

YOLO LOCAL AGENCY FORMATION COMMISSION
Resolution № 2022-07

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

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

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

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

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

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

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

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

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

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

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

reorganization of local governmental agencies where the changes do not change the geographical area in which previously existing powers are exercised. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA"; and,

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

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

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

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

WHEREAS, LAFCo continued the public hearing until its July 28, 2022 meeting where additional opportunity was given to all interested persons, organizations, and agencies to present oral or written testimony and other information concerning the proposal and all related matters; and

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

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

1. Finds the proposed Municipal Service Review and Sphere of Influence Update exempt from the California Environmental Quality Act (CEQA) pursuant to the California Code of Regulations, Title 14, Division 6, Chapter 3 (State CEQA Guidelines) Section 15061(b)(3) and Section 15320; and,
2. Adopts Resolution 2022-07 approving the Municipal Service Review for the Fire Protection Agencies and approving a Sphere of Influence Update for CSA 9, East Davis FPD, and Springlake FPD as set forth in Exhibit A, attached hereto and incorporated herein by this reference, subject to the following findings and recommendations for each agency set forth in Exhibit B.

FINDINGS

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

Evidence: The project was prepared consistent with the requirements in the Cortese-Knox-Hertzberg Act for a Municipal Service Review and Sphere of Influence Update and all applicable Yolo LAFCo policies and adopted Standards for Evaluation. The Municipal Service Review includes written determinations for each district as required by Section 56430. The Sphere of Influence Updates include written statements for each applicable district as required by Section 56425(e). The new Sphere of Influence for CSA 9, East Davis FPD, and Springlake FPD supports the MSR recommendations to align these district boundaries with city service areas, strengthening community identities and increasing efficiencies. Changes in fire protection agency Spheres of Influence will not affect agricultural land or be growth inducing. The MSR evaluated the existing services and the need for fire protection services in each community and recommended reorganization where appropriate as indicated in the MSR.

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

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

PASSED AND ADOPTED by the Local Agency Formation Commission, County of Yolo, State of California, this 28th day of July 2022, by the following vote:

Ayes: Alcalá, Cowan, Sandy, Saylor, Woods

Noes: None

Abstentions: None

Absent: None



Olin Woods, Chair
Yolo Local Agency Formation Commission

Attest:



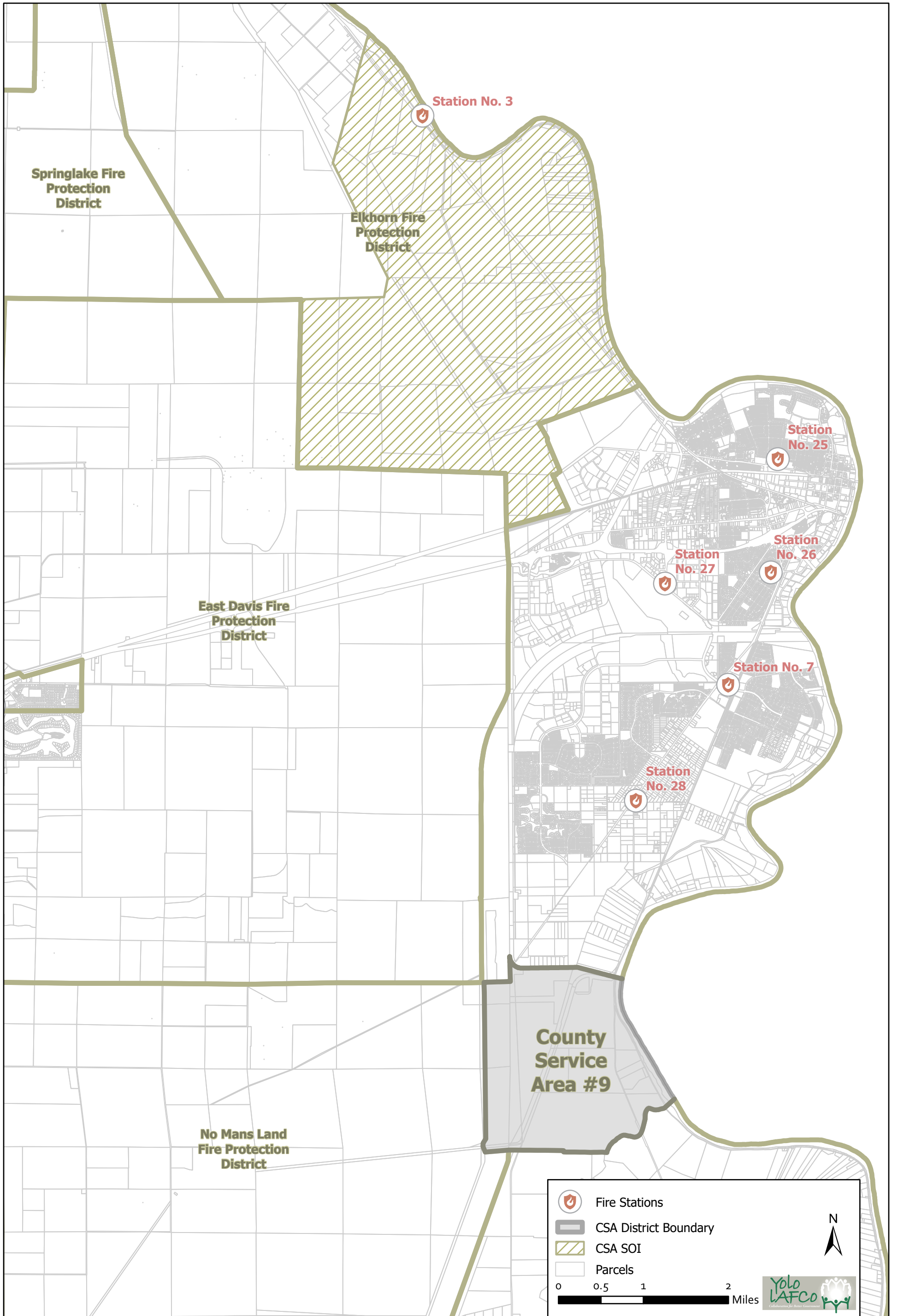
Christine Crawford, Executive Officer
Yolo Local Agency Formation Commission

Approved as to form:

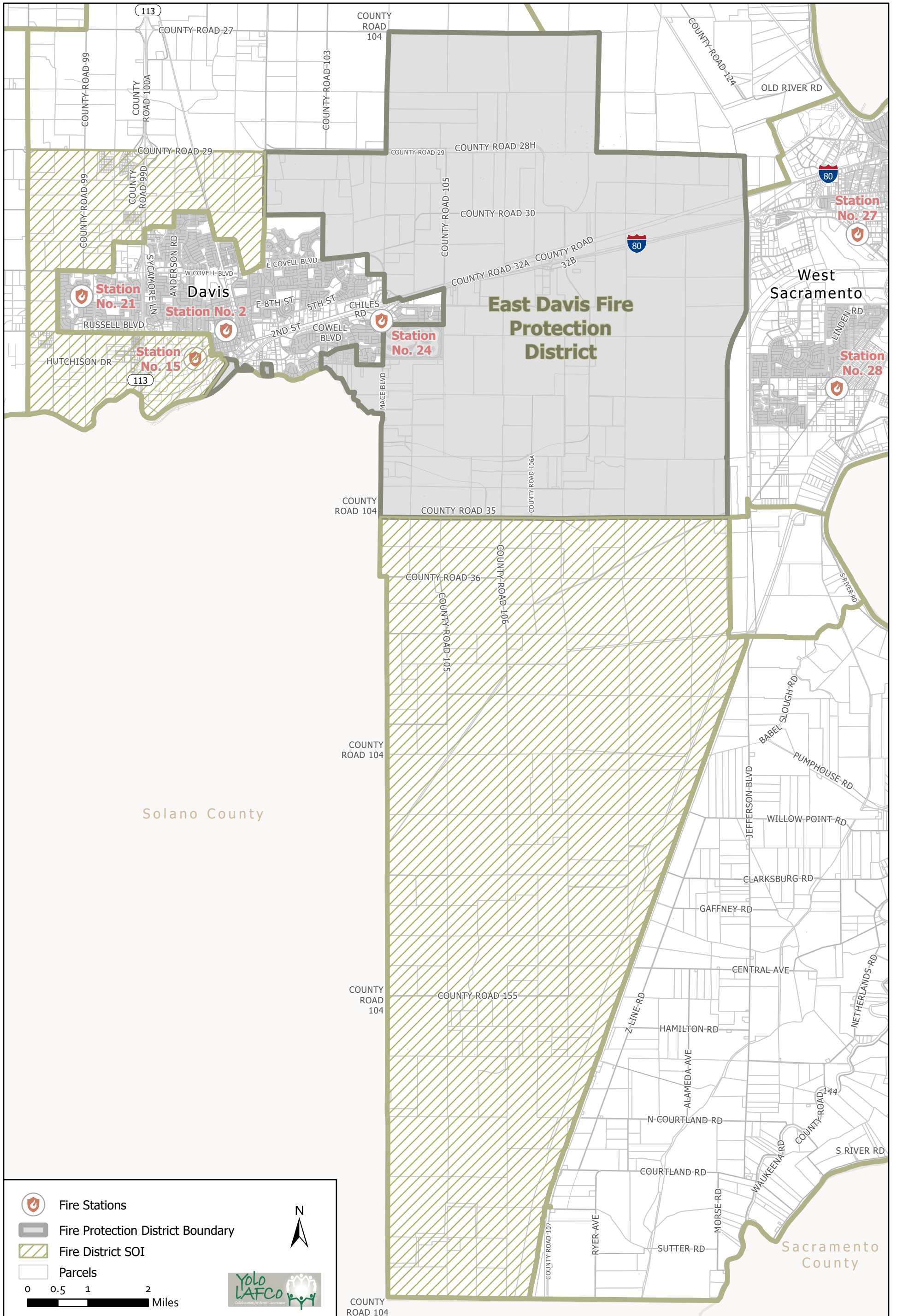
A blue ink signature that reads "Eric May".

Eric May, Commission Counsel

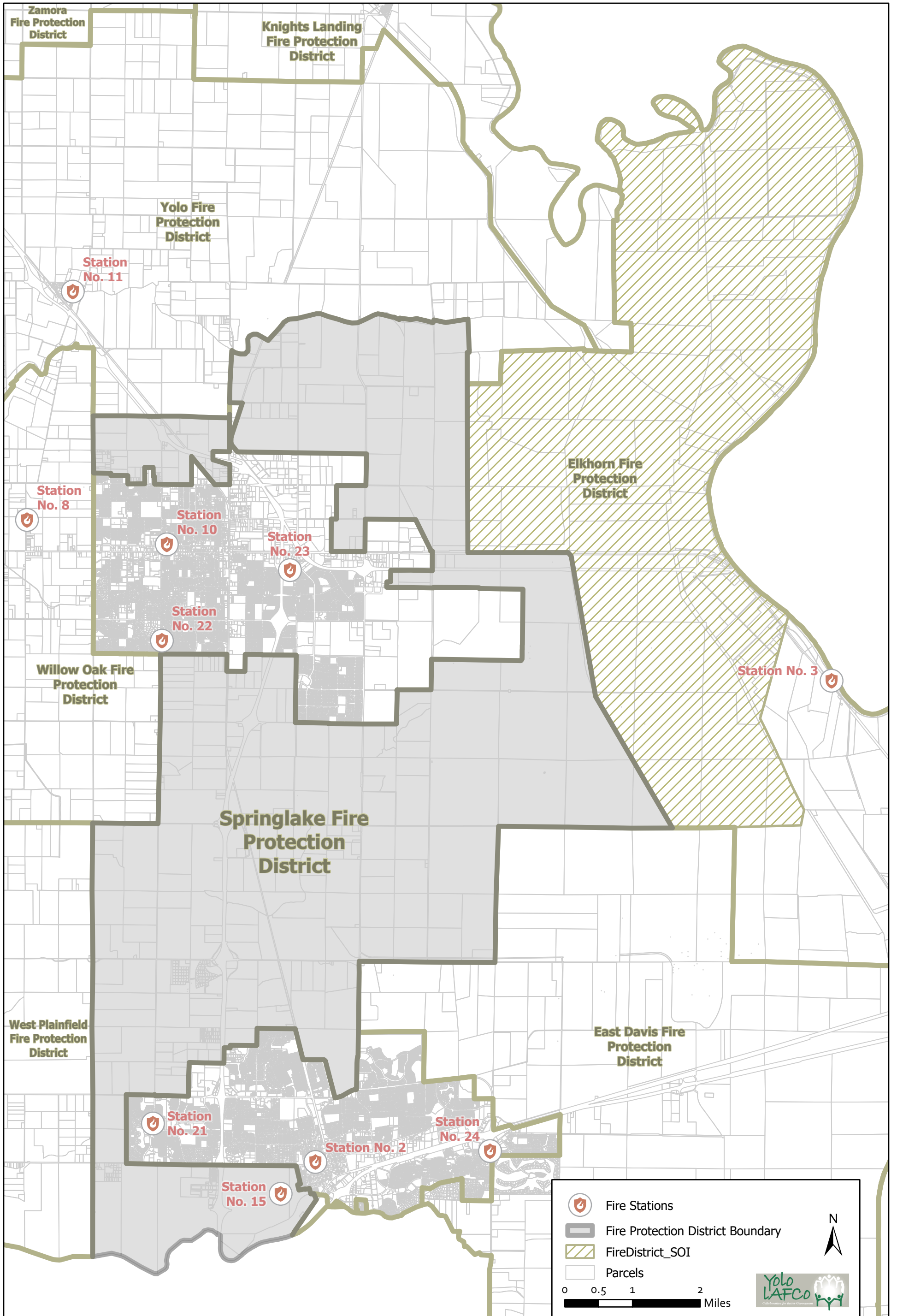
CSA 9 Sphere of Influence Update



East Davis FPD Sphere of Influence Update



Springlake FPD Sphere of Influence Update



Countywide 2022 Fire Protection Agencies MSR Recommendations

Yolo County Firefighters Association (YCFA) Recommendation

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

Yolo County Recommendations

1. Yolo County should initiate a LAFCo application process to analyze and reorganize the Elkhorn, East Davis, No Man's Land and Springlake FPDs and CSA 9 to align one district to each city service territory. The Winters FPD is already aligned to its city service territory, so no boundary changes are needed.
2. Yolo County should continue to review FPD progress towards implementing each district's 2022 MSR recommendations as it works with the FPDs on sustainability efforts going forward.
3. Yolo County voluntarily provides \$150,000 of its Intergovernmental Agreement funding from the Yocha Dehe Wintun Nation each year to five FPDs (\$30,000 each) affected by the Cache Creek Resort operations. These have been traditionally earmarked for capital investments; however, the County should consider providing this funding as a pass-through for more FPD flexibility to meet service needs in their jurisdictions.
4. Yolo County should retain contract approval authority with its contract FPDs in perpetuity to ensure its service contracts with cities are standardized and streamlined to the greatest extent feasible. Financially, contract FPDs should operate as pass-through districts similar to Springlake FPD and CSA 9. From a risk perspective, Winters FPD has strong provisions that should be considered as a model regarding providing contract FPDs return of its original station and necessary apparatus to minimize risk in the unlikely event a city ever closes its station or services are terminated.
5. Yolo County DFS staff should meet each year with each dependent FPD (and independent FPDs if requested) to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable. In addition, provide DIF reporting training as applicable.
6. Yolo County DFS should work with districts to develop accounting policies, procedures, and accounting manuals. Assist districts with interpreting INFOR reports and develop user friendly reports for fire commissioners and board members. Develop a periodic report/transactions review process to ensure only and all transactions approved by the board are included in the financial system.

Broadband Access Recommendations:

7. Yolo County should consider the lack of broadband service in the Capay Valley area as it addresses rural access issues. (Capay Valley FPD)
8. Yolo County should note that rural areas such as the Clarksburg FPD served by California Broadband Services as the only provider option are being charged relatively exorbitant rates (\$170 for broadband speeds) and additional providers should be encouraged and incentivized where possible to create market competition. (Clarksburg FPD)
9. Yolo County should consider the lack of broadband service (and library service) in the Dunnigan community and outlying areas as it addresses rural access issues. (Dunnigan FPD)

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

Capay Valley FPD 2022 MSR Recommendations

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

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

Financial Ability MSR Recommendation(s)

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

Shared Services MSR Determination Recommendation

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

Accountability, Structure and Efficiencies MSR Recommendation(s)

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

Clarksburg FPD 2022 MSR Recommendations

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

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

Financial Ability MSR Recommendation(s)

3. Clarksburg FPD should consider reviewing current and future expenditures to determine whether the special assessment should be increased.
4. Clarksburg FPD should review financial data on a regular basis and identify and discrepancies. The review should include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. It also should review monthly the transactions in the County system to transactions the agency submitted to the County for processing.
5. Districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on appropriate facilities.

Accountability, Structure and Efficiencies MSR Recommendation(s)

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

Dunnigan FPD 2022 MSR Recommendations

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

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

Financial Ability MSR Recommendation(s)

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

Shared Services and Facilities MSR Recommendations(s)

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

Accountability, Structure and Efficiencies MSR Recommendation(s)

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

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

East Davis FPD 2022 MSR Recommendations

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

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

Financial Ability MSR Recommendation(s)

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

Accountability, Structure and Efficiencies MSR Recommendation(s)

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

Elkhorn FPD 2022 MSR Recommendations

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

1. Elkhorn FPD's facilities and services should be provided by the cities of West Sacramento and Woodland, divided geographically to minimize response times. This recommendation does not preclude the Elkhorn community from coordinating with the cities to maintain a local volunteer presence, such as a private non-profit fire brigade, if appropriate.

Financial Ability MSR Recommendation(s)

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

Accountability, Structure and Efficiencies MSR Recommendation(s)

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

Esparto FPD 2022 MSR Recommendations

Growth and Population MSR Determination Recommendation

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

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

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

Financial Ability MSR Recommendation(s)

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

Shared Services MSR Determination Recommendation

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

Accountability, Structure and Efficiencies MSR Recommendation(s)

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

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

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

Knights Landing FPD 2022 MSR Recommendations

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

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

Financial Ability MSR Recommendation(s)

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

Shared Services MSR Determination Recommendation

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

Accountability, Structure and Efficiencies MSR Recommendation(s)

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

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

Madison FPD 2022 MSR Recommendations

Growth and Population MSR Determination Recommendation

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

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

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

Financial Ability MSR Recommendation(s)

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

Shared Services MSR Determination Recommendation

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

Accountability, Structure and Efficiencies MSR Recommendation(s)

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

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

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

No Man's Land FPD 2022 MSR Recommendations

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

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

Financial Ability MSR Recommendation(s)

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

Accountability, Structure and Efficiencies MSR Recommendation(s)

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

Springlake FPD 2022 MSR Recommendations

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

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

Financial Ability MSR Recommendation(s)

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

Accountability, Structure and Efficiencies MSR Recommendation(s)

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

West Plainfield FPD 2022 MSR Recommendations

Financial Ability MSR Recommendation(s)

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

Shared Services MSR Determination Recommendation

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

Accountability, Structure and Efficiencies MSR Recommendation(s)

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

Willow Oak FPD 2022 MSR Recommendations

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

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

Financial Ability MSR Recommendation(s)

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

Shared Services MSR Determination Recommendation

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

Accountability, Structure and Efficiencies MSR Recommendation(s)

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

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

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

Winters FPD 2022 MSR Recommendations

Financial Ability MSR Recommendation(s)

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

Accountability, Structure and Efficiencies MSR Recommendation(s)

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

Yolo FPD 2022 MSR Recommendations

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

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

Financial Ability MSR Recommendation(s)

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

Shared Services MSR Determination Recommendation

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

Accountability, Structure and Efficiencies MSR Recommendation(s)

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

Zamora FPD 2022 MSR Recommendations

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

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

Financial Ability MSR Recommendation(s)

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

Shared Services MSR Determination Recommendation

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

Accountability, Structure and Efficiencies MSR Recommendation(s)

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

County Service Area (CSA) 9 2022 MSR Recommendations

Accountability, Structure and Efficiencies MSR Recommendation(s)

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