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Public Review Draft

MUNICIPAL SERVICES REVIEW AND SPHERE OF INFLUENCE STUDY

YOLO LOCAL AGENCY FORMATION COMMISSION

VOLUME 1 OF 2 – MAIN REPORT

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SECTION 1—EXECUTIVE SUMMARY

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

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

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

This comprehensive study is presented in several parts including: this Executive Summary outlining the most important findings and recommendations; general MSR information; service capacity and adequacy analysis; fiscal analysis; and spheres of influence analysis. The final section on page 94 integrates all of the findings and recommendations presented throughout the report. Overall, there are 46 key findings and 17 specific action item recommendations.

1.1 POLICY CHOICES FRAMEWORK

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

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

1.2 General Districts Profile Summary

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

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

1.3 Service Capacity and Adequacy Analysis Summary

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

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

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

[1] U.S. Census Bureau, 2014 estimated population
[2] Sacramento Area Council of Governments (SACOG) projection

and Zamora by utilizing automatic aid agreement(s) with one or more of their neighboring fire agencies.

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

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

1.4 FISCAL ANALYSIS SUMMARY

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

1. Contract Districts

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

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

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

term fiscal sustainability with a smaller standardized fire apparatus inventory, a reduction in annual operating expenditures, additional revenue, or a combination of these measures.

3. Districts Needing Assistance to Achieve Fiscally Sustainability

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

Elkhorn, Knights Landing, Madison, and Yolo are *not fiscally sustainable* with capital infrastructure replacement, and will require substantial additional fiscal resources, financial assistance, or a combination of both to ensure long-term fiscal sustainability including ongoing replacement of capital infrastructure.

1.5 Accountability, Structure, and Efficiency Analysis Summary

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

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

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

Due to the large geographic service areas of the districts and fire station facility siting, there are no immediate opportunities to enhance service effectiveness or efficiency through shared facilities. Service effectiveness and efficiency could be enhanced in both Clarksburg and Zamora

by utilizing automatic aid agreement(s) with one or more of their neighboring fire agencies. There is also potential to enhance service delivery in Knights Landing, Madison, Yolo, and Zamora through an automatic aid agreement with Dunnigan or Willow Oak for immediate response to any missed calls when on-duty staffing is available.

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

1.6 Spheres of Influence Analysis Summary

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

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

1.7 Key Findings and Recommendations

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

1.7.1 Service Capacity and Adequacy

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

Finding #4: Despite a continual recruitment effort, most Yolo County Fire Protection Districts struggle to maintain an adequate roster of volunteer firefighters able to devote the time to maintain training requirements and also be available to regularly respond to emergency incidents.

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

Finding #9: The Yolo County Fire Chiefs Association "No Response" policy is a viable solution to missed calls.

Finding #10: Of the districts' aggregate inventory of 71 fire apparatus/vehicles, 53 percent are over 15 years of age, 37 percent are over 20 years of age, and 29 percent are over 25 years of age; all of the districts have one or more fire apparatus over 20 years of age.

Finding #14: There are no immediate opportunities to enhance fire service delivery in Yolo County through sharing of existing facilities; however, planning for future new fire facilities should include an evaluation of opportunities for shared services and/or facilities.

Finding #16: Services could be enhanced across all of the districts by creating a cooperative countywide regional fire service framework.

Recommendation #1: The Yolo County Fire Chiefs Association "No Response" policy could be improved by requiring acknowledgement of a dispatch and the ability to respond within a specified time period (e.g., 90 seconds) before the next closest department is dispatched.

Recommendation #2: Within available funding, fire apparatus should be considered for replacement after not more than 25 years of service life.

1.7.2 Fiscal Capacity and Sustainability

Finding #19: There is wide variation in annual revenues among the 15 districts depending on district size, land use, assessed valuation, and whether a district has adopted a benefit assessment and/or development impact fee ordinance.

Finding #20: There is wide variation in annual operating expenditures among the 15 districts depending on whether a district provides direct fire protection services or contracts for those services from another agency, has paid staff, number of facilities and apparatus, and other factors.

Finding #21: All of the Yolo County Fire Protection Districts have established some level of fiscal reserve; reserve fund balances vary widely.

Finding #27: A standardized district fire apparatus inventory with common design specifications and equipment could provide both fiscal and operational benefits to most districts.

Finding #31: East Davis, No Man's Land, Springlake, and Winters Fire Protection Districts are *fiscally healthy and sustainable* over the next 20 years based on current revenue and expenditure projections.

Finding #32: Capay Valley, Willow Oak, and Zamora are *fiscally sound and sustainable* over the next 20 years with fiscal capacity to replace capital equipment infrastructure on a 25-year service life interval.

Finding #33: Clarksburg *could be fiscally sustainable* over the next 20 years, including fiscal capacity to replace capital equipment on a 25-year service life cycle, with some reduction of annual expenditures, additional revenues, or a combination of both.

Finding #34: Given current revenue and expenditure projections, Esparto is *not fiscally sustainable* over the next 20 years with its current apparatus inventory; however, the District could become fiscally sustainable with a smaller capital fire apparatus inventory.

Finding #35: West Plainfield is not fiscally sustainable given current revenue and expenditure projections; however, the District *could become fiscally sustainable* with a smaller capital fire apparatus inventory, a reduction in annual expenditures, additional revenue, or a combination of these measures.

Finding #36: Dunnigan is *not fiscally sustainable* given current revenue and expenditure projections even without capital fire apparatus replacement.

Finding #37: Dunnigan will require a significant reduction of annual operating expenditures, significant additional fiscal resources, or a combination of both to achieve long-term fiscal health and sustainability.

Finding #38: Elkhorn, Knights Landing, Madison, and Yolo are *not fiscally sustainable* without financial assistance or additional revenue to maintain capital infrastructure.

Finding #39: Elkhorn could potentially achieve long-term fiscal sustainability by contracting for services with Woodland, West Sacramento, or both.

Recommendation #6: All of the districts (except Clarksburg, Dunnigan, West Plainfield, and Yolo FPDs with existing fiscal policies and/or capital renewal/replacement plans) should develop and adopt written fiscal policies addressing budgeting, procurement, reserve funds, fiscal audits, and capital renewal/replacement planning in conformance with recognized industry best fiscal practices.

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

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

1.7.3 Accountability, Structure, and Efficiency

Finding #40: No action has been taken to date on consolidations or boundary adjustment recommendations from previous MSR/SOI studies.

Finding #41: Consolidation of Esparto and Madison may be both fiscally and operationally practical.

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

1.7.4 Other Issues

Finding #42: Creation of a cooperative countywide regional fire service framework could provide a structure that, in addition to providing financial assistance for capital infrastructure replacement, could also provide other operational and support benefits to participating districts without loss of local control.

Recommendation #14: The rural fire districts should consider exploring feasibility and support to expand the authority and powers of the West Valley

Regional Fire Training Consortium to provide a cooperative countywide regional fire service framework.

1.7.5 Spheres of Influence

Finding #43: No significant changes are anticipated to present or planned land uses within any of the 15 rural fire districts over the next 10 years.

Finding #44: No significant changes are anticipated to existing or planned need for public facilities and services within any of the 15 rural fire districts over the next 10 years.

Finding #45: No significant changes are anticipated to the current capacity of public facilities that the 15 rural fire districts provide or are authorized to provide over the next 10 years.

Finding #46: No significant changes are anticipated to the existence of any social or economic communities of interest within any of the 15 rural fire districts over the next 10 years.

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

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

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

SECTION 2—GENERAL STUDY INFORMATION

2.1 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, efficiently providing government services, and encouraging the orderly formation and development of local agencies based upon local conditions and circumstances" (§56301). CKH Act Section 56301 further establishes that "one of the objects of the commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local agencies in each county and to shape the development of local agencies so as to advantageously provide for the present and future needs of each county and its communities."

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

2.2 PURPOSE OF A MUNICIPAL SERVICES REVIEW

As described above, MSRs are designed to equip LAFCo with relevant information and data necessary for the Commission to make informed decisions on SOIs. The CKH Act, however, gives LAFCo broad discretion in deciding how to conduct MSRs, including geographic focus, scope of study, and the identification of alternatives for improving the efficiency, cost-effectiveness, accountability, and reliability of public services. The purpose of a Municipal Services Review (MSR) in general is to provide a comprehensive inventory and analysis of the services provided by local municipalities, service areas, and special districts. A MSR evaluates the structure and operation of the local municipalities, service areas, and special districts and discusses possible areas for improvement and coordination. The MSR is intended to provide

information and analysis to support a sphere of influence update. A written statement of the study's determinations must be made in the following areas:

- Growth and population projections for the affected area;
- The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence;
- Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence;
- Financial ability of agencies to provide services;
- Status of, and opportunities for, shared facilities;
- Accountability for community service needs, including governmental structure and operational efficiencies; and
- Any other matter related to effective or efficient service delivery, as required by commission policy.

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

2.3 Purpose of a Sphere of Influence

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

The role of SOIs in guiding the State's growth and development was validated and strengthened in 2000 when the Legislature passed Assembly Bill ("AB") 2838 (Chapter 761, Statutes of 2000), which was the result of two years of labor by the Commission on Local Governance for the 21st 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.

2.4 DISADVANTAGED UNINCORPORATED COMMUNITIES

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

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

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

2.5 Organization of This Study

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

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

2.6 Population and Projected Growth

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

[3] U.S. Census Bureau, 2014 estimated population
[4] Sacramento Area Council of Governments (SACOG) projection

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

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

2.7 DISTRICT PROFILES

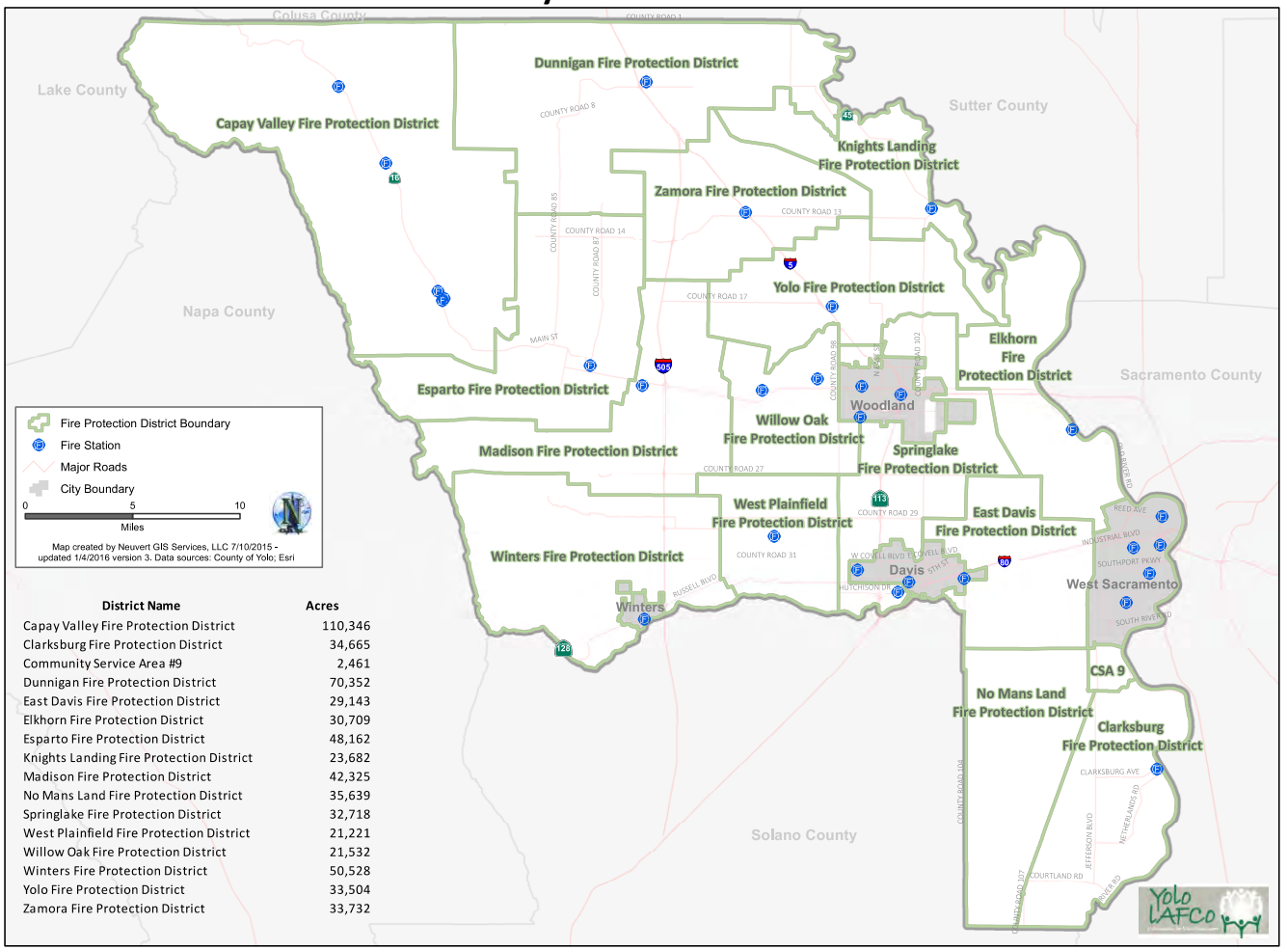
This section describes the location, population, projected growth, history, and services provided by the 15 Fire Protection Districts within Yolo County as follows:

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

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

[5] County of Yolo 2030 Countywide General Plan (November, 2009)

Figure 1—Yolo County Fire Protection Districts



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

2.7.1 Capay Valley Fire Protection District

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

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

Land use within the Capay Valley is primarily agricultural, and most of the land within the District is under Williamson Act contracts. Of the permanent population within the District, estimated to be approximately 1,250, the majority lives mainly on farms or in the small towns along Highway 16. Some of the towns in the District are little more than loose groups of houses and commercial buildings, while others are typical of rural communities with small businesses, houses, and schools lining Highway 16. Nevertheless, the District lacks any significant land development beyond areas immediately adjacent to the highway. The District is also within State Responsibility Area (SRA) for wildland fires, where the California Department of Forestry and Fire Protection (CAL FIRE) has statutory and fiscal responsibility for the prevention and suppression of wildland fires. The topography of the District is gently sloping to mountainous with elevations ranging from approximately 200 feet to 2,500 feet.

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

Table 1—Capay Valley FPD Facilities

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

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

Table 2—Capay Valley FPD Apparatus

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

Source: Capay Valley Fire Protection District

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

2.7.2 Clarksburg Fire Protection District

The Clarksburg Fire Protection District was formed on December 17, 1946 pursuant to California Health and Safety Code Sections 14001 - 14594, and subsequently reorganized in 1966 as required under Health and Safety Code Section 13812.5 et seq. Located in the southeast corner of Yolo County with boundaries that have been adjusted four times since its inception, the District currently serves an area encompassing approximately 54 square miles and a population of approximately 1,350 residents as shown on the District map in the Map Atlas.

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

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

Table 3—Clarksburg FPD Facilities

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

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

Table 4—Clarksburg FPD Apparatus

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

Source: Clarksburg Fire Protection District

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

2.7.3 Dunnigan Fire Protection District

Located on the north/central border of Yolo County, the Dunnigan Fire Protection District was formed on July 19, 1927 and subsequently reorganized in 1966 as required under Health and Safety Code Section 13812.5 et seq. The District boundaries have not changed since its inception, and the District currently serves an area encompassing approximately 110 square miles and a population of approximately 1,400 residents as shown on the District map in the Map Atlas.

Land use within the District is predominantly agriculture-based with approximately 80 percent of District land under Williamson Act contracts. Dunnigan is the only town within the District, and includes most of the District's commercial development. Dunnigan is also a designated inhabited

unincorporated community. Primary transportation routes through the District include Interstate 5 that bisects the District and runs in a northwest/southeast direction, Interstate 505 that runs in a north/east direction and intersects I-5 at the south end of the town of Dunnigan, and Highway 45 that runs north/south and is situated in the eastern portion of the District. The topography of the District ranges from flat to 30-50 percent slope in the western portion of the District.

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

Table 5—Dunnigan FPD Facilities

Station Number	Location	Year Built
12	29145 Main St., Dunnigan, CA	1970s

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

Table 6—Dunnigan FPD Apparatus

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

Source: Dunnigan Fire Protection District

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

2.7.4 East Davis Fire Protection District

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

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

As a special district governed by an appointed five-member policy Board, the District has contracted with the City of Davis for all-risk fire protection and pre-hospital EMS services since January 1966. Since January 2014, the City of Davis and UC Davis have shared a joint Fire Department management staff. The City of Davis provides services to East Davis FPD from three stations with a minimum daily on-duty staff of 12 full-time career personnel as shown in Table 7.

Table 7—City of Davis Fire Facilities

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

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

Table 8—City of Davis Apparatus

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

Source: Davis Fire Department

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

2.7.5 Elkhorn Fire Protection District

Located on the east/central border of Yolo County adjacent to the Sacramento River, the Elkhorn Fire Protection District was formed on May 24, 1965 pursuant to California Health and Safety Code Section 13801 (Fire Protection District Law of 1961). Since its formation, the District has recorded three detachments and currently serves an area encompassing approximately 48 square miles and a population of approximately 370 residents as shown on the District map in the Map Atlas.

Land use within the District is predominantly agricultural, with approximately 90 percent of District land subject to Williamson Act contracts. There are no established towns or residential communities within the district, and the few buildings are scattered throughout the District mostly on farms. The primary transportation routes within the District are Interstate 5 that runs in an east/west direction through the center of the District and Old River Road that runs in a generally north/south direction along the district's eastern boundary. The topography of the District is flat.

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

Table 9—Elkhorn FPD Facilities

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

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

Table 10—Elkhorn FPD Apparatus

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

Source: Elkhorn Fire Protection District

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

2.7.6 Esparto Fire Protection District

Organized on April 21, 1931 under general law statutes and subsequently reorganized in 1966 as required under Health and Safety Code Section 13812.5 et seq., the Esparto Fire Protection District provides fire protection and BLS pre-hospital EMS services to a 75 square mile service area with a population of approximately 2,800 as shown on the District map in the Map Atlas.

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

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

Table 11—Esparto FPD Facilities

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

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

Table 12—Esparto FPD Apparatus

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

Source: Esparto Fire Protection District

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

2.7.7 Knights Landing Fire Protection District

Located on the northeast border of Yolo County, the Knights Landing Fire Protection District was formed on May 11, 1942 and subsequently reorganized in 1966 as required under Health and Safety Code Section 13812.5 et seq. Since its formation, the District has had several annexations and currently serves an area of 37 square miles with a population of approximately 1,050 as shown on the District map in the Map Atlas.

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

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

Table 13—Knights Landing FPD Facilities

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

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

Table 14—Knights Landing FPD Apparatus

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

Source: Knights Landing Fire Protection District

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

2.7.8 Madison Fire Protection District

The Madison Fire Protection District was established in March 1930 and subsequently reorganized in 1961 under Health and Safety Code Section 13822.5. The District serves an area encompassing 66 square miles and a population of approximately 1,390 residents as shown on the District map in the Map Atlas.

Like most of the other rural districts, land use within Madison FPD is primarily agricultural with most of the land under Williamson Act contracts. The town of Madison is located in the northeast section of the district, just south of Highway 16 and less than one mile west of the intersection of Highway 16 and Interstate 505. Approximately half of the District residents live in the town of Madison, and the remainder lives on farms disbursed throughout the district. Madison is also a designated Disadvantaged Unincorporated Community. Other small population congregations are composed mostly of single-family residences and a few businesses that provide goods and services to support either the residents or the farming community. There is minimal commercial or industrial development within the district. Major roads in the area are Highway 16, which runs east/west through the middle of the eastern section of the district; and Interstate/Highway 505, which runs north/south through the entire eastern section of the district. The district's topography ranges from flat, agricultural land in the east, to hilly land just west of Road 87, then to mountainous land at or near the Yolo-Napa County border in the westernmost tip of the district.

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

Table 15—Madison FPD Facilities

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

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

Table 16—Madison FPD Apparatus

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

Source: Madison Fire Protection District

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

2.7.9 No Man's Land Fire Protection District

The No Man's Land Fire Protection District was created on August 5, 1974 pursuant to California Health and Safety Code Sections 14001-14594 in response to notice from adjacent fire agencies that they would no longer respond to calls in this unprotected area.[6] Initially, the City of Dixon provided fire protection services to the District for a fixed annual fee until September 1994 when the Dixon City Council voted to stop providing such services due to the District's inability to pay for the services within the terms of the contract. The City of Davis then began providing temporary contractual fire services to the District, with a permanent 10-year contract implemented in July 1997, and subsequently renewed to date. Located in the southeast quadrant of Yolo County east of the City of Davis, the District currently encompasses an area of 55.6 square miles with a population of approximately 300 as shown on the District map in the Map Atlas.

[6] East Davis / No Man's Land Fire Protection Districts MSR/SOI, December 10, 2007

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

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

Table 17—City of Davis Fire Facilities

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

Table 18 summarizes the City of Davis fire apparatus inventory.

Table 18—City of Davis Apparatus

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

Source: Davis Fire Department

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

2.7.10 Springlake Fire Protection District

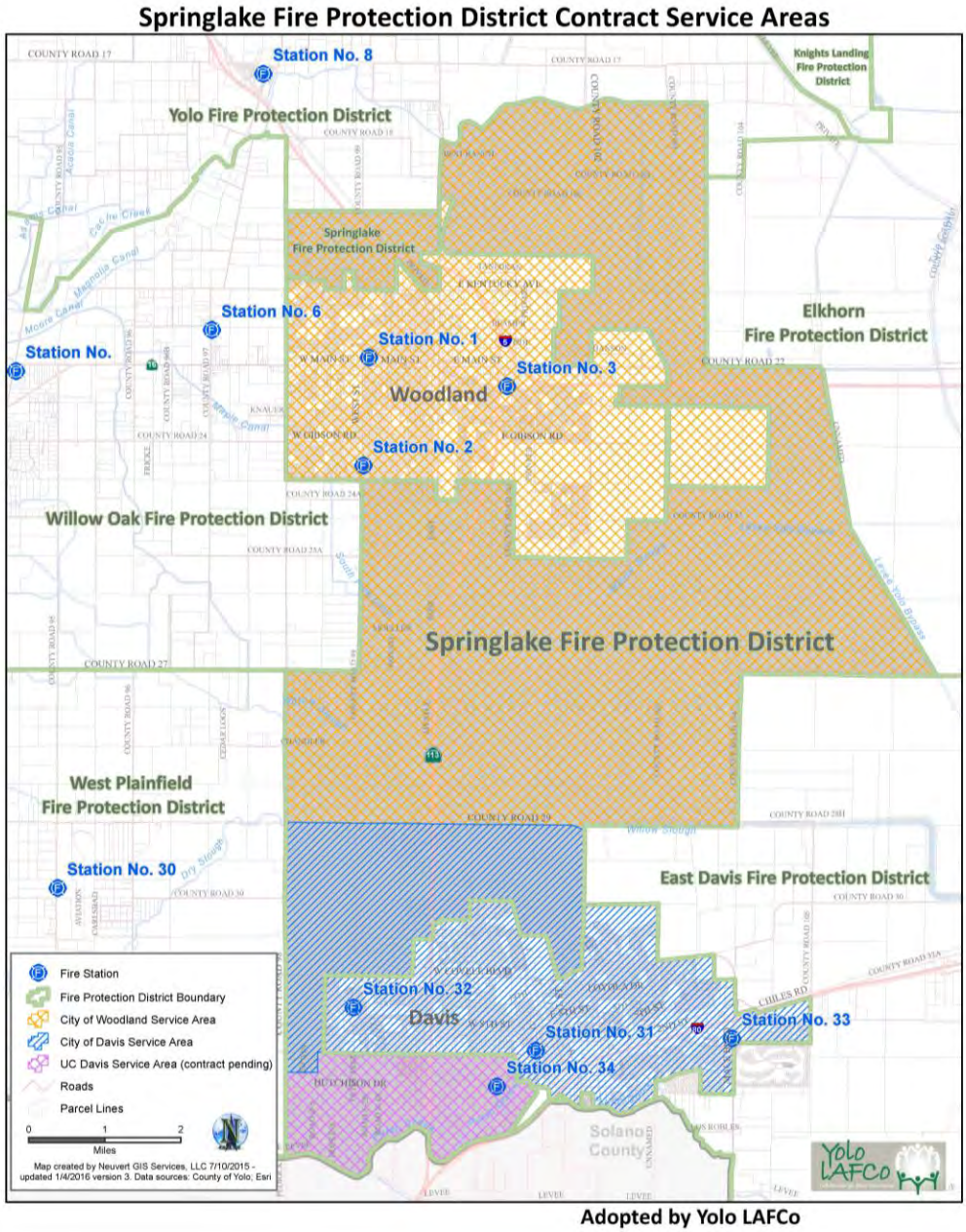
The Springlake Fire Protection District was formed on July 21, 1942 by a vote of District residents, and subsequently reorganized under the County Fire Protection District in 1961.

Located in central Yolo County generally between the cities of Davis and Woodland, the District has undergone numerous annexations and detachments since its formation, and currently provides fire protection and EMS services to a 51-square mile service area with a population of approximately 4,500 as shown on the District map in the Map Atlas.

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

As a special district governed by an appointed five-member policy Board, the District executed a functional consolidation with the City of Woodland Fire Department in April 1982 where the City assumed ownership of the District's capital assets in exchange for contractual fire protection services from the City. In November 1985 this agreement was modified to include service only to the area of the District north of County Road 29 (Area A), and the District then contracted with the City of Davis for fire protection services to the area of the District south of County Road 29 (Area B), which is more proximal to Davis. In addition, the University of California Davis owns land within the southern portion of the District as shown in Figure 2, and UC Davis provides its own fire protection services from its campus Fire Department.

Figure 2—UC Davis Property Within Springlake FPD



Adopted by Yolo LAFCo

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

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

Table 19—Cities of Davis and Woodland Fire Facilities

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

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

Table 20—Cities of Davis and Woodland Apparatus

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

Source: Davis and Woodland Fire Departments

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

2.7.11 West Plainfield Fire Protection District

Located on the south/central border of Yolo County, the West Plainfield Fire Protection District was first organized on January 6, 1930 under the provisions of General Law statutes, and reorganized in 1966 pursuant to Health and Safety Code Section 13812.5 et seq. The District serves an area encompassing approximately 33 square miles and a population of approximately 900 residents as shown on the District map in the Map Atlas.

Land use within West Plainfield is primarily agricultural with approximately 75 percent of the land under Williamson Act contracts. The Yolo County Airport is located within the District along with several general aviation-related businesses, a parachute club, and a shooting club. There is also one elementary school and one place of worship within the District. The topography of the District is flat, and the primary transportation routes through the District include County Roads 29, 31, and Russell Boulevard running in an east/west direction, and County Roads 92E, 95, and 98 running in a north/south direction.

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

Table 21—West Plainfield FPD Facilities

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

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

Table 22—West Plainfield FPD Apparatus

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

Source: West Plainfield Fire Protection District

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

2.7.12 Willow Oak Fire Protection District

Formed by the Yolo County Board of Supervisors on June 7, 1937 pursuant to the District Investigation Act of 1933 and approval of qualified District electorate, the Willow Oak Fire Protection District encompasses 33.5 square miles with a population of approximately 4,500. Located in central Yolo County west of the City of Woodland, the District was reorganized in 1961 pursuant to Section 13822.5 of the California Health and Safety Code, and has experienced numerous detachments since its formation due to annexations to the City of Woodland. A detailed map of the District is included in the Map Atlas.

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

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

Table 23—Willow Oak FPD Facilities

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

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

Table 24—Willow Oak FPD Apparatus

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

Source: Willow Oak Fire Protection District

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

2.7.13 Winters Fire Protection District

Beginning in 1991, the City of Winters contracted with the District for fire protection services, and on November 2, 2010, the District reversed the agreement by ceding title and ownership of its capital facilities and equipment to the City of Winters, the City agreeing to offer employment to all existing District employees at a comparable City wage and benefit rate, and the District contracting for fire protection and pre-hospital EMS services from the City. The District

currently encompasses 79 square miles with a population of approximately 1,500 residents as shown on the District map in the Map Atlas.

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

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

Table 25—City of Winters Fire Facilities

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

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

Table 26—City of Winters Apparatus

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

Source: Winters Fire Department

The District is dispatched by the Yolo Emergency Communications Agency. The City has an automatic aid agreement with adjacent West Plainfield Fire Protection District. The City also has mutual aid agreements with the City of Dixon and the Vacaville Fire Protection District, and is also a signatory to the 2007 Yolo County Mutual Aid Agreement.

2.7.14 Yolo Fire Protection District

Located in the north-central area of the County north of the City of Woodland, the Yolo Fire Protection District was formed on April 3, 1939 pursuant to the 1923 Statutes of California, and reorganized in 1966 pursuant to Section 13812.5 et seq. of the California Health and Safety Code. The District boundaries have been adjusted twice since its initial formation, and it currently serves an area encompassing 52 square miles with a population of approximately 1,300 residents as shown on the District map in the Map Atlas.

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

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

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

Table 27—Yolo FPD Facilities

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

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

Table 28—Yolo FPD Apparatus

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

Source: Yolo Fire Protection District

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

2.7.15 Zamora Fire Protection District

The Zamora Fire Protection District was organized on November 28, 1938 pursuant to the 1923 California Statutes, and reorganized in 1966 pursuant to California Health and Safety Code

Section 13801 et seq. Located in north-central area of the county, the District's boundaries have not changed since its formation, and it serves a 52.7 square-mile area with a population of approximately 350 persons as shown on the District map in the Map Atlas.

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

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

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

Table 29—Zamora FPD Facilities

Station Number	Location	Year Built
11	33715 1st St., Zamora, CA	1968

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

Table 30—Zamora FPD Fire Apparatus

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

Source: Zamora Fire Protection District

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

SECTION 3—SERVICE CAPACITY AND ADEQUACY ANALYSIS

This section provides an analysis of the service capacity and adequacy of service for each fire district.

3.1 SERVICE CAPACITY AND ADEQUACY

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

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

3.1.1 Rural Fire Deployment Best Practices

The National Fire Protection Association (NFPA) is an internationally recognized organization devoted to eliminating death, injury, property, and economic loss from fire, electrical, and other hazards by developing and advocating scientifically based consensus codes and standards. NFPA 1720[7] is a recognized deployment standard for Volunteer Fire Departments, and is the best practice deployment standard used by Citygate to evaluate fire service deployment in rural jurisdictions like Yolo County. Table 31 summarizes the deployment recommendations of NFPA 1720.

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

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

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

[1] From receipt of dispatch to arrival at incident
[2] Population density >1,000 per square mile
[3] Population density 500-1,000 per square mile
[4] Population density < 500 per square mile
[5] Travel distance of 8 miles or more

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

3.1.2 Service Demand

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

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

Table 32—Annual Service Demand by District

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

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

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

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

3.1.3 Population Density

Table 33 shows the population density for each fire district.

Table 33—Population Density by District

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

[1] Yolo County GIS Services
[2] U.S. Census Bureau data where available; otherwise agency estimate

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

Finding #3: The population density of all 15 Fire Protection Districts meets NFPA 1720 rural population density criteria of less than 500 persons per square mile.

3.1.4 Number of Volunteer Firefighters

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

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

Table 34—Number of Volunteers by District

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

Source: Yolo County Fire Protection Districts

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

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

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

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

Finding #4:	Despite a continual recruitment effort, most Yolo County Fire Protection Districts struggle to maintain an adequate roster of volunteer firefighters able to devote the time to maintain training requirements and also be available to regularly respond to emergency incidents.

3.1.5 Turnout Time

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

[8] U.S. Census Bureau

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

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

Table 35—2014 Turnout Time by District

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

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

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

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

3.1.6 Total Response Time and Incident Staffing

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

Table 36—80th Percentile Incident Staffing and Response Time by District

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

[1] All incident types
[2] From receipt of dispatch notification
[3] Elkhorn FPD does not maintain incident staffing data
Source: Computer-aided dispatch (CAD) data and fire district incident records
N/A – Response time data not provided

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

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

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

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

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

3.1.7 Missed Calls / No Response

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

Table 37—2014 Missed Calls by District

Fire District	Total Calls	Number of Missed Calls	Percentage of All Calls
Capay Valley	107	12	11.21%
Clarksburg	181	7	3.87%
Dunnigan	212	12	5.66%
East Davis (Davis City)	263	0	0.00%
Elkhorn[3]	86	4	4.65%
Esparto	260	18	6.92%
Knights Landing	118	6	5.08%
Madison	112	9	8.04%
No Man's Land (Davis City)	6	0	0.00%
Springlake (Davis/Woodland)	131	0	0.00%
West Plainfield	102	5	4.90%
Willow Oak	218	16	7.34%
Winters (Winters City)	283	0	0.00%
Yolo	135	15	11.11%
Zamora	56	4	7.14%

It should be noted that the Yolo County Fire Chiefs Association adopted a "No Response" policy several years ago where, if the responsible District does not respond within three minutes, it is re-dispatched and the next closest department is also dispatched. In 2013, this policy was amended to include proximity dispatch for medical emergencies that sends the closest unit regardless of jurisdiction in addition to the responsible agency. The Yolo County Fire Chiefs Association "No Response" policy is a viable solution to the missed response issue; however, this service gap could be improved by amending the policy to require acknowledgement of a dispatch and the ability to respond within a specified time period (e.g., 90 seconds) before the next closest department is dispatched.

Finding #8:	The four districts served by a career-staffed department had no missed calls for 2014 as compared to 3.87 percent to 11.21 percent missed calls for the volunteer-based districts.
Finding #9:	The Yolo County Fire Chiefs Association "No Response" policy is a viable solution to missed calls.

Recommendation #1:	The Yolo County Fire Chiefs Association "No Response" policy could be improved by requiring acknowledgement of a dispatch and the ability to respond within a specified time period (e.g., 90 seconds) before the next closest department is dispatched.

3.1.8 Apparatus and Facilities

Each district has established its own apparatus inventory needs, and most have a combination of one or more multi-risk structural engines, wildland engines, and water tenders. In addition, some districts find a lighter-duty squad or rescue apparatus more suitable for routine calls, one district has a boat for river-related incidents, and some districts have a rescue squad, command vehicle, and/or utility vehicle(s). Citygate's review of district apparatus determined that each district and city fire department has appropriate apparatus types to protect the risks present within each district as described in Section 2.7.

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

[10] NFPA 1911 – *Standard for the Inspection, Maintenance, Testing, and Retirement of Automotive Fire Apparatus* (2012 Edition)

Of the 11 non-contract districts, all of the Yolo County rural fire districts, except Dunnigan, have apparatus more than 20 years old as shown in Table 38, and eight districts have fire apparatus more than 25 years old, with some exceeding 30 and even 40 years of age. *All* of Elkhorn Fire Protection District's apparatus are more than 25 years old. Stated differently, of the districts' aggregate inventory of 70 fire apparatus/vehicles, 53 percent are over 15 years of age, 37 percent are over 20 years of age, and 29 percent are over 25 years of age. The fiscal implications of apparatus/vehicle replacement will be reviewed in detail in Section 4 of this report; however, it should be noted here that maintaining an apparatus/vehicle fleet that conforms to recommended industry best practice safety standards in a constant state of serviceable readiness will continue to be a significant problem for most of the districts.

Table 38—Fire Apparatus Age by District

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

Finding #10: Of the districts' aggregate inventory of 71 fire apparatus/vehicles, 53 percent are over 15 years of age, 37 percent are over 20 years of age, and 29 percent are over 25 years of age; all of the districts have one or more fire apparatus over 20 years of age.

Recommendation #2:	Within available funding, fire apparatus should be considered for replacement after no more than 25 years of service life.

Fire district facilities range in age from 7 years to 96 years, with an average age of approximately 52 years as shown in Table 39. All of the existing rural fire district facilities are adequate to meet current and anticipated future needs over the next 10 years with the exception of Elkhorn and Madison that lack sufficient building space to securely store one or more of their existing fire apparatus, and West Plainfield that may require a station relocation due to planned expansion of the Yolo County Airport.

Table 39—Fire Protection District Facilities

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

Finding #11: All of the existing rural fire district facilities are adequate to meet current and anticipated future needs over the next 10 years with the exception of Elkhorn and Madison that lack sufficient building space to securely store one or more of their existing fire apparatus, and West Plainfield that may require a station relocation due to planned expansion of the Yolo County Airport.

3.2 Existing Service Deficiencies

The only existing service deficiency is the missed calls in the volunteer-based districts that likely reflects the ongoing challenge of maintaining an adequate volunteer firefighter roster to meet service demand and training requirements, and/or volunteer firefighter availability for response during normal work hours. As cited in Section 3.1.7, this service gap could be improved by amending the Yolo County Fire Chiefs Association's "No Response" policy to require acknowledgement of a dispatch and the ability to respond within a specified time period (e.g., 90 seconds) before the next closest department is dispatched.

3.3 Existing Infrastructure Deficiencies / Needs

Existing infrastructure deficiencies and needs include additional facility space for secure storage for all existing fire apparatus in Elkhorn and Madison fire districts, and replacement or updating of existing fire apparatus exceeding 25 years of service in 8 of the districts as shown in Table 38, particularly in Elkhorn, Knights Landing, Madison, and Zamora fire districts where 40 percent or more of their fire apparatus fleet exceeds 25 years of age.

Finding #12: Elkhorn and Madison Fire Protection Districts need additional facility space to provide secure storage of existing fire apparatus; eight fire districts have fire apparatus more than 25 years old in need of upgrading or replacement, particularly in Elkhorn, Knights Landing, Madison, and Zamora fire districts where 40 percent or more of their apparatus fleet exceeds 25 years of age.

3.4 Pending Legislative or Regulatory Changes Affecting Capital Facilities

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

3.5 EXISTING SHARED SERVICES / FACILITIES

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

> **Finding #13:** The cities of Davis, Winters, and Woodland provide shared services through their respective contracts with East Davis, No Man's Land, Springlake, and Winters Fire Protection Districts; all of the remaining fire districts except Clarksburg and Zamora have automatic aid agreements with one or more of their neighboring fire districts.

3.6 SHARED SERVICES / FACILITIES OPPORTUNITIES

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

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

> **Finding #14:** There are no immediate opportunities to enhance fire service delivery in Yolo County through sharing of existing facilities; however, planning for future new fire facilities should include an evaluation of opportunities for shared services and/or facilities.

Finding #15: Service delivery could be enhanced in Clarksburg by utilizing automatic aid agreement(s) with neighboring agencies.

Finding #16: Services could be enhanced across all of the districts by creating a cooperative countywide regional fire service framework.

Finding #17: Service delivery could potentially be enhanced in Knights Landing, Madison, Yolo, and Zamora through an automatic aid agreement with Dunnigan and/or Willow Oak for immediate response to missed calls.

Recommendation #3: Clarksburg should consider opportunities to implement automatic aid agreements with neighboring fire agencies.

Recommendation #4: Knights Landing, Madison, Yolo, and Zamora should consider an automatic aid agreement with Dunnigan and/or Willow Oak for immediate response to missed calls in those districts when on-duty staffing is available in Dunnigan and/or Willow Oak.

SECTION 4—FISCAL ANALYSIS

This section provides an analysis of each fire district's fiscal status and ability to fiscally sustain or enhance existing services.

4.1 BUDGETING PRACTICES

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

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

> **Finding #18:** All of the districts appear to conform to budgeting practices required by state law and industry-recognized best practice for public agencies.

4.2 REVENUES

All 15 fire districts receive a share of the County's base property tax, and some districts have also adopted a parcel tax benefit assessment ordinance and/or a development impact fee ordinance. Table 40 summarizes the average annual revenues from these stable, ongoing sources for fiscal years 2011-12 through 2014-15 (the four districts that contract for services are shaded gray).

Table 40—Average Annual Stable Revenue Sources

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

Source: Yolo County Financial Services Department

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

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

Other revenue sources include interest on investments, licenses and permits, intergovernmental revenue, service charges, donations, tribal compact allocations, and other miscellaneous sources. Intergovernmental revenue includes other state in-lieu taxes, state highway property rentals, homeowners property tax relief, other state mandated costs, other federal revenue, and other in-lieu taxes, Indian Tribe, or other government interagency revenue. In addition, Capay Valley, Esparto, Madison, Willow Oak, and Yolo share $150,000 in tribal compact funds annually as allocated by the County Board of Supervisors. Table 41 summarizes average annual revenues from all sources for fiscal years 2011-12 through 2014-15.

Table 41—Average Annual Revenues (All Sources)

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

Source: Yolo County Financial Services Department

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

In analyzing the long-term fiscal viability of each district, Citygate examined total annual revenues, stable ongoing revenues, and average annual expenditures exclusive of capital expenses averaged over the most recent four fiscal years (FY 2011-12 through FY 2014-15), as shown in Table 42. This analysis incorporates a conservative estimation of ongoing stable revenues and each District's expenditures exclusive of capital expenses.

Table 42—Ongoing Revenue/Expenditure Analysis Summary (4-Year Average)

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

[1] Average of all revenue sources from FY 2011-12 through FY 2014-15
[2] Includes 4-year average of property taxes, developer impact fees, and benefit assessments only
[3] Excluding capital expenditures
[4] Stable annual revenue – average annual expenditures
Source: Yolo County Financial Services Department

As Table 42 shows, five districts expended more than their annual stable revenues over the previous four fiscal years.

Citygate also examined each district's ratio of annual operating expenditures[11] to total annual revenues[12] over the most recent four fiscal years as shown in Table 43. The higher the E/R ratio, the less a district has available to set aside for fiscal reserve.

Table 43—Revenues vs. Expenditures Ratios by District

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

[11] Excluding capital expenditures

[12] Excluding grant revenues

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

Source: Yolo County Department of Financial Services

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

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

Finding #19: There is wide variation in annual revenues among the 15 districts depending on district size, land use, assessed valuation, and whether a district has adopted a benefit assessment and/or development impact fee ordinance.

Finding #20: There is wide variation in annual operating expenditures among the 15 districts depending on whether a district provides direct fire protection services or contracts for those services from another agency, has paid staff, number of facilities and apparatus, and other factors.

4.3 Fiscal Reserves

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

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

Table 44 summarizes each district's reserve funds over the most recent four fiscal years.

Table 44—Fire Protection District Reserve Funds

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

Fire District	Reserve Fund	Fiscal Year 2011-12	Fiscal Year 2012-13	Fiscal Year 2013-14	Fiscal Year 2014-15
Willow Oak	Restricted	$82,729	$98,k982	$114,502	$123,532
	Designated	$181,869	$192,349	$306,928	$57,860
	Unassigned	$286,070	$352,281	$383,957	$355,967
	Total	**$550,667**	**$643,612**	**$805,387**	**$537,359**
Winters	Restricted	$75,488	$77,714	$79,422	$80,618
	Designated	$115,458	$115,804	$116,178	$116,466
	Unassigned	$288,656	$288,882	$285,951	$418,513
	Total	**$479,603**	**$482,400**	**$481,551**	**$615,597**
Yolo	Restricted	$5,524	$5,540	$5,558	$105,596
	Designated	$5,732	$42,621	$77,788	$77,980
	Unassigned	$205,897	$218,170	$209,838	$183,014
	Total	**$217,152**	**266,332**	**$293,184**	**$366,590**
Zamora	Restricted	$14,060	$15,602	$2,685	$5,543
	Designated	$304,653	$375,218	$298,833	$387,739
	Unassigned	$44,659	$44,824	$52,609	$38,264
	Total	**$363,373**	**$435,645**	**$354,127**	**$431,546**
				Total	**$5,800,972**

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

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

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

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

Table 45 shows the projected reserve fund balance for each district over the next 20 years without any capital equipment or facility expenditures, assuming the most recent 4-year average operating expenses and 4-year average of *all* revenues.

Table 45—Projected Reserve Fund Balance *Without* Apparatus Replacement (ALL Revenue)

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

[1] Fund balances shown in $100,000
Assumes 4-year average of all revenue sources; 4-year average operating expenditures
Assumes 1% annual increase in revenue and operating expenditures

As Table 45 shows, all of the Districts except Dunnigan are projected to maintain positive reserve fund balances over the next 20 years assuming *best-case* revenue scenario *without* capital equipment replacement; Dunnigan's reserve fund balance would be negative by year 9.

Table 46 shows the same reserve fund balance projections assuming only *stable ongoing revenues* (property tax, benefit assessment, and development impact fees).

Table 46—Projected Reserve Fund Balance *Without* Apparatus Replacement (Stable Ongoing Revenue Only)

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

[1] Fund balances shown in $100,000
Assumes 4-year average of ongoing stable revenues; 4-year average operating expenditures
Assumes 1% annual increase in revenue and operating expenditures

As Table 46 illustrates, all of the districts are projected to have lower reserve fund balances over the next 20 years assuming only *stable ongoing* revenue. Under this scenario, Dunnigan's reserve fund balance would be negative by year 2, and Springlake's balance would be negative by year 13. Springlake could, however, achieve long-term fiscal sustainability with a minor adjustment in annual expenditures.

Finding #21: All of the Yolo County fire districts have established some level of fiscal reserve; reserve fund balances vary widely.

Finding #22: For the 11 fire districts that provide direct fire protection services, fiscal reserves are accrued to fund renewal or replacement of capital infrastructure.

Finding #23: Given stable revenue and expenditure projections, and excluding capital equipment replacement, Dunnigan is *not fiscally sustainable* with a projected negative reserve fund balance within the next two years.

4.4 Ability to Fund Needed Facilities / Equipment

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

As discussed in Section 3.1.8, fire apparatus should be considered for replacement after not more than 25 years of service life within available funding. Table 47 summarizes capital facilities and equipment by district, including the estimated current fire apparatus replacement cost. The estimated replacement costs reflect the current cost for California Office of Emergency Services Type-1 multi-risk engine with equipment ($380,000), Type-3 wildland engine with equipment ($285,000), and Type 1 water tender with equipment ($300,000). Citygate also used an estimated replacement cost of $100,000 for a rescue squad, $50,000 for a command vehicle, and $40,000 for utility vehicle. Highlighted apparatus are 25 years of age or more, considered by Citygate to be a maximum service life for fire apparatus.

Table 47—Capital Infrastructure by District

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

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

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

[1] Replacement cost estimated by Citygate

As Table 47 shows, all of the districts have apparatus more than 20 years old, and eight districts have fire apparatus more than 25 years old, with *all* of Elkhorn Fire Protection District's apparatus more than 25 years old. Of the total aggregate inventory of 71 fire apparatus, 53 percent are over 15 years of age, 37 percent are over 20 years of age, and 29 percent are over 25 years of age. The estimated cost to replace the 21 apparatus 25 years of age or older is $5.51 million.

Table 48 shows the projected reserve fund balances by district over the next 20 years if each district's current fire apparatus inventory were to be replaced at a 25-year service life interval.[13] This analysis assumes the previous 4-year average of *all* revenue sources (Table 41), 4-year

[13] Light-duty vehicles replaced at 15-year service life interval

average operating expenditures exclusive of capital outlay (Table 43), and a one percent annual consumer price index increase.

Table 48—Projected Fund Balance *with* 25-Year Apparatus Replacement[1] – *ALL* Revenue

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

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

As Table 48 shows, seven of the 11 districts providing direct fire protection services are *not fiscally sustainable* assuming even *best-case* annual revenues and a 25-year fire apparatus service life replacement interval. Three districts' fund balances would be negative from year one due to the number of existing apparatus over 25 years of age in need of immediate replacement, and seven districts' fund balances would be negative by year 16.

Finding #24: Seven of the 11 districts providing direct fire protection services are *not fiscally sustainable* assuming even *best-case* annual revenues and a 25-year fire apparatus service life replacement interval.

Table 49 shows the same fund balance projections if only ongoing *stable* revenues are assumed (property tax, benefit assessment, development impact fees, and tribal compact allocations).

Table 49—Projected Fund Balance *with* 25-Year Apparatus Replacement - *Stable* Revenue

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

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

As Table 49 shows, the fiscal picture is even more dismal if only ongoing stable revenues are assumed. In this case, six of the districts' fund balances would be negative from year 1, and by year 15 eleven of the districts would have a negative fund balance.

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

4.4.1 Standardized Fire Apparatus Inventory

As discussed in Section 3.1.8, each district currently establishes its own fire apparatus inventory needs, and the number and types of fire apparatus vary among the districts. While Table 48 and Table 49 shows projected reserve fund balances to replace all existing fire apparatus in each district on a 25-year service life interval, Table 50 suggests a minimal standardized fire apparatus inventory.

Table 50—Recommended Standard Fire Apparatus Inventory

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

Table 51 shows projected reserve fund balances if the recommended standard fire apparatus inventory as shown in Table 50 were to be replaced on a 25-year service life interval assuming *all* revenue sources.

Table 51—Projected Fund Balance with 25-Year Replacement of Recommended Standard Fire Apparatus Inventory – *All* Revenue

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

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

As Table 51 illustrates, this scenario results in a slightly better fiscal outlook for some of the districts than shown in Table 48. In this scenario, three districts are not fiscally viable at year 20 rather than seven (shown in Table 48), and the projected fund balances for the districts with capital equipment are improved. In addition, a standardized fire apparatus inventory with common design specification and equipment for new apparatus could provide additional fiscal

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

Finding #26:	A minimized and standardized district fire apparatus inventory would *reduce* the fiscal liability for long-term capital equipment replacement for 7 of the 11 districts with capital infrastructure.
Finding #27:	A standardized district fire apparatus inventory with common design specifications and equipment could provide both fiscal and operational benefits to most districts.

Recommendation #5:	The 11 districts that provide direct fire protection services should consider adopting a standardized fire apparatus inventory with common design specifications and equipment when purchasing new apparatus.

4.5 FINANCIAL POLICIES

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

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

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

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

Finding #28: Only 3 of the 15 districts have formal written fiscal policies and capital improvement plans.

Finding #29: The Yolo County Office of the Auditor-Controller conducts an annual financial audit for the nine districts that do not conduct their own annual independent fiscal audit as required by Government Code Section 26909(b).

Recommendation #6: All of the districts (except Clarksburg, Dunnigan, West Plainfield, and Yolo FPDs with existing fiscal policies and/or capital renewal/replacement plans) should develop and adopt written fiscal policies addressing budgeting, procurement, reserve funds, fiscal audits, and capital renewal/replacement planning in conformance with recognized industry best fiscal practices.

4.6 DEBT SERVICE

Three districts currently have debt service as shown in Table 52. Government Code Section 13906 limits the term of fire district debt service to a maximum of 10 years.

Table 52—Debt Service by District

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

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

> **Finding #30:** Three districts have existing debt service for fire apparatus replacement, and the annual debt service payments appear to be well within the financial resources of those districts.

4.7 Overall Fiscal Health and Sustainability

Pursuant to a comprehensive weighted analysis of multiple fiscal factors including budgeting practices, revenues, expenditures, fiscal reserves, expenditure/revenue ratio, debt service, ability to fund infrastructure replacement, and infrastructure age, Citygate concludes that each of the 15 rural Yolo County fire districts can be placed into one of three categories relative to overall fiscal health and long-term fiscal sustainability as shown in Table 53. While this table identifies five districts as not fiscally sustainable over the long term assuming current revenue and expenditure trends, it is important to note that in Citygate's opinion, all of the districts make every effort to responsibly manage their fiscal resources.

Table 53—Overall Fiscal Health and Sustainability

District	Category	Fiscal Sustainability
East Davis	Contract District	Sustainable
No Man's Land	Contract District	Sustainable
Springlake	Contract District	Sustainable
Winters	Contract District	Sustainable
Capay Valley	Full or Partial Fiscal Capacity	Sustainable
Willow Oak	Full or Partial Fiscal Capacity	Sustainable
Zamora	Full or Partial Fiscal Capacity	Sustainable
Esparto	Full or Partial Fiscal Capacity	Sustainable[1]
Clarksburg	Full or Partial Fiscal Capacity	Nearly Sustainable
West Plainfield	Full or Partial Fiscal Capacity	Nearly Sustainable[1]
Dunnigan	Needs Fiscal Assistance	Not Sustainable
Elkhorn	Needs Fiscal Assistance	Not Sustainable
Knights Landing	Needs Fiscal Assistance	Not Sustainable
Madison	Needs Fiscal Assistance	Not Sustainable
Yolo	Needs Fiscal Assistance	Not Sustainable

[1] Assuming standardized fire apparatus inventory

4.7.1 Contract Districts

East Davis, No Man's Land, and Springlake Fire Protection Districts provide fire protection services through a contract for services with an adjacent or nearby career-staffed city fire department, and thus have no capital infrastructure needs or related fiscal liability for such infrastructure. As such, these districts are generally in a much better state of fiscal health than the non-contract districts, and are projected to be *fiscally sustainable* over the next 20 years given current revenue and expenditure trends (Table 45). In a worst-case scenario assuming only ongoing stable revenues (Table 46), Springlake is potentially not fiscally sustainable with a small negative fund balance beginning in year 13; however, this negative balance is avoidable if actual revenues exceed the more conservative scenario by even a very small margin and/or the District makes a minor adjustment in operating expenditures in the intervening years. For Winters Fire District, which contracts with the City of Winters, capital costs are a factor in determining the annual budget and related contract cost. As a contract district, Winters is also projected to be *fiscally sustainable* over the next 20 years given current revenue and expenditure trends.

Finding #31: East Davis, No Man's Land, Springlake, and Winters Fire Districts, which contract for fire protection services from an adjacent or nearby city, are *fiscally healthy and sustainable* over the next 20 years based on current revenue and expenditure projections.

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

This health/sustainability category includes those direct service districts that are generally fiscally sound and sustainable with projected fiscal capacity to replace some or all of their capital equipment infrastructure on a 25-year service life interval. Table 54 shows projected reserve fund balances with replacement of existing capital equipment on a 25-year service life interval. This analysis assumes a more probable median of the 4-year average of *all* revenue sources and *stable* revenue sources, 1 percent annual inflation rate and modified initial replacement dates for some apparatus to better distribute capital costs over time.

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

Clarksburg, with a minimal capital equipment inventory meeting recommended standards in Table 50, is *nearly fiscally sustainable* with a small negative fund balance in year 10 and a negative balance again in years 15-19 that could potentially be overcome with an estimated $10,000 annual reduction in expenditures, additional fiscal resources, or a combination of both.

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

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

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

Table 55 shows the same projected reserve balances assuming a standardized capital equipment inventory as shown in Table 50. This analysis also assumes the median of the 4-year average of *all* revenue sources and *stable* revenue sources, a 1 percent inflation rate, and a modified initial replacement date for some apparatus to better distribute capital costs over time.

Table 55—Projected Fund Balance with Replacement of *Standardized* Capital Equipment Inventory

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

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

Based on the analysis from Table 54, Esparto is not fiscally sustainable due to the size of its existing capital equipment inventory and the costs associated with replacement of that inventory on a 25-year service life interval. Table 55, however, indicates that Esparto *would be fiscally sustainable* if it were to reduce its capital apparatus inventory to the smaller standardized inventory shown in Table 50.

West Plainfield is also not fiscally sustainable based on the analysis in Table 54 due to the size of its existing capital equipment inventory and the costs associated with replacement of that inventory on a 25-year service life interval. The District could, however, *nearly achieve* long-term fiscal sustainability with a smaller standardized fire apparatus inventory as shown in Table 50, and ultimately could achieve long-term *fiscal sustainability* through additional reduction of annual operating expenditures, additional revenue, or a combination of both.

Finding #32: Capay Valley, Willow Oak, and Zamora are *fiscally sound and sustainable* over the next 20 years with fiscal capacity to replace capital equipment infrastructure on a 25-year service life interval.

Finding #33: Clarksburg *could be fiscally sustainable* over the next 20 years, including fiscal capacity to replace capital equipment on a 25-year service life cycle, with some reduction of annual expenditures, additional revenues, or a combination of both.

Finding #34: Given current revenue and expenditure projections, Esparto is not fiscally sustainable over the next 20 years with its current apparatus inventory; however, the District could become *fiscally sustainable* with a smaller capital fire apparatus inventory.

Finding #35: West Plainfield is not fiscally sustainable given current revenue and expenditure projections; however, the District *could become fiscally sustainable* with a smaller capital fire apparatus inventory, a reduction in annual expenditures, additional revenue, or a combination of these measures.

4.7.3 Districts Needing Assistance to Achieve Fiscally Sustainability

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

Given current revenue and expenditure projections, Dunnigan is *not fiscally sustainable* even without capital fire apparatus replacement, with a negative fund balance beginning in year 9 (Table 45), and can only achieve long-term fiscal sustainability with a *significant* reduction of annual operating costs. Absent such reductions, an estimated $130,000 of additional annual revenue, adjusted for inflation, will be required for Dunnigan to achieve long-term fiscal sustainability based on the standardized capital equipment inventory in Table 50.

Elkhorn is also *not fiscally sustainable,* with a projected negative reserve fund balance beginning in year 1 when including capital equipment replacement (Table 54 and Table 55). The District could, however, potentially achieve long-term fiscal sustainability by contracting for services with Woodland, West Sacramento, or both, thus eliminating the need for capital infrastructure. This would maintain continuity of services *and* fiscal sustainability assuming that Woodland and/or West Sacramento were willing to assume the District's service calls in exchange for an annual or per-call fee not exceeding the District's anticipated annual revenue. Without such a service contract, the District will require an estimated additional $30,000 annually, adjusted for inflation, to achieve fiscal sustainability including ongoing replacement of a standardized capital equipment inventory as shown in Table 50.

Knights Landing is *not fiscally sustainable*, with a projected negative reserve fund balance beginning in year 6 (Table 54 and Table 55), and will require an additional estimated $45,000 annually, adjusted for inflation, to achieve fiscal sustainability including ongoing capital equipment replacement.

Madison is *not fiscally sustainable*, with a projected negative reserve fund balance beginning in year 3 (Table 54 and Table 55), and will require an additional estimated $40,000 annually, adjusted for inflation, to achieve fiscal sustainability including ongoing replacement of a standardized capital equipment inventory as shown in Table 50.

Yolo is *not fiscally sustainable*, with a projected negative reserve fund balance beginning in year 5 (Table 54) or year 8 (Table 55), and will require an additional estimated $40,000 annually, adjusted for inflation, to achieve fiscal sustainability including ongoing replacement of a standardized capital equipment inventory as shown in Table 50.

In summary, Dunnigan, Elkhorn, Knights Landing, Madison, and Yolo would require an estimated additional aggregate of $285,000 annually, adjusted for inflation, to achieve long-term fiscal sustainability including replacement of a standardized capital equipment inventory as shown in Table 50 on a 25-year service life interval.

Finding #36: Dunnigan is *not fiscally sustainable* given current revenue and expenditure projections even without capital fire apparatus replacement.

Finding #37: Dunnigan will require a significant reduction of annual operating expenditures, significant additional fiscal resources, or a combination of both to achieve long-term fiscal health and sustainability.

Finding #38: Elkhorn, Knights Landing, Madison, and Yolo are *not fiscally sustainable* without financial assistance or additional revenue to maintain capital infrastructure.

Finding #39: Elkhorn could potentially achieve long-term fiscal sustainability by contracting for services with Woodland, West Sacramento, or both.

Recommendation #7:	Dunnigan should consider reducing its annual operating costs significantly in order to achieve long-term fiscal sustainability.
Recommendation #8:	Elkhorn should consider a contract for service with Woodland and/or West Sacramento to achieve long-term fiscal sustainability and continuity of services.
Recommendation #9:	Clarksburg and West Plainfield should consider reducing annual expenditures, seeking additional revenues, or a combination of both to achieve long-term fiscal sustainability.
Recommendation #10:	Esparto should consider reducing the size of its fire apparatus inventory to facilitate long-term fiscal sustainability.
Recommendation #11:	Dunnigan, Knights Landing, and Madison should consider seeking a benefit assessment to facilitate long-term fiscal viability.
Recommendation #12:	Elkhorn, Knights Landing, Madison, and Yolo should consider seeking grant funding for apparatus replacement to facilitate long-term fiscal viability.

SECTION 5—ACCOUNTABILITY, STRUCTURE, AND EFFICIENCY ANALYSIS

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

5.1 GOVERNANCE STRUCTURE AND STATUS

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

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

5.2 MEETING ACCESSIBILITY

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

5.3 BROWN ACT COMPLIANCE

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

5.4 PUBLIC ACCESS TO POLICY DECISIONS / DOCUMENTS

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

5.5 ORGANIZATIONAL STRUCTURE AND STAFFING

East Davis, No Man's Lands, Springlake, and Winters Fire Protection Districts contract for services with an adjacent or nearby career-staffed city fire department. Each respective city Fire Chief is appointed by the City Manager, and subordinate staff includes chief officer(s) (Division Chief or Battalion Chief), company officers (Captain or Lieutenant) supervising Engineers and/or Firefighters to maintain an appropriate level of accountability and supervisory span of control. The remaining 11 districts provide direct fire services to their respective jurisdiction with volunteer personnel, except Capay with a part-time Chief and Secretary, Dunnigan with one full-time Firefighter and up to one part-time (compensated via stipend) Firefighter daily, Esparto with a full-time Chief and part-time Secretary, West Plainfield with two full-time Lieutenants and one part-time Battalion Chief, Willow Oak with one full-time Battalion Chief and two full-time Firefighters, and Yolo with a part-time Chief and three part-time support employees as shown in Table 56.

Table 56—Paid Staff by District (FTE)

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

[1] Dunnigan provides additional on-duty staffing with volunteer and not more than one stipend firefighter per day ($50-$75/day stipend)

Source: Fire Districts

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

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

5.6 JOINT POWERS AGREEMENT/AUTHORITY PARTICIPATION

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

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

5.7 EFFICIENCY ANALYSIS

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

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

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

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

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

Finding #40: No action has been taken to date on consolidations or boundary adjustment recommendations from previous MSR/SOI studies.

Finding #41: Consolidation of Esparto and Madison may be both fiscally and operationally practical.

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

SECTION 6—OTHER ISSUES

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

6.1 REGIONAL FIRE SERVICE FRAMEWORK

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

- Training oversight;
- Common training and performance standards;
- Standardization of fire apparatus design specifications;
- Cooperative purchasing, including debt funding or lease purchasing of fire apparatus and other capital equipment;
- Shared reserve apparatus;
- Shared volunteer firefighters;
- Weekday staffing of selected districts with stipended firefighters to provide regional on-duty response coverage.

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

Table 55 shows projected reserve fund balances if the recommended standard fire apparatus inventory as shown in Table 50 were to be replaced on a 25-year service life interval.

Table 57—Projected Fund Balance with Standardized Capital Equipment Inventory Replacement

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

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

As Table 57, the individual fund deficit total begins at $190,000 in year 1 and increases to $46.91 million by year 20.

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

Table 58 illustrates the effect of a countywide benefit assessment assuming a $125.00 annual assessment per unit of benefit (vacant/crop/improved parcels less than $25,000 = 1 unit of benefit; improved parcels with buildings valued over $25,000 = 3 units of benefit), and a 1 percent annual inflation escalator.

[14] Yolo County Assessor's Office

Table 58—Countywide Benefit Assessment for Fire Equipment Replacement

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

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

As Table 58 illustrates, the concept of a a countywide benefit assessment could potentially provide the annual revenue necessary to replace all of the Districts' standardized fire apparatus fleets on a 25-year service life cycle, with some additional funding available to provide other rural fire service enhancements such as a Training Officer, limited daytime weekday staffing of selected districts to enhance regional on-duty response coverage, or other purposes that would enhance service capacity, adequacy, or efficiency for all districts.

Finding #42: Creation of a cooperative countywide regional fire service framework could provide a structure that, in addition to potentially providing funding to support capital infrastructure replacement, could also provide other operational and support benefits to rural fire districts without loss of local control.

Recommendation #14: The rural fire districts should consider exploring feasibility and support to expand the authority and powers of the West Valley Regional Fire Training Consortium to provide a cooperative countywide regional fire service framework.

SECTION 7—SPHERES OF INFLUENCE ANALYSIS

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

7.1 CURRENT DISTRICTS BOUNDARIES AND SPHERES OF INFLUENCE

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

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

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

7.2 RECENT SPHERES OF INFLUENCE CHANGES

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

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

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

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

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

7.3 SPHERES OF INFLUENCE RECOMMENDATIONS

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

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

Section 56425 further states:

> *(e) In determining the sphere of influence of each local agency, the commission shall consider and prepare a written statement of its determinations with respect to each of the following:*
>
> 1. *The present and planned land uses in the area, including agricultural and open-space lands.*
> 2. *The present and probable need for public facilities and services in the area.*
> 3. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*
> 4. *The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.*

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

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

Finding #43: No significant changes are anticipated to present or planned land uses within any of the 15 rural fire districts over the next 10 years.

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

Finding #44: No significant changes are anticipated to existing or planned need for public facilities and services within any of the 15 rural fire districts over the next 10 years.

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

Finding #45: No significant changes are anticipated to the current capacity of public facilities that the 15 rural fire districts provide or are authorized to provide over the next 10 years.

4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

Finding #46: No significant changes are anticipated to the existence of any social or economic communities of interest within any of the 15 rural fire districts over the next 10 years.

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

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

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

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

SECTION 8—FINDINGS AND RECOMMENDATIONS

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

8.1 SERVICE CAPACITY AND ADEQUACY FINDINGS AND RECOMMENDATIONS

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

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

Finding #3: The population density of all 15 Fire Protection Districts meets NFPA 1720 rural population density criteria of less than 500 persons per square mile.

Finding #4: Despite a continual recruitment effort, most Yolo County Fire Protection Districts struggle to maintain an adequate roster of volunteer firefighters able to devote the time to maintain training requirements and also be available to regularly respond to emergency incidents.

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

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

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

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

Finding #9: The Yolo County Fire Chiefs Association "No Response" policy is a viable solution to missed calls.

Finding #10: Of the districts' aggregate inventory of 71 fire apparatus/vehicles, 53 percent are over 15 years of age, 37 percent are over 20 years of age, and 29 percent are over 25 years of age; all of the districts have one or more fire apparatus over 20 years of age.

Finding #11: All of the existing rural fire district facilities are adequate to meet current and anticipated future needs over the next 10 years with the exception of Elkhorn and Madison that lack sufficient building space to securely store one or more of their existing fire apparatus, and West Plainfield that may require a station relocation due to planned expansion of the Yolo County Airport.

Finding #12: Elkhorn and Madison Fire Protection Districts need additional facility space to provide secure storage of existing fire apparatus; 8 fire districts have fire apparatus more than 25 years old in need of upgrading or replacement, particularly in Elkhorn, Knights Landing, Madison, and Zamora fire districts where 40 percent or more of their apparatus fleet exceeds 25 years of age.

Finding #13: The cities of Davis, Winters, and Woodland provide shared services through their respective contracts with East Davis, No Man's Land, Springlake, and Winters Fire Protection Districts; all of the remaining fire districts except Clarksburg and Zamora have automatic aid agreements with one or more of their neighboring fire districts.

Finding #14: There are no immediate opportunities to enhance fire service delivery in Yolo County through sharing of existing facilities; however, planning for future new fire facilities should include an evaluation of opportunities for shared services and/or facilities.

Finding #15: Service delivery could be enhanced in Clarksburg by utilizing automatic aid agreement(s) with neighboring agencies.

Finding #16: Services could be enhanced across all of the districts by creating a cooperative countywide regional fire service framework.

Finding #17: Service delivery could potentially be enhanced in Knights Landing, Madison, Yolo, and Zamora through an automatic aid agreement with Dunnigan or Willow Oak for immediate response to missed calls.

Recommendation #1: The Yolo County Fire Chiefs Association "No Response" policy could be improved by requiring acknowledgement of a dispatch and

the ability to respond within a specified time period (e.g., 90 seconds) before the next closest department is dispatched.

Recommendation #2: Within available funding, fire apparatus should be considered for replacement after not more than 25 years of service life.

Recommendation #3: Clarksburg should consider opportunities to implement automatic aid agreements with neighboring fire agencies.

Recommendation #4: Knights Landing, Madison, Yolo, and Zamora should consider an automatic aid agreement with Dunnigan and/or Willow Oak for immediate response to missed calls in those districts when on-duty staffing is available in Dunnigan and/or Willow Oak.

8.2 Fiscal Analysis Findings and Recommendations

Finding #18: All of the districts appear to conform to budgeting practices required by state law and industry-recognized best practice for public agencies.

Finding #19: There is wide variation in annual revenues among the 15 districts depending on district size, land use, assessed valuation, and whether a district has adopted a benefit assessment and/or development impact fee ordinance.

Finding #20: There is wide variation in annual operating expenditures among the 15 districts depending on whether a district provides direct fire protection services or contracts for those services from another agency, has paid staff, number of facilities and apparatus, and other factors.

Finding #21: All of the Yolo County fire districts have established some level of fiscal reserve; reserve fund balances vary widely.

Finding #22: For the 11 fire districts that provide direct fire protection services, fiscal reserves are accrued to fund renewal or replacement of capital infrastructure.

Finding #23: Given stable revenue and expenditure projections, and excluding capital equipment replacement, Dunnigan is *not fiscally sustainable* with a projected negative reserve fund balance within the next two years.

Finding #24: Seven of the 11 districts providing direct fire protection services are *not fiscally sustainable* assuming even *best-case* annual revenues and a 25-year fire apparatus service life replacement interval.

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

Finding #26: A minimized and standardized district fire apparatus inventory would *reduce* the fiscal liability for long-term capital equipment replacement for 7 of the 11 districts with capital infrastructure.

Finding #27: A standardized district fire apparatus inventory with common design specifications and equipment could provide both fiscal and operational benefits to most districts.

Finding #28: Only 3 of the 15 districts have formal written fiscal policies and capital improvement plans.

Finding #29: The Yolo County Office of the Auditor-Controller conducts an annual financial audit for the nine districts that do not conduct their own annual independent fiscal audit as required by Government Code Section 26909(b).

Finding #30: Three districts have existing debt service for fire apparatus replacement, and the annual debt service payments appear to be well within the financial resources of those districts.

Finding #31: East Davis, No Man's Land, Springlake, and Winters Fire Districts, which contract for fire protection services from an adjacent or nearby city, are *fiscally healthy and sustainable* over the next 20 years based on current revenue and expenditure projections.

Finding #32: Capay Valley, Willow Oak, and Zamora are *fiscally sound and sustainable* over the next 20 years with fiscal capacity to replace capital equipment infrastructure on a 25-year service life interval.

Finding #33: Clarksburg *could be fiscally sustainable* over the next 20 years, including fiscal capacity to replace capital equipment on a 25-year service life cycle, with some reduction of annual expenditures, additional revenues, or a combination of both.

Finding #34: Given current revenue and expenditure projections, Esparto is *not fiscally sustainable* over the next 20 years with its current apparatus inventory; however, the District could become fiscally sustainable with a smaller capital fire apparatus inventory.

Finding #35: West Plainfield is not fiscally sustainable given current revenue and expenditure projections; however, the District *could become fiscally sustainable* with a smaller capital fire apparatus inventory, a reduction in annual expenditures, additional revenue, or a combination of these measures.

Finding #36: Dunnigan is *not fiscally sustainable* given current revenue and expenditure projections even without capital fire apparatus replacement.

Finding #37: Dunnigan will require a significant reduction of annual operating expenditures, significant additional fiscal resources, or a combination of both to achieve long-term fiscal health and sustainability.

Finding #38: Elkhorn, Knights Landing, Madison, and Yolo are *not fiscally sustainable* without some level of financial assistance or additional revenue to maintain capital infrastructure.

Finding #39: Elkhorn could potentially achieve long-term fiscal sustainability by contracting for services with Woodland, West Sacramento, or both.

Recommendation #5: The 11 districts that provide direct fire protection services should consider adopting a standardized fire apparatus inventory with common design specifications and equipment when purchasing new apparatus.

Recommendation #6: All of the districts (except Clarksburg, Dunnigan, West Plainfield, and Yolo FPDs with existing fiscal policies and/or capital renewal/replacement plans) should develop and adopt written fiscal policies addressing budgeting, procurement, reserve funds, fiscal audits, and capital renewal/replacement planning in conformance with recognized industry best fiscal practices.

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

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

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

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

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

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

8.3 Accountability, Structure, and Efficiency Findings and Recommendations

Finding #40: No action has been taken to date on consolidations or boundary adjustment recommendations from previous MSR/SOI studies.

Finding #41: Consolidation of Esparto and Madison may be both fiscally and operationally practical.

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

8.4 Other Issues Findings and Recommendations

Finding #42: Creation of a cooperative countywide regional fire service framework could provide a structure that, in addition to potentially providing funding to support capital infrastructure replacement, could also provide other operational and support benefits to rural fire districts without loss of local control.

Recommendation #14: The rural fire districts should consider exploring feasibility and support to expand the authority and powers of the West Valley Regional Fire Training Consortium to provide a cooperative countywide regional fire service framework.

8.5 SPHERES OF INFLUENCE FINDINGS AND RECOMMENDATIONS

Finding #43: No significant changes are anticipated to present or planned land uses within any of the 15 rural fire districts over the next 10 years.

Finding #44: No significant changes are anticipated to existing or planned need for public facilities and services within any of the 15 rural fire districts over the next 10 years.

Finding #45: No significant changes are anticipated to the current capacity of public facilities that the 15 rural fire districts provide or are authorized to provide over the next 10 years.

Finding #46: No significant changes are anticipated to the existence of any social or economic communities of interest within any of the 15 rural fire districts over the next 10 years.

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

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

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