

---

---

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



Yolo FPD Fire Station

***LAFCO***

---

**Yolo County Local Agency Formation Commission**  
625 Court Street, Room 202, Woodland, CA 95695  
530.666.8048(office) 530.666.8046(fax)  
lafco@yolocounty.org

**Resolution No. 2005-15**  
**(Resolution Adopting the Yolo Fire Protection District**  
**Municipal Service Review and Sphere of Influence Update)**  
**(LAFCO Proceeding S-017)**

**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 Yolo 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 Yolo 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.

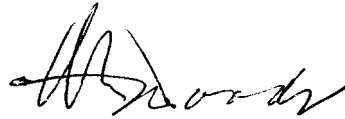
**NOW, THEREFORE, IT IS HEREBY RESOLVED, ORDERED and FOUND** by the Yolo

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 Yolo 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 Yolo 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 19<sup>th</sup> day of September, 2005, by the following vote:

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



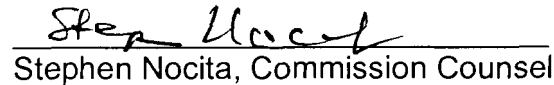
\_\_\_\_\_  
Olin Woods, Chairman  
Yolo County Local Agency Formation Commission

Attest:

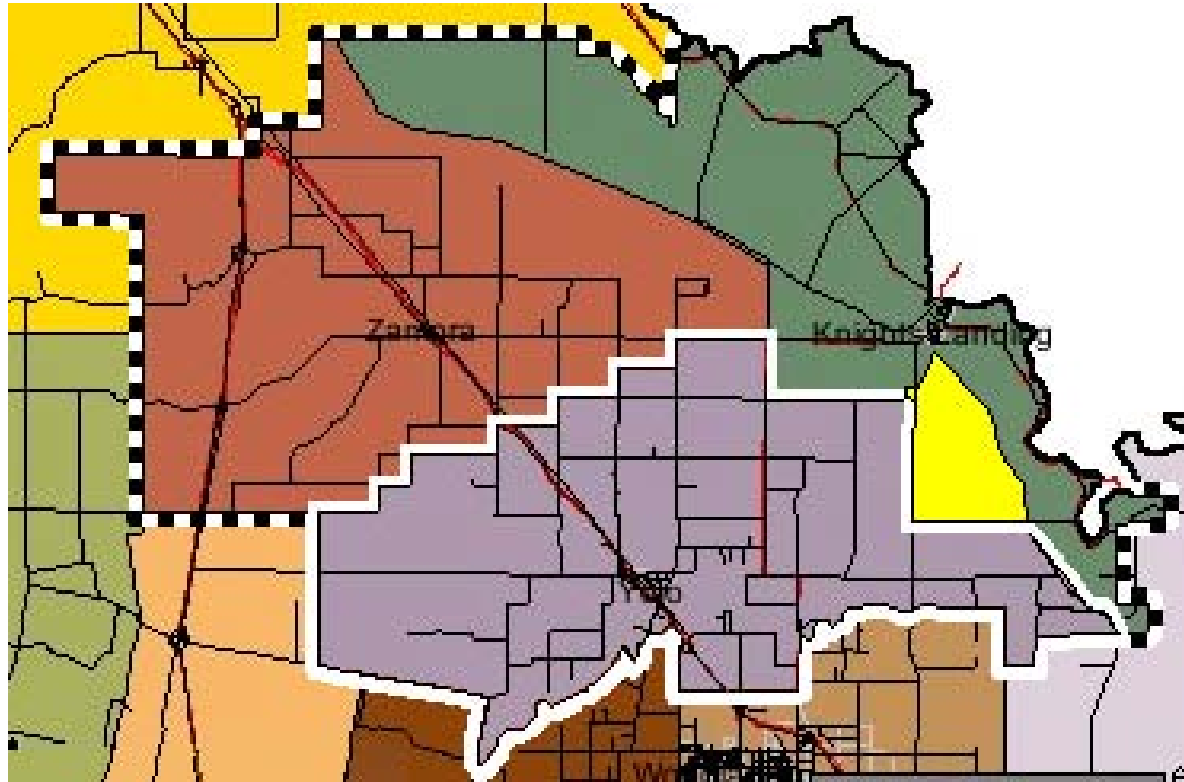


\_\_\_\_\_  
Elizabeth Castro Kemper, Executive Officer  
Yolo County Local Agency Formation Commission




Approved as to form:



\_\_\_\_\_  
Stephen Nocita, Commission Counsel



## Yolo Fire Protection District Sphere of Influence

-  Area to be removed from the Yolo FPD SOI and included in the Knights Landing FPD SOI
-  10 year sphere of influence line
-  20 year sphere of influence line

Final

Yolo 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***

### ***COMMISSIONERS***

Olin Woods, Chairman, Public Member  
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..... 14

    Present And Probable Capacity and Need..... 14

    Infrastructure Needs and Deficiencies..... 14

        Staff..... 14

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

        Equipment ..... 16

        Call Volume ..... 17

            TABLE B2 – Types of Calls received By Category ..... 17

        District Rating ..... 17

        Written Determinations – Municipal Services ..... 19

MSR and SOI Analysis ..... 19

    Growth and Population..... 19

MSR and SOI Factors ..... 20

    Financing Constraints and Opportunities ..... 20

        District Assessed Value..... 20

            TABLE C1 – Comparison of District Assessed Value ..... 21

        District Budget ..... 21

TABLE C2 – District Revenues and Expenditures (Actual)	22
Revenue Sources .....	22
Analysis.....	23
Cost-Avoidance Opportunities .....	24
Opportunities for Rate Restructuring .....	28
Opportunities for Shared Facilities.....	29
Government Structure Options.....	30
Management Efficiencies and Local Accountability .....	30
Agricultural Lands.....	30
Statement of Intent.....	31
Sphere of Influence Recommendations .....	32
Written Determinations.....	32
Environmental Review.....	33
References.....	34
Map 1 – Yolo FPD.....	34
Map 2 – Williamson Act Lands Within Yolo FPD.....	35
Map 3 – Area in the Northeastern Yolo FPD Service Area.....	36
Map 4 – 1983 Yolo FPD SOI Map .....	37
Map 5 – Consolidated FPD Service Area .....	38
Map 6 – Recommended 2005 Yolo FPD Sphere of Influence Boundaries .....	39



## ***INTRODUCTION***

---

This Municipal Service Review (MSR) and Sphere of Influence (SOI) Update is prepared for the Yolo 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 Yolo 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 Yolo 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 Yolo 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 the sphere of influence 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 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 Area 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

The only independent fire suppression district in the County, the Yolo Fire Protection District is generally located in northeastern Yolo County. A fire suppression district is deemed "independent" for these purposes if its governing body is elected directly by the voters within the service area, pursuant to the California Health and Safety Code §13840 et seq. Yolo FPD is bordered by Knights Landing FPD to the northeast,

Zamora FPD to the northwest, Madison FPD to the west, and Willow Oak, Woodland Springlake and Elkhorn FPDs to the south. Yolo FPD's three main arteries are Interstate 5, which runs in a northwest to southeast direction, County Road 102, which runs in a north-south direction and Highway 113, which runs north through south (refer to Map 1).

The District's topography ranges from 0 percent slope to 30-50 percent slopes. The primary land use within the District is agricultural. Farms are located throughout the District. Approximately 95% 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 VIII, but the primary soil classifications are in the Class I range. 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. The District is farmed extensively.

Yolo is the only town within the fire district. The District's population, based upon estimates by the 2000 US Census, is approximately 1,318. The town contains almost half of the District's population and is overwhelmingly residential in nature. There is little commercial development situated in the town of Yolo. Most of these facilities are related to highway-oriented businesses and agriculture-related industrial operations. The town of Yolo does have a hydrant system, which helps the District suppress any structure fires that may occur there.

### District History and Powers

The Yolo Fire Protection District was organized April 3, 1939 pursuant to the 1923 Statutes of California, pg. 1523. In 1966, the District was reorganized pursuant to the Health and Safety Code section 13812.5 et seq. to serve a largely rural area covering roughly 52.1 square miles in northeastern Yolo County. The District's boundaries have been changed twice, both minor adjustments, since its creation.

The following powers were granted to the Yolo 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

Yolo FPD has an “automatic aid” agreement with Zamora FPD along the I-5 corridor and with Knights Landing FPD along County Road 102. All other neighboring fire protection districts have “mutual aid” agreements. According to Fire Chief Steve Weiss, all neighboring fire districts can reasonably provide assistance to Yolo FPD, with the exception of Elkhorn and Madison FPDs. There is too large a distance between their firehouses and the Yolo FPD service area and, consequently, other FPDs are able to respond quicker to mutual aid calls.

Both Knights Landing and Yolo FPD have acknowledged that KLFPD has better access to the eastern portion of Yolo FPD. There are few east-west arteries across the Yolo FPD service area (refer to Map 3). For example, the distance from the Yolo FPD and Knights Landing FPD fire stations to the intersection of County Roads 102 and 17 is five miles. Practically speaking, it is much easier for a Knights Landing FPD engine to get to this intersection because it is a direct travel down CR 102. On the other hand, for a Yolo FPD engine to get to this intersection, it needs to travel north on CR 98, head east on CR 16A, south on State Highway 113 and east on CR 17. Although the physical distance between the Knights Landing and Yolo fire stations to the eastern zone is equal, the layout of the roads affect their respective response times.



An analysis of the call response between June 2004 through July 2005 indicates that Yolo FPD was the first responder in 21 events in this area and the KLFPD was either the second responder or backup on 11 of those calls. The call data supports the contention that Yolo FPD can and does provide service to this area. However, time is a critical factor in fire and medical emergency response. It is apparent that Knights Landing FPD has more accessible routes and, therefore, may be capable of a quicker response to the northeastern portion of Yolo FPD.

Aid agreements can put a strain on Yolo 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 Yolo relies upon other FPDs for additional support. Yolo FPD has only one fire station within its boundaries and responding to emergencies in other FPDs leaves Yolo 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 Yolo FPD.

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

<b>Fire Protection District</b>	<b>Firefighters</b>	<b>Engines</b>	<b>Water Tenders</b>	<b>Grass Trucks</b>
Elkhorn	11	2	1	3
Knights Landing	13	2	1	1
Madison	14	2	2	1
Willow Oak	27	2	2	3
Woodland Springlake	62	3	1	0
Zamora	23	4	1	4

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

The last comprehensive Sphere of Influence Study for the Yolo FPD was completed in 1983. At that time, LAFCO considered three sphere boundary lines: (1) a recommended the ten-year boundary line that excluded the area north of CR 14 and east of CR 102 from the Yolo FPD to annex it to the Knights Landing FPD; (2) a recommended twenty-year boundary line that excluded the area east of CR 102 and north of CR 16 from Yolo FPD to annex it to the Knights Landing FPD (refer to Map 4); (3) no change to existing district lines. Although LAFCO voted to adopt recommendations (1) and (2), no changes in boundary have occurred because Yolo FPD has opposed any change in its boundary lines.

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

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

---

Yolo FPD owns the fire station located in the eastern part of the town of Yolo. The Yolo 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. Since 2004, Yolo FPD uses an annual systematic report to forecast needs. The report was part of a Capital Improvement Plan and Development Impact Fee Study to justify the establishment of Development Impact Fees (DIFs), which were adopted in 2004 on the District's behalf by the Yolo County Board of Supervisors. Since the adoption of DIFs, the capital improvement plan is used as a blueprint to estimate what equipment and facilities the District will need to maintain service levels as the District experiences growth. Growth and development raises the level of demand for fire protection and emergency medical services. The intent is that the Development Impact Fees approved by the Yolo County Board of Supervisors will offset the increase in demand for these services by providing additional revenues for additional facilities and equipment.

### **Staff**

The District staff consists of a volunteer Fire Chief, who is assisted by the Yolo Fire Department, which has an additional 23 volunteer firefighters. One of the volunteers is a certified Emergency Medical Technicians (EMTs). The rest are certified to administer CPR and First Aid.

New recruits undergo in-house training, involving safety, basic rescue, emergency medical (CPR and First Aid) and mechanic exercises. New recruits accompany veteran volunteers on calls but are only allowed to observe. The department schedules at least two drills per month as well as 5-6 special comprehensive training drills per year. According to the Chief, approximately 95% of the drills and training sessions are in-house exercises. In addition, the firefighters must renew their CPR and First Aid licenses every year.

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, Yolo FPD has a ratio of 57 to 1. Compared to other fire protection districts the population to firefighter ratio in Yolo FPD is average. For a long-term perspective in the analysis, the estimated population and firefighter numbers from the 1983 Yolo FPD SOI were also included

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

<b>Fire Protection District</b>	<b>District Population</b>	<b>Number of Firefighters</b>	<b>Firefighters per Population</b>
Yolo (1983)	2,000	25	1:80
Yolo (2004)	1,318	23	1:57
Elkhorn (2003)	373	11	1:34
Knights Landing (2003)	1,205	13	1:93
Madison (2003)	1,389	16	1:87
Willow Oak (2003)	1,615	25	1:65
Woodland Springlake (2003)	50,441	62	1:814
Zamora (2004)	359	20	1:18

Note: Firefighter numbers do not include fire chiefs. Willow Oak and Woodland Springlake FPDs have some paid firefighter staff.

With half of the District's population living in the town of Yolo and with an average firefighter to population ratio, the Yolo FPD is in no better, but in no worse, position in relation to most of its neighbors.

## Equipment

The District's major equipment is composed of:

- Four engine/fire trucks: 1998 Freightliner (800 gals) with a 750 gpm pump;  
1974 Ford FMC (750 gals) with 750 gpm pump;  
1972 Ford (1,000 gals) with a 1,000 gpm pump; and  
1962 International (750 gals) with a 700 gpm pump
- One tender: 1996 Peterbuilt (4,000 gallons)
- One rescue squad truck: 1992 International (400 gal) with a 400 gpm pump

District apparatus is checked at least one a week, sometimes daily depending upon the call volume. The vehicle maintenance is performed in-house and by a volunteer who works part-time as a mechanic.

According to the Chief, all of the District's equipment and vehicles are in good to excellent condition. Most of the District's vehicles should remain usable if the District continues its current maintenance schedule; however, some vehicles may need to be replaced within ten years in order to maintain current service levels. Three out of the four engines are over 30 years old and may be close to the end of their usefulness.

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. The 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 of the District's finances will occur in the "Financing Constraints and Opportunities" section. However, with the adoption of a Development Impact Fee Schedule, it is now possible for the District to enhance its revenue stream and to upgrade or replace equipment to maintain service levels over the long-term.

As part of a landmark agreement with Yolo County, the Rumsey Band of Wintun Indians agreed to pay more than \$100 million over 18 years to help mitigate off-reservation impacts of its casino expansion. In conjunction with other fire protection districts, the District has applied for mitigation funding that will be used on purchasing equipment to help it respond to the rise in vehicular collisions resulting from increased traffic flows. The District's applications have detailed some of the District's smaller equipment needs in the following emergency/medical response equipment categories:

- Emergency, safety and rescue equipment;
- Communications equipment;
- Equipment interfaces to allow the District's apparatuses to work with other districts' machinery during joint rescue operations

According to Esparto FPD Chief Barry Burns, who spearheaded the joint efforts of the Esparto, Madison, Yolo, Willow Oak, and Capay Valley FPDs and the California Department of Forestry’s Brooks Station (CDF), the goal was for the FPDs to have interchangeable equipment so that each district could provide the same emergency medical services in a seamless and consistent fashion. The Yolo County Board of Supervisors, which is the ultimate decision-maker on the appropriation of the mitigation funds, has approved the District’s requests for 2003-04 (\$13,990, approved on December 9, 2003) and 2004-05 (approximately \$2,500, Yolo FPD’s share of the six fire departments’ joint application for \$67,822, approved on September 14, 2004). The District has again collaborated with the other five fire departments and CDF and applied for mitigation funds in 2005-06. The joint application requests \$160,456, which contains for department-specific requests (Yolo FPD’s share is \$15,614) and \$92,963 for shared equipment and other items.

**Call Volume**

Table B2 groups the various types of calls received by the District in the last two years. Although the sample of calls is too small to determine long term trends, it appears from the data that the rate of “vehicle accidents” and “medical aid” calls has remained fairly consistent.

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

<b>Year</b>	<b>Structure Fires</b>	<b>Grass Fires</b>	<b>Vehicle Fires</b>	<b>Vehicle Accidents</b>	<b>Medical Aid</b>	<b>Hazardous Materials</b>	<b>Mutual Aid*</b>	<b>Other**</b>	<b>Total Calls</b>
2003	0	20	16	38	27	1	13	35	150
2004	2	49	9	39	23	7	7	50	186

\* 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, investigations, illegal burns and false alarms

**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 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 Yolo FPD is divided into two zones. The developed and nearby areas (e.g. residential subdivisions and commercial/industrial centers within five miles of the firehouse) have an ISO rating of 6. Among other reasons, this rating is due to two factors. The first is because the firehouse is located within the town, allowing for quick response times. The second is because the town has a hydrant system, allowing the District to tap into this source for water. The agricultural areas more than five miles from the firehouse have an ISO rating of 8. The current ratings are somewhat similar than the ratings described in the 1983 Sphere of Influence Study. At the time, the 1983 SOI noted that the District had a rating of 7 for the developed areas and a rating of 8 for the agricultural areas. The last District ISO rating was in 2004.

District calls are dispatched by Yolo County Communications and Emergency Services Joint Powers Agency (YCCESA) and by pagers. The Chief states that the YCCESA dispatch service is very good. Much of the District's development is concentrated in the town of Yolo, where the fire station is located, so response times are shorter. Response times in the central and southern rural District area are also reasonably low, because the station is located in nearby. Remote areas in the far west, north and northeast portions of the District are more difficult to serve. The Chief notes that these isolated areas experience longer response times and are sometimes served by other agencies.

The District uses three different sources of water for fire suppression. As noted earlier, the District has access to hydrants throughout the town of Yolo, whose source is from the Cacheville Community Services District. Hydrants become scarce the further one moves from the town. The second source is the District's engines and water tenders, whose capacities were outlined earlier in the report, and an 8,000 gallon water tank located at the fire station. Finally, the engines and tenders are equipped to tap into

irrigation wells, allowing the District to carry its own water on calls but have access to a renewable source onsite or relatively close by.

Finally, District calls are dispatched by Yolo County Communications and Emergency Joint Powers Agency (YCCESA) and through pagers. The Chief states that the YCCESA dispatch service is very good.

#### Written Determinations – Municipal Services

Currently, the Yolo Fire Protection District adequately provides fire prevention, fire suppression and emergency medical services despite experiencing limitations with equipment and staffing. The District has the added challenge of providing coverage to a 52-square mile rural District out of only one station.

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 during the long term, especially in remote areas. The District has explored other revenue options in order to meet the increasing need for medical assistance and fire suppression in the future.
3. The District has been successful in its joint request for Casino Impact Mitigation Funds as a new funding mechanism to upgrade or replace equipment to better serve those in need of its services.
4. The District was astute in applying to the Board of Supervisor for Development Impact Fees. This will provide a needed revenue infusion that will allow the District to purchase specific, important and strategic equipment and facilities.
5. The District was awarded a FEMA Grant for \$168,750 for the purchase of a new Type II engine in March 2005.
6. In order to accommodate 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 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 at least 1,318. The population has remained relatively stable since the last SOI study in 1983, which noted

that the District had a population of approximately 2,000 people at that time. According to SACOG projections, the unincorporated areas within the County are expected to increase 3.6 percent per year until 2010. However, the estimates in the latest documents relating to the Yolo County General Plan update indicate that town of Yolo would have a population of 767 people by the year 2025. This is a much lower percentage increase than SACOG's projections.

Planning and Public Works staff recommends that new residential growth in the town of Yolo would be achieved through in-fill development. A total of 50 to 75 homes would be added, increasing the town's population from 625 in 2004 to between 750 and 850 in 2025. In addition, 15 acres of farmland would be rezoned for commercial and/or retail development located in the area between Road 99W and Interstate 5, north of Road 17. The primary focus of the new retail would be on commercial highway service. One of the goals is for new businesses to provide private investment that could assist the Cacheville Community Services District with improving its existing water system. In addition, an existing 20-acre industrial site would be considered for additional highway service commercial development.

Should this growth occur, there will be an increase in service demand upon the Yolo FPD; however, the impact of more growth will be mitigated to some extent by the increase in property values (some of which may translate into increased property tax assessments) and by the Development Impact Fees the Board of Supervisors approved on behalf of the FPD. Any future development plans for this area will require a review of this Sphere of Influence Study.

## ***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 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 Yolo FPD in the 2004-2005 Fiscal Year was \$124,655,289. To gain perspective, a comparison was made with its neighboring districts. This comparison is important because it highlights some of the District's challenges in raising property tax revenues.



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

<b>Fire Protection District</b>	<b>District Population</b>	<b>Assessed Value</b>	<b>Per Capita Assessed Value</b>
Yolo	1,318	\$124,655,289	\$94,579
Elkhorn	373	\$55,469,545	\$148,711
Knights Landing	1,205	\$62,767,992	\$52,090
Madison	1,389	\$113,932,641	\$82,025
Willow Oak	1,615	\$280,785,496	\$173,861
Woodland Springlake	1,290	\$330,280,355	\$256,031
Zamora	359	\$58,813,808	\$163,827

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

Woodland Springlake FPD's population and assessed value exclude the population in and assessed value of the City of Woodland

The District's assessed value places it slightly below the average assessed value (\$146,672,160) of the seven FPDs shown here. When controlled for population, the District's per capita assessed value is also below average (\$138,732). The assessed value reflects the high number of acres under Williamson Act protection and the low developmental activity occurring in the Yolo FPD service area. Districts with little or older development have a lower property tax base, which reflects older property tax assessment values.<sup>1</sup> This situation gives it a moderately low probability to collect increased property tax revenues if growth and development remain at the same rate. An opportunity for Yolo FPD to enhance its property tax base will occur if some development is channeled to the town as indicated earlier.

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.

---

<sup>1</sup> Among other things, Proposition 13 froze the value of property and allowed for its re-assessment only at the time said property changes ownership.

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

<b>Budget Year</b>	<b>Revenues</b>	<b>Expenditures</b>	<b>Net Amounts</b>
2001-2002	\$80,285	\$126,647	(\$46,362)
2002-2003	\$105,850	\$110,452	(\$4,602)
2003-2004	\$102,060	\$77,748	\$24,312

The District is not allowed to operate on a deficit. In fiscal 2001-2002 the District's expenditures exceeded revenues by \$46,362 and in fiscal 2002-2003 the expenditures exceeded revenues by \$4,602. However, an analysis of the budget indicates that the District made large equipment purchases during those two years (\$57,195 and \$46,584, respectively) through the use of 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. Backing out the equipment purchases, the District would have had expenses totaling \$69,452 in 2001-2002 and \$63,868 for 2002-03.

In addition, according to the Yolo County Auditor's Office, the District currently has reserve (including general and designated funds) of approximately \$157,000.

#### Revenue Sources

The District's historical revenue sources are property taxes and fire assessments. In 2004, the District added Development Impact Fees (DIFs) when the Yolo County Board of Supervisors adopted a fee schedule for Yolo FPD.

- **Property Taxes** – Although stable and collected annually, property taxes' relative value 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 said property's value. Of that 1%, the District receives approximately \$0.04 for every property tax dollar collected. As discussed earlier, most of the District's properties are under Williamson Act contract and their assessed values are suppressed.
- **Fire Suppression 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.
- **Development Impact Fees** – 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. DIF revenue won't appear in the District's budget until the next fiscal year. All funds collected are restricted to expenditures for Fire District capital facilities and equipment. Fee payments are made to the Yolo Fire Protection District and deposited into a special account in the County treasury. Fees for single-family homes amount to \$0.65 per square foot. For example, assuming one 2,500 square foot single-family home, the District will receive \$1,625. Commercial-retail fees amount to \$0.43 per square foot. The District began collecting DIFs in August 2004.

In addition, the District receives some revenue from fundraisers organized by the volunteers. Proceeds from those fundraisers have gone towards the purchase of pagers, defibrillators and telephones.

### Analysis

Although revenues have kept up with expenditures, an analysis of the budget indicates that the increase in revenues for the District came from one-time sources, such as a FEMA Grant in 2002-03 and a \$25,671 donation in 2003-04. In other words, the District's stable revenue streams increased at a more moderate rate. Fortunately increases in the District's expenditures also reflect one-time expenses, such as the purchase of equipment and tools. Excluding major one-time expenses, regular expenditures also increase at a moderate rate. It appears that if one-time increases in revenues and expenditures were removed, revenue sources would only be adequate enough to pay for ongoing costs of existing equipment and personnel and leave little room for acquisitions or improvements.

As mentioned earlier, DIFs were approved by the Board of Supervisors on June 22, 2004. To determine an appropriate DIF amount, Yolo FPD conducted a capital facility and equipment study that detailed equipment inventory, growth projections, and estimates for acquiring necessary facilities to maintain current service levels. Consequently, as an added benefit, the District's recently instituted DIFs not only will provide an additional source of revenue, but the reports used to calculate the DIF will also allow for long-term planning of equipment and facilities. The DIFs will assist the District when purchasing the necessary equipment to maintain service levels if more development occurs in the town of Yolo. While the County of Yolo is looking at channeling more development to other areas, such as Esparto and Dunnigan, the town of Yolo may also experience more growth pressures than currently estimated because of its proximity to the City of Woodland and I-5. On the other hand, growth in the town will also be dependent on the Cacheville Community Services District's ability to expand and provide services.

In order to enhance revenues further, the District should also consider charging out-of-district resident's insurance companies for emergency medical services. While these charges would not yield much income, as indicated by other FPDs that have these charges in place, it may be worthwhile for Yolo FPD to study and establish an efficient process for administering and collecting these charges. If growth occurs in other parts of the County, most notably in Dunnigan, then it is reasonable to conclude that traffic along I-5 will increase, and consequently more calls for emergency medical services. If there is a rise in demand for District services, Yolo FPD should have the mechanisms in place to recuperate the added costs for providing these services. Of course, 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 Yolo 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.

Currently the District does not rent out the hall next to the firehouse for events. The District should also consider renting out some of its facilities to the community for special events as an additional source of revenue. Other FPDs with similar facilities allow such events, with some limiting the proceeds for the maintenance and upkeep of the hall and others using the proceeds as additional operating revenue.

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

---

The Fire Chief assists in developing 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 allotted funds. Although there are no written procedures regarding discretionary spending, the Fire Chief can make purchases up to \$100.00 without Director approval. Any request for moving monies from their allocated funds or for funding in excess of the base budget must be fully justified by the Fire Chief and approved by the Board of Directors.

The District also uses other cost-saving procedures, such as the use of 300 to 400 vendors for equipment purchases. Currently it does not have a process for competitive bidding. The District should consider establishing such a process in the near future.

It also collaborated with other FPDs and CDF to pursue Casino Impact Mitigation Funds as a means to secure additional revenue for equipment. While adjoining fire protection districts may have different purchasing preferences, it might be worth considering joint purchasing of other equipment as a means to achieve larger economies of scale.

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

- Willow Oak FPD currently has a nozzle program designed to minimize the impact of development in the area. Willow Oak FPD requires 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 that its firefighters would have an inadequate water supply when fighting structure fires. The requirement is a condition on all new building permits. Willow Oak FPD sells the nozzle at cost; thus ensuring that the nozzle is to their specification. While this may not be much of a concern in the town of Yolo because of the hydrant system, Yolo FPD may want to adopt a similar program for the rural and/or remote parts of its service area.

- 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. Yolo FPD should look into using a similar agency to bill on their behalf if it reconsiders its position on billing out-of-district residents. Another option would be to use the County's Office of Revenue and Reimbursement (ORR), which is the main collection agency for other FPDs.
- The area northeast of County Roads 102 and 16 is very difficult for Yolo FPD to service. Not only is the response time to this area longer for Yolo FPD than it is for Knights Landing FPD, the indirect route places the firefighters at risk of colliding with other vehicles and may add additional wear-and-tear to Yolo FPD's vehicles. While there may be a decrease in property tax revenues to the District by no longer having this portion within Yolo FPD's response area (estimated to be approximately \$1,500 per year), Yolo FPD may realize long-term savings because of a decrease in maintenance to its vehicles.

To date, both fire chiefs have expressed no desire to pursue realignment. For Yolo FPD, it means a loss of revenue and it indicates it will not consider a realignment of boundary lines with KLFPD at this time. It is the opinion of Knights Landing FPD that the assistance it provides to Yolo FPD in this area is simply its fulfillment of its obligations in the automatic aid agreement and indicates it will also not unilaterally apply for a realignment of its borders.

- Consolidating the Knights Landing, Yolo and Zamora FPDs into a single FPD will likely lead to administrative and financial savings. 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 5). A combined district is 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'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 other cost savings in the areas of equipment and/or repair 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. As noted earlier, the Yolo FPD is an independent fire district with an elected Board of Directors; in contrast, Knights Landing and Zamora FPD have 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 would have to 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 among the three areas.

Yolo FPD has indicated it will not consider the consolidation of the three FPDs at this time.

### **Opportunities for Rate Restructuring**

---

Property taxes and fire suppression assessments are the District's primary revenue sources, but there are inherent constraints that prevent the District from restructuring them. Recently the District had the Yolo County Board of Supervisors add Development Impact Fees as a third revenue source.

- **Property Taxes** – Most of the District's revenue comes from property taxes, which is tied to the District's assessed value. Because the District has a high percentage of its lands under Williamson Act contract and experiences little growth, its tax base has not increased significantly in decades.
- **Fire Suppression Assessments** – The expansion or augmentation of this source has limits under state law. Yolo FPD has a fire suppression assessment, meaning every property within their district is also charged an additional assessment for fire protection. However, 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 votes against the increase in the assessment, it would not be imposed. Consequently, the Yolo 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.
- **Development Impact Fees (DIFs)** – The new development impact fee program adopted by the Board of Supervisors in June 2004 will enable the District to pay for capital facilities and equipment. Fees for single-family homes amount to \$0.65 per square foot; assuming one 2,500 square foot single-family home, the District will receive \$1,625. Commercial retail fees amount to \$0.43 per square foot. The District began collecting fees in August 2004. There is potential for DIFs to have a positive impact on the District's budget. However, unlike property taxes or fire assessments, DIF revenue is restricted to capital facilities and equipment expenditures. DIFs may not be used to cover operating costs.

The District should consider pursuing several other revenue options.

- **Out-of-District Medical Reimbursement** – The District indicated in their applications for Casino Impact Mitigation Funds that it is experiencing an increase in vehicle accidents from higher traffic volumes. Because of this increase in service cost, it should consider recovering some of it from either from all recipients of that service or for only out-of-district residents. 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. The Yolo FPD Board of Directors indicates it has discussed this option and may implement an out-of-district medical cost recovery strategy in the near future.

- **Hall Rental Fees** – The District should also consider renting its hall to be used for community events. This may be an additional source of revenue, similar to the practice of other FPDs with similar facilities. The District may decide to limit the rental proceeds for the maintenance and upkeep of the hall or use the rental fees as additional operating revenue. Yolo FPD has indicated that, for various reasons, it will not consider this option at this time.

### ***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 Yolo Fire Protection District takes advantage of several opportunities to share facilities, equipment and personnel:

- It has “automatic aid” agreements with Zamora and Knights Landing FPDs and “mutual aid” agreements with other districts. Although mutual aid agreements can drain Yolo FPD's resources, there is a direct benefit when Yolo FPD calls on other districts for additional support.
- It coordinated some equipment purchases with the Capay Valley, Esparto, Willow Oak, and Madison FPDs and CDF so that each district's equipment can work with the other districts' equipment; thus preventing incompatible equipment from interfering during joint operations.

There are additional opportunities for sharing equipment, facilities and personnel:

- Its proximity to Woodland Springlake and Willow Oak FPDs provide it with the opportunity for joint training exercises.
- In the future, consolidation of the Knights Landing, Yolo and Zamora FPDs should be considered as a way to achieve economies of scale and cost savings.

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

---

Yolo FPD is an independent special district with a directly elected Board of Directors and with the power to govern and regulate itself in most matters. The three member Yolo FPD Board of Directors is composed of volunteers who serve four-year terms. The current Board is comprised of Harry Dewey, Joe Muller and George Weiss. The flow chart for the District's organization is as follows:

Yolo FPD 3-member Board of Directors

Fire Chief

Volunteer Firefighters (23)

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

The District has by-laws governing its structure and codes of conduct for its volunteers. The Chief takes care of most disciplinary action; Directors are rarely involved in personnel matters. The Chief informs the Directors of the disciplinary action or the pending disciplinary action.

### ***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 for all its current policies, procedures and practices to be written and adopted by the Board of Directors. A formal manual of operations will help maintain the District's current positive image within its community. In addition, an operations 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 Yolo 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, which 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 Yolo 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. Almost half of the District's population is concentrated in the town of Yolo. The rest of the population is spread throughout the District in rural, agricultural residences. As previously mentioned, 95 percent 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 in the immediate future. According to the most recent documentation relating to the Yolo County General Plan update, growth in the

town of Yolo will result in approximately 142 new residents and 15 additional acres of commercial development by 2025.

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

While the District's existing equipment, facilities and volunteer base currently provide adequate services to the service area, the prospects in the long term remain unknown. Some District equipment will need to be replaced within the next ten years; half of the District's population is dispersed across a wide area; the service area section northeast of County Roads 102 and 16 is difficult to access; and development of the town will grow at a moderate pace. Nevertheless, the District should be commended for constantly looking ways to augment its revenue sources (grants, DIFs, Casino Impact Mitigation Funds, etc.) in order to maintain service levels.

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

Given the roadway nature of the District, Yolo FPD takes longer to respond to the section northeast of County Roads 102 and 16 and to furthest reaches of the western 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

With half of the District population, the town of Yolo is the largest and most dense social community of interest in the Yolo FPD service area. As previously stated, 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 population in both communities is expected to remain relatively stable. 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 year line for Yolo FPD Sphere of Influence have the area northeast of the intersection of County Roads 102 and 16 be removed from the Yolo FPD service area and be included in the Knights Landing FPD SOI (refer to Map 6). Knights Landing Fire Protection District has better access to the northeastern portion of Yolo FPD and therefore it is logical for this area included as part Knights Landing FPD. While neither FPD has indicated it will pursue this option, should either FPD pursue realignment before the next SOI review period, the SOI will support that decision.

The 20 year line for Yolo FPD be extended to include the Knights Landing and Zamora FPD in a consolidated district (refer to Map 6). While combining the fire districts into one may not be an option any FPD would pursue at this time, should any FPD pursue consolidation before the next SOI review period (scheduled to be in 2010), the 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.”

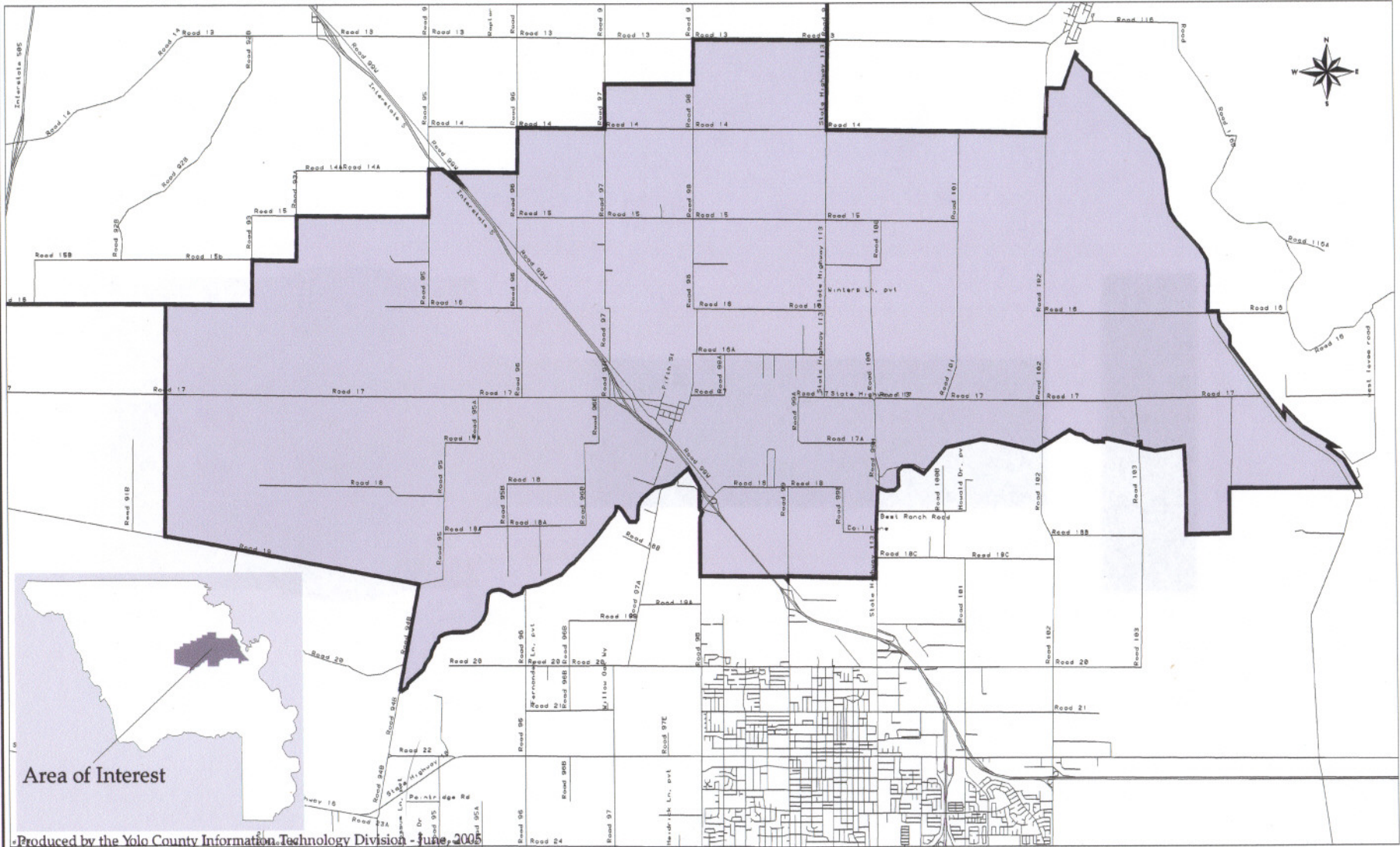
Since there are no land use changes or environmental impacts due to suggested boundary changes associated with this MSR/SOI, a Notice of Exemption is the appropriate environmental document.

## ***REFERENCES***




---

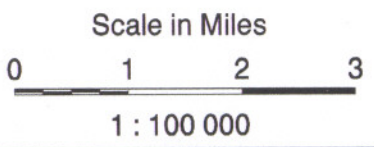
1. Yolo FPD Sphere of Influence, 1983, Yolo County LAFCO staff
2. Yolo FPD Capital Plan and Development Impact Fee Study and General Questions, 2004, Yolo FPD
3. Interviews, 2004 and 2005, Fire Chief Steve Weiss
4. Yolo County Office of the Auditor-Controller
5. Yolo County Department of Planning and Public Works
6. Yolo County Administrative Office
7. Yolo County Administrative Office, Inter-Governmental Tribal Liaison
8. Soil Survey of Yolo County, California, 1972, United States Department of Agriculture Soil Conservation Service In cooperation with University of California Agricultural Experiment Station
9. Sacramento Council of Governments, 2000 Regional Profile
10. U. S Census Bureau, 2000 Census information

# Yolo Fire Protection District

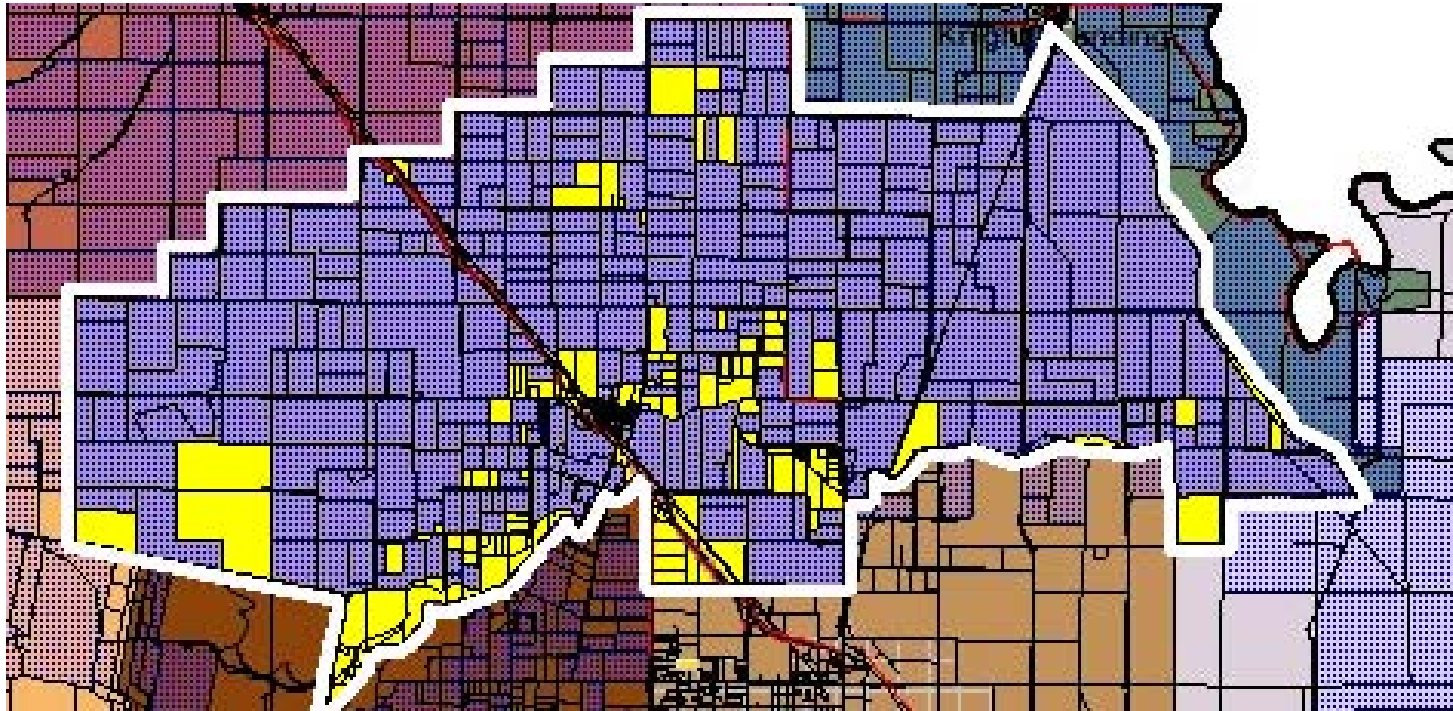


Produced by the Yolo County Information Technology Division - June, 2005



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



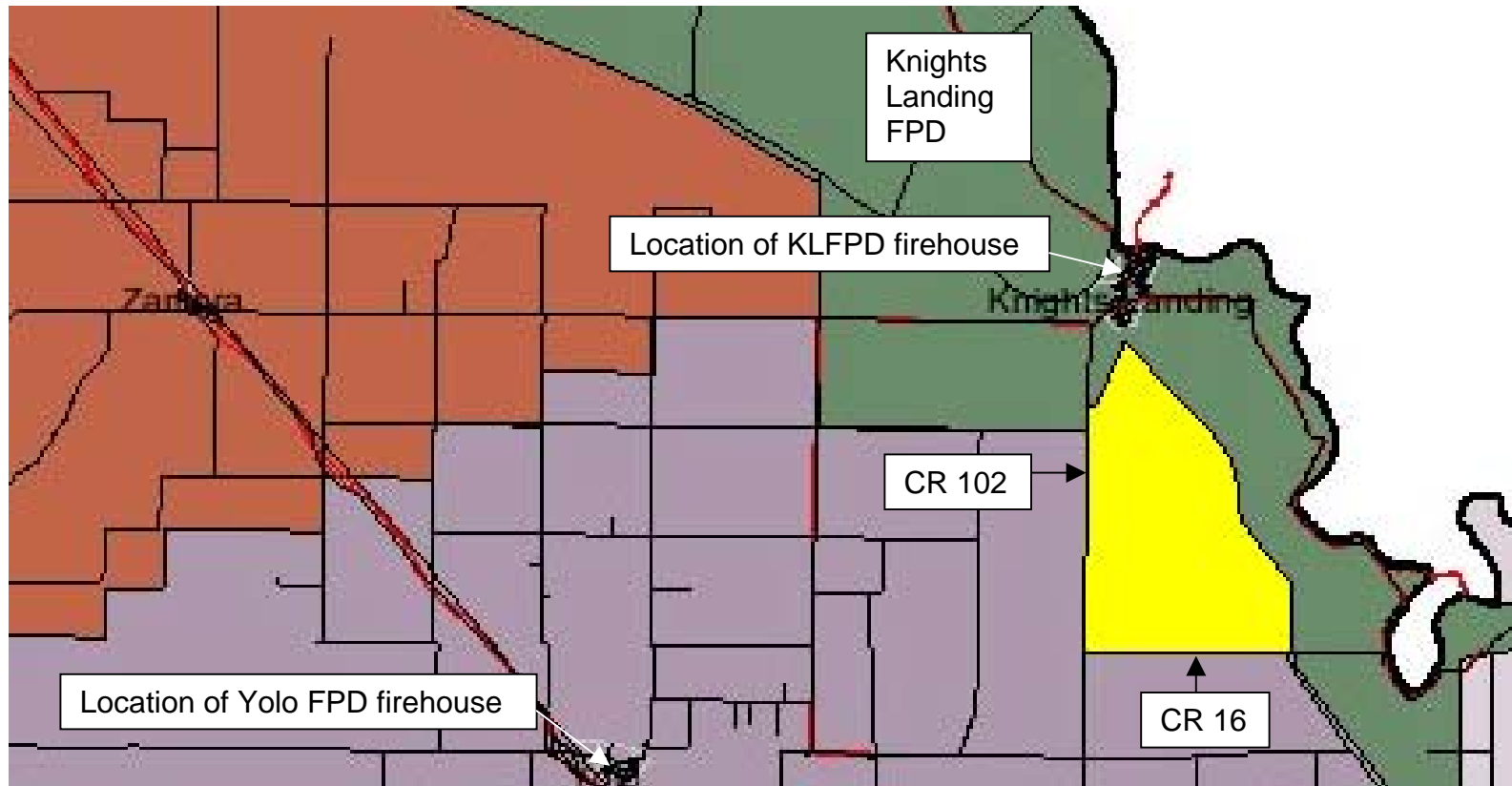




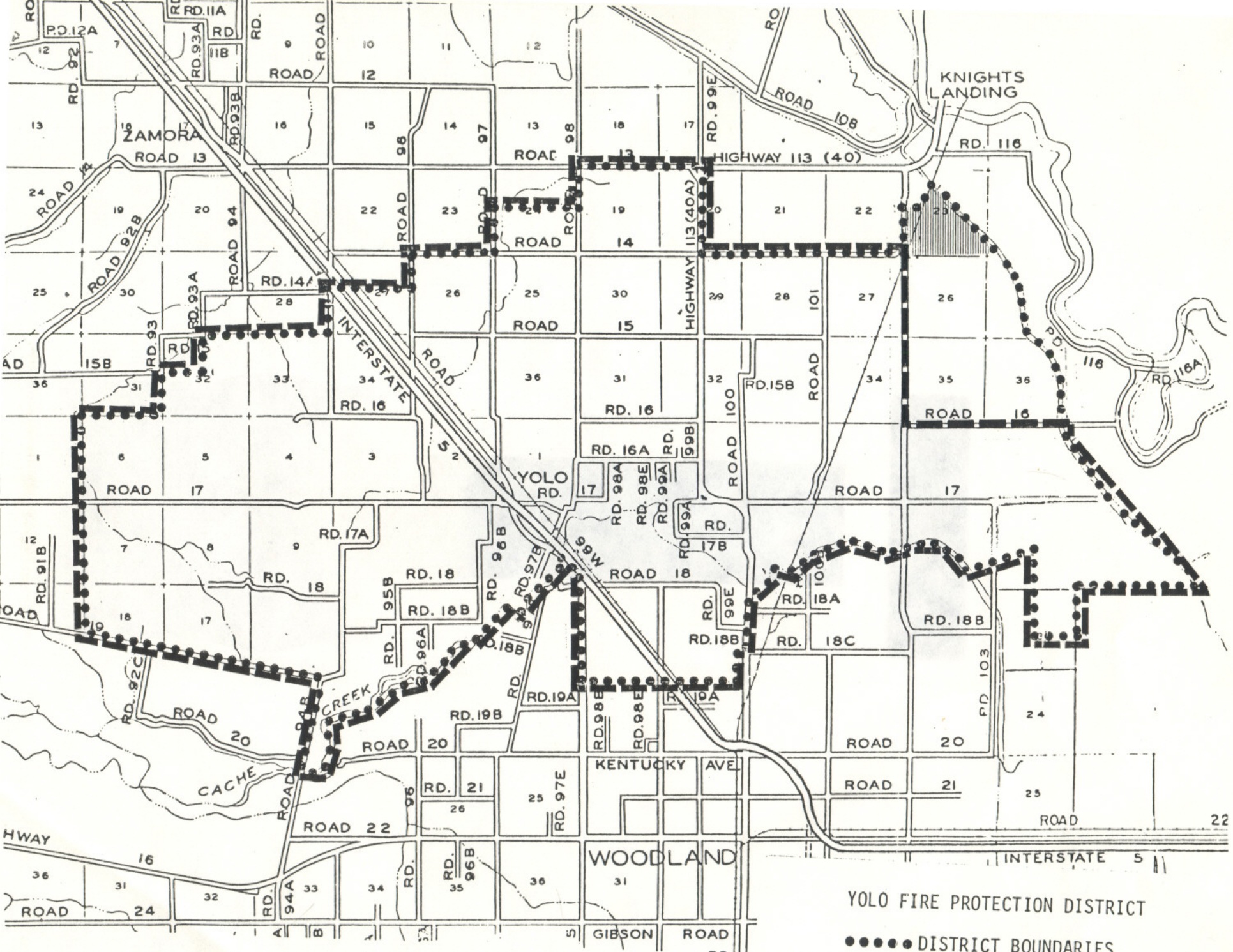
## Williamson Act Lands in Yolo Fire Protection District

-  Williamson Act Lands Within District
-  Non-Williamson Act Lands Within District





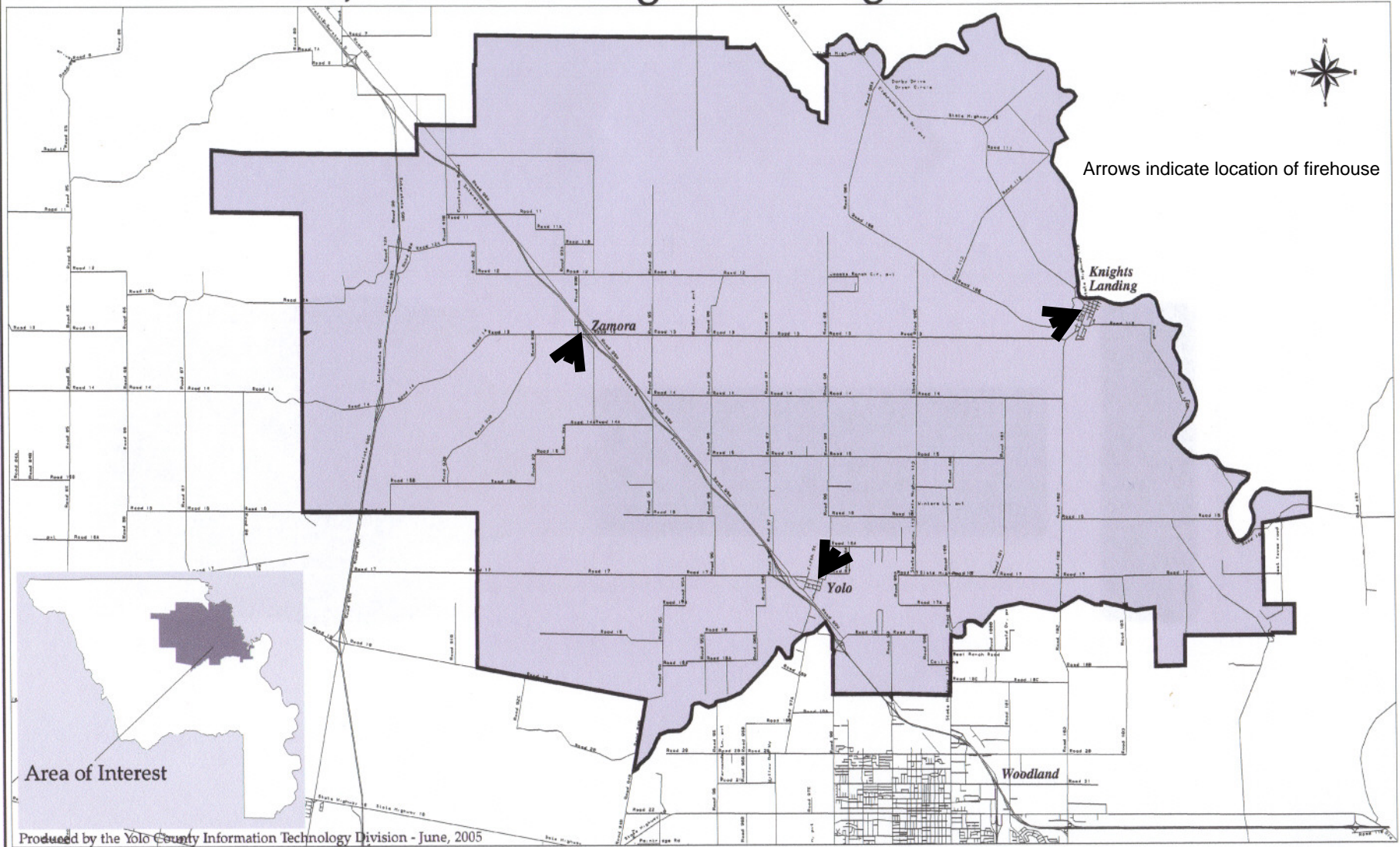
**Area Northeast of County Roads 102 and 16**



- YOLO FIRE PROTECTION DISTRICT
- DISTRICT BOUNDARIES
  - ▨ Ten-year sphere line
  - ▬▬▬ Twenty-year sphere line






# Consolidated Yolo, Zamora & Knights Landing Fire Protection District

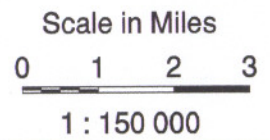


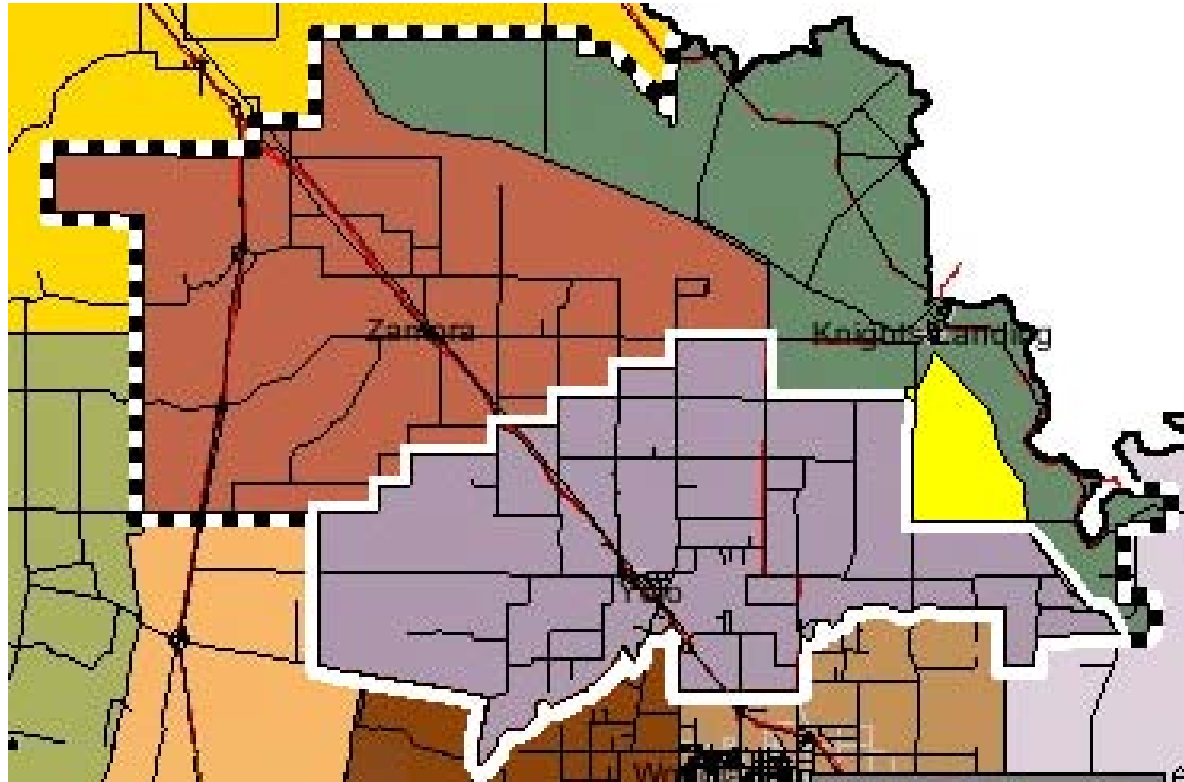
Arrows indicate location of firehouse

Area of Interest




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

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





## Yolo Fire Protection District Sphere of Influence

-  Area to be removed from the Yolo FPD SOI and included in the Knights Landing FPD SOI
-  10 year sphere of influence line
-  20 year sphere of influence line