office. The district status doesn't have an immediate impact on LAFCo's MSR/SOI, but it would be helpful in the future to determine if the FPDs or the County BOS have ultimate decision making authority and for consistency's sake in how they are treated by different County departments.

### **Municipal Service Overview/Determinations**

The CKH Act requires that MSRs make written determinations on seven topics which are listed below. A more in-depth discussion on each topic can be found in the attached MSR.

#### **1. Growth and Population**

Yolo County encompasses 1,024 square miles with an unincorporated population of 24,628. The unincorporated population is projected to increase by a very modest 1.4 percent over the next 20 years, with a corresponding modest increase in housing units. Employment is also projected to grow 1.2 percent countywide over the same period, with only 0.6 percent growth in the unincorporated areas.

#### **2. Disadvantaged Unincorporated Communities**

For the purposes of SB 244, the entire county is blanketed with fire protection services from one of the 15 Fire Protection Districts and County Service Area #9. There are no disadvantaged unincorporated communities that are being passed by for structural fire protection services. While a select few of the 21 unincorporated communities are considered "disadvantaged" per census data regarding income levels, SB 244 is not triggered by this MSR/SOI because all 21 of these communities lie within an existing fire protection district and have structural fire protection. Therefore, no changes or extensions in service are needed to comply with the provisions of SB 244.

#### **3. Capacity and Adequacy of Public Facilities and Services**

All 15 of the rural fire districts provide fire protection services meeting nationally recognized best practice response performance for rural service demand areas. Considering the continual challenge of maintaining an adequate volunteer roster to meet both service demand needs and training requirements, the fire protection services provided by each of the rural fire districts meet reasonable expectations for both capacity and adequacy of service as measured by service demand, population density, number of volunteers, turnout time, response time, incident staffing, missed calls, and fire apparatus and facilities.

Infrastructure deficiencies include a need for additional facility space in Elkhorn and Madison Fire Protection Districts to provide secure storage for existing fire apparatus, and replacement or renewal of fire apparatus more than 25 years old in eight of the 11 districts providing direct fire protection services. None of the 11 districts providing direct fire protection services currently share any facilities; however, all of them except Knights Landing, Madison, Yolo, and Zamora have automatic aid agreements with one or more of their neighboring fire agencies. Service reliability could be enhanced in these communities by utilizing automatic aid agreement(s) with one or more of their neighboring fire agencies.

The Yolo County Fire Chiefs Association's "No Response" policy currently calls for re-dispatch and notification of the next closest department if a district does not respond within three minutes. Service reliability could be improved by amending the policy to require acknowledgement of a dispatch and the ability to respond within a specified time period (e.g., 90 seconds) before the next closest department is dispatched.

Services could be further enhanced across all districts through the creation of a cooperative countywide regional fire service framework. Under this concept, the framework agency could provide numerous services and opportunities with potential to benefit most, if not all, of the districts without loss of local control as discussed in detail in Section 6 of the MSR.

#### **Recommendations:**

- The Yolo County Fire Chiefs Association "No Response" policy could be improved by requiring acknowledgement of a dispatch and the ability to respond within a specified time period (e.g., 90 seconds) before the next closest department is dispatched.
- Within available funding, fire apparatus should be considered for replacement after not more than 25 years of service life.
- Knights Landing, Madison, Yolo, and Zamora 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.

#### **4. Financial Ability**

Despite all of the districts having established some level of fiscal reserve and responsible fiscal management, many of the districts are not fiscally sustainable over a 20-year projection of current revenue and expenditure trends, particularly when replacement of capital infrastructure is considered. Citygate's fiscal analysis concluded that each of the districts

falls into one of three categories relative to its overall fiscal health and long-term fiscal sustainability as follows:

Contract Districts - East Davis, No Man's Land, Springlake, and Winters Fire Protection Districts are fiscally healthy and sustainable over the next 20 years given current revenue and expenditure trends; Springlake may require a minor adjustment of expenditures to maintain a positive reserve fund balance depending on actual revenues received.

Districts With Full or Partial Fiscal Capacity to Replace Capital Infrastructure- Capay Valley, Willow Oak, and Zamora are fiscally sound and sustainable over the next 20 years with fiscal capacity to replace their capital equipment infrastructure on a 25-year service life interval. Clarksburg is nearly fiscally sustainable with a small negative fund balance in year 10 and again in years 15-19 that could be overcome with revenues in excess of current projections, a minor reduction in annual expenditures, additional revenue, or a combination of these measures. Esparto is not fiscally sustainable with its current fire apparatus inventory; however, it could be fiscally healthy and sustainable with a smaller inventory. West Plainfield is also not fiscally sustainable due to the size of its existing capital apparatus inventory; however, the District could achieve long-term fiscal sustainability with a smaller standardized fire apparatus inventory, a reduction in annual operating expenditures, additional revenue, or a combination of these measures.

Districts Needing Assistance to Achieve Fiscal Sustainability- Dunnigan is not fiscally sustainable even without considering capital fire apparatus replacement, and will likely need to reduce its operating costs significantly to achieve long-term fiscal viability. Elkhorn, Knights Landing, Madison, and Yolo are not fiscally sustainable with capital infrastructure replacement, and will require substantial additional fiscal resources, financial assistance, or a combination of both to ensure long-term fiscal sustainability including ongoing replacement of capital infrastructure.

#### Recommendations:

- 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.
- 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 should consider reducing its annual operating costs significantly in order to achieve long-term fiscal sustainability.
- Elkhorn should consider a contract for service with Woodland and/or West Sacramento to achieve long-term fiscal sustainability and continuity of services.
- Clarksburg and West Plainfield should consider reducing annual expenditures, seeking additional revenues, or a combination of both to achieve long-term fiscal sustainability.
- Esparto should consider reducing the size of its fire apparatus inventory to facilitate long-term fiscal sustainability.
- Dunnigan, Knights Landing, and Madison should consider seeking a benefit assessment to facilitate long-term fiscal viability.
- Elkhorn, Knights Landing, Madison, and Yolo should consider seeking grant funding for apparatus replacement to facilitate long-term fiscal viability.

#### **5. Shared Services and Facilities**

Due to the large geographic area of unincorporated Yolo County and the locations of existing district and city fire facilities, Citygate did not identify any immediate opportunities to enhance service delivery through sharing of existing facilities, except to alleviate the apparatus storage problem in Elkhorn and Madison by exploring opportunities to store reserve or infrequently needed apparatus in neighboring facilities that may have excess indoor storage space. Planning for new fire facilities, however, should include an evaluation of opportunities for shared or co-located facilities and/or services. Automatic aid agreement(s) with one or more neighboring fire agencies would also enhance existing services in Clarksburg and Zamora Fire Protection Districts.

Also, since Dunnigan and Willow Oak have on-duty paid staff during at least normal weekday work hours, that presents an opportunity for adjacent or nearby districts, including Knights Landing, Madison, Yolo, and Zamora, to consider an automatic aid agreement with either of the staffed districts for immediate response to missed calls.

#### Recommendation:

- Knights Landing, Madison, Yolo, and Zamora 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.

#### **6. Accountability, Structure and Efficiencies**

All 15 of the rural fire districts' governing boards are currently filled, with the exception of Knights Landing, which has had a vacancy on its Board of Commissioners for the past four years. All of the districts conduct open public business meetings as required by state law, and all districts appear to comply with the Ralph M. Brown Act and Americans with Disabilities Act with regard to meeting access. In addition, all of the districts appear to comply with the provisions of the California Public Records Act relative to public access to public agency information and records.

East Davis, No Man's Lands, Springlake, and Winters Fire Protection Districts contract for services with an adjacent or nearby career-staffed city fire department. The remaining 11 districts provide direct fire services to their respective

jurisdiction. These districts are minimally staffed with volunteer personnel, or a combination of paid and volunteer personnel, and meet nationally recognized best practice response performance for rural service demand areas except for a relatively low percentage of missed calls. Despite a continual challenge to maintain a sufficient roster of volunteer firefighters able to respond to emergencies and meet training requirements, the services provided by these districts also meet reasonable expectations for both capacity and adequacy of service as measured by service demand, population density, number of volunteers, turnout time, response time, incident staffing, missed calls, fire apparatus types, and facilities

Due to the large geographic service areas of the districts and fire station facility siting, there are no immediate opportunities to enhance service effectiveness or efficiency through consolidation. Citygate Associates indicated that the stations are located where they need to be (i.e. no stations could be closed) and there is little paid staff among the FPDs that would result in cost savings if consolidated. Service effectiveness and efficiency could be enhanced in Zamora by utilizing automatic aid agreement(s) with one or more of their neighboring fire agencies. There is also potential to enhance service delivery in Knights Landing, Madison, Yolo, and Zamora through an automatic aid agreement with Dunnigan or Willow Oak for immediate response to any missed calls when on-duty staffing is available.

Previous MSR/SOI studies have recommended consolidation of Knights Landing, Yolo, and Zamora, and boundary adjustments for Capay Valley and Esparto; however, none of the respective districts has demonstrated interest or pursued these recommendations to date. Currently, Citygate Associates does not recommend that this consolidation would result in significant cost savings. Consolidation of Esparto and Madison could provide enhanced fiscal and operational efficiencies considering their current level of operational integration.

Recommendation:

- Esparto and Madison should consider consolidating into a single district to enhance operational and fiscal efficiencies.

**7. Other Issues**

With regard to the challenge of long-term fiscal sustainability facing some of the rural fire districts, particularly as it relates to maintaining capital equipment infrastructure, creation of a cooperative countywide regional fire service framework could provide a structure that, in addition to providing financial assistance for capital infrastructure replacement, could also provide other operational and support benefits to participating districts without loss of local control, such as:

- 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.

Under this concept, the County could establish a Community Services District (CSD), County Service Area (CSA), Joint Powers Agreement (JPA) agency, or expand the authority and powers of the existing West Valley Fire Training Consortium, funded by an overarching benefit assessment, fees, grants, donations, or a combination of these funding sources. 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.

Recommendation:

- The rural fire districts should consider exploring feasibility and support to expand the authority and powers of the West Valley Regional Fire Training Consortium to provide a cooperative countywide regional fire service framework.

**Sphere of Influence Overview/Determinations**

Spheres of Influence are intended to indicate the probable physical boundaries and service area of a district, as well as to define any areas where future annexations may occur. Previous MSR/SOI studies recommended consolidation of the Knights Landing, Yolo and Zamora FPDs, and added each others' district boundaries to their respective SOIs perhaps as some signal of this intent. However, SOIs are not needed for consolidation and use of them in this manner is potentially confusing to the public. Therefore, the proposed SOI update seeks to clean this issue up and remove the FPDs from each other's SOIs accordingly. Notwithstanding, there is a proposal between Capay Valley and Esparto FPDs to swap some territory, which is an appropriate use of an SOI boundary and therefore the SOIs for Capay Valley and Esparto FPDs are proposed to remain as is.

**1. Present and Planned Land Uses**

No significant changes are anticipated to present or planned land uses within any of the 15 rural fire districts over the next 10 years.

**2. Need for Public Facilities and Services**

No significant changes are anticipated to existing or planned need for public facilities and services within any of the 15 rural fire districts over the next 10 years.

### **3. Capacity and Adequacy of Provided Services**

No significant changes are anticipated to the current capacity of public facilities that the 15 rural fire districts provide or are authorized to provide over the next 10 years.

### **4. Social or Economic Opportunities of Interest**

No significant changes are anticipated to the existence of any social or economic communities of interest within any of the 15 rural fire districts over the next 10 years.

### **5. Disadvantaged Unincorporated Communities**

While a select few of the 21 unincorporated communities in Yolo County are considered "disadvantaged" per census data regarding income levels, SB 244 is not triggered by this MSR/SOI because all 21 of these communities lie within an existing fire protection district and have structural fire protection.

#### Recommendation:

- Remove Yolo and Zamora from the Knights Landing Sphere of Influence.
- Remove Knights Landing and Zamora from the Yolo Sphere of Influence.
- Remove Knights Landing and Yolo from the Zamora Sphere of Influence.

#### Public/Agency Involvement

LAFCo staff has taken several steps to allow for public and stakeholder involvement in the MSR/SOI process for the Countywide Fire Protection Districts. While researching the MSR, Citygate Associates met onsite with each FPD Chief and along with LAFCo staff attended multiple monthly Yolo Fire Chiefs meetings. LAFCo staff also met with County CAO staff. Each FPD fire chief reviewed and commented on our administrative draft MSR/SOI prior to its release to the public.

On March 18, 2016 a "Notice of Availability of Draft MSR/SOI and Public Hearing" was released by LAFCo and published in the Daily Democrat, Winters Express and the Davis Enterprise, which requested written comments from the public and stakeholders. In addition, notices were sent to every "affected agency", meaning all other agencies and schools with overlapping service areas, which is effectively every school district and local agency countywide.

Most of the concerns staff is hearing about from the FPD chiefs relate to the "missed calls" table presented in the study and claims that the information is not accurate. Citygate Associates obtained the data directly from the Yolo Emergency Communications Agency (YECA). Incidents with a dispatch time without corresponding "enroute" or "arrival" times were used to establish the number of missed calls in Table 37 of the report. For the latest version of the MSR, Citygate revised this section of the report to make it clear that there could be other legitimate reasons for no response or arrival times in the data. This issue is considered a very minor service capacity/adequacy issue and the report's recommendations do not rely on this data. The MSR generally found that the FPDs are providing good service considering their rural status. However, the FPD chiefs generally seem to remain concerned regarding this data and its use in the report.

As of the date this staff report was published, one comment letter was received from the Dunnigan Fire Protection District, which is attached for Commission review. The letter indicates several actions already taken to address some of the issues raised in the MSR/SOI. LAFCo also received an explicit "no comment" from the Springlake Fire Protection District. LAFCo staff also met with Chief Bellini (City of Woodland) and Chief Heilman (City of West Sacramento) regarding next steps on the recommendation that the Elkhorn FPD consider contracting with these cities.

Staff also received several emails from Ed Short, Yolo County Chief Building Official, expressing concern that the MSR did not address fire prevention services related to the fire plan check process for building permits. Although LAFCo staff did talk to Mr. Short in early 2015 about including plan check issues in the scope of our study, staff understood from an August 20, 2015 meeting with all the fire chiefs that these issues had been resolved to the County's satisfaction with the hiring of a fire plan check consultant. Correspondingly, these issues were not included in the study and it would take additional time and budget to include it at this point. Staff is aware of recent meetings between the County and the FPD chiefs regarding this issue, however, LAFCo has not been included. Staff recommends these issues need to be resolved separately from the MSR process.

Although staff heard back from every FPD chief during the administrative draft review period, comments have been sparse on this next round of review. Any subsequent correspondence will be provided to the Commission in a supplemental packet.

#### CEQA

Adopting an SOI could potentially be considered a discretionary action subject to CEQA. However, in this case LAFCo is considering adoption of a revised SOI as a clean up item, and no substantive changes are being recommended. In fact, the current SOIs for three FPDs are being scaled back significantly. Therefore, staff recommends that this project is exempt under the general rule that indicates where it can be seen with certainty that there is no possibility that the activity in question may have a significant adverse environmental effect that the project is exempt per CEQA Guidelines Section 15061(b)(3).

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**Attachments**

[ATT A-MSR/SOI Resolution 2016-03 w/SOI Maps](#)

[ATT A Exhibit A-MSR/SOI](#)

[ATT A Exhibit A-MSR/SOI Map Atlas](#)

[ATT B-Public Review Correspondence](#)

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**Form Review****Inbox**

Christine Crawford (Originator)

Form Started By: Christine Crawford

Final Approval Date: 04/21/2016

**Reviewed By**

Christine Crawford

**Date**

04/21/2016 12:48 PM

Started On: 04/18/2016 01:52 PM

**COMMISSIONERS**

Sherri Still  
Anita Tatum- Chairman  
Bob Becker  
Neil Busch  
Tim Hornbuckle



**FIRE CHIEF**  
Michael Urlaub  
**SECRETARY**  
Sherrill Jenkins

**DUNNIGAN FIRE PROTECTION DISTRICT**  
P.O. BOX 213  
DUNNIGAN, CA 95937  
(530) 724-3515

April 14, 2016

Christine Crawford, Executive Officer  
LAFCo

Dear Christine,

We appreciate the dedication and effort provided by your team to complete the Draft Municipal Service Review and Sphere of Influence Study. The Dunnigan Fire Protection District Board of Commissioners would like to provide a response to the draft report relating to information included for the Dunning Fire Protection District.

Our financial outlook as dynamically changed in the recent couple of years, as can be seen on Table 43 (pg 66), where in Fiscal Year (FY) 12-13 revenue sources rise significantly, and in FY 14-15 our E/R Ratio was actually at 79.22%. Starting in FY 13-14, our financial trend started to reversed and has improved every year, where for FY 15-16 we are expecting approximately \$200,000 in unspent cash remaining at the end of the operating year. We feel the projected trends throughout the report does not reflect this reversal of our financial indicators.

Starting in FY 12-13 the District began participation on California State Strike Teams. The first two years of the program required significant financial outlay to start the program, but we have since obtained significant gains in reducing our E/R as can be seen in Table 43 starting in FY14-15. In addition, we have entered into agreement with Fire Recovery to bill for emergency calls, and we are nearing the completion of establishing our first Community Facilities District, which will provide assessment revenue as our community grows. The report's projections do not take into account these new revenue streams, and therefore are materially incorrect with the projected fiscal health for our district.

In addition, we will be using strike team revenue to pay off our capital lease in our FY 16-17 budget, thereby reducing our annual operating expenses by approximately \$32,000. Our operating budget, excluding strike team funding, will be almost 100% funded by our stable revenue sources, property tax revenues, with excess strike team revenues going to equipment reserves to be used for apparatus replacement in the near future.

With the significant revenue increases and the pending reduction to operating expenses, we feel we have already met and addressed Finding #23, 36, 37; and Recommendations #7. However, because the 4 year trends and projection include two years of fiscally tough times, the projected trends do not reflect the true financial future of our district.

Respectfully yours,



Anita Tatum, Chairperson  
Dunnigan Fire Protection District Board of Fire Commissioners



Michael Urlaub, Fire Chief  
Dunnigan Fire Protection District



**From:** [Terri Tuck](#)  
**To:** [Christine Crawford](#)  
**Subject:** FW: Public Review Draft MSR/SOI for the 15 Yolo County Rural Unincorporated FPDs  
**Date:** Wednesday, April 13, 2016 7:01:23 AM  
**Attachments:** [image001.png](#)

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FYI-No comment from the Springlake FPD.

**Terri Tuck | Commission Clerk**  
t 530.666.8048



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**From:** Elle Murphy [mailto:Elle.Murphy@cityofwoodland.org]  
**Sent:** Tuesday, April 12, 2016 3:22 PM  
**To:** Terri Tuck  
**Cc:** Jeran Ulrich  
**Subject:** RE: Public Review Draft MSR/SOI for the 15 Yolo County Rural Unincorporated FPDs

Hello Terri

The Springlake Fire Protection District Governing Board met today and discussed the draft MSR and SOI update. The Board has no comments for the 04/28/16 public hearing.

Thank you,  
Elle

Elle Murphy, Sr Management Analyst  
City of Woodland - Public Safety  
1000 Lincoln Avenue  
Woodland, CA 95695  
Phone 530.661.7832  
Fax 530.662.5781  
[elle.murphy@cityofwoodland.org](mailto:elle.murphy@cityofwoodland.org)

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**From:** Terri Tuck [mailto:[Terri.Tuck@yolocounty.org](mailto:Terri.Tuck@yolocounty.org)] **On Behalf Of** R-CAO LAFCO  
**Sent:** Friday, March 18, 2016 9:46 AM  
**To:** Terri Tuck <[Terri.Tuck@yolocounty.org](mailto:Terri.Tuck@yolocounty.org)>  
**Subject:** Public Review Draft MSR/SOI for the 15 Yolo County Rural Unincorporated FPDs

**Fire Protection District Board Members and Staff** – LAFCo has released the attached Draft Municipal Service Review (MSR) and Sphere of Influence (SOI) Update for the 15 rural unincorporated Fire Protection Districts prepared by Citygate Associates. The attached report discusses the services provided by the Capay, Clarksburg, Dunnigan, East Davis, Elkhorn, Esparto, Knights Landing, Madison, No Man's Land, Springlake, West Plainfield, Winters, Willow Oak, Yolo and Zamora Fire Protections Districts (FPDs).

The draft study is now being circulated for public review and the LAFCo Commission will hold a Public Hearing on Thursday, April 28, 2016, at 9:00am in the County Board Chambers to consider the draft report. To be included in the staff report, please submit any

written comments on the draft study by Friday, April 15, 2016. Comments received after that date will still be considered, but may need to be included in a supplemental packet to the Commission.

There were several fire protection district board members without email addresses. One hard copy will be sent to each district's address of record. This document can also be viewed and downloaded from the LAFCo website at [www.yololafco.org](http://www.yololafco.org). The public hearing notice is also attached, which provides more details on the process and timeline for submitting comments.

Sincerely,

Terri

**Terri Tuck | Commission Clerk**

Local Agency Formation Commission of Yolo County

625 Court Street, Suite 203 | Woodland CA 95695

t 530.666.8048

[terri.tuck@yolocounty.org](mailto:terri.tuck@yolocounty.org) | [www.yololafco.org](http://www.yololafco.org)



**From:** [Christine Crawford](#)  
**To:** [Ed Short](#)  
**Subject:** RE: Fire Study--Local FD fire services--Public Comment phase--Fire Prevention element?  
**Date:** Wednesday, April 20, 2016 4:41:23 PM

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Hi Ed,

I'm afraid it's too late to get it included in this MSR. I'm sorry if I dropped the ball, but I really had the clear impression from the August 20, 2015 meeting that this issue had been resolved to your satisfaction. That said, I'm happy to help in the spirit of shared services outside of the LAFCo MSR process. Lately, I've seen some of the chiefs around going to/from these recent meetings with the County but as you know I have not been included. Let me know if there's a value to LAFCo joining in next time.

Thanks,  
Christine

**Christine M. Crawford, AICP**  
**Executive Officer**

(530) 666-8048 Office  
(916) 798-4618 Mobile



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**From:** Ed Short  
**Sent:** Friday, April 15, 2016 11:24 AM  
**To:** Christine Crawford  
**Subject:** RE: Fire Study--Local FD fire services--Public Comment phase--Fire Prevention element?  
**Importance:** High

The FD's collect their own impact fees and plan review fees. It's different for every FD how they process fire prevention plan review and fees. The County does not provide the site reviews and other fire prevention services as required by law. Winter FD for instance contract out independently with Dixon, Woodland/Davis contract out with two of the 15 FD—shared service contracts, Esparto does it all. The others are in dependent FD's that are all over the map as far as providing fire prevention services on who is responsible (i.e. SFM or local part time Fire Chief's or County), qualified, record keeping, annual inspections T19 requirements, who has authority to be fire Marshal, financially able, performance—turnaround times and accountability—tracking and approval process for permits, etc. for life safety prevention. This is the main issue for a one-stop shop concept to be successful for the permitting/fire prevention side. Is too late to get this included? It's a big issue for the County and local FD to resolve. Thanks.

*Ed Short, P.E., C.B.O., C.F.M.*  
*Chief Building Official/Flood Administrator*  
*Development Services Division*  
*Planning and Public Works Department*

292 W. Beamer Street  
Woodland, California 95695  
(530) 666-8803  
(530) 953-6690

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**From:** Ed Short  
**Sent:** Friday, April 15, 2016 8:07 AM  
**To:** Christine Crawford  
**Subject:** RE: Fire Study--Local FD fire services--Public Comment phase--Fire Prevention element?

Call me. Fire services have two components. Fire fighting and fire prevention. No mention of fire prevention services by the FD.

Ed

Sent from my Samsung Galaxy S@4

----- Original message -----

**From:** Christine Crawford  
**Date:** 04/14/2016 4:38 PM (GMT-08:00)  
**To:** Ed Short  
**Subject:** RE: Fire Study--Local FD fire services--Public Comment phase--Fire Prevention element?

Hi Ed,

I'm somewhat confused by your email because the MSR most certainly does talk about fire services, history, contracts, sustainability, budgets and governance for the FPDs. When you reference processing and fees, I'm thinking maybe you're talking specifically about the County's fire plan check process?

I know we had talked about including the County's fire plan check process in LAFCo's MSR several years ago, but in the meeting on August 20, 2015 regarding fire shared services you were clear that your plan check issues had been resolved with your new contracted service provider. So my take away from that meeting was that these issues had been resolved and no longer needed to be worked out in LAFCo's study.

If I'm missing something, please let me know.

Thanks,  
Christine

**Christine M. Crawford, AICP**  
**Executive Officer**

(530) 666-8048 Office  
(916) 798-4618 Mobile



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**From:** Ed Short

**Sent:** Monday, April 11, 2016 9:09 AM

**To:** Christine Crawford

**Subject:** Fire Study--Local FD fire services--Public Comment phase--Fire Prevention element?

**Importance:** High

Christine, I reviewed the public review draft study and I noticed it did not address anything about fire prevention services relative to performance, history, contracts, sustainability, process, fees, budget and governance. Was there a reason why this was not addressed or included, as we discussed, in the LAFCO meeting we had with the Chiefs and during the RFP preparation meetings? Please clarify. Thanks.

*Ed Short, P.E., C.B.O., C.F.M.*

*Chief Building Official/Flood Administrator*

*Development Services Division*

*Planning and Public Works Department*

*292 W. Beamer Street*

*Woodland, California 95695*

*(530) 666-8803*

*(530) 953-6690*

Clarksburg Fire Protection District  
P.O. Box 513  
Clarksburg, CA 95612

April 26, 2016

To: Yolo LAFCo  
Woodland, CA

Re: Clarksburg Fire Protection District Response to LAFCo  
Municipal Services Review and Sphere of Influence Study  
LAFCo Meeting: April 28, 2016

The Clarksburg Fire Protection District ("District"), through its Fire Commission (Board of Directors) ("Commission") is in receipt of, and has reviewed the March 15, 2016 Public Review Draft of the Municipal Services Review and Sphere of Influence Study ("Study") prepared by and under the direction of the Yolo Local Agency Formation Commission. The Commission appreciates the amount of effort that has gone into this study and finds that it is helpful.

The Commission has found that in some cases the information and conclusions in the Study lack depth, use incorrect information and/or are inaccurate. This letter is written to correct those errors.

Clarksburg Has In-Place Mutual Aid Agreements. In Section 1.3, at pages 2 and 3, there is a statement which reads, "Service reliability could be enhanced in both Clarksburg and Zamora by utilizing automatic mutual aid agreements with one or more of their neighboring fire agencies". To the extent that the Study concludes that the District does not have mutual aid agreements, the Study is incorrect. As pointed out in Section 2.7.2, page 18, the Study contradicts itself and does acknowledge that "The District (Clarksburg) has mutual aid agreements with adjacent West Sacramento City and Courtland Fire Protection District, and is also a signatory to the 2007 Yolo County Mutual Aid Agreement." The incorrect statement that the District does not have mutual aid agreements is repeated in Section 1.5 in the 4th paragraph, Page's 4 and 5 and in Section's 3.5 and 3.6, Page 53, in Finding #15 and Recommendation #3, Page's 54 and 96 and in Section 5.7 Page 85 and as summarized in Findings #13 and #15 Page 95. Clarksburg does have Mutual Aid Agreements as described by the Study (See Section 2.7.2).

1-1

Clarksburg is Fiscally Sustainable. Section 1.4 Paragraph 2 Page 3 states in part that, "Clarksburg is nearly fiscally sustainable." (Emphasis added.) This comment is inaccurate and is basically repeated as "Finding #33 in Section 1.7.2 Page's 7 and 97. Similar observations exist in Table 42 Page 58 and Table 55 Page 78, Section 4.7.2 Page 76 and Recommendation #9 Page's 81 and 99. We appreciate your observations and will review and consider reinstatement of Development Impact Fees ("DIF") for our district. The District has not increased its DIF since 2008.

1-2

The comment that the District is "nearly fiscally sustainable" is inaccurate because it does not count donated monies of \$250,000 which monies were counted on the expense side. The decision not to include donated monies on the income side, together with the inclusion of those monies on the expense side, led to the inaccurate conclusion and wrong information presented in the tables and references cited above. We urge you to correct these incorrect numbers and conclusions. Please see line item GL292 in the District financials maintained by the County. Additionally, with the completion of our new apparatus storage building, we will have a savings of \$15,000 annually in saved rental space.

↑  
1-2

We understand that an increase in DIF could add to District revenue in the range of an additional 5% from that source. It should be pointed out that the District maintains its equipment in peak condition. Using our vehicle, Grass 40, as an example, it is in "like new condition", has relatively low mileage and is highly regarded by our firefighters for its reliability. We will consider revising our DIF, but this consideration should in no way detract from the conclusion that the District is fiscally sustainable.

District Protection is Adequate. The Commission disagrees with Findings #43, #44, #45 and #46 in Section 1.7.5, Page 9, and as listed on Page 100. The Commission considers the impacts of the State's Water Fix, with its impending tunnels in the Delta, to present in the future, challenges to the District's ability to provide fire protection and emergency medical services within the District, but the District has a plan and will successfully meet those challenges.

1-3

Update Study to Include New Building and Remodeled Fire Station. To bring the Study up to date and make it accurate relative to Section 2.7.2. Page 18, Table 3 the District Fire Station was remodeled in 2015 and the District is nearing completion of its new storage facility building to accommodate the parking its Vehicular Apparatus. The new storage building will be complete in 2016.

1-4

Missed Call Information In Error. In Table 37, Page 48 the Study states a number for claimed missed calls in 2014 by District. The table indicates that the District missed 7 calls. The Commission has reviewed its records and cannot find any record of any missed calls. The District responded to every call. We do understand that due to errors by others, some calls may have been assigned to the District (which were in fact not District calls), that District response was subsequent to response by other Districts, or, more likely, that calls to which the District did respond were not included in the data reviewed by the consultant. We understand that the "3 minute" re-tone policy is not followed on a regular basis, and that no agency has ever been toned out during the Study period for a call made to the District.

1-5

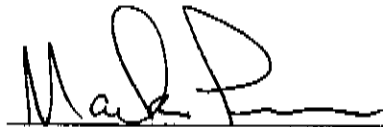
Thank you for acknowledging in your Recommendation #6, Page 8, and in Section 4.5, Page 73, that our district has adopted written fiscal policies in conformance with recognized industry practices.

The authors of the Study did not disclose the sources of the information used for the Study, so the District is not able to correct those sources in order to avoid repeating and avoiding the spread of the errors and incorrect information. By this letter, the District requests a complete listing of all of the sources of whatever kind, and no matter how minor, used in the preparation of the Study.

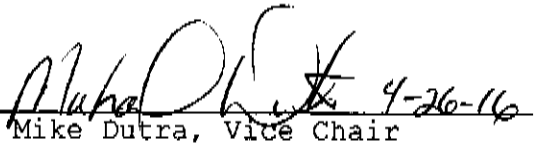
The Commission requests that you update the Study in its final form to remove the inaccuracies and incorrect information described above.

If you have any questions or comments, please contact Commission Chair Mark Pruner at (916) 204-9097 or by email at: ~~HYPERLINK~~ "mailto:mark@markpruner.com" mark@markpruner.com.

Thank you for your consideration.



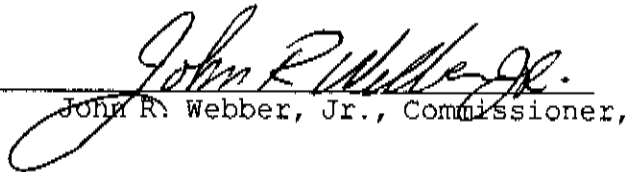
Mark Pruner, Chair



Mike Dutra, Vice Chair



Hal Shipley, Commissioner, Member  
Member



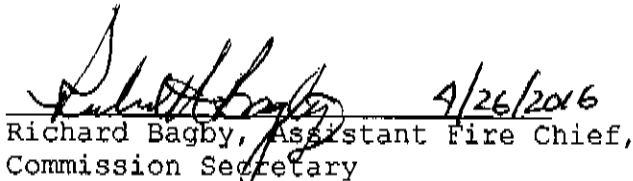
John R. Webber, Jr., Commissioner,



David Merwin, Commissioner, Member



Craig Hamblin, Fire Chief



Richard Bagby, Assistant Fire Chief,  
Commission Secretary



## **AGREEMENT FOR YOLO COUNTY FIRE SERVICES MUTUAL AID**

This Agreement for Yolo County Fire Services Mutual Aid ("Agreement") is entered into and between each of the signatory Fire Protection Districts or Fire Departments ("Signatory Agencies").

### RECITALS:

**WHEREAS**, each of the Signatory Agencies maintain and operate fire protection resources within their respective jurisdictions; and

**WHEREAS**, it is the desire of each of the Signatory Agencies to render aid to any other Signatory Agency to combat the effects of fire or other emergencies when such aid is necessary;

**NOW, THEREFORE**, the Signatory Agencies mutually agree as follows:

1. To furnish fire emergency response personnel, equipment, materials, and supplies, and to render such aid to each Signatory Agency as may be necessary to respond to a fire, medical, vehicle accident, or other emergency that has or may develop beyond the capacity of a Signatory Agency, and therefore requires assistance from the other Signatory Agencies.

2. Such mutual aid shall be provided within the limits of the resources of each Signatory Agency.

3. It is the duty of each Signatory Agency to cooperate to the fullest extent possible in providing mutual aid, provided however, that no Signatory Agency shall be required to deplete unreasonably its own fire emergency response personnel, equipment, materials, or supplies in furnishing such aid.

4. A request for mutual aid shall be made through the established communications systems common to each Signatory Agency by a responsible fire official of the Signatory Agency requesting such aid.

5. Mutual aid provided pursuant to this Agreement will be extended with the express understanding that the local fire official having jurisdiction shall serve as the Incident Commander (IC). The National Incident Management System (NIMS), the Standardized Emergency Management System (SEMS), and the Incident Command System (ICS) are the resource management methods that the Agency will use to manage the emergency.

6. This Agreement shall not be construed as or deemed to be an agreement for the benefit of any Signatory Agency and no Signatory Agency shall have any right of action hereunder against another Signatory Agency for any cause whatsoever. The assurance of mutual aid set forth herein shall constitute the sole consideration for the performance hereof and no Signatory Agency shall be obligated to reimburse any other Signatory Agency for any action

taken or aid rendered hereunder, or for use of any material, damage to equipment, or liability incurred which may occur in the course of rendering the assistance herein provided for.

7. The Signatory Agency receiving mutual aid shall be responsible for providing, as reasonably necessary, food, housing, fuel, oil, and other on scene immediate needs of personnel and equipment provided through the exercise of this Agreement.

8. Each Signatory Agency to this Agreement shall protect, indemnify, and hold harmless the other Signatory Agency to this Agreement, their respective officers, officials, employees, volunteers, and agents from and against any and all liability, loss, expense, including attorneys fee, or claims for injury or damages arising out of the performance of this Agreement and resulting from the negligent or intentional acts or omissions of the Signatory Agency, its officers, officials, employees, volunteers, or agents.

9. This Agreement shall remain operative from the date hereof until either terminated or modified. Any party to this Agreement may withdraw at any time, upon the provision of thirty (30) days advance written notice to each of the other parties. Thirty (30) days from the date the notice is postmarked the withdrawing party shall no longer be a party to this Agreement.

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

**IN WITNESS WHEREOF**, this Agreement has been executed by authorized representatives of each of the following Signatory Agencies as of the date set forth next to each signature.



ISO's Public Protection Classification (PPC™) Program

Technical Subjects Overview

Needed Fire Flow

Monitoring Emergency Circuits for Integrity

Criteria for Distribution of Companies

Response-Time Considerations

Engine-Company Equipment

Service-Company Equipment

Ladder-Company Equipment

FSRS Equivalency List

Maximum Age for Apparatus

**Automatic Aid**

Training

Water-Supply Evaluations

Alternative Water Supplies

Relative-Value Tables

Divergence Factors

## Automatic Aid

Automatic aid is assistance dispatched automatically by contractual agreement between two communities or fire districts. That differs from mutual aid or assistance arranged case by case. ISO will recognize an automatic-aid plan under the following conditions:

- It must be prearranged for first-alarm response according to a definite plan. It is preferable to have a written agreement, but ISO may recognize demonstrated performance.
- The aid must be dispatched to reported structure fires on the initial alarm.
- The aid must be provided 24 hours a day, 365 days a year.
- The aid must offset a need in the community ISO is surveying. For example, if a community needs a ladder company and the fire department does not have one, but a neighboring community's ladder company responds by automatic-aid agreement, credit may be available.
- The aiding ladder company must cover at least 50% of the needed ladder company Standard Response District by hydrant count in the community being graded.

**Note:** Various insurance underwriting plans may consider other criteria for automatic aid; therefore, ISO evaluates all automatic-aid plans.

Credit for responding automatic-aid companies depends on the value of the automatic-aid arrangements, determined by the following criteria:

- Communication facilities — The alarm dispatch circuit between the department communication centers, or between a central communication center and the aiding fire station, should be the equivalent of the needed facilities in the community that ISO is surveying.
- Receipt of alarm — The aiding departments should receive all alarms from the community being surveyed and dispatch their companies, according to the dispatch protocol.
- Interdepartmental training — The communities should conduct the following interdepartmental training:
  - Quarterly half-day, multiple-company drills with automatic-aid companies
  - Semiannual half-day, multiple-company drills with automatic-aid companies
  - Annual half-day, multiple-company drills with automatic-aid companies
- Fire ground communications — The communities should have common mobile and portable radio-frequency capability.

### For more information . . .

. . . on any topic related to the PPC™ program or the Fire Suppression Rating Schedule, click [Talk to ISO Mitigation](#) or call the ISO mitigation specialists at 1-800-444-4554.

LOCAL  
AGENCY  
FORMATION  
COMMISSION OF  
YOLO COUNTY



**To:** Chair Woods and Members of the LAFCo Commission

**From:** Christine Crawford, Executive Officer

**Re:** Response to Clarksburg Fire Protection District (FPD) Comment Letter Regarding LAFCo's MSR/SOI for the Fire Protection Districts in Yolo County, dated April 26, 2016 (attached)

**Date:** April 27, 2016

Staff received the attached comment letter from the Clarksburg FPD via email this morning. Staff appreciates the FPD's comments and offers the following responses for Commission review. The responses below correspond to comments as marked in the attached letter.

**Comment 1-1**

The comment points out errors in the document where the consultant had made corrections in one section to clarify that the Clarksburg FPD did in fact have mutual aid agreements, however, it inadvertently wasn't corrected everywhere it had been referenced in the report. Therefore, the staff recommends the Commission adoption of the MSR include the following corrections:

**Section 1.3, paragraph 3 will be revised as follows:**

*"None of the 11 districts providing direct fire protection services currently share any facilities; however, all of them except ~~Clarksburg and~~ Zamora have automatic aid agreements with one or more of their neighboring fire agencies. Service reliability could be enhanced in ~~both Clarksburg and~~ Zamora by utilizing automatic aid agreement(s) with one or more of their neighboring fire agencies."*

**Section 1.5, paragraph 4 will be amended as follows:**

*"Due to the large geographic service areas of the districts and fire station facility siting, there are no immediate opportunities to enhance service effectiveness or efficiency through shared facilities. Service effectiveness and efficiency could be enhanced in ~~both Clarksburg and~~ Zamora by utilizing automatic aid agreement(s) with one or more of their neighboring fire agencies. There is also potential to enhance service delivery in Knights Landing, Madison, Yolo, and*

CHAIR  
OLIN WOODS  
Public Member

VICE CHAIR  
MATT REXROAD  
Supervisor - 3<sup>rd</sup> District

BILL KRISTOFF  
Councilmember  
City of West Sacramento

DON SAYLOR  
Supervisor - 2<sup>nd</sup> District

CECILIA AGUIAR-CURRY  
Mayor  
City of Winters

ALTERNATE  
ROBERT RAMMING  
Public Member

ALTERNATE  
JIM PROVENZA  
Supervisor - 4<sup>th</sup> District

ALTERNATE  
ROBB DAVIS  
Councilmember  
City of Davis

Staff  
CHRISTINE M. CRAWFORD, AICP  
Executive Officer

SARAH KIRCHGESSNER  
Management Analyst

TERRI TUCK  
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Commission Counsel

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*Zamora through an automatic aid agreement with Dunnigan or Willow Oak for immediate response to any missed calls when on-duty staffing is available.”*

**Section 3.5 will be revised as follows:**

*“The Cities of Davis, Winters, and Woodland provide shared services through their respective contracts for fire protection services with East Davis, No Man’s Land, Springlake, and Winters Fire Protection Districts. In addition, all of the districts, except those served by the City of Davis, share fire dispatch services through the Yolo Emergency Communications Agency (YECA), and all of the remaining districts except ~~Clarksburg~~ and Zamora have automatic aid agreements with one or more neighboring fire agencies.”*

*“Finding #13: The cities of Davis, Winters, and Woodland provide shared services through their respective contracts with East Davis, No Man’s Land, Springlake, and Winters Fire Protection Districts; all of the remaining fire districts except ~~Clarksburg~~ and Zamora have automatic aid agreements with one or more of their neighboring fire districts.”*

**Section 3.6 will be revised as follows:**

**Paragraph 1:**

*“Due to the large geographic area of unincorporated Yolo County and the locations of existing district and city fire facilities, Citygate did not identify any immediate opportunities to enhance service delivery through sharing of existing facilities, except to alleviate the apparatus storage problem in Elkhorn and Madison by exploring opportunities to store reserve or infrequently needed apparatus in neighboring facilities that may have excess indoor storage space. Planning for new fire facilities, however, should include an evaluation of opportunities for shared or co-located facilities and/or services. Automatic aid agreement(s) with one or more neighboring fire agencies would also enhance existing services in ~~Clarksburg~~ and Zamora Fire Protection Districts.”*

*~~Finding #15: Service delivery could be enhanced in Clarksburg by utilizing automatic aid agreement(s) with neighboring agencies.~~*

*~~Recommendation #3: Clarksburg should consider opportunities to implement automatic aid agreements with neighboring fire agencies.~~*

**Section 5.7, paragraph**

*“Due to the large geographic service areas of the districts and fire station facility siting, Citygate does not see any opportunities for shared facilities that would enhance service effectiveness or efficiency. Current automatic aid and mutual aid agreements enhance overall service delivery effectiveness and efficiency; service effectiveness and efficiency could be enhanced in ~~both~~ ~~Clarksburg~~ and Zamora with automatic aid agreement(s) with one or more of their neighboring fire agencies. Further, as discussed in Section 3.6, since Dunnigan and Willow Oak have on-duty*

*staffing at least during normal weekday business hours, service delivery in Knights Landing, Madison, Yolo, and Zamora could potentially be enhanced through an automatic aid agreement with Dunnigan and/or Willow Oak for immediate response to any missed calls when on-duty staffing is available.”*

**The findings on page 95 will be revised as follows:**

*“Finding #13: The cities of Davis, Winters, and Woodland provide shared services through their respective contracts with East Davis, No Man’s Land, Springlake, and Winters Fire Protection Districts; all of the remaining fire districts except ~~Clarksburg and~~ Zamora have automatic aid agreements with one or more of their neighboring fire districts.”*

*~~Finding #15: Service delivery could be enhanced in Clarksburg by utilizing automatic aid agreement(s) with neighboring agencies.~~*

**Comment 1-2**

Staff does not agree that the comment that the MSR’s financial analysis for the Clarksburg FPD is inaccurate. As explained Section 4 of the MSR, the financial analysis is based on 20-year projections which include a range of best case and worst case assumptions. The MSR errs on the side of using the most conservative assumptions in order to be more useful for the FPDs so that each can evaluate the specifics of their own case and determine if any budgeting changes or corrections are warranted. The conclusion is not intended to infer that the District is poorly managed or fiscally irresponsible, rather it is a macro-level look at the Districts’ current and potential future fiscal condition over the next 20 years using assumptions based on sound fiscal analysis and recent fiscal data and trends. The fiscal analysis did not include donations in the worst-case revenue assumption, and also did not include capital expenditures on the other side of the equation. The analysis is intended to help the Districts understand their longer-term fiscal challenges, particularly relative to maintaining and replacing capital equipment.

**Comment 1-3**

The MSR does not consider the impacts of the state Delta tunnels project to the Clarksburg FPD. This project is still being analyzed and is not approved. In addition, the environmental review process has not been completed. It is highly unlikely the project would even break ground before the FPD’s next MSR is scheduled for review in another five years. Therefore, staff does not recommend revising the MSR analysis to consider the impacts of this proposed project.

**Comment 1-4**

The record will note that the Clarksburg FPD fire station was remodeled in 2015 and a new storage facility is under construction.

**Comment 1-5**

Numerous comments have been received regarding the missed call data in the MSR and are discussed in the staff report as follows:

*“Most of the concerns staff is hearing about from the FPD chiefs relate to the “missed calls” table presented in the study and claims that the information is not accurate. Citygate Associates obtained the data directly from the Yolo Emergency Communications Agency (YECA). Incidents with a dispatch time without corresponding “enroute” or “arrival” times were used to establish the number of missed calls in Table 37 of the report. For the latest version of the MSR, Citygate revised this section of the report to make it clear that there could be other legitimate reasons for no response or arrival times in the data. This issue is considered a very minor service capacity/adequacy issue and the report’s recommendations do not rely on this data. The MSR generally found that the FPDs are providing good service considering their rural status. However, the FPD chiefs generally seem to remain concerned regarding this data and its use in the report.”*



**Executive Officer Report 7.**

**LAFCO**

**Meeting Date:** 06/23/2016

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**Information**

**SUBJECT**

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

- EO Activity Report - May 23 through June 17, 2016
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**Attachments**

[EO Activity Report-May23-Jun17](#)

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**Form Review**

Form Started By: Terri Tuck  
Final Approval Date: 06/09/2016

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## LAFCo EO Activity Report

### May 23, 2016 through June 17, 2016

Date	Meeting/Milestone	Comments
05/25//2016	Shared Services – City of Davis Broadband Advisory Task Force Meeting	Attended
05/27/2016	Call w/Jennifer Stephenson (PCA)	Davis & Assoc CSAs MSR/SOI
06/01/2016	Meeting w/Yolo County (Alex Tengolics (CAO), Eric Parfrey, Taro Echiburu, Regina Espinoza (DCS), Eric May (CC))	MERCOSA Dissolution
06/01/2016	Shared Services – Conference call w/Kevin Yarris (GSD) and GigabitNow	Internet for Yolo Unincorporated Communities
06/01/2016	Call w/Sam Mazza (Citygate)	FPDs MSR/SOI
06/03/2016	Shared Services –Meeting w/Patrick Blacklock (CAO), John Donlevy (Winters) and Paul Navazio (Woodland)	Shared Services JPA Strategy Meeting
06/03/2016	Meeting w/John Hodgson (The Hodgson Company)	Re: potential City of Woodland Annexation
06/06/2016	Meeting/Lisa Baker	Westucky
06/10/2016	Meeting w/Petrea Marchand (Consero Solutions)	Shared Services JPA
06/13/2016	Meeting w/Olin Woods	LAFCo Agenda review
06/13/2016	Meeting w/Ken Hiatt (City of Woodland)	West Main Annexation
06/14/2016	Conference call w/Heidi Tschudin and Ash Feeney	Mace Ranch Innovation Center Project in Davis
06/15/2016	County – Winters 2x2	Attended
06/16/2016	Shared Services – GigabitNow Tour w/Dan Sivils and Kevin Yarris (Yolo County)	Attended – RE: Internet for Knights Landing and other Yolo unincorporated communities
06/16/2016	Shared Services – Yolo County Broadband Task Force Meeting	Attended
06/17/2016	County – Woodland 2x2	Attended