

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

## Fire Protection Agencies

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

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

Yolo Local Agency Formation Commission

Adopted July 28, 2022



**SUBJECT AGENCIES:**

**Capay Valley FPD**

PO Box 6  
Brooks, CA 95606  
Contact: Jesse Capitanio, Fire Chief  
<https://cvfpd.specialdistrict.org/>

**Dunnigan FPD**

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

**Elkhorn FPD**

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

**Knights Landing FPD**

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

**No Man's Land FPD**

530 Fifth Street  
Davis, CA 95616  
Contact: Joseph Tenney, Fire Chief

**West Plainfield FPD**

24901 County Road 95  
Davis, CA 95616  
Contact: Cherie Rita, Fire Chief  
<https://www.wpfd.net/>

**Winters FPD**

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

**Zamora FPD**

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

**Clarksburg FPD**

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

**East Davis FPD**

c/o Davis Fire Station 33  
425 Mace Blvd.  
Davis, CA 95618  
Contact: Joseph Tenney, Fire Chief  
<https://eastdavisfpd.wordpress.com/>

**Esparto FPD**

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

**Madison FPD**

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

**Springlake FPD**

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

**Willow Oak FPD**

18111 County Road 94B  
Woodland, CA 95695  
Contact: Marcus Klinkhammer, Fire Chief  
<http://www.willowoakfire.com/>

**Yolo FPD**

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

**Garcia Bend CSA 9**

625 Court Street #204  
Woodland, CA 95695  
Contact: Steve Binns, Fire Chief

**CONDUCTED BY:**

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

Commissioners:

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

Commissioner Alternates:

Richard DeLiberty, Public Member  
Angel Barajas, County Member  
Gloria Partida, City Member

Staff:

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

**ACKNOWLEDGEMENTS:**

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

MSR Subcommittee Fire Chiefs:

Marcus Klinkhammer, Willow Oak FPD  
Curtis Lawrence, Esparto FPD  
Cherie Rita, West Plainfield FPD  
Dan Tafoya, Yolo FPD  
Eric Zane, Springlake FPD

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

**Contents**

MSR/SOI Background and Context ..... 1-1

    Role and Responsibility of LAFCo ..... 1-1

        Purpose of a Municipal Service Review (MSR) ..... 1-1

        Purpose of a Sphere of Influence (SOI) ..... 1-2

Fire Protection Districts ..... 1-2

    Existing Fire Protection Districts and Governance ..... 1-3

    History of Consolidations and Reorganizations ..... 1-4

Fire Protection District Funding ..... 1-5

    Special District Funding Statewide ..... 1-5

    Proposition 172 History ..... 1-5

    Local Fire Protection District Funding ..... 1-6

    Additional Financial Support ..... 1-7

Previous 2016 LAFCo MSR/SOI ..... 1-8

    2016 Governance Findings and Recommendations ..... 1-8

    2016 LAFCo Recommendations Common to All FPDs ..... 1-9

2022 MSR Subcommittee ..... 1-9

Dispatch Response Time and Adequacy: Methodology and Comparative Data ..... 1-10

    Dispatch Call Volume ..... 1-10

    FPD Response Time ..... 1-10

    FPD Adequacy of Response ..... 1-11

Financial Sustainability: Methodology and Comparative Data ..... 1-12

2022 Governance Recommendations Overview ..... 1-13

    Overall Strategy/Approach ..... 1-13

    Governance Recommendations Outreach ..... 1-16

Overarching MSR Recommendations ..... 1-17

Organization of this MSR/SOI Study ..... 1-18

Individual District Studies

    Capay Valley FPD ..... 2-1

    Clarksburg FPD ..... 3-1

    Dunnigan FPD ..... 4-1

    East Davis FPD ..... 5-1

**YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

---

Elkhorn FPD ..... 6-1

Esparto FPD..... 7-1

Knights Landing FPD ..... 8-1

Madison FPD ..... 9-1

No Man's Land FPD..... 10-1

Springlake FPD ..... 11-1

West Plainfield FPD ..... 12-1

Willow Oak FPD..... 13-1

Winters FPD..... 14-1

Yolo FPD..... 15-1

Zamora FPD..... 16-1

Garcia Bend CSA 9..... 17-1

**MSR/SOI Background and Context**

**ROLE AND RESPONSIBILITY OF LAFCO**

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

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

**Purpose of a Municipal Service Review (MSR)**

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

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

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

### **Purpose of a Sphere of Influence (SOI)**

---

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

The role of SOIs in guiding the State’s growth and development was validated and strengthened in 2000 when the Legislature passed Assembly Bill (AB) 2838 (Chapter 761, Statutes of 2000), which was the result of two years of labor by the Commission on Local Governance for the 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 MSRs was established by AB 2838 as an acknowledgment of the importance of SOIs and recognition that regular periodic updates of SOIs should be conducted on a five-year basis (§56425(g)) with the benefit of better information and data through MSRs (§56430(a)).

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

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

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

## ***FIRE PROTECTION DISTRICTS***

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

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

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

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

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

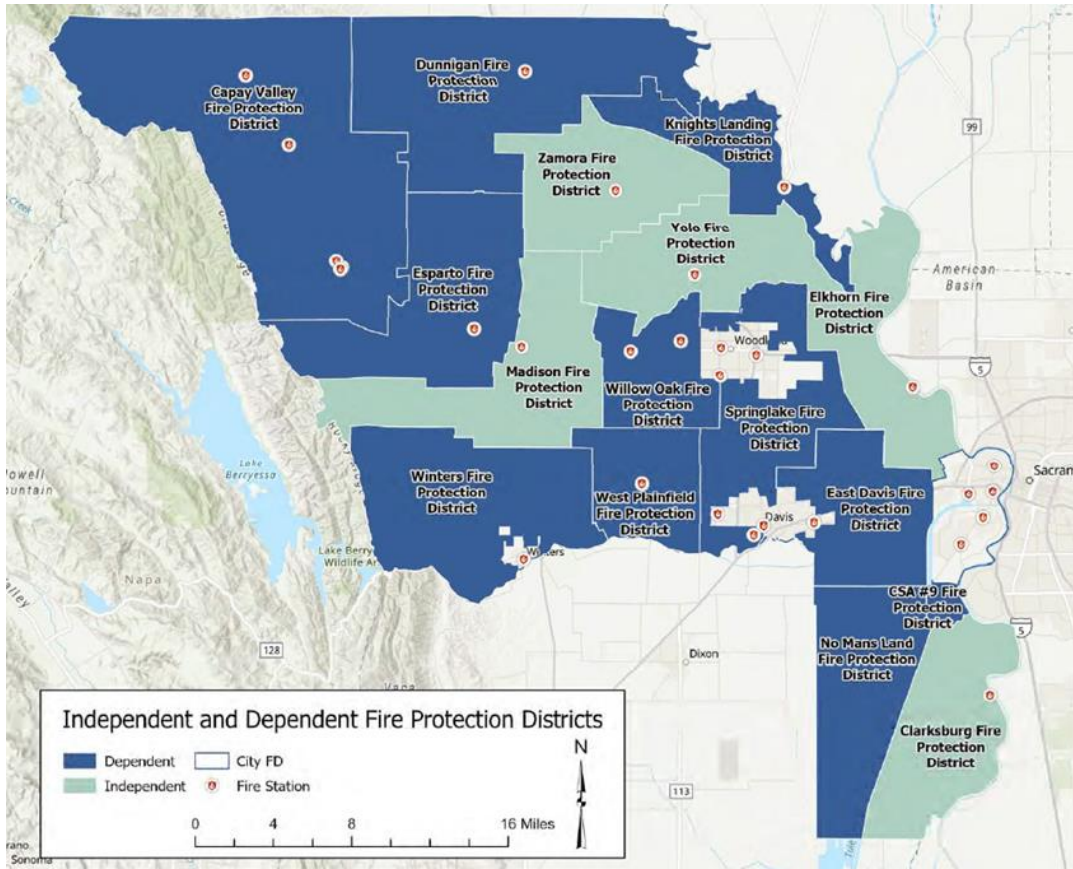
**Existing Fire Protection Districts and Governance**

---

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

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





### History of Consolidations and Reorganizations

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

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

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

## **FIRE PROTECTION DISTRICT FUNDING**

### **Special District Funding Statewide**

---

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

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

### **Proposition 172 History**

---

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

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

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

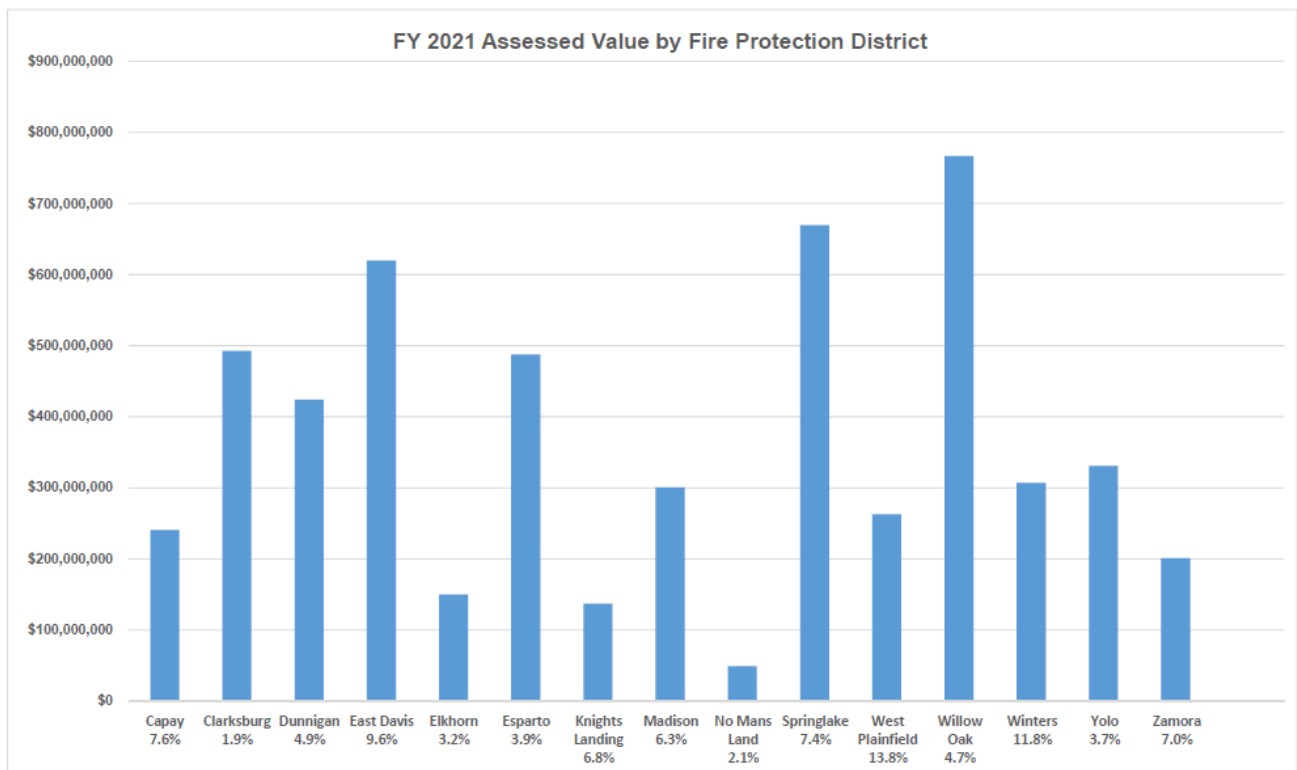
The purpose of Prop 172 was not increasing overall public safety funding, but to maintain public safety funding levels in spite of property tax shifts. The monies are collected and allocated to each county based on its proportionate share of statewide taxable sales. The FPDs are eligible to receive Prop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

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

**Local Fire Protection District Funding**

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

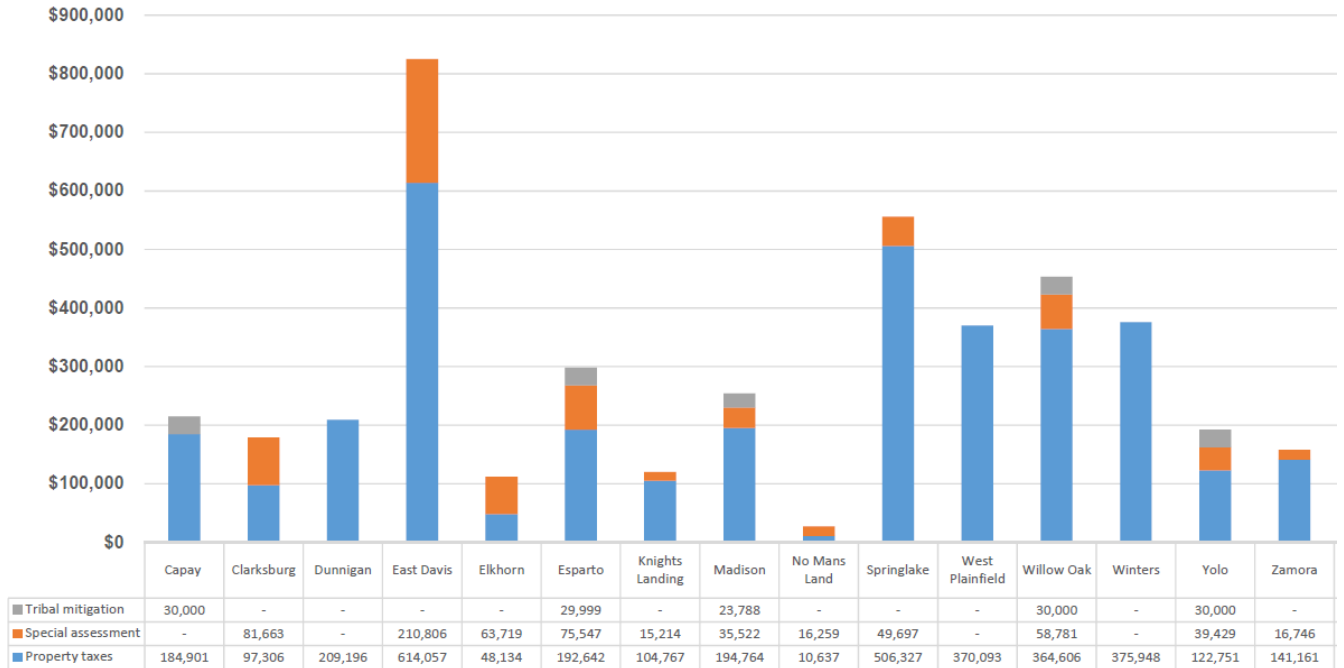
The total assessed value used to determine property tax collections varies across the FPDs and revenue collected has been reduced for many agricultural parcels by the Williamson Act program. Proposition 13 in 1978 and AB 8 that implemented it locked in the percentage of the property tax revenue received by the FPDs. The actual tax rate areas vary within each district, but the percentage in the graph below shows the average assessed property value of each FPD. Proposition 13 created structural inequities in the financing of local government. Local Proposition 218 assessments are a viable method to compensate for inadequate tax revenue, if supported by the voters, and is discussed in individual district sections of this MSR.



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

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

Fiscal Year 2021 Core Revenues by FPD



**Additional Financial Support**

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

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

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

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

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

## PREVIOUS 2016 LAFCo MSR/SOI

### 2016 Governance Findings and Recommendations

---

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

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

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

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

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

### 2016 LAFCo Recommendations Common to All FPDs

---

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

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

## 2022 MSR SUBCOMMITTEE

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

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

## DISPATCH RESPONSE TIME AND ADEQUACY: METHODOLOGY AND COMPARATIVE DATA

### Dispatch Call Volume

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

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

**FPD Dispatch Call Volume and % Increase Over Last 3 FYs**

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

### FPD Response Time

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

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

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

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

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

**FPD Adequacy of Response**

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

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

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

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

**FY 20/21 Fire Incident Response (100 Series)**

FPD	Total No. Incidents	Avg. No. Personnel	Avg. No. of	Est.	Station Staffing	Total	Total Inside Jurisdiction	Total	% Enroutes Missed Inside FPD	
			Apparatus	FY21 Revenue		Residential Pop		Dispatch Numbers		Outside Jurisdiction
Capay Valley	16	7.31	3.56	\$ 345,054	1,130	On Call	194	149	45	0.7%
Clarksburg	31	6.52	3.26	\$ 185,488	1,260	On Call	268	250	18	
West Plainfield	20	4.50	3.30	\$ 436,438	752	Full Time 24/7	233	180	53	
Zamora	11	4.45	1.55	\$ 163,500	335	On Call	152	110	42	1.8%
Yolo	141	4.08	1.60	\$ 273,598	970	Part Time	458	278	180	
Esparto	30	4.07	2.23	\$ 378,394	3,122	Part Time	589	469	120	0.2%
Madison	29	3.97	2.31	\$ 325,805	962	Part Time	321	175	146	
Willow Oak	34	3.76	2.12	\$ 750,321	2,502	Full Time 24/7	554	382	172	
Knights Landing	22	3.05	2.50	\$ 144,191	1,058	On Call	325	167	158	3.0%
Dunnigan	100	2.61	1.49	\$ 560,178	1,110	Full Time 24/7	551	498	53	0.4%
Elkhorn	8	1.50	1.50	\$ 112,436	128	On Call	168	150	18	6.7%

*Highlighted FPDs are not meeting min of 4 personnel*



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

FPD	Total No. Incidents	Avg. No. Personnel	Avg. No. of Apparatus	FY21 Revenue	Est. Residential Pop	Station Staffing	Total Dispatch Numbers	Total Inside Jurisdiction	Total Outside Jurisdiction	% Enroutes Missed Inside FPD
Clarksburg	96	5.82	2.59	\$ 185,488	1,260	On Call	268	250	18	
Yolo	216	4.40	1.65	\$ 273,598	970	Part Time	458	278	180	
Capay Valley	48	3.92	2.23	\$ 345,054	1,130	On Call	194	149	45	0.7%
Zamora	55	3.82	1.05	\$ 163,500	335	On Call	152	110	42	1.8%
Willow Oak	155	3.29	1.67	\$ 750,321	2,502	Full Time 24/7	554	382	172	
West Plainfield	67	3.10	2.07	\$ 436,438	752	Full Time 24/7	233	180	53	
Knights Landing	48	3.10	2.25	\$ 144,191	1,058	On Call	325	167	158	3.0%
Madison	103	2.91	1.73	\$ 325,805	962	Part Time	321	175	146	
Dunnigan	267	2.50	1.29	\$ 560,178	1,110	Full Time 24/7	551	498	53	0.4%
Esparto	317	2.37	1.68	\$ 378,394	3,122	Part Time	589	469	120	0.2%
Elkhorn	55	1.16	1.15	\$ 112,436	128	On Call	168	150	18	6.7%

*Highlighted FPDs are not meeting min of 3 personnel*

**FINANCIAL SUSTAINABILITY: METHODOLOGY AND COMPARATIVE DATA**

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

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

## 2022 GOVERNANCE RECOMMENDATIONS OVERVIEW

### Overall Strategy/Approach

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

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

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

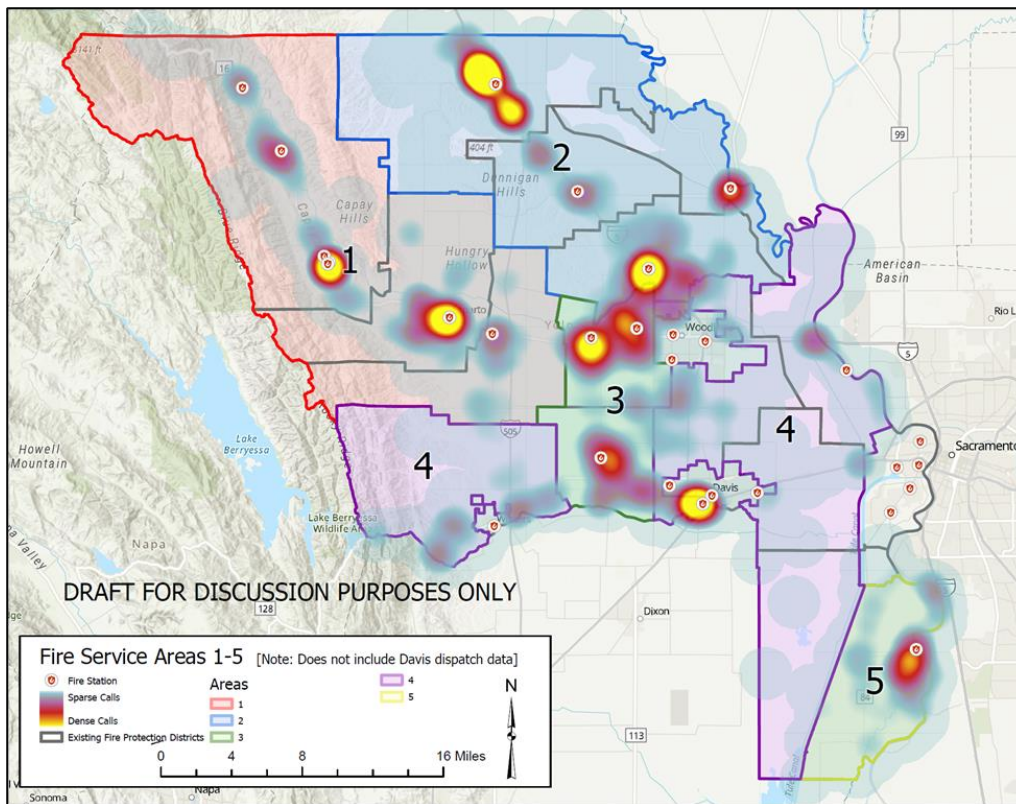
The MSR Subcommittee was guided by the following values and principles:

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

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

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

Fire Service Areas 1-5



**Recommendations for Fire Service Areas 1-3**

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

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

**Area 1 FPDs (FY 20/21)**

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

**Area 2 FPDs (FY 20/21)**

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

**Area 3 FPDs (FY 20/21)**

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

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

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

**Joint Operations Agreement Versus Legal Consolidation**

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

**Recommendations for Fire Service Area 4**

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

**Area 4 FPDs (FY 20/21)**

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

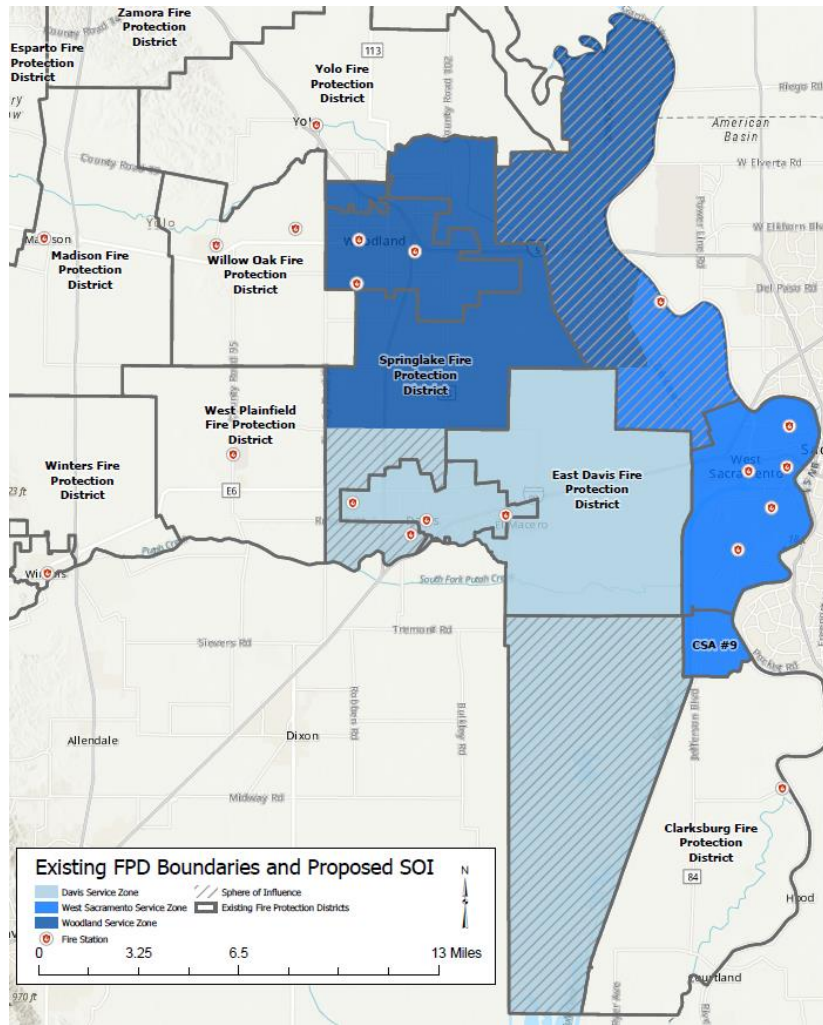
It is recommended Elkhorn FPD be dissolved and its service territory be divided between the cities of West Sacramento (by annexation into CSA 9) and Woodland (by annexation into Springlake FPD) for services per the 2015 auto aid agreement boundary.

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

- Springlake FPD detach its territory south of County Road 29 and that area be annexed to East Davis FPD.
- No Man's Land FPD be dissolved and annexed to East Davis FPD.

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

Area 4 Recommended Reorganization



Recommendations for Fire Service Area 5

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

Area 5 FPD (FY 20/21)

FPD	Area (ac)	Est. Residential Pop.	Total Dispatches	Dispatches Inside Jurisdiction	Core Revenue	Ending Fund Balance	ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with stipend	Volunteers
Clarksburg	34,665	1,260	268	250	\$ 178,969	\$ 853,612	5/8	On Call	0	0	23

Governance Recommendations Outreach

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

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

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

## **OVERARCHING MSR RECOMMENDATIONS**

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

### YCFA Recommendation

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

### Yolo County Recommendations

- Yolo County should 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.
- Yolo County should continue to review FPD progress towards implementing its district's 2022 MSR recommendations as it works with the FPDs on sustainability efforts going forward.
- Yolo County voluntarily provides \$150,000 of its Intergovernmental Agreement funding from the Yocha Dehe Wintun Nation each year to five FPDs (\$30,000 each) affected by the Cache Creek Resort operations. These have been traditionally earmarked for capital investments; however, the County should consider providing this funding as a pass-through for more FPD flexibility to meet service needs in their jurisdictions.
- Yolo County should retain FPD contract approval authority 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.
- Yolo County DFS staff should meet each year with each dependent FPD (and independent FPDs if requested) to review agency finances, comparing budgets to actuals, comparing actuals to prior

years, analyzing significant differences or changes, and determining if the reports appear reasonable. In addition, provide DIF reporting training as applicable.

- Yolo County DFS should work with districts to develop accounting policies, procedures, and accounting manuals. Assist districts with interpreting INFOR reports and develop user friendly reports for fire commissioners and board members. Develop a periodic report/transactions review process to ensure only and all transactions approved by the board are included in the financial system.

## ***ORGANIZATION OF THIS MSR/SOI STUDY***

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

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