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To: LAFCo Members

From: Christine Crawford, Executive Officer

Re: **Supplemental Information for March 31, 2022 Agenda Item 8:**
Commission discussion and direction regarding Fire Protection District
draft governance recommendations for LAFCo's Municipal Service
Review

Date: March 29, 2022

The following additional information is attached for your review:

1. Presentation slides for this item
2. Email from Mark Pruner, Chair, Clarksburg Fire Protection District dated March 29, 2022
3. Letter from the East Davis Fire Protection District dated March 28, 2022
4. Email from Bill Weisgerber, Chair, East Davis Fire Protection District dated March 25, 2022

Municipal Service Review (MSR)

FPD Governmental Structure and Operational Efficiencies

Discussion and Direction Regarding Draft Recommendations

Yolo LAFCo Meeting Item 8
March 31, 2022

Dated March 29, 2022

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Purposes of LAFCOs

Government Code Section 56301

- Discourage urban sprawl, preserve open-space and prime agricultural lands
- Encourage the efficient provision of government services
- Encourage the orderly formation and development of local agencies based upon local conditions and circumstances

*“One of the objects of the commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local agencies in each county and to **shape the development of local agencies so as to advantageously provide for the present and future needs of each county and its communities.**”*

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Fire Service Challenges Statewide Trend for LAFCo Reorganizations


- Securing adequate sustainable revenue, public reluctance to tax themselves to fund services
- Increased calls for service, demand on automatic/mutual aid
- Loss of community volunteer base
- Extended fire season into nearly a year-round event
- Agencies that have traditionally relied primarily on volunteers are especially challenged, as many see declines and diminished availability of volunteer firefighters
- Agencies are “scaling up” by consolidating or contracting with other providers


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Background/Chronology

1927-1974	FPDs formed in Yolo County
1978	State Proposition 13 Initiative to Limit Property Taxes
1987	Comprehensive Rewrite of Fire Protection District Law
1992	State Educational Revenue Augmentation Fund (ERAF) Shift
1993	Proposition 172 Local Public Safety
2016	LAFCo countywide FPDs MSR (previously individual MSRs were done)
2019	Yolo County Fire Protection Sustainability Board Ad Hoc Committee (“Ad Hoc Committee”)
2021-22	LAFCo countywide FPDs MSR


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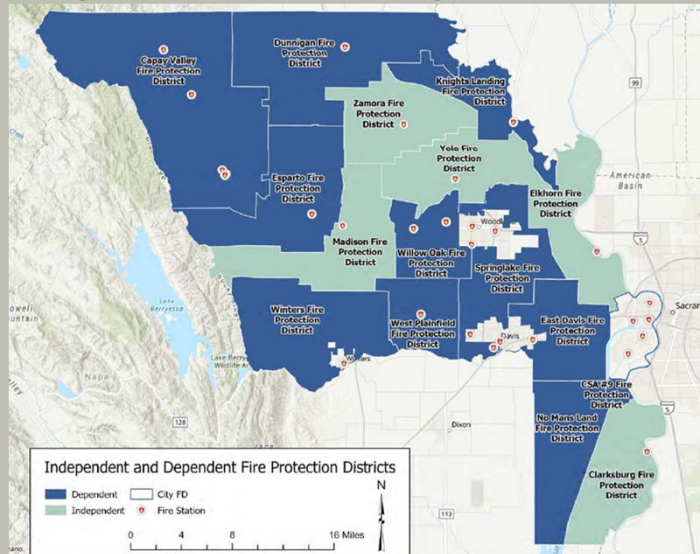
Countywide FPD Governance

- FPDs formed as either **independent** districts with its own board or **dependent** districts under the Board of Supervisors (BOS)
 - BOS can then elect to delegate its FPD authority to a local fire commission
- In Yolo County, there are 5 independent FPDs and 10 dependent FPDs
- Of the 10 dependent FPDs, BOS has delegated its authority to a local fire commission for 9 of them (all except No Man's Land FPD)



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Independent and Dependent FPDs



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Key 2016 MSR Findings/Recommendations

- **Most FPDs struggle to maintain enough volunteers** able to devote the time to maintain training requirements and regularly respond (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 FPDs by **creating a cooperative countywide regional fire service framework** (Finding #14) A cooperative countywide framework could provide funding to support capital infrastructure replacement and operational/support **benefits without loss of local control** (Finding #40)
- FPDs should **expand the authority and powers** of the West Valley Regional Fire Training Consortium or **the Yolo County Fire Chiefs Association** to provide this framework (Recommendation #14)

*None of these recommendations were implemented
by the FPDs*



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Yolo County Fire Chiefs Association 2021/22 MSR Subcommittee Members

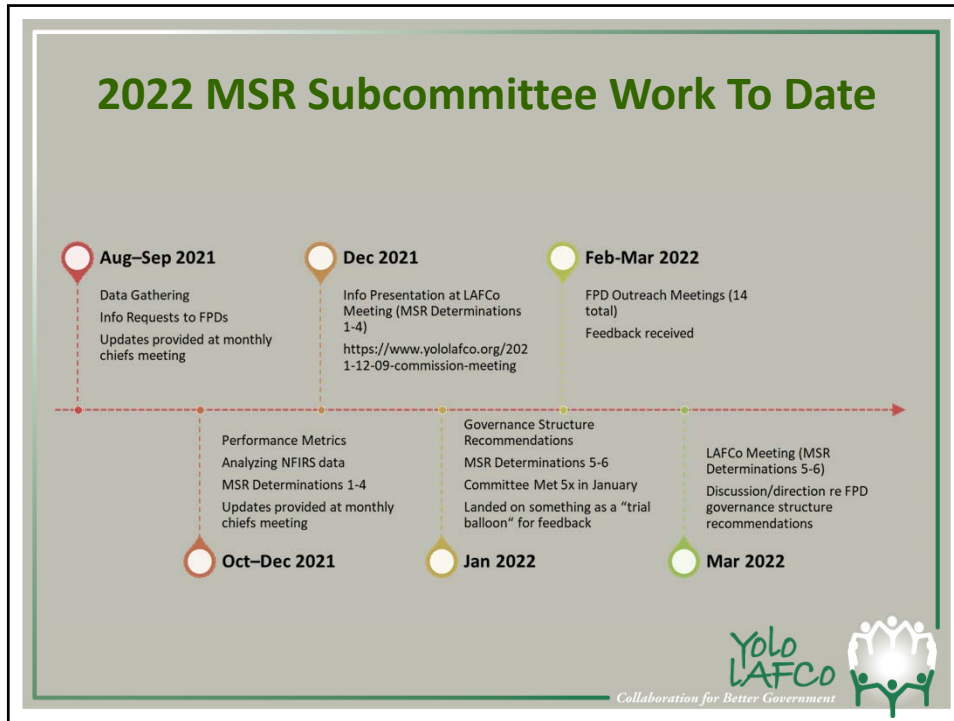
LAFCo staff is working with a subcommittee of FPD chiefs. Participation was offered to all chiefs and the following volunteered to serve:

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



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LAFCo MSR Determinations 5-6

Key Determinations for Governance Discussion:

- **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”



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MSR Subcommittee 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?



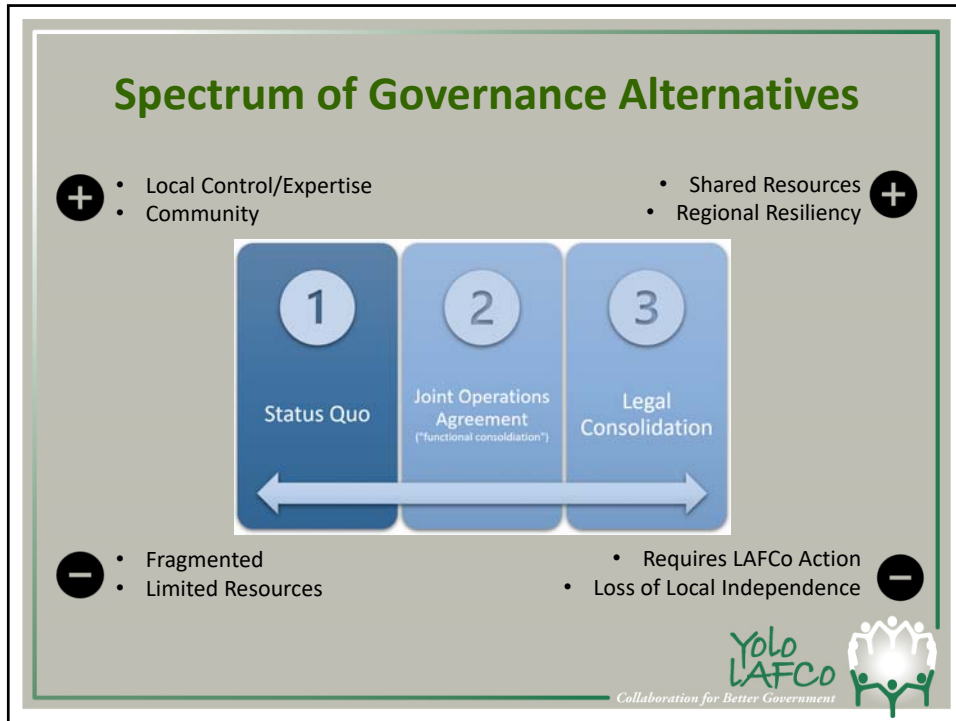
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Goal for Today's Meeting & Next Steps

- Today's Meeting:
 - *Discuss overall governance approach*
 - *Go through Areas 1-5 one at a time*
 - *Agency/public input & Commission direction*
- Next Steps:
 - *Staff will incorporate Commission direction*
 - *Comments from agencies on administrative draft MSR*
 - *Release public review draft*
 - *Public Hearing May 26, 2022*



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Potential Added Benefits Beyond Mutual/Auto Aid

- Partnerships help spread the risk:
 - Shared staff, reserves, and volunteers
 - Areawide reduction or better allocation of apparatus/reserve
 - Better use of resources overall
 - Help with reporting, testing, training, etc.
- Standardization of equipment, UFC, training, policies and procedures
- Economies of scale (insurance, NFIRS reports, SCO reports, websites, etc.)

Each fire service area should function either as one entity or in a coordinated manner

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LAFCo Draft MSR Governance Recommendations

Overall Approach Draft Recommendation:

LAFCo 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/or improved coordination during incident response.



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Overall Approach/Strategy

Areas 1-3:

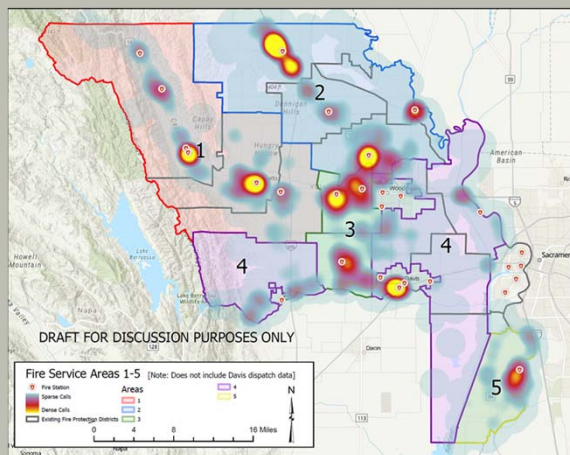
- 2-4 FPDs in each shared services area form JOAs
- Sized for “Span of Control”

Area 4:

- Elkhorn becomes a contract FPD
- Consolidate 5 contract FPDs (+ 1 CSA) into 1
- Resolve city contract inconsistencies

Area 5:


- Clarksburg’s land-locked situation limits shared services with other FPDs
- Remain as-is



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FPD Outreach Meetings

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 managers + CAO)
March 14	Madison FPD
March 14	Knights Landing FPD
March 25	City of Winters


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Today's Areas 1-5 Discussion and Direction

Suggested Process

Go through areas one at a time

For each Area 1-5:

- Staff overview
- Commission questions
- Agency/public comment
- Commission discussion/direction

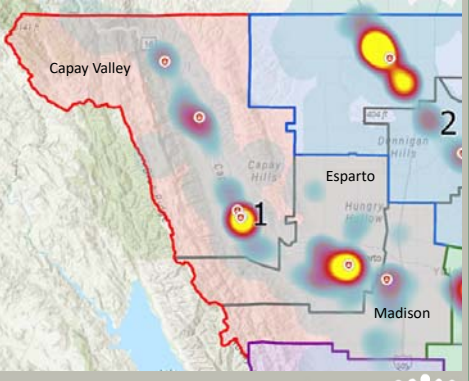

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Area 1 Information

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 Jurisdiction	Total							
Capay Valley	D 110,345	1,130	194	149	\$ 214,901	\$ 1,220,126	8	On Call	1.5	0	17	
Esparto	D 48,161	3,122	589	469	\$ 298,188	\$ 810,273	5/10	Regular Hours	2.5	6	21	
Madison	I 42,325	962	321	175	\$ 254,074	\$ 493,678	5/10	Regular Hours	2.0	12	12	

- Capay Valley and Esparto FPDs have already signed a JOA
- Madison FPD has decided not to join at this time
 - Concerns JOA would help Esparto but hurt Madison
- Leaving Madison alone would result in less hours of station coverage
- Consolidation would provide for 24/7 coverage, better service to the public, and more efficient use of resources





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Draft Area 1 Recommendations

- *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 Madison FPD does not enter into the JOA already established by Capay Valley and Esparto FPDs in good faith, a LAFCo reorganization to combine Esparto and Madison 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.*



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Area 2 Information

FPD	Area (ac)	Est. Residential Pop.	Dispatches		Core Revenue	Ending Fund Balance	ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with stipend	Volunteers
			Total Dispatches	Inside Jurisdiction							
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


- Dunnigan and Knights Landing FPDs need paid staff ASAP
- Zamora FPD declined staff's presentation altogether
- Staff hoped Yolo FPD would provide needed leadership, but has decided against JOA
 - Concerned consolidation would help other FPDs but lower Yolo service levels
- Leaving Zamora alone would maintain lower service levels
- Consolidation would provide better coverage/service to the public, and more efficient use of resources


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Draft Area 2 Recommendations

- Yolo County needs to focus immediate efforts with the Dunnigan and Knights Landing FPDs as dependent districts and disadvantaged communities. For Dunnigan FPD in particular, it is currently operating without a fire chief and commissioner board training is needed. A specific goal for Dunnigan and Knights Landing FPDs is to each hire a 0.5 FTE fire chief as soon as possible (that could be shared if a full-time position attracted a stronger candidate) to improve operations and service levels. It is recommended that a minimum of 3.5 FTE (potentially more for Dunnigan FPD) and a reserve program is ultimately needed for each station.*
- 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; or (2) agency merger/consolidation. Dunnigan FPD should join the coordination efforts (i.e., the JOA or merger/consolidation) in a later phase after its leadership is reestablished and earns trust back among the other Area 3 FPDs. 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.*


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Draft Area 2 Recommendations (cont.)

- *If either of the dependent FPDs (Dunnigan and Knights Landing FPDs) do not enter into Area 2 JOAs in good faith, the BOS should consider rescinding delegation of its authority and enter into said agreement.*
- *If either of the independent FPDs (Yolo and Zamora FPDs) do not enter into Area 2 JOAs in good faith, a LAFCo reorganization to combine Yolo and/or Zamora FPDs with some combination of other Area 2 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.*

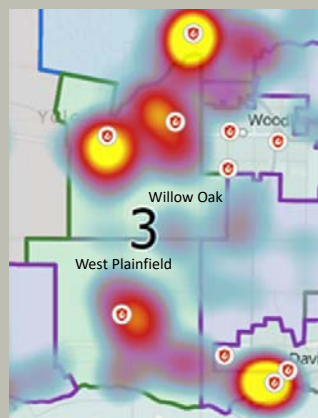


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Area 3 Information

FPD	Area (ac)	Est.		Dispatches		Core Revenue	Ending Fund Balance	ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with stipend	Volunteers
		Residential Pop.	Total Dispatches	Inside Jurisdiction								
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	

- West Plainfield and Willow Oak FPDs appear amenable to entering into JOA.
- Draft JOAs have already been exchanged
- Staff from both FPDs have expressed excitement regarding opportunities created by working together



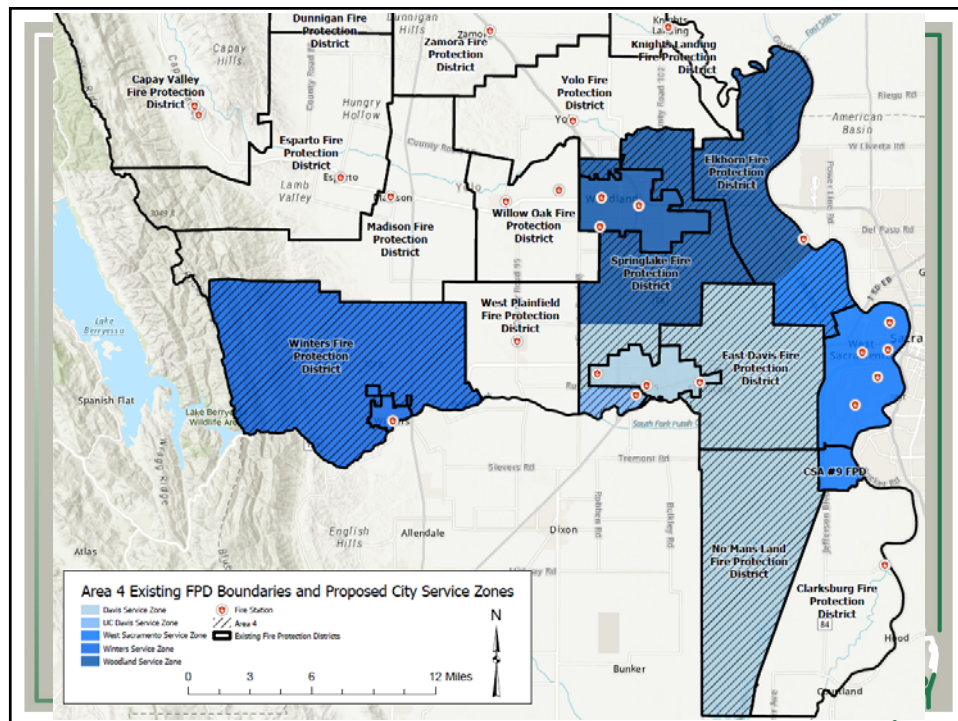
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Draft Area 3 Recommendations

- *West Plainfield and Willow Oak FPDs should provide for a coordinated and more uniform level of service and operation through a Joint Operation Agreement 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.*
- *Once the Area 3 JOA is established and operating successfully, combining the JOAs for Areas 1 and 3 into one larger JOA should be considered (in the 3 to 5-year timeframe).*



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Area 4 Information

FPD	Area (ac)	Est. Residential		Dispatches		Core Revenue	Ending Fund Balance	ISO	Station Coverage	Paid Fire Personnel with		Reserves
		Pop.	Total	Inside Jurisdiction	Outside Jurisdiction					FTE	stipend	
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

- Elkhorn needs to become a contract FPD (FPD is opposed to it)
- East Davis and Winters have active FPDs w/ non-substantive items (ED opposed to recommendation)
- FPDs boundaries do not align to city services
- City contracts are inconsistent
- Individual FPD commissions unable to see contract inconsistencies when operating in silos
- Options to consolidate 5 FPDs + 1 CSA into (1) 1 FPD with 4 Service Zones aligned to city areas; OR (2) 4 FPDs aligned to city areas

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Draft Area 4 Recommendation

- *Yolo County should initiate consolidation of the East Davis, Elkhorn, No Man’s Land, Springlake and Winters FPDs and County Service Area #9. This consolidated FPD would be a successor agency to all existing contracts with cities for fire services. “Service Zones” under Health and Safety Code 13950-13956 should be considered that would align to each city service territory. If needed, each Service Zone could have its own Prop 218 assessment and an advisory body to the Board of Supervisors.*

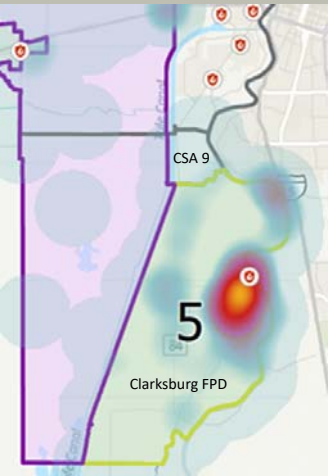
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Area 5 Information

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

- Clarksburg FPD is geographically isolated
- Successful as a volunteer station, needs apparatus
- FPD agrees JOA does not make sense, but would like to take advantage of any shared services it can, such as pooled purchasing






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Draft Area 5 Recommendation

- *Clarksburg FPD should take advantage of any shared services, such as standardized/pooled purchasing, developed by the FPDs in Areas 1-3.*



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Recap of MSR Next Steps

- Staff will incorporate Commission direction into draft MSRs
- Administrative draft MSRs will be sent to each FPD for review/comment
- Release public review draft
- Public Hearing May 26, 2022



Christine Crawford

From: Mark Pruner <mpruner@prunerlaw.com>
Sent: Tuesday, March 29, 2022 10:22 AM
To: Christine Crawford
Cc: 'Bob Webber'; 111jgomes@gmail.com; kirchhoffphoto@gmail.com; stevep@rivergrovewinery.com; Craig Hamblin; Richard Bagby
Subject: RE: Clarksburg Fire; Upcoming LAFCo Meeting March 31

Thanks for the reply Christine.

My thought is that the binary approach, but use of a tertiary graphic, led to my question.

My thought is that it would be more accurate using the three-way system to place an "X" in the box for Clarksburg referencing the age of our equipment. The argument is that the casual reader will conclude we are completely out of compliance regarding this target, while more accurately we are partially not meeting this goal.

Thanks for your consideration.

Mark

From: Christine Crawford <Christine.Crawford@yolocounty.org>
Sent: Tuesday, March 29, 2022 9:29 AM
To: Mark Pruner <mpruner@prunerlaw.com>
Cc: 'Bob Webber' <webberjr@yahoo.com>; 111jgomes@gmail.com; kirchhoffphoto@gmail.com; stevep@rivergrovewinery.com; Craig Hamblin <chfire@msn.com>; Richard Bagby <rbagby@citlink.net>
Subject: RE: Clarksburg Fire; Upcoming LAFCo Meeting March 31

Hi Mark,

For the apparatus age column in the matrix, all the FPDs fall into one of two categories: (1) ALL apparatus are less than 25 yrs old; or (2) SOME of apparatus is less than 25 yrs old (some older). No district has ALL its apparatus over 25 yrs old.

So this column turned out to be a somewhat binary and I treated it with this thinking – either ALL apparatus met age criteria or not. But I could have done it with your thinking too, in which case all the empty boxes would instead be checked boxes. I think the end result would be comparatively the same and I don't think this issue matters so much for the governance conversation (in fact I'm not even using it in my slides). It was really challenging to distill all the performance criteria into (overly) simple check boxes.

The MSR for Clarksburg will be much more detailed and nuanced with a detailed list of all your apparatus and age.

I hope that helps.

Thanks,
Christine

From: Mark Pruner <mpruner@prunerlaw.com>
Sent: Monday, March 28, 2022 9:29 PM
To: Christine Crawford <Christine.Crawford@yolocounty.org>
Cc: 'Bob Webber' <webberjr@yahoo.com>; 111jgomes@gmail.com; kirchhoffphoto@gmail.com;

stevep@rivergrovewinery.com; Craig Hamblin <chfire@msn.com>; Richard Bagby <rbagby@citlink.net>

Subject: Clarksburg Fire; Upcoming LAFCo Meeting March 31

Christine,

I have generally reviewed the staff report (Item 8) for the upcoming meeting.

One question so far: looking at the table at the top of page 9 (9th page of the attachment for item 8), under the equipment age column, the box is not blackened or checked, meaning we do not meet criteria.

Since two pieces (W 40 and W 240, our two water tenders) out of 7 pieces of equipment, are older than 25 years. I am thinking that the box should be checked, meaning the District partially meets the criteria.

Am I correct?

Mark

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East Davis County Fire Protection District

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

SERVING EL MACERO, WILLOWBANK, AND YOLO COUNTY

March 28, 2022

Yolo County Local Area Formation Commission
625 Court Street, Suite 107
Woodland, CA 95695

Dear LAFCO Chair Woods and Commissioners:

The Board of the East Davis County Fire Protection District (EDCFPD) is writing to express our unanimous opposition to the LAFCo proposals for EDCFPD as presented in the Municipal Services Review (MSR) process under consideration for the rural fire protection districts (FPDs) and Winters Fire Department.

Consolidation of FPDs is indeed a viable pathway to reducing costs by eliminating overlap or duplication of overhead resources, improving response coverage, and filling equipment replacement needs where each FPD has their own department with its attendant overhead, personnel, and equipment expenses.

EDCFPD has neither overhead nor services that can be reduced via resource sharing and the District collects a sustainable fee vis-a-vis the Proposition 218 assessment in which property owners voted to tax themselves for these services in perpetuity to contract for fire service. The MSR recommendations are inapplicable to EDCFPD as the District that contracts directly with a city for full fire service delivery and the District would realize no benefit and could suffer possible harm from such reorganization.

We believe that this reorganization would jeopardize EDCFPD's success as a sustainable organization by adding other underfunded areas to the District and would be a great disservice to our property owners and to the mandate given by their overwhelming voter approval of the Proposition 218 benefit assessments in both 1997 and 2007.

It is the EDCFPD Board's further position that LAFCo should resolve jurisdictional conflicts and not create them by artificially inserting unaffected FPDs into the vortex of issues unrelated to a jurisdiction. The Board is also very concerned with potential litigation from potential contract breach and Proposition 218 issues that could result if reorganization is forced upon the District.

As such, the Board believes that the LAFCo MSR recommendations should not apply to EDCFPD, and we feel our fiduciary duty is to object to being included in any reorganization, annexation, or consolidation of rural fire services in Yolo County including assuming oversight of No Man's Land and Springlake FPDs.

Respectfully submitted,



William Weisgerber, Chair



Dave Robert, Board member



Tad Henderson, Board member



Mike McMahon, Board member



John Lindsey, Board member

Cc: Provenza
Crawford

Christine Crawford

From: Bill Weisgerber <bweisgerber@gmail.com>
Sent: Friday, March 25, 2022 7:24 AM
To: Christine Crawford
Cc: Mike McMahon; David Yahoo; John Lindsey; Tad Henderson; Jim Provenza; Sheila Allen; Joseph Tenney
Subject: Inaccuracies in LAFCo Agenda Packet:

Good morning Christine:

The EDCFPD Board is in receipt of the March 31 LAFCo agenda packet. As a Board we need to correct the report's inaccurate characterization of remarks from our March 2nd Special Meeting with you (excerpted below):

"...Regarding the inconsistency in City of Davis contract costs across the three FPDs served, the Chair stated the FPD would increase its assessments on property owners and the other FPDs served by the City of Davis should pay more also..."

This summary is out of context, an over-simplification, inaccurate, and as written, it fundamentally misrepresents what transpired.

Regarding your assessment of the various Davis FPD contracts as inconsistent, you remarked that EDCFPD had used reserves for the first time this past year. To this remark, the following key clarifications were given:

- Due to attrition inconsistencies at Davis Finance, the invoice was received too late to adjust our budget placeholder (i.e., after the budget submittal deadline). Therefore, reserves were used to secure maintenance of effort as there was not an opportunity to make a budget adjustment.
- That invoice for fire service is being audited for accuracy, as it was larger than expected for last year; and the Board feels there may have been miscalculations on the part of the neophyte City of Davis Finance staff in application of the formula.

Then, I went on to explain:

- East Davis Fire District's Prop 218 has a built-in CPI adjustment option, which The Board has not exercised in over five years. As such, we will *likely* be activating that provision this year if the audit of the increase proves out. This was in no way stated as a foregone conclusion.

Separate and apart from that discussion, the following was expressed by several Board members (not the Chair): The Board's position is that any districts annexed into EDCFPD should be paying the same assessment as part of a new district.

Are you able to correct these inaccuracies with your Commission, or shall I clarify it with the Commission via email in advance of the meeting? Please advise.

Respectfully,
Bill Weisgerber, Chair
EDCFPD
408-910-8044

Sent from my iPad