

Final

Knights Landing Fire Protection District

Municipal Service Review and Sphere of Influence Study



Yolo County Local Agency Formation Commission

December 5, 2005

Resolution No. 2005-18
(Resolution Adopting the Knights Landing Fire Protection District
Municipal Service Review and Sphere of Influence Update)
(LAFCO Proceeding S-016)

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 Knights Landing 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 Knights Landing Fire Protection District; and,

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

WHEREAS, the Executive Officer set a public hearing for December 5, 2005 for consideration of the draft Sphere of Influence and Notice of Exemption, and caused notice thereof to be posted, published and mailed at the times and in the manner required by law at least twenty-one (21) days in advance of the date; and,

WHEREAS, on December 5, 2005 the draft Sphere of Influence and Notice of Exemption 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 Notice of Exemption, 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 Notice of Exemption prepared by the Executive Officer is approved as the appropriate environmental document for this project, because there are no growth-inducing impacts or potentially significant environmental impacts as a result of the adoption and implementation of the Sphere of Influence.
3. The Yolo County Local Agency Formation Commission adopts the combined Municipal Service Review and Sphere of Influence for the Knights Landing 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 Knights Landing Fire Protection District and the County of Yolo.

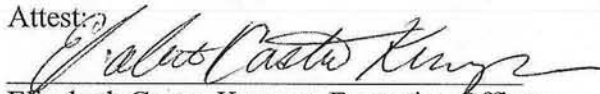
PASSED AND ADOPTED by the Yolo County Local Agency Formation Commission, County of Yolo, State of California, this 5th day of December, 2005, by the following vote:

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



Olin Woods, Chairman
Yolo County Local Agency Formation Commission

Attest:

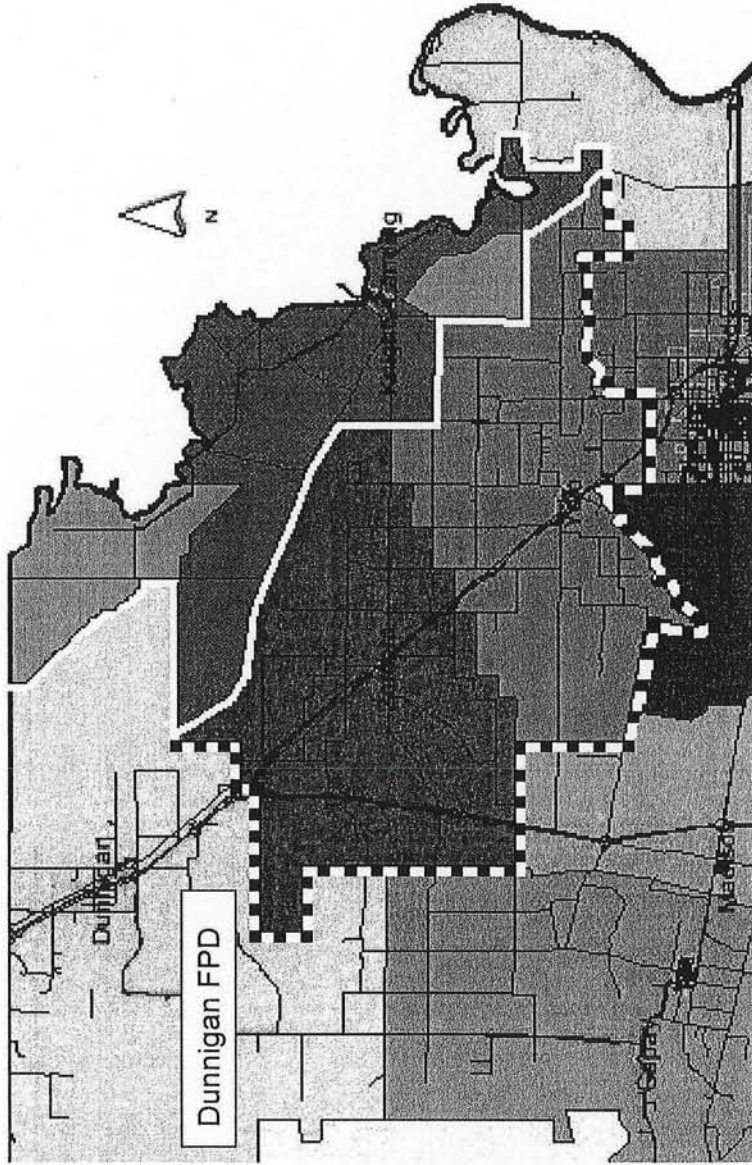


Elizabeth Castro Kemper, Executive Officer
Yolo County Local Agency Formation Commission

Approved as to form:



Stephen Nocita, Commission Counsel



Knights Landing Fire Protection District Sphere of Influence

Area to be removed from its current service provider and included in the Knights Landing FPD SOI

10 year sphere of influence line

20 year sphere of influence line



YOLO COUNTY

LOCAL AGENCY FORMATION COMMISSION

KNIGHTS LANDING FIRE PROTECTION DISTRICT (MUNICIPAL SERVICES REVIEW & SPHERE OF INFLUENCE)

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

Tom McMasters-Stone, City Member

Robert Ramming, Public Member

STAFF

Elizabeth Castro Kemper, Executive Officer

José C. Henríquez, LAFCO Analyst

Stephen Nocita, Commission Counsel

Cynthia Guerrero, Commission Clerk

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INTRODUCTION

This Municipal Service Review (MSR) and Sphere of Influence (SOI) Update is prepared for the Knights Landing 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..." An SOI represents 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 Knights Landing 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 Knights Landing 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 Knights Landing 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. To preclude urban sprawl within an adopted sphere of influence, a request for a sphere amendment and approval of such a request, before changes in boundary, shall be considered.

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 Knights Landing 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

One of fifteen fire suppression districts in Yolo County, the Knights Landing Fire Protection District is generally located in eastern Yolo County adjacent to the Sacramento River. Knights Landing FPD is bordered by the Yolo County fire protection districts of Dunnigan FPD to the north, Yolo and Zamora FPDs to the west and Elkhorn FPD on the southeast (refer to Map 1). To the east and across the Sacramento River, KLFPD is bordered by Sutter Basin FPD in Sutter County. State Highway 45 runs in a northwest to southeast direction within the FPD. Other major thoroughfares in the District are County Roads 13 (east-west direction), 98A (southwest-northeast direction) and 102 (north-south direction).

The primary land use within the District is agricultural. Farms are located throughout the District, with approximately 2/3 of the land in the District under Williamson Act Contract (refer to Map 2). The quality of the soils in the District varies from Class I to Class IV, with the soil classifications evenly split between prime and non-prime soils. Prime soils, catalogued as Class I and II soils, have few restrictions in their use for agriculture, and are found primarily on the middle and southern portions of the District. Some non-prime soils are farmable with the correct crop growing techniques. Regardless of the soil type, the District is extensively cultivated.

Knights Landing is the only town within the Fire District. The District's population, estimated by the 2000 US Census, is approximately 1,205. Most commercial development is situated in the town of Knights Landing, some of which cater to the tourist and recreational industries while most support the needs of the community and surrounding vicinities. There are also a few agriculture-related industrial operations within in the District.

District History and Powers

The Knights Landing Fire Protection District was organized May 11, 1942 pursuant to the provisions of the then California Health and Safety Code, Division 12, Part 3, Chapter 2. In 1966, the District was reorganized pursuant to the Health and Safety Code section 13801 et seq. to serve a largely rural area in northeastern Yolo County. Since its creation, the District has annexed several areas that have increased its size from fewer than 20 square miles to its current size, which is now roughly 23 square miles.

The following powers were granted to the Knights Landing 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.

Neighboring Fire Protection Districts

Knights Landing FPD is adjacent to the Dunnigan, Elkhorn, Yolo and Zamora Fire Protection Districts in Yolo County and the Sutter Basin Fire Protection District in Sutter County. According to Fire Chief Cliff Wells, KLFPD has an "automatic aid" agreement with Dunnigan, Elkhorn, Sutter Basin, Yolo and Zamora FPDs and "mutual aid" agreements with the other Yolo County fire protection districts.

The District sometimes relies on mutual aid for simultaneous calls. If an adequate number of District volunteers report to the station to staff multiple vehicles, the District

can handle more than one call on its own. Otherwise, the District will respond to the call that takes priority and request assistance from a neighboring FPD for the other call.

Aid agreements can put a strain on Knights Landing FPD's resources, but there is a direct benefit when Knights Landing relies upon other Districts for additional support. Knights Landing FPD has only one fire station within its boundaries and responding to emergencies in other districts leaves Knights Landing without coverage. However, aid from other districts augments the District's resources, improves emergency services, and may shorten response times. This reciprocity effectively compensates for any temporary resource deficiencies experienced by Knights Landing FPD.

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

Fire Protection District	Firefighters	Engines	Water Tenders	Grass Trucks
Dunnigan	17	2	2	2
Elkhorn	11	2	1	3
Robbins Fire Station (Sutter Basin)	11	1	1	3
Yolo	23	4	1	1
Zamora	23	4	1	4

Response Capabilities Outside of the District

As indicated above, Knights Landing FPD is called upon to provide services outside of its District boundaries as part of either its automatic or mutual aid responsibilities. KLFPD's actions are consistent with what other FPDs do in similar situations. Most of the time an FPD requests assistance for reasons that are essentially temporary (multiple simultaneous calls, shortage of staff because volunteers have other commitments, vehicle breakdowns).

Two geographic areas, however, merit further discussion because they represent constraints of a more permanent nature. KLFPD is atypical in that its boundaries, as circumstances warranted, have changed since its formation to accommodate new service demands. All other Yolo County FPD service boundaries were drawn more than 60 years ago and the boundaries considered roads, infrastructure and parcel lines that were logical at the time but may now be outdated. Consequently, FPDs may be called upon to provide services to areas containing features, unforeseen at the time of formation, which make it unfeasible for the FPD to serve given current realities. These challenges may warrant further review of service area boundaries.

- **Eastern portion of the Dunnigan FPD service area** – KLFPD is often the first responder to this area because it has better roadway access (refer to Map 3). The distance from the Dunnigan fire station to County Road 95B/State Highway 45 is ten miles, four of which require Dunnigan FPD to use an unpaved road (the paved road from Dunnigan ends at the Colusa Basin Drain and does not begin again until CR 95B/State Highway 45, just past the Sycamore Slough levee). Conversely, the distance from the Knights Landing firehouse to CR 95B/State Highway 45 is also ten miles, but the entire road is paved from this fire station to the intersection.

A study of calls from the area along CR 95B/Highway 45, east of the Sycamore Slough bypass levee between June 2004 and July 2005 indicates that KLFPD answered more calls (11 calls) than Dunnigan FPD (7 calls). While the data are from a limited sample, it may be representative of a typical time period. The area between the town of Dunnigan and State Highway 45 presents an obstacle for Dunnigan FPD both during the summertime (because the roads are unpaved, it increases the wear and tear on Dunnigan FPD's vehicles) and wintertime (when the bypass is flooded).

- **Northeast corner of Yolo FPD** – Both Knights Landing and Yolo FPD have acknowledged that KLFPD has better access to this region (refer to Map 4). This is due to the lack of east-west arteries across the Yolo FPD service area. For example, the distance from the intersection of County Roads 102 and 17 to either the Yolo FPD fire station or the Knights Landing FPD fire station is five miles. However, it is much easier for a Knights Landing FPD engine to get to this intersection because it has a direct route down CR 102, while a Yolo FPD engine needs to travel north on CR 98, east on CR 16A, south on State Highway 113, and east again on CR 17.

An analysis of the call response between June 2004 through July 2005 indicates that Yolo FPD was the first responder in 21 events and the KLFPD was either the second responder or backup on 11 of those calls. Consequently, the situation in this area is slightly different than in the area in eastern Dunnigan FPD because the call data are not as conclusive.

Nevertheless, time is a critical factor in fire and medical emergency response. In both of these areas, it is apparent that Knights Landing FPD has more accessible routes, and is, therefore, capable of a quicker response. In the Dunnigan FPD case, although the distance between the Dunnigan and Knights Landing fire stations to the same point is equal, the condition of the road affects their respective response times. In the Yolo FPD case, the layout of the roads affect their respective response times even though the physical distance between the Knights Landing and Yolo fire stations to the northeastern zone is also equal.

Sphere Of Influence History

The last comprehensive Sphere of Influence Study for the Knights Landing FPD was completed in 1983. At that time, LAFCO considered the following sphere boundary line recommendations (refer to Map 5):

Ten Year SOI

1. Detach lands north of County Road 14 and east of CR 102 from the Yolo FPD and annex them to the Knights Landing FPD;
2. Detach lands west of the Yolo Bypass, east of the Knights Landing Ridge Cut in northwest Elkhorn FPD and annex them to the Knights Landing FPD;
3. Annexation of the six parcels excluded from the Commission-approved 1971 proposal, Reorganization from River Garden Farms to Knights Landing Fire District (LAFCO Proceeding #648);
4. Detach lands south of the Sacramento River, east of CR 95B and north of Sycamore Slough from River Farms FPD (now defunct) and annex them to the Knights Landing FPD;

Twenty Year SOI

5. Detach lands north of County Road 16 and east of CR 102 from the Yolo FPD and annex them to the Knights Landing FPD;

In addition to these recommendations, the Commission also considered the option of not changing the then current SOI. The Commission approved recommendations 1-5. In 1985, the KLFPD SOI was amended to include the remaining area of River Garden Farms FPD (recommendations 3 and 4 above) and the eastern section of Dunnigan FPD.

Since 1983, LAFCO considered proposals that gradually increased the size of the District. All but one were approved. Table A1 summarizes these proposals.

TABLE A1 – SUMMARY OF LAFCO PROPOSALS AFFECTING KNIGHTS LANDING FPD

BOUNDARY CHANGE TITLE	DATE	ACRES	Consistent with 1983 SOI recommendation number:
Elkhorn-Knights Landing Fire Protection District Reorganization (LAFCO #768)	1984	1360	(2)
Geer Shop Annexation to the Knights Landing Fire Protection District (LAFCO #795)	1986	2.6	(3)
River Garden Farms Annexation to the Knights Landing Fire Protection District (LAFCO #796)	1986	2	(3)
Cooling Annexation to the Knights Landing Fire Protection District (LAFCO #797)	1986	76.5	(3)
River Garden Farms Fire Protection District Consolidation With Knights Landing Fire Protection District (LAFCO #862) – <i>Failed due to failure of agreement during property tax exchange negotiations.</i>	1998	N/A	(4)
River Garden Farms Fire Protection District Consolidation With Knights Landing Fire Protection District (LAFCO #865)	1998	8,106.6	(4)

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

- Consider the Municipal Service Review for the Knights Landing Fire Protection District;
- Approve and adopt the Knights Landing 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 Knights Landing 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

Knights Landing FPD owns the fire station located on the north side of Knights Landing. The station is a single story structure housing a meeting area, conference room, kitchen and three engine bays. The station houses all of the District's equipment. There is a facility next to the firehouse that contains the District's water tank and two additional bays.

Since 2004, the District has used an annual report to forecast needs in a systematic fashion. The report was part of a Capital Improvement Plan and Development Impact Fee Study to justify the establishment of Development Impact Fees (DIFs), which Yolo County Board of Supervisors adopted in 2004 on the District's behalf. Since the adoption of DIFs, the Capital Improvement Plan is used as a blueprint to estimate what equipment and personnel 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 Development Impact Fees approved by the Yolo County Board of Supervisors will help offset this impact of development by providing additional revenues for additional facilities and equipment.

Staff

The District includes the Chief and Assistant Chief who are assisted by 12 additional volunteer firefighters¹. Three of the Department's 12 volunteers are certified Emergency Medical Technicians (EMTs). The rest are certified to administer CPR and First Aid.

New volunteer recruits undergo a one-year probationary period and a two-year training period. Chief Cliff Wells indicates that new recruits are trained in basic fire fighting techniques before they can accompany the regular volunteers on a call. New recruit

¹ The volunteers comprise the Knights Landing Fire Department.

training may occur at the same time as the refresher courses for the incumbent volunteers. Regular training for volunteers includes CPR, First Aid classes, and at least one monthly fire drill. Most training is performed in-house, although KLFPD has conducted joint training sessions with other FPDs, including firefighters from Robbins Fire Station (in Sutter Basin FPD).

Table B1 compares the population served, based on the 2000 US Census, and the number of firefighters available in the neighboring Yolo County 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, Knights Landing FPD has a ratio of 1 to 93. Compared to other fire protection districts the population to firefighter ratio in Knights Landing FPD is average.

TABLE B1 – COMPARATIVE RATIO OF POPULATION TO FIREFIGHTERS PER DISTRICT

Fire Protection District	District Population	Number of Firefighters	Firefighters per Capita
Knights Landing (1983)	1,000	25	1:40
Knights Landing (2004)	1,205	13	1:93
Dunnigan (2004)	1,234	18	1:69
Elkhorn (2003)	373	11	1:34
Yolo (2004)	1,318	23	1:57
Zamora (2004)	359	20	1:18

Note: For a long-term perspective in the analysis, the estimated population and firefighter numbers from the 1983 Knights Landing FPD SOI were also included

KLFPD has the highest per capita firefighter-to-population ratio shown here. Its volunteer numbers are half of what they were twenty years ago. With such a low volunteer corps, KLFPD may sometimes experience a shortage in staffing the firehouse; however, the District indicates that to date the volunteer numbers have not adversely impacted response times. Nevertheless, any increase in population within the District will require additional personnel because of the increase of service demand.

Equipment

The District's major equipment is composed of:

- Two engine/fire trucks: 1977 International (750 gals) with a 750 gpm pump and a 1997 Freightliner (500 gals) with a 1,250 gpm pump

- One 1974 Freightliner (4,000 gallons) with an unspecified high-pressure pump tender
- One 1980 International (750 gals) with a 750 gpm pump grass/brush truck
- One 1988 squad truck
- One jet boat

The equipment is inspected and maintained by the Chief, who performs weekly checks on each one. Additional inspections may be performed depending upon call volume. For more comprehensive maintenance, the District utilizes a local automotive shop; however, if the problem is extensive a shop in Woodland is utilized.

According to Chief Wells, all of the District's equipment and vehicles are expected to perform well in the short term; however, some will have to be replaced in the mid term in order to maintain service levels. As can be seen above, with the exception of one engine, all vehicles are at least ten years old.

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. For purposes of this section, it is noted that in the past the District had no formal replacement or purchasing policies. Instead, equipment was replaced or purchased on an "as needed" basis and as funds were available. However, with the adoption of a Development Impact Fee Schedule, it is now possible for the District to enhance its revenue stream and upgrade or replace equipment to maintain service levels over the long-term. In addition, since 2004 the District has used the Capital and Facilities Improvement Plan, which is to be updated annually, as a guide to forecast equipment needs in a more systematic fashion.

Call Volume

KLFPD has seen a steady increase in calls since Fiscal Year 2001-2002 (the District tracks calls from July to June of the following year). Table B2 below shows that, while the total number of KLFPD's calls has gone up, the number of calls received within individual categories fluctuates from year to year. It can also be seen that the District may experience significant "spikes" in the number of calls for a particular category in any given year. Consequently, because of the District's geography and call spikes, it is difficult to draw conclusions from this data alone, except to note that the increase in the number of calls in the "Vehicle Accidents" and "Other" categories appear to be more stable.

TABLE B2 – TYPES OF CALLS RECEIVED BY CATEGORY

Fiscal Year	Structure Fires	Grass Fires	Vehicle Fires	Vehicle Accidents	Medical Aid	Hazardous Materials	Mutual Aid*	Other**	Total Calls
2001-02	5	15	6	12	35	1	10	20	104
2002-03	0	0	0	0	0	0	0	0	0
2003-04	1	5	1	19	60	0	24	24	134
2004-05	1	16	8	21	37	1	15	39	138

* 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

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. Its 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 most recent District ISO rating was in 2004. KLFPD is divided into two zones. The town of Knights Landing has an ISO rating of 6, primarily due to two factors. The first is the firehouse is located within the town. The second is 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 8B. The current ratings are a considerable improvement over the ratings described in the 1983 Sphere of Influence Study. In the 1983 SOI noted that the District had three ratings: a rating of 7 for the developed areas, a rating of 8 for the northern River Garden area and a rating of 9 for the balance of the District.

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. The District's goal is to maintain an average response time of 3-5 minutes; however, the Chief concedes that some areas may occasionally experience a response time closer to 6 minutes. Much of the District's development is concentrated in the town of Knights Landing, where the fire station is located. Response times in town are shorter. Nevertheless, response times in the rural outlying areas are also reasonably short since the station is located in a relatively central location and the road layout allows for quick deployment. State Highways 45 and 113 and County Roads 102, 108, 112 and 116 form a network of efficient roadway arteries that allows KLFPD to traverse its service area as well as into some areas outside of the District.

The District uses two different sources of water for fire suppression. The District has access to hydrants situated throughout the town and whose source is the Knights Landing Community Services District. Hydrants become scarce the farther one moves from the town. The second source is the District's engines and water tenders, whose capacities were outlined earlier in the report.

Written Determinations – Municipal Services

Currently, the Knights Landing Fire Protection District adequately provides fire prevention, fire suppression, and emergency medical services despite experiencing limitations with equipment and finances.

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 over the long term. The District will need to explore ways to meet the increasing need for medical assistance and fire suppression in the future.
3. The District seeks new funding mechanisms 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 facilities and equipment.
5. In order to accommodate future development, additional infrastructure and resource needs will include: the replacement of older vehicles and equipment, 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 at least 1,205 people. The population has remained relatively stable since the last SOI study in 1983, which at that time indicated that the District had a population of approximately 1,000. According to SACOG projections, the unincorporated areas within the County are expected to increase 3.6% per year until 2010. However, in the latest documents relating to the Yolo County General Plan update indicate that the town of Knights Landing would have an estimated population of 4,200 people by the year 2025. This is a higher percentage increase than SACOG's projections.

In these documents, the Yolo County Planning and Public Works staff recommends that new growth within Knights Landing occur through infill within the community and in the area east of town, between Road 116 and the Sacramento River, as currently allowed in the current Knights Landing General Plan. Between 1,000 and 1,250 homes could be added, with 15 percent provided through infill and 85 percent through new development. This would increase the town's population from 1,002 in 2004 to between 3,500 and 4,200 in 2025. The target density of 8 units per acre would require 120-155 acres of new residential development. This would be complemented by 20 acres of commercial retail development. A second school site of 40 acres would be set aside, along with five acres for public parks. Approximately 40 acres of additional land may be required to expand the sewage treatment plant. This means that a total of 225 to 260 acres of farmland would be converted from agricultural to urban use. The waterfront and downtown area would be considered as a potential redevelopment zone.

Should this growth and development occur, there will be an increase in service demand upon the Knights Landing 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.

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 Knights Landing FPD in the 2004-2005 Fiscal Year was \$61,685,712. To gain perspective, a comparison was made with its neighboring districts in Yolo County. 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

Fire Protection District	District Population	Assessed Value	Per Capita Assessed Value
Knights Landing	1,205	\$62,767,992	\$52,089
Dunnigan	1,234	\$183,749,945	\$148,905
Elkhorn	373	\$55,469,545	\$148,711
Yolo	1,318	\$124,655,289	\$94,579
Zamora	359	\$58,813,808	\$163,826

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

The District's assessed value places it below the average assessed value (\$97,091,315) of the five FPDs shown here. When controlled for population, the District's per capita assessed value is also below average (\$121,622). The assessed value reflects the large number of acres under Williamson Act protection and the low development activity occurring in the KLFPD service area over the past 20 years.

Districts with little or older development have a lower property tax base, which reflects older property tax assessment values.²

This situation gives KLFPD a moderately low probability to collect increased property tax revenues if growth and development remain the same. However, an opportunity for the District to enhance its property tax base will occur if some development occurs as indicated earlier. Some property tax re-assessments will occur as either:

- Large agricultural lots are subdivided, converted to urban uses and sold to homeowners; or
- Properties in infill areas are redeveloped to commercial uses.

However, development will result in more service responsibility for the District. The adopted development impact fee will need to be reassessed in light of these changes.

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 2000-2001, 2001-2002 and 2002-2003 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	\$99,229	\$77,757	\$21,472
2002-2003	\$76,812	\$42,644	\$34,168
2003-2004	\$67,324	\$44,275	\$23,049

KLFPD has had different reasons for having a carryover and has used it for different purposes.

- In 2001-02, the District's carryover was the result of \$17,975 from one-time sources (reimbursement charges) and \$15,803 in in-lieu taxes³. The latter, however,

² Among other things, Proposition 13 froze the assessed value of property and allowed for its re-assessment only at the time said property changes ownership.

³ In-lieu taxes occur when a public agency purchases property within its service area. Because that property is now owned by a public entity, it is no longer assessed property taxes. In some cases, an "in-lieu" agreement is struck between the public entity and the

included \$7,877 of in-lieu taxes owed to the District from FY 2000-01. Most of the money went towards retiring \$22,638 in long-term debt. Had KLFPD not received the \$17,975 in reimbursement charges, the District's revenue amount would have been \$81,254, slightly above the expenditures (\$77,752).

- In 2002-03, the District did not receive a similar infusion of reimbursement charges as the previous fiscal year; however, the District reduced its expenditures by almost \$35,000, mostly by lowering expenses on equipment, specialized services and capital improvements.
- In 2003-04, revenues declined further and expenditures on Workers' Compensation Insurance for employees went up by almost \$2,000. It is estimated that these costs will again go up in FY 2004-05.
- The balance for FY 2003-04 was carried forward into the succeeding fiscal year as a way to shore up revenues. It is estimated that District expenditures may exceed revenues by \$4,000 in FY 2004-05, mostly due to higher Workers' Compensation Insurance costs. It is expected that the District will most likely use carryover funds and reduce its expenditures to balance its budget.

According to the Yolo County Auditor's Office, the District currently has reserve (including general and designated funds) of approximately \$180,000. KLFPD is also about to retire a seven-year loan for \$79,488 that it used in 1997 to purchase a truck chassis. The first payment on that loan started in December 1998.

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 KLFPD.

- **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 property's value. Of that 1%, the District receives an average of \$0.07 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.

fiscally affected agencies to compensate the latter for the loss of property taxes as a result of this transaction. The intent of the agreement is similar to that of tax sharing agreements between counties and cities in city annexation proceedings: to make the agency losing property tax revenue whole.

- **Fire Suppression Assessments** – These fees are a fixed dollar amount per year and vary based upon land use. KLFPD's fire suppression assessment consists of \$0.25 per acre plus a per structure/improvement amount, differentiated by type. The assessment amount is, among other things, determined by fire risk, resulting in a variance of amounts to be paid by landowners throughout the District. 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 mid-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. 04-119 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 Knights Landing Fire Protection District and deposited into a special account in the County treasury. Fees for single-family homes amount to \$1.50 per square foot. For example, assuming one 2,500 square foot single-family home, the District will receive \$3,750. Commercial-retail fees amount to \$0.87 per square foot. The District was able to start collecting DIFs in August 2004.

In addition, the District receives some revenue from fundraisers organized by the volunteers as well as "in memoriam" donations from private citizens made directly to KLFPD.

Impact of Mutual Aid Calls

In an earlier discussion, it was mentioned that there is a cost associated with responding to mutual aid calls. In the areas where KLFPD has better access and where there are permanent constraints, the revenue opportunities KLFPD can be quantified as follows:

- **Eastern end of the Dunnigan FPD service area** – Since KLFPD responds to more than half of the calls, it is not being compensated for its services because this area is not within its service boundaries. The area represents more than \$4,900 in property tax revenues and, if it were within KLFPD, at least \$1,900 in fire suppression assessment revenue.⁴

⁴ Dunnigan FPD does not have a fire suppression assessment.

- **Northeast section of the Yolo FPD service area** – As noted earlier, from a service standpoint it is more logical that the area be included in the KLFPD service area since it has better route access. The fiscal implication is that this area represents at least \$1,400 in property tax revenues and at the minimum \$640 in fire assessment revenue.

While none of the FPDs have indicated a desire to realign the district service boundaries, the issues of service levels, ability to respond and financial equity in these cases remain unresolved.

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 sale of fixed assets, donations, grants, etc. The District's stable revenue streams have decreased at a more moderate rate. Unfortunately, increases in the District's expenditures are projected to increase, especially in the categories of Workers' Compensation Insurance maintenance, repairs to the station house, and the replacement of tools and fire equipment. On the positive side, the revenue forecast does not include any revenues from DIFs and so the revenue picture should be more positive in the next few years.

As mentioned earlier, the Board of Supervisors approved DIFs on June 22, 2004 on behalf of KLFPD. To determine an appropriate DIF amount, Knights Landing 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. The Capital Facility and Equipment Plan must be updated annually. Consequently, as an added benefit, the District's recently instituted DIFs not only will provide an additional source of revenue, but its reports to calculate the DIF will also allow for long-term planning.

In order to enhance revenues further, the District may want to implement a more effective process to collect charges from out-of-district resident's insurance companies for emergency medical services. While these charges may not yield much income, the District should attempt to recover as many costs associated with the rendering of these services as possible. It may be worthwhile for KLFPD to study its processes for these types of billings and determine if a more efficient process could be instituted. Perhaps the District could consult with other FPDs to determine which collection method yields the most benefit for the least amount of cost.

Finally, the District has pursued Federal and State grants for the purchase of equipment. While the District has been somewhat successful in winning grants, the process is time consuming and requires a substantial amount of KLFPD's time and

resources. It may be possible for the District to partner with the County as a way of minimizing its costs.

Cost-Avoidance Opportunities

The Fire Chief develops and recommends an annual budget. It is submitted to, and approved by, the District Board of Directors. The District's expenditures are delineated by the budget and the District does not stray from the allotted funds without review. Although there are no written procedures regarding discretionary spending, the Fire Chief can make purchases up to \$500 without Board approval. Any request for moving monies from their allocated funds or for funding in excess of the approved 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 limited competitive bidding and joint purchases with other FPDs and through the Fire Chiefs' Association. As a gesture of community goodwill, The District allows the Knights Landing Community Services District to use a space within the firehouse free of rent.

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 avoid the risk of its firefighters having inadequate water supply when fighting structure fires in rural areas. The requirement is a condition on all new building permits. Willow Oak FPD sells the nozzle at cost; thus ensuring compliance and that the nozzle used by the landowner is to their specification.
- 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. Knights Landing FPD may want to consider using a similar agency to bill on their behalf as it evaluates its processes for billing out-of-district residents.
- Consolidation with Yolo and Zamora FPDs – Currently, Yolo and Zamora FPDs have indicated that there are areas within their respective district where either their response times are longer or where Knights Landing FPD is the first responder. 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 6). 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 a 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 repair, purchasing, administrative and facilities costs. For example, the combined district could hire or contract with a mechanic to 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 strategic firehouses during business hours. In addition, volunteer forces could be reassigned or deployed to response areas with relative ease, as the need arises without the current concerns over financial equity.

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, or some other transitional approach, that will accomplish the goals of ensuring 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. In the case of Yolo FPD, it has elected Board of Directors, in contrast to Knights Landing and Zamora FPDs whose Boards of Directors 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 Board of Directors can be structured so that it can be elected or appointed and that it can have three, five, seven, nine or 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.

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. 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 large amount of its lands under Williamson Act contract and has historically experienced little growth, its tax base has not increased significantly in decades.
- **Fire Assessments** – The expansion or augmentation of this source has limits under state law. KLFPD has a fire suppression assessment, meaning every property within the 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 approved by the landowners that would be subject to the increase. If a majority of weighted ballots vote 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 \$1.50 per square foot; assuming one 2,500 square foot single-family home, the District will receive \$3,750. Commercial retail fees amount to \$0.87 per square foot. The District was able to collect these 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.

- **Boundary Realignment** – Annexation of either the area along CR 95B/Highway 45, east of the Sycamore Slough bypass levee and/or the area northeast of CRs 16 and 102 would result in an increase in property tax and fire suppression assessment

revenues to compensate the District for the service it is already providing in these areas.

- **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.

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 KLFPD takes advantage of several opportunities to share facilities, equipment and personnel:

- It has “automatic aid” agreements with its neighboring Yolo County FPDs (Dunnigan, Elkhorn, Zamora and Yolo) and with the Sutter Basin FPD in Sutter County. KLFPD also has “mutual aid” agreements with other districts. Although mutual agreements can drain KLFPD’s resources, there is a direct benefit when Knights Landing FPD calls on other FPDs for additional support.
- It performs joint training exercises with the Robbins Fire Department (Sutter Basin FPD).
- It acquires equipment either through joint purchases with other FPDs or through the Fire Chiefs’ Association.

In the future, consolidation of the Knights Landing, Yolo and Zamora FPDs should be considered as a way to achieve economies of scale, cost savings and the opportunity for sharing equipment, facilities and personnel.

Government Structure Options

Knights Landing 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 who are volunteers and whose term of office is indefinite; however, the Board of Supervisors may remove a director from office if appropriate. The current Directors are Raymond Bivert, Anthony Bryson, Harold Gilbert, Larry Rader and Ralph White. The flow chart for the District’s

organization is as follows:

Yolo County Board of Supervisors
(appoints)
Knights Landing FPD 5-member Board of Directors
Fire Chief
Assistant Chief
Volunteer Firefighters (12)

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

The District has by-laws governing its structure and codes of conduct for its volunteers, but these have not been updated for some time. Either the Chief or the Assistant 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.

Other governing structure options are available to the District are:

- **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 elected Board members and appointed officials 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 modest, its level has not reached the threshold necessary to support the direct election of the District's Board. This dynamic may change as the town of Knights Landing grows.
- **City Fire Department** – In the event the town of Knights Landing incorporates, the Fire Department could be restructured into the city and contract its services out to the remainder of the District. This structure would be similar to the structure that currently exists between the Winters Fire Department and the Winters FPD or between the Woodland Fire Department and the Woodland Springlake FPD. State law requires that a minimum of 500 registered voters is needed for any incorporation effort to even be considered. The town of Knights Landing does not meet this requirement since it presently has approximately 372 registered voters (this number includes the registered voters in the areas the County is considering for development as part of its General Plan Update).

In addition, to become a city, a more balanced economy will also be necessary. Currently Knights Landing does not have the financial resources or the municipal services structure to proceed with an incorporation attempt. There is little industry diversity within Knights Landing and very few sales tax generators. It is also doubtful that the community would have the necessary funds to finance the incorporation process, which entails environmental reviews, fiscal and legal analyses and LAFCO costs (the cost estimates of recent incorporations in the Greater Sacramento Area ranges from \$150,000 to \$360,000). The town lacks sufficient revenue generators to provide for service provision, administration and revenue neutrality with the County. In short, the cost of city administration would overwhelm the current revenue streams. Until the town of Knights Landing reaches a sufficient independent, economic viability (in addition to a town-wide single purveyor of municipal services), any consideration of it absorbing fire protection services would be academic.

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. The Auditor-Controller performed the most recent review in 2002 for fiscal years 2000 and 2001 and it 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 revised and approved 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 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 Knights Landing 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 change of organization proposal within its jurisdiction.
- 6) LAFCO decisions regarding change of organization proposals shall be consistent with the spheres of influence of the affected agencies.
- 7) No change of organization 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 Knights Landing 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 concentrated in the town of Knights Landing. The rest of the population is spread throughout the District in rural, agricultural residences. As previously mentioned, two-thirds of the District's land is under Williamson Act contract, which limits most of the land use to agriculture. Most development in the next 20 years will be occurring in the town of Knights Landing, consisting primarily of residential housing.

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

The majority of people and businesses are centrally located in the town of Knights Landing. Population growth and development in the short term will not require additional facilities. Should KLFPD, Dunnigan and Yolo FPDs choose to pursue the realignment of their service areas, additional facilities and equipment may not be

necessary because KLFPD is currently able to respond to calls with its existing equipment.

Any long term increase in service demand brought about by growth and development of the town of Knights Landing, however, will affect the District's ability to provide the same level of services because of finance, equipment, and staffing constraints. The Board of Supervisors recently approved Development Impact Fees (DIFs) to mitigate the effects that new development will have on the District. Once DIF funds begin to accumulate, the District will be able to meet additional service demands. The District was able to collect DIFs August 2004.

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

Despite staffing and equipment constrains, KLFPD is able to provide adequate fire suppression and emergency response services within its service area 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 Knights Landing is the largest and most dense social community of interest in the District. Residents in the River Garden Farms area also tend to identify with themselves with Knights Landing, so it is reasonable to include them as part of the Knights Landing community of interest. As previously noted, the rest of the population is spread throughout the District in rural, agricultural residences, forming what could be considered a social and economic community of interest of their own. 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 the Knights Landing FPD Sphere of Influence contain the current District boundaries in addition to the following:

- The area along CR 95B/State Highway 45 be removed from the Dunnigan FPD Sphere of Influence and included in the Knights Landing FPD SOI (refer to Map 7). The SOI area would be defined by the Yolo County line to the north, the Knights Landing FPD boundary line to the south, the Sacramento River to the east and the eastern Sycamore Slough levee to the west. The latter boundary is logical because the levee provides a physical boundary that distinguishes the Districts' response areas. In addition, because Knights Landing Fire Protection District has better access and is often the first responder to this eastern portion of Dunnigan FPD,

Knights Landing FPD should be able to provide service to both sides of the road and have this area included as part of its District. 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 area northeast of the intersection of County Roads 102 and 16 should be removed from the Yolo FPD service area and be included in the Knights Landing FPD SOI (refer to Map 7). Knights Landing Fire Protection District has better access, and is often the first responder, to this eastern portion of Yolo FPD. Knights Landing FPD should have this area included as part of its district. 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 KLFPD be extended to include the Yolo and Zamora FPD in a consolidated district (refer to Map 7). 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."

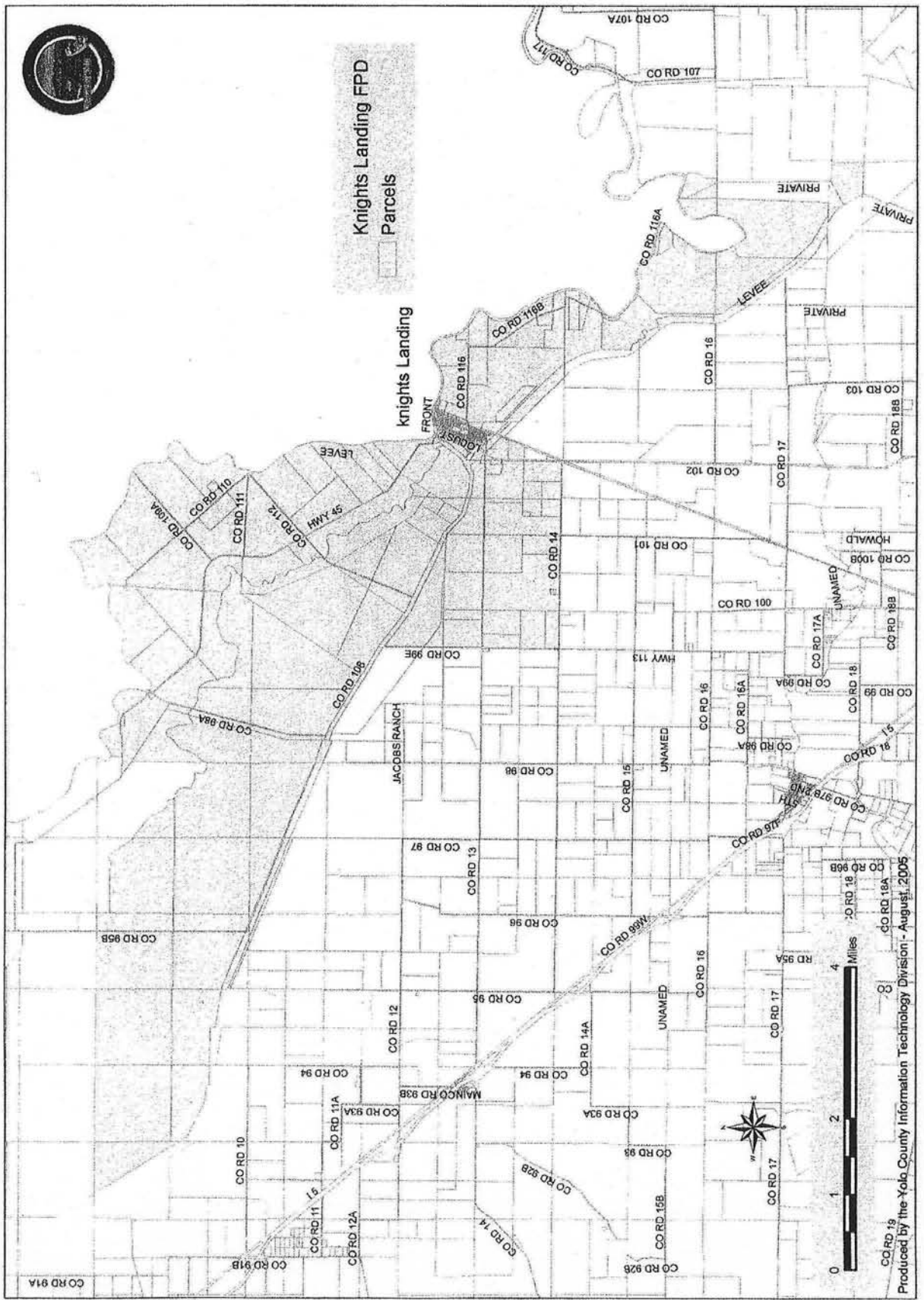
Since there are no land use changes or environmental impacts due to suggested boundary changes associated with this MSR/SOI, a Notice of Exemption is the appropriate environmental document.

REFERENCES

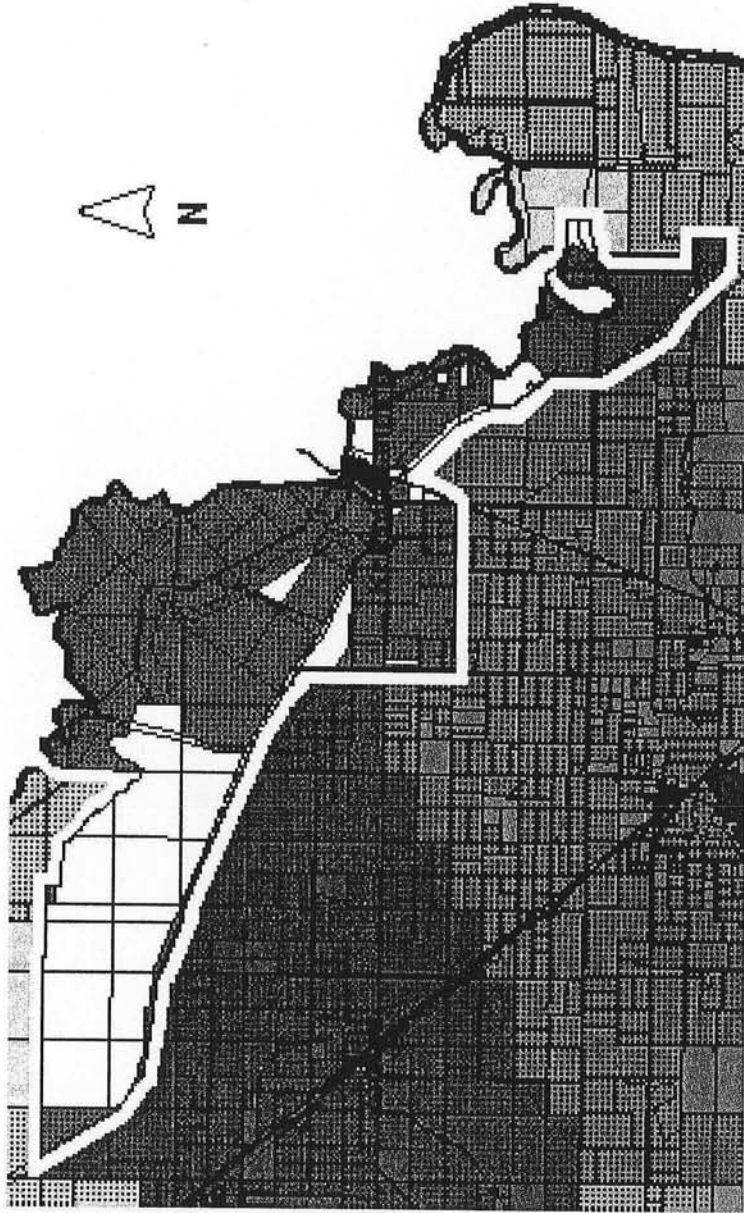
1. Comprehensive General Plan for the Town of Knights Landing, 1992 (as amended in 1999), Yolo County of Planning and Public Works Department and Knights Landing General Plan Citizens Advisory Committee
2. Knights Landing FPD Sphere of Influence, 1983, Yolo County LAFCO staff
3. Knights Landing FPD Capital Plan and Development Impact Fee Study and General Questions, 2003, Knights Landing FPD and Bay Area Economics and RRM Design Group

4. Interviews, 2005, KLFPD Fire Board of Directors Chairman Ralph White
5. Interviews, 2005, Fire Chief Cliff Wells
6. Interviews, 2005, Assistant Fire Chief Cammey Zeiler
7. Yolo County Office of the Auditor-Controller
8. Yolo County Department of Planning and Public Works
9. Yolo County Elections Office
10. Yolo County Administrative Office
11. Soil Survey of Yolo County, California, 1972, United States Department of Agriculture Soil Conservation Service In cooperation with University of California Agricultural Experiment Station
12. Sacramento Council of Governments, 2000 Regional Profile
13. U. S Census Bureau, 2000 Census information



Knights Landing Fire Protection District

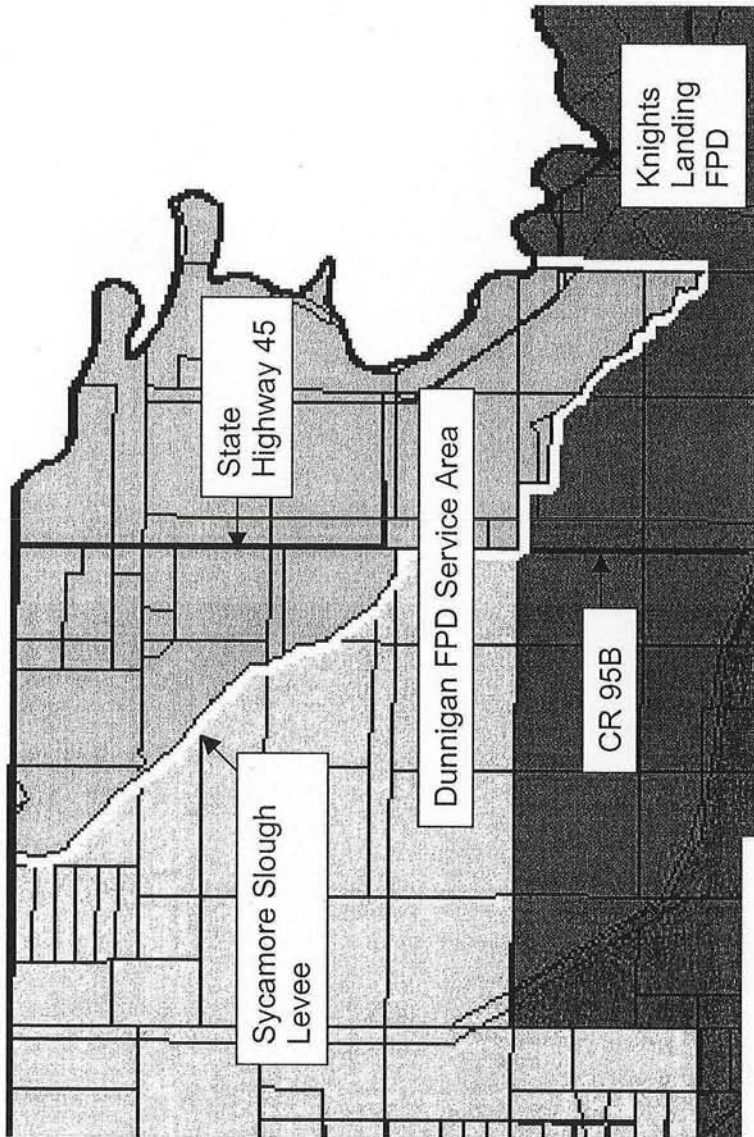


Map 1

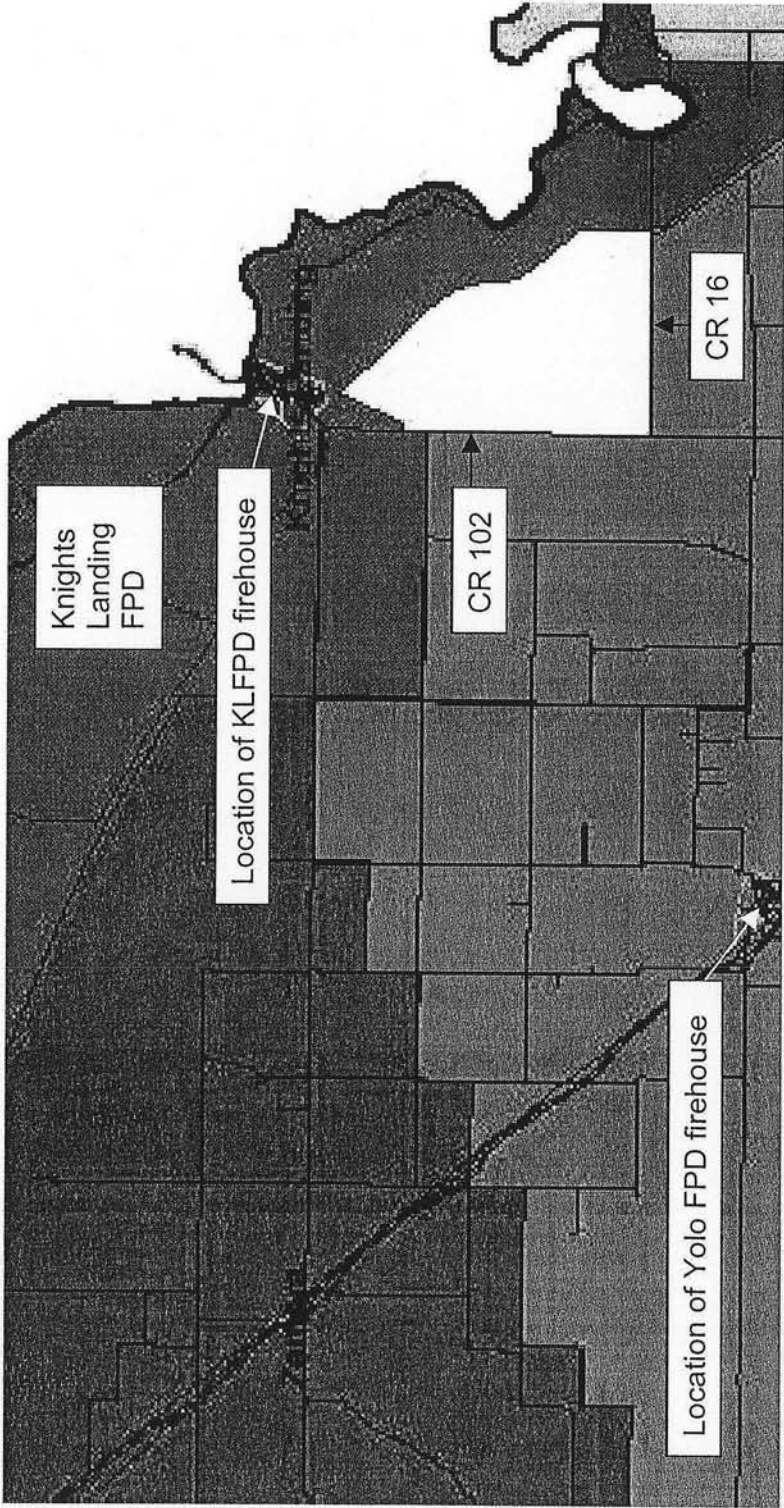


Williamson Act Lands in Knights Landing Fire Protection District

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

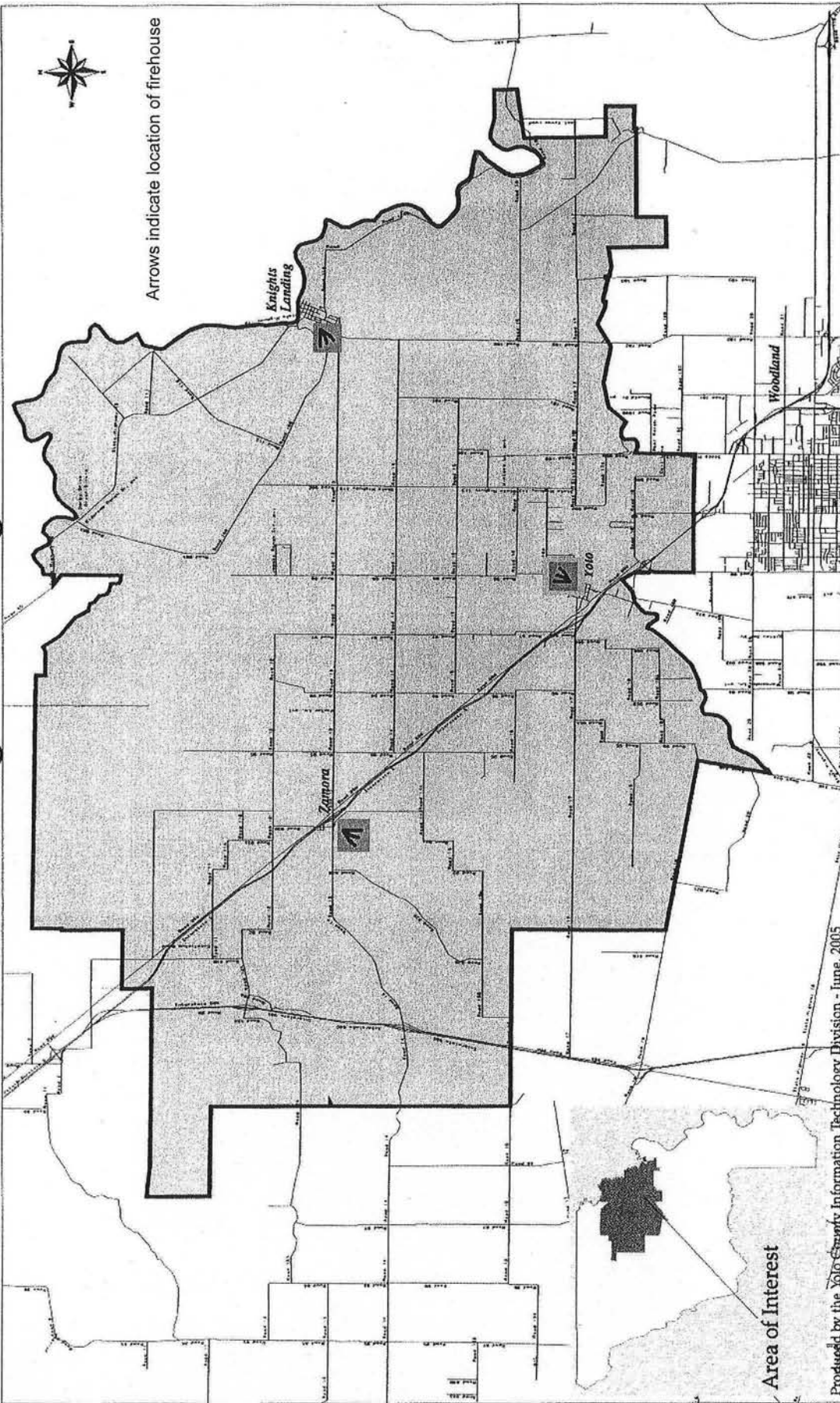


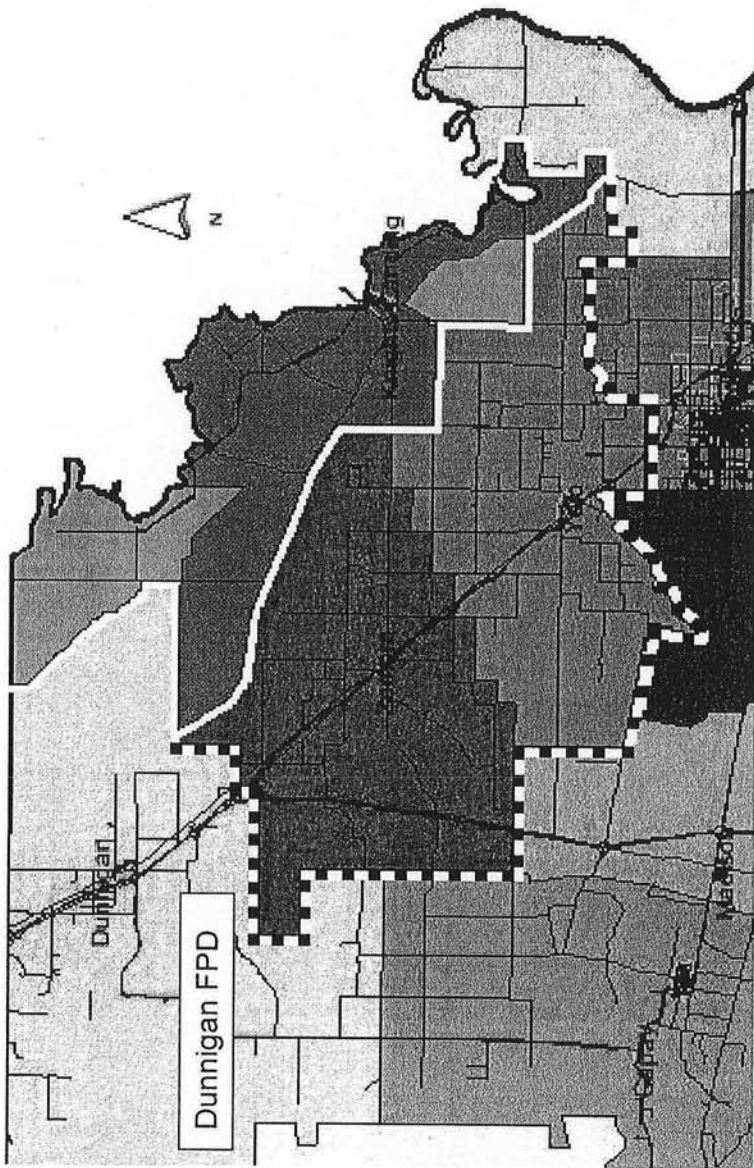
Area in the Eastern Dunnigan FPD Service Area Along CR 95B/State Highway 45






Area Northeast of County Roads 102 and 16

Consolidated Yolo, Zamora & Knights Landing Fire Protection District





Knights Landing Fire Protection District Sphere of Influence

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