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West Plainfield Fire Protection District  
Final MSR/SOI  
Municipal Service Review  
Sphere of Influence  
December 10, 2007



West Plainfield Fire Protection District

***LAFCO***

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Yolo County Local Agency Formation Commission  
625 Court Street, Suite 107, Woodland, CA 95695  
530.666.8048(office) 530.662.7383(fax)  
lafco@yolocounty.org



Final

West Plainfield Fire Protection District  
Municipal Services Review and  
Sphere of Influence

*Yolo County Local Agency Formation Commission*

*December 10, 2007*



**YOLO COUNTY LOCAL AGENCY FORMATION COMMISSION**  
**Resolution No. 2007-09**  
**(Resolution Adopting the West Plainfield Fire Protection District**  
**Municipal Service Review and Sphere of Influence)**  
**(LAFCO Proceeding S-28)**

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

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

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

**WHEREAS**, in 2007, the Yolo County Local Agency Formation Commission (LAFCO) undertook to review and update the Sphere of Influence of the West Plainfield Fire Protection District; and

**WHEREAS**, in connection therewith, the LAFCO Executive Officer prepared a combined draft Municipal Service Review and Sphere of Influence Study (hereafter collectively referred to as the “Sphere of Influence”) for the West Plainfield Fire Protection District; and

**WHEREAS**, the Executive Officer also reviewed the project pursuant to the California Environmental Quality Act (“CEQA”), and determined that the project is exempt from CEQA because it has no growth-inducing impacts nor any potentially significant environmental impacts, and, based thereon, the Executive Officer prepared a draft Notice of Exemption; and

**WHEREAS**, on October 22, 2007 the draft Sphere of Influence for the West Plainfield Fire Protection District was submitted to the Commission for review; and

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

**WHEREAS**, thereafter, the LAFCO Executive Officer prepared a revised draft Sphere of Influence based upon additional information provided by the West Plainfield Fire Protection District and other interested parties; and



**WHEREAS**, the Executive Officer set a public hearing for December 10, 2007 for consideration of the draft West Plainfield Fire Protection District Sphere of Influence, and caused notice thereof to be posted, published, and mailed at the times and in the manner required by law at least twenty-one (21) days in advance of the date; and

**WHEREAS**, on December 10, 2007 the draft Sphere of Influence came on regularly for hearing before LAFCO; and

**WHEREAS**, at said hearing, LAFCO reviewed and considered the draft Sphere of Influence; the Executive Officer's Report and Recommendations; each of the policies, priorities and factors set forth in Government Code Sections 56425 et seq., and LAFCO's Guidelines and Methodology for the Preparation and Determination of Spheres of Influence; and all other matters presented as prescribed by law; and

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

**WHEREAS**, the West Plainfield Fire Protection District Sphere of Influence is attached hereto as Exhibit A, and the proposed Sphere boundary, comprised of ten and twenty-year lines as set forth therein, is coterminous with the existing Sphere of Influence boundary of the West Plainfield Fire Protection District.

**NOW, THEREFORE, IT IS HEREBY RESOLVED, ORDERED and FOUND** by the Yolo County Local Agency Formation Commission as follows:

1. Each of the foregoing recitals is true and correct.
2. The Notice of Exemption prepared by the Executive Officer is approved as the appropriate environmental document for this project, because there are no growth-inducing impacts or potentially significant environmental impacts as a result of the adoption and implementation of the West Plainfield Fire Protection District Sphere of Influence.
3. The Yolo County Local Agency Formation Commission adopts the Municipal Service Review and Sphere of Influence for the West Plainfield Fire Protection District as set forth in Exhibit A attached hereto and incorporated herein by this reference, including all written determinations and the ten and twenty-year lines as set forth therein.
4. The Executive Officer is instructed to:
  - a. Mail a certified copy of this Resolution to the West Plainfield Fire Protection District and the County of Yolo; and
  - b. Prepare and file a Notice of Exemption in accordance with the California Environmental Quality Act.





**PASSED AND ADOPTED** by the Yolo County Local Agency Formation Commission,  
County of Yolo, State of California, this 10th day of December 2007, by the following vote:

Ayes: McMasters-Stone, Souza, Thomson, and Woods  
Noes: None  
Abstentions: None  
Absent: Kristoff and McMasters-Stone



Olin Woods, Chair  
Yolo County Local Agency Formation Commission




Attest:



Elizabeth Castro Kemper, Executive Officer  
Yolo County Local Agency Formation Commission

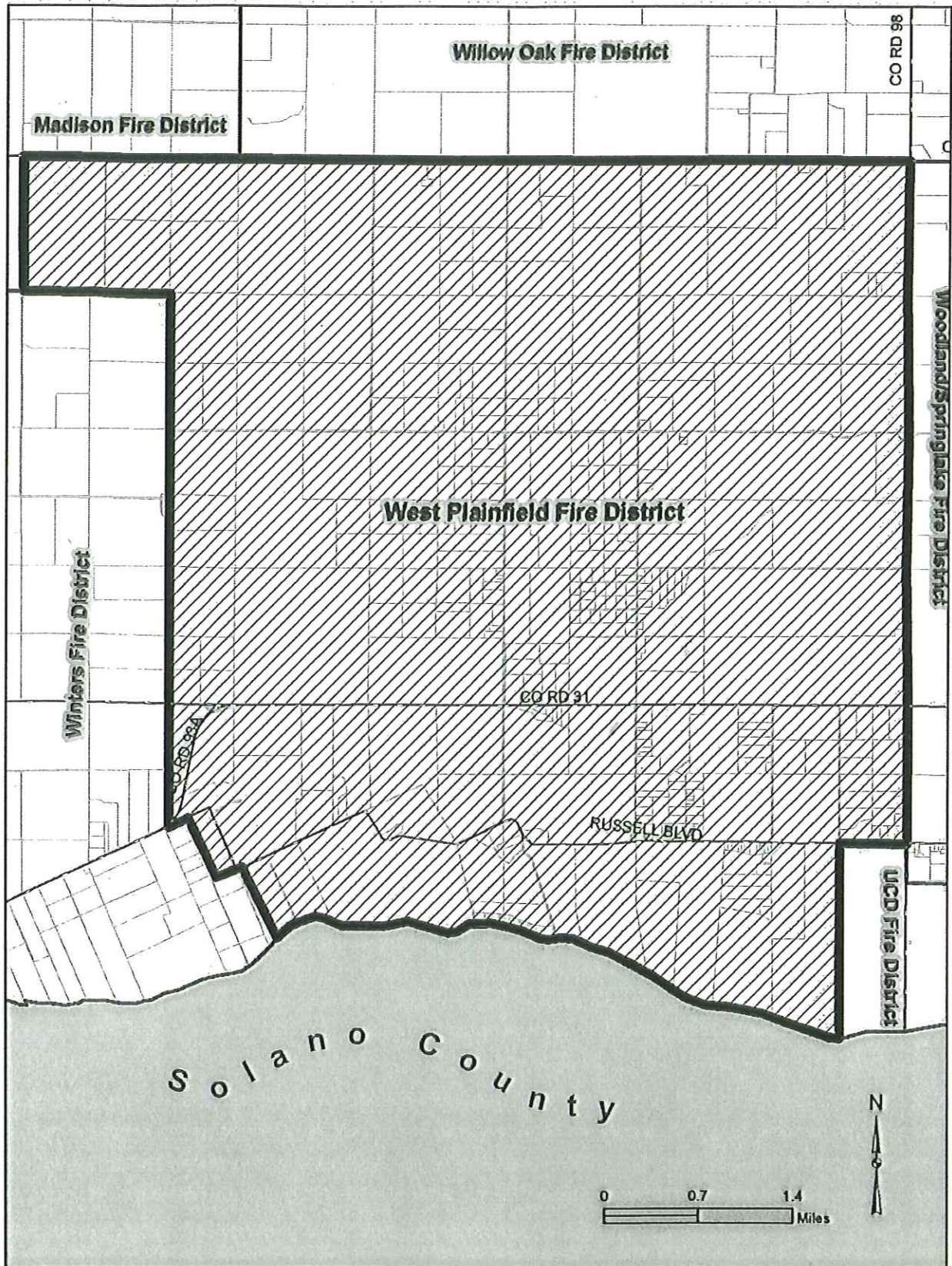
Approved as to form:

  
Stephen Nocita, Commission Counsel



# West Plainfield Fire Protection District

# Sphere of Influence



 Major Roads



Sphere of Influence Boundaries



Fire Districts



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## ***INTRODUCTION***

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This Municipal Service Review (MSR) and Sphere of Influence (SOI) Update is prepared for the West Plainfield Fire Protection District. The combination of the two documents analyzes the District's ability to serve existing and future residents. The SOI and Service Review were prepared to meet the requirements and standards of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH). The Service Review was prepared using the Service Review Guidelines prepared by the Governor's Office of Planning and Research.

The fundamental role of the Local Agency Formation Commission (LAFCO) is to implement the CKH Act (found at Government Code §56000, et seq.), consistent with local conditions and circumstances. The CKH Act guides LAFCO's decisions. The major goals of LAFCO as established by the CKH Act include:

- ▶▶ To encourage orderly growth and development, which are essential to the social, fiscal, and economic well being of the state;
- ▶▶ To promote orderly development by encouraging the logical formation and determination of boundaries and working to provide housing for families of all incomes;
- ▶▶ To discourage urban sprawl;
- ▶▶ To preserve open-space and prime agricultural lands by guiding development in a manner that minimizes resource loss;
- ▶▶ To exercise its authority to ensure that affected populations receive efficient governmental services;
- ▶▶ To promote logical formation and boundary modifications that direct the burdens and benefits of additional growth to those local agencies that are best suited to provide necessary services and housing;
- ▶▶ To make studies and obtain and furnish information which will contribute to the logical and reasonable development of local agencies and to shape their development so as to advantageously provide for the present and future needs of each county and its communities;
- ▶▶ To establish priorities by assessing and balancing total community services needs with financial resources available to secure and provide community services and to encourage government structures that reflect local circumstances, conditions, and financial resources;
- ▶▶ To determine whether new or existing agencies can feasibly provide needed services in a more efficient or accountable manner and, where deemed necessary, consider reorganization with other single purpose agencies that provide related services;

- ▶▶ To conduct a review of all municipal services by county, jurisdiction, region, sub-region or other geographic area prior to, or in conjunction with, SOI updates or the creation of new SOIs; and
- ▶▶ Effective January 2001, to update SOIs as necessary but not less than every five years.

To carry out State policies, LAFCO has the power to conduct studies, approve or disapprove proposals, modify boundaries, and impose terms and conditions on approval of proposals. Existing law does not provide LAFCO with direct land use authority, although some of LAFCO's discretionary actions indirectly affect land use. LAFCO is expected to weigh, balance, deliberate, and set forth the facts and determinations of a specific action when considering a proposal.

### ***Sphere of Influence Update Process***

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An important tool utilized in implementing the CKH Act is the adoption of a sphere of influence (SOI) for a jurisdiction. A SOI is defined by Government Code 56425 as "...a plan for the probable physical boundary and service area of a local agency or municipality..." 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. The Act further requires that a municipal service review (MSR) be conducted prior to or, in conjunction with, the update of a sphere of influence.

In addition, the Commission's methodology for sphere preparation is an essential part of updating the sphere of influence. In Yolo County, an SOI generally has two planning lines. One is considered a 20-year growth boundary, while the other is a 10-year, for immediate growth and projected service extension.

The CKH Act requires LAFCO to update the spheres of influence for all applicable jurisdictions in the County within five years or by January 1, 2008. The MSR/SOI document provides the basis for updating the West Plainfield Fire Protection District (FPD) Sphere of Influence, which shall be updated every five years.

For rural special districts that do not have municipal level services to review, such as the West Plainfield FPD, MSRs will be used to determine where the district is expected to provide fire protection and the extent to which it is actually able to do so.

For these special districts, the spheres will delineate the service capability and expansion capacity of the agency. The ten-year line will represent the ability of the district to provide services within ten years. The twenty-year line will show the long-term expectations of influence, impact, and control. The sphere may have only one line depending on the projections for the district and the ability to provide services.



The process of preparing sphere of influence documents has several steps, as shown:

**SPHERE OF INFLUENCE UPDATE PROCESS OUTLINE**

1. Concurrent preparation of a draft municipal services review and a draft sphere of influence update.
2. Completion of the environmental review process consistent with the California Environmental Quality Act (CEQA).
3. Public review of the municipal service review, sphere of influence, and environmental review documents.
4. Approval of the municipal service review, sphere of influence study, and acceptance of the appropriate environmental document.

The CKH Act further requires that a municipal service review (MSR) be conducted prior to or, in conjunction with, the update of a sphere of influence.

In order to update a sphere of influence, the CKH Act calls for LAFCO to prepare and consider written determinations for each of the following:

- ▶ Present and planned land uses in the area, including agriculture, and open space lands;
- ▶ Present and probable need for public facilities and services in the area;
- ▶ Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide; and
- ▶ Existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.

**MUNICIPAL SERVICE REVIEW FACTORS**

This Municipal Service Review has been prepared in accordance with Section 56430 of the California Government Code as a means of identifying and evaluating public services provided by the West Plainfield FPD and possible changes to the District's Sphere of Influence. The Service Review Guidelines prepared by the State Office of Planning and Research were used to develop information, perform analysis, and organize this study.

The legislative authority for conducting service reviews is provided in the CKH Act. The Act states, "[i]n order to prepare and update sphere of influences in accordance with Section 56425, LAFCOs are required to conduct a review of the municipal services provided in the county or other appropriate designated areas..." (CKH Act, Section 56430). A service review must have written determinations that address the following factors in order to update a sphere of influence:

Factors to be addressed:

- Infrastructure Needs and Deficiencies

- Growth and Population
- Financing Constraints and Opportunities
- Cost-Avoidance Opportunities
- Opportunities for Rate Restructuring
- Opportunities for Shared Facilities
- Government Structure Options
- Evaluation of Management Efficiencies
- Local Accountability and Governance

Information regarding each of the above issue areas is provided in this document. Written determinations for each factor have also been prepared for the Commission's consideration. The service review will analyze the District's services consistent with the State's guidelines for preparing such a study.

### ***Sphere of Influence Guidelines***

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The Sphere of Influence guidelines adopted by Yolo County LAFCO provide direction in updating the West Plainfield FPD Sphere of Influence. Each of the following guidelines has been addressed in either the Sphere of Influence Update or the Municipal Service Review for the District.

1. LAFCO will designate a sphere of influence line for each local agency that represents the agency's probable physical boundary and includes territory eligible for annexation and the extension or withdrawal of that agency's services within a twenty-year period.
2. The sphere of influence may delineate a ten-year line that represents more immediate service area coverage needs and a twenty-year line that projects necessary service coverage by a particular agency.
3. LAFCO shall consider the following factors in determining an agency's sphere of influence.
  - a. Present and future need for agency services and the service levels specified for the subject area in applicable general plans, growth management plans, annexation policies, resource management plans, and any other plans or policies related to an agency's ultimate boundary and service area.
  - b. Capability of the local agency to provide needed services, taking into account evidence of resource capacity sufficient to provide for internal needs and urban expansion.

- c. The existence of agricultural preserves, agricultural lands and open space lands in the area, and the effect that inclusion within a sphere of influence shall have on the physical and economic integrity of maintaining the land in non-urban use.
  - d. Present and future cost and adequacy of services anticipated to be extended within the sphere of influence.
  - e. Present and projected population growth, population densities, land uses, land area, ownership patterns, assessed valuations, and proximity to other populated areas.
  - f. The agency's capital improvement or other plans that delineate planned facility expansions and the timing of that expansion.
  - g. Social or economic communities of interest in the area.
4. LAFCO may adopt a sphere of influence that excludes territory currently within that agency's boundaries. This occurs where LAFCO determines that the territory consists of agricultural lands, open space lands, or agricultural preserves whose preservation would be jeopardized by inclusion within an agency's sphere of influence, when another agency can provide similar services better than the existing service agency, or where exclusion is deemed appropriate for other sound policy reasons. Exclusion of these areas from an agency's sphere of influence indicates that detachment is appropriate.
  6. Where an area could be assigned to the sphere of influence of more than one agency providing a particular needed service, the following hierarchy shall apply dependent upon ability to provide service.
    - a. Inclusion within a city sphere of influence.
    - b. Inclusion within a multi-purpose district sphere of influence.
    - c. Inclusion within a single-purpose district sphere of influence.

In deciding which of two or more equally-ranked agencies shall include an area within its sphere of influence, LAFCO shall consider the agencies' service and financial capabilities, social and economic interdependencies, topographic factors, and the effect that eventual service extension will have on adjacent agencies.

7. Sphere of influence boundaries shall not create islands or corridors unless it can be demonstrated that the irregular boundaries represent the most logical and orderly service area of an agency.
8. Non-adjacent, publicly-owned properties and facilities used for urban purposes may be included within that public agency's sphere of influence if eventual annexation would provide an overall benefit to agency residents.
9. LAFCO shall review sphere of influence determinations every five years or when deemed necessary by the Commission. If a local agency or the county desires amendment or

revision of an adopted sphere of influence, the local agency by resolution may file such a request with the Executive Officer. Any local agency or county making such a request shall reimburse the Commission based on the adopted fee schedule. The Commission may waive such reimbursement if it finds that the request may be considered as part of its periodic review of spheres of influence.

10. LAFCO shall adopt, amend or revise sphere of influence determinations following the procedural steps set forth in the Cortese-Knox-Hertzberg Act, Government Code Section 56000 et seq.

The West Plainfield FPD Municipal Service Review and Sphere of Influence Update documents have been compiled using information from a variety of sources including the 1983 Yolo County General Plan, the District Survey and Questionnaire, the Yolo County Airport Master Plan, the County of Yolo, and other governmental agencies.

## ***AREAS OF INTEREST***

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### ***District Background***

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#### History and Powers

The West Plainfield Fire Protection District was first organized January 6, 1930 under the provisions of General Law Statutes 1923, Chapter 191, Page 431. The District was reorganized in 1966 under Sections 13812.5 et. seq. of the Health and Safety Code.

The following powers were granted to the West Plainfield FPD at the time of the 1966 reorganization (the code sections immediately following the powers refer to state law at the time of the 1966 reorganization and the current code sections governing those same powers are listed in parentheses):

Eminent domain – California Health and Safety Code §13852(c) (California Health and Safety Code §13861 (c))

Establish, equip and maintain a fire department – California Health and Safety Code §13852(d) (California Health and Safety Code §13861(b))

Provide any special service function necessary for fire prevention and protection – California Health and Safety Code §13852(h) (California Health and Safety Code §13861(i) and §13862(a))

Acquire and construct facilities for development, storage and distribution of water for the purpose of providing fire protection – California Health and Safety Code §13852(i) (California Health and Safety Code §13861 (b))

Acquire and maintain ambulances and to operate an ambulance service – California Health and Safety Code §13853 (California Health and Safety Code §13861(i) and §13862(e))

Establish, maintain and operate first aid services – California Health and Safety Code §13854 (California Health and Safety Code §13861(i) and §13862(c))

Clear, or order the clearing of, flammable growths or materials from lands within the district which cause fire hazards – California Health and Safety Code §13867 and §13868 (California Government Code §13879)

Adopt and enforce ordinances for the prevention and suppression of fires and for the protection of life and property against fire hazards – California Health and Safety Code §13869 (California Health and Safety Code §13861 (h) and §13869.7)

Pursuant to current Fire Protection District Law, the District's powers also include those listed in California Health and Safety Code §§13861, 13862, 13869.7, and 13870 et seq.

#### Topography and Demographic Features

The West Plainfield Fire Protection District (FPD) covers approximately 35 square miles in south central Yolo County. The District is bounded by County Road 98 on the east; County Road 27 on the north; County Roads 92A, E, and F on the west; and Putah Creek on the south (see Map 1). Russell Boulevard and County Road 31 are major thoroughfares in the District.

Neighboring fire protection agencies include the Winters Fire Protection District (FPD) to the west, the Madison FPD to the northwest, Willow Oak FPD to the north, Springlake FPD to the east, the UC Davis Fire Department (FD) to the southeast, and Dixon FPD to the south (see Map 2).

The District generally has flat agricultural land consisting primarily of Class I and II soils. Prime soils, categorized as Class I and II soils, have few restrictions in their use for agriculture. Some non-prime soils are farmable with the correct cultivation techniques. Crops grown in the West Plainfield Fire Protection District include:

alfalfa, almonds, apples, apricots, Asian pears, asparagus, barley, beans, blackberries, blueberries, bok choy, broccoli, cabbage, cantaloupe, carrots, cherries, chestnuts, Christmas trees, citrus, clover, corn, cucumbers, eggplant, figs, garlic, evergreen trees, grain, grapes, wine, grapefruit, herb-spice, honeydew melons, kale, kiwi, lemon, lettuce head, melon, musk melon, nectarine, oats, okra, olive, onion, green onion, orange, alfalfa, apricots, peaches, plums, rice, safflower, tomatoes, walnuts, wheat, pears, pecans, peppers, persimmons, pistachios, pomegranates, prunes, pumpkins, rice, ryegrass, safflower, sorghum, spinach, squash, Sudan grass, sunflower seed, triticale, vegetable, vetch, watermelon, wheat, and wild rice. There is also livestock pastureland.

Approximately 75% of the land in the District is subject to Williamson Act contracts (see Map 3). The California Land Conservation (Williamson) Act authorizes local governments and property owners to (voluntarily) enter into contracts to commit land to agricultural or other open space uses for ten or more years. Once restricted, the land is valued as open space land pursuant to open space valuation laws (California Constitution, Article 13, Section 8, Revenue & Taxation Code Sections 421 et seq.), which usually results in lower assessed values and, therefore, lower assessed property taxes.

Most of the land in the West Plainfield FPD is zoned agriculture and, therefore, the FPD includes only a handful of small commercial businesses that are primarily located at major intersections. The District also has one elementary school and the DQ University site, a federally chartered Indian University that used to operate in the District; it closed after losing its accreditation about two years ago.

Several of the businesses in the District service the Yolo County Airport. The Airport is a 400-acre publicly owned basic utility airport located in the center of the District, east of County Road 95 and north of Aviation Avenue. The Airport includes Davis Flight Support, a parachute club with associated flight services, a number of county-owned and private hangars, and a shooting club located on the northeast corner of the Airport property, away from airport operations. Currently, the Airport has a total of 70 aircraft based on the field and an average 165 planes use the runway each day.

Airport Park, owned and operated by Yolo County, is located on the Airport grounds, at the southwest corner of County Road 95 and County Road 29. The park consists of open grassland and oak trees, and is considered an open space area intended to be a day use facility for general aviators visiting the Airport. Annual visitor days are estimated at less than 50.

Based upon 2000 US Census Bureau data, the District's population is 886. Rolling Acres is the only suburban residential subdivision in the District; east of the Airport, it consists of homes on approximately twenty five five-acre parcels. There are also several smaller semi densely populated areas with homes on parcels ranging between 1 and 25 acres; most of these areas are located around the Yolo County Airport and in the southeast quadrant of the District.

### ***Sphere Of Influence History***

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The last comprehensive Sphere of Influence Study for the West Plainfield FPD was completed in 1984. At that time, Yolo County LAFCO recommended and approved the 10 and 20-year sphere of influence boundaries to be the existing District boundaries (see Map 4).

At this time, LAFCO is being asked to consider the following actions as a part of this Sphere of Influence Update:

- Consider the Municipal Service Review for the West Plainfield Fire Protection District;
- Approve and adopt the West Plainfield Fire Protection District Sphere of Influence Update; and
- Accept the General Exemption (CEQA Guidelines section 15061(b)(3)) as the appropriate environmental determination pursuant to CEQA.

LAFCO has generated the following analysis to evaluate issues and address the factors unique to LAFCO's role and decision-making authority pursuant to the CKH Act.

## ***MUNICIPAL SERVICES***

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### ***Present And Probable Capacity and Need***

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The following is key information completed for the West Plainfield Fire Protection District. Each of the nine factors that are required to be addressed by the CKH Act for a municipal service review (MSR) is covered in this section as well as factors required for a Sphere of Influence (SOI).

### ***Infrastructure Needs and Deficiencies***

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West Plainfield FPD operates out of one fire station on Yolo County property that is centrally located in the District and west of the Yolo County Airport. The West Plainfield FPD has adequate facilities, equipment, and staff to serve its residents.

#### Staff

The West Plainfield FPD has twenty-two firefighters and one secretary. Two of the firefighters are paid; twenty, including the Chief, are volunteers. Twelve firefighters are trained and certified EMTs. The rest are trained and certified to administer CPR and First Aid. The secretary is paid hourly.

The District created an Administration Division within the last three years. The new Division is headed by the Assistant Chief and includes Training, EMS, Prevention, Public Education, and Fire Investigation subdivisions and positions. The District also created an additional Engineer position.

Since 2004, the District lost 9 volunteer firefighters, a board secretary, and two board members. According to Chief Rita, most of the volunteer firefighters were students that moved or left to take paid jobs elsewhere. The Secretary and one Board Member moved out of the District.

Table B1 compares the ratio of firefighters to population served, based on the 2000 US Census, of the West Plainfield FPD to the firefighter to population ratio found in comparable fire protection districts. The Willow Oak, Capay Valley, Zamora, and Elkhorn Fire Protection Districts were selected for comparison with the West Plainfield FPD because they are also rural fire protection districts with populations under 2,000.

**TABLE B1 – COMPARATIVE RATIO OF POPULATION TO FIREFIGHTERS PER DISTRICT**

<b>Fire Protection District</b>	<b>District Population</b>	<b>Number of Firefighters*</b>	<b>Firefighters per Population</b>
West Plainfield	886	22	40:1
Willow Oak	1,615	25	64:1
Capay Valley	861	18	47:1
Zamora	359	20	17:1
Elkhorn	290	11	26:1

\*Includes full-time and volunteer firefighters

West Plainfield FPD has a ratio of 1 firefighter to every 40 people. Compared to the other fire protection districts the population to firefighter ratio in West Plainfield FPD is average.

### Training

Training is an on-going program. Training is held at the Lillard Community Hall, which is located next to the station. Firefighters attend training, drills, and classes, including State Fire Marshall sponsored classes. The District also attempts to drill at least once a year at the Yolo County Airport. The District has standard operating procedures in place for emergency responses to the Airport and guidelines for handling aircraft incidents. Joint training is taken with other districts and governmental agencies, such as the Winters FPD and UC Davis Fire Department, to better coordinate agency efforts.

### Structures and Land

The West Plainfield Fire Protection District station is located at 24901 County Road 95 (see Map 5). The District station and Lillard Hall, which the District uses as its training facility, are located west of the Airport and on the east side of County Road 95 between County Roads 31 and 29. Lillard Hall is a community hall built with community funds on the District's leasehold. The station is staffed seven days a week from 8 am to 5:30 pm, except on major holidays.

According to Chief Rita, the District anticipates starting a sleeper program within the next several years, which she says will necessitate additional facilities. In a sleeper program, the District provides a firefighter(s) a free place to live in exchange for service during evening hours and on weekends, on a rotating-shift basis.

### Equipment

The District has adequate vehicles and equipment to provide service to the District. The District owns and maintains engines, water tenders, and brush trucks whose specifications are outlined below.



## **Vehicles**

Engine 30 – 2004 HME (850 gallon water tank, 20 gallon foam tank)

Engine 230 – 1985 GMC (750 gallon water tank, 20 gallon foam tank)

Water Tender 30 – 2006 International (3,000 gallon tank)

Water tender 230 – 1996 GMC TopKick (2,000 gallon water tank)

Brush 30 – 1997 Ford F350 with 4wd (200 gallon water tank, equipped with foam)

Brush 230 – 1997 Ford F350 with 4wd (200 gallon water tank, equipped with foam)

Weekly vehicle inspections and maintenance are performed “in house”. According to Chief Rita, all of the District’s vehicles are in good condition. The District plans to replace Engine 230 within the next five years and both brush trucks and Water Tender 230 within the next 10 to 15 years.

## **Other Equipment**

The District owns specialized equipment, such as an automatic defibrillator, the Jaws of Life and a thermal imaging camera. All firefighters train on the use of the defibrillator. The camera enables firefighters to see through smoke, find people, and localize hotspots. The District’s camera has been requested for Winters FPD and FD incidents.

## Communications and Call Volume

The Yolo County Communications and Emergency Services Joint Powers Agency (YCCESA) provides dispatch services to West Plainfield FPD for notification of location of emergency.

Table B2 groups the various types of calls received by the District in the last seven years. Excluding “Other” calls, vehicle accident, mutual aid, and medical aid calls represent the highest number of calls in the District, respectively. Vehicle accident calls represent 26% of total calls, mutual aid 21%, and medical aid 19%. According to Chief Rita, a lot of accidents occur where 93A joins Russell Boulevard and County Road 98 at 29 on Russell Boulevard.

**TABLE B2 – TYPES OF CALLS RECEIVED BY CATEGORY**

Year	Structure Fires	Grass Fires	Vehicle Fires	Vehicle Accidents	Medical Aid	Hazardous Materials	Mutual Aid*	Other**	Total
2000	4	12	2	29	20	3	21	11	102
2001	4	15	1	39	23	3	21	17	123
2002	2	14	2	42	35	2	21	19	137
2003	1	15	3	45	38	1	38	37	178
2004	6	16	6	41	37	2	26	35	169
2005	0	11	2	27	22	2	49	26	139
2006	4	25	2	34	10	1	31	23	130
<b>Total</b>	21	108	18	257	185	14	207	168	978

\* Calls that require the District to leave its jurisdiction or come to the aid of other fire protection districts

\*\* Calls such as public assistance, investigations, illegal burns, and false alarms

According to unofficial call logs on the District’s website, the District responded into the Winters Fire Protection District/Fire Department a total of sixty one times between 2004 and 2006, which represents 14% of the total calls and half of the mutual aid calls shown in Table B2 during that three year period. This does not appear to be unusual considering the District has an automatic aid agreement with Winters.

The category representing “Other” calls includes Emergency Aircraft Landings. According to the unofficial call logs on the District’s website, the District responded to three emergency aircraft landing calls in 2007 and a total of 4 since 2004.

Response times vary. The District responds to calls within 6 to 10 minutes on average. Evening response times to County Road 27 near the border at County Road (CR) 92 could be extended by as much as two minutes if no one is near the station or the Chief and Assistant Chief are not home to respond. The brush trucks are housed at the Chief’s home (Creeksedge Road) and at the Assistant Chief’s home (CR 30 between CR 98 and CR 96). Additionally, according to Chief Rita, the District is prone to flooding, which also impacts response capabilities.

District Rating

The Insurance Services Office (ISO) is a private organization that supplies information that underwriters use to evaluate and price particular risks, including fire protection. ISO staff gathers information on individual properties and communities and, in turn, insurers use that

information in underwriting personal and commercial property insurance, commercial liability, and workers compensation policies. Among other services, the ISO:

- Evaluates the fire-protection capabilities of individual cities and towns.
- Surveys personal and commercial properties to determine:
  - the type and effectiveness of building construction
  - the hazards of various commercial uses of the properties
  - the type and quality of sprinkler systems and other internal and external fire protection
  - special conditions
  - potential dangers from adjacent properties

Using the information it gathers, the ISO rates each fire protection agency within the United States. This rating determines the fire insurance rates for the residents and businesses within the agency's jurisdiction. The ratings range from a score of 10 (no fire protection at all) to 1 (best fire protection possible).

The District has an ISO rating of 8b/10. Properties within five road miles of the District station receive an ISO rating of eight. Properties beyond five miles receive a rating of 10 (see Map 6). The last ISO rating review was conducted in July 1992. The District is currently trying to schedule a new ISO review.

Water availability is one of the factors that the ISO uses to evaluate fire protection capabilities. The District uses a well at its fire station and one at the Yolo County Airport to fill its engines and water tenders, whose capacities were outlined earlier in the report. The Rolling Acres area east of the Airport contains hydrants, but they are unreliable according to Chief Rita.

## ***MSR AND SOI ANALYSIS***

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### ***Growth and Population***

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According to 2000 US Census Bureau data, the District has a population of 886. The 1984 Sphere of Influence study states that the District had an estimated population of 450, which would indicate a 50% increase in population since the last study was conducted in 1984.

Neither the 1983 Yolo County General Plan nor the Yolo County General Plan Update anticipates any growth inside the West Plainfield FPD; however, the Yolo County Airport Master Plan designates an area southeast of the Airport for future commercial development. According to Economic Development Director Wes Ervin, the County is promoting this 15-acre area for future commercial activity that would not necessarily be tied to aviation. The Yolo County Airport Master Plan, updated in 1998, plans the development of new facilities at the Yolo County Airport in three separate phases.

Stage I (1998-2002) – Runway 24 Runway Protection Zone acquisition by easement, taxi lane rehabilitation, equipment storage area fencing and related improvements, development of additional hangars, apron expansion and development, rehabilitate hardstand taxi lane, a helipad site, future fixed base operator (FBO) site infrastructure, and installation of a VASI/PASI [(Visual Approach Path Indicator/Precision Approach Path Indicator). These indicators are a system of lights on the side of an airport runway that provide visual descent guidance information during the approach to a runway.]

Stage II (2003-2007) – terminal building development, instrument runway marking and HIRL [(High Intensity Runway Lights)] upgrade, future FBO site infrastructure, development of additional hangars, and additional apron expansion.

Stage III – (2008-2015) – Infrastructure for long term aviation development, development of a parallel connecting taxiway and holding apron, and MALSF [(medium intensity approach light system)].

According to Yolo County Airport Operations Manager Ron Larson, remaining Stage I projects include additional T-hangars, apron expansion, and a helipad site. As part of the Airport Master Plan, Davis Flight Support is in the process of a \$2.5 million facility upgrade which includes a top tier state-of-the-art hangar and a fueling and pilot layover facility. By the time stage III is completed, the Airport Master Plan projects 101,000 annual operations and 145 based aircraft. This would result in a 68% increase in operations and a 58% increase in based aircraft.

## ***MSR AND SOI FACTORS***

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### ***Financing Constraints and Opportunities***

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#### District Assessed Value

A district's assessed value is the combined secured, unsecured, state assessed property values, and homeowner property tax reimbursement within the district, minus property tax exemptions. The assessed value is a tool to measure the amount of development within a district as well as its property tax income. A lower assessed value means that the district will receive a lower amount of property tax revenues.

The total assessed value for the West Plainfield FPD in the 2005-06 fiscal year was \$127,541,605. To gain perspective, a comparison was made with other comparable fire protection districts. The districts represented in the table are all rural fire protection districts that serve fewer than 2,000 people. Additionally, the per capita assessed value was calculated to account for variances in population.

**TABLE C1 – COMPARISON OF DISTRICT ASSESSED VALUE**

<b>Fire Protection District</b>	<b>District Population*</b>	<b>Assessed Value**</b>	<b>Per Capita Assessed Value</b>
West Plainfield	886	127,541,605	143,952
Willow Oak	1,615	325,463,597	201,525
Capay Valley	861	100,441,123	116,656
Zamora	359	66,865,909	186,256
Elkhorn	290	54,835,007	189,086

\* District population source: U.S. Census 2000, adjusted in July 2003

\*\* Based on 2005-2006 Assessed Values

The West Plainfield District’s total assessed value is second highest among the districts shown in the table, but when controlled for population, the District’s per capita assessed value is the second lowest. The low assessed value reflects the large number of acres under Williamson Act protection and the low development activity occurring in the West Plainfield FPD service area over the last twenty years. Districts with little or older development have a lower property tax base, which reflects older property tax assessment values<sup>1</sup>.

Revenue Sources

The District’s primary ongoing revenue source is property taxes. The District also receives funding through medical reimbursement fees and grants.

- **Property Taxes** – Although stable and collected annually, the relative value of property taxes decreases slowly over time because they do not automatically increase with inflation or with increases in property values. In California, the maximum property tax assessed on any land is generally 1% of the property’s value. Of that 1%, the District receives approximately \$0.13 for every property tax dollar collected.

The District’s portion of the 1% of property tax is one of the highest among comparable fire protection districts. Willow Oak receives \$0.08, Capay Valley \$0.08, Zamora \$0.07, and Elkhorn \$0.03 for every property tax dollar collected.

The District has received an average \$939,588 in property taxes each year over the last five fiscal years.

- **Medical Reimbursement** – The District has a mechanism in place to recuperate the added costs of providing medical services. The District charges a fee for emergency medical

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<sup>1</sup> Among other things, proposition 13 froze the assessed value of property and allowed for its reassessment only at the time property changes ownership.

services. Non-district residents are charged a \$250 flat fee, per person, per incident; District residents are charged the same fee after four responses in any one fiscal year.

The District's Board Secretary bills individuals for medical service; unpaid bills are sent to the Yolo County Office of Revenue and Reimbursement for collection.

On average, the District receives \$5,000 in medical service fees per year.

- **Grants/Fundraisers** – The West Plainfield Fire Department Volunteer Association holds annual and bi-annual fund raisers to pay for emergency equipment (i.e. radios, protective clothing, etc.); the association holds and disburses the funds.

### District Budget

The District's operating budget can be one indicator of its fiscal health. Table C2 contains the revenues, expenditures and net amounts for the District during the last five fiscal years. The numbers reflect actual dollars, not budgeted amounts.

**TABLE C2 – DISTRICT REVENUES AND EXPENDITURES (ACTUAL)**

Budget Year	Revenues	Expenditures	Net Amounts
2002-2003	215,444	111,942	103,502
2003-2004	197,359	433,543	-236,184
2004-2005	194,768	166,580	28,188
2005-2006	221,057	166,616	54,441
2006-2007	218,054	439,610	-221,556

In fiscal years 2003-04 and 2006-07, District expenditures exceeded revenues by more than \$200,000; the District made one time vehicle and equipment purchases in each of those years. The District has no outstanding lease purchase agreements.

As of July 1, 2007, the District had a fund balance of \$378,830, including a General Reserve of \$30,432. A reserve is a part of the total fund balance that is set aside for cash flow and economic uncertainties and is not available for current expenditures. According to the State Controller's 2003 Accounting Standards and Procedures for Counties, the purpose of a general reserve is to provide for dry period financing to cover the period between July and December when the District does not receive property taxes.

A district should ordinarily maintain a general reserve of at least 50% of the district's estimated property tax related revenues, which includes homeowners' reimbursement, in lieu tax payments, and special assessments. The District received approximately \$198,028 in property tax related revenue in the last fiscal year. The District's General Reserve of \$30,432, which is less than one-sixth of property tax related revenues, is not sufficient for dry period financing; however, the District can utilize other available funds to help cover costs, for example, available fund balance

(\$348,398) or cash in treasury (\$141,722).

### Analysis

District revenues have kept up with expenditures. The District appropriately budgets for vehicles, equipment, and other expenses and has no outstanding lease payments; however, the District should consider increasing its general reserve to ensure that it has funds to cover costs during dry period financing.

As previously mentioned, the District appears to have one of the highest property tax rates (the District's portion of the 1% of property tax) among comparable districts; however, the District has a low assessed value among comparable fire protection districts. The higher property tax portion may partially offset the District's low assessed values.

Additional opportunities for funding are discussed in the Opportunities for Rate Restructuring section, later in this study.

### ***Cost-Avoidance Opportunities***

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The Chief recommends a budget each year and the District Board reviews and approves the budget and submits it to the Board of Supervisors for final approval. Most of the District's expenditures are set forth in the adopted budget. The Chief can spend up to \$500 without Board approval. Any request above that amount for moving monies from allocated funds or for funding in excess of the adopted budget must be approved by the District Board.

The District uses cost-saving procedures, such as competitive bidding. The District follows formal bidding procedures set forth in the Health and Safety Code and the Public Contract Code. The District uses sole-source procurement for day-to-day operating needs.

The District Chief is currently a volunteer in the Department. Creating a paid position for the Chief may result in efficiencies because management, administration, and firefighting duties could be combined into one position. According to Chief Rita, however, with the current growth projections and call volume, it may be more cost effective to maintain two firefighters at lower salaries and delegate administrative functions to them.

### ***Opportunities for Rate Restructuring***

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The District's revenue includes property taxes and medical service fees. Though these income streams provide sufficient revenue, the District could consider the following revenue generating mechanisms to augment its revenue in the future.

- **Fire Suppression Assessments** – A fire suppression assessment is a special assessment that is levied on every property in the District for fire protection.

The expansion or augmentation of this source has limits under State law, because Proposition 218 provides that any increase of the existing assessment is subject to its calculation and election requirements: the increased assessment would have to be justified in terms of how

much benefit each property owner receives from the District's fire suppression services, and then ratified by the landowners subject to the increase; if a majority of the weighted ballots were cast against the increase, it would not be imposed.

The last fire protection assessment attempt occurred in the early 90's. The District Board decided not to take it to an election because of the opposition to the assessment.

- **Plan Review/Inspection Fees** – The District has experienced a recent increase in permit inspections; during the last year the District has inspected an average of two new constructions per month (there are about 13 projects currently underway in the district). Between 2000 and 2006, the District only averaged 1-2 inspections per quarter.

The District also performs some follow-up fire safety inspections. The District is in the process of taking over and charging for sprinkler plan review/inspection. The City of Woodland Fire Department currently performs these reviews/inspections.

- **Payment In Lieu of Taxes** – This is a payment that a property owner not subject to taxation makes to a government to compensate it for services that the property owner receives that normally are financed through property taxes. According to West Plainfield FPD Chief Rita, the District contains approximately 3,800 acres of property tax exempt UC Davis owned property. The District should consider initiating discussions with UC Davis to negotiate an agreement for the payment of in-lieu taxes on property that receives fire protection and emergency services from the District.

### ***Opportunities for Shared Facilities***

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When considering annexation of new lands into a district, LAFCO can evaluate whether services or facilities can be provided in a more efficient manner if service providers develop strategies for sharing resources. The West Plainfield Fire Protection District takes advantage of several opportunities to share facilities, equipment, and personnel.

The District has an "automatic aid" agreement with the Winters and Davis Fire Departments and "mutual aid" agreements with other Yolo County and associated fire protection districts and agencies.

Mutual aid is a formal agreement among emergency responders to lend assistance across jurisdictional boundaries when required. The West Plainfield FPD is part of a mutual aid agreement that includes all the fire protection districts and city fire departments in Yolo County as well as the Arbuckle/College City Fire Protection District, Rumsey Rancheria Fire Department, UC Davis Fire Department, and the Robbins-Sutter Basin Fire Protection District.

Automatic Aid is assistance dispatched automatically by contractual agreement between two fire protection agencies. West Plainfield FPD has automatic aid agreements with the Winters FPD and the Davis Fire Department for aid on structure fires. The agreement with the City of Davis is not reciprocal; West Plainfield FPD does not respond into Davis FD to provide automatic aid. Although the District is more than willing, it has not been requested to provide automatic aid on structure fires to the City of Davis.



The neighboring FPDs have equipment and staff available to the West Plainfield FPD should the need arise:

<b>Fire Protection District</b>	<b>Firefighters</b>	<b>Engines</b>	<b>Water Tenders</b>	<b>Grass/Brush Trucks</b>
Winters FD	26	2	2	6
Madison	16	3	2	1
Willow Oak	27	2	2	3
Springlake*	61	3	0	0
UC Davis	36	3	0	0

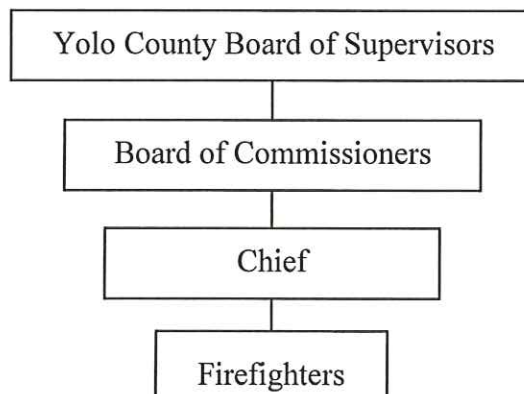
\* Springlake FPD contracts with the City of Woodland and the City of Davis for service. The numbers in the table represent the City of Woodland Fire Department equipment and personnel.

Aid agreements can put a strain on West Plainfield FPD’s resources since they require that the District use its personnel and equipment outside of its boundaries. West Plainfield FPD has only one fire station within its boundaries, and responding to emergencies in other FPDs leaves the District with fewer resources or requires it to rely on other Districts to help provide coverage. On the other hand, there is a direct benefit when West Plainfield receives additional support from other FPDs. Aid from other districts augments the West Plainfield FPD resources, improves emergency services, and shortens response times in out-lying areas. This reciprocity effectively compensates for any temporary resource deficiencies experienced by the West Plainfield FPD when it provides aid to other entities.

The West Plainfield FPD holds joint training drills with surrounding departments to increase the overall effectiveness of all departments on mutual aid calls, as well as to bring members from those departments together to attend State Fire Marshall classes. Additionally, the District utilizes the Lillard Hall community building for training and for fundraisers.

### ***Government Structure Options***

The West Plainfield Fire Protection District is governed by a five-member Board of Fire Commissioners. The District Board is appointed to four-year terms by the Yolo County Board of Supervisors; District Board Members typically serve consecutive terms. No Commissioners serve as volunteer firefighters for the District. The flow chart for the District’s organization is as follows:



District Board meetings are held at the West Plainfield fire station on the third Tuesday of every month at 7pm. All meeting agendas are posted pursuant to the Brown Act. Public participation during hearings is encouraged. Public participation is low to moderate.

The Board conducts performance reviews of the Fire Chief and paid staff. The Board also provides input on assistant officer appointments. The Chief oversees all other administrative, management, and personnel activities.

As previously discussed in the Cost-Avoidance Opportunities section of this study, the Chief is a volunteer with the West Plainfield FPD. The District may benefit from providing a position or other appropriate remuneration to the Chief in recognition of the value of the position.

#### Policies and Procedures

The District Board of Directors has adopted an Operations and Procedures Manual that sets forth the current policies and procedures of the District, including personnel policies and responsibilities, District operations, job descriptions, duties, expectations, compensation, etc. Last revised on January 17, 2006, the Manual also includes the District's Mission Statement and Code of Ethics. The Code of Ethics provides a clear picture of the organization, administration, and expectations of the District for the benefit of District employees, volunteers, and the public.

#### ***Management Efficiencies and Local Accountability***

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The District's finances are held in the County Treasury and presented in countywide financial statements; the County of Yolo includes the District in its comprehensive annual financial report (CAFR) that is audited annually by an independent firm. The County does not require Districts included in the CAFR to provide independent audits; however, the District may participate in its own audit or request an "Agreed Upon Procedures Review" from the County.

In an "Agreed Upon Procedures Review" the County performs procedures, agreed to by the District, using financial records to determine that the District could produce financial statements prepared in accordance with generally accepted accounting principles. The District has not had an Agreed Upon Procedures Review by the County or an independent audit in the last three years.

#### Planning

The District performs short and long term strategic planning. The District develops a strategic plan with input from District Board Members, personnel, and the community. The Board also reviews calls with the Fire Chief on a monthly basis and reassesses and/or redirects District activities on a short term basis based on the District policy and the strategic plan.

#### ***Agricultural Lands***

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The final mandatory factor to address is the District's impact on agricultural land. The land

within the West Plainfield Fire Protection District boundaries is primarily agricultural. The services provided by the District do not induce urban growth or the premature conversion of agricultural land to urban uses. In some measure, the District's services protect farmland and the agricultural economy by responding to emergencies in undeveloped areas and minimizing the financial cost that a fire could cause to farmers.

In addition, it has been the long-standing policy of the County of Yolo to protect agricultural land. The County policies protect agricultural land from premature conversion to urban uses.

**WRITTEN DETERMINATIONS – MUNICIPAL SERVICE REVIEW**

Staff recommends the following findings:

1. The West Plainfield Fire Protection District is in compliance with all State laws and regulations.
2. The District provides a relatively high level of fire prevention, fire suppression, and emergency medical services.
3. The District has the challenge of providing coverage to a 35-square mile rural area from only one fire station.
4. The District has adequate facilities, equipment, and personnel.
5. The District should review potential efficiencies of making the Chief's position a paid position or provide appropriate remuneration to compensate the Chief.
6. Yolo County Airport operations (which are within the District's boundaries) are projected to increase 68% after the Yolo County Airport Master Plan is implemented.
7. The District is financially solvent, but should consider increasing its general reserve.
8. The District should continue monitoring its fiscal status and remain responsive to future financial opportunities, such as special assessments.
9. The District should consider initiating discussions with UC Davis to negotiate an agreement for the payment of in-lieu taxes on UC property that receives fire protection and emergency services from the District.
10. The District should consider requesting an "Agreed Upon Procedures Review" from the County Auditor as an added fiscal oversight measure.
11. The District performs short and long term strategic planning.

***STATEMENT OF INTENT***

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- 1) LAFCO intends that its Municipal Service Review and Sphere of Influence determinations will serve as a guide for the future organization of local governments within Yolo County.
- 2) Spheres of influence shall be used to discourage urban sprawl and the unnecessary proliferation of local governmental agencies, to encourage efficiency, economy, and orderly changes in local government, and to prevent the premature conversion of agricultural land.
- 3) The adopted spheres of influence shall reflect the appropriate general plans, growth management policies, annexation policies, resource management policies, and any other policies related to ultimate boundary and service areas of an affected agency unless those plans or policies conflict with the legislative intent of the Cortese-Knox-Hertzberg

(Government Code §56000 et seq.).

- 4) Where inconsistencies exist between plans or policies (or both), LAFCO shall rely upon that plan or policy which most closely follows the legislature's directive to discourage urban sprawl, direct development away from prime agricultural land and open-space lands, and encourage the orderly formation and development of local governmental agencies based upon local conditions and circumstances.
- 5) The sphere of influence lines are a declaration of policy to guide LAFCO in considering proposals within its jurisdiction.
- 6) LAFCO decisions shall be consistent with the spheres of influence of the affected agencies.
- 7) No proposal that is inconsistent with an agency's sphere of influence shall be approved unless LAFCO, at a noticed public hearing, has considered and approved a corresponding amendment or revision to that agency's sphere of influence.

### ***SPHERE OF INFLUENCE RECOMMENDATIONS***

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Government Code §56425 of the Cortese-Knox-Hertzberg Act states:

(a) In order to carry out its purposes and responsibilities for planning and shaping the logical and orderly development and coordination of local governmental agencies so as 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 local governmental agency within the county and enact policies designed to promote the logical and orderly development of areas within the sphere.

It further states that:

(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.

**WRITTEN DETERMINATIONS - SPHERE OF INFLUENCE**

The Commission, in establishing the Sphere of Influence for the West Plainfield FPD, has considered the following.

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

The West Plainfield FPD is a rural fire protection district. The 1983 Yolo County General Plan designates 75% of the land in the District agricultural preserve (AP). Most of the remaining land is designated agricultural general (AG). Four hundred acres is zoned AV (Aviation Zone). Approximately 125 acres are zoned Single Family Residential (RS); this area is nearly built out.

The Yolo County General Plan Update does not anticipate any growth for the West Plainfield FPD area; however, the Yolo County Airport Master Plan plans the development of new infrastructure and facilities at the Airport in three separate phases through 2015. Development plans include a helipad, hangars, terminal building development, and fixed based operator (FBO) site infrastructure. Davis Flight Support is an FBO that is in the process of a \$2.5 million facility upgrade which includes a top tier state-of-the-art hangar and a fueling and pilot layover facility. The Airport Master Plan also designates a 15-acre area, on the southeast portion of Airport property, for future commercial activity, not necessarily tied to aviation.

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

The District may need additional facilities to accommodate a sleeper program at the station within the next several years. In a sleeper program, the District provides a firefighter(s) a free place to live in exchange for service during the evening hours and on the weekends, on a rotating-shift basis. Besides the sleeper program, it is unlikely that the District will need to increase its facilities and services in the near future.

The Airport is the only area of projected growth inside the District. While the development of new Airport facilities will not necessarily increase the District's residential population, the Airport Master Plan projects an increase in annual operations at the Airport. The increase in operations may require additional training and personnel for the District.

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

The District provides adequate fire suppression and emergency response services in the District; however, the District is constantly working to maintain its present services in the area, because like other largely volunteer fire protection districts, West Plainfield FPD must constantly work to recruit and maintain volunteers. The District is fortunate in that it can recruit volunteers from the University; however, this pool can be unreliable. Most students become volunteers to gain experience and eventually move on to paying jobs or move away after school.

The District responds to calls within 6 to 10 minutes on average. Response times to County Road 27 near the border at CR 92 can take two minutes longer in the evening on some occasions, depending on where personnel are located in the District at the time of the call. According to Chief Rita, the District is prone to flooding, which also impacts response capabilities.

- 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.

The District fire station, the Lillard Community Hall, and the Yolo County Airport are centrally located in the District. Much of the District population surrounds this centralized area. The Community Hall is the focus of community activity in this area. There are also several smaller semi-densely populated areas with homes in the southeast quadrant of the District.

The rest of the population is spread throughout the District in rural, agricultural residences. The agricultural community forms its own economic community of interest. The District is also linked to the City of Davis by education, employment, and retail services.

Based upon the information contained in this document, it is recommended that the 10 and 20 year lines for West Plainfield FPD Sphere of Influence remain coterminous with current District boundaries (see Map 8).

## ***ENVIRONMENTAL REVIEW***

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The California Environmental Quality Act (CEQA) requires that an environmental review be undertaken and completed for the Commission's Municipal Services Review and Sphere of Influence (MSR/SOI) Study. This MSR/SOI qualifies for a General Exemption from further CEQA review based upon CEQA Regulation §15061(b)(3), which states:

The activity is covered by the general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA.

Since there are no suggested boundary changes, land use changes or environmental impacts due to this MSR/SOI, a Notice of Exemption is the appropriate environmental document.

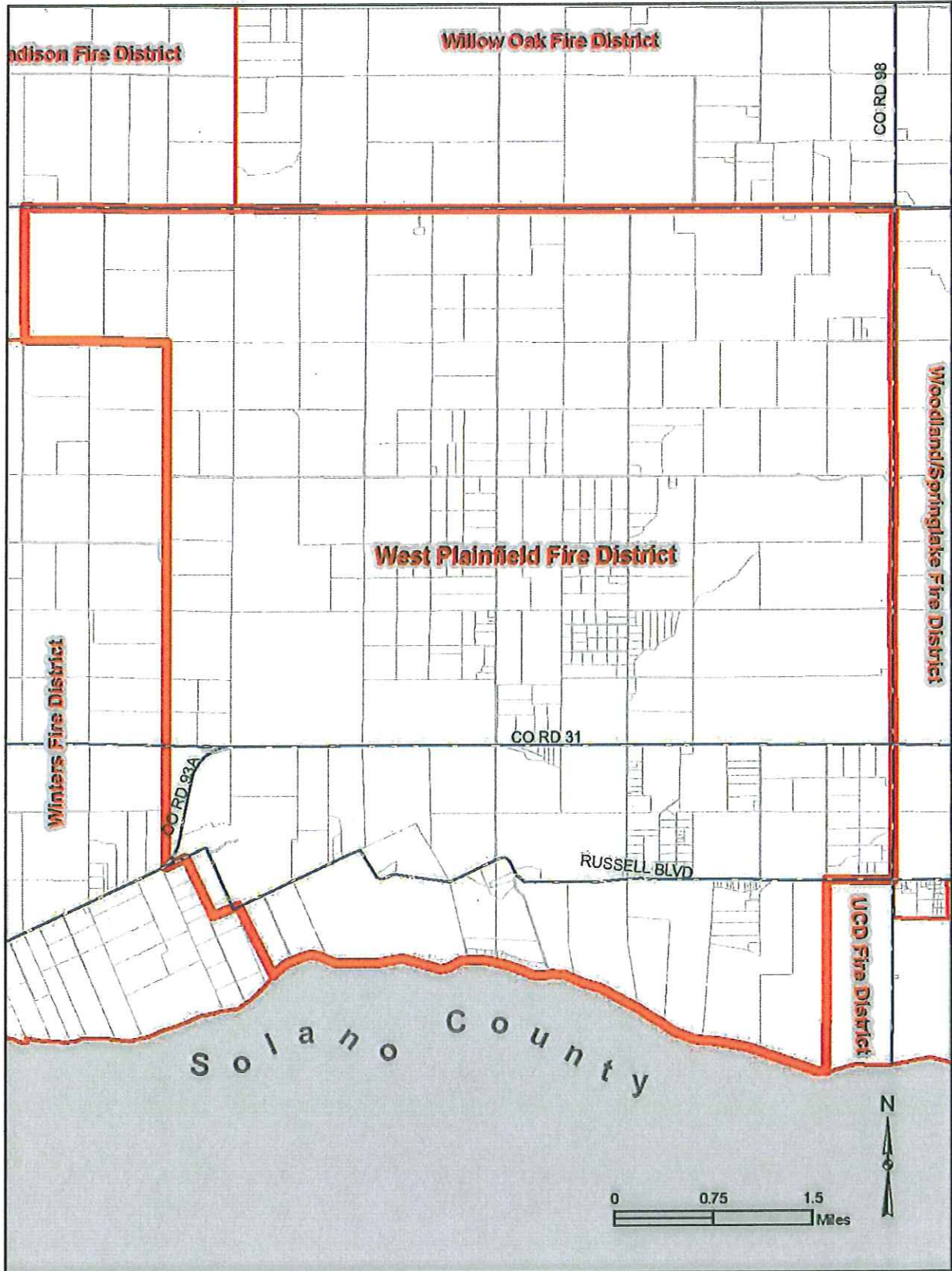
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# West Plainfield Fire Protection District Boundaries

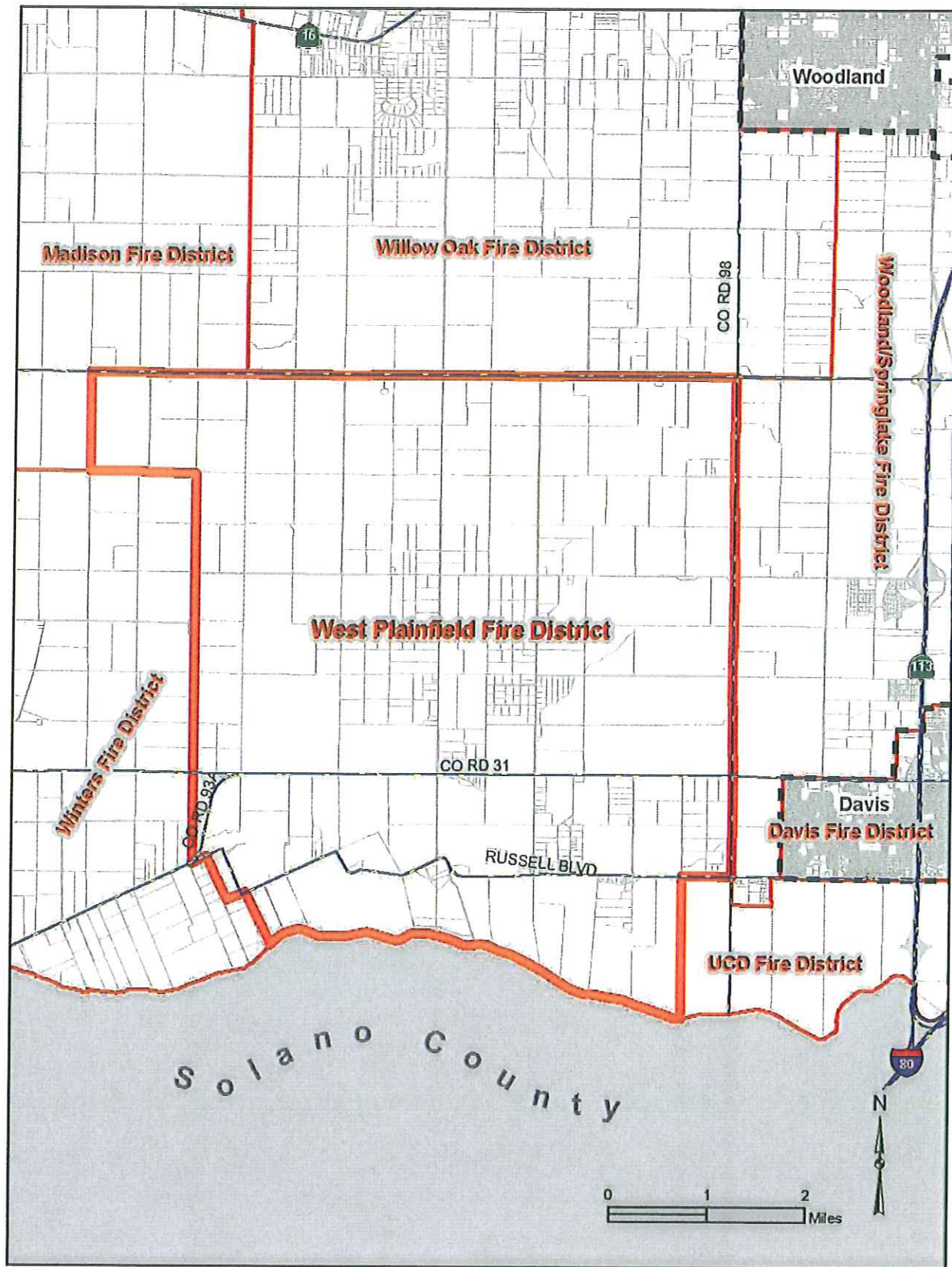


 Major Roads

 Fire Districts



# West Plainfield FPD Adjacent Fire Districts



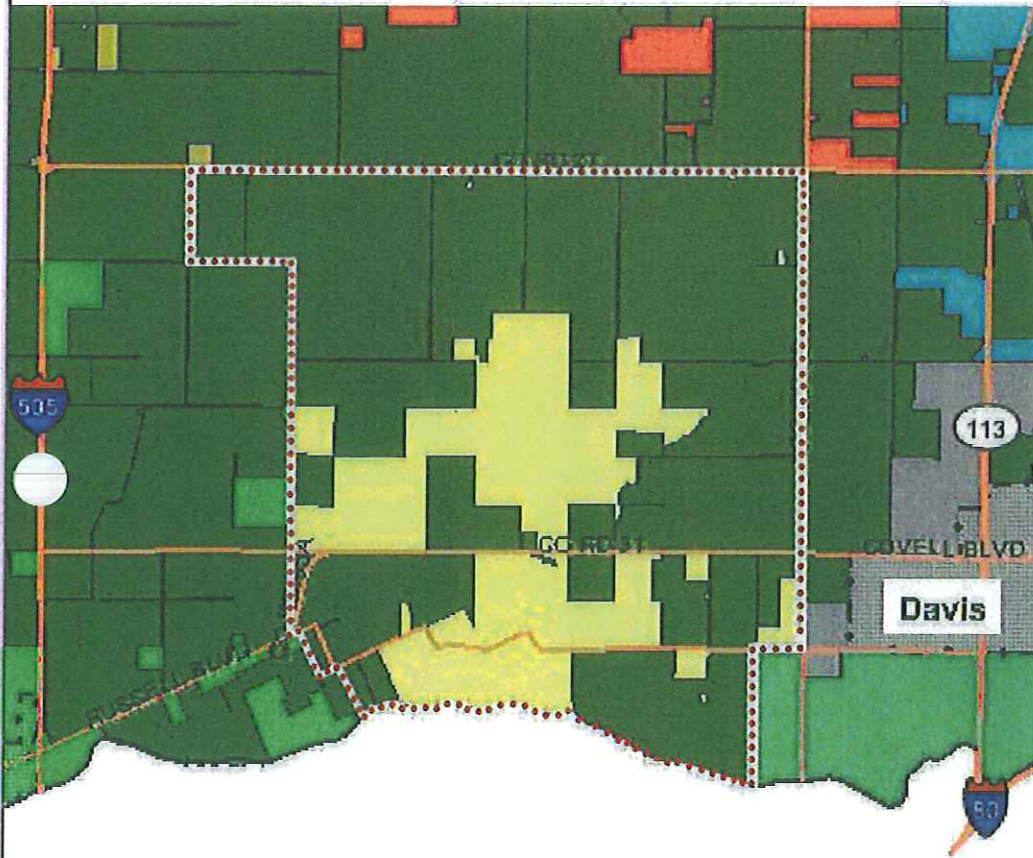
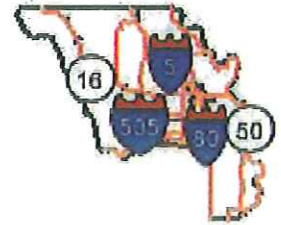
 Major Roads

 City Boundaries

 Fire Districts



### Williamson Act Lands



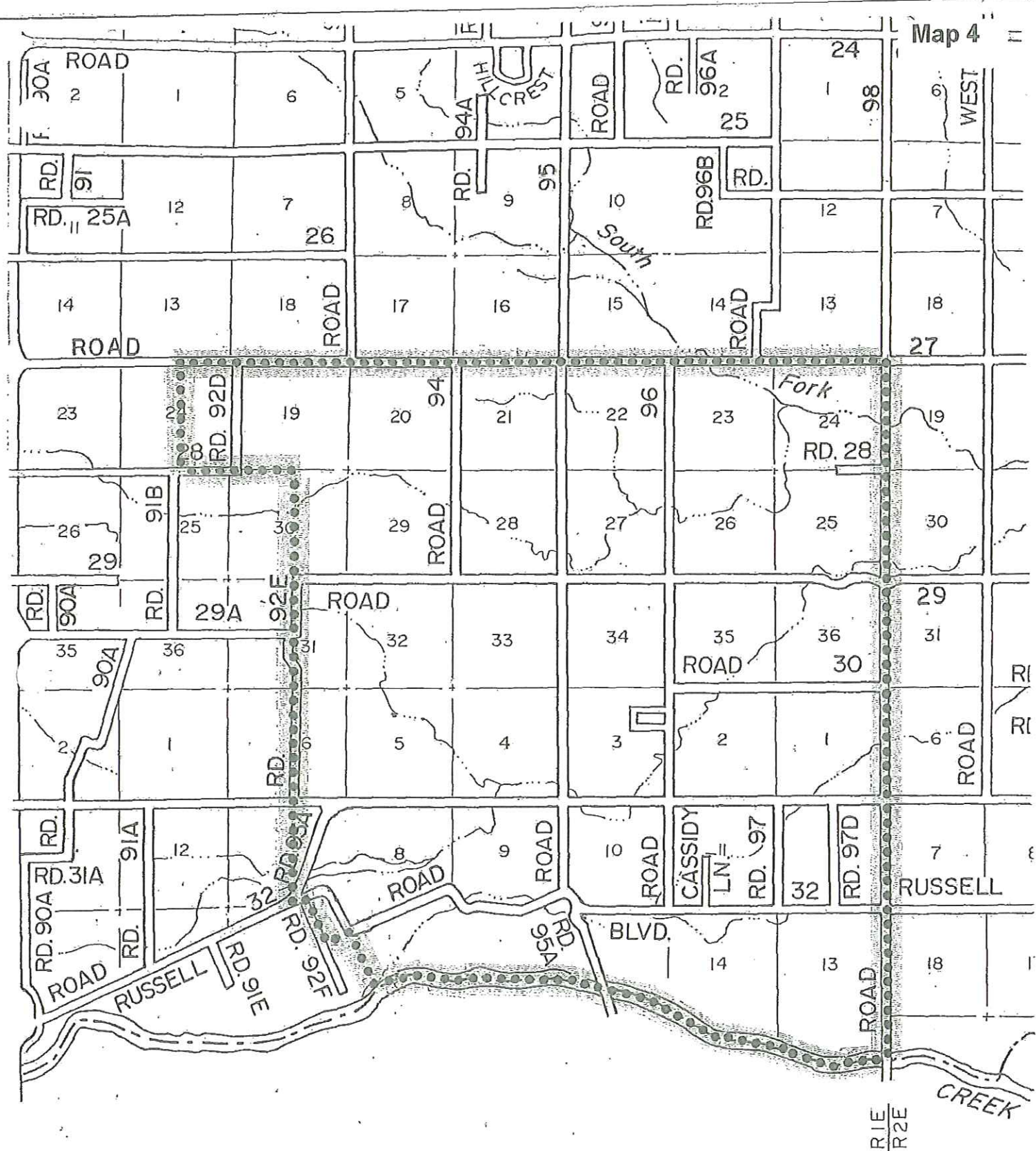
- Legend**
- Highways
  - Major Roads
  - Cities and Towns
  - Williamson Act Lands
  - West Plainfield Fire Protection District Boundaries



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West Plainfield FPD  
Sphere of Influence --  
Adopted 1984

Proposed  
Sphere of Influence - Coterminous with  
Current Boundaries







Map 5

Willow Oak FPD

Madison FPD

West Plainfield FPD

Springlake FPD

Winters FD/FPD

Fire Station

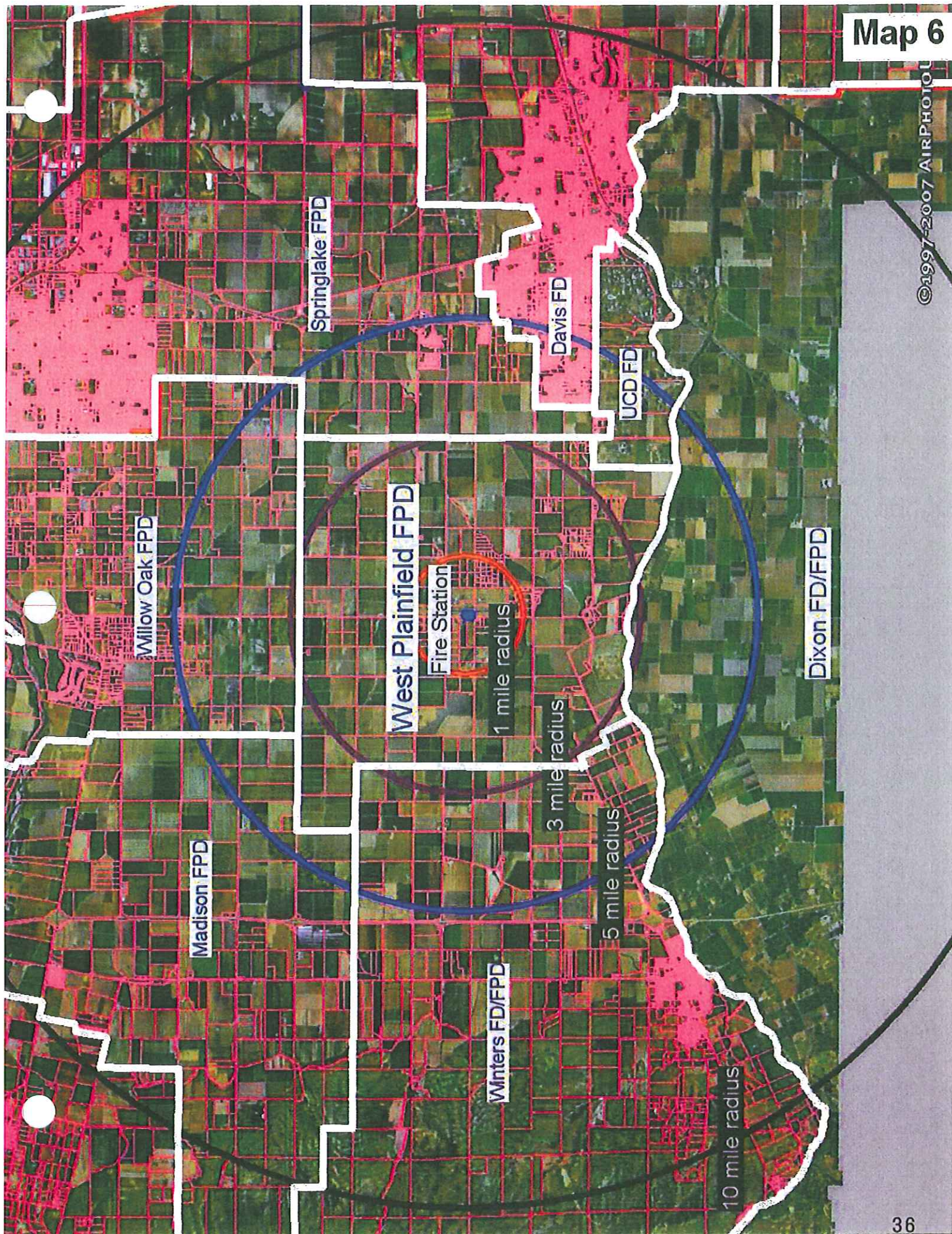
Davis FD

UCDFD

Solano FD/FPD

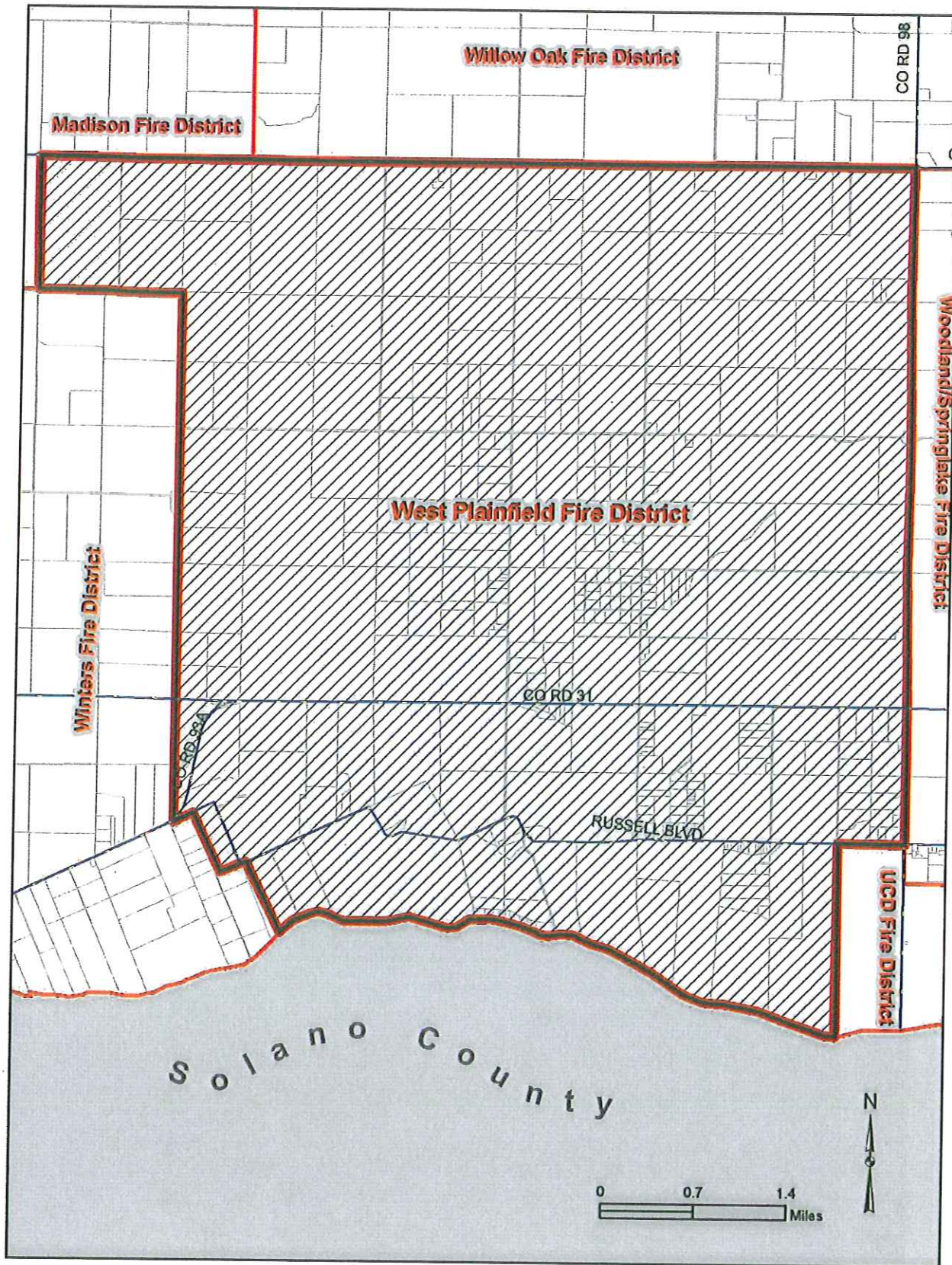
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# West Plainfield Fire Protection District Recommended Sphere of Influence



 Major Roads     Recommended Sphere of Influence Boundaries     Fire Districts