
Yolo County Fire Protection Districts

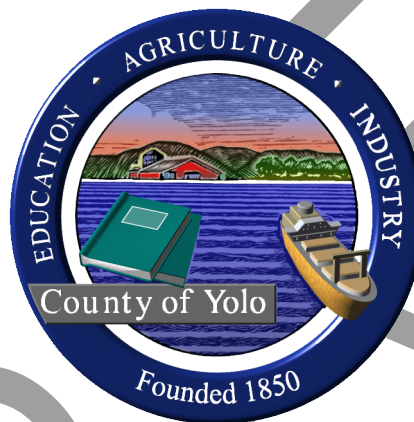
*DRAFT Report: Long Term
Sustainability Options*

FEBRUARY 2021

Yolo County

Yolo County Fire Protection Districts

Long Term Sustainability Plan Options



Acknowledgments

Yolo County would like to acknowledge the Yolo County Fire Protection Districts, who provided important information and data regarding their operations. Their input was invaluable for the development of this report.

Foreword

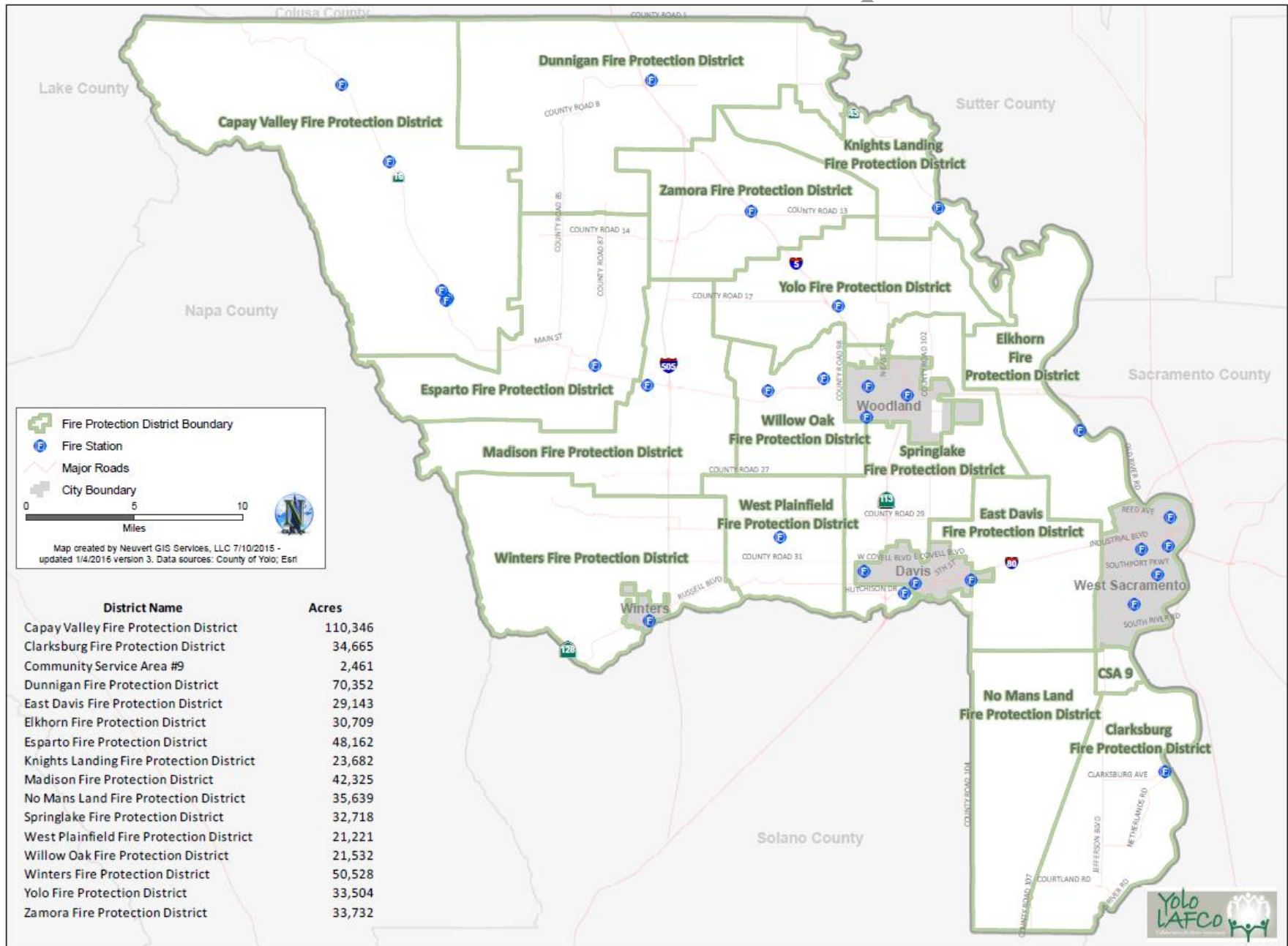
Fire protection districts (FPD) perform a crucial role in rural communities through the provision of fire, emergency medical, and hazardous materials services. These districts are most commonly staffed with volunteers; which allows for the provision of services at a significant cost savings to rural communities. However, across the nation volunteer FPDs are struggling to maintain services in the face of a declining volunteer base coupled with increasing call volumes and the increasing cost of apparatus replacement. This struggle is also occurring locally for the volunteer fire protection districts of Yolo County and threatening their long-term sustainability.

In 2019 Yolo County staff researched and prepared a report regarding the challenges facing the Yolo County Fire Protection Districts. The report was presented in July 2019 to the Yolo County Fire Chiefs Association and to the Yolo County Board of Supervisors. As a result, the Board directed staff to work with the fire districts to develop a long-term sustainability plan and formed an ad hoc committee for this purpose. This report on long-term sustainability options is the culmination of those efforts.

Methodology

Information for this report was gathered from multiple sources through the efforts of the Yolo County Fire Protection Sustainability Board Ad Hoc Committee. The committee includes representation from the Yolo County Board Supervisors for Districts 3 and 5 as well as representatives from the local FPDs. The committee gathered information and data regarding operations directly from the FPDs and Yolo Emergency Communications Agency. Staff also reached out to several counties in California to learn about their struggles, structural format, and any best practices for long term sustainability. Additionally, the 2016 Municipal Services Review of the Yolo County FPDs, by the Yolo County Local Agency Formation Commission (LAFCo), served as a foundation for the report and is referenced frequently.

Figure 1: Yolo County Fire Protection Districts



Contents

Foreword 3

 Methodology 3

Executive Summary 7

Yolo County Fire Districts Overview 12

 Management 12

 Staffing..... 13

 Budget 14

Proposition 172 15

Challenges..... 20

 Staffing..... 20

 Service Calls..... 24

 Sufficient Funding..... 26

Organizational Model Research 32

Proposed Sustainability Options..... 34

 Committee Exploration 34

Evaluation Criteria..... 35

 Option 1: Status Quo 35

Assessment 35

 Option 2: Provide Proposition 172 Funding to Districts 37

Assessment 38

 Option 3: Coordinating Agency with Paid Staffing for All Stations 43

Assessment 49

 Option 4: Coordinating Agency with Paid Staffing at 4 Stations 51

Assessment 59

Short and Long Term Opportunities 62

Appendix A: Apparatus..... 63

Appendix B: County Case Studies..... 65
Appendix C: Letters from Fire Protection Districts..... 70

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Executive Summary

The long-term sustainability of the Yolo County volunteer fire protection districts (FPDs) is threatened by a declining volunteer base, increasing call volumes, and the increasing cost of operations. In July 2019 the Yolo County Board of Supervisors directed staff to work with the FPDs to develop a long-term sustainability plan and formed the Yolo County Fire Protection Sustainability Board Ad Hoc Committee for this purpose. Through careful review of data and evaluations of other county models, the committee has developed long-term sustainability options for Board and FPD consideration, including an option (Option 2) provided by a subset of FPD committee representatives.

Challenges

The Yolo County FPDs are experiencing three significant challenges: the recruitment and retention of volunteers, increases in calls for service, and obtaining sufficient funding to maintain operations.

Staffing

The Yolo County FPDs are experiencing the same decrease in volunteers and increase in service calls seen across the nation and state. The total number of active volunteers, not including paid staff, for all the Yolo County FPDs has steadily decreased. In fact, between 2008 and 2018 volunteers dropped by 29%, an average of 2.9% each year. However, an increase in volunteers was seen in recent years for 2019 and 2020 displays. This may be a result of efforts by the FPDs to recruit volunteer personnel and/or an influx of volunteers due to changed circumstances resulting from the COVID-19 pandemic in 2020. This experience also varies by district with some, such as Clarksburg FPD, maintaining a relatively stable volunteer base.

Additionally, paid staffing among the FPDs has tripled since 2008. This increase may be a result of decreases in volunteer personal. Between 2008 and 2020 staffing increased by 9 full time positions and 1.25 part-time positions. This places an initial financial burden on FPDs.

Overall, despite recent increases, the national trend for volunteer firefighters and the overall trend for the past ten years still suggests a continued decline in volunteer staffing in the future.

Service Calls

Service calls have increased for Yolo County FPDs. These include calls for fire, medical and other emergency incidents. As reported by each of the Yolo FPDs, from 2013 to 2020 service calls increased by 42.7% (an average of 6.1% annually). Service calls may have increased more significantly for 2020 due to the COVID-19 pandemic. However, if service calls continue to increase by 6.1% annually over the next ten years that would amount to a 61% increase. The increase in service calls coupled with the decrease in volunteers, creates a burden on the FPDs to maintain service levels.

Funding

Another challenge facing FPDs across the country is obtaining sufficient funding to maintain operations. Over the years rising costs for equipment and the need to obtain paid staffing has created a financial strain on FPDs. The largest expense for most is the cost to obtain, maintain and replace apparatus and equipment. The Yolo County Fire Chiefs estimated the cost of a quality ladder truck from \$900,000-\$1,500,000 and a fire pumper truck ranging from \$500,000-\$750,000; with the costs often increasing 3-5% each year. Over the years the prices have risen due to evolving technology and safety standards.

The high costs have led to the use of apparatus past its recommended service life. For apparatus service life, the National Fire Protection Association (NFPA) recommends placing properly maintained apparatus in reserve status when over 15 years of age and replacing after 25 years of age.¹ Currently, the 11 direct service FPDs have 72 apparatus collectively of which 30% are at or above 25 years of life and 11% are nearing end of service life within the next 5 years. The cost to replace all of the apparatus over 25 years of age with a new apparatus amounts to approximately \$7,245,000. Current reserves are not sufficient among FPDs to cover this cost.

Fiscal challenges are also seen in capital improvement needs and maintaining a balanced budget. Out of thirteen stations evaluated among the eleven direct service FPDs, half needed capital improvements or maintenance. These needs varied in severity and included floor repairs, building repairs and expansions, a new exhaust system and water well, and shower repairs. Additionally, several FPDs in Yolo County have been highlighted as having financial sustainability issues. The 2016 LAFCo MSR identified sustainability concerns with almost half of the FPDs. A recent example was seen with the No Man's Landing FPD which experienced a FY19-20 budget deficit of

¹ National Fire Protection Association 1911. "Appendix D.1: General". 2017.

\$6,000 and a FY20-21 budget deficit of \$10,000 that was covered by Yolo County utilizing one-time funding.

Proposed Sustainability Options

To tackle these challenges, the Yolo County Fire Protection Sustainability Board Ad Hoc Committee explored long term sustainability options. Four options are included in this report, including a proposal (Option 2) from a subset of FPD representatives of the committee.

Options	Description
<p>Option 1: Status Quo</p> <p>Model: Independent and Dependent FPDs Annual Cost: \$0</p>	<p>Proposes to continue with the provision of FPD services in their current state. This means that operations would continue as is with no intervention in the form of additional funding or operational changes.</p>
<p>Option 2: Provide Proposition 172 Funding to Districts</p> <p>Model: Independent and Dependent FPDs Annual Cost: \$2,807,491</p>	<p>Proposes allocation of 13% of the County Proposition 172 funds for distribution amongst the 15 FPDs. Each district would utilize the funds to address their unique needs related to staffing, training, and equipment as established in an Improvement Plan. The County would provide funding gradually, reaching 13% by 2029-2030.</p>
<p>Option 3: Coordinating Agency with Paid Staffing for All Stations</p> <p>Model: Coordinating Agency Annual Cost: \$6.9 to \$8.5 million+</p>	<p>Proposes the utilization of a regional fire services framework where an agency would serve as a coordinating administrative body while FPDs retain their independence. Paid staffing would be provided for all of the Yolo County fire stations that provide direct services to supplement existing volunteer staff, including a shared administrative staffer. Additionally, FPDs would reduce their inventory to only a core set of apparatus and utilize a shared apparatus reserve. The coordinating agency would oversee the paid staffing and apparatus reserve and assist with collaborative cost saving measures such as consolidated training. Funding would be provided through a combination of various sources and managed by the coordinating agency.</p>
<p>Option 4: Coordinating Agency with Paid Staffing at 4 Stations</p> <p>Model: Coordinating Agency Annual Cost: \$2.1 to \$2.5 million+</p>	<p>Proposes the same model as Option 3, but instead of staffing for all stations the coordinated agency would oversee paid staffing at 4 key stations to supplement volunteers and assist nearby volunteer stations.</p>

These options are evaluated in the report to determine benefits and challenges using the following criteria and desired outcomes:

Evaluation Criteria

- **Staffing meets NFPA standards**
 - Sufficient number of staff on-duty/available to respond to service calls within NFPA response times
 - All staff current on training requirements

- **Resources are maximized and maintained to NFPA standards**
 - Sustainable funding for maintenance and replacement of apparatus and equipment to NFPA standards
 - Shared apparatus (reduction of duplicate apparatus) amongst FPDs where feasible

- **Districts have sufficient funding for operations**
 - Districts have balanced budgets and funding does not exceed need.
 - Sustainable funding for capital improvements, personal protective equipment, training, or other operational needs.

- **Cost of Proposal is Feasible**
 - Cost and proposed funding sources are reasonable

Desired Outcomes

- Increased staffing
- Reduced out of home jurisdiction responses by FPDs
- Increased % of apparatus below 25 years of age
- Balanced budgets

Short and Long-Term Opportunities

Whichever option or combination of options is deemed preferable by the parties involved, Yolo County will continue to collaborate with the FPDs towards a thoughtful implementation. To begin the implementation process, a number of opportunities may be undertaken by the Yolo County Board of Supervisors based on the options presented.

<p style="text-align: center;">Short Term</p>	<ul style="list-style-type: none"> • Set aside a portion of Proposition 172 funds for fire services • Lobby to move the Cal Fire station to Cr 27 & 505 near Winters • Consider initial governance options Depending on the preferred option, coordination and oversight will be needed by a supervisory body of the Yolo County Board of Supervisors. Potential governance options are as follows: <ul style="list-style-type: none"> ○ <i>BOS acts as countywide coordinating agency</i> ○ <i>BOS sets up separate fire authority and sits as initial fire authority board.</i>
<p style="text-align: center;">Long Term</p>	<ul style="list-style-type: none"> • Establish long term implementation plan and appropriate governance structure Based on the preferred option, Yolo County will work with the FPDs to refine and implement a long-term sustainability plan with the oversight of an initial governance body. In the long-term the plan may require the establishment of a permanent governance structure such as a coordinating agency.

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Yolo County Fire Districts Overview

The following provides an overview of the management, operations, and budget of the FPDs.

Management

Yolo County has fifteen fire protection districts (FPDs). These FPDs provide fire services (known as direct service provision) or contract with a city fire department to provide fire services in their jurisdiction (known as indirect service provision).

Eleven of the FPDs in Yolo County provide direct services with staff comprised of all volunteers or a combination of volunteer and paid individuals. The districts operate with funds collected or raised in each district, which are utilized to pay for operating, equipment costs, and capital improvements. While each of the direct service FPDs operate independently, with their own separate facilities and equipment, mutual aid agreements exist amongst the districts to share response resources.²

The remaining four FPDs provide indirect services through a contract with a nearby city fire department. These are the East Davis, No Man's Land, Springlake, and Winters FPDs. The fees collected for these districts are used to pay the city fire department for services in accordance with an established contract. For this reason, these FPDs do not own fire stations or apparatus and do not have any staff (volunteer or paid) outside of their appointed Board members.

Each FPD is managed by an appointed five-member policy board, except for the Yolo FPD which has an elected three-member Board of Directors. Of the fifteen FPDs, the Yolo County Board of Supervisors has "control" over ten FPDs which means, under state law, the Board can delegate any or all its power to a Board of Fire Commissioners. The remaining five FPDs are under local control with their own governing board (see Table 1). Every FPD chief also serves as a member of the Yolo County Fire Chiefs Association which assists in coordination and communication among the various agencies.

² Yolo Local Agency Formation Commission. *Municipal Services Review*. 2016.

Table 1: FPD Management

FPD	Date Organized	Control	Board	Direct or Indirect	Contract
Capay	January 18, 1927	Board of Supervisors	Appointed	Direct	N/A
Clarksburg	December 17, 1946	Local	Appointed	Direct	N/A
Dunnigan	July 19, 1927	Board of Supervisors	Appointed	Direct	N/A
East Davis	January 23, 1953	Board of Supervisors	Appointed	Indirect	City of Davis
Elkhorn	May 24, 1965	Local	Appointed	Direct	N/A
Esparto	April 21, 1931	Board of Supervisors	Appointed	Direct	N/A
Knights Landing	May 11, 1942	Board of Supervisors	Appointed	Direct	N/A
Madison	May 5, 1950	Local	Appointed	Direct	N/A
No Man's Land	August 5, 1974	Board of Supervisors	Appointed	Indirect	City of Davis
Springlake*	July 9, 1942	Board of Supervisors	Appointed	Indirect	Cities of Davis, Woodland & UC Davis
West Plainfield	January 6, 1930	Board of Supervisors	Appointed	Direct	N/A
Willow Oak	June 7, 1937	Board of Supervisors	Appointed	Direct	N/A
Winters	May 20, 1930	Board of Supervisors	Appointed	Indirect	City of Winters
Yolo	April 3, 1939	Local	Elected	Direct	N/A
Zamora	November 28, 1938	Local	Appointed	Direct	N/A

Source: Yolo LAFCo, "MSR," 2016 and the Yolo County Board of Supervisors, meeting 1986

*On December 17, 2019, upon request from the Springlake FPD Board of Directors, the Yolo County Board of Supervisors adopted a resolution establishing the Springlake FPD as a dependent district.

Staffing

Staffing for each of the FPDs varies by the direct/indirect management structure and the agency itself. The indirect service FPDs, that contract with a city fire department, receive the services of that city's career and volunteer staff. For that reason, the only personnel of these FPDs are the appointed board, which are unpaid.

For the FPDs that perform direct services, the format of personnel depends on the district; a breakdown is provided in Table 2. Every FPD has a Fire Chief appointed by their board. This position oversees the volunteers and any paid staff. These FPDs rely heavily on volunteers for operation with volunteers comprising the vast majority of personnel. This assists in providing significant cost savings to the agencies which would otherwise have to hire personnel. Four of the direct service FPDs rely entirely on volunteer personnel while the remaining seven FPDs employ paid staff along with their volunteers. The personnel, both paid and volunteer, can serve multiple functions in the FPDs including administrative support, emergency medical, firefighter, and/or driver/operator for apparatus.

Table 2: FPD Personnel, 2020

Fire Protection Districts	Paid Personnel		Volunteer Personnel*
	Full Time	Part Time	
Capay FPD	0	0.5	18
Clarksburg FPD	0	0	20
Dunnigan FPD	1	0.25	-
East Davis FPD**	0	0	0
Elkhorn FPD	0	0	10
Esparto FPD	2	0.25	18
Knights Landing FPD	0	0	13
Madison FPD	2	0.5	20
No Man's Land FPD**	0	0	0
Springlake FPD**	0	0	0
West Plainfield FPD	3	0.75	22
Willow Oak FPD	4	0	13
Winters FPD**	0	0	0
Yolo FPD	1	0	22
Zamora FPD	0	0	15
TOTAL	13	2.25	171*

*Does not include paid personnel and does not include any volunteer numbers for the Dunnigan FPD as this data was not available.

**Indirect service FPD

Source: Yolo County FPDs, 2018

Budget

State law dictates the budgeting practices and format for the local FPDs. According to a 2016 Yolo County LAFCo MSR, all the districts appeared to conform to the state budgeting practices required by law as well as industry-recognized best practices for public agencies.³

Revenue

FPDs have a combination of stable and variable income sources. The stable ongoing revenue sources, coming from taxes and fees, make up most of the income for the FPDs at around 81%. All the districts receive a share of the local property taxes, which often serve as the largest source of stable revenue. Some of the FPDs also receive funds from a parcel tax benefit assessment (which requires a majority approval from voters) and/or development impact fees.

Variable income for the FPDs come from a variety of different sources. This can include interest accrual, intergovernmental revenue, service charges, donations, and

³ Yolo Local Agency Formation Commission. *Municipal Services Review*. 2016.

grants. Five of the districts, Capay Valley, Esparto, Madison, Willow Oak, and Yolo, receive an annual portion of tribal compact funds allocated from the County.

Due to the number of income sources, which differ by the size of the district and property valuations, the amount of revenue can vary greatly by FPD as shown in Table 3.

Expenses

The expenses for the direct service FPDs differ significantly from the indirect service districts. For indirect service districts almost all the revenue goes towards the payment of the service contract with the cities. However, direct service FPDs must utilize revenue for cost of operations. Generally, the largest expense for these districts is maintenance and replacement of capital infrastructure which includes fire equipment, fire stations, and apparatus.

To prepare for these capital infrastructure needs as well as any contingencies, including the ending of a contract with the cities, all the direct and indirect FPDs raise and store revenue in fiscal reserves (see Table 4). For this reason, the FPDs generally net revenue each year but this amount can vary dramatically from year to year, particularly if any capital asset purchases or facility repairs are made.

Proposition 172

For the purposes of this report, it is important to detail how Proposition 172 funds are administered in Yolo County.

In 1993 Proposition 172 was enacted in California, establishing a half-cent sales tax statewide to support local public safety functions in cities and counties. These funds were meant to partially replace losses in property tax funds which were shifted from local agencies to local school districts, referred to as the Educational Revenue Augmentation Fund (ERAF). The Proposition 172 funds can be distributed to local public safety agencies such as law enforcement, fire, corrections, district attorney, probation, and county district attorneys. For counties the Board of Supervisors determines distribution of the funds.⁴ Since these funds only partially replaced property tax losses from ERAF, their distribution is carefully determined.

Proposition 172 Sonoma County Example

Sonoma County is incorporating fire services into their Proposition 172 allocations using growth rate. Fire services receive 50% of Sonoma County's Proposition 172 fund growth up until they reach a total of 8% of the overall fund.

⁴ Yolo Local Agency Formation Commission. *Municipal Services Review*. 2016, 57.

Table 3: Yolo County FPD Revenue Sources for FY19-20

FPD	Ongoing Stable Revenues			Investments	Intergovern- -mental Revenue	Service Charges*	Other	Total
	Property Tax	Benefit Assessment	Development Impact Fees					
Capay Valley	\$178,215.12	\$0	\$15,134.42	\$34,373.50	\$246,757.85 **	\$2,537.64	\$0	\$471,943.25 **
Clarksburg	\$94,859.47	\$81,715.46	\$20,473.48	\$20,414.08	\$9,170.75	\$3,489.83	\$0	\$230,123.07
Dunnigan	\$195,949.54	\$0	\$12,568.65	\$13,008.03	\$2,357.69	\$74,182.24	\$256.96	\$298,323.11
East Davis	\$574,281.72	\$210,805.94	\$0	\$44,479.33	\$18,552.25	\$0	\$0	\$848,119.24
Elkhorn	\$46,379.85	\$67,368.00	\$0	\$8,721.99	\$35.67	\$0	\$0	\$124,005.51
Esparto	\$181,111.57	\$76,020.00	\$19,795.51	\$21,385.11	\$53,640.12	\$11,968.00	\$72.16	\$363,992.47
Knights Landing	\$88,812.83	\$15,701.82	\$100.00	\$14,083.33	\$10,285.28	\$2,592.50	\$0	\$131,575.76
Madison	\$187,743.27	\$31,933.02	\$2,758.65	\$17,006.54	\$31,451.52	\$14,742.48	\$350.34	\$285,985.82
No Man's Land	\$9,674.87	\$16,259.14	\$0	\$800.05	\$7,274.67	\$0	\$0	\$19,459.39
Springlake	\$488,226.33	\$50,961.80	\$0	\$5,479.92	\$1,121.86	\$0	\$0	\$545,789.91
West Plainfield	\$335,940.22	\$0	\$0	\$17,960.83	\$1,580.13	\$32,709.70	\$1,359.99	\$389,550.87
Willow Oak	\$351,406.09	\$58,717.40	\$36,021.88	\$30,856.02	\$31,841.40	\$28,685.35	\$7,676.93	\$545,205.07
Winters	\$347,433.93	\$0	\$0	\$14,743.79	\$2,672.20	\$0	\$0	\$364,849.92
Yolo	\$113,643.55	\$32,806.60	\$78,798.40	\$4,829.74	\$30,464.64	\$3,222.40	\$3,915.54	\$267,680.87
Zamora	\$136,023.17	\$16,457.00	\$0	\$18,991.90	\$240.27	\$2,406.48	\$12,000	\$186,118.82

* Revenue that may fall under the "Service Charges" category includes strike team or state response.

** Includes \$199,431.00 one-time provision from the Yocha Dehe Wintun Nation

Source: Yolo County Department of Finance

Table 4: Yolo County FPD Revenue, Expenses & Reserves

District		FY17-18	FY18-19	FY19-20	Reserve Funds As of July 1, 2020*	
Capay FPD	Revenue	\$276,562.41	\$250,650.87	\$471,943.25	Committed	\$0
	Expenses	\$74,639.49	\$103,551.63	\$503,942.38	Assigned	\$128,434.13
	E/R Ratio	26.99%	41.31%	106.78%	Unassigned	\$909,384.79
Clarksburg FPD	Revenue	\$195,940.19	\$285,474.16	\$230,123.07	Committed	\$4,411.07
	Expenses	\$161,860.97	\$133,112.28	\$68,771.51	Assigned	\$477,523.42
	E/R Ratio	82.61%	46.63%	29.88%	Unassigned	\$108,892.18
Dunnigan FPD	Revenue	\$264,907.24	\$354,254.35	\$298,323.11	Committed	\$40,751.03
	Expenses	\$230,705.01	\$253,804.81	\$261,441.89	Assigned	\$206,195.98
	E/R Ratio	87.09%	71.64%	87.64%	Unassigned	\$159,859.83
East Davis FPD**	Revenue	\$764,972.09	\$819,998.06	\$848,119.24	Committed	\$0
	Expenses	\$718,423.96	\$708,743.68	\$290,245.02	Assigned	\$1,326,553.31
	E/R Ratio	93.92%	86.43%	34.22%	Unassigned	\$120,633.87
Elkhorn FPD	Revenue	\$121,037.02	\$244,035.10	\$124,005.51	Committed	\$0
	Expenses	\$23,502.73	\$241,206.37	\$174,835.36	Assigned	\$0
	E/R Ratio	19.42%	98.84%	140.99%	Unassigned	\$346,491.94
Esparto FPD	Revenue	\$403,432.72	\$378,075.05	\$363,992.47	Committed	\$77,523.91
	Expenses	\$420,854.01	\$209,654.39	\$290,245.02	Assigned	\$333,080.26
	E/R Ratio	104.32%	55.45%	79.74%	Unassigned	\$279,157.77
Knights Landing FPD	Revenue	\$107,827.51	\$125,263.54	\$131,575.76	Committed	\$115,482.01
	Expenses	\$78,159.18	\$89,481.52	\$87,685.51	Assigned	\$155,983.40
	E/R Ratio	72.49%	71.43%	66.64%	Unassigned	\$189,059.74
Madison FPD					Restricted	\$36,042.26
	Revenue	\$308,435.01	\$416,442.46	\$285,985.82	Committed	\$28,308.84
	Expenses	\$234,211.03	\$368,317.78	\$280,596.67	Assigned	\$38,358.25
	E/R Ratio	75.94%	88.44%	98.12%	Unassigned	\$304,110.11
No Man's Land FPD**	Revenue	\$24,550.10	\$34,619.84	\$19,459.39	Committed	\$4,895.04
	Expenses	\$1,493.22	\$37,522.36	\$38,591.77	Assigned	\$55,404.00
	E/R Ratio	6.08%	108.38%	198.33%	Unassigned	-\$41,697.56
Springlake FPD**	Revenue	\$483,662.22	\$540,083.52	\$545,789.91	Committed	\$0
	Expenses	\$486,300.36	\$537,303.20	\$545,931.65	Assigned	\$0
	E/R Ratio	100.55%	99.49%	100.03%	Unassigned	\$142.18
West Plainfield FPD	Revenue	\$362,169.13	\$603,067.22	\$389,550.87	Committed	\$0
	Expenses	\$278,698.94	\$494,123.04	\$356,280.02	Assigned	\$564,877.86
	E/R Ratio	76.95%	81.93%	91.46%	Unassigned	\$36,558.07

Willow Oak FPD	Revenue	\$557,467.23	\$1,074,816.42	\$545,205.07	Committed	\$112,987.28
	Expenses	\$421,800.75	\$1,064,022.82	\$726,055.66	Assigned	\$611,270.59
	E/R Ratio	75.66%	99%	133.17%	Unassigned	\$102,367.14
Winters FPD**	Revenue	\$320,412.63	\$361,979.13	\$364,849.92	Committed	\$85,001.60
	Expenses	\$313,751.39	\$362,278.69	\$370,123.43	Assigned	\$387,191.36
	E/R Ratio	97.92%	100.08%	101.45%	Unassigned	\$38,349.95
Yolo FPD					Restricted	\$8,568.27
	Revenue	\$208,330.04	\$447,060.70	\$267,680.87	Committed	\$13,242.74
	Expenses	\$150,910.08	\$650,663.92	\$178,160.70	Assigned	\$35,337
	E/R Ratio	72.44%	145.54%	66.56%	Unassigned	\$118,003.48
Zamora FPD	Revenue	\$187,026.05	\$166,908.80	\$186,118.82	Committed	\$0
	Expenses	\$138,100.24	\$59,499.07	\$101,220.10	Assigned	\$522,493.06
	E/R Ratio	73.84%	35.65%	54.38%	Unassigned	\$38,335.36

Source: Yolo County Department of Finance

The use of Proposition 172 funds varies by county with some providing a portion of total funds or specific contributions for apparatus. For example, Nevada County provides a significant portion of its Proposition 172 funds towards its eight FPDs (with mostly paid staff), one small volunteer FPD, and a county water district that provides fire services.⁵ Similarly, Sonoma County fire services receive 50% of Proposition 172 fund growth up until they reach a total of 8% of the funding.⁶ This means that each year half of the newly available Proposition 172 funds, which are not allocated to any particular agency, are provided to fire services. However, it is estimated that around 15 counties do not include FPDs in their Proposition 172 fund distributions.⁷ The variation may be a result of counties allocating Proposition 172 funding towards the public safety activities they were already funding prior to ERAF.

In Yolo County, the use of Proposition 172 funds does not include a distribution to the local FPDs, which also did not receive funding from the County pre-ERAF. Rather funds are split between the District Attorney, Probation Department and Sheriff's Office as shown in Table 4. While the Proposition 172 funds were originally intended to offset the loss of ERAF for local public safety agencies, the funds have not fully covered that loss and the net shortfall continues to grow (see Table 5). Estimations for FY2019-2020 displayed a net shortfall of \$19,208,460 for Yolo County when comparing the ERAF Shift and Prop 172 amounts, which is an increase from the FY2017-2018 net

⁵ "Fire Services Follow Up", San Luis Obispo, Local Agency Formation Commission. 2018.

⁶ Sonoma County. *Fiscal Year 2018-2019 Recommended Budget Sonoma County*. June 30, 2018.

⁷ Anderson, Glenda. "Mendocino County fire districts to get cut of public safety tax." *The Press Democrat*. May 8, 2016.

shortfall of \$16,675,839. Ultimately, this means that the Prop 172 funds do not cover the full public safety needs in Yolo County. Therefore, to provide these funds to the local FPDs, funds would need to be taken away from other public safety agencies; a recent distribution list is provided in Table 5.

Table 4: Yolo County Prop 172 Budgeted Distributions FY2019-2020

Agency	Budgeted Distribution
District Attorney's Office	\$4,319,217 (20%)
Probation Department	\$4,319,217 (20%)
Sheriff's Office	\$12,957,650 (60%)
TOTAL	\$21,596,084

Table 5: Estimated ERAF Shift and Prop 172 Amounts for FY2019-2020

	ERAF Shift Amounts	Prop 172 Amounts	Net Shortfall*
Yolo County	\$40,804,544	\$21,596,084	-\$19,208,460
Cities	\$10,575,829	\$1,136,636	-\$9,439,193
Special Districts*	\$1,145,434	\$0	-\$1,145,434

*Fire districts, as well as other special districts, are included in the ERAF shift.

Source: Yolo County Department of Finance

Challenges

FPDs across the nation are facing three significant challenges: the recruitment and retention of volunteers, increases in calls for service, and obtaining sufficient funding to maintain operations. While felt nationally these struggles are also occurring across the state of California and locally within the FPDs of Yolo County. What follows is a description of those challenges among the Yolo County FPDs.

Staffing

A large base of reliable trained volunteers is the backbone of the volunteer FPDs. Despite the strong reliance on volunteer firefighters, FPDs across the nation and state have struggled with a steadily decreasing volunteer base. As shown in Figures 1 and 2, volunteer numbers in the U.S. have fluctuated since the 1980s and have recently hit their lowest in the past thirty years. When the rates of volunteer firefighters per 1,000 people protected for mostly or all volunteer departments are examined, the rates show a downward trend and range from a high of 8.05 in 1987 to a low of 5.8 in 2017 per 1,000 population protected. This problem is further exacerbated by the triple increase in calls for service.⁸

The reduction in volunteer firefighters is believed to be the result of several causes. These include increased training requirements, time demands, and changes in sociological conditions.

The overall effect of a decline in the recruitment and retention of volunteers, is less staff at FPDs to respond to calls for service. This places a greater burden on paid and volunteer staff to conduct that work. Which can result in burn out for volunteers and further retention issues. Depending on the severity, it can also lead to a reduction in firefighters responding to a call. This can be particularly difficult in rural communities, which often handle the brunt of wildfire activity.⁹

Volunteer Decrease

The Yolo County FPDs are experiencing the same decrease in volunteers and increase in service calls seen across the nation and state. As shown in Figure 3, the total number of active volunteers, not including paid staff, for all the Yolo County

⁸ Volunteer Fire Service Fact Sheet. National Volunteer Fire Council. 2020. <https://www.nvfc.org/wp-content/uploads/2020/03/NVFC-Fact-Sheet-2020.pdf>.

⁹ Verzoni, Angelo. "Shrinking Resources, Growing Concern." NFPA Journal. 2017 (July 1, 2017). <https://www.nfpa.org/News-and-Research/Publications-and-Media/NFPA-Journal/2017/July-August2017/Features/Rural>

FPDs has steadily decreased over the past ten years. In fact, between 2008 and 2018 volunteers dropped by 29%, an average of 2.9% each year.

Figure 1: Number of Volunteer Firefighters and Rate per 1,000 people in U.S.¹⁰

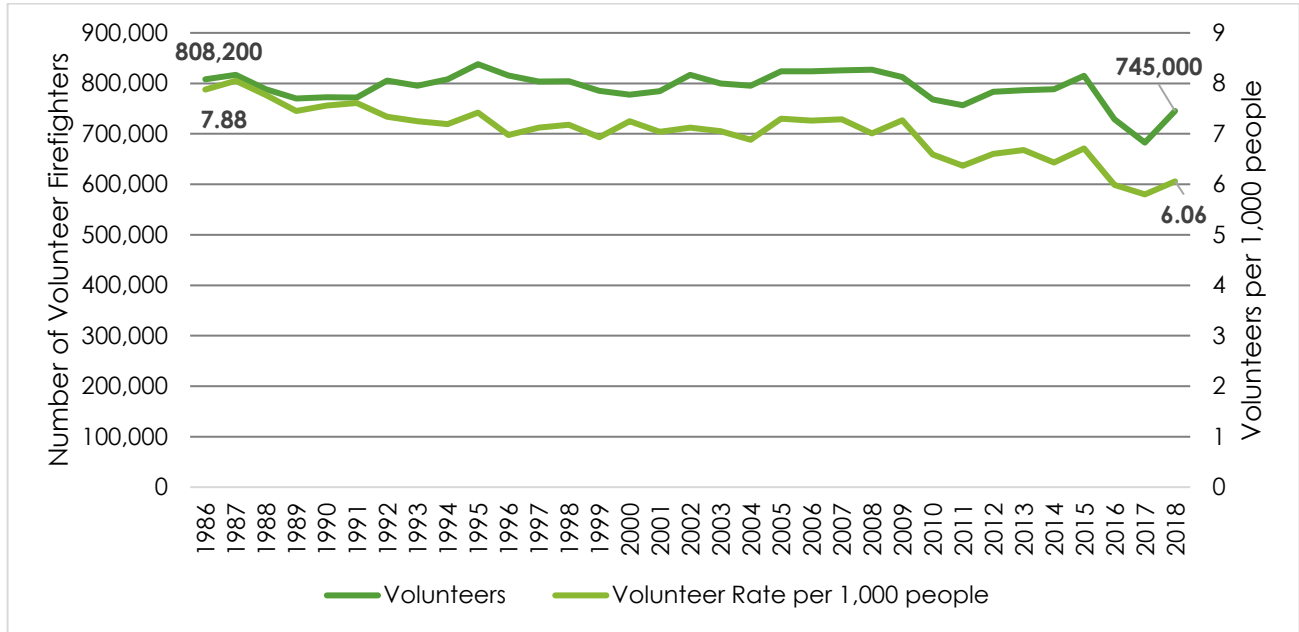
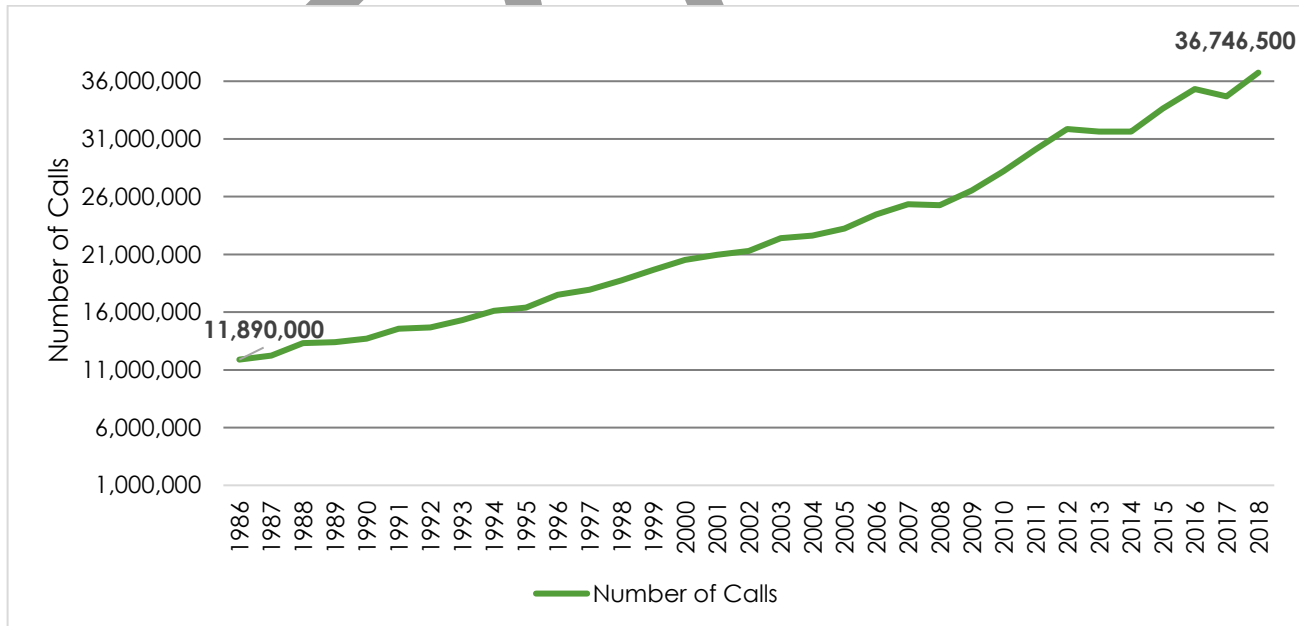


Figure 2: Number of U.S. Fire Department Calls by Year¹¹

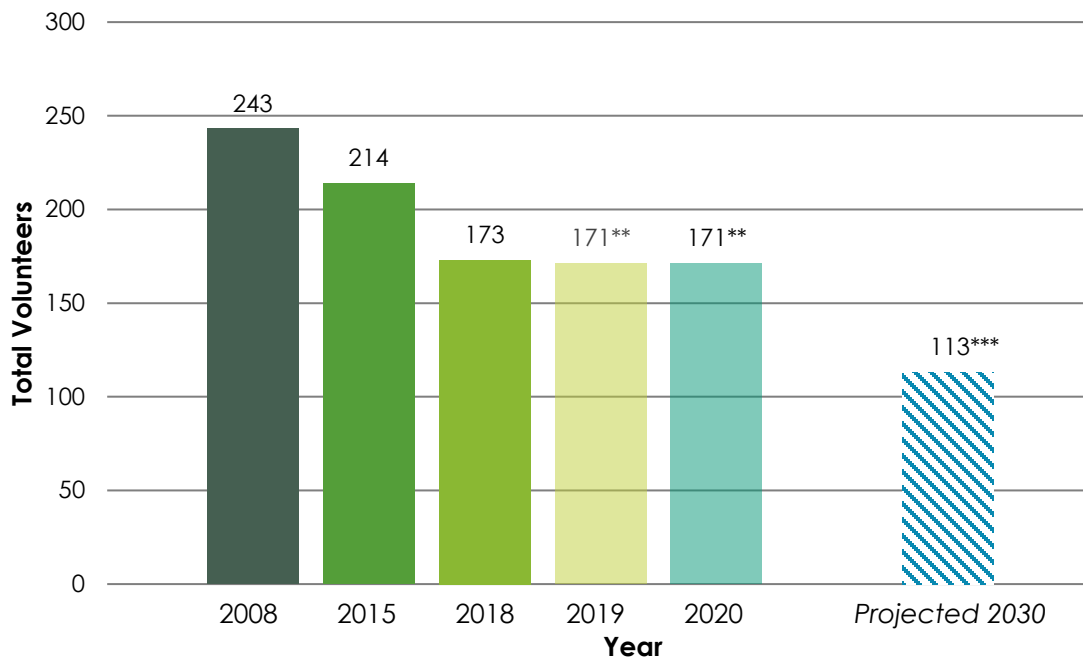


¹⁰ Everts, Ben and Gary Stein. U.S. Fire Department Profile 2018. Report. National Fire Protection Association. 2020, 4.

¹¹ Volunteer Fire Service Fact Sheet. 2020.

If that trend continues, by the year 2030 volunteers could reduce to around 113; less than half the amount of volunteers seen twenty years prior. However, data for 2019 and 2020, which does not include volunteer numbers for Dunnigan FPD, displays an apparent increase in volunteers. This may be a result of efforts by the FPDs to recruit volunteer personnel and/or an influx of volunteers due to changed circumstances because of the COVID-19 pandemic in 2020. While recent years may have since an increase, the national trend for volunteer firefighters and the overall trend for the past ten years still suggests a continued decline in the future.

Figure 3: Total Active Volunteers for Yolo County FPDs, 2008-2020*



Source: Yolo County FPDs, 2020

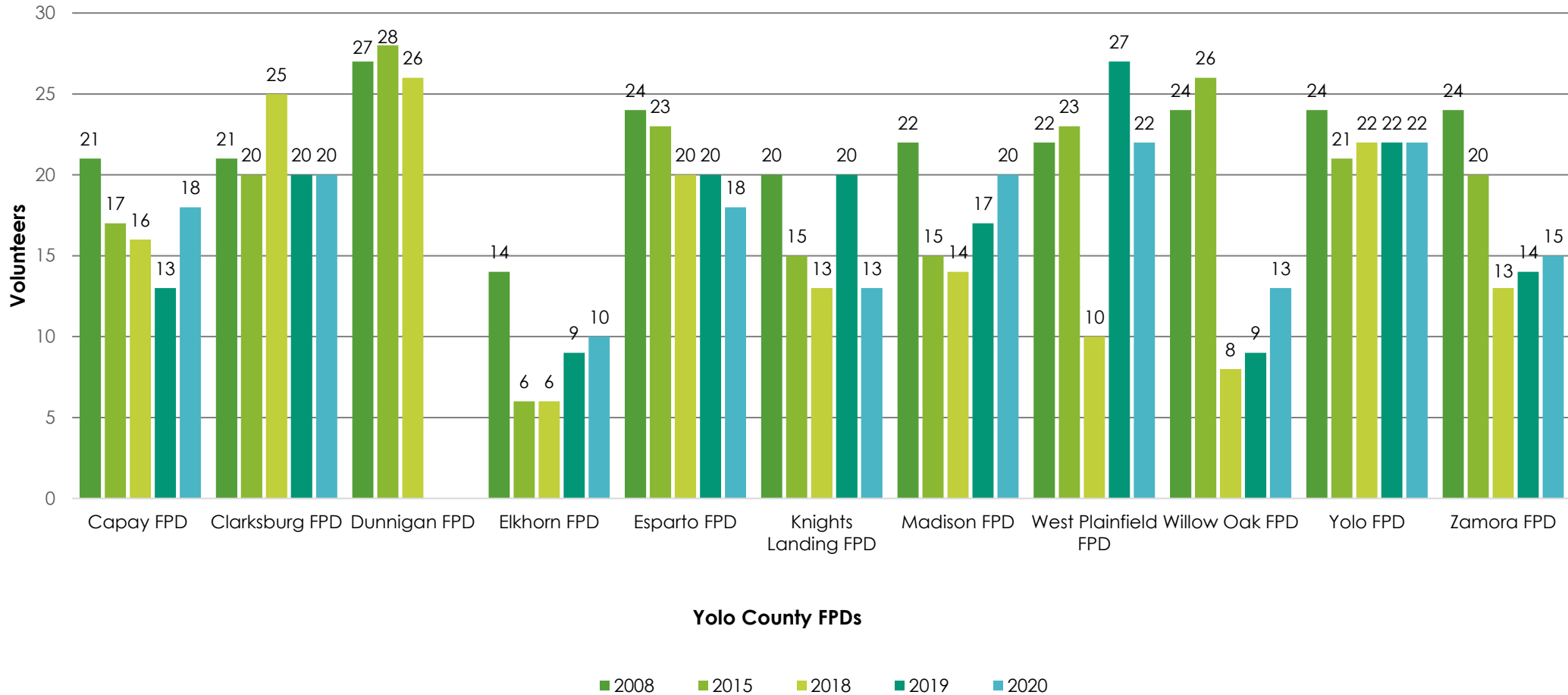
*Includes paid staff and does not include FPDs that provide indirect services.

**Volunteer data for Dunnigan FPD was not available and is therefore not included in the total volunteer numbers for 2019 and 2020

***Projection based on decline between 2008-2018. Data for 2019 and 2020 is incomplete and therefore was not utilized in the projection.

When examining the number of volunteers by individual FPD, the experience varies. Almost all the direct service FPDs have experienced a decrease since 2008 (shown in Figure 4) with recent increases in 2019 and 2020. The most striking decline occurred in

Figure 4: Active Volunteers by Yolo County FPD, 2008-2020*



*Includes paid staff and does not include FPDs that provide indirect services. Volunteer data for Dunnigan FPD was not available and is therefore not included in the total volunteer numbers for 2019 and 2020
 Source: Yolo County FPDs, 2018.

the Elkhorn, West Plainfield, and Willow Oaks FPDs where volunteers dropped by half from 2008 to 2018. These districts have experienced some increases in staff in the past two years, particularly West Plainfield FPD. However, the exception to the volunteer decline is the Clarksburg FPD, which experienced a slight increase over the ten-year period, and the Yolo and Dunnigan FPDs, which remained relatively stable. Data was unavailable for 2019 and 2020 for Dunnigan FPD.

Paid Staffing Increase

As the number of volunteers declines for the Yolo County FPDs, the number of paid staff have increased. As shown in Table 6, from 2008 to 2020, paid staffing tripled. Specifically, staffing increased by 9 full time positions and 1.25 part-time positions. This creates an additional financial burden on the FPDs, which are already struggling to maintain adequate funds for apparatus repair and replacement.

Table 6: Paid Staffing by Direct Service District 2008 to 2020

District	2008		2020		Difference	
	FTE	PT	FTE	PT	FTE	PT
Capay Valley FPD	0	0	0	0.5	0	0.5
Clarksburg FPD	0	0	0	0	0	0
Dunnigan FPD*	0	0.5	1	0.25	1	-0.25
Elkhorn FPD	0	0	0	0	0	0
Esparto FPD	1	0	2	0.25	1	0.25
Knights Landing FPD	0	0	0	0	0	0
Madison FPD	0	0.5	2	0.5	2	0
West Plainfield FPD	0	0	3	0.75	3	0.75
Willow Oak FPD	3	0	4	0	1	0
Yolo FPD	0	0	1	0	1	0
Zamora FPD	0	0	0	0	0	0
Total	4	1	13	2.25	+9	+1.25

Source: Yolo County FPDs, 2018.

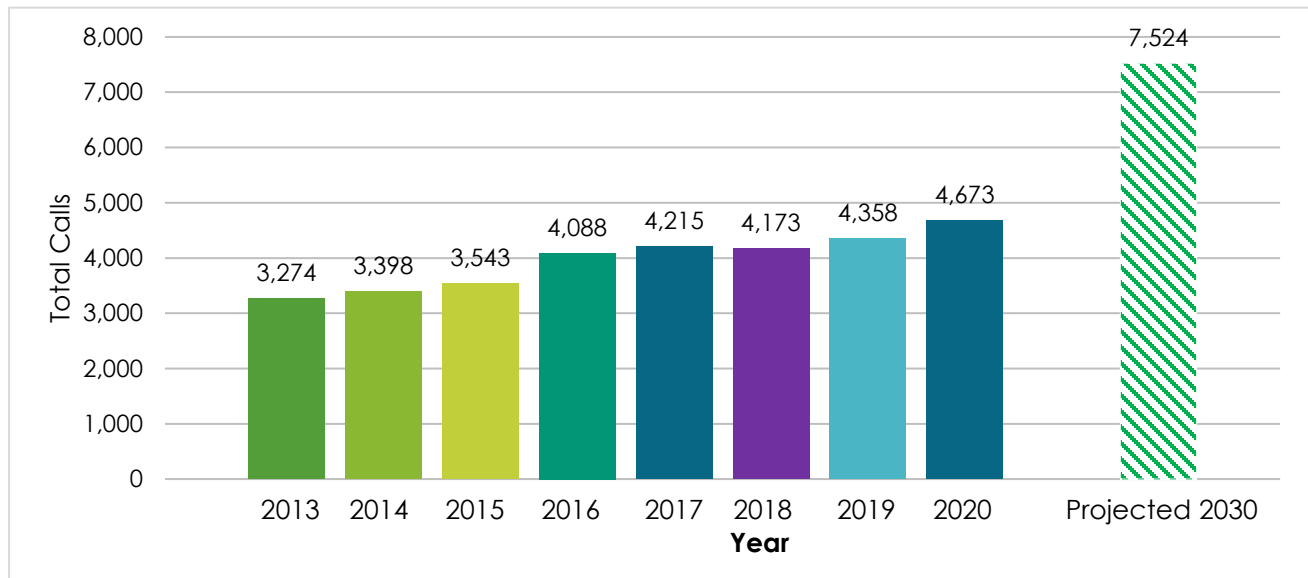
*Paid staffing numbers for 2018 are utilized for Dunnigan FPD.

Service Calls

In addition to the decline in volunteers, service calls have increased for the region. These include calls for fire, medical and other emergency incidents. As reported by each of the Yolo FPDs in Figure 5, from 2013 to 2020 service calls increased by 42.7% (an average of 6.1% annually). Service calls may have increased more significantly for 2020 due to the COVID-19 pandemic. However, if service calls continue to increase by 6.1% annually over the next ten years that would be a 61% increase. The

2016 LAFCo MSR, found the majority of service calls (55%) for all the districts tended to occur for EMS rather than fire (11%).¹²

Figure 5: Total Calls for Service for Yolo County FPDs*



*Data includes services calls for all FPDs, including those providing indirect services. Data for the Winters FPD includes all service calls received for the Winters Fire Department due to difficulties in separating the data.

Source: Yolo County FPDs, 2020.

The increase in service calls coupled with the decrease in volunteers, creates a burden on the FPDs to maintain service levels. By NFPA Standards, response for a structural fire should occur within 14 minutes of receipt of call by the FPD in a rural area and with properly equipped apparatus and a minimum of 6 staff. The 2016 LAFCo MSR found all 15 FPDs met reasonable expectations in both their capacity and adequacy of service. This conclusion was based on measures including the FPDs response time, incident staffing, and turnout time.¹³ However, since staffing numbers have fluctuated since the 2016 study, County staff conducted a point in time review for July 2018. A review of the service calls for July 2018, found that FPDs responded to 92.4% of service calls within their own jurisdiction (158 of 172 calls) within 15 minutes and with appropriate apparatus first on scene. The number of staffing first on scene could not be conclusively determined by available data.

Similarly, some FPDs have noted an increase in the number of automatic aid responses to calls outside of their jurisdiction. Specifically, the Yolo FPD has experienced an increase in the number of calls they responded to outside of their jurisdiction this past year. This includes responding to calls for other Yolo County FPDs as well as for Robbins FPD which is in Sutter County. Ultimately this can result in some

¹² Yolo Local Agency Formation Commission. *Municipal Services Review*. 2016.

¹³ *Ibid*, 2.

FPDs absorbing a higher burden of service calls, potentially due to a lack of sufficient resources at other FPDs to meet service call demands. FPDs do not receive compensation for responding out of jurisdiction, including response conducted for Robbins FPD.

Overall, the data indicates that FPDs are still meeting service call demands collectively, but that some jurisdictions may be absorbing a larger portion of that burden. Long term solutions are needed to alleviate this burden if decreasing volunteers and increasing calls for service are anticipated to continue.

Sufficient Funding

Another challenge facing FPDs across the country is obtaining sufficient funding to maintain operations. Over the years rising costs for equipment and the need to obtain staffing has created a financial strain on FPDs.

Apparatus

The largest expense for most FPDs is the cost to obtain, maintain and replace apparatus and equipment; and the cost of these has increased considerably. Particularly, the various engines and vehicles utilized for service call response. The costs of vehicles are significant, particularly in California where stricter requirements can drive the prices higher than in other parts of the country. The Yolo County Fire Chiefs estimated the cost of a quality ladder truck from \$900,000-\$1,500,000 and a fire pumper truck ranging from \$500,000-\$750,000; with the costs often increasing 3-5% each year. Over the years the prices have risen due to evolving technology and safety standards. In the 1980s a fire pumper truck cost around \$100,000 but is five times that amount today.¹⁴

For apparatus service life, the National Fire Protection Association recommends placing properly maintained apparatus in reserve status when over 15 years of age and replacing after 25 years of age.¹⁵ The Yolo County 2016 LAFCo MSR recommended the maximum service life for apparatus at around 20-25 years.¹⁶ As a result, districts must plan and save years in advance to have sufficient funds to maintain apparatus and equipment within their service life.

Some of the Yolo County FPDs have apparatus past the recommended service life and are thus faced with the high cost of replacing them. Each of the FPDs have their

¹⁴ Senate Veterans Affairs and Emergency Preparedness Committee. Senator Lisa Baker. *A Special Report: The Challenges of Firefighting Today*. 2013-2014 Legislative Session.

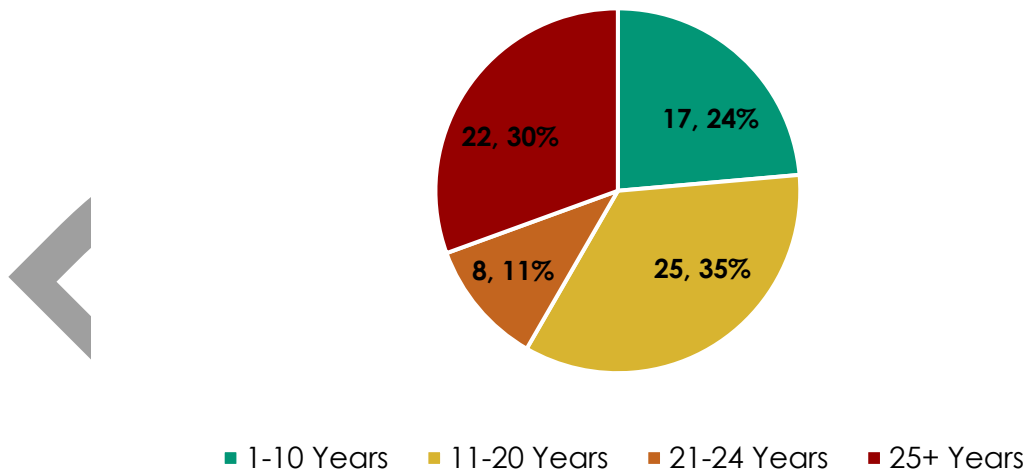
¹⁵ National Fire Protection Association 1911. "Appendix D.1: General". 2017.

¹⁶ Yolo Local Agency Formation Commission. *Municipal Services Review*. 2016, 49.

own apparatus, except for the districts that contract for services with the cities. As previously stated, the recommended service life for district fire apparatus is no more than 25 years. When examined all together, as of 2016, 53% of the 70 fire apparatus/vehicles in the Yolo County FPDs were over 15 years of age, 37% were over 20 years of age, and 29% were over 25 years of age.¹⁷ The estimated cost to replace all of the equipment over 25 years of age was \$5.51 million.¹⁸ As a result, some of the FPDs have taken to lease purchasing some of their apparatus.¹⁹ Ultimately, the district's identified as most in need were Elkhorn, Knights Landing, Madison and Zamora; which each had 40% or more of their apparatus at more than 25 years old.²⁰ For two of the districts, Madison and Elkhorn, their facility space was also deemed not adequate to store one or more of their apparatus.²¹

As of 2020 the direct service FPDs have 72 apparatus, an increase of two since the 2016 LAFCo report. Currently, 22 apparatus (30%) are at or above 25 years of life, a slight increase since the 2016 LAFCo report, with an additional eight apparatus (11%) nearing end of service life within the next five years as shown in Figure 6. Elkhorn FPD and Knights Landing FPD have the highest number of apparatus over its service life. The replacement cost for all apparatus over 25 years of age in 2021 with a new apparatus is listed in Table 7 for each district and amounts to \$7,245,000.

Figure 6: Age Range of Yolo County FPDs' Apparatus



Source: Yolo County FPDs, 2020

¹⁷ Yolo Local Agency Formation Commission. *Municipal Services Review*. 2016, 49.

¹⁸ *Ibid*, 69.

¹⁹ *Ibid*, 75.

²⁰ *Ibid*, 50.

²¹ *Ibid*, 51.

Table 7: Apparatus Replacement Cost

FPD	# of Equipment Age 25 and Over	Total Replacement Cost
Capay Valley FPD	2	\$750,000
Clarksburg FPD	2	\$600,000
Dunnigan FPD	1	\$375,000
Elkhorn FPD	5	\$1,470,000
Esparto FPD	2	\$675,000
Knights Landing FPD	4	\$1,175,000
Madison FPD	2	\$675,000
West Plainfield FPD	1	\$300,000
Willow Oak FPD	0	\$0
Yolo FPD	2	\$675,000
Zamora FPD	1	\$550,000
Total	22	\$7,245,000

To fund repair and replacement of apparatus, each FPD maintains a fiscal reserve fund. However, the balances in these funds varies widely by district and do not appear sufficient in the long term for many districts.²² According to the 2016 LAFCo MSR, capital equipment replacement was a key fiscal issue and the biggest fiscal challenge for the 11 FPDs that provide direct services.²³ The LAFCo MSR, analyzed projected fund balances over a 20-year period for the districts to determine the ability of each district to fund replacement of apparatus at 25 year service life. Ultimately, the report deemed 7 direct service districts not fiscally sustainable when assuming best-case annual revenues and 10 districts were deemed not fiscally sustainable when assuming ongoing stable annual revenues only.²⁴ Based on those results, many of the Yolo County FPDs appear to not have sufficient long-term reserves to meet apparatus replacement needs.

²² Yolo Local Agency Formation Commission. *Municipal Services Review*. 2016, 66.

²³ *Ibid*, 67.

²⁴ *Ibid*, 71.

Capital Improvements

In a review of thirteen stations among the eleven direct service FPDs, half needed capital improvements or maintenance. Members of the Fire Protection Sustainability Ad Hoc Committee conducted a general review of the stations in the fall of 2019. Out of thirteen stations, 6 were found to have an infrastructure need and 1 station had a possible infrastructure need. These needs varied in severity and included floor repairs, building repairs and expansions, a new exhaust system and water well, and shower repairs.

Repairs are often conducted through volunteer work, donations, grants, or use of reserve funds. This can create a further strain on the already limited reserve funds of the FPDs.

Fiscal Sustainability

Several FPDs in Yolo County have been highlighted as having financial sustainability issues. The 2016 LAFCo MSR identified sustainability concerns with almost half of the FPDs, as shown in Table 8. The determinations of the report were based on a fiscal analysis of multiple factors projected over a 20-year period; including fiscal reserves, debt service, expenditure/revenue ratio, ability to fund infrastructure replacement, and infrastructure age. Additionally, the analysis came to its conclusions while using conservative revenue projections and including costs for replacement of capital equipment with new equipment after 25 years of service life.²⁵ Each district was described under one of three categories: contract district, full or partial fiscal capacity, or needs fiscal assistance. It should be noted that these determinations are based on data prior to 2016 and therefore the current fiscal standing of the FPDs may differ.

Contract Districts: The four FPDs that contract for services were all considered fiscally sustainable on a 20 year outlook. Since these districts contract with adjacent cities for fire protection services, they do not have capital infrastructure or the liability associated with that infrastructure.

Despite these projections, the No Man's Landing FPD had a FY19-20 budget deficit of \$6,000 and a FY20-21 budget deficit of \$10,000. The County collaborated with the Fire Chief to request and utilize one-time Rural Initiative funding in the County's FY20-21 adopted budget to cover the deficit. This deficit is anticipated to continue for the No Man's Landing FPD in future years and will require a long-term solution.

²⁵ Yolo Local Agency Formation Commission. *Municipal Services Review*. 2016, 75.

Table 8: Yolo County FPD 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
Esparto	Full or Partial Fiscal Capacity	Sustainable*
Willow Oak	Full or Partial Fiscal Capacity	Sustainable
Zamora	Full or Partial Fiscal Capacity	Sustainable
Clarksburg	Full or Partial Fiscal Capacity	Likely Sustainable
West Plainfield	Full or Partial Fiscal Capacity	Likely Sustainable*
Dunnigan	Needs Fiscal Assistance	Questionable Sustainability
Elkhorn	Needs Fiscal Assistance	Questionable Sustainability
Knights Landing	Needs Fiscal Assistance	Questionable Sustainability
Madison	Needs Fiscal Assistance	Questionable Sustainability
Yolo	Needs Fiscal Assistance	Questionable Sustainability

Source: Yolo Local Agency Formation Commission. Municipal Services Review. 2016, 76.

*Assuming savings from a standardized fire apparatus inventory: where each station has no more than the recommendation of 2 engines, 1 water tender, 1 rescue squad (if had already) and each district has 1 reserve engine.

Districts with Full or Partial Fiscal Capacity:

The Capay Valley, Willow Oak, and Zamora FPDs were all found to be fiscally sustainable on a 20 year outlook with fiscal capacity to replace their capital equipment on its 25 year service life. Some of the other FPDs were found fiscally sustainable if they reduced their fire apparatus inventory to a recommended standardized fire apparatus inventory. This recommended inventory is for each fire station to have no more than 2 engines, 1 water tender, 1 rescue squad (if had already) and each district to have 1 reserve engine.²⁶ The Esparto FPD was found fiscally sustainable if it reduced its fire apparatus inventory. Similarly, the Clarksburg, and West Plainfield FPDs were found likely fiscally sustainable due to the need to reduce some operating expenses or increase revenue and, in the case of West Plainfield, the recommendation to reduce its capital fire apparatus inventory.²⁷

Needing Assistance to Achieve Fiscal Sustainability: Based on the analysis the Dunnigan, Elkhorn, Knights Landing, Madison, and Yolo FPDs were found not fiscally sustainable on a 20 year outlook without significant additional revenues

²⁶ Yolo Local Agency Formation Commission. Municipal Services Review. 2016, 72.

²⁷ Ibid, 80.

to maintain capital infrastructure. This determination was based on financial projections and fire apparatus replacement at the end of service life. The Dunnigan FPD was of particular concern as it was projected to have fiscal instability, even without apparatus replacement. The report also saw potential for the Elkhorn FPD to achieve sustainability by contracting for services with a nearby city fire department. However, the LAFCo MSR report detailed that the districts could reach fiscal sustainability if mitigation measures are taken, such as reduction of expenses, increases of revenue, and replacement of capital equipment with previously-owned equipment.

DRAFT

Organizational Model Research

In reviewing various counties in California there appear four distinct organizational models for fire protection: independent/dependent FPDs, countywide FPDs, contracted fire protection, and coordinating agency.

Independent/Dependent FPDs

One of the most common and traditional models for fire services is a collection of independent and/or dependent FPDs. These districts are generally found in rural areas and are heavily reliant on volunteers. Traditionally, FPDs are formed, funded, and sustained through efforts of the community and the FPD, separate from the county. Although it is not uncommon for counties to provide some financial assistance. An FPD is considered dependent if the county Board of Supervisors serves as the board for the district; otherwise, a FPD is considered wholly independent. This model is seen in Nevada County where there are eight FPDs, one all-volunteer FPD, and a county water district that provide fire and emergency response.²⁸ This is also the model in Yolo County.

Countywide FPD

Under this model one agency serves as the FPD for the majority or entirety of the unincorporated area of a county. The agency will often contract with cities to provide their fire service as well. In this way, the services provided are equal across the region. There appear to be several examples of this model in California. One example is seen in Ventura County which has a countywide fire protection district that is a dependent district of the county. This district serves the entire unincorporated area as well as six of the ten cities.²⁹

Contracted Services

A common model among California counties is to contract with nearby fire departments or Cal Fire for the provision of fire services. In Yolo County some fire districts currently contract with city fire departments to provide fire protection services within their service area. Similarly, in Amador County the Jackson Rancheria

²⁸ "Fire Services Follow Up: A Survey of Several Other Counties." San Luis Obispo, Local Agency Formation Commission, April 2018.

²⁹ Ibid.

and city of Plymouth contract with the Amador Fire Protection District to provide services in their jurisdictions.

Contract arrangements with CalFire also occur and can cover all of the incorporated area or just a particular portion. For example, counties such as Napa, Riverside and Butte contract with Cal Fire to cover all of the unincorporated areas of the county, with the exception of one independent FPD in Butte County.³⁰ While the contract arrangements vary, Cal Fire can provide both fire and emergency medical services. A unique arrangement is also seen in Amador County, where the Amador Fire Protection District pays Cal Fire to keep one station open during the winter months when the station would otherwise close.

In addition, Cal Fire also provides funds through contracts with some FPDs for fire services. In Marin County, Cal Fire provides funds to the Marin County Fire Department for the provision of fire suppression services throughout the state. This includes staffing, fire equipment, administration services, and infrastructure improvements. Marin County therefore provides initial response to fires in State Responsibility Areas.³¹

Coordinating Agency (Regional Fire Services Framework)

In this model, sometimes referred to as a regional fire services framework, an agency serves as an administrative or coordinating body for FPDs. This agency can be a county department, county service area, community services district, joint powers authority, nonprofit or other body. The coordinating body can assist with training, fiscal oversight, cooperative purchasing, recruitment, as well as shared staffing and apparatus. In this way, districts retain their independence while benefiting from some shared resources and assistance through an economy of scale. An example of this model was seen in Sonoma County, which had a department dedicated to administrative oversight and coordination for volunteer fire protection districts in the County. Due to financial and efficiency issues, the County has recently moved to disband the department in favor of having larger consolidated FPDs.

³⁰ "Fire Services Follow Up." San Luis Obispo, Local Agency Formation Commission, April 2018.

³¹ Marin County Fire Department. "Marin County Fire Department Strategic Plan 2017-2020." November 20, 2017.

Proposed Sustainability Options

To tackle the challenges of decreased staff, increased service calls, and insufficient funds, the Yolo County Fire Protection Sustainability Board Ad Hoc Committee was tasked with exploring long term sustainability options. The committee includes representation from the Yolo County Board Supervisors for Districts 3 and 5 as well as representatives from Yolo County FPDs. Four options are included in this report, including a proposal (Option 2) from a subset of FPD representatives of the committee.

Committee Exploration

The Yolo County Fire Protection Sustainability Board Ad Hoc Committee explored long term sustainability options to address three key challenges:

- Decrease in staffing (volunteers)
- Increase in service calls
- Insufficient funds for operations

The committee first began meeting in August 2019. Initial efforts included discussions on the scope of work, the gathering and evaluation of data using GIS, and the assessment of baseline operational standards. To assist in these discussions, a survey was provided at a meeting of the Yolo County Fire Chiefs Association to gather input from each fire district regarding the operational standards utilized for response times, response personnel, and apparatus replacement. The results of the survey identified the National Fire Protection Association (NFPA) 1720 and 1911 standards as the baseline operational standards utilized by the FPDs. Representatives also conducted a review of FPD stations to survey capacity and capital improvement needs.

In February 2020, the committee met with representatives of Amador and Sonoma counties to learn about their experiences tackling similar challenges of low staffing and high costs of apparatus. The committee subsequently gathered input directly from the Yolo County Fire Chiefs on long term needs for their station. These meetings occurred over the course of September 2020 and included discussions on potential methods for increasing funding and staffing.

Based on the research conducted over the 2019 and 2020 year, the Committee sought a long-term sustainability option meeting the following evaluation criteria and desired outcomes:

Evaluation Criteria

- **Staffing meets NFPA standards**
 - Sufficient number of staff on-duty/available to respond to service calls within NFPA response times
 - All staff current on training requirements

- **Resources are maximized and maintained to NFPA standards**
 - Sustainable funding for maintenance and replacement of apparatus and equipment to NFPA standards
 - Shared apparatus (reduction of duplicate apparatus) amongst FPDs where feasible

- **Districts have sufficient funding for operations**
 - Districts have balanced budgets and funding does not exceed need.
 - Sustainable funding for capital improvements, personal protective equipment, training, or other operational needs.

- **Cost of Proposal is Feasible**
 - Cost and proposed funding sources are reasonable

Desired Outcomes

- Increased staffing
- Reduced out of home jurisdiction responses by FPDs
- Increased % of apparatus below 25 years of age
- Balanced budgets

Option 1: Status Quo

The first option is to continue with the provision of FPD services in their current state. This means that operations would continue as is with no intervention in the form of additional funding or operational changes.

Assessment

An assessment of the potential benefits and challenges for this option, compared to the evaluation criteria, is discussed below and summarized in Table 9.

Benefits

This option provides little benefit as it does not address the key challenges of decreased staff, increased service calls, and insufficient funds amongst the

FPDs. While continuing with the status quo results in no fiscal costs to the County or public at this time, the current challenges may increase in severity in future years resulting in more costly intervention needs.

Challenges

In continuing with the status quo, none of the key challenges are addressed. It is likely that without intervention, the number of volunteer staffing will decrease and the number of apparatus past their service life will continue to increase. This creates risk of FPD response to incidents without the NFPA standards for staffing, or potentially not able to respond at all, and the risk of inadequate equipment. These challenges pose a significant risk to the health and safety of the community.

This option also does not address the need for sufficient funding for other operational needs. The districts that are struggling financially will continue to struggle and their financial picture may worsen. Under this option, the burden of finding alternative methods of funding would fall to the FPDs.

Table 9: Option 1 Assessment

Criteria	Assessment
Staffing meets NFPA standards	The number of volunteer staff is likely to continue to decrease making it difficult to meet the NFPA standards for staffing when responding to incidents.
Resources are maximized and maintained to NFPA standards	The number of apparatus past their service life is likely to continue falling below NFPA standards and creating a risk of inadequate equipment.
Districts have sufficient funding for operations	Districts struggling financially would continue to do so unless alternative methods of funding are identified.
Cost is Feasible	This proposal would result in no costs to the County at the present time but could lead to significant issues and intervention needs in the future.

Option 2: Provide Proposition 172 Funding to Districts

A subset of the FPD representatives on the committee provided a proposal for consideration. This proposal requests the County allocate 13% of the County Proposition 172 funds for distribution amongst the 15 FPDs. Each district would utilize the funds to address their unique needs related to staffing, training, and equipment.

Framework

Under this option, FPDs would receive an allocation of 13% of the County Proposition 172 public safety funds. To ensure Proposition 172 funds are used appropriately, each district would develop and submit to the Yolo County Administrator's Office for approval, an Improvement Plan, based on their unique needs and requirements. The plans would strive to meet the NFPA 1720 standards, detail how funds would be spent, and include an evaluation process.

The Yolo County Administrators Office would establish timeline(s) to:

- Update each fire district's call volumes and population to ensure that monies are being allocated appropriately.
- Evaluate each district's Improvement Plan progress.

Distribution Model

The allocation of Prop 172 funding to each FPD would be distributed based on the following model:

- **Equal Distribution** - 70% of the total funds received will be evenly divided between the 15 rural FPDs.
- **Call Volume** - 15% of the total funds received will be based on the average of a district's 3-year call volume. Each district's call volume percentage will be calculated by dividing the district's 3-year call volume against the total 3-year call volume of all 15 rural fire districts. Using a 3-year call volume average, fluctuations based on irregular circumstances are more balanced.
- **District Population** - 15% of the total funds received will be based on each district's population. Each district's population will be calculated by dividing the district's population against the total population of all 15 rural fire districts.

Cost and Funding

Under this option the County would allocate 13% of Prop 172 funds directly to the 15 FPDs annually. In FY2019-2020 that amounts to approximately \$2,807,491 out of the total \$21,596,084 in Proposition 172 funds budgeted. Currently, Prop 172 funding is allocated annually amongst three County departments.

- 60% to the Yolo County Sheriff's Office
- 20% to the Yolo County District Attorney
- 20% to the Yolo County Probation Department

The proposal offers two strategies that would provide funding to the Yolo County FPDs while gradually reducing funding to the other three County departments, displayed in Table 10.

Table 10: Allocation Strategies

Fiscal Year	Strategy #1	Strategy #2
2021-22	8%	5%
2022-23	9%	6%
2023-24	10%	7%
2024-25	11%	8%
2025-26	12%	9%
2026-27	13%	10%
2027-28	13%	11%
2028-29	13%	12%
2029-30	13%	13%

Based on the distribution method, an example of the proposed allocation to each FPD under Strategy 1 is displayed in Figure 7 and under Strategy 2 in Figure 8. The full allocation of 13% is displayed in Figure 9.

Assessment

An assessment of the potential benefits and challenges for this option, compared to the developed criteria, is discussed below and summarized in Table 11.

Benefits

The proposal provides financial assistance to all 15 of the FPDs through an equitable disbursement method driven by data. The FPDs can tailor the funds to where they feel it is needed most within their own department while maintaining their current structures. The funds appear sufficient to tackle at least some of the needs for the FPDs and will allow the No Man's Land Fire Protection District to reach a balanced budget. The gradual drawdown of Proposition

Figure 7: Example of Proposed Distribution- Strategy 1, Year 1 (8%)

Fire Districts	Call Volume 2017	Call Volume 2018	Call Volume 2019	Three Year Total	Average % of 3 Yr Total Call Volume	Three Year Average	Average % of 3 Yr Average Call Volume	District Population (2016 LAFCO MSR)	Percent of Rural County Population	FUNDING MODELS				District Total %
										By Equal Division	By District Call Volume	By District Population	District Totals	
Capay Valley Fire District	124	169	164	457	4%	152	4%	1,250	5%	\$85,864	\$12,203	\$14,018	\$112,085	6%
Clarksburg Fire District	244	223	264	731	7%	244	7%	1,350	5%	\$85,864	\$19,519	\$15,140	\$120,523	7%
Dunnigan Fire District	369	399	498	1,266	12%	422	12%	1,400	6%	\$85,864	\$33,805	\$15,700	\$135,369	7%
Elkhorn Fire District	100	111	135	346	3%	115	3%	370	2%	\$85,864	\$9,239	\$4,149	\$99,252	5%
Esparto Fire District	442	447	495	1,384	13%	461	13%	2,800	11%	\$85,864	\$36,955	\$31,401	\$154,220	8%
Knights Landing Fire District	272	268	267	807	8%	269	8%	1,050	4%	\$85,864	\$21,548	\$11,775	\$119,188	6%
Madison Fire District	257	236	300	793	8%	264	8%	1,390	6%	\$85,864	\$21,175	\$15,588	\$122,627	7%
West Plainfield Fire District	169	133	179	481	5%	160	5%	900	4%	\$85,864	\$12,844	\$10,093	\$108,801	6%
Willow Oak Fire District	396	466	482	1,344	13%	448	13%	4,500	18%	\$85,864	\$35,887	\$50,466	\$172,217	9%
Yolo Fire District	324	368	390	1,082	10%	361	10%	1,300	5%	\$85,864	\$28,892	\$14,579	\$129,334	7%
Zamora Fire District	129	125	127	381	4%	127	4%	350	1%	\$85,864	\$10,173	\$3,925	\$99,963	5%
East Davis Fire District	345	324	0	669	6%	223	6%	1,650	7%	\$85,864	\$17,864	\$18,504	\$122,232	7%
No Mans Land	5	9	0	14	0%	5	0%	300	1%	\$85,864	\$374	\$3,364	\$89,602	5%
Springlake Fire District	292	289	0	581	6%	194	6%	4,500	18%	\$85,864	\$15,514	\$50,466	\$151,843	8%
Winters Fire District	0	0	0	0	0%	0	0%	1,500	6%	\$85,864	\$0	\$16,822	\$102,686	6%
Totals	3,468	3,567	3,301	10,336	100%	3,445	100%	24,610	100%	\$1,287,959	\$275,991	\$275,991	\$1,839,942	100%

Figure 8: Example of Proposed Distribution- Strategy 2, Year 1 (5%)

Fire Districts	Call Volume 2017	Call Volume 2018	Call Volume 2019	Three Year Total	Average % of 3 Yr Total Call Volume	Three Year Average	Average % of 3 Yr Average Call Volume	District Population (LAFCO Info Old)	Percent of Rural County Population	Funding Models				District Total %
										By Equal Division	By District Call Volume	By District Population	District Totals	
Capay Valley Fire District	124	169	164	457	4%	152	4%	1,250	5%	\$53,665	\$7,627	\$8,761	\$70,053	6%
Clarksburg Fire District	244	223	264	731	7%	244	7%	1,350	5%	\$53,665	\$12,199	\$9,462	\$75,327	7%
Dunnigan Fire District	369	399	498	1,266	12%	422	12%	1,400	6%	\$53,665	\$21,128	\$9,813	\$84,606	7%
Elkhorn Fire District	100	111	135	346	3%	115	3%	370	2%	\$53,665	\$5,774	\$2,593	\$62,033	5%
Esparto Fire District	442	447	495	1,384	13%	461	13%	2,800	11%	\$53,665	\$23,097	\$19,626	\$96,388	8%
Knights Landing Fire District	272	268	267	807	8%	269	8%	1,050	4%	\$53,665	\$13,468	\$7,360	\$74,492	6%
Madison Fire District	257	236	300	793	8%	264	8%	1,390	6%	\$53,665	\$13,234	\$9,743	\$76,642	7%
West Plainfield Fire District	169	133	179	481	5%	160	5%	900	4%	\$53,665	\$8,027	\$6,308	\$68,000	6%
Willow Oak Fire District	396	466	482	1,344	13%	448	13%	4,500	18%	\$53,665	\$22,430	\$31,541	\$107,636	9%
Yolo Fire District	324	368	390	1,082	10%	361	10%	1,300	5%	\$53,665	\$18,057	\$9,112	\$80,834	7%
Zamora Fire District	129	125	127	381	4%	127	4%	350	1%	\$53,665	\$6,358	\$2,453	\$62,477	5%
East Davis Fire District	345	324	0	669	6%	223	6%	1,650	7%	\$53,665	\$11,165	\$11,565	\$76,395	7%
No Mans Land	5	9	0	14	0%	5	0%	300	1%	\$53,665	\$234	\$2,103	\$56,001	5%
Springlake Fire District	292	289	0	581	6%	194	6%	4,500	18%	\$53,665	\$9,696	\$31,541	\$94,902	8%
Winters Fire District	0	0	0	0	0%	0	0%	1,500	6%	\$53,665	\$0	\$10,514	\$64,179	6%
Totals	3,468	3,567	3,301	10,336	100%	3,445	100%	24,610	100%	\$804,975	\$172,495	\$172,495	\$1,149,964	100%

Figure 9: Example of Total Proposed Distribution (13%)

Fire Districts	Call Volume 2017	Call Volume 2018	Call Volume 2019	Three Year Total	Average % of 3 Yr Total Call Volume	Three Year Average	Average % of 3 Yr Average Call Volume	District Population (LAFCO Info Old)	Percent of Rural County Population	Funding Models				
										By Equal Division	By District Call Volume	By District Population	District Totals	District Total %
Capay Valley Fire District	124	169	164	457	4%	152	4%	1,250	5%	\$139,529	\$18,324	\$22,780	\$180,633	6%
Clarksburg Fire District	244	223	264	731	7%	244	7%	1,350	5%	\$139,529	\$29,311	\$24,602	\$193,442	6%
Dunnigan Fire District	369	399	498	1,266	11%	422	11%	1,400	6%	\$139,529	\$50,763	\$25,513	\$215,805	7%
Elkhorn Fire District	100	111	135	346	3%	115	3%	370	2%	\$139,529	\$13,874	\$6,743	\$160,145	5%
Esparto Fire District	442	447	495	1,384	12%	461	12%	2,800	11%	\$139,529	\$55,494	\$51,026	\$246,050	8%
Knights Landing Fire District	272	268	267	807	7%	269	7%	1,050	4%	\$139,529	\$32,358	\$19,135	\$191,022	6%
Madison Fire District	257	236	300	793	7%	264	7%	1,390	6%	\$139,529	\$31,797	\$25,331	\$196,657	7%
West Plainfield Fire District	169	133	179	481	4%	160	4%	900	4%	\$139,529	\$19,287	\$16,401	\$175,217	6%
Willow Oak Fire District	396	466	482	1,344	12%	448	12%	4,500	18%	\$139,529	\$53,891	\$82,007	\$275,426	9%
Yolo Fire District	324	368	390	1,082	10%	361	10%	1,300	5%	\$139,529	\$43,385	\$23,691	\$206,605	7%
Zamora Fire District	129	125	127	381	3%	127	3%	350	1%	\$139,529	\$15,277	\$6,378	\$161,184	5%
East Davis Fire District	345	324	0	669	6%	223	6%	1,650	7%	\$139,529	\$26,825	\$30,069	\$196,423	7%
No Mans Land	5	9	0	14	0%	5	0%	300	1%	\$139,529	\$561	\$5,467	\$145,557	5%
Springlake Fire District	292	289	333	914	8%	305	8%	4,500	18%	\$139,529	\$36,649	\$82,007	\$258,185	9%
Winters Fire District	172	172	172	516	5%	172	5%	1,500	6%	\$139,529	\$20,690	\$27,336	\$187,555	6%
Totals	3,640	3,739	3,806	11,185	100%	3,728	100%	24,610	100%	\$2,092,935	\$448,486	\$448,486	\$2,989,907	100%

172 funds up to the 13% allows for a smoother transition for the public safety departments that would be affected.

The proposal also includes methods for plan development by each district and an evaluation process to ensure implementation progress.

Challenges

The funding does not appear sufficient to address the full scope of staffing and equipment needs across the County up to NFPA standards. The estimated cost to staff one station with 3 personnel (Captain, Firefighter-Driver, Firefighter-Stipend) for a 24/7 period is \$488,066.72 to \$597,774.40. Under this model, most FPDs would receive less than \$200,000. This could help with funding some additional positions and may bring a few already staffed FPDs closer to 24/7 coverage. Additionally, the funding could aid in equipment replacement and maintenance costs. However, both staffing and equipment are significant costs and the funding is likely not sufficient to address both needs for individual districts.

The provision of funds individually to each district creates some challenges. Since each district determines how to use the funds for their district, there is no requirement to pool funds or resources for cost saving measures such as consolidated training, or shared staffing or apparatus. Similarly, some districts may not have a demonstrated need for the additional funds that would be provided, particularly if the FPD already displays a high fund balance. A burden is also placed on the County Administrator's Office to track.

Lastly, the use of Proposition 172 funds up to 13% creates a significant cut to public safety. The proposal amounts to a reduction of \$2,807,491 collectively from the Sheriff's Office, Probation Department and District Attorney's Office. There is not another funding source to supplement this loss and would result in potential layoffs at these departments. Other funding sources are not explored or considered by the proposal, such as allocation of a percentage of Proposition 172 growth, a sales tax measure, updating outdated 218 assessments, or the consideration of new assessments in districts that do not presently have them.

Table 11: Option 2 Assessment

Criteria	Assessment
<i>Staffing meets NFPA standards</i>	The proposal may provide sufficient funding for some districts to supplement their current volunteers and paid staff with additional staff. However, the funding is not

	sufficient to fund 24/7 paid staffing coverage for a fire station. Additionally, FPDs that use the funding for additional staff will likely not be able to use it to address other significant needs such as equipment.
<i>Resources are maximized and maintained to NFPA standards</i>	The proposal may provide sufficient funding for some districts to repair and replace equipment on a regular basis. The funding is likely not sufficient to cover both apparatus and staffing. As funds are distributed to each district, there is not a pooling of funds or resources to explore cost savings through collective training, or shared staffing or apparatus.
<i>Districts have sufficient funding for operations</i>	The funding will supplant current funding for districts, including those that struggle to meet a balanced budget (ex. No Man's Land Fire Protection District) under current operations. It will also allow FPDs to tailor the funds to meet their specific needs. However, a few districts may not have a demonstrated need for the funds that would be provided by this proposal.
<i>Cost is Feasible</i>	Proposition 172 is the only funding source. Use of Proposition 172 funds would result in funding reductions for the public safety departments that currently receive those funds.

Option 3: Coordinating Agency with Paid Staffing for All Stations

This option proposes the utilization of a regional fire services framework where an agency would serve as a coordinating administrative body while FPDs retain their independence. Paid staffing would be provided for all of the direct service FPD fire stations to supplement existing volunteer staff, including a shared administrative staffer. Additionally, FPDs would reduce their inventory to only a core set of apparatus and utilize a shared apparatus reserve. The coordinating agency would oversee the paid staffing and apparatus reserve and assist with collaborative cost saving measures such as consolidated training. Funding would be provided through a combination of various sources and managed by the coordinating agency, to pay for staffing and maintenance for the shared apparatus reserve.

Framework

An agency would serve as the administrative body for local fire protection districts, providing shared services, while allowing local districts to retain independence. This coordinating agency could be a non-profit, the Yolo County Fire Chiefs Association,

an existing training consortium, a joint powers agreement agency, community services district or county service area.

Paid personnel would be established at all 14 direct service FPD stations in the County. These staff would be 24/7 and supplement volunteer personnel.

The coordinating agency and local Fire Protection District Boards would have separate functions (See Table 12). The coordinating agency would assist with collective matters among the districts such as paid staffing, trainings, and a shared reserve of apparatus. The coordinating agency may also assist with fiscal management for the individual districts through an administrative staffer.

Table 12: Agency and Fire District Board Functions

Coordinating Agency	Fire District Boards
<ul style="list-style-type: none"> • Consolidated Training • Shared Reserve Apparatus • Cooperative Purchasing • Fiscal Management • Shared Staffing (paid personnel) 	<ul style="list-style-type: none"> • Local Fire District Management <ul style="list-style-type: none"> ○ Volunteers ○ Core Apparatus ○ Performance ○ Station Maintenance

Staffing

All 11 direct service FPDs would have 24/7 staffing for each of their fire stations. Paid staffing would not be provided for the FPDs that provide indirect services since paid staffing is already provided through their contract with the cities. The funds would be provided to the coordinating agency to manage the paid staff and handle administrative oversight. This staffing would supplement existing volunteer firefighters and consist of the following personnel:

Battalion Chief: The coordinating agency would contract with the cities to utilize their battalion chiefs.

Paid Firefighters: paid staffing would be provided at 14 stations to ensure adequate 24/7 coverage targeting 2 paid firefighters (a Captain and driver) and 1 stipend volunteer/intern for a total of 3 firefighters per station at all times.

Volunteer Firefighters: Volunteer firefighters would continue to assist at stations alongside paid staffing.

Administrative Staff: The coordinating agency would hire an administrative position to assist with fiscal management, scheduling of staffing, and operation of payroll/human resources. This could provide some cost savings through the consolidation of current administrative/extra help positions at various districts and ensure that districts are not unduly burdened with additional administrative responsibilities related to paid staffing.

Table 13: Proposed Staffing

Paid Staffing	Work Location	# of Staff	FTE or Stipend (Hours)
Battalion Chief	Cities-Countywide	4	Contracted (Coordinating agency to contract with cities)
Captain	Paid Staffing Stations	Per Station: 3 (1 on duty at a time) Total for 14 Stations: 42	FTE (56 hrs per week)
Firefighter (Driver)	Paid Staffing Stations	Per Station: 3 (1 on duty at a time) Total for 14 Stations: 42	FTE (56 hrs per week)
Firefighter (Stipend)	Paid Staffing Stations	Per Station: 2 (1 on duty at a time) Total for 14 Stations: 28	Stipend (24 hr shifts)
Administrative Staff	Coordinating Agency	1	FTE (40 hrs per week)
Total Staffing	84 FTE; 28 Stipend; 4 Contract Per Station Total: 6 FTE; 2 Stipend		

Apparatus

To maximize the number of apparatus, and reduce replacement costs, this option proposes FPDs reduce apparatus and utilize a shared apparatus reserve similar to the 2016 LAFCo recommendations. A full list of current apparatus, with initial recommendations on which apparatus FPDs should keep, is included as Appendix A. The proposal recommends the 72 apparatus be reduced to 44. Ideally, each FPD

that has a Type 1 and Type 2 would retain one. Squad, water tenders, and Type 3, 5, and 6 apparatus would be retained by FPDs as needed based on locational terrain.

Additionally, the FPDs would establish a shared apparatus reserve program. Through this program, the coordinating agency would store and maintain a selection of apparatus. FPDs could then borrow apparatus as needed for a limited period of time when their own apparatus is out for repair or out on a strike team. It is proposed that the reserve would hold two Type 1s, one Type 2, three Type 3s, two water tenders and one Type 6. The list in Appendix A includes two recommendations of apparatus for inclusion in the reserve. Additionally, commitments have been received from outside agencies for potential donations to the reserve including a 2005 Type 1 with low mileage and a Type 3.

Costs

Staffing Salaries

The main costs under this option are to fund paid staffing and apparatus. Staffing costs for each position are displayed in Table 14. These costs are based on a review of staff salaries in nearby counties and include benefits. The cost to contract with the cities for Battalion Chiefs would need to be negotiated and is unknown at this time. As shown in Tables 15 and 16 the total cost to staff one station is \$488,066.72 to \$597,774.40. The cost to staff all stations, without the cost for contracted Battalion Chiefs, is \$6,926,534.08 to \$8,462,441.60.

Table 14: Staffing Cost

Position	Hours Per Week	Hourly Salary	Annual Salary	Estimated Benefits	Total (Annual Salary + Benefits)
Battalion Chief	TBD	TBD	TBD	TBD	TBD
Captain	56	\$18.52 to \$23.46	\$53,930.24 to \$68,315.52	\$25,000	\$78,930.24 to \$93,315.52
Firefighter (Driver)	56	\$16.00 to \$19.44	\$46,592 to \$56,609.28	\$25,000	\$71,592 to \$81,609.28
Firefighter (Stipend)	168 (24hr shifts)	\$50- \$100	\$18,250 to \$36,500	N/A	\$18,250 to \$36,500
Administrative Staff	40	\$30	\$62,400	\$75,000*	\$137,400

*Includes PERS

Table 15: Estimated Cost Per Station

Paid Staffing	# of Staff	Total Cost
Captain	3 (1 on duty at a time)	\$236,790.72 to \$279,946.56
Firefighter (Driver)	3 (1 on duty at a time)	\$214,776 to \$244,827.84
Firefighter-Stipend	2 (1 on duty at a time)	\$36,500 to \$73,000
Total Staffing Per Station	8 (3 on duty at a time)	\$488,066.72 to \$597,774.40

Table 16: Estimated Staffing Cost for All Stations

Staff	Total Cost for All Stations (14 Stations)
Battalion Chief	TBD
Station Staffing	\$6,832,934.08 to \$8,368,841.60
Admin Staff	\$93,600
Total	\$6,926,534.08 to \$8,462,441.60+

Apparatus Costs

If each station were to reduce their apparatus as proposed, the replacement cost for the remaining 6 apparatus over 25 years of age would reduce drastically to \$1,925,000. The replacement for these apparatus may be covered by the sale or trade of the 28 vehicles proposed coupled with existing FPD reserves. With the reduction in apparatus, the amount of funds that should be placed in reserves each year to cover replacement would also reduce significantly. An evaluation would need to occur with each FPD to determine if the current amount of funding placed in reserves each year is sufficient to cover long term replacement costs for the reduced number of apparatus or if additional funding would be needed.

For the shared apparatus reserve, the coordinating agency would need funding to assist in maintenance of the apparatus in the reserve. The cost for this maintenance is estimated at \$40,000 annually.

Total Costs

Under Option 3, costs are split into on-going and one-time. It is estimated that one-time costs of replacing apparatus over 25 years of age may be covered by the sale or trade of other apparatus along with use of FPD reserve funds. Therefore, the on-going annual costs of paid staffing and maintenance for apparatus in the shared reserve is \$6.9 to \$8.5 million+. The on-going costs would need additional funds to implement. It is estimated that with a reduction in apparatus, some FPDs may currently receive sufficient revenue to fund all or part of the annual reserve needed to replace their remaining apparatus in the future. However, this would need to be evaluated in detail with each FPD.

Table 17: Option 3 Total Costs

Frequency	Cost	Item	Funding Source
On-going	\$6,926,534 to \$8,462,441*	Paid Staffing	Additional Funds Needed
	\$40,000	Maintenance of Apparatus in Shared Reserve	Additional Funds Needed
Total	\$6,966,534 to \$8,502,441+		
One-Time	\$1,925,000	Replacement of Apparatus 25 Years and Over	Sale or trade of other apparatus and FPD reserve funds.
Total	\$1,925,000		

*Does not include cost for contract for Battalion Chiefs.

Funding

Significant funding would be needed from a variety of sources to fund the on-going costs proposed under this option. Proposed funding sources can include increasing assessment or development fee revenue, a portion of Proposition 172 fund growth, and a ½ cent unincorporated sales tax. It is likely these funds would still not be sufficient to meet the cost of this proposal.

- **An increase in assessment or development fee revenue:** This could involve exploring financial needs in various districts to determine if assessment or development fees should be established or increased. For example, it is estimated that some FPDs have outdated 218 assessments. Yolo County could

assist the FPDs with this evaluation and in implementing any assessment processes.

- **Proposition 172 Fund Growth:** The County would set aside 20% percent of the growth rate for fire protection services.
- **Establishment of a ½ cent sales tax:** This could occur through a ballot measure to instill a ½ cent sales tax in the unincorporated area of the County. An example of a successful sales tax measure for this purpose was seen in Amador County. The county increased firefighting staffing and funding through a half cent sales tax increase.

Table 18: Funding Estimates

Source	Estimated Revenue
Assessment/Development Fee Increase	TBD
Prop 172 (20% of Growth Rate)	\$130,969.20*
Unincorporated Sales Tax	\$1,945,000**
Total	\$2,081,969.20+

*Projected average, over the next five fiscal years, of 20% of the growth rate for Prop 172 funds.

** Estimated using Fiscal Year 2018-2019 data. This does not take into account prospective factors that include growth or reduction in the size of the economy or tax base, but is intended to provide a rough estimate.

Assessment

An assessment of the potential benefits and challenges for this option, compared to the developed criteria, is discussed below and summarized in Table 19.

Benefits

This model provides large benefits in terms of staffing. Since each station would have 24/7 paid staffing to supplement volunteers, the challenge of sufficient staffing would be greatly reduced and would increase the likelihood of meeting NFPA staffing standards at all incidents. The shared reserve program, coupled with the reduction in apparatus at each station, would create greater maximization of resources by allowing stations to focus on maintaining their core apparatus and sharing additional resources as needed. This reduces the costs of maintenance and replacement which would assist FPDs in meeting NFPA standards for apparatus. Additional equipment or operational needs, including balancing of budgets, may be assisted through updating or establishing 218 assessments.

Additionally, FPDs will maintain their individual control and identities while benefiting from shared administrative assistance through the coordinating agency. Each FPD will continue with their governance structure. The alterations would be the provision of paid staffing, a shared administrative staffer, reduced apparatus, and a shared apparatus reserve coordinated through the agency. The coordinating agency allows for pooling of resources and cost saving opportunities while also reducing administrative burden and maintaining individual FPD control.

Challenges

The greatest challenge is the total on-going cost. Particularly, paid staffing for all stations creates the most significant cost. The funding estimates from Prop 172 growth and an unincorporated sales tax fall far below the amount of funds needed. For this reason, the feasibility of this option is low.

Operational needs outside of staffing and apparatus are not fully addressed by this option. Districts in need of additional funding for equipment, capital improvements, or expenses would still have to identify a funding source such as exploration of 218 assessments.

Additionally, there are some significant changes proposed by the option that will take time and widespread support to implement. For example, establishment of a coordinating agency as well as a reduction in apparatus would be significant and may take time to transition. This would need to occur through a collaborative process with the FPDs. Similarly, funding would need to be obtained, such as implementation of a successful ballot measure for a ½ cent unincorporated sales tax increase which would take time. To implement these changes this option would require wide support.

Table 19: Option 3 Assessment

Criteria	Assessment
Staffing meets NFPA standards	Staffing is increased by having paid staffing at each station 24/7, to supplement volunteers, and increases likelihood of all FPDs meeting NFPA staffing standards when responding to incidents. Additionally, FPDs maintain their individual control and identities.
Resources are maximized and maintained to NFPA standards	A reduction in station apparatus to only the essential and use of a shared reserve will allow for greater maximization of apparatus and a reduction in costs for maintenance

	and replacement. This would assist in meeting NFPA standards.
Districts have sufficient funding for operations	Under this model, additional funds are provided in the form of paid staffing for all stations, including a shared administrative staffer, and maintenance for the shared apparatus reserve. Operational needs outside of staffing and apparatus are not fully addressed by this option, but an evaluation of 218 assessments may assist with additional FPD operational costs.
Cost is Feasible	The cost of funding paid staffing for all stations in addition to additional funding for apparatus is steep. Finding sufficient funding for this model would be challenging.

Option 4: Coordinating Agency with Staffing at 4 Stations

This option is the same structure as Option 3 but, instead of paid staffing at all stations, paid staffing would occur at 4 stations. This option would utilize a regional fire services framework where an agency would serve as a coordinating administrative body while retaining the independence of local FPDs. The coordinated agency would oversee regional approaches to paid staffing at 4 stations and collaborative cost saving measures such as reduced apparatus among the FPDs and utilization of a shared apparatus reserve. Funding would be provided through a combination of various sources and managed by a coordinating agency to pay for staffing and maintenance for the shared apparatus reserve.

Framework

An agency would serve as the administrative body for local fire protection districts, providing shared services, while allowing local districts to retain independence. This coordinating agency could be a non-profit, the Yolo County Fire Chiefs Association, an existing training consortium, a joint powers agreement agency, community services district or county service area.

Paid personnel would be established at 4 stations in key regions in the County. These staff would be 24/7 and supplement volunteer personnel.

The coordinating agency and local Fire Protection District Boards will have separate functions (See Table 20). The coordinating agency will assist with collective matters among the districts such as paid staffing, trainings, and a shared reserve of apparatus. The coordinating agency may also assist with fiscal management for the individual districts through an administrative staffer.

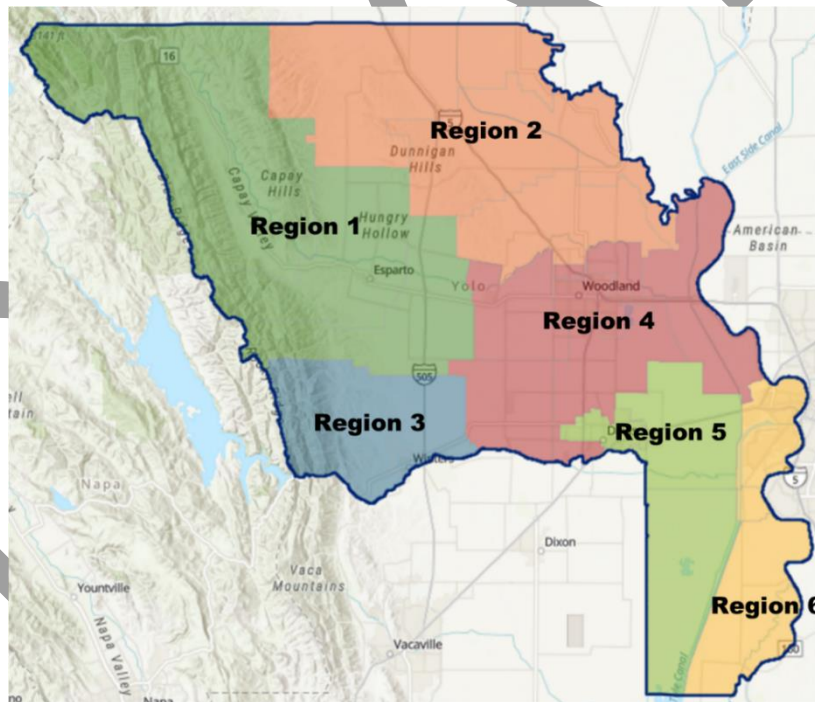
Table 20: Agency and Fire District Board Functions

Coordinating Agency	Fire District Boards
<ul style="list-style-type: none"> • Consolidated Training • Shared Reserve Apparatus • Cooperative Purchasing • Fiscal Management • Shared Staffing (paid) 	<ul style="list-style-type: none"> • Local Fire District Management <ul style="list-style-type: none"> ○ Volunteers ○ Core Apparatus ○ Performance ○ Station Maintenance

District Recommendations

The Committee explored fire protection services by region to evaluate equal fire protection coverage and services across the entire county. The 6 regions displayed in Figure 10 are divided on fire district boundary lines and are utilized for evaluation purposes only.

Figure 10: Regions Evaluated

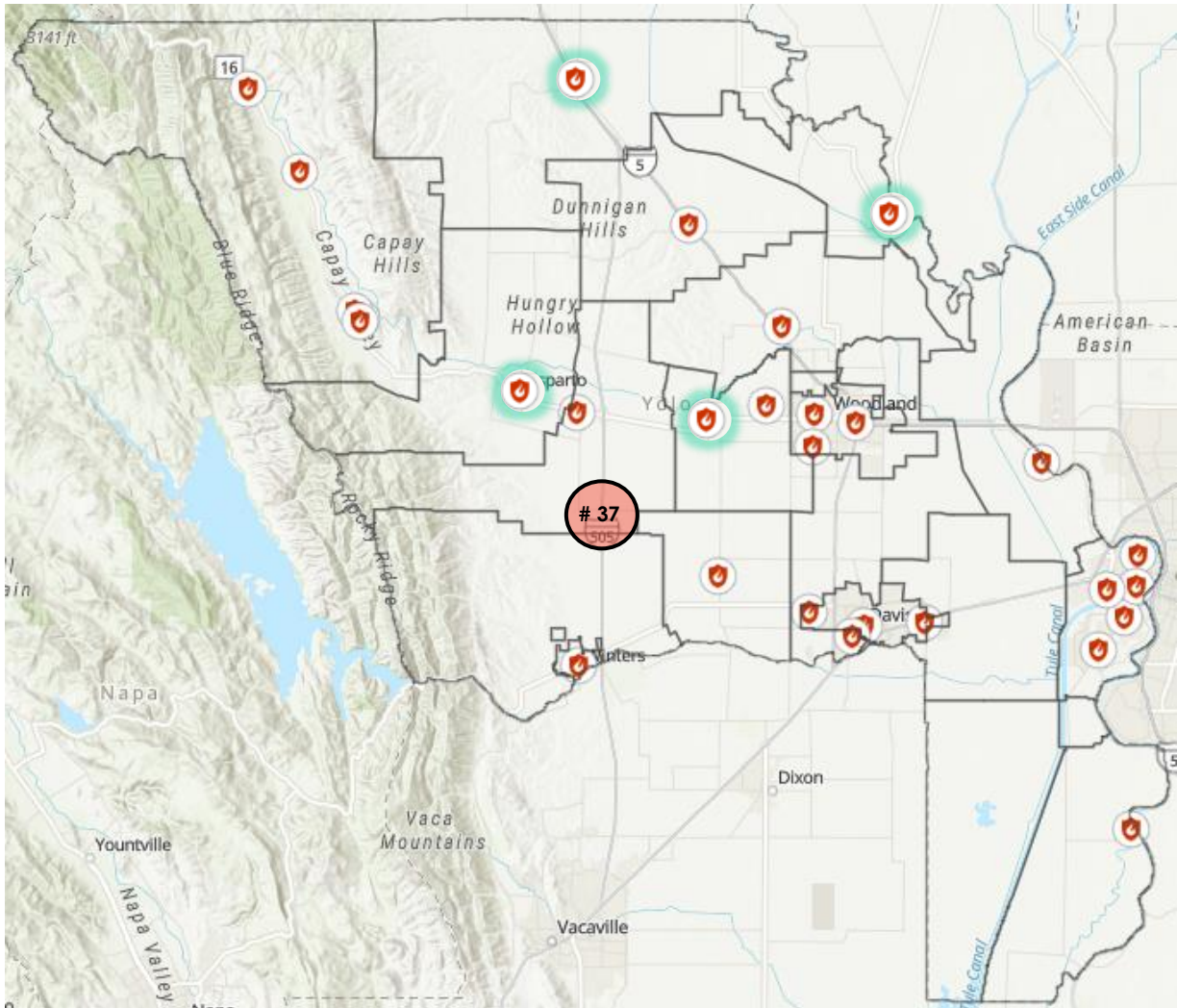


The recommendations for each region is provided in Table 20. These recommendations are intended to strengthen the services within each region by careful placement of 24/7 paid personnel at 4 stations and movement of Cal Fire Station #37. These recommendations are displayed in Figure 11 and ultimately place Cal Fire and/or paid staffing coverage in Regions 1, 3, and 4.

Table 20: Regional Recommendations

District (Station)	Recommendation
Region 1: Cal Fire/Capay/Esparto	
Cal Fire Station (Station 37)	Move from Capay/Esparto region to Cr 27 & 505 near Winters. <i>Moving Station 37 to the location nearer Winters will allow for quicker response times to an area of need and easier access to CalFire resources. LNU Chief Shana Jones has approved this move.</i>
Capay Valley (Stations 21,22,23)	Remain volunteer
Esparto (Station 19) and Madison (Station 17)	Utilize paid staffing at Esparto Station 19 to serve both districts <i>Esparto Station is centrally located between Capay and Madison, has a large call volume (especially with the growth of Esparto), and station can more easily accommodate living quarters.</i>
Region 2: Knights Landing/Yolo	
Dunnigan (Station 12)	Utilize paid staffing. <i>Dunnigan has a high call volume in the region and station can easily be converted to include living quarters.</i>
Knights Landing, Yolo, Zamora (Stations 9, 8, 11)	Utilize paid staffing at Knights Landing Station 9 to serve these three districts. <i>Knights Landing station is in good condition with ability to add living quarters, larger population than Yolo and Zamora, and a higher call volume than the other two FPDs.</i>
Region 3: Winters	
Winters	Continue contracting out.
Region 4: Elkhorn/Springlake/Willow Oak/West Plainfield	
Elkhorn (Station 47)	Remain volunteer
Springlake	Continue contracting out.
West Plainfield (Station 30)	Remain volunteer
Willow Oak (Stations 6, 7)	Utilize Paid Staff at one station. <i>Station is centrally located in the County, currently has a paid/reserve program, and has a newer fire station with living quarters.</i>
Region 5: East Davis/No Man's Land	
East Davis	Continue contracting out.
No Man's Land	Continue contracting out. <i>Due to recent challenges meeting a balanced budget, the County should explore an update to the 218 assessment to cover costs.</i>
Region 6: Clarksburg	
Clarksburg (Station 40)	Remain volunteer.

Figure 11: FPD Stations with Proposed Move of Station 37



= Indicates a Fire Station



= Indicates a Fire Station with Paid Staffing



= Proposed new location of Cal Fire Station 37

Staffing

The coordinating agency would coordinate staffing as follows:

Battalion Chief: The agency would contract with the cities to utilize their battalion chiefs.

Paid Firefighters: paid staffing would be provided at 4 stations to ensure adequate 24/7 coverage targeting 2 paid firefighters (a Captain and driver) and 1 stipend volunteer/intern for a total of 3 firefighters per station at all times.

Volunteer Firefighters: Volunteer firefighters would continue to assist at stations alongside paid staffing. The agency would assign volunteers to stations based on staffing need.

Administrative Staff: The agency would hire an administrative position to assist with fiscal management, cooperative purchasing, scheduling of staffing, and operation of payroll/human resources. This could provide some cost savings through the consolidation of current administrative/extra help positions at various districts.

Table 21: Proposed Staffing

Paid Staffing	Work Location	# of Staff	FTE or Stipend (Hours)
Battalion Chief	Cities-Countywide	4	Contracted (Coordinating agency to contract with cities)
Captain	Paid Staffing Stations	<u>Per Paid Station:</u> 3 (1 on duty at a time) <u>Total for 4 Stations:</u> 12	FTE (56 hrs per week)
Firefighter (Driver)	Paid Staffing Stations	<u>Per Paid Station:</u> 3 (1 on duty at a time) <u>Total for 4 Stations:</u> 12	FTE (56 hrs per week)
Firefighter (Stipend)	Paid Staffing Stations	<u>Per Paid Station:</u> 2 (1 on duty at a time) <u>Total for 4 Stations:</u> 8	Stipend (24 hr shifts)

Administrative Staff	Coordinating Agency	1	FTE (40 hrs per week)
Total Staffing	25 FTE; 8 Stipend; 4 Contract <i>Per Station Total: 6 FTE; 2 Stipend</i>		

Apparatus

To maximize the number of apparatus, and reduce replacement costs, this option proposes FPDs reduce apparatus and utilize a shared apparatus reserve similar to the 2016 LAFCo recommendations. A full list of current apparatus, with initial recommendations on which apparatus FPDs should keep, is included as Appendix A. The proposal recommends the 72 apparatus be reduced to 44. Ideally, each FPD that has a Type 1 and Type 2 would retain one. Squad, water tenders, and Type 3, 5, and 6 apparatus would be retained by FPDs as needed based on locational terrain.

Additionally, the FPDs would establish a shared apparatus reserve program. Through this program, the coordinating agency would store and maintain a selection of apparatus. FPDs could then borrow apparatus as needed for a limited period of time when their own apparatus is out for repair or out on a strike team. It is proposed that the reserve would hold two Type 1s, one Type 2, three Type 3s, two water tenders and one type 6. The list in Appendix A includes two recommendations of apparatus for inclusion in the reserve. Additionally, commitments have been received from outside agencies for potential donations to the reserve including a 2005 Type 1 with low mileage and a Type 3.

Costs

Staffing Salaries

The main costs under this option are to fund paid staffing and apparatus. Staffing costs for each position are the same as in option 3 (see page 46, Table 14). These costs are based on a review of staff salaries in nearby counties and include benefits. The cost to contract with the cities for Battalion Chiefs would need to be negotiated and is unknown at this time. As shown in Table 15 on page 47 the total cost to staff one station is \$488,066.72 to \$597,774.40. The cost to staff 4 stations, without the cost for contracted Battalion Chiefs, is \$2,089,666.88 to \$2,528,497.56.

Table 22: Estimated Staffing Cost for 4 Stations

Position	Number of Positions	Total Cost
Battalion Chief	TBD	TBD
Captain	12	\$947,162.88 to \$1,119,786.20
Firefighter (Driver)	12	\$859,104 to \$979,311.36
Firefighter (Stipend)	8	\$146,000 to \$292,000
Administrative Staff	1	\$137,400
Total	25 FTE; 8 Stipend	\$2,089,666.88 to \$2,528,497.56

Apparatus Costs

If each station were to reduce their apparatus as proposed, the replacement cost for the remaining 6 apparatus over 25 years of age would reduce drastically to \$1,925,000. The replacement for these apparatus may be covered by the sale or trade of the 28 vehicles proposed coupled with existing FPD reserves. With the reduction in apparatus, the amount of funds that should be placed in reserves each year to cover replacement would also reduce significantly. An evaluation would need to occur with each FPD to determine if the current amount of funding placed in reserves each year is sufficient to cover long term replacement costs for the reduced number of apparatus or if additional funding would be needed.

For the shared apparatus reserve, the coordinating agency would need funding to assist in maintenance of the apparatus in the reserve. The cost for this maintenance is estimated at \$40,000 annually.

Total Costs

Similar to Option 3, costs are split into on-going and one-time. It is estimated that one-time costs of replacing apparatus over 25 years of age may be covered by the sale or trade of other apparatus and use of FPD reserves. Therefore, the on-going annual costs of paid staffing and maintenance for apparatus in the shared reserve is \$2.1 million to \$2.5 million+. The on-going costs would need additional funds to implement. It is estimated that with a reduction in apparatus, some FPDs may currently receive sufficient revenue to fund all or part of the annual reserve needed to replace their remaining apparatus in the future. However, this would need to be evaluated in detail with each FPD.

Table 23: Option 4 Total Costs

Frequency	Cost	Item	Funding Source
On-going	\$2,089,666.88 to \$2,528,497.56*	Paid Staffing	Additional Funds Needed
	\$40,000	Maintenance of Apparatus in Shared Reserve	Additional Funds Needed
Total	\$2,129,666 to \$2,568,497+		
One-Time	\$1,925,000	Replacement of Apparatus 25 Years and Over	Sale or trade of other apparatus and FPD reserve funds.
Total	\$1,925,000		

*Does not include cost for contract for Battalion Chiefs.

Funding

This option requires funding from a variety of sources. Proposed funding sources can include increasing assessment or development fee revenue, a portion of Proposition 172 fund growth, and a ½ cent unincorporated sales tax.

- **An increase in assessment or development fee revenue:** This could involve exploring financial needs in various districts to determine if assessment or development fees should be increased or established. For example, it is estimated that some FPDs have outdated 218 assessments. Yolo County could assist the FPDs with this evaluation and in implementing any assessment processes.
- **Proposition 172 Fund Growth:** The County would set aside 20% percent of the growth rate for fire protection services.
- **Establishment of a ½ cent sales tax:** This could occur through a ballot measure to instill a ½ cent sales tax in the unincorporated area of the County. An example of a successful sales tax measure for this purpose was seen in Amador County. The county increased firefighting staffing and funding through a half cent sales tax increase.

Table 24: Funding Estimates

Source	Estimated Revenue
Assessment/Development Fee Increase	TBD
Prop 172 (20% of Growth Rate)	\$130,969.20*
Unincorporated Sales Tax	\$1,945,000**
Total	\$2,081,969.20

*Projected average, over the next five fiscal years, of 20% of the growth rate for Prop 172 funds.

** Estimated using Fiscal Year 2018-2019 data. This does not take into account prospective factors that include growth or reduction in the size of the economy or tax base, but is intended to provide a rough estimate.

Assessment

An assessment of the potential benefits and challenges for this option, compared to the developed criteria, is discussed below and summarized in Table 25.

Benefits

This option provides a targeted approach across the region for FPDs to meet NFPA standards efficiently and at a reduced cost. Paid staffing 24/7 at 4 key stations will provide needed assistance to aid nearby volunteer FPDs. Incident staffing will also be improved through the proposed move of the Cal Fire station.

Similarly, NFPA maintenance standards for apparatus would be improved. The shared reserve program, coupled with the reduction in apparatus at each station, would create greater maximization of resources by allowing stations to focus funds on maintaining their core apparatus and sharing apparatus as needed. This reduces the costs of maintenance and provides funds for apparatus replacement, through sale or trade of some existing apparatus and current reserves. Additional equipment or operational needs, including balancing of budgets, may be assisted through updating or establishing 218 assessments.

FPDs will maintain their individual control and identities while benefiting from administrative assistance and shared services through a coordinating agency. FPDs will continue with their governance structure and maintain core apparatus. The coordinating agency would provide administrative assistance for the paid staffing, fiscal documentation, and a shared apparatus reserve.

Lastly, costs for this option appear feasible. Cost saving measures are implemented through a reduction of apparatus, the shared apparatus reserve, and regional paid staffing. A variety of funding sources would then be explored and combined to help cover those costs.

Challenges

The largest challenge for this option is implementation of some of its key recommendations. There are some significant changes proposed by the option that will take time and widespread support. For example, establishment of a coordinating agency as well as a reduction in apparatus would be significant and may take time to transition. This would need to occur through a collaborative process with the FPDs. Similarly, funding would need to be obtained, such as implementation of a successful ballot measure for a ½ cent unincorporated sales tax increase which would take time. To implement these changes this option would require wide support.

Additionally, operational needs outside of staffing and apparatus are not fully addressed by this option. Districts in need of additional funding for equipment, capital improvements, or expenses would still have to identify a funding source such as exploration of 218 assessments.

Table 25: Option 4 Assessment

Criteria	Assessment
<p>Staffing meets NFPA standards</p>	<p>Available staffing will be increased through placement of 24/7 staffing at four key stations across the regions in Yolo County. These staff would supplement existing volunteers and volunteer stations to aid in response, increasing likelihood of meeting NFPA standards at all incidents. Regional staffing coverage may also be improved through the proposed alterations to move the Cal Fire station.</p> <p>While some shared services are undertaken by a coordinating entity, the FPDs maintain individual identities and operations. However, this will require some change and a coordinating agency would need to be identified.</p>
<p>Resources are maximized and maintained to NFPA standards</p>	<p>A reduction in station apparatus to only the essential and use of a shared reserve will allow for greater maximization of apparatus and a reduction in costs for maintenance and replacement. This would assist in meeting NFPA standards.</p>

<i>Districts have sufficient funding for operations</i>	Under this model, additional funds are provided in the form of paid staffing for all stations, including a shared administrative staffer, and maintenance for the shared apparatus reserve. Operational needs outside of staffing and apparatus are not fully addressed by this option, but an evaluation of 218 assessments may assist with additional FPD operational costs.
<i>Cost is Feasible</i>	The cost of this option is more feasible, than the option to staff all stations with paid staffing. It also utilizes a variety of funding sources to help close the funding gap.

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Short and Long Term Opportunities

Whichever option or combination of options is deemed preferable by the parties involved, Yolo County will continue to collaborate with the FPDs towards a thoughtful implementation. To begin the implementation process, there are a number of opportunities that may be undertaken by the Yolo County Board of Supervisors based on the options presented.

Short Term

- **Set aside a portion of Proposition 172 funds for fire services**

The need for additional funds is demonstrated in 3 of the options proposed. Specifically, the options call for either a gradual percentage of Proposition 172 funds or a percentage of Proposition 172 fund growth. The Yolo County Board of Supervisors could begin to designate a portion of Proposition 172 funds for fire services.

- **Lobby to move Cal Fire station**

Movement of the Cal Fire station from the Capay/Esparto region to Cr 27 & 505 near Winters may occur regardless of which option is decided. This relocation will allow for quicker response times to an area of need and easier access to Cal Fire resources. Additionally, the LNU Chief Shauna Jones has already approved the station relocation. To move this project forward, Yolo County needs to begin lobbying with Cal Fire for the re-location.

- **Initial governance options**

Depending on the preferred option, initial coordination and oversight will be needed by a supervisory body of the Yolo County Board of Supervisors. This body would oversee use of the initial investment of Proposition 172 funds to nurture coordinated efforts while preserving the Board's ability to steward a long-term solution. Potential governance options are as follows:

- *BOS acts as countywide coordinating agency*
- *BOS sets up separate Fire Authority and sits as initial fire authority board.*

Long Term

- **Establish long term implementation plan and appropriate governance structure**

Based on the preferred option, Yolo County will work with the FPDs to refine and implement a long-term sustainability plan with the oversight of an initial governance body. In the long-term the plan may require the establishment of a permanent governance structure such as a coordinating agency.

Appendix A: Apparatus

The table displays all apparatus amongst the Yolo County direct service fire protection districts.

- Apparatus recommended to be kept under Options 3 and 4 are highlighted in yellow.
- Apparatus recommended for inclusion under a shared reserve in Options 3 and 4 are indicated with *.

District	Equipment	Year	Age
Madison FPD	COMMAND 1700	2010	11
Esparto FPD	COMMAND 1900	2015	6
Yolo FPD	COMMAND 800	2009	12
Willow Oak FPD	COMMAND VEHICLE 700	2017	4
Willow Oak FPD	COMMAND VEHICLE BATTALION7	2004	17
Clarksburg FPD	LIGHT RESCUE	2016	5
Elkhorn FPD	SQUAD	2018	3
Elkhorn FPD	SQUAD	1989	32
Knights Landing FPD	SQUAD	1995	26
Esparto FPD	SQUAD	1999	22
Zamora FPD	SQUAD	2004	17
Dunnigan FPD	SQUAD	2004	17
Yolo FPD	SQUAD	2007	14
Zamora FPD*	TYPE 1	1978	43
Elkhorn FPD	TYPE 1	1981	40
Knights Landing FPD	TYPE 1	1997	24
Willow Oak FPD	TYPE 1	2019	2
Zamora FPD	TYPE 1	2001	20
Clarksburg FPD	TYPE 1	2002	19
Dunnigan FPD	TYPE 1	2004	17
Esparto FPD	TYPE 1	2004	17
Willow Oak FPD	TYPE 1	2004	17
West Plainfield FPD	TYPE 1	2004	17
Dunnigan FPD	TYPE 1	2007	14
Clarksburg FPD	TYPE 1	2009	12
Capay Valley FPD	TYPE 1	2015	6
Yolo FPD	TYPE 1	2015	6
Capay Valley FPD	TYPE 2	1995	26
Yolo FPD	TYPE 2	1997	24
Madison FPD	TYPE 2	2002	19
Knights Landing FPD	TYPE 2	2009	12
Yolo FPD	TYPE 2	2008	13
Esparto FPD	TYPE 2	2013	8

Clarksburg FPD	TYPE 2/3	1998	23
Elkhorn FPD	TYPE 3	1983	38
Knights Landing FPD	TYPE 3	1980	41
Madison FPD	TYPE 3	1982	39
Dunnigan FPD	TYPE 3	1988	33
Yolo FPD	TYPE 3	1992	29
Esparto FPD	TYPE 3	1994	27
Willow Oak FPD*	TYPE 3	1998	23
Capay Valley FPD	TYPE 3	2000	21
Dunnigan FPD	TYPE 3	2007	14
Madison FPD	TYPE 3	2008	13
Willow Oak FPD	TYPE 3	2008	13
Zamora FPD	TYPE 5	2015	6
West Plainfield FPD	TYPE 5	2017	4
West Plainfield FPD	TYPE 6	2019	2
Madison FPD	TYPE 5	2019	2
West Plainfield FPD	TYPE 5	2019	2
Capay Valley FPD	TYPE 6	2016	5
Madison FPD	UTILITY	2004	17
Elkhorn FPD	UTILITY	1984	37
Esparto FPD	UTILITY	2006	15
Knights Landing FPD	WATER TENDER	1974	47
Madison FPD	WATER TENDER	1982	39
Elkhorn FPD	WATER TENDER	1978	43
Clarksburg FPD	WATER TENDER	1985	36
Willow Oak FPD	WATER TENDER	2020	1
Capay Valley FPD	WATER TENDER	1990	31
West Plainfield FPD	WATER TENDER	1994	27
Clarksburg FPD	WATER TENDER	1995	26
Esparto FPD	WATER TENDER	1995	26
Yolo FPD	WATER TENDER	1995	26
Dunnigan FPD	WATER TENDER	1999	22
Capay Valley FPD	WATER TENDER	2000	21
Willow Oak FPD	WATER TENDER	2005	16
West Plainfield FPD	WATER TENDER	2006	15
Zamora FPD	WATER TENDER	2007	14
Madison FPD	WATER TENDER	2015	6
Esparto FPD	WATER TENDER	2017	4
Knights Landing FPD	AEROWELD JET BOAT/TRAILER	1980	41

Appendix B: County Case Studies

Amador County

Current Structure: Independent/Dependent FPD Model & Countywide FPD

Amador County has a large Amador Fire Protection District (AFPD) which serves as a dependent district under the Board of Supervisors. In addition, there are three small independent FPDs in the county. The AFPD was formed in 1990, through the consolidation of eight all-volunteer fire districts, and serves approximately 85% of the unincorporated area while also serving the cities of Plymouth, Jackson Rancheria, and the Lockwood Fire Protection District.³² The district utilizes a mix of thirty paid staff and around twenty volunteers. The full time paid staff provide 24 hour coverage at four of the AFPD's seven stations, while the other three are staffed by volunteers. The AFPD is funded largely through sales tax revenue obtained through a ballot measure (Measure M), contracted services, and a special tax collected through a community facilities district. The district also receives funding from special assessments, fees for service, impact fees and property taxes. Amador County also provides a general fund contribution to AFPD to fund a contract with CalFire and staffing related to a specific fire station during the winter months when the station would otherwise close.

Challenges and Strategic Approach:

In 2009 Amador County voters approved Measure M. This enacted a half cent sales tax which was split 50/50 among each of the FPDs in Amador County using a formula based on population and call volume.³³ In the 2014 Amador County LAFCo MSR, the AFPD reported that Measure M along with the formation of a community facilities district, that collects a special tax for fire protection services provided by AFPD, assisted them in hiring personnel. However, as of 2012, current revenues did not support the staffing level required to deliver fire protection services at all stations, particularly the struggle to maintain a sufficient and diverse pool of volunteers. The AFPD also expressed interest in consolidating all fire services into one agency in the county.³⁴

³² "Amador Fire Protection District: 2017-2022 Strategic Plan." Amador Fire Protection District. August 2017. <http://amadorfire.org/wp-content/uploads/2017/08/Strategic-Plan-2017-2022.pdf>.

³³ "Board of Supervisors Approve Measure M Distribution Formula." *Local TV TSPN Amador County*. 2009.

³⁴ "Amador Fire Protection District." In Amador LAFCo Municipal Service Review for Amador County. 2014. Amador LAFCo. <https://www.amadorgov.org/home/showdocument?id=19698>.

Napa County

Current Structure: Contracted Services

Napa County contracts with CalFire for the provision of fire services through the Napa County Fire Department (NCFD). The county has contracted with CalFire in some form since 1932. Under this contract, CalFire provides administrative support and coordination for five full-time paid stations and nine volunteer fire companies operating under a County Fire Plan that is approved by the Board of Supervisors. Since 1970 the volunteer fire departments have operated under a memorandum of agreement with the county. This contract allows the stations to maintain their bylaws, charters, and ownership of their stations, but brought administrative, training, purchasing, warehouse and other functions under CalFire. The NCFD has around 200 volunteers and 58 paid CalFire employees. Funding for the NCFD comes mainly through taxes, such as property tax, and approximately \$10 million of that goes to the CalFire contract. Remaining funds go towards equipment, apparatus, and facility maintenance. The county also has a number of automatic aid agreements with surrounding city fire departments, nearby county departments, and the Napa State Hospital.³⁵

Challenges and Strategic Approach:

Through a detailed strategic planning process, the NCFD identified a number of critical issues and services gaps to address. The top critical issue listed was the workload compared to current staffing levels. This was attributed in part to increases in calls for service. The strategic approach identified to address this need, was the development of a succession management and professional development work plan. Through these plans the NCFD seeks to provide leadership and career growth opportunities in the agency to seemingly increase volunteer interest and aid in retention. Additionally, the need for a regular maintenance plan for apparatus/equipment was also identified and included for development in the Strategic Plan.³⁶

³⁵ "Napa County Fire Department Strategic Plan: 2016-2019 Strategic Plan." Napa County Fire Department. March 2016. <https://www.countyofnapa.org/DocumentCenter/View/832/Napa-County-Fire-Strategic-Plan-PDF>

³⁶ "Napa County Fire Department Strategic Plan." Napa County Fire Department. 2016.

Orange County

Current Structure: Countywide FPD Model

Up to 1980 the unincorporated areas of Orange County along with 9 cities received their fire services from the California Department of Forestry, until the County formed the Orange County Fire Department. Over the years, as population dynamics changed and some unincorporated areas incorporated into cities, over 80% of the department's service was to city residents. As a result, a Joint Powers Agency (JPA), called the Orange County Fire Authority (OCFA), launched in 1995 through the efforts of the county and cities. Over the years the OCFA has become a countywide fire protection agency. Today the OCFA includes the unincorporated portions of the county as well as 24 cities. The OCFA does contract with some city fire agencies to provide fire service to unincorporated county islands that are surrounded by non-member cities. Activities of the OCFA are overseen by a Board of Directors and funded by the member agencies. Some members provide a portion of their property tax designated for fire protection and some member cities pay through a contract with the JPA.³⁷

Challenges and Strategic Approach:

Despite increasing costs and volunteer reductions, the OCFA appears to be operating well. This has led the city of Garden Grove to consider joining. The city fire department has struggled with increasing operational costs and rising pension costs. Initial estimates with OCFA showed the annual cost of membership to be almost \$3 million less than the cost for the city to run the service and would allow the city to pass future pension obligations on to the JPA. By joining the countywide agency, Garden Grove anticipates still keeping and maintaining its fire stations but transferring all other operations and expenses to OCFA. This would include increased incident staffing, updated vehicles and apparatus, and some estimate increased response times.

Some cities, such as Irvine and Placentia, have talked about leaving the OCFA due to the funding structure. OCFA charges cities based on their property taxes, which some cities have viewed as unfair, and Placentia was dismayed by cost increases. While Irvine has since completed negotiations on a new agreement with OCFA, Placentia has been reviewing their options.³⁸

³⁷ "Orange County Fire Authority: FY18/19 Adopted Budget." Orange County Fire Authority. July 2018. <https://ocfa.org/Uploads/Transparency/OCFA%202018-2019%20Adopted%20Budget.pdf>.

³⁸ Goulding, Susan. "Garden Grove Poised to Join OCFA, the 'Home Depot of Fire Service'." *The Orange County Register*, March 22, 2019. <https://www.ocregister.com/2019/03/22/garden-grove-poised-to-join-ocfa-the-home-depot-of-fire-service/>.

Sonoma County

Current Structure: Independent/Dependent FPD Model & Coordinated Agency Model

The County of Sonoma has approximately three dozen FPDs some with all volunteer staff and some with a mix of volunteer and paid staff.³⁹ These districts are funded through a combination of property taxes, fees, fundraising, and grant funds. Until recently, the districts received administration and support through the county's Department of Fire and Emergency Services, which is currently in the process of being dismantled. For 25 years the department assisted rural volunteer FPDs with fiscal and administrative services, training, coordination of fire service activities, provision of protective equipment, a hazardous materials unit, and fire protection code compliance services.⁴⁰ The department has been funded largely through fees for service, state and federal funds, property tax funds, as well as county general funds.⁴¹

Challenges and Strategic Approach:

Over time the County department has experienced criticism regarding use of funding and perceived inefficiencies, with fire agencies viewing the financial support from the department as insufficient. As a result, the Board of Supervisors began dismantling the department in 2018.⁴²

At the same time, many of the FPDs in Sonoma County have struggled with financial and volunteer shortages. In fact multiple FPDs within the organization have begun consolidating into larger agencies to combine financial resources and to share staff. Currently, four districts are in the process of consolidating to form the Sonoma County Fire Protection District. Through this consolidation they hope to increase efficiencies with shared use of apparatus, a reduction in redundant roles, standardized training, shared staffing, and sharing the tax burden over a larger number of tax payers.⁴³ Subsequently, the Board of Supervisors has been transferring property taxes originally received by the County department to some of the larger consolidated districts. Overall, consolidation is an ongoing trend in the district which used to have up to 55 FPDs in prior years.⁴⁴

³⁹ Rossmann, Randi. "County Supervisors Ponder \$4.6 Million Plan to Improve Fire Services, Hire More Firefighters." *The Press Democrat*, March 18, 2019. <https://www.pressdemocrat.com/news/9386339-181/county-supervisors-ponder-46-million>.

⁴⁰ Rossmann, Randi. "Sonoma County Disbanding Its Fire Department to Beef up Regional Agencies." *Press Democrat*, December 13, 2018. <https://www.pressdemocrat.com/news/9062795-181/sonoma-county-disbanding-its-fire?sba=AAS>.

⁴¹ "Recommended Budget 2018-2019." County of Sonoma. June 2018. <https://sonomacounty.ca.gov/WorkArea/DownloadAsset.aspx?id=2147559087>

⁴² Rossmann. "Sonoma County Disbanding Its Fire Department." 2018.

⁴³ Pardiac, Andrew. "New Fire District to Become Official." *The Windsor Times*, March 28, 2019. http://www.sonomawest.com/the_windsor_times/news/new-fire-district-to-become-official/article_2f5eee7a-5195-11e9-800e-47c3333da545.html.

⁴⁴ Rossmann. "Sonoma County Disbanding Its Fire Department." 2018.

Tuolumne County

Current Structure: Independent/Dependent FPD & Contracted Services

The County of Tuolumne contracts with Cal Fire for the staffing and management of ten fire stations as the Tuolumne County Fire Department. This contract costs about \$4 million annually and provides 24/7 staffing of one fire captain and fire engineer. Additionally, the county has eight independent fire districts.

Challenges and Strategic Approach:

The county contracted with an independent party to conduct an evaluation of the county's overall fire protection system. This two-year study recently concluded and the results deemed the current operations unsustainable. The study found the budget shortfall for the fire protection system of \$1.5 million in 2017 to potentially reach more than \$2 million by 2022. These budgeting challenges were also evident in the county's apparatus, of which almost one-third was found to be more than 25 years old with an estimated replacement cost of \$5.4 million to \$7.4 million over the next three to five years. Additionally, the fire agencies were having to rely more on paid firefighters due to a decline in volunteers.

The final recommendation of the study was to form a countywide fire district that could contract with various agencies and allocate funding to districts based on the proportion of service calls. This district could operate through contracts with city departments, local FPDs and CalFire for the provision of fire services. Additionally, the study recommended the exploration of a benefit assessment to stabilize funding.⁴⁵

The Tuolumne Fire Chiefs Association also expressed disagreement with the recommendation believing some of the data and analysis to be flawed.⁴⁶ However, at their June 11, 2019 meeting, the Board of Supervisors directed staff to further pursue the migration to a countywide fire system.⁴⁷

⁴⁵ "Presentation of the First Responder and EMS Study." Tuolumne County Administrator's Office. Board of Supervisor's meeting. June 5, 2019.

https://tuolumneco.granicus.com/MetaViewer.php?view_id=5&clip_id=353&meta_id=54651

⁴⁶ Maclean, Alex. "Study: Fire Services in Tuolumne County Aren't Sustainable, Need Change." *The Union Democrat*, June 7, 2019. <https://www.uniondemocrat.com/localnews/7216606-151/study-fire-services-in-tuolumne-county-arent-sustainable>.

⁴⁷ "Presentation of the First Responder and EMS Study." Tuolumne County Administrator's Office. 2019.

Appendix C: Letters from Fire Protection Districts

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ESPARTO FIRE DISTRICT

16960 YOLO AVENUE
P.O. BOX 366
ESPARTO, CALIFORNIA 95627
(530) 787-3300



January 15, 2021

Yolo County Board of Supervisors
c/o Patrick Blacklock
625 Court Street, Suite 204
Woodland, CA 95695

RECEIVED

JAN 29 2021

**CLERK OF THE BOARD
OF SUPERVISORS**

Dear Yolo County Board of Supervisors:

Esparto Fire Protection District would like to take this opportunity to address the Yolo County Board of Supervisors regarding the Fire Districts Sustainability Ad Hoc Committee progress. First, and foremost, Esparto Fire Protection District would like to thank Yolo County staff for the time and effort they have dedicated to this project.

With the understanding that this is a complex project and there is tremendous research and development that must take place to reach an end goal, we would like to update the county on our position this far.

Originally select committee members met with our District to discuss a proposal developed by the committee. After reviewing the proposal, our District has concerns with it and is currently working with the other rural fire districts to develop a proposal that supports all 15 rural fire districts for consideration by the Ad Hoc Committee.

Although there are common challenges that rural fire districts in our county face, each district has its own individual needs and unique challenges. As such, our proposal allows each district to develop a plan that meets their individual needs. Our District is currently working on completing our Strategic Plan to define our goals, challenges, and needs.

To continue moving forward with the Fire District Sustainability Ad Hoc Committee, we have outlined a brief overview of the issues currently facing our District. Proposition 172 funds would be used to prioritize and address these issues based on the amount of funds our District receives:

Issue 1: Increasing call volume and added demand on volunteers.

- Increase paid staffing (we currently have two full-time employees).
- Implement a Volunteer/Reserve Program.

Issue 2: Facilities

- Build new or retrofit existing facility to accommodate 24-hour staffing.

Issue 3: Training

- Focus on "Train the Trainer" to develop in-house training.
- More collaboration with other fire departments for County-wide training.
- Increase training frequency to allow more volunteers to participate.

Issue 4: Apparatus

- Increase our apparatus replacement fund

Issue 5: PPE

- PPE replacement due to rising costs and increased use
- PPE for additional staff and volunteers.

With the growing service demands and rising costs to operate, our current budget cannot adequately address and solve these issues. Receiving additional funds from Proposition 172 would definitely help address these issues and allow us to continue to provide excellent service to our community.

Again, we want to thank the Fire Districts Sustainability Ad Hoc Committee and appreciate the Board of Supervisors consideration of this letter. We look forward to finding a solution that works for all.

Sincerely,

A handwritten signature in black ink, appearing to read "Rudy Lucero". The signature is written in a cursive style with a large, looping initial "R".

Rudy Lucero
Chair, Board of Commissioners
Esparto Fire Protection District

West Plainfield Fire Protection District

24901 County Road 95, Davis, California 95616 (530)756-0212

February 2, 2021

Yolo County Fire Protection Sustainability
Board Ad Hoc Committee
Yolo County Fire Chiefs Association

Re: Funding Options and Proposed Uses for Yolo County Fire Protection Sustainability

Persons,

First, thank you for addressing the issue of long-term sustainability of the fire protection districts. The fire protection districts in Yolo County provide a valuable service which would be hard to replace at the same service levels.

Chief Rita and Assistant Chief Stiles presented to our Board, for input, the options currently being considered by the Yolo County Fire Protection Sustainability Board Ad Hoc Committee (YCFPSB) to assist the County's fire protection districts achieve long-term sustainability. There appear to be two main issues: (1) funding and (2) use of the funds.

It is our understanding the YCFPSB proposes a ½ cent sales tax for the majority of the funding, to be augmented with 20% of the growth of the statewide sales tax increase implemented many years ago for public safety. It is our further understanding that those funds would be used to provide additional county-paid career staff throughout the County (locations to be determined) to assist with response times, training, etc. That option leaves no obvious monies for equipment replacement, training and personal protective equipment costs, etc. Assistant Chief Stiles was assured there was money for those items, as well, but to date there has been no clear indication of where those funds would be drawn from, nor how much is being considered.

After discussion with Chiefs Rita and Stiles, our Board has the following input:

1. Our preference would be to receive a portion of the 172 funds. However, understanding that receipt of 172 funds is unlikely until the County puts a ½ cent sales tax measure on the ballot, we would not oppose such a measure. However, in addition to the sales tax, the special fire protection districts should be receiving 100% of the 172 growth until such time as the districts collect a total of \$2,600,000.00 from 172 growth, or 13% of the current total 172 funds collected, whichever is more.
2. Given the above and IF the ½ cent sales tax measure does not pass, the County should reallocate the total 172 funds it collects to include: 8% the first year,

increasing each year thereafter until it reaches 13%.

3. No matter where the funds are derived from, the funds should be allocated among the fire protection districts to be used as each deems necessary for their district. Each district should be required to prepare and present a plan for use of the funds and such plan should be reviewed regularly by the County, with the understanding that a district not complying or meeting its goals may be subject to loss of funds.
4. One model under consideration by the rural Yolo County Fire Chiefs allocates 75% of the total equally, 10% depending on average of whole based on population, and 15% depending on average of whole based on call volume. Districts that can grow receive additional property tax monies, while districts that have no room for growth or are prohibited from growth by County zoning will not have such an opportunity. Consequently, in any model similar to the above, using "population" as a factor should be removed. Our recommendation would be to increase the percentage of the total shared equally to 85% and factor average "call volume" at 15%.

Thank you for your consideration of the above. Our Board meets again on Tuesday, February 16, 2021, via Zoom. Shortly before the meeting you can see the agenda and Zoom instructions on our webpage: wpfd.net should you desire to meet with us regarding this matter.

Sincerely,



JAMES McMULLEN, President
Board of Commissioners
West Plainfield Fire Protection District



WILLOW OAK FIRE PROTECTION DISTRICT

18111 County Road 94B, Woodland, California, 95695

Phone: (530) 662-0781 Fax: (530) 662-5856

E-Mail: willowoakfire@gmail.com

January 22, 2021

To: Patrick Blacklock, Yolo County CAO
Yolo County Board of Supervisors

Re: Prop 172 Funding

Dear Mr. Blacklock,

In 2019 the Yolo County Fire Chief's Association began efforts to procure increased funding for their Fire Districts to provide adequate staffing, training, and equipment to meet the ever-growing needs of the communities they serve. As President of the Yolo County Fire Chief's Association and Fire Chief of the Willow Oak Fire Protection District, I felt it necessary to represent not only my District, but the various Districts in our County, as we pursued a portion of Proposition 172 public safety funding. For the past 18+ months I have worked alongside Yolo County Fire Association committee members and representatives from the Yolo County Administrators Office as we analyzed the efficacy of the Fire Districts in our County and determined how each District could benefit most by increased funding.

After countless hours of data collection, frequent meetings, and comprehensive analysis the committee members and County representatives constructed a staffing model to place paid staff strategically throughout the County that could serve every Fire District with the Proposition 172 funds. This would allow the funds to be deliberately and intentionally distributed to the areas of the County with the greatest need. Upon presenting the staffing model to the Yolo County Fire Chief's Association members, several Fire Districts were not in agreement with the plan and would prefer to be distributed their equal percentage of the Proposition 172 funds and be allowed to utilize the funds as they see fit. They also do not support any additional rural sales tax to be imposed in the County.

Willow Oak Fire Protection District supports the staffing model that was proposed by the committee members and County representatives. Increasing call volumes, staffing shortages and heightened training standards place significant financial burden on our District. We would emphatically welcome the additional resources to help support our need. We also support the additional rural sales tax, if deemed necessary.

Ultimately if the proposed staffing model does not get approved by the Association members, we will continue to work with the committee members and County representatives to try and develop a model that the Association members can agree on. In order to secure additional funds that will allow us to keep up with the increasing demands on our Districts, we need to proactively work together to come up with a model that allows us all to meet the needs of our Fire Districts and the communities that we serve. Again, Willow Oak Fire Protection District will continue to work with the committee members and County representatives in any way that we can until we can develop a model that we can all agree

upon. Please do not hesitate to reach out if there is anything additional that you feel we could be doing to help ensure progress on this initiative.

Best regards,

Marcus Klinkhammer
Fire Chief
Willow Oak Fire Protection District