
Zamora Fire Protection District
Final MSR/SOI
Municipal Service Review
Sphere of Influence
September 19, 2005



Zamora FPD Hangar Bays

LAFCO

Yolo County Local Agency Formation Commission
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Resolution No. 2005-16
(Resolution Adopting the Zamora Fire Protection District
Municipal Service Review and Sphere of Influence Update)
(LAFCO Proceeding S-018)

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 2005, the Yolo County Local Agency Formation Commission (LAFCO) undertook to review and update the existing Sphere of Influence for the Zamora Fire Protection District; and,

WHEREAS, in conjunction therewith, the LAFCO Executive Officer prepared a combined draft MSR and SOI (hereafter collectively referred to as the Sphere of Influence) for the Zamora Fire Protection District; and,

WHEREAS, the Executive Officer set a public hearing for September 19, 2005 for consideration of the draft 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 September 19, 2005 the draft Sphere of Influence came on regularly for hearing before LAFCO, at the time and place specified in the Notice; and,

WHEREAS, at said hearing, LAFCO reviewed and considered the draft Sphere of Influence, and 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.

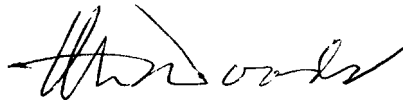
NOW, THEREFORE, IT IS HEREBY RESOLVED, ORDERED and FOUND by the Yolo

County Local Agency Formation Commission as follows:

1. Each of the foregoing recitals is true and correct.
2. The Yolo County Local Agency Formation Commission adopts the combined Municipal Service Review and Sphere of Influence for the Zamora 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 mail a certified copy of this Resolution to the Zamora Fire Protection District and the County of Yolo.

PASSED AND ADOPTED by the Yolo County Local Agency Formation Commission, County of Yolo, State of California, this 19th day of September, 2005, by the following vote:

Ayes: Kristoff, Pimentel, Sieferman and Woods
Noes: None
Abstentions: None
Absent: Thomson



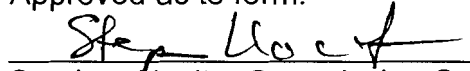
Olin Woods, Chairman
Yolo County Local Agency Formation Commission

Attest:

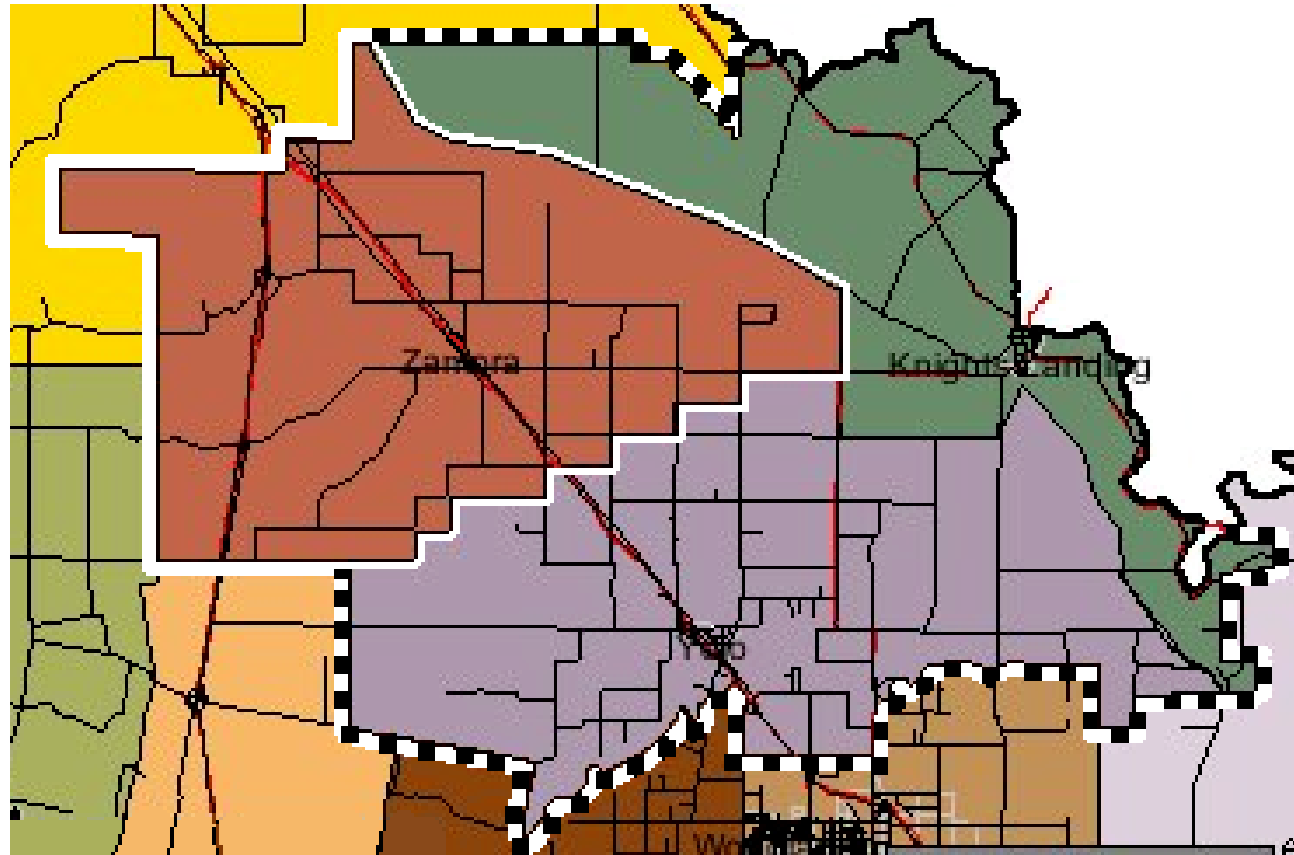


Elizabeth Castro Kemper, Executive Officer
Yolo County Local Agency Formation Commission



Approved as to form:



Stephen Nocita, Commission Counsel



Zamora Fire Protection District Sphere of Influence

-  10 year sphere of influence line
-  20 year sphere of influence line

Final

Zamora Fire Protection District
Municipal Services Review and
Sphere of Influence

Yolo County Local Agency Formation Commission

September 19, 2005

YOLO COUNTY

LOCAL AGENCY FORMATION COMMISSION

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Artemio Pimentel, Vice-Chairman, City Member
William Kristoff, City Member
Frank Sieferman, Jr., County Member
Helen Thomson, County Member

ALTERNATE MEMBERS

Duane Chamberlain, County Member
Robert Ramming, Public Member
Vacant, City Member

STAFF

Elizabeth Castro Kemper, Executive Officer
José C. Henríquez, LAFCO Analyst
Stephen Nocita, Commission Counsel
Cynthia Guerrero, Commission Clerk

TABLE OF CONTENTS

INTRODUCTION 5

 Sphere of Influence Update Process..... 6

 Sphere of Influence Update Process Outline 7

 Municipal Service Review Factors 7

 Sphere of Influence Guidelines 8

Areas of Interest 10

 District Background 10

 District Topography and Demographic Features 10

 District History and Powers 11

 Neighboring Fire Protection Districts 12

 Sphere Of Influence History..... 13

Municipal Services..... 13

 Present And Probable Capacity and Need..... 13

 Infrastructure Needs and Deficiencies..... 14

 Staff..... 14

 TABLE B1 – Comparative Ratio of Population to Firefighters Per District 15

 Equipment 15

 Call Volume 16

 TABLE B2 – Types of Calls received By Category 17

 District Rating 17

 Written Determinations – Municipal Services 18

MSR and SOI Analysis 19

 Growth and Population..... 19

MSR and SOI Factors 19

 Financing Constraints and Opportunities 19

 District Assessed Value..... 19

 TABLE C1 – Comparison of District Assessed Value 20

 District Budget 21

TABLE C2 – District Revenues and Expenditures (Actual)	21
Revenue Sources	21
Analysis.....	22
Cost-Avoidance Opportunities	23
Opportunities for Rate Restructuring	26
Opportunities for Shared Facilities.....	27
Government Structure Options.....	27
Management Efficiencies and Local Accountability	28
Agricultural Lands.....	28
Statement of Intent.....	29
Sphere of Influence Recommendations	29
Written Determinations.....	30
Environmental Review.....	31
References.....	32
Map 1 – Zamora FPD	33
Map 2 – Williamson Act Lands Within Zamora FPD	34
Map 3 – Consolidated FPD Service Area.....	35
Map 4 – Recommended 2005 Zamora FPD Sphere of Influence Boundaries	36

INTRODUCTION

This Municipal Service Review (MSR) and Sphere of Influence (SOI) Update is prepared for the Zamora 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 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 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, 2006. The MSR/SOI document provides the basis for updating the Zamora 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 Zamora 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 Zamora 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, "That in 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...." 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 District's Sphere of Influence. Each of the following guidelines has been addressed in either the Sphere of Influence Update or the Municipal Service Review.

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 an agency's sphere of influence, 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 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 Service Review and Sphere of Influence Update documents have been compiled using information from a variety of sources including the Yolo County General Plan, District Service Survey and Questionnaire, County of Yolo, Sacramento Council of Governments (SACOG), US Census Bureau and other governmental agencies.

AREAS OF INTEREST

District Background

District Topography and Demographic Features

One of fifteen fire protection districts in the County of Yolo, the Zamora Fire Protection District is generally located in northern Yolo County. A fire suppression district is deemed "independent" for these purposes if Zamora FPD is bordered by Dunnigan FPD to the north and west, Esparto FPD to the west, Madison and Yolo FPDs to the south, and Knights Landing FPD to the north and east. Interstate 5 runs in a northwest to

southeast direction near the center of the District. Interstate 505 runs north/south near Zamora FPD's western border and intersects I-5 just north of the District's boundary with Dunnigan FPD (refer to Map 1).

The District's topography ranges from 0 percent slope along the east to 30-50 percent slopes along the Dunnigan Hills on the District's western edge. The primary land use within the District is agricultural with various farms located throughout the District. Approximately 70% of the land in the District is under Williamson Act Contract (refer to Map 2). The quality of the soils in the District varies from Class I to Class VI, with the soil classifications evenly split between prime and non-prime soils. Prime soils, catalogued as Class I and II soils, have few limitations in their use for agriculture. Some non-prime soils are farmable with the correct crop growing techniques. Regardless of the soil type, the District is extensively cultivated.

The District's population, based upon estimates from the 2000 US Census, is approximately 359 people. Zamora is the only town within the Fire District. There is little commercial or industrial development in Zamora or in its surrounding vicinities.

District History and Powers

The Zamora Fire Protection District was organized November 28, 1938 pursuant to the 1923 California Statutes, pg. 431 to serve a largely rural area covering roughly 52.3 square miles in northern Yolo County. In 1966, the District was reorganized, pursuant to California Health and Safety Code §13801 et seq. The District's boundaries have remained static since its creation.

The following powers were granted to the Zamora 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

Zamora FPD is adjacent to the Dunnigan, Esparto, Knights Landing, Madison and Yolo Fire Protection Districts. It has an "automatic aid" agreement with Dunnigan and Yolo FPDs along the I-5 corridor and "mutual aid" agreements with the other fire protection districts. According to Zamora Fire Chief Tom Tolson, all of the surrounding fire districts can reasonably provide assistance to Zamora FPD. Because the Zamora firehouse is centrally located, Zamora FPD is able to respond adequately to emergencies within its service area; however, response times are longer in some outlying areas around the Dunnigan Hills and the Colusa Basin Drainage Canal. Consequently, Zamora FPD sometimes relies upon Dunnigan, Knights Landing and Yolo FPDs for assistance.

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

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

Fire Protection District	Firefighters	Engines	Water Tenders	Grass Trucks
Dunnigan	17	1	1	2 (plus one squad car for emergency medical calls)
Esparto	23	2	2	1
Knights Landing	13	2	1	1
Madison	14	2	2	1
Yolo	20	4	1	1

Sphere Of Influence History

The last comprehensive Sphere of Influence Study for the Zamora FPD was completed in 1984. In the adopted SOI, LAFCO determined that the District’s Sphere of Influence be coterminous with the District’s boundaries. Since 1984, no proposals involving the District have been considered by LAFCO.

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 Zamora Fire Protection District;
- Approve and adopt the Zamora 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 Zamora Fire Protection District. Each of the nine factors that are required to be addressed by the CKH Act for an MSR is covered in this section as well as factors required for a Sphere of Influence.

Infrastructure Needs and Deficiencies

Zamora FPD owns the fire station and the town hall, both located in the northern part of the town of Zamora. The Zamora FPD has staff and primary and ancillary equipment in order to operate and serve its constituents. The station houses all of the District's apparatus. At present, there is no systematic method that is used to forecast District infrastructure (e.g. equipment or staffing) needs. Equipment is replaced based upon the priorities identified by the FPD Board of Directors, as the need arises and as equipment gets old. Other factors include volunteer availability, frequency of equipment use, and various state requirements.

The Yolo County Board of Supervisors' approval of the Fire District Impact Mitigation Fee Ordinance, which provides that an FPD must develop a "capital improvement plan" before the adoption of development impact fees, provides the District with the opportunity to develop a systematic method to forecast infrastructure needs. After its development, this capital improvement plan can be used as a blueprint to estimate what equipment and personnel the District will need to maintain service levels.

Staff

The District staff consists of the Chief, a volunteer who is assisted by the Zamora Fire Department, which has an additional 20 volunteer firefighters. All firefighters are certified to administer CPR and First Aid.

New recruits undergo a six-month in-house probationary training period. Training for volunteers includes CPR, First Aid classes, vehicle and equipment maintenance and monthly fire drills. New recruits may accompany the incumbent firefighters on calls, but recruits are only allowed to watch and learn. Refresher training practices for established firefighters and for the Chief are conducted monthly and concurrently with new recruits. These training practices are mostly prepared and coordinated in-house, but sometimes the District invites other instructors or coordinates sessions with other FPDs. In addition, the firefighters must renew their CPR license every year and their First Aid license every 3 years.

Table B1 compares the population served, based on the 2000 US Census, and the number of firefighters available in the neighboring fire districts. 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, in 2004, Zamora FPD has a ratio of 18 to 1. Compared to other fire protection districts the population to firefighter ratio in Zamora FPD is average.

TABLE B1 – COMPARATIVE RATIO OF POPULATION TO FIREFIGHTERS PER DISTRICT

Fire Protection District	District Population	Number of Firefighters	Population per Firefighter
Zamora (1984)	400	26	1:15
Zamora (2004)	359	20	1:18
Dunnigan	1,234	18	1:69
Esparto	2,802	23	1:122
Knights Landing	1,205	13	1:93
Madison	1389	16	1:87
Yolo	1318	23	1:57

(Note: For a long-term perspective in the analysis, the estimated population and firefighter numbers from the 1984 Zamora FPD SOI were also included)

According to the Fire Chief, the District is short on firefighters, especially during business hours, because most firefighters work outside the District. As a result, response times can be longer during the day. The low district population and its low per capita ratio is a mixed blessing for Zamora FPD. The low resident to volunteer ratio means that, proportionally speaking, District residents are looking out for the welfare of their neighbors and may imply that volunteer recruitment is not much of an issue for Zamora FPD. On the other hand, unlike the towns of Esparto or Dunnigan, with 61 people the town of Zamora is too small to be considered a high-density population center. This means that a significant percentage of the District’s structures and people are diffused across a large area. In addition, the volunteer base is smaller than in other FPDs. This environment can present challenges to any fire protection district.

Equipment

As exemplified by the list below, Zamora FPD’s vehicles are a collection of new equipment and equipment that is over 20 years old. The District’s main impediment towards the replacement of new equipment is financing. The District’s stable revenue streams are only large enough to cover ongoing costs and maintenance. Further discussion on the District’s finances will occur in the “Financing Constraints and Opportunities” section. But because of these budgetary restraints, the District has used various means at its disposal to find ways to purchase new equipment. In 2003, it received a \$62,000 grant from the Federal Emergency Management Agency (FEMA) to

purchase new equipment and has taken out loans and hosted fundraisers to replace others.

All of these methods have a downside, however. Grants are a one-time infusion of revenue and may consume a significant amount of administrative time and personnel to complete the process. Loans incur debt, placing additional burden on the District budget. Finally, using fundraisers as a mechanism to replace equipment can be a slow process because the amount that can be raised at each fundraising event is limited. Therefore, it takes multiple events spread over time to raise sufficient funds for a costly item.

The District's major equipment is composed of:

- Three engines/fire trucks: 2001 Freightliner (1,000 gals) with a 1,000 gpm pump; 1978 custom Chevrolet (1,000 gals) with an 800 gpm pump; 1975 Ford (1,000 gals) with a 750 gpm pump
- One tender: 1974 Peterbuilt (4,000 gallons) with a 750 gpm pump
- One grass/brush truck: 2004 GMC (450 gals) with a 200 gpm pump
- One squad truck with medical aid and rescue equipment, including a jaws of life

District apparatus is duly inspected and maintained. Vehicle inspections and routine maintenance are performed in-house by volunteers at least once a month; additional inspections may be performed depending upon call volume. According to the Chief, all of the District's equipment and vehicles are in good to excellent condition in the short terms; but in the long term, some of the old equipment will have to be replaced since they may be close to the end of their usefulness. Most of the District's vehicles will remain viable if the District continues its current maintenance schedule.

As noted earlier, the District has no formal replacement or purchasing policies. Instead, equipment is replaced or purchased on an "as needed" basis and as funds become available. One of the benefits of a capital improvement plan, whose development is a necessary step in the Development Impact Fees adoption process, is that the plan can be used as a planning tool for equipment purchasing and replacement. Another use for the plan is to identify equipment that is incompatible with the equipment of other FPDs. Compatibility of equipment across FPDs is very important during joint rescue operations.

Call Volume

According to the Fire Chief, the District received more than 60 calls in 2003. Interestingly, unlike other FPDs, the Zamora FPD has experienced a decline in calls over the last few years. Table B2 groups the various types of calls received by the District from 2000 through 2003. In 2001 the District experienced a peak in the number of calls, with calls relating to grass fires being the primary reason.

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 Calls
2000	0	63	4	19	11	1	8	0	106
2001	0	102	3	12	17	0	12	0	146
2002	0	72	4	20	12	4	14	2	128
2003	1	20	6	22	8	0	10	1	68

- * Calls that require the District to leave its jurisdiction to fight fires or come to the aid of other fire protection districts.
- ** This category includes any other type of call not covered in the other categories such as public assistance and false alarms

It can be seen that the highest volume of calls comes from the categories of grass fires, vehicle accidents and medical aid, in descending order. As noted earlier in this report, the small number of structures in the District is reflected in the low number of structure fire calls.

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 of 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 every 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 Zamora FPD is divided into two zones. Areas within five miles from the firehouse have an ISO rating of 8. Areas beyond that have an ISO rating of 10. The last District ISO rating review was in 2004. These ratings are consistent with the Chief's indication that the average response time is 7-10 minutes, but that outlying areas may take longer. While response times and ISO ratings measure different things, they are related. A longer response time would be a factor that may affect the ISO rating.

District calls are dispatched by YCCESA. The Chief states that the Yolo County dispatch service is very good and that the siren can be heard several miles out of town.

Written Determinations – Municipal Services

Currently, the Zamora Fire Protection District adequately provides fire prevention, fire suppression, and emergency medical services despite experiencing limitations with equipment and finances. The District has the added challenge of providing coverage to a 53-square mile rural and isolated District out of only one station.

LAFCO staff recommends the following findings:

1. The District is in compliance with all state laws and regulations.
2. The District may not have sufficient personnel and equipment to respond to calls in the outlying areas. The District will need to explore ways to meet the increasing need for medical assistance and fire suppression in those outlying areas.
3. The District was entrepreneurial in applying and securing a FEMA grant that allowed it to procure the necessary equipment to perform its mission.
4. The District should continue to seek new funding mechanisms to upgrade or replace equipment to better serve those in need of its services.
5. Additional infrastructure and resources to accommodate any future development, will include: at least one paid (full or part-time) firefighter to handle calls during the daytime, and adequate equipment that the District can employ individually or in joint operations with other districts.

MSR AND SOI ANALYSIS

Growth and Population

According to the 2000 US Census, the District serves a population of 359. The last SOI study in 1984, which estimated a total District population to be 400. Because of the uncertainty regarding the exact population 20 years ago, it is reasonable to conclude that the population has either remained stable or decreased somewhat. According to SACOG projections, given current regional trends, the unincorporated areas within the County are expected to increase 3.6 percent per year until 2010.

Because the County of Yolo is in the midst of updating its General Plan, one of the options the Board of Supervisors is considering is channeling more development to the County's existing towns, which may include directing growth to Zamora at a faster rate than in the past. Indeed, it appears likely that, although residential growth in the town of Zamora has remained static in the past 20 years, the planned increase in Zamora's population will match SACOG's projections. Documents from the County Planning and Public Works projects that the population in the town will increase by approximately 40 people in the next 20 years.

If commercial growth were to happen, it is likely that it will occur around the area where Interstates 5 and 505 converge, increasing the service demands for Dunnigan and Zamora FPDs. The large number of travelers along these routes may be attractive enough to spur the building of highway-oriented businesses. However, the prospect for businesses to choose to be within the Zamora FPD diminishes significantly because there are few exits from the highways within the Zamora service area. In addition, growth may be further hampered by other trends, such as the town's lack of municipal infrastructure and that the County has opted to channel development into other areas, namely the town of Dunnigan. Of the two towns, only Dunnigan currently has the facilities and infrastructure to accommodate such growth. Nevertheless, any future development plans within the Zamora FPD service area will require a review of this Sphere of Influence.

MSR AND SOI FACTORS

Financing Constraints and Opportunities

District Assessed Value

A district's assessed value is the combined secured, unsecured and utility assets as well as the total homeowner property tax exemptions within a district. The assessed value is a tool to measure the amount of development within a district in addition to 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 Zamora FPD in the 2004-2005 Fiscal Year was \$58,813,808. To gain a better picture, a comparison was made with its neighboring districts. This comparison is important because it provides perspective on Zamora FPD's situation relative to its neighbors in the challenge of raising property tax revenues.

TABLE C1 – COMPARISON OF DISTRICT ASSESSED VALUE

Fire Protection District	District Population	Assessed Value	Per Capita Assessed Value
Zamora	359	\$58,813,808	\$163,827
Dunnigan	1,234	\$183,749,945	\$148,906
Esparto	2,802	\$217,072,642	\$77,471
Knights Landing	1,205	\$62,767,992	\$52,090
Madison	1,389	113,932,641	\$82,025
Yolo	1,318	\$124,655,289	\$94,579

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

The District's assessed value, the lowest among the six FPDs shown here, gives it a relatively low probability to collect increased property tax revenues. In contrast, when controlled for population its per capita assessed value is the highest. Normally the latter aspect would put the District in an advantageous position for enhancing its revenue. It would mean it has the ability to collect higher property tax revenue because property values are increasing. However, an explanation for the higher per capita assessed value may simply be because of Zamora FPD's low population base. A more accurate explanation is that districts with low overall assessed values tend to have little or static growth and/or older development, two trends that are evident within Zamora FPD. Historically little or older development leads to older property tax assessment values, which result in a lower property tax base because Proposition 13 froze the assessed value of property and allowed for its re-assessment only at the time said property changes ownership.

In contrast, Esparto FPD has the highest overall assessed value because it is experiencing rapid growth. The higher district population dilutes this assessed value so that Esparto FPD has the lowest per capita assessed value. While this growth increases service demand levels for Esparto FPD, it also results in the re-assessment of property, making the assessment better reflect the current market value of the property and increasing the property tax base.

District Budget

The District's operating budget is also an indicator of its fiscal health. The chart below contains the revenues, expenditures and net amounts for the District during the 2001-2002, 2002-2003 and 2003-2004 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	\$61,729	\$54,237	\$7,492
2002-2003	\$64,833	\$83,167	-\$18,334
2003-2004	\$132,757	\$124,568	\$8,189

The District is not allowed to operate on a deficit. Existing balances (net amounts) from the years listed above were carried forward into the succeeding fiscal year as a way to retire long term debt or make up the balance for FY 2002-2003. During 2003-2004, the District purchased new equipment and vehicles using one-time grants, donations, savings and other earmarked funds for capital expenses. These types of funds do not appear on their budget as an ongoing revenue source or fund. The effect was that the District's expenses were inflated by some purchases that were paid for by capital and equipment reserves carried over from prior years. According to the Yolo County Auditor's Office, the District currently has reserves (including general and designated funds) of approximately \$121,000.

Revenue Sources

The District's main revenue sources are property taxes and fire suppression assessments. Although stable and collected annually, the relative value of property taxes and fire assessments decreases slowly over time because they do not automatically increase with inflation.

- **Property Taxes** – In California, the maximum property tax assessed on any land is generally 1% of the said property's value. Of that 1%, the District receives approximately \$0.07 cents for every property tax dollar collected. As noted earlier, most of the District's properties are under Williamson Act contract and their assessed values are suppressed.
- **Fire Assessments** – These fees are a fixed dollar amount per year and vary based upon land use. For example, the assessment on a commercial or residential property is higher than the assessment on agricultural land.

In addition, the District receives additional revenue from the rental of the town hall, located across the street and to the north of the firehouse. However, the Chief indicates that the rental fees are earmarked for the upkeep and maintenance of the hall.

The District also receives cash-flow revenue from fundraisers organized by the Zamora Fire Department volunteers. Occasionally money from these fundraisers is used to purchase new equipment, such as the District's Jaws of Life.

Other revenue options the District is exploring include evaluating the possibility of charging out-of-district residents for emergency medical assistance and establishing a development impact fee schedule. These options will be further detailed in the analysis below.

Analysis

The District revenues have kept pace with expenditures, as both grew at a moderate pace in the past few years. The District has been able to purchase and/or replace equipment through fundraisers and grants, such as the grant from FEMA in Fiscal 2003-2004. Excluding large, one-time expenses, regular revenues and expenditures ebb and flow and balance out over time. However, an analysis of the budget also indicates that if one-time increases in revenues were removed, revenue sources would only be adequate enough to pay for the ongoing costs of existing equipment and personnel and leave little room for acquisitions or improvements. This situation will probably not be sustainable in the long run, as the need to replace equipment may be greater than the sources of one-time funds available in the future.

The District should consider two additional revenue options: (1) charging out-of-district residents' insurance companies for emergency medical services; and (2) requesting the establishment of a Development Impact Fee schedule.

The first would be easier for the District to establish, since it only requires District Board of Directors approval, but it would not yield much income, despite an increase in traffic along I-5. The logic behind charging of out-of-district residents' insurance companies for emergency medical services is for the recovery of costs associated with that response. Since the recipients of those services do not live in the District, they have not contributed to the District's revenue stream through the payment of property taxes or fire assessments. However, the benefit of assessing charges to out-of-district residents would have to be weighed against the cost of administering the collection of such fees. Should Zamora 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.

The second option was not available to the District until recently. California Health and Safety Code §13916 prohibits fire protection districts from imposing Development Impact Fees (DIFs). However, with the County's approval of the Fire District

Development Impact Mitigation Fee Ordinance in early 2004, the District has the opportunity to request the County Board of Supervisors to adopt DIFs on its behalf. DIFs can be imposed in various ways, but mostly they are set at a certain charge per square foot of a new structure. The logic behind this assessment is that a new structure requires a public services district, in this case an FPD, to spend more resources to inspect and protect it than the FPD would spend to protect vacant or agricultural land. The State Development Mitigation Fee Act provides the authority and framework for local agencies to establish impact mitigation fee programs for new development. The law requires that agencies must study and provide information to support the imposition of fees within the district or agency boundaries. Consequently, before the Board of Supervisors can adopt such fees for an FPD, the FPD must first adopt capital facility and equipment plan detailing their current facilities and equipment inventory, growth projections for the area it serves and estimating the necessary facilities and equipment to maintain its current service levels. Upon the completion of these plans, a development impact fee study is conducted to determine the appropriate DIF amount. Zamora FPD is currently in the process of completing its capital facility and equipment plan. If approved, the DIF will allow the District to tap into any growth that may occur in the area.

Finally, the District has no outstanding debts or bonds, which ensures that no District revenues are used to retire debt. The District retired some long-term debt, furthering its budgetary flexibility in the near future.

Cost-Avoidance Opportunities

The Fire Chief develops and recommends an annual budget. It is submitted to, and approved by, the District Board of Directors. Most of the District's expenditures are delineated by the budget and the District does not stray too much from the budgeted funds. Although there are no written procedures regarding discretionary spending, the Fire Chief makes purchases under \$500 without Commissioner approval. The Board of Directors must approve any request for moving monies from their allocated funds or for funding in excess of the base budget.

The District also uses other cost-saving procedures, such as competitive bidding for large purchases. The District has identified reputable vendors to use for small repairs and purchases. The District has also partnered with the California Department of Transportation to reduce the amount of flammable material along I-5. This effort has had some success and led to a reduction in grass fire calls in 2003.

As indicated earlier, the District is pursuing other cost-avoidance strategies. It is considering the possibility of charging non-residents' insurance companies for the cost of emergency medical services. According to the Chief, non-residents comprise approximately 50% of emergency medical service calls. Since the recipients of these services do not live within the District, they are not contributing to the FPD's revenue

base; therefore the District incurs a net cost. By charging non-residents' insurance companies, the District is recuperating some funds, and avoiding the possibility of absorbing the complete cost of administering its services.

The following additional options are presented here for the District to consider:

- Willow Oak FPD currently has a “well nozzle” program designed to minimize the impact of development in the area. Willow Oak FPD requires, as a condition on all new building permits, that new residential wells be fitted with a nozzle that makes it easier for firefighters to connect the fire hoses to the well. Willow Oak FPD imposed the retrofit requirement to reduce the possibility of insufficient water supply when Willow Oak FPD firefighters are fighting structural fires. Willow Oak FPD sells the nozzle (at cost), thus ensuring that the nozzle is to their specification. Zamora FPD may want to adopt a similar program, not only if growth occurs in the Zamora area but also because of possible water supply difficulties in the outlying areas of the District.
- 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. The Zamora FPD should look into using a similar agency to bill on their behalf if it pursues billing out-of-district residents.
- Although adjoining fire protection districts may have different purchasing preferences, it might be worth considering joint purchasing as a means to achieve economies of scale. Joint purchasing arrangements have worked very well for Madison and Esparto FPDs.
- Because of a high number of mutual aid calls, Zamora FPD may benefit from collaborating with surrounding fire districts to develop a strategy for standardizing equipment.
- Consolidation with Knights Landing and Yolo FPDs – Currently, all three FPDs have indicated that there are areas within their respective district where either the first responder is a neighboring FPD or where response times are longer. While firefighters have an overall mutual respect for each other and an FPD's mission may not directly address financial equity, costs are incurred during mutual aid calls. Consequently, there is a benefit for consolidation (refer to Map 3). A combined district would be roughly elliptical with a maximum radius of ten miles. The three firehouses (in Knights Landing, Yolo and Zamora) are located so as to triangulate coverage over all areas of the combined district. Not only would this improve fire protection coverage, it would also remove issues of equity that arise whenever an FPD is the first responder to a call within its neighbor FPD's service area.

Further, the benefits of such merger would be the expansion of all of the districts' volunteer force and revenue bases, the sharing of equipment and the realization of cost savings for equipment and/or repairs, purchasing and administrative and facilities costs. For example, the combined district could hire one or two mechanics who could maintain all vehicles and machinery beyond the maintenance levels currently realized. A benefit of the administrative savings could be that the combined district could afford salaried staff to be stationed at the firehouses during business hours. In addition, volunteer forces could be reassigned or deployed with relative ease as the need arises.

Consolidation would entail a combination of the oversight boards and an expanded administration overseeing the combined volunteer force. Currently there are three fire chiefs, all of whom are volunteers. An agreement amongst the three incumbents would have to be set up for the administrative structure of the combined force. Some possible solutions would be for the selection of one chief and two or three assistant chiefs to ensure efficiency, accountability and delegation of duties to both the volunteer firefighters and the oversight board.

The merger of the oversight boards could be a politically sensitive since the towns of Knights Landing, Yolo and Zamora have distinct identities and may wish to retain local oversight of their fire districts. Further, the Yolo FPD is an independent fire district with an elected Board of Directors, in contrast to the Knights Landing and Zamora FPD, which have a boards of directors whose memberships are appointed by the Yolo County Board of Supervisors. In some respects, the residents within Yolo FPD may want to retain their independent status and request that the consolidated district also be independent even though the Knights Landing and Zamora FPD areas have no experience with an elected fire board. On the other hand, a dependent district cannot be eliminated as an option because public participation in the three districts is currently low. How to reconcile these two types of districts would be dependent upon the desires of the residents; however, because the consolidated district would be essentially a new district, the provisions of California Health and Safety Code §13834 et seq. provides the mechanism for addressing the oversight board for the combined district during the LAFCO process.

Health and Safety §13842 indicates that a fire district board of directors can be structured so that it can be elected or appointed and that it can have three, five, seven, nine and eleven members, regardless of whether the directors are appointed or elected. LAFCO staff recommends that in order to ensure accountability and enhance a sense of local control, which some would feel would be lost in a combined district, the combined oversight board should be larger than five directors. The combined district's board of directors may require it to have nine members, three from each of the areas currently comprising the Knights Landing, Yolo and Zamora FPDs, thus providing for an equal voice between the three areas.

Opportunities for Rate Restructuring

Property taxes and fire assessments are the District's primary revenue sources, but there are inherent constraints that prevent the District from restructuring them.

- **Property Taxes** – Most of the District's revenue comes from property taxes, which are tied to the District's assessed value. Because the District has a high percentage of its lands under Williamson Act contract and is experiencing little growth, its tax base has not increased significantly in decades.
- **Fire Assessments** – Zamora FPD has a fire suppression assessment, meaning every property within the District is also charged an additional assessment for fire protection. The expansion or augmentation of this source has limits under state law. Proposition 218 provides that any increase of an 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 that would be subject to the increase. If a majority of the weighted ballots vote against the increase in the assessment, it would not be imposed. Consequently, the Zamora FPD, like all districts with special assessments, is reluctant to pursue additional revenue through an increase of this assessment out of fear that it might be defeated at the ballot box.

The District should consider pursuing several other revenue options.

- **Development Impact Fees** – The District should explore DIFs as a means to alleviate some of its problems with its revenue stream. In January 2004, Board of Supervisors adopted a new development impact fee program to allow for the acquisition of capital facilities and equipment. As stated earlier, the District can request the adoption of DIFs by the Board of Supervisors, but only after the District has completed its capital facility and equipment plan and a development impact fee study. There is potential for DIFs to have a positive impact on the District's budget. Since June 2004, six FPDs that have completed the process outlined in the County's Fire District Development Impact Fee Ordinance (Capay Valley, Clarksburg, Dunnigan, Knights Landing, Winters and Yolo) and have requested that the Board of Supervisors adopt a DIF schedule on their behalf. With an average DIF of \$1.09 per square foot for residential development and \$0.74 per square foot for commercial development, it is reasonable to hypothesize that a Zamora FPD DIF may approximate that amount. It is anticipated that the additional revenue will help the District maintain its current level of fire protection and emergency medical services should growth materialize in the area.
- **Out-of-District Medical Reimbursement** – The District should consider recovering the cost of emergency medical services, either from all recipients of that service or

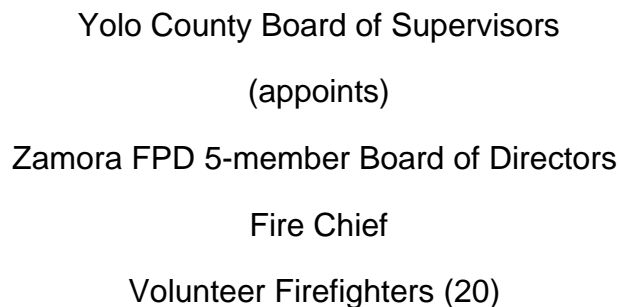
for only out-of-district residents. According to the Chief, more than fifty percent of medical aid calls are attributed to people who live outside of the District because of collisions on Interstate 5. The District could create a rate schedule to bill insurance companies for emergency medical services, either by adopting lower fees for District residents than non-residents or by charging a set amount regardless of the recipient's residence. 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.

Opportunities for Shared Facilities

Because the District is in unincorporated territory and has one relatively isolated town within its boundaries, the District has limited opportunities to share facilities. Available opportunities include mutual and automatic aid agreements. The District has an "automatic aid" agreement with Dunnigan and Yolo FPDs along the I-5 corridor and "mutual aid" agreements with Esparto, Knights Landing, and Madison Fire Protection Districts. According to the Chief, these Districts can reasonably provide assistance to Zamora FPD. As indicated earlier, there are some remote areas within Zamora FPD that have longer response times. In these parts, other FPDs may be the first responder. Nevertheless, more often than not mutual aid agreements provide direct benefits when FPDs rely on each other for additional support.

Government Structure Options

Zamora FPD is a dependent special district with the power to govern and regulate itself in most matters. The Yolo County Board of Supervisors appoints members to the District's five-member Board of Directors. The Directors are volunteers and their term of office is indefinite; however, the Board of Supervisors may remove a director from office if appropriate. The current membership of the fire Board includes Thomas Hermle, Jack Mast, Ernie Schlosser, William Slaven, and Tom W. Tolson. The flow chart for the District's organization is as follows:



Public participation during hearings is encouraged and all public notices are posted pursuant to the Brown Act. Board meetings are held on the third Wednesday of each month.

The District has no by-laws or guidelines; however, the Zamora Fire Department does have by-laws governing its structure and codes of conduct for its volunteers. The Chief takes care of most disciplinary actions. Although the Directors have both direct and indirect communications with the firefighters, they are rarely involved in personnel matters; the Chief informs the Directors of the disciplinary action or the pending disciplinary action.

An alternative government structure to the current one is to have an “independent elected fire district board.” In this environment, the District’s residents would elect a five-member board of directors. This governmental structure would ensure that the District’s Board members are more directly accountable to the District’s citizens. However, having an elected Board of Directors may not be a prudent option at this time; because the public’s level of participation is low, it may not support the direct election of District Board members.

Management Efficiencies and Local Accountability

The District has a management and accountability structure in place that adequately provides fire protection and emergency medical services to the District. It encourages public participation during its monthly hearings by posting notices in accordance with the Brown Act. Its finances are held in the County Treasury and are periodically reviewed or audited by either the County Auditor-Controller or a private independent auditing firm contracted by the County Auditor-Controller. A recent review, performed by the Auditor-Controller found that the District’s finances are in healthy shape and its reporting practices are in compliance with accepted standards.

An option for the District to consider is to formalize its current policies, procedures and practices, i.e. written and adopted by the Board of Directors. A formal constitution and/or manual of operations will help maintain the District’s current positive image within its community. In addition, an operation manual will help the integration of new recruits into the volunteer corps and assist the fire chief identify best practices and procedures.

Agricultural Lands

The final mandatory factor to address is the District’s impact on agricultural land. The land within the Zamora 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.

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 sphere 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 area 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 between plans or policies (or both) exist, 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 any proposal 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

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

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

There is no change in the planned land uses in the District as a result of this review. Most of the District's population is diffused throughout the District on farms and in rural, agricultural residences with a small percentage living in the town of Zamora. As previously mentioned, 70% of the District's land is under Williamson Act contract, which limits most of the land use to agriculture. No large-scale development is planned for the area.

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

Although Yolo County's policy is to channel development to existing towns, growth in the District has remained static for the past 20 years. Part of the reason may be that, despite its location, Zamora lacks the necessary infrastructure to accommodate much growth. Indeed, there are other communities in the unincorporated area that are experiencing much higher growth rates. Nevertheless, should growth occur in Zamora, additional equipment and facilities will be required because further

development will affect the District's ability to provide the same level of services in light of the District's current finance constraints. The adoption of a DIF could lead to higher revenues and help the District stay ahead of service demand increases.

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

Given the size and isolated rural nature of the District, Zamora FPD takes longer to respond to the furthest reaches of the District. Otherwise, the District provides adequate fire suppression and emergency response services inside the bulk of the District, and in cases of mutual aid responses, outside the District.

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

The town of Zamora constitutes a social community of interest within the District. As previously stated, much of the population is spread throughout the District in rural, agricultural residences, which also form a social and economic community of interest. The population in both communities is expected to remain relatively stable. The communities are expected to retain their character and identity because any growth within the District will most likely 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 year line for the Zamora FPD Sphere of Influence be coterminous with its current boundaries and the 20 year line for Zamora FPD be extended to include the Knights Landing and Yolo FPD in a consolidated district (refer to Map 4). While combining the fire districts into one may not be an option any FPD would pursue at this time, should FPD pursue consolidation before the next SOI review period (scheduled to be in 2010), this SOI will support that decision.

ENVIRONMENTAL REVIEW

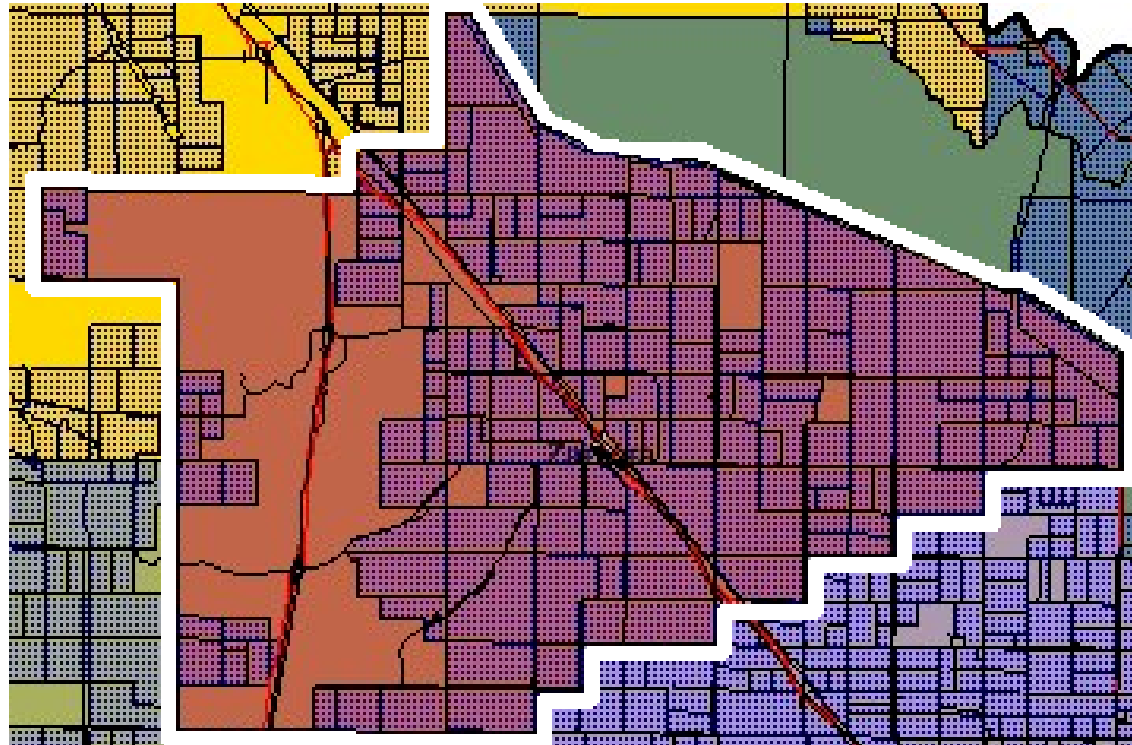
The California Environmental Quality Act requires that an environmental review be undertaken and completed for the Commission's Municipal Services Review and Sphere of Influence Study. This MSR/SOI qualifies for a General Exemption from further CEQA review based upon CEQA Regulation §15061(b)(3), which 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 land use changes or environmental impacts due to suggested boundary changes associated with this MSR/SOI, a Notice of Exemption is the appropriate environmental document.

REFERENCES

1. Zamora FPD Sphere of Influence, 1984, Yolo County LAFCO staff
2. Interviews, 2005, Fire Chief Tom Tolson
3. Yolo County Office of the Auditor-Controller
4. Yolo County Department of Planning and Public Works
5. Soil Survey of Yolo County, California, 1972, United States Department of Agriculture Soil Conservation Service In cooperation with University of California Agricultural Experiment Station
6. Sacramento Council of Governments, 2000 Regional Profile
7. U. S Census Bureau, 2000 Census information



Williamson Act Lands in Zamora Fire Protection District

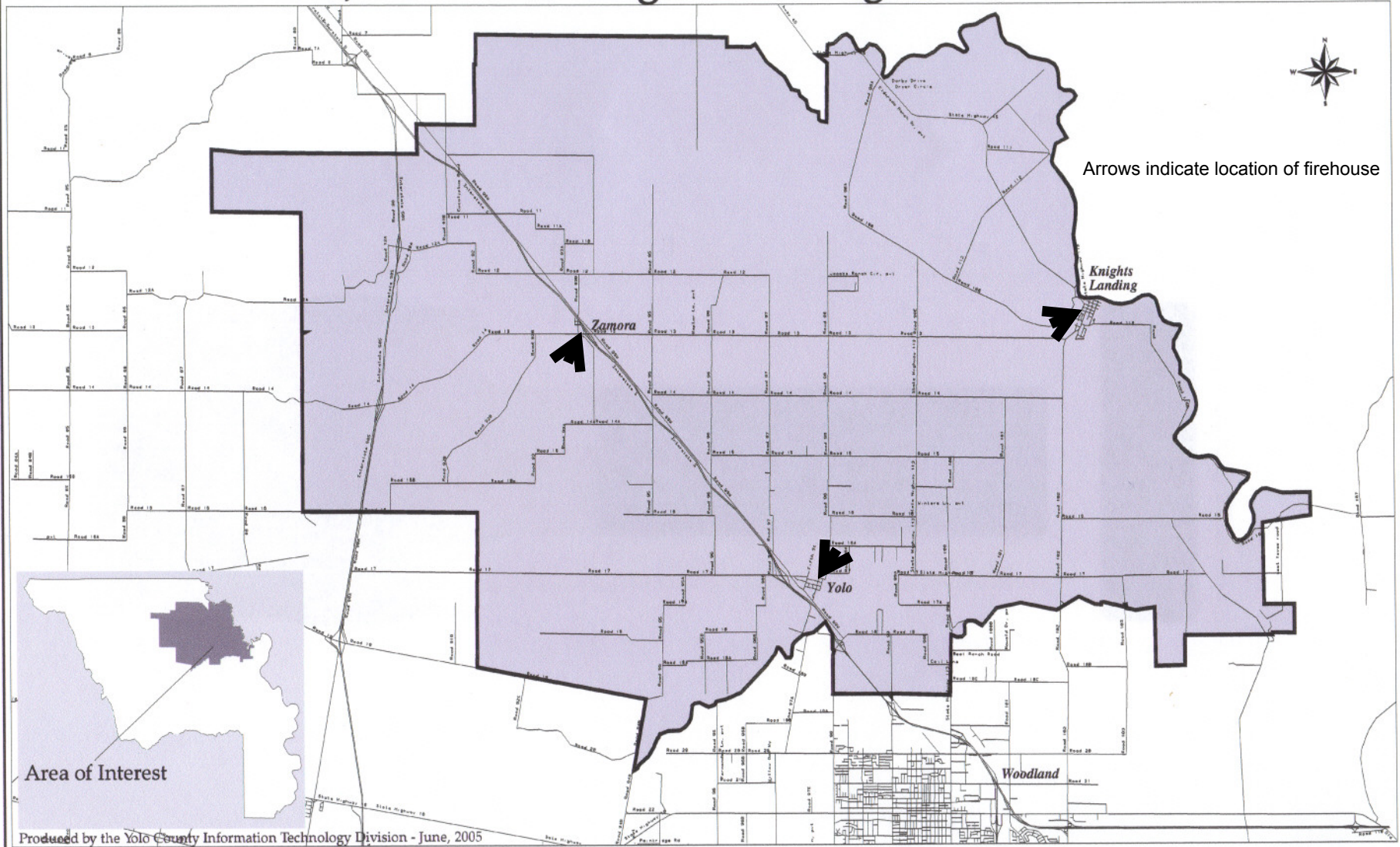


Williamson Act Lands Within District






Non-Williamson Act Lands Within District

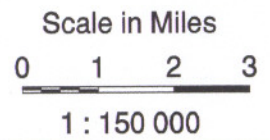
Consolidated Yolo, Zamora & Knights Landing Fire Protection District

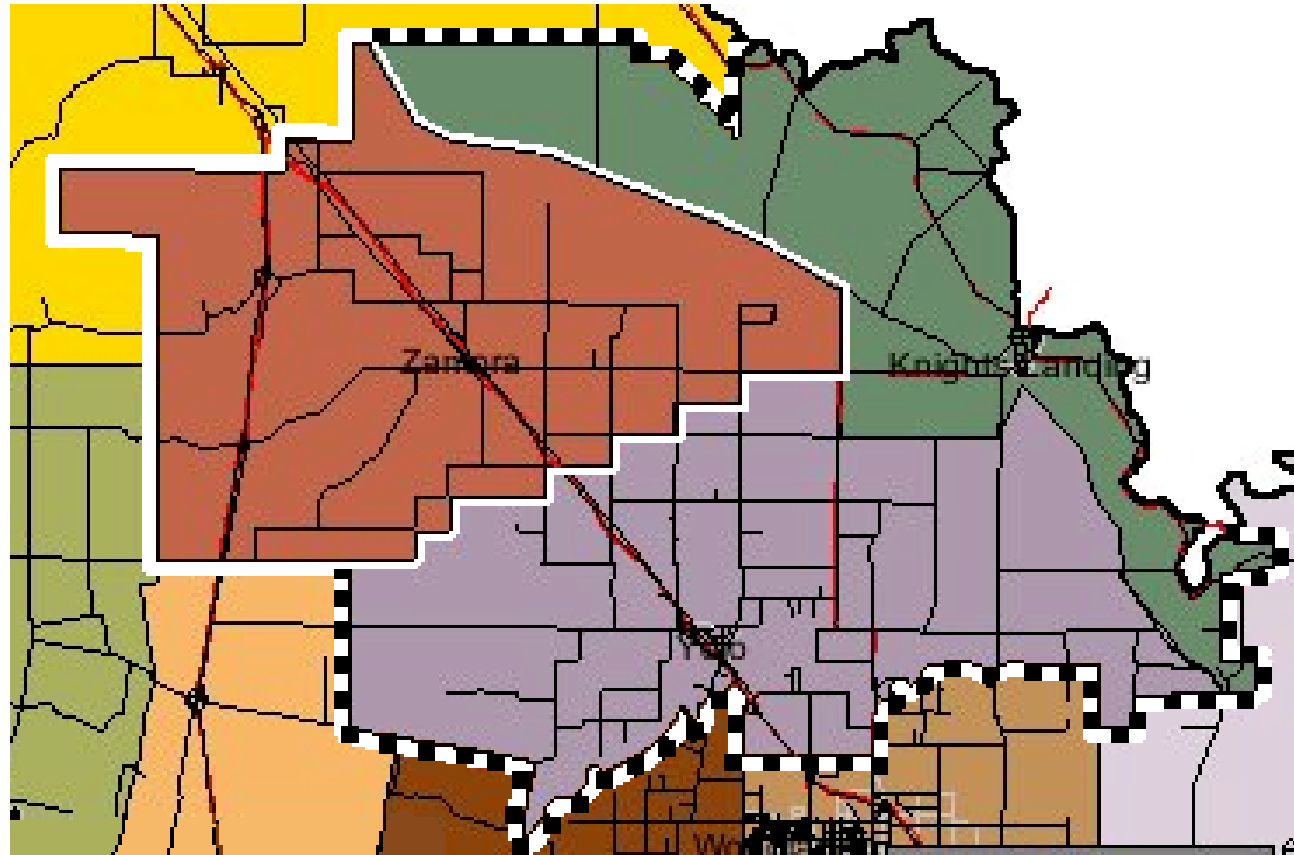


Arrows indicate location of firehouse



Produced by the Yolo County Information Technology Division - June, 2005

-  Consolidated Fire Protection District
-  Fire District Boundaries
-  Roads & Highways





Zamora Fire Protection District Sphere of Influence

-  10 year sphere of influence line
-  20 year sphere of influence line