
Clarksburg Fire Protection District
Final MSR/SOI
Municipal Service Review
Sphere of Influence
June 25, 2007



Clarksburg Fire Protection District

LAFCO

Yolo County Local Agency Formation Commission
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YOLO COUNTY LOCAL AGENCY FORMATION COMMISSION
Resolution No. 2007-06
(Resolution Adopting the Clarksburg Fire Protection District
Municipal Service Review and Sphere of Influence)
(LAFCO Proceeding S-25)

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

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

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

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

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

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

WHEREAS, the Executive Officer set a public hearing for May 14, 2007 for consideration of the draft Clarksburg Fire Protection District Sphere of Influence, and caused notice thereof to be posted, published, and mailed at the times and in the manner required by law at least twenty-one (21) days in advance of the date; and

WHEREAS, on May 14, 2007, LAFCO continued the public hearing to June 25, 2007 to allow additional time for the Fire Protection District and other interested parties to review and provide comments on the draft Sphere of Influence Study; and

WHEREAS, thereafter, the LAFCO Executive Officer prepared a revised draft Sphere of

Influence based upon additional information provided by the Clarksburg Fire Protection District and other interested parties; and

WHEREAS, on June 25, 2007 the draft Sphere of Influence came on regularly for hearing before LAFCO; and

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

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

WHEREAS, LAFCO directed that the Clarksburg Sphere of Influence be revised to indicate that LAFCO will consider reevaluating the southern boundaries of the Sphere of Influence if the District resolves its communications and station issues; and

WHEREAS, the Clarksburg Fire Protection District Sphere of Influence with revisions as directed by LAFCO is attached hereto as Exhibit A, and the proposed Sphere boundary, comprised of ten and twenty-year lines as set forth therein, is coterminous with the existing Sphere of Influence boundary of the Clarksburg Fire Protection District.

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


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

Environmental Quality Act.

PASSED AND ADOPTED by the Yolo County Local Agency Formation Commission,

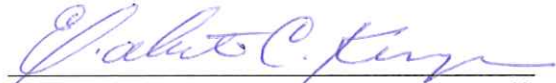
County of Yolo, State of California, this 25th day of June 2007, by the following vote:

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




Olin Woods, Chair
Yolo County Local Agency Formation Commission

Attest:



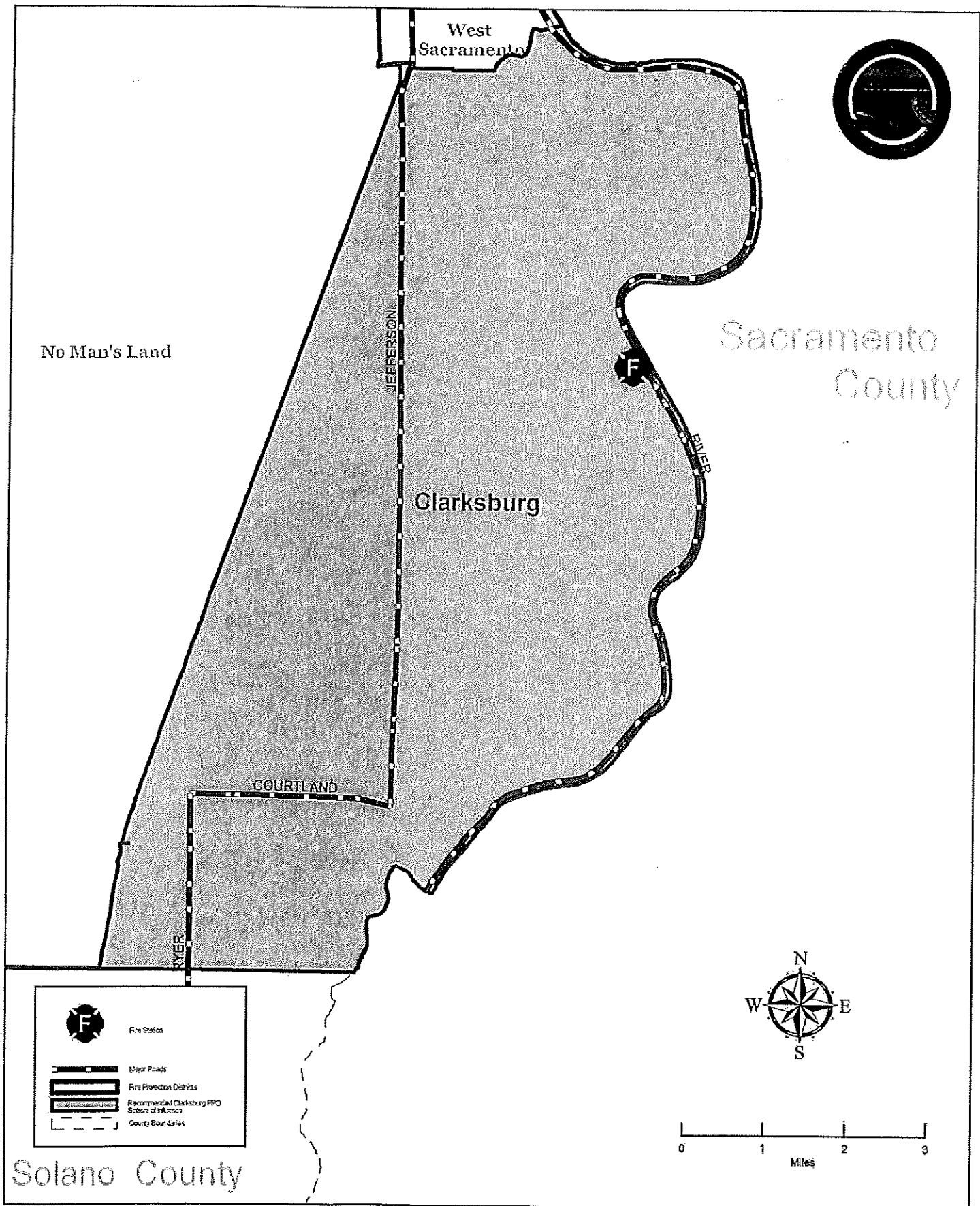
Elizabeth Castro Kemper, Executive Officer
Yolo County Local Agency Formation Commission

Approved as to form:



Stephen Nocita, Commission Counsel

Recommended Clarksburg FPD Sphere of Influence





Final
Clarksburg Fire Protection District
Municipal Services Review and
Sphere of Influence

Yolo County Local Agency Formation Commission

June 25, 2007

YOLO COUNTY

LOCAL AGENCY FORMATION COMMISSION

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INTRODUCTION

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

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

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

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

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

Sphere of Influence Update Process

An important tool utilized in implementing the CKH Act is the adoption of a sphere of influence (SOI) for a jurisdiction. A SOI is defined by Government Code 56425 as "...a plan for the probable physical boundary and service area of a local agency or municipality..." Pursuant to Yolo County LAFCO policy an SOI includes an area adjacent to a jurisdiction where development might be reasonably expected to occur in the next 20 years. The Act further requires that a municipal service review (MSR) be conducted prior to or, in conjunction with, the update of a sphere of influence.

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

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

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

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

The process of preparing these documents has several steps, as shown below.

SPHERE OF INFLUENCE UPDATE PROCESS OUTLINE

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

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

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

MUNICIPAL SERVICE REVIEW FACTORS

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

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

Factors to be addressed:

- Infrastructure Needs and Deficiencies

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

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

Sphere of Influence Guidelines

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

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

evidence of resource capacity sufficient to provide for internal needs and urban expansion.

- c. The existence of agricultural preserves, agricultural lands and open space lands in the area, and the effect that inclusion within a sphere of influence shall have on the physical and economic integrity of maintaining the land in non-urban use.
 - d. Present and future cost and adequacy of services anticipated to be extended within the sphere of influence.
 - e. Present and projected population growth, population densities, land uses, land area, ownership patterns, assessed valuations, and proximity to other populated areas.
 - f. The agency's capital improvement or other plans that delineate planned facility expansions and the timing of that expansion.
 - g. Social or economic communities of interest in the area.
4. Territory not in need of urban services, including open space, agriculture, recreational, rural lands or residential rural areas, shall not be assigned to the sphere of influence area of an agency providing municipal services, unless the area's exclusion would impede the planned, orderly and efficient development of the area.
 5. LAFCO may adopt a sphere of influence that excludes territory currently within that agency's boundaries. This occurs where LAFCO determines that the territory consists of agricultural lands, open space lands, or agricultural preserves whose preservation would be jeopardized by inclusion within an agency's sphere of influence. Exclusion of these areas from an agency's sphere of influence indicates that detachment is appropriate. These boundary changes may also occur when another agency can provide similar services better than an existing entity.
 6. Where an area could be assigned to the sphere of influence of more than one agency providing a particular needed service, the following hierarchy shall apply dependent upon ability to provide service.
 - a. Inclusion within a city sphere of influence.
 - b. Inclusion within a multi-purpose district sphere of influence.
 - c. Inclusion within a single-purpose district sphere of influence.

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

that eventual service extension will have on adjacent agencies.

7. Sphere of influence boundaries shall not create islands or corridors unless it can be demonstrated that the irregular boundaries represent the most logical and orderly service area of an agency.
8. Non-adjacent, publicly-owned properties and facilities used for urban purposes may be included within that public agency's sphere of influence if eventual annexation would provide an overall benefit to agency residents.
9. LAFCO shall review sphere of influence determinations every five years or when deemed necessary by the Commission. If a local agency or the county desires amendment or revision of an adopted sphere of influence, the local agency by resolution may file such a request with the Executive Officer. Any local agency or county making such a request shall reimburse the Commission based on the adopted fee schedule. The Commission may waive such reimbursement if it finds that the request may be considered as part of its periodic review of spheres of influence.
10. LAFCO shall adopt, amend or revise sphere of influence determinations following the procedural steps set forth in the Cortese-Knox-Hertzberg Act, Government Code Section 56000 et seq.

The Clarksburg FPD Municipal Service Review and Sphere of Influence Update documents have been compiled using information from a variety of sources including the Clarksburg General Plan, the Old Sugar Mill Specific Plan, District Survey and Questionnaire, County of Yolo, Sacramento Council of Governments (SACOG), and other governmental agencies.

AREAS OF INTEREST

District Background

District Topography and Demographic Features

The Clarksburg Fire Protection District (FPD) covers approximately 53.39 square miles and is generally located in southeastern Yolo County. Clarksburg FPD is bordered by No Man's Land Fire Protection District and the Sacramento Deep Water Channel to the west, the West Sacramento Fire Department and Shangri-La Slough to the north, Sacramento County to the east, and Solano County to the south. Clarksburg FPD's main arteries are South River Road, which runs north-south along the Sacramento River on the District's eastern boundary; and Jefferson Boulevard, which runs in a north-south direction through the center of the District (see Map 1).

The District is farmed extensively; agriculture is the primary land use. The District mainly includes Class II and Class III soils. Prime soils, categorized as Class I and II soils, have few restrictions in their use for agriculture. Some non-prime soils are farmable with the correct

cultivation techniques. Crops grown in the Clarksburg Fire District include:

alfalfa, almond, apple, apricot, asparagus, bean dried, bean succulent, beehive, beet, cantaloupe, carrot, cherry, chestnut, citrus, clover, collard, corn, cucumber, daikon, eggplant, fig, forage hay/silage, fruit-berry, garlic, grape, grass, herb - spice, kale, kiwi, leek, lettuce leaf, melon, mustard, nectarine, oat, olive, onion, flowers, orange, peach, pear, peas, pepper fruit, pistachio, plum, prune, pumpkin, radish, rangeland, rice, rye, ryegrass, safflower, sorghum, spinach, squash, strawberry, sunflower, swiss chard, tomato, triticale, turf/sod, turnip, walnut, watermelon, wheat, and wild rice. There is also livestock pastureland.

Approximately ninety-five percent (95%) of the land in the District is subject to Williamson Act contracts (see Map 2). The California Land Conservation (Williamson) Act authorizes local governments and property owners to (voluntarily) enter into contracts to commit land to agricultural or other open space uses for ten or more years. Once restricted, the land is valued as open space land pursuant to open space valuation laws (California Constitution, Article 13, Section 8, Revenue & Taxation Code Sections 421 et seq.), which usually results in lower assessed values and, therefore, lower assessed property taxes.

The District's population, based upon estimates by the Yolo County Information Technology Department, is approximately 1,364. Clarksburg is the only town inside the Clarksburg FPD; according to Clarksburg General Plan estimates, the town contains approximately 426 people, i.e., approximately one-third of the District population.

The area covered by the Clarksburg Fire Protection District includes a number of commercial and industrial establishments, almost exclusively oriented to agriculture, that include construction, manufacturing, transportation, communications, public utilities, retail, finance, insurance, and real estate. The Dun & Bradstreet Zapdata database lists 70 businesses with 540 employees in Zip Code 95612, which roughly corresponds to the Clarksburg FPD boundaries.

There is one river recreation area in the District: the Clarksburg Boat Launch. The Clarksburg Boat Launch is located on a 3.9-acre shelf of land inside the Sacramento River levee just 1.5 miles below Clarksburg & County Road E-9. The boat ramp serves as an access to the Sacramento River for boating, water skiing, and fishing; parking is provided; overnight camping is prohibited.

District History and Powers

The Clarksburg FPD was created December 17, 1946 pursuant to Health and Safety Code, Chapter 2, Part 3, Division 12, Sections 14001 through 14594. The District was reorganized in 1966 as required by the Health and Safety Code Section 13812.5 et seq. Since its formation, the District has had four boundary changes. The first three occurred in 1967, and were minor adjustments; in 1979, however, a significant annexation occurred, in which the District boundaries were extended from Highway 84, south to the Solano-Yolo County line.

The following powers were granted to the Clarksburg FPD at the time of the 1966 reorganization (the code sections immediately following the powers refer to state law at the time of the 1966

reorganization and the current code sections governing those same powers are listed in parentheses):

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

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

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

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

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

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

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

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

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

Adjacent Fire Protection Districts

The Clarksburg FPD can rely on other adjacent fire departments and fire protection districts for additional aid.

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

Automatic Aid is assistance dispatched automatically by contractual agreement between two fire protection districts. Clarksburg FPD has an "automatic aid" agreement with the City of West Sacramento Fire Department, located north of the Clarksburg FPD. According to West Sacramento Fire Department Division Chief Medich, the West Sacramento Fire Department provides automatic aid as far south as Clarksburg Road, nearly half way into the Clarksburg FPD.

Currently, the West Sacramento Fire Department has four fire stations. Out of those, station 42 is located furthest south and its response area is adjacent to the north boundary of the Clarksburg FPD. Station 42 usually provides personnel and resources to Clarksburg FPD on automatic aid calls. Currently, there are six personnel at this station, two fire engines, and one brush truck. The station will be staffed by three personnel and house one engine and brush truck after the Department constructs an additional station.

According to Division Chief Medich, the West Sacramento Fire Department will be adding an additional station in the southport area in the next couple of months. The new station will be available to provide additional equipment and resources to the Clarksburg FPD. The station will be staffed by seven full time personnel and house one new engine, an aerial ladder truck, and a water tender.

No Man's Land FPD in Yolo County is located west of the Clarksburg FPD. No Man's Land FPD does not have a fire station located within its own boundaries; it receives contract service from the Davis Fire Department out of the Davis fire stations. The Davis Fire Department would need to travel through the West Sacramento Fire Department service area to provide mutual aid to the Clarksburg FPD, because the Deep Water Channel creates a physical boundary between No Man's Land and Clarksburg FPD and prevents any access to the Clarksburg FPD from the west.

The District has informal agreements with the Ryer Island Fire Protection District (recently consolidated into the Montezuma Hills Fire Protection District in Solano County) south of the Clarksburg FPD, and the Courtland Fire Protection District southeast of the District in Sacramento County. Courtland FPD has two stations located east of and adjacent to the Sacramento River. One of those stations is located in the town of Courtland and the other in the town of Hood.

Courtland FPD can respond into the north area of the Clarksburg FPD out of its Hood Station via the Freeport Bridge and into the south area out of its Courtland Station via the Paintersville Bridge. Courtland FPD generally responds to the south area of the Clarksburg FPD, south of Clarksburg Road. According to Clarksburg FPD Secretary Richard Bagby, Courtland FPD responds into Clarksburg FPD once or twice a year. Courtland FPD has two engines and one water tender housed in its Courtland Station, and one engine, one brush truck, and one auxiliary/grass truck in its Hood station. The Courtland FPD plans to purchase an additional engine in the near future.

The Ryer Island/Montezuma Hills FPD has one station in the Ryer Island area, just south of the Clarksburg FPD boundaries. According to Montezuma Hills Firefighter Dan Schindler, the station in Ryer Island houses one brush engine with full medical capabilities. Two volunteer firefighters live on Ryer Island and are available to respond to calls at night and four personnel are available to respond during the day. According to Richard Bagby, the Clarksburg FPD has at times provided faster response to the south area of the Courtland FPD and some portions of Ryer Island. This is in part due to the fact that the Clarksburg District has the only bridge access to Ryer Island. All other access is by ferry.

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

Fire Protection District	Firefighters	Engines	Water Tenders	Grass Trucks
Clarksburg	20	5	1	1
West Sacramento Fire Department	52	5	1	0
No Man's Land (Contract with City of Davis)	45	5	1	2
Courtland	20	3	1	1

Aid agreements can put a strain on Clarksburg FPD's resources since they require that the District use its personnel and equipment outside of its boundaries. Clarksburg FPD has only one fire station within its boundaries and responding to emergencies in other FPDs leaves Clarksburg without coverage. On the other hand, there is a direct benefit when Clarksburg relies upon other FPDs for additional support. Aid from other districts augments the Clarksburg FPD resources, improves emergency services, and shortens response times in remote peripheral areas. This reciprocity effectively compensates for any temporary resource deficiencies experienced by the Clarksburg FPD.

Sphere Of Influence History

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

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

- Consider the Municipal Service Review for the Clarksburg Fire Protection District;
- Approve and adopt the Clarksburg Fire Protection District Sphere of Influence Update; and

- Accept the General Exemption (CEQA Guidelines section 15061(b)(3)) as the appropriate environmental determination pursuant to CEQA

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

MUNICIPAL SERVICES

Present And Probable Capacity and Need

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

Infrastructure Needs and Deficiencies

Clarksburg FPD operates out of one fire station, located on its eastern boundary in the town of Clarksburg. The Clarksburg FPD has staff and equipment to serve its constituents. The Fire station houses most of the District's equipment. Two of the District's apparatus are housed in leased space at a lumberyard, located east of the fire station.

The Clarksburg FPD uses a Capital Improvement Plan and Development Impact Study to forecast its capital needs; the report was used to justify the establishment of Development Impact Fees (DIFs) adopted by the Yolo County Board of Supervisors on the District's behalf in 2004. The Capital Improvement Plan estimates what equipment and facilities the District will need to maintain service levels as the District experiences growth. Growth and development increase the demand for fire protection district services; the intent is that the Development Impact Fees will help mitigate this increase by providing additional revenues for the additional facilities and equipment that are necessitated by new development.

Staff

The District has twenty volunteer firefighters, including the chief. The District Chief and secretary receive a stipend. Five of the volunteers are trained and certified EMTs. The rest are trained and certified to administer CPR and First Aid. All firefighters are trained in the use of the District's Automatic External Defibrillators (AEDs), which can be used to treat cardiac arrest.

Training is an on-going program. Training is held at the Clarksburg fire station and the Yolo County facility. Firefighters attend weekly trainings, drills, and classes, including State Fire Marshall sponsored classes. New firefighters receive an intense course in safety and operations during a 360 day probationary period.

Joint training may be taken with other districts and governmental agencies to better coordinate

agency efforts. Clarksburg FPD trains regularly with West Sacramento Fire Department and on an as needed basis with Courtland Fire Protection District. The District had been a training resource for Ryer Island but that District has since consolidated with Montezuma Hills FPD in Solano County.

The District responds to agricultural and industrial businesses that require specialty equipment and training, including a fuel distribution plant in West Sacramento and, until recently, an agricultural chemical applications business. Training exercises were held at each of those businesses within the last year; specialty equipment and training include the District's Type 1 pumper, foam capability, master streams, hazmat training, etc. This training is to help the firefighters as well as the businesses better prepare for an emergency event.

Table B1 compares the population served, based on the 2000 US Census, and the number of firefighters in comparable fire districts. The Dunnigan, Knights Landing, Madison, and Yolo Fire Protection Districts were selected for comparison with the Clarksburg FPD, because they are similarly sized rural fire protection districts, and like Clarksburg FPD, a portion of their population is concentrated in one area. In order to control for the variance in population and number of firefighters per district, a ratio of population to firefighters was calculated. For example, Clarksburg FPD has a ratio of 1 firefighter to every 68 people.

TABLE B1 – COMPARATIVE RATIO OF POPULATION TO FIREFIGHTERS PER DISTRICT

Fire Protection District	District Population	Number of Firefighters	Firefighters per Population
Clarksburg (2003)	1,364	20	1:68
Dunnigan (2003)	1,234	17	1:73
Knights Landing (2003)	1,205	13	1:93
Madison (2003)	1,389	16	1:87
Yolo (2004)	1,318	23	1:57

Compared to other fire protection districts the population to firefighter ratio in Clarksburg FPD is slightly better than average.

Structures and Land

The Clarksburg Fire Protection District station is located at 52902 Clarksburg Road, Clarksburg. The District owns the fire station and the land on which it is located.

According to the DIF Study, the station is located in the best area within the District to service the current population and proposed development locations; however, it is inadequate for the

District's needs because of space constraints and operational deficiencies. According to the DIF Study, the roof needs to be repaired or replaced. The current communication system and utilities are not backed up by a generator. The station cannot house modern fire equipment because the ceiling is too low; the overhead doors are too small, and the three existing bays are inadequate. Two of the District's apparatus are housed in leased space at the old lumberyard approximately 200 yards to the east of the fire station.

There is no open space around the station or adjacent land available for purchase to expand the Station (see Map 5). The District owns two long, narrow parcels. The station is situated on a 0.11 acre parcel with no room for setback. The second parcel is on a 0.22 acre ingress/egress easement. The station cannot encroach on the easement. Additionally, a portion of the existing station is built over the septic tank.

The District Commission is planning to build a new station by 2008. The District has identified several strategies for funding development of a new facility in its Capital Improvement Plan and Development Impact Study including development impact fees, bequest of property (for the site of the new facility), subsidy from Yolo County, bonds, state revolving fund loan, state-matching funds, Federal and State grants, private donations, and fundraising.

Equipment

Vehicles

Engine 40 – 2002 Westates; type 1 (800 gallons)

Engine 240 – 1980 Pierce; type 2 (500 gallons)

Grass 40 – 1997, International FL70, built by Westates; type 2/type 3 (800 gallons)

Water tender – 1990 international (4,000 gallons) highway truck

Squad 40 – 1991 ford F350 (250 gallons)

Regular vehicle inspections are performed "in house". Maintenance is performed by outside contractors/commercial vendors who are licensed technicians. According to the DIF study, the District's apparatus is in good condition; however the District is operating its apparatus at maximum levels.

Other Equipment

The District also owns other major equipment, such as a jaws of life and communication equipment. The District does not have a formal "water rescue program"; however, the District does carry water rescue tools such as ropes, torpedo buoy, life jackets, etc. on the rescue squad. In this way, responders have the appropriate equipment, if needed for a water rescue.

According to the District's September 7, 2005 meeting minutes, the District was in need of

updated, high pressure self contained breathing apparatus (SCBA); the District was utilizing older, low-pressure SCBA models. The District has since replaced its SCBA with updated, high pressure equipment using part of a FEMA grant from the Yolo County Fire Chiefs' Association. The purchase also helped promote interoperability with other fire districts and departments in the County and the District's local area.

The District plans for necessary vehicles and other equipment with the Capital Improvement Plan, which includes a 10-Year Plan to help determine short-term infrastructure needs. The Development Impact Fees help enhance District's revenue stream and make it more feasible for it to upgrade or replace equipment to maintain service levels over the long-term. The District currently plans to replace engine 240 and squad 40 by 2008.

Call Volume

Table B2 groups the various types of calls received by the District in the last five years. The District primarily responds to medical aid calls and vehicle accidents. The District responds to twice as many medical aid calls as vehicle accident calls. Overall, it appears that the number of medical aid calls and vehicle accident calls have remained fairly consistent over the last five years.

TABLE B2 – TYPES OF CALLS RECEIVED BY CATEGORY*

Year	Structure Fires	Grass Fires	Vehicle Fires	Vehicle Accidents	Medical Aid	Hazardous Materials	Mutual Aid**	Other***	Total
2002	4	13	17	27	46	1	6	71	185
2003	3	6	6	26	52	2	0	82	177
2004	4	12	7	26	45	0	6	65	165
2005	2	13	11	23	73	0	3	57	182
2006	5	8	15	25	46	0	6	70	175
Total	18	52	56	127	262	3	21	345	884

* Controlled burn calls, which represent more than 60% of the District's total calls, are not represented
 ** Calls that require the District to leave its jurisdiction or come to the aid of other fire protection districts
 *** Calls such as public assistance, investigations, illegal burns, and false alarms

The Yolo County Communications and Emergency Services Joint Powers Agency (YCCESA) provides dispatch services to Clarksburg FPD for notification of location of emergency. Clarksburg FPD also relies on the station phone and mobile phones as a back-up tool to

communicate with residents and firefighters; according to the DIF study, the loss of the telephone service would greatly impact the District's notification process. Courtland and Clarksburg FPDs use their Nextel phones to request aid from each other.

YCCESA moved to a simulcast transmission system, which allows seven different sites to simultaneously receive emergency transmissions. According to the Clarksburg FPD, the quality of emergency service communications is poor and could potentially compromise the safety of residents and firefighters in the community. In a June 7, 2007 letter to YCESSA, Clarksburg Commission Chairman Harold Shipley states:

[r]eception [from radio to radio and dispatch] nearly always contains excessive background noise with the modulation pulsating in and out to an extent as to make many transmissions unreadable. Pagers frequently fail to alert firefighters of a call and in-route emergency communication is frequently un-readable.

The letter further indicates that despite YCCESA's efforts to repair the system, communications have worsened. The District also emphasizes that it maintains its own communications equipment to industry standards.

According to YCESSA Support Services Manager Marianne Wolfe, YCESSA continues to fine tune and troubleshoot areas of the simulcast transmission system. YCCESA recently commissioned a Communications Systems and Facility Strategy Radio Cost Analysis Report to identify problems and ways to improve and reinforce countywide communications systems. Clarksburg is one of the areas that the report identifies. YCESSA is also evaluating ways to utilize existing infrastructure more efficiently to strengthen communications in the Clarksburg area. In a June 14, 2007 letter to the District, Ms. Wolfe indicates that YCESSA is committed to finding an acceptable solution for improving radio communications in the District.

The goal of the District is to respond within 8 minutes on 90% of the calls. In the first five months of 2007, the District responded to 66% of calls within 8 minutes. Response times are shorter in the town of Clarksburg; where the fire station is located and much of the District's development is concentrated. Remote areas in the far south portion of the District are more difficult to serve in a short time. It takes approximately twenty minutes to respond to the far south portion of the District; however, historically, the District has provided faster response to the south area than the neighboring district (Ryer Island/Montezuma Hills Fire Protection District). The District's topography includes dirt and levee roads, as well as fog, which affect the District's response times.

According to Chief Hamblin, response times can be improved with improved community fire protection awareness and training. The major vehicle for this has been the District's annual newsletter, which has published information about how to adequately post addresses for improved response, direct dialing of the Yolo County Dispatch Center via cell phone so calls won't be delayed, etc. In addition, community C.P.R. classes have been used to provide general

home safety information to residents.

District Rating

The Insurance Services Office (ISO) is a private organization that supplies information that underwriters use to evaluate and price particular risks, including fire protection. ISO staff gathers information on individual properties and communities and, in turn, insurers use that information in underwriting personal and commercial property insurance, commercial liability and workers compensation policies. Among other services, the ISO:

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

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

The District's last ISO rating review was conducted in December 2006, and the results of that review are still pending. In the District's 1984 Sphere of Influence Study, the ISO rating for the Clarksburg Fire Protection District was an 8. The 8 rating was based on the ability of the district to provide a consistent pumping capacity of 200 gallons per minute (GPM) for 20 minutes (a total of 4,000 gallons) to all areas within their boundaries.

Water availability is one of the factors that the ISO uses to evaluate fire protection capabilities. The District uses three different sources of water for fire suppression: fire fill (wharf) hydrants, "drafting" points, and engines and water tenders. Wharf hydrants are hydrants with two-and-a-half inch outlets; the hydrants do not meet standard hydrant specifications. The District has approximately 10 wharf hydrants throughout the District, four around the school in the town of Clarksburg and several others in areas throughout the District such as Bogle and Wilson Wineries, Pylman and Merwin Vineyards, and Frontier Communications. The second source of water for the District is the river, streams, and channels out of which the District drafts water. The third source is the District's engines and water tenders, whose capacities were outlined earlier in the report.

MSR AND SOI ANALYSIS

Growth and Population

According to 2003 Yolo County Information Technology population estimates, the District has a population of 1,364. The 1984 Sphere of Influence study states that the District had an estimated population of 1,700, which would indicate a 25% decline in population since the last study was conducted in 1984.

According to the 2001 Clarksburg General Plan, the Clarksburg agricultural area and town have a combined population of 1,373. The estimated population of the town is 426. The estimated population of the agricultural area is 947. These areas are projected to increase by 219 people to a population of 1,592 by the year 2020. The town is expected to increase by 68 people to a population of 494 (17 percent increase) and the agricultural area is expected to increase by 151 people to a total estimated population of 1,098 (16 percent increase).

On October 24, 2006, the Board of Supervisors approved the Old Sugar Mill Project, which is adjacent to the town of Clarksburg and within Clarksburg FPD boundaries. The project site has approximately 105 acres that encompass the Old Sugar Mill processing plant and grounds. Willow Avenue is the west boundary of the project site; the project site extends east, across South River Road and the Sacramento River levee to the Sacramento River. The north boundary is 0.02 miles north of Willow Point Road and the south boundary is adjacent to the town, .06 miles north of Clarksburg Ave.

The proposed project would allow for a mix of land uses including 29.7 acres of industrial uses, up to 162 residential units on 28.2 acres, 24.7 acres of commercial uses, 15.7 acres of public uses, 3.2 acres of waterfront, and 3.9 acres of associated roadways. Assuming 2.7 people per 162 residential units, the project would increase the population of Clarksburg by approximately 437.

This project is currently in abeyance. The Delta Protection Commission determined that the project is inconsistent with three of the Commission's Land Use and Resource Management Plan policies and related provisions in the Delta Protection Act. The Commission remanded the matter to Yolo County for its consideration. The Commission has given the County until August 22, 2007 to revise the project to eliminate the three policy inconsistencies. The County's response to that decision is pending further evaluation.

Should this growth occur, there will be an increase in service demand upon the Clarksburg FPD; however, some of the impact of more growth will be mitigated by the increase in property values, some of which should translate into increased property tax revenues and fire suppression assessments, an increase in the District's Development Impact Fees, and any development agreements.

MSR AND SOI FACTORS

Financing Constraints and Opportunities

District Assessed Value

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

The total assessed value for the Clarksburg FPD in the 2005-2006 Fiscal Year was \$209,754,727. To gain perspective, a comparison was made with other comparable fire protection districts. The districts represented in the table are all rural fire protection districts that serve between 1,000 and 1,500 people who are either concentrated in the one existing town or scattered throughout the District on farms. Additionally, the per capita assessed value was calculated to account for variances in population.

TABLE C1 – COMPARISON OF DISTRICT ASSESSED VALUE

Fire Protection District	District Population	Assessed Value	Per Capita Assessed Value
Clarksburg FPD	1,364	209,754,727	153,779
Dunnigan	1,234	220,179,715	178,428
Knights Landing	1,205	67,574,899	56,079
Madison	1,389	132,098,424	95,103
Yolo	1,318	133,342,048	101,170

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

The District's assessed value is second highest and above the average assessed value (\$152,589,963) of the FPDs shown. When controlled for population, the District's per capita assessed value is the second highest and above the average assessed value (\$116,912).

Revenue Sources

The District's primary ongoing revenue sources are property taxes and special assessments. The District also receives funding through Development Impact Fees (DIF) and grants.

- **Property Taxes** – Although stable and collected annually, the relative value of property taxes decreases slowly over time because they do not automatically increase with inflation or with increases in property values. In California, the maximum property tax assessed on any land is generally 1% of the property's value. Of that 1%, the District receives approximately \$0.02 for every property tax dollar collected.

The District's portion of the 1% (factor) of property tax is the lowest among comparable fire protection districts. Dunnigan receives \$0.04, Knights Landing \$0.07, Madison \$0.05, and Yolo \$0.04 for every property tax dollar collected.

The District has received an average \$33,394 in property taxes each year over the last five fiscal years.

- **Fire Suppression Assessments** – Clarksburg FPD has a fire suppression assessment, with every property in the District charged an assessment for fire protection.

The expansion or augmentation of this source has limits under state law, because Proposition 218 provides that any increase of the existing assessment is subject to its calculation and election requirements: the increased assessment would have to be justified in terms of how much benefit each property owner receives from the District's fire suppression services, and then ratified by the landowners subject to the increase; if a majority of the weighted ballots were cast against the increase, it would not be imposed.

Some flexibility was written into the Clarksburg FPDs assessment at the time it was last increased, in 2002, so that the amount can be adjusted up to account for inflation within specified limits. The Commission voted to increase the Fire Suppression Assessment by 5% for fiscal year 2006-2007.

The District has received an average \$65,892 in fire suppression assessments each year over the last five fiscal years.

- **Development Impact Fees (DIFs)** – California Health and Safety Code §13916 prohibits fire protection districts from imposing DIFs. However, with the County's approval of the Fire District Development Impact Mitigation Fee Ordinance in early 2004, the County Board of Supervisors was in a position to adopt Development Impact Fees (DIFs) on the District's behalf, and did so through Resolution No. 04-120 adopted on June 22, 2004. The Development Impact Fees can be used to pay for capital facilities and equipment, but not for operating costs.

The fees for single-family residences are \$1.29 per square foot, or \$3,225 for a 2,500 square foot home. Commercial retail fees are \$1.07 per square foot, or \$1,070 for a 1,000 square foot business.

The District began collecting DIFs in Fiscal Year 2004-2005; it has collected approximately

\$42,000 in fees.

- **Grants/Fundraisers** – The District applied for and received a \$5,000 matching grant through the Assistance to Rural Fire Departments Act Grant in February 2005 to purchase firefighting equipment and related training; the District also received a \$27,000 FEMA grant in 2004. These combined grants enabled the District to purchase new wild land turnouts, web gear, and fire shelters.

The District also received a FEMA grant through the Yolo County Fire Chiefs' Association to purchase new SCBA equipment; this purchase promoted equipment interoperability with other fire districts and departments in the County and its local area.

In addition, the District receives some revenue from fundraisers organized by the volunteers. Proceeds from those fundraisers have gone towards the purchase of firefighting equipment.

District Budget

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

TABLE C2 – DISTRICT REVENUES AND EXPENDITURES (ACTUAL)

Budget Year	Revenues	Expenditures	Net Amounts
2001-2002	119,047	88,326	10,770
2002-2003	335,158	327,236	7,921
2003-2004	104,048	127,622	-23,574
2004-2005	146,068	159,472	-13,404
2005-2006	127,112	128,091	-979

In fiscal years 2003-2004 and 2004-2005, District expenditures exceeded revenues by \$23,574 and \$13,404 respectively. The District expended high levels of funds for legal services and professional and specialized services. These expenses were related to trying to finance a new fire station using bonds and assessments requiring voter approval; the voters rejected that proposal.

The District has one outstanding lease purchase agreement. In 2002, the District entered into a capital lease agreement with Public Capital Corporation for a fire truck with a total cost of \$236,616. Lease payments totaling \$309,871.71 are to be paid over a 10-year period, with an annual payment of \$31,006. The balance as of 12/1/06 is \$133,583.02, which will be paid by 2011.

The District has a fund balance of \$20,874.28. The District also has a General Reserve fund of \$51,000. A reserve is a part of the total fund balance that is set aside for cash flow and economic uncertainties and is not available for current expenditures. According to the State Controller's 2003 Accounting Standards and Procedures for Counties, the purpose of a general reserve is to provide for dry period financing; dry period financing represents the funds required to cover the period between July and December when the District does not receive property taxes.

The District should maintain a general reserve of at least fifty-percent of the District's estimated property tax related revenues, which includes homeowners' reimbursement and other in lieu tax payments, such as assessments. The District received approximately \$111,000 in property tax related revenue in the last fiscal year. The District's General Reserves represent nearly half of the District's revenue.

Analysis

As previously mentioned, the District appears to have one of the highest assessed values among comparable districts; however, the District's portion of the 1% (factor) of property tax is the lowest among comparable fire protection districts. The higher assessed values may partially offset the District's lower percentage share.

Fire suppression assessment fees provide a good tool to help increase the District's revenue and compensate for their depressed property tax share. On average, the District's fire suppression assessment represents two thirds of the District's budget. The assessment enables the District to purchase necessary equipment and vehicles, and unlike revenue from DIFs, the assessment can be used to cover operating costs.

DIF revenue is restricted to capital facilities and equipment expenditures. The DIFs will assist the District when purchasing the necessary equipment to maintain service levels if more development occurs in the Clarksburg FPD. As an added benefit, the Capital Improvement Plan and Development Impact Study used to support the DIFs will also assist long-term planning for equipment and facilities.

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

Cost-Avoidance Opportunities

The Chief recommends a budget each year and the District Board of Fire Commissioners reviews and approves the budget. Most of the District's expenditures are delineated by the budget. Any request for moving monies from their allocated funds or for funding in excess of the base budget must be approved by the District Board. Emergency needs are brought before the District Board prior to expenditure.

The District uses cost-saving procedures, such as competitive bidding and volunteer services.

The District follows formal bidding procedures set forth in the Health and Safety Code and in the Public Contract Code. The District also relies on volunteers and community members for some District projects.

Opportunities for Rate Restructuring

The District receives property taxes, special assessments, and development impact fees. The District should consider implementing medical reimbursement fees and station rental fees to increase its revenue.

- **Medical Reimbursement** – In order to enhance revenues, the District should consider charging for emergency medical services. If growth occurs in other parts of the County and in the District, most notably in the Old Sugar Mill, then it is reasonable to conclude that traffic along South River Road will increase, and that consequently there will be more calls for emergency medical services. If there is a rise in demand for District services, Clarksburg FPD should have the mechanisms in place to recuperate the added costs of providing these services.

While these charges might not yield much income, as indicated by other FPDs that have these charges in place, it may be worthwhile for Clarksburg FPD to study and establish an efficient process for administering and collecting these charges. The District could create a rate schedule to bill insurance companies for emergency medical services relating to vehicle accident calls, either by adopting lower fees for District residents than non-residents or by charging a set amount regardless of the recipient's residence.

Should Clarksburg FPD pursue the option of charging these types of fees, it should consult with other FPDs to determine which collection method yields the most benefit for the least amount of cost. For example, Willow Oak FPD currently uses a collection agency to bill out-of-district residents for emergency medical assistance, an arrangement that Willow Oak Chief Jim Froman indicated has resulted in a high collection rate. Another option would be to use the County's Office of Revenue and Reimbursement (ORR), which is the main collection agency for some FPDs. The benefit of assessing charges would have to be weighed against the cost of administering the collection of such fees.

Charging out-of-district residents is logical because they have not contributed to the District's revenue streams. At a minimum, the District should consider recuperating its costs from this group. The Yolo County Auditor's Office has the necessary information to assist the District in setting the appropriate amount.

- **Station Rental Fees** – The District makes the station available for community meetings and functions. The District could rent its station to be used for community events. This may be an additional source of revenue. The District may decide to limit the rental proceeds for the maintenance and upkeep of the station or use the rental fees as additional operating revenue.

Opportunities for Shared Facilities

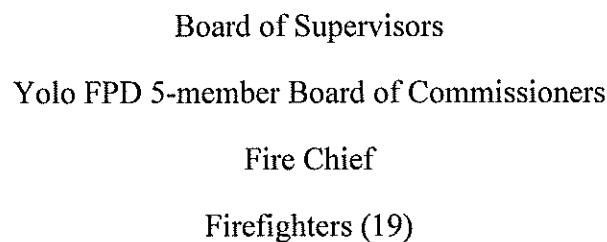
When considering annexation of new lands into a district, LAFCO can evaluate whether services or facilities can be provided in a more efficient manner if service providers develop strategies for sharing resources.

The Clarksburg Fire Protection District takes advantage of several opportunities to share facilities, equipment, and personnel:

- It has an “automatic aid” agreement with the West Sacramento Fire Department, “mutual aid” agreements with other districts, and informal aid agreements with the Courtland and Ryer Island/Montezuma Hills Fire Protection Districts.
- The Clarksburg FPD participates in joint training exercises with the West Sacramento Fire Department and Courtland FPD.
- The District fire station is available to the public for meetings and functions.

Government Structure Options

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



All public notices are posted pursuant to the Brown Act. Commission meetings are held on the first Thursday of every other month at 4:30pm at the Clarksburg fire station. Public participation during hearings is encouraged; the District has also adjusted meeting times to encourage public participation. Participation varies, based on the issues before the Board.

The District has adopted rules and regulations governing its structure and codes of conduct for its volunteers. Per the Administrative Code, the Chief takes care of most disciplinary action and then informs the Commission in closed session.

Management Efficiencies and Local Accountability

The District’s finances are held in the County Treasury and are periodically reviewed or audited.

The Yolo County Auditor-Controller performed the most recent audit, for the years ended June 30, 2000, 2001, 2002, and 2003. That Audit indicates that the District's adopted accounting methods and procedures conform to generally accepted accounting principles for governmental entities.

However, the Auditor-Controller also noted several discrepancies in the administrative and financial procedures and controls used by the District. In a July 2, 2004 letter to the District, the Chief Deputy Auditor highlighted several discrepancies and suggested several opportunities for improvement:

- 1.) The District exceeded its appropriation authority for salaries and benefits by approximately \$18,000 over four consecutive fiscal years and exceeded its overall budget by \$473 in the year 2000. The Auditor recommended that the District review its monthly ledgers and submit an appropriation to transfer funds to the Auditor-Controller when applicable.
- 2.) The District violated the Brown Act when it approved a June 23, 2003 item that was not on the agenda. The Auditor recommended that the District consult with its legal counsel.
- 3.) The District exceeded its borrowing authority by \$157,316 for fiscal year ended 2003. Health and Safety Code Section 13906 stipulates that a District may only borrow an amount of money equal to three times the actual income from property taxes received the preceding fiscal year. The District received \$26,738 in property taxes the preceding year.
- 4.) The District's general ledger balance does not agree with the District's petty cash account at fiscal year end; checks written from the petty cash account were not recorded in the general ledger. The Auditor recommended that the District reconcile its petty cash account as part of their year-end process to ensure that all expenditures are recorded in the proper fiscal year.
- 5.) In 2002, the District entered into a lease-purchase agreement for the acquisition of a fire truck without forwarding a copy of the lease to the Auditor-Controller until the next fiscal year. According to generally accepted accounting principles, capital leases are to be recorded at the beginning of the lease. The Auditor recommended that the District forward all copies of future lease-purchase agreements to the Auditor-Controller Manager for Special Districts.

The Clarksburg FPD Board Chair replied to the Auditor-Controller's July 2004 letter with a commitment to work with the Auditor's Office to resolve issues identified in the letter and implement the Auditor's recommendations; the District's reply also stated that the District had already established a new internal auditing system to reconcile its petty cash account (recommendation 4 above).

Policies and Procedures

The District Board of Commissioners adopted an Administrative Code on January 1, 2007 that sets forth the current policies and procedures of the District. The Code addresses the “power, duties, and functions of the Fire Protection District, it’s Board of Commissioners, the operation of the fire department, the personnel rules of the District, and such other matters as may from time to time be added to th[e] code” (page 5). The Code provides a clear picture of the organization, administration, and expectations of the District for the benefit of the public and firefighters.

Agricultural Lands

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

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

Written Determinations – Municipal Services

Staff recommends the following findings:

1. The District is in compliance with all State laws and regulations.
2. The Clarksburg Fire Protection District currently provides adequate fire prevention, fire suppression and emergency medical services. The District has the challenge of providing coverage to a 53-square mile rural District out of only one station.
3. The District is currently serving at maximum capacity; potentially significant development, if realized, may make it more difficult to respond. Inclusion of fire district needs in any development agreement is essential.
4. The District is currently in need of a new fire station, to house its vehicles and other equipment, and to allow room for expansion.
5. The District has explored other revenue options in order to meet the increasing need for services in the future.
6. The District was astute in applying to the Board of Supervisors for Development Impact Fees. This will provide a needed revenue infusion that will allow the District to purchase necessary equipment and facilities.

7. In order to accommodate significant future development, additional infrastructure and resource needs will include: a larger volunteer force, at least one paid (full or part-time) firefighter to handle calls during the daytime, and additional vehicles and equipment that the District can deploy individually or in joint operations with other districts.
8. The District should work with its representative on the YCESSA JPA Board of Directors to communicate the District's concerns to the JPA Board and identify ways to improve and implement improved communications in the District to minimize the threat to District citizens and firefighters.

STATEMENT OF INTENT

- 1) LAFCO intends that its Municipal Service Review and Sphere of Influence determinations will serve as a guide for the future organization of local governments within Yolo County.
- 2) Spheres of influence shall be used to discourage urban sprawl and the unnecessary proliferation of local governmental agencies, to encourage efficiency, economy, and orderly changes in local government, and to prevent the premature conversion of agricultural land.
- 3) The adopted spheres of influence shall reflect the appropriate general plans, growth management policies, annexation policies, resource management policies, and any other policies related to ultimate boundary and service areas of an affected agency unless those plans or policies conflict with the legislative intent of the Cortese-Knox-Hertzberg (Government Code §56000 et seq.).
- 4) Where inconsistencies exist between plans or policies (or both), LAFCO shall rely upon that plan or policy which most closely follows the legislature's directive to discourage urban sprawl, direct development away from prime agricultural land and open-space lands, and encourage the orderly formation and development of local governmental agencies based upon local conditions and circumstances.
- 5) The sphere of influence lines are a declaration of policy to guide LAFCO in considering proposals within its jurisdiction.
- 6) LAFCO decisions shall be consistent with the spheres of influence of the affected agencies.
- 7) No proposal that is inconsistent with an agency's sphere of influence shall be approved unless LAFCO, at a noticed public hearing, has considered and approved a corresponding amendment or revision to that agency's sphere of influence.

SPHERE OF INFLUENCE RECOMMENDATIONS

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

(a) In order to carry out its purposes and responsibilities for planning and shaping the logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its communities, the commission shall develop and determine the sphere of influence of each local governmental agency within the county and enact policies designed to promote the logical and orderly development of areas within the sphere.

It further indicates:

(e) In determining the sphere of influence of each local agency, the commission shall consider and prepare a written statement of its determinations with respect to each of the following:

- (1) The present and planned land uses in the area, including agricultural and open-space lands.
- (2) The present and probable need for public facilities and services in the area.
- (3) The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
- (4) The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

WRITTEN DETERMINATIONS - SPHERE OF INFLUENCE

The Commission, in establishing the sphere of influence for the Clarksburg FPD, has considered the following.

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

Approximately one-third of the District's population is concentrated in the town of Clarksburg. The rest of the population is spread throughout the District in rural, agricultural residences.

According to the 2001 Clarksburg General Plan, the town of Clarksburg contains approximately 145 acres (130 parcels) of residentially designated and County zoned land, 15 acres (42 parcels) of commercially designated and zoned land, 118 acres (16 parcels) of land designated and zoned Heavy Industrial, and 7.19 acres (4 parcels) of land designated and zoned for public open space/parks. According to the 2001 Clarksburg General Plan vacant land available for further development includes 14 residential parcels, 4 commercial parcels, 12 industrial parcels, and 4 open space/park parcels.

The Clarksburg General Plan does not propose expanding town boundaries to accommodate new growth up to the year 2020. Anticipated growth will be accommodated through changes in land use designations and zoning that will result in slightly more dense development; parcels in the town cannot support very high density development because of design requirements for individual septic systems and a high groundwater table. There is no community septic system.

The Old Sugar Mill site is included in and occupies 41 percent of the total Clarksburg town area. The site was designated and zoned for Heavy Industrial uses in the Clarksburg General Plan; however, a Specific Plan was recently designed for the Old Sugar Mill site, which includes redevelopment of 105 acres of the Old Sugar Mill area located adjacent to the town of Clarksburg. The Specific Plan allows for a mix of land uses including 29.7 acres of industrial uses, 162 residential units on 28.2 acres, 24.7 acres of commercial uses, 15.7 acres of public uses, 3.2 acres of waterfront, and 3.9 acres of associated roadways. Assuming 2.7 people per 162 residential units, the proposed specific plan would increase the population of Clarksburg by approximately 437.

On October 24, 2006, the Yolo County Board of Supervisors approved the Old Sugar Mill Specific Plan; however, the Delta Protection Commission determined that the Project is inconsistent with three of the Commission's policies and related provisions in the Delta Protection Act. The County's Response to that decision is pending further evaluation; the Old Sugar Mill project is currently in abeyance.

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

Apart from the proposed Old Sugar Mill project, the population in the town of Clarksburg and surrounding agricultural areas is expected to increase from a population of 1,373 to 1,592 over a twenty year period.

The District has the discretion to provide service to new development. Development proposals within the Clarksburg town area require "will serve" statements from the Clarksburg Fire Protection District. The District may choose to enter into development agreements for necessary equipment, facilities, or other resources. The District also has a Development Impact Fee in place to offset the cost of facilities and equipment for new development and fire suppression assessments to augment property taxes.

The District is in need of a larger and better equipped fire station to serve current and future residents. The District is trying to finance a new fire station using bonds and assessments requiring voter approval.

The Old Sugar Mill Project would significantly increase the need for fire protection services and facilities provided by the Clarksburg Fire Protection District. Mitigation measures for the Project require the applicant to consult with the District to determine specific equipment, supplies and levels of manpower necessary to sustain acceptable service levels to the project area, and to provide necessary onsite fire prevention measures to ensure adequate fire protection, as determined by the District, prior to approval of the first Final Map.

As part of the Specific Plan, the Clarksburg Fire Protection District would construct a new 1.5 acre fire station in the southwest corner of the Project site; the land for this station would be donated to the County, which would negotiate with the Fire District to trade the existing station site for the new site. The Fire District would be allowed to tie into new water and sewer connections at the site.

There is an existing water system in place comprised of two active wells, an inactive well, and a 120,000 gallon storage tank. The combined capacity of the two active wells is approximately 1,000 gpm at 40 psi. Water would be provided by the existing groundwater wells and new well(s), as needed, to satisfy the potable and fire protection demands of the Project.

The required fire flows will depend on multiple factors, including the types and density of land uses, installation of sprinkler systems, and availability of backup fire water sources. Fire sprinklers are proposed for all commercial and industrial buildings. The fire sprinkler demand per fire event is 1,000 gpm. The *Wastewater, Water, and Stormwater Preliminary Design Report* estimates a peak fire flow of 2,000 gpm. To meet peak fire flows in conjunction with maximum daily water demand, additional storage capacity would be developed to serve the Project.

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

The District provides adequate fire suppression and emergency response services in the District. The District does experience longer response times in the south portion of the District, but no other District is capable of providing faster, more efficient service to the area because of the challenges presented by topography, including dirt and levee roads and waterways in the west, east, and south. As a result, the Clarksburg FPD has at times provided faster response to the south area of the Courtland FPD and some portions of Ryer Island. This is in part due to the fact that the Clarksburg FPD has the only bridge access to Ryer Island. All other access is by ferry. The District's service response capabilities may represent an opportunity for the Clarksburg FPD to expand their service into the Ryer Island/Montezuma Hills FPD area in the future. This consideration would require reevaluation of the Sphere of Influence once the station and communications issues have been resolved.

The current District station is not adequate for the District's needs. The District is planning to build a new station in 2008.

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

With approximately one-third of the District population, the town of Clarksburg is the largest and most dense social community of interest in the Clarksburg FPD service area. The rest of the population is spread throughout the District in rural, agricultural residences, which also

forms a social and economic community of interest. The communities are expected to retain their character and identity because new growth will be directed into the town, and Williamson Act contracts and zoning will ensure that most of the surrounding land remains in agriculture.

Based upon the information contained in this document, it is recommended that the 10 and 20 year lines for Clarksburg FPD Sphere of Influence remain coterminous with current District boundaries (see Map 6).

ENVIRONMENTAL REVIEW

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

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

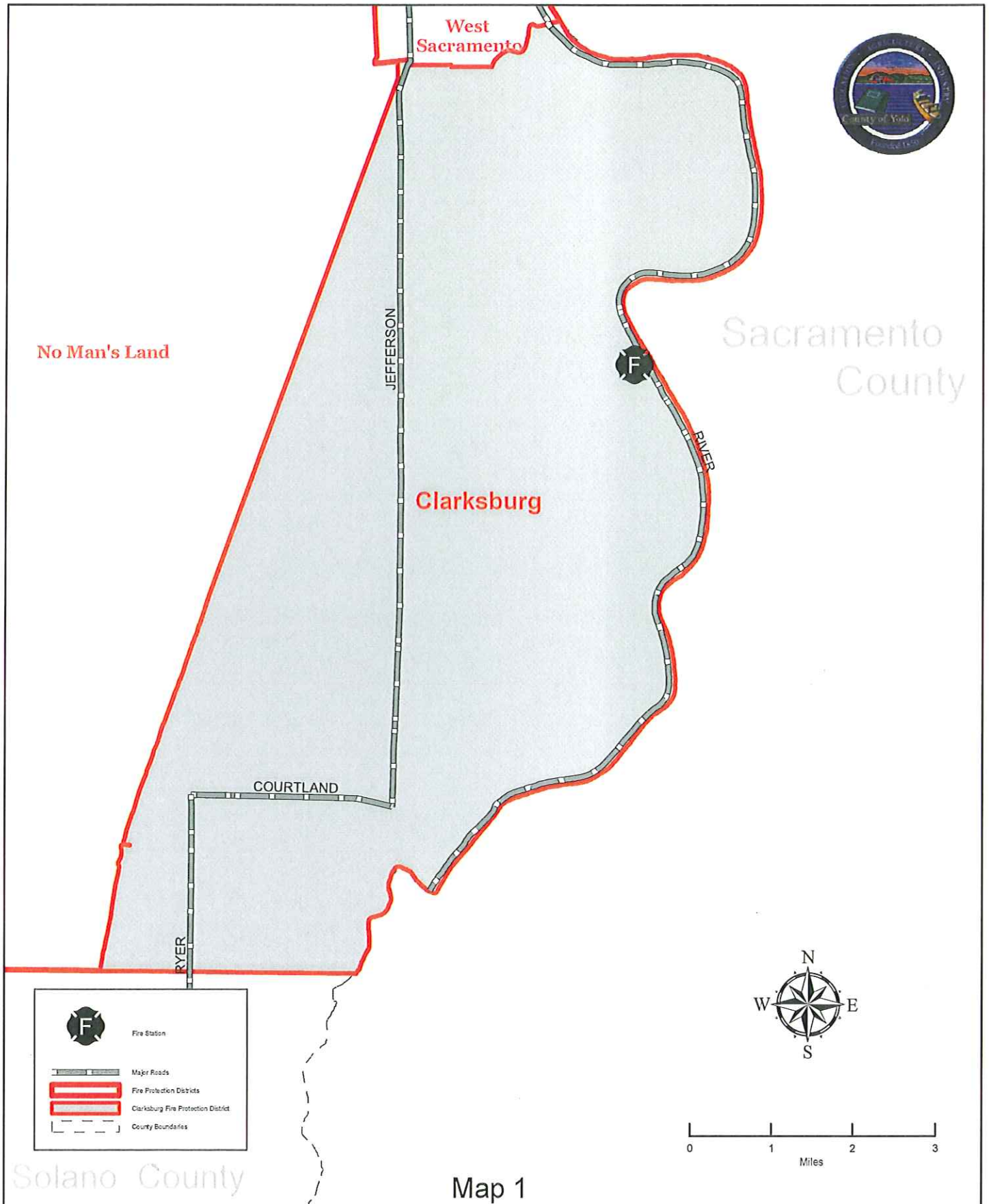
Since there are no suggested boundary changes, land use changes or environmental impacts due to this MSR/SOI, a Notice of Exemption is the appropriate environmental document.

REFERENCES

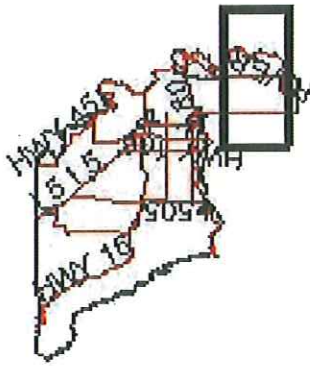
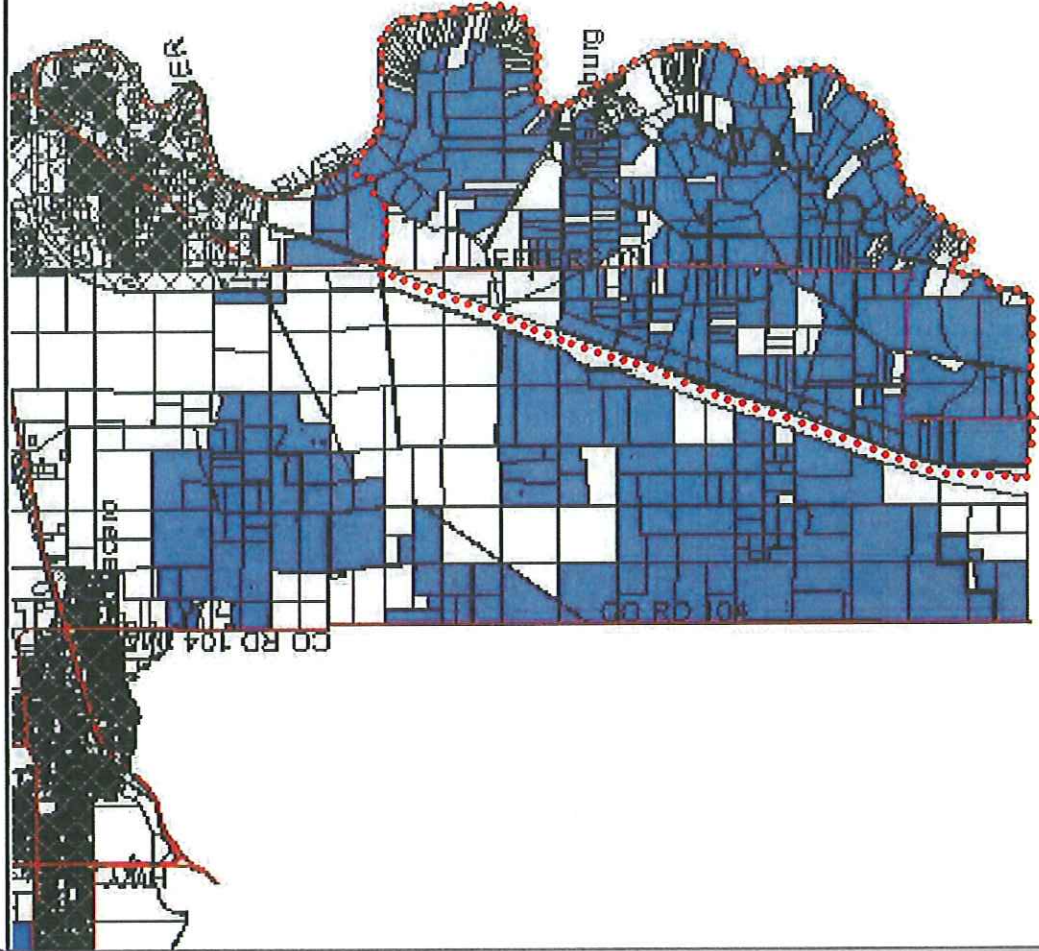
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Clarksburg Fire Protection District



ArcIMS HTML Viewer Map



- Legend**
- Major Roads & Highways
 - Yolo County Boundary
 - Cities
 - Towns
 - Parcels
 - Williamson Act

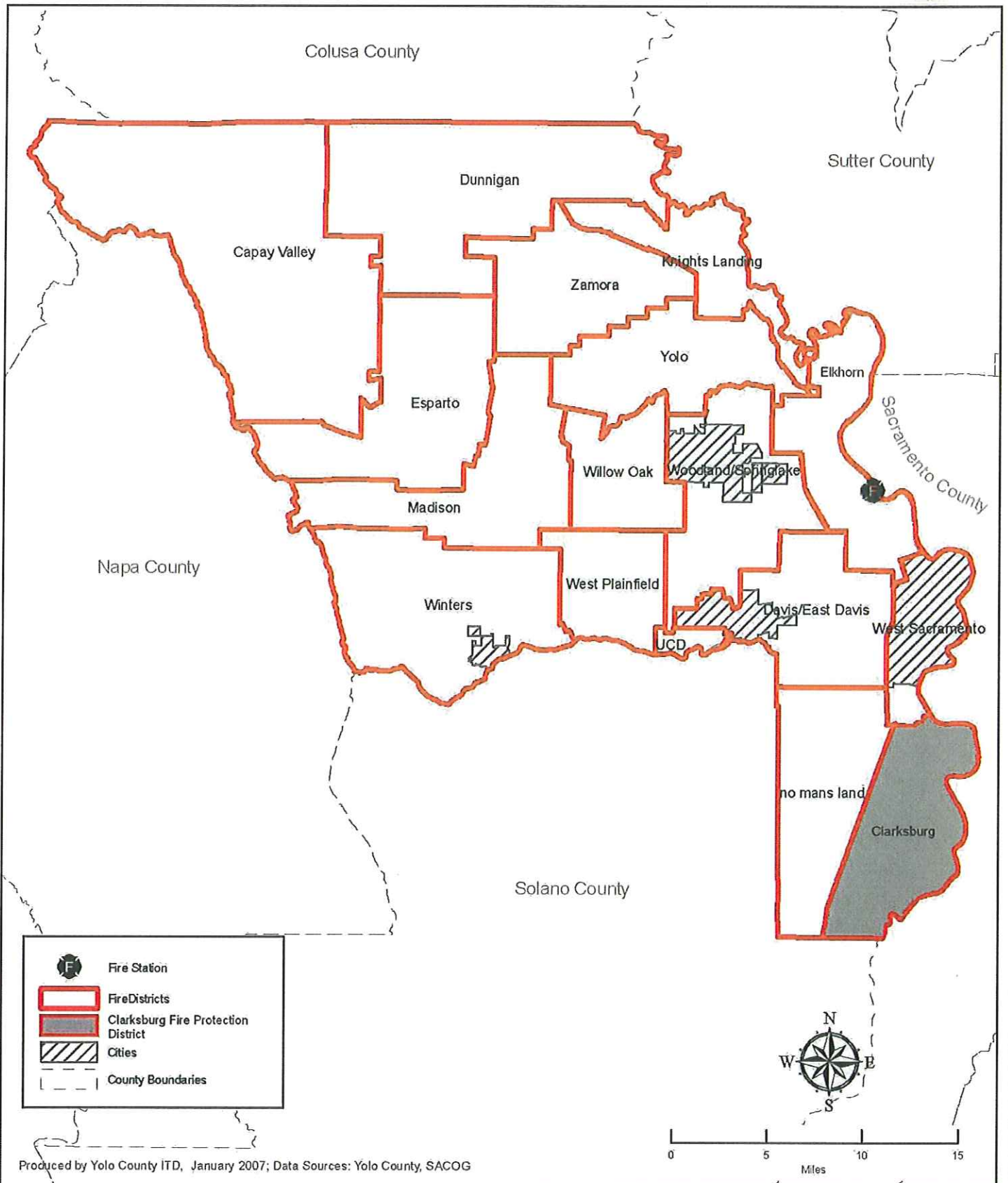


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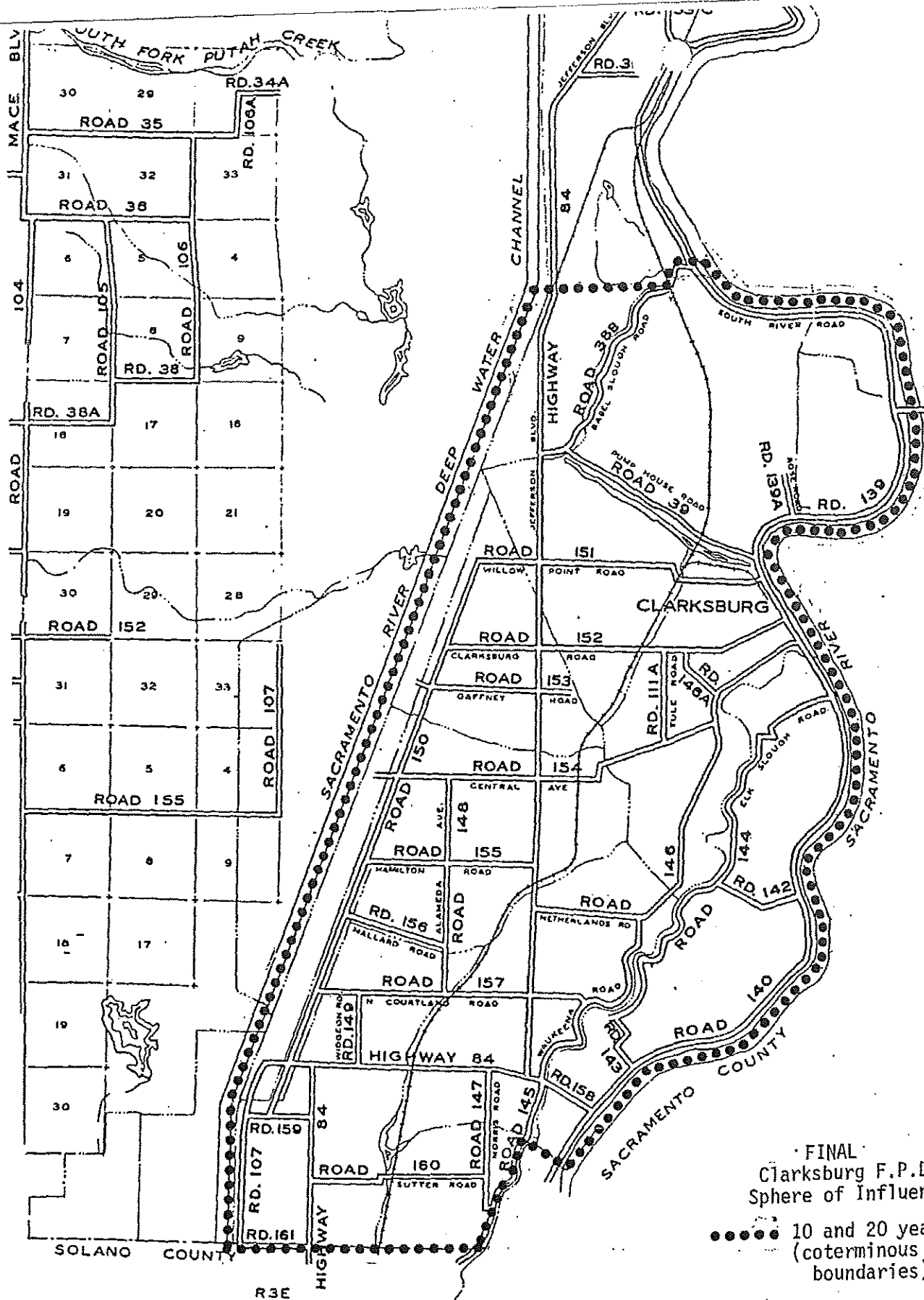
Map 2

Yolo County Fire Protection Districts: Clarksburg



Produced by Yolo County ITD, January 2007; Data Sources: Yolo County, SACOG

Map 3



Map 4



Recommended Clarksburg FPD Sphere of Influence

