

Fire Protection Agencies MSR & SOI Update

Yolo LAFCo Meeting Item 7
June 30, 2022

Yolo
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Collaboration for Better Government



What a Municipal Service Review (MSR) and Sphere of Influence (SOI) Update Is

- The MSR is an informational study that makes recommendations
 - Recommends local government course of action
 - To be considered by the agencies studied
- The SOI is a planning area that shows recommended future local government boundary changes
 - Actual boundary change requires a subsequent process



Fire Protection Agencies (15 FPDs + 1 CSA)

MSR Study Findings Generally

- Some FPDs with high community volunteerism are still successful with a volunteer model
- As societal change affects volunteerism, other FPDs have shifted (or need to shift) to city contract or paid staff model
 - Staff needed depends on call volume
 - Not all FPDs have sufficient revenue to cover these increased contract or staff costs (so responding personnel numbers can suffer)



Rescue/EMS Response FY 20/21

Highlighted FPDs are not meeting recommended minimum of 3 personnel

FPD	Total No. Incidents	Avg. No. Personnel	Avg. No. Apparatus	Response Time Avg.
Clarksburg	96	5.82	2.59	8.86
Yolo	120	4.40	1.65	7.43
Capay Valley	48	3.92	2.23	12.08
Zamora	55	3.82	1.05	11.64
Willow Oak	155	3.29	1.67	6.61
West Plainfield	67	3.10	2.07	6.70
Knights Landing	48	3.10	2.25	8.33
Madison	103	2.91	1.73	7.98
Dunnigan	267	2.50	1.29	8.03
Esparto	317	2.37	1.68	5.52
Elkhorn	55	1.16	1.15	18.36



Fire Response FY 20/21

Highlighted FPDs are not meeting recommended minimum of 4 personnel

FPD	Total No. Incidents	Avg. No. Personnel	Avg. No. Apparatus	Response Time Avg.
Capay Valley	16	7.31	3.56	13.86
Clarksburg	31	6.52	3.26	11.98
West Plainfield	20	4.50	3.30	7.86
Zamora	11	4.45	1.55	11.02
Yolo	25	4.08	1.60	9.39
Esparto	30	4.07	2.23	10.24
Madison	29	3.97	2.31	10.59
Willow Oak	34	3.76	2.12	7.21
Knights Landing	22	3.05	2.50	9.22
Dunnigan	100	2.61	1.49	9.24
Elkhorn	8	1.50	1.50	16.06



FPD Financial Sustainability

- FPDs are all operating “in the black” (except No Man’s Land)
- Where financial issues show up:
 - Low personnel response averages (not sufficient \$ to pay for staff or reserves if needed)
 - Low/declining fund balance
 - Making ends meet with CAL FIRE strike team revenue, and/or
 - Deferred apparatus replacement and/or maintenance
- FPDs that provide direct services are generally not able to fully fund a CIP
 - Supply chain issues and inflation have made costs even more volatile and difficult for FPD financial sustainability

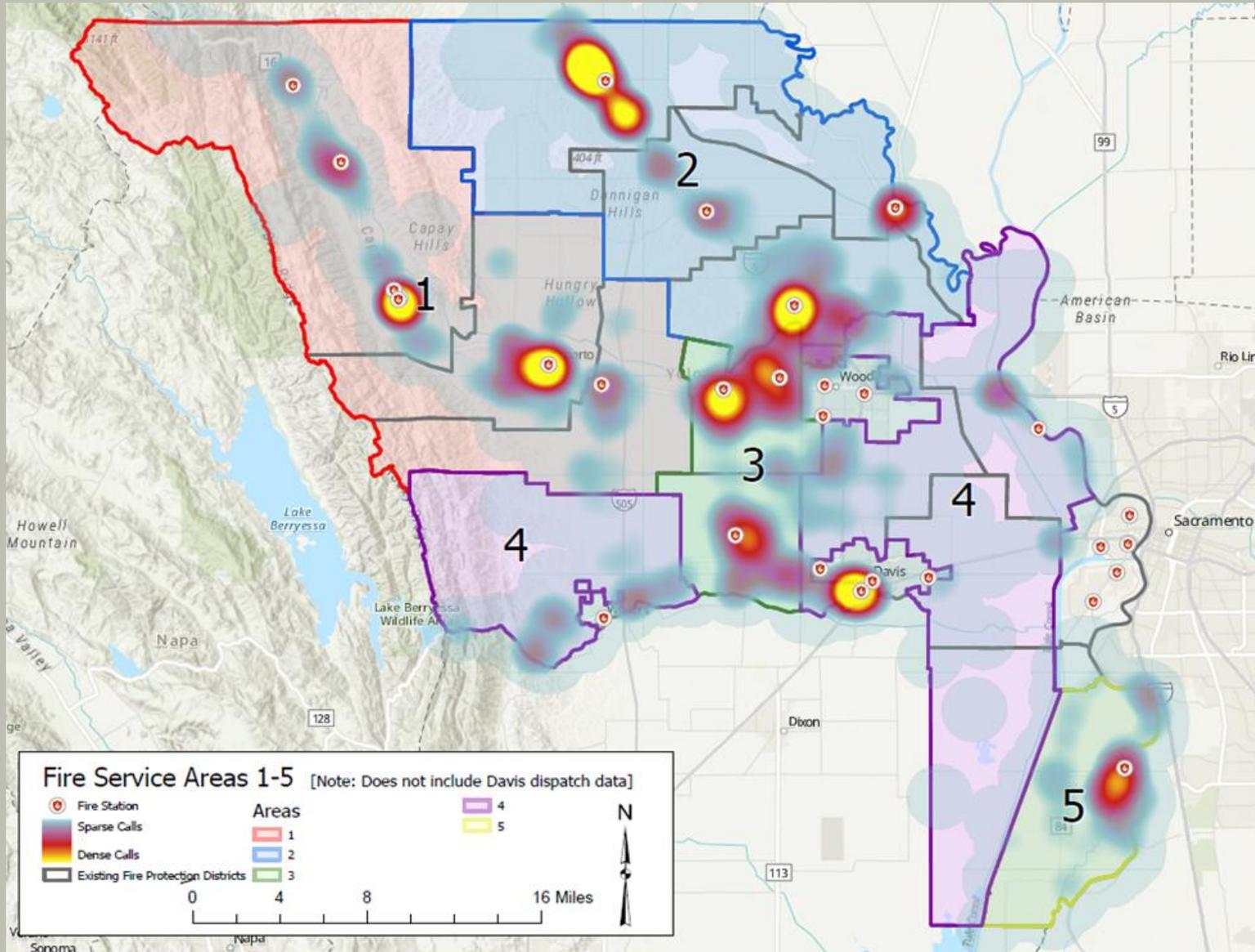


Contract FPD Findings

- Yolo County is the ultimate governing body for the existing contract districts and will consider LAFCo recommendations
- Local Fire Commissions serve “at the pleasure of the Board of Supervisors”
- District boundaries haven’t kept up with the evolution in service providers
- Fire Commission operation and contract terms vary widely



MSR Governance Strategy (Areas 1-5)



“Big Picture” MSR Recommendations

- Dissolve 2 FPDs: Elkhorn and No Man’s Land
- Reorganize 6 districts into 4 (Area 4), one contract district for each city service area
- JOAs for remaining FPDs that provide direct services:
 - Area 1: Capay Valley, Esparto, Madison
 - Area 2: Dunnigan, Knights Landing, Yolo, Zamora
 - Area 3: West Plainfield, Willow Oak
- Area 5: Clarksburg (no JOA needed)



Joint Operation Agreements (JOAs)

Areas 1-3

Considered a “Functional Consolidation”

- FPDs that provide direct services can band together through JOAs as a “functional consolidation”
- This means (for operational and practical purposes) FPDs are working together as one cohesive unit for greater efficiency and resiliency
- Via agreement rather than a legal consolidation

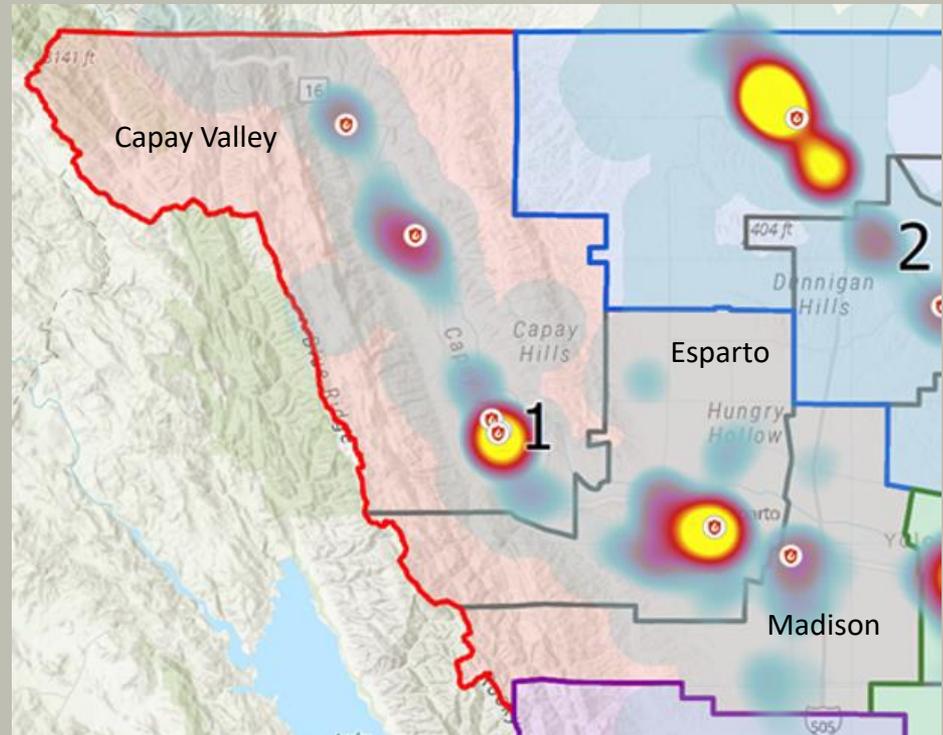


Area 1 FPD Information

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								
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	

Status

- Capay Valley and Esparto FPDs signed JOA Aug 2021
- Madison FPD requested changes to JOA - still being negotiated

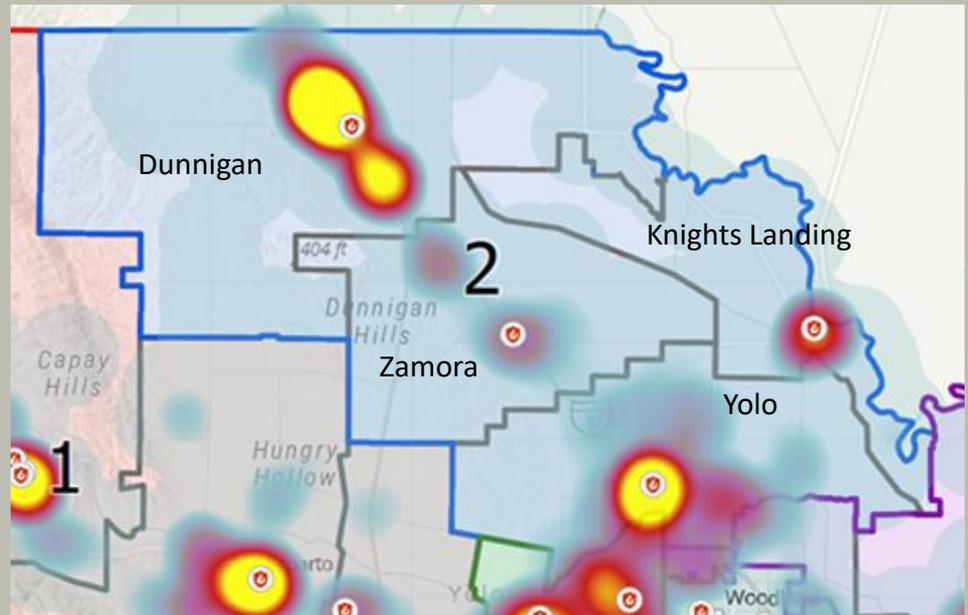


Area 2 FPD Information

FPD		Area (ac)	Est.	Dispatches			Ending Fund Balance	ISO	Station Coverage	Paid Fire	Reserves	
			Residential Pop.	Total Dispatches	Inside Jurisdiction	Core Revenue				Personnel (FTE)	with stipend	
Dunnigan	D	70,351	1,110	551	498	\$209,196	\$ 514,613	NP	Full Time 24/7	0	22	2
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

Status

- All 4 FPDs signed a JOA May 2021
- Dunnigan FPD hired new Acting Chief that is getting on top of issues
- Area 2 FPDs have lower core revenue and few paid staff (considering high call volume) compared to Areas 1 & 3
- Significant portions of Dunnigan and Knights Landing are disadvantaged

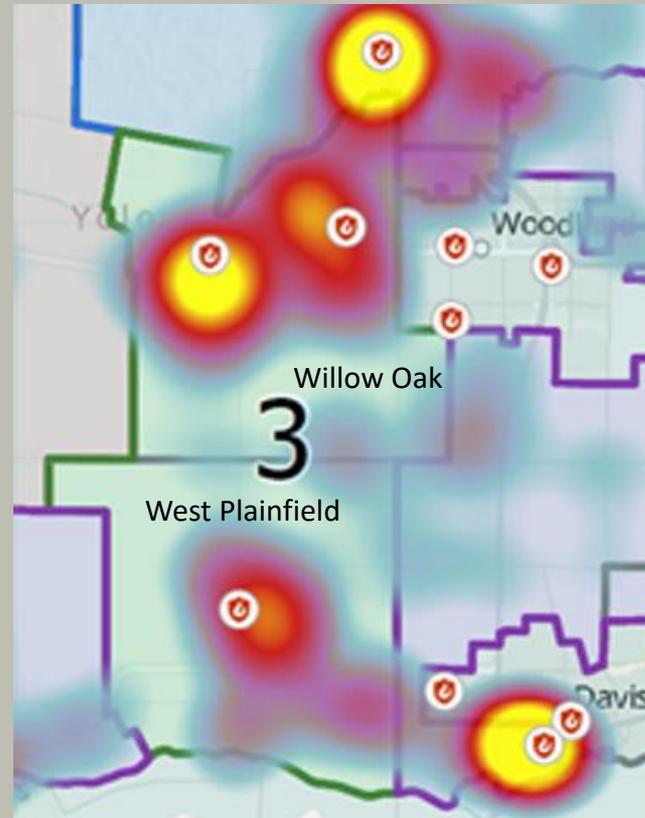


Area 3 FPD Information

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

Status

- West Plainfield and Willow Oak FPDs Signed JOAs June 2022



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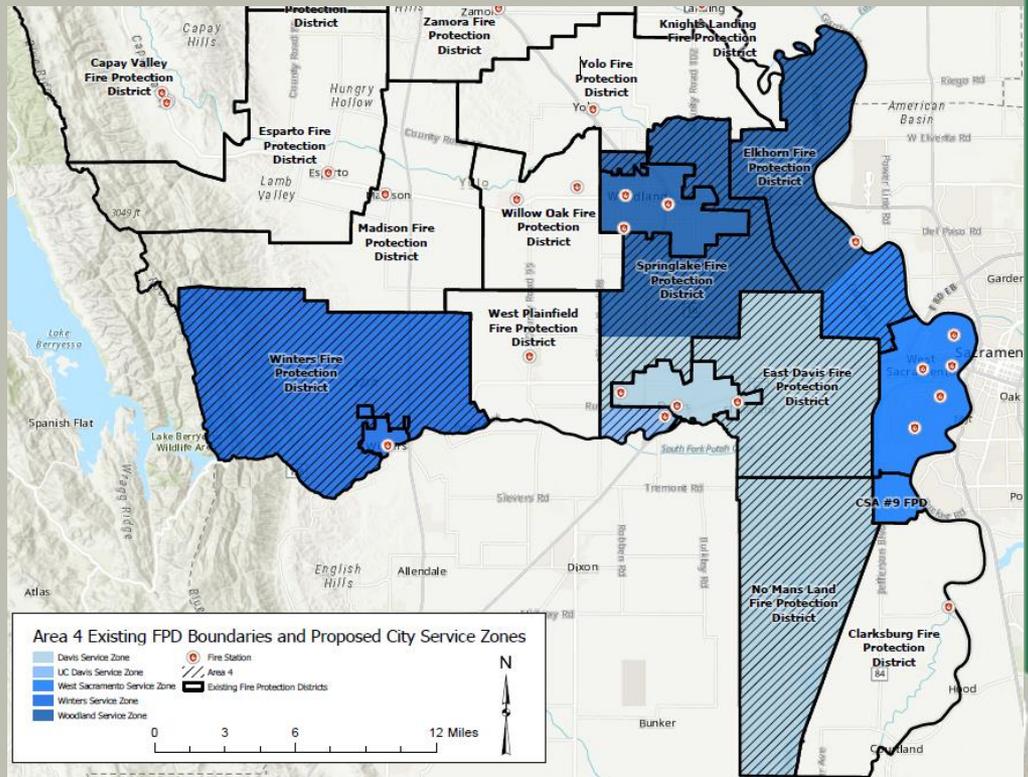
Area 4 FPD Information

FPD		Area (ac)	Est.		Dispatches			Core Revenue	Ending Fund Balance	Station Coverage	Paid Fire Personnel (FTE)	Reserves with stipend	Volunteers
			Residential Pop.	Total Dispatches	Inside Jurisdiction	Core Revenue	Ending Fund Balance						
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	10	
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	

Status

Approach: Dissolve Elkhorn and NML FPDs - Reorganize districts to create 1 district for each city service territory

- Elkhorn FPD opposed to dissolution and suggests instead detaching I-5 and Old River Road calls (keeping FPD for fire calls only)
- East Davis FPD opposed to annexing other FPD territory also served by City of Davis
- Cities of Woodland and West Sacramento have urged LAFCo to resolve the Elkhorn FPD auto aid situation



Level of Response in Elkhorn FPD

FY 20/21 Fire Incidents				
Service Provider	Total No. Incidents	Avg. No. Personnel	Avg. No. Apparatus	Response Time Avg.
Elkhorn FPD	8	1.50	1.50	16:06
West Sac Fire in Elkhorn FPD				7:33
Woodland Fire in Elkhorn FPD	12	5.80	3.20	14:50
FY 20/21 Rescue/EMS Incidents				
Service Provider	Total No. Incidents	Avg. No. Personnel	Avg. No. Apparatus	Response Time Avg.
Elkhorn FPD	55	1.16	1.15	18:36
West Sac Fire in Elkhorn FPD				7:00
Woodland Fire in Elkhorn FPD	79	6.50	2.69	8:54

The 2016 LAFCo MSR recommended Elkhorn FPD become a contract district and (as an independent district) it did not

According to YECA, Elkhorn FPD has missed a significant % of its own calls:

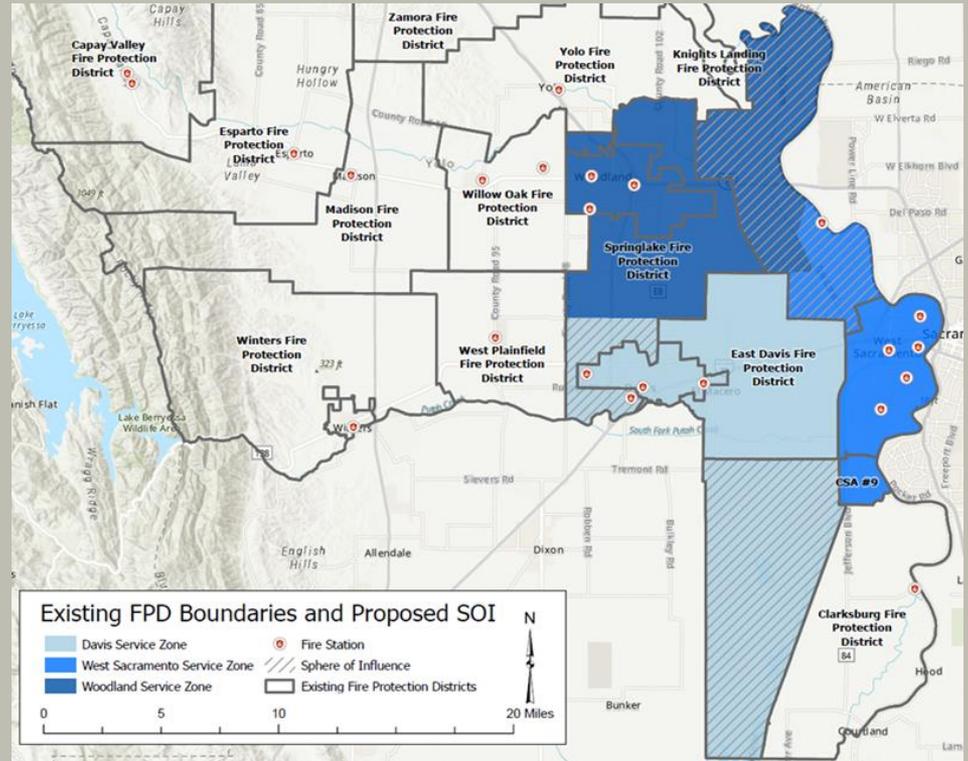
- 06.7% in FY 20/21
- 13.1% in FY 19/20
- 27.0% in FY 18/19



Area 4 Reorganization to Absorb Elkhorn FPD

Recommendation:

- Springlake FPD would annex 22k acres of Elkhorn FPD
- Springlake FPD already has 3 different service providers and 2 separate dispatch agencies
- City of Davis serves 3 FPDs
- Boundaries have not kept up (and should evolve to align with) service providers
- Reorganization would NOT immediately change existing contracts or assessments (administered by successor agency as applicable)
- East Davis FPD would NOT be subsidizing other new areas
- County would make contracts and assessments more consistent over time

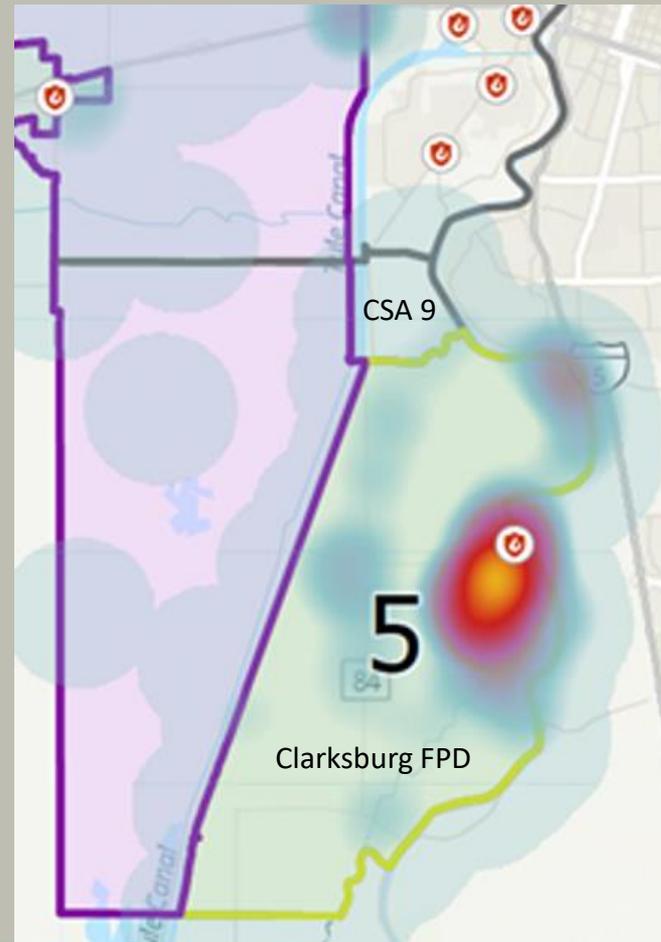


Area 5 FPD Information

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

Status

- No change due to geographic isolation
- Clarksburg FPD would like to take advantage of any shared services it can, such as pooled purchasing



Agency MSR Recommendations Overview

Detailed Recommendations for Each Agency in MSR and Consolidated in Resolution

- **Fire Protection Districts**

All FPDs:

- 1x/yr performance reports
- Regular financial reporting and policies
- Best Practices

FPDs (direct service only):

- JOAs
- Adopt/increase assessments as possible to fund a CIP (and staff in some cases)

- **YC Fire Chiefs Association**

- Change YECA response matrix to fastest response

- **Yolo County**

- Monitor its FPDs progress
- Help FPDs with financial review & policies
- Streamline YDWN Intergovernmental Agreement funding
- Streamline and standardize FPD-city contracts

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Yolo County Fire Chiefs Association

2021/22 MSR Subcommittee Members

LAFCo staff worked with a subcommittee of FPD chiefs throughout MSR year-long process

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



Next Steps

- LAFCo staff finalize MSR/SOI and memorialize recommendations to each agency
 - Policy templates (ETA July)
- Yolo County:
 - Proposition 218 assessment study underway
 - BOS meeting to consider recommendations and implementation
- FPDs:
 - Consider recommendations and hopefully implement
- LAFCo:
 - Review FPDs again in FY 2026/27



Recommended Action

1. Open the Public Hearing to receive public comment
(note: correspondence received)
2. Close the Public Hearing
3. Consider, discuss and direct staff to make any necessary changes
4. Approve Resolution 2022-07
 - Adopting the MSR for the Fire Protection Agencies
 - Approving the SOI Update for CSA 9, East Davis FPD, and Springlake FPD

