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



Dunnigan FPD Firehouse and Engine

LAFCO

Yolo County Local Agency Formation Commission
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Resolution No. 2005-14
(Resolution Adopting the Dunnigan Fire Protection District
Municipal Service Review and Sphere of Influence Update)
(LAFCO Proceeding S-015)

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 Dunnigan 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 Dunnigan Fire Protection District; and,

WHEREAS, the Executive Officer set a public hearing for June 27, 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 June 27, 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; and

WHEREAS, LAFCO then continued the public hearing to September 19, 2005, for further hearing and proceedings, including consideration of any additional information presented by the Dunnigan Fire Protection District and other interested parties; and,

WHEREAS, thereafter, the LAFCO Executive Officer prepared a revised draft Sphere of Influence for the Dunnigan Fire Protection District based upon additional information provided by the District and other interested parties; and,

WHEREAS, on September 19, 2005, LAFCO further reviewed and considered the revised draft Sphere of Influence, the Executive Officer's Report and Recommendations, each of the policies, priorities and factors set forth in Government Code Sections 56425 et seq., and LAFCO's Guidelines and Methodology for the Preparation and Determination of Spheres of Influence Studies, 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 Dunnigan 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 Dunnigan Fire Protection District and the County of Yolo.

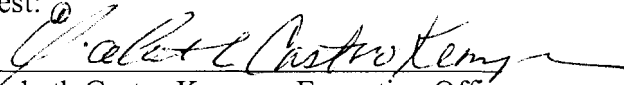
PASSED AND ADOPTED by the Yolo County Local Agency Formation Commission, County of Yolo, State of California, this 19th day of September, 2005, by the following vote:

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

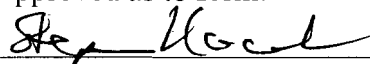


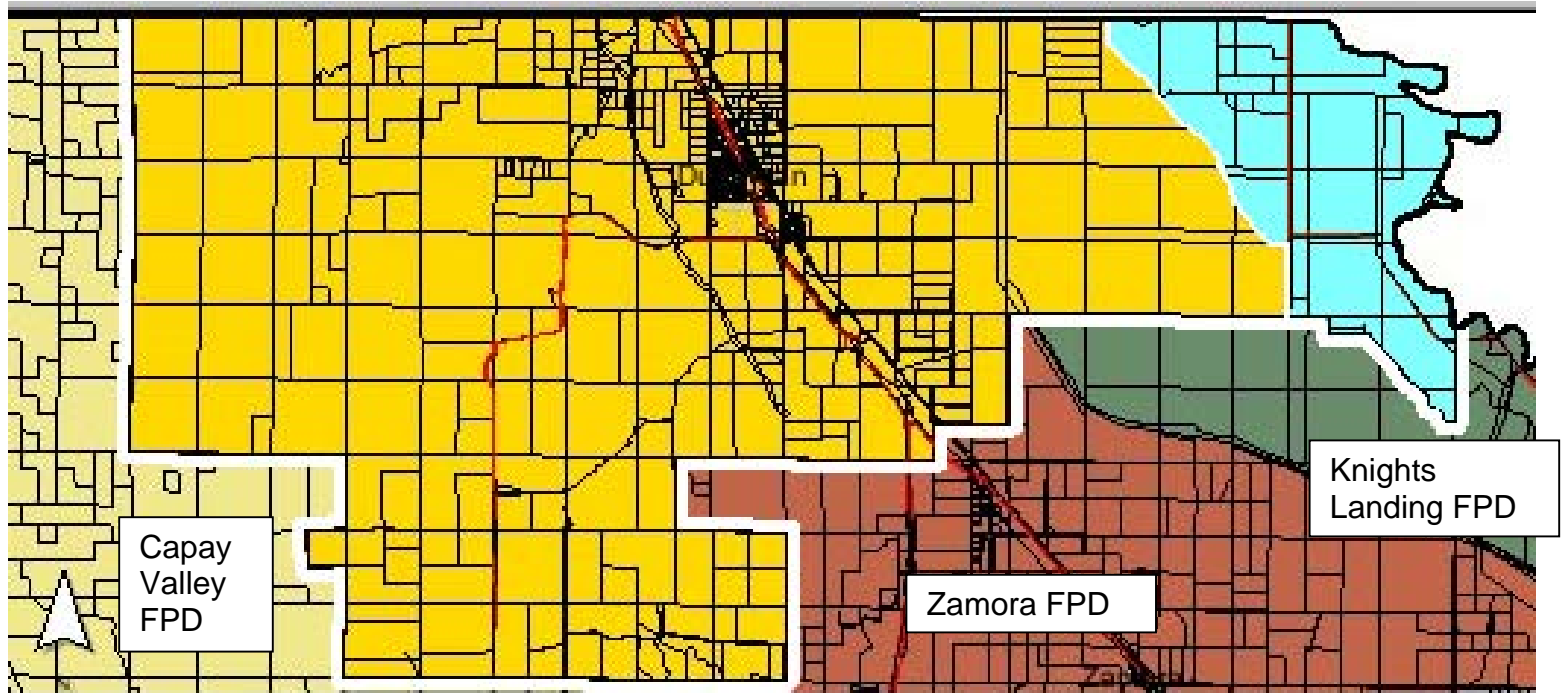
Olin Woods, Chairman
Yolo County Local Agency Formation Commission

Attest:


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

Approved as to form:


Stephen Nocita, Commission Counsel



Dunnigan Fire Protection District Sphere of Influence



Area to be removed from the Dunnigan FPD SOI and included in the Knights Landing FPD SOI

Final

Dunnigan Fire Protection District
Municipal Services Review and
Sphere of Influence

*Prepared by:
Elisa Carvalho
and José C. Henríquez*

Yolo County Local Agency Formation Commission

September 19, 2005

YOLO COUNTY

LOCAL AGENCY FORMATION COMMISSION

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Olin Woods, Chairman, Public Member
Artemio Pimentel, Vice-Chairman, City Member
William Kristoff, City Member
Frank Sieferman, Jr., County Member
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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..... 14

Municipal Services..... 15

 Present And Probable Capacity and Need..... 15

 Infrastructure Needs and Deficiencies..... 15

 Staff..... 16

 Table B1 – Comparative Ratio of Population to Firefighters Per District 17

 Equipment 17

 Call Volume 18

 Table B2 – Types of Calls received By Category 19

 District Rating 19

 Written Determinations – Municipal Services 20

MSR and SOI Analysis 21

 Growth and Population..... 21

MSR and SOI Factors 22

 Financing Constraints and Opportunities 22

 District Assessed Value..... 22

 Table C1 – Comparison of District Assessed Value 22

 District Budget 23

Table C2 – District Revenues and Expenditures (Actual)	23
Revenue Sources	23
Analysis.....	24
Cost-Avoidance Opportunities	26
Opportunities for Rate Restructuring	27
Opportunities for Shared Facilities.....	28
Government Structure Options.....	29
Management Efficiencies and Local Accountability	31
Agricultural Lands.....	31
Statement of Intent	31
Sphere of Influence Recommendations	32
Written Determinations.....	33
Environmental Review.....	34
References.....	35
Map 1 – Dunnigan FPD	36
Map 2 – Williamson Act Lands Within Dunnigan FPD	37
Map 3 – Area in the Eastern Dunnigan FPD Service Area.....	38
Map 4 – 1985 Dunnigan FPD Sphere of Influence Map	39
Map 5 – Recommended 2005 Dunnigan FPD Sphere of Influence Boundaries.....	40

INTRODUCTION

This Municipal Service Review (MSR) and Sphere of Influence (SOI) Update is prepared for the Dunnigan 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 Dunnigan 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 Dunnigan 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 Dunnigan FPD and possible changes to the District's Sphere of Influence. The Service Review Guidelines prepared by the State Office of Planning and Research were used to develop information, perform analysis and organize this study.

The legislative authority for conducting Service Reviews is provided in the CKH Act. The Act states, "That in order to prepare and update Sphere of Influences in accordance with Section 56425, LAFCOs are required to conduct a review of the municipal services provided in the County or other appropriate designated areas..." A Service Review must have written determinations that address the following factors in order to update a Sphere of Influence:

Factors to be addressed

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

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

Sphere of Influence Guidelines

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

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

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

- c. Inclusion within a single-purpose district sphere of influence.

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

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

The Service Review and Sphere of Influence Update documents have been compiled using information from a variety of sources including the Dunnigan 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 the County of Yolo, the Dunnigan Fire Protection District is generally located in northeastern Yolo County; it extends north to the Colusa County line and east to the Sacramento River. Dunnigan FPD is also bordered by the following Yolo County fire protection districts: Capay Valley FPD to the west, Esparto and Zamora FPDs to the south, and Knights Landing FPD to the south

and east. Interstate 5 bisects the District and runs from a northwest to southeast direction. Interstate 505 runs north/east and intersects I-5 at the south end of the town of Dunnigan. Highway 45 runs north/south and is situated in the eastern portion of the District (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 80% 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. Class I and II soils have few restrictions in their use for agriculture. The District is extensively cultivated. Crops grown in the area include alfalfa, tomatoes, grains, sugar beets, orchards and pasture.

Dunnigan is the only town within the fire district and is the home of just below 900 people. The District's population, estimated by the 2000 US Census, is approximately 1,234. Most commercial development is situated in the town of Dunnigan and includes numerous highway-oriented businesses; however a few agriculture-related industrial operations exist in the District. In 2005, the Dunnigan General Plan Advisory Committee expressed a strong desire to have more residential and commercial development channeled to the town, endorsing a plan that would increase the town's population to 18,000 by 2025.

District History and Powers

The Dunnigan Fire Protection District was organized July 19, 1927 pursuant to the 1923 Statutes of CA, pg. 431. In 1966, the District was reorganized pursuant to the Health and Safety Code section 13801 et seq. to serve a largely rural area covering roughly 112 square miles in northern Yolo County. The District's boundaries have remained static since its creation.

The following powers were granted to the Dunnigan 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

Dunnigan FPD is adjacent to the Capay Valley, Esparto, Zamora, and Knights Landing Fire Protection Districts in Yolo County and the Arbuckle and Sacramento River Fire Protection Districts in Colusa County. It has an “automatic aid” agreement with Zamora FPD along the I-5 corridor and “mutual aid” agreements with the other fire protection districts. According to Fire Chief Tim Doherty, the fire districts that can reasonably provide assistance to Dunnigan FPD include Zamora, Esparto, Knights Landing, and Arbuckle.

Knights Landing is often the first responder to areas in the eastern portion of the Dunnigan FPD because Knights Landing FPD has better access this area (refer to Map 3). The distance from the Dunnigan fire station to County Road 95B/State Highway 45 is ten miles, four of which are on a gravel road. The paved road from Dunnigan ends at the Colusa Basin Drain and does not begin again until CR 95B/State Highway 45. Conversely, although the distance is also ten miles, the entire road is paved from the Knights Landing fire station to CR 95B/State Highway 45. Although the distance between the Knights Landing and Dunnigan fire stations to the same point is equal, the condition of the road affects their respective response times. Time is a critical factor in fire and medical emergency response. It is apparent that Knights Landing FPD has a more accessible route, and it is, therefore, capable of a quicker response to the eastern portion of Dunnigan FPD. Indeed, data from the Yolo County Communications and

Emergency Services Joint Powers Agency (YCCESA) indicate that from June 2004 to July 2005, Knights Landing FPD responded to more calls in the area than Dunnigan FPD did (11 calls to 7 calls, respectively).

Capay Valley FPD is the only neighboring fire protection district that cannot reasonably provide assistance to Dunnigan FPD in an emergency. There are no roads connecting the two districts and the Capay Hills form a natural barrier between the fire 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 District for the other call.

Aid agreements can put a strain on Dunnigan FPD's resources, but there is a direct benefit when Dunnigan relies upon other Districts for additional support. Dunnigan FPD has only one fire station within its boundaries and responding to emergencies in other districts leaves Dunnigan without coverage. 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 Dunnigan FPD.

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

Fire Protection District	Firefighters	Engines	Water Tenders	Grass Trucks
Esparto	23	2	2	1
Zamora	23	4	1	4
Knights Landing	13	2	1	1
Arbuckle	25	5	1	2 (plus one squad car for emergency medical calls)

The western portion of the District lies within the State Responsibility Area (SRA) of the California Department of Forestry. During fire season (May-October), the CDF has equipment and staff available to the Dunnigan FPD should the need arise. The closest CDF station is in Brooks has one engine, a minimum of three firefighters and a battalion chief. A minimum of three firefighters and an engine are stationed in Wilbur Springs (Colusa County). At Spanish Flats in Napa County, CDF has a minimum of six firefighters, two engines, a bulldozer and a battalion chief. The latter station is staffed year round, but with only one engine and a minimum staff of three firefighters during the

non-fire season. For high dispatch, the following CDF resources are also available in the area:

- 1 air attack aircraft
- 3 air tankers
- 1 helicopter
- 1 battalion
- 5 engines
- 2 bulldozers

At the request of the District, CDF is available to respond to fires within the District, although local fire protection districts are the lead in fighting structure fires. CDF assists FPDs by preventing structure fires from spreading to wildland. CDF can fight structure fires if necessary, but its focus is non-structural fires.

Dunnigan FPD sometimes notifies CDF of fires in the SRA and lends CDF equipment and/or manpower. Dunnigan FPD is at the edge of the CDF Sonoma-Lake-Napa Unit response area. Because the closest CDF station in the area is in Brooks, almost 30 miles away, CDF may request additional equipment or services from Dunnigan FPD to respond to fires in the SRA. CDF does not have water tenders in the vicinity, so it is likely that a response to the SRA near Dunnigan will require the use of some of the District's equipment. The District Fire Chief states that CDF borrows water tenders twice a year on average and sometimes staff. CDF will reimburse the District for equipment and services after five hours or less, upon discretion of the CDF Unit Battalion Chief. CDF contracts that delineate the use of and rates for specific District equipment and services are predetermined.

The frequency of CDF response in the District and, therefore, the opportunity for CDF funds, varies widely. Both are dependent on the number and scope of fires in the SRA. According to CDF Battalion Chief Jim Wright, one of the ten biggest fires in Yolo County occurred in the vicinity of the Dunnigan FPD. The Battalion Chief says the fire danger in the SRA near Dunnigan is high because of a persistent north wind that spreads fire extremely rapidly. In addition, CDF Battalion Chief Wright also notes that eucalyptus trees present a fire hazard within the Dunnigan FPD. The town of Dunnigan's Hardwood Subdivision was originally devoted to growing eucalyptus trees until it was discovered that the trees had little commercial value. Consequently, the woodlots containing the trees were sold as homesites.

Sphere Of Influence History

The last comprehensive Sphere of Influence Study for the Dunnigan FPD was completed in 1985. At that time, LAFCO considered three sphere boundary lines (refer

to Map 4): (1) detach land east of State Highway 45/CR 95B from the Dunnigan FPD to annex it to the Knights Landing FPD; (2) use the Knights Landing Ridge cut as the northern and eastern boundary line (detaching 7,609 acres (11.88 square miles) from Dunnigan to annex it to the Knights Landing FPD); (3) no change to existing district lines. Dunnigan FPD rejected any change in sphere boundary lines that would result in a decrease in property tax revenues.

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 Dunnigan Fire Protection District;
- Approve and adopt the Dunnigan 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 Dunnigan 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

Dunnigan FPD owns the fire station and the adjacent training facility located on Main Street in the town of Dunnigan. The station is a single story structure of approximately 3,900 square feet consisting of the Chief's office and 3 drive-thru bays; the bay doors do not have automatic door openers. The station houses all of the District's apparatus. The District training facility is directly west of the station. The Chief characterizes it as a big metal building with bathrooms and a kitchen. It is between 3,000 and 4,000 square feet. The facility is occasionally rented out to outside parties for a nominal fee.

Until recently, there was no systematic method used to determine and forecast District infrastructure needs. Historically, a combination of experience, necessity, and opportunity guided the District: Chief's assessment, staff input, the condition of equipment, and District finances. The District, however, recently prepared a Capital Improvement Plan and Development Impact Fee Study to justify the establishment of development impact fees. This capital improvement plan can be used as a blueprint to estimate what equipment and personnel the District will need to maintain service levels

as the District experiences more growth. With the prospect of any additional growth, the Fire Chief is concerned about staffing levels and the adequacy of the District's equipment. For example, as part of their project mitigation efforts, the Wild Wings developers provided funding for affordable housing in the Dunnigan Fire Protection District. This development will raise the level of demand for fire protection and emergency medical services. The Development Impact Fees approved by the Yolo County Board of Supervisors will offset this impact of development by providing additional revenues for additional facilities and equipment.

Staff

The District includes the Chief, Assistant Chief, two Captains and two Lieutenants. It is assisted by the Dunnigan Fire Department, which has an additional twelve (12) volunteer firefighters. Two of those volunteers are certified Emergency Medical Technicians (EMTs). The rest are certified to administer CPR and First Aid.

New recruits undergo a one-year in-house probationary training period. Training for volunteers includes CPR, First Aid classes, and monthly fire drills. Individuals may take additional courses at other institutions. The District also provides training videos and participates in some joint training with Arbuckle Fire Protection District of Colusa County. An annual "Firefighter 1" refresher training course is provided for established firefighters and the Chief and may be conducted concurrently with new recruits. In addition, the firefighters must renew their CPR license every year and their First Aid license every 3 years.

Table B1 compares the population served, based on the 2000 US Census, and the number of firefighters available in the neighboring fire districts. In order to control for the variance in population and number of firefighters per district, a ratio of population to firefighters was calculated. For example, in 2004, Dunnigan FPD has a ratio of 66 to 1. Compared to other fire protection districts the population to firefighter ratio in Dunnigan FPD is average.

TABLE B1 – COMPARATIVE RATIO OF POPULATION TO FIREFIGHTERS PER DISTRICT

Fire Protection District	District Population	Number of Firefighters	Population per Firefighters
Dunnigan (1985)	500	24	1:21
Dunnigan (2004)	1,234	18	1:66
Arbuckle	5,000	24	1:208
Capay Valley (2003)	861	17	1:51
Esparto (2003)	2,802	23	1:122
Knights Landing	1205	13	1:93
Zamora	359	23	1:16

Note: For a long-term perspective in the analysis, the estimated population and firefighter numbers from the 1985 Dunnigan FPD SOI were also included.

According to the Fire Chief, the District is short on firefighters, especially during business hours because most firefighters work outside the District. As a result, response times can be longer during the day. The Chief would like to increase service in the District by staffing the station with one paid firefighter by the end of 2005. Eventually, regardless of whether the District has paid or volunteer firefighters, any increase in population growth in the District will require additional personnel because of the increase of demand for District services.

Equipment

The District's major equipment is composed of:

- One engine/fire truck: 2003 Westates International (500 gals) with a 1,000 gpm pump
- One tender: 1999 Freightliner (3,750 gallons) with a 600 gpm pump
- Two grass/brush trucks: 1988 Westates, Ford (500 gals) with a 500 gpm pump and a 1976 Van Pelt International (500 gals) with a 250 gpm pump
- One squad truck: 2004 Westates with a Ford Compressor Air/Foam

District apparatus is duly inspected and maintained. A retired District Volunteer performs vehicle inspections at least once a month; additional inspections may be performed depending upon call volume. Vehicle maintenance is usually performed on an annual basis. Different businesses provide vehicle maintenance, which can result in

a vehicle being out of service for lengths at a time. Westates in Woodland usually addresses major vehicle problems or repairs.

According to the Chief, all of the District's equipment and vehicles are in good to excellent condition, but some are old and at the edge of their capabilities. The older grass/brush trucks do not reach 55 miles per hour, affecting District response capabilities. Most of the District's vehicles will remain viable if the District continues its current maintenance schedule. Three out of five of its vehicles are within their useful lifespan and will continue to operate for several years.

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. According to the Chief, the District needs to purchase a dedicated Structure Fire Engine and Command/Utility Vehicle. The District currently utilizes its 2003 Westates engine for structure fires, though it is better suited for grass or brush fires because by current standards the engine has a low pump capacity for fighting structure fires. The Chief notes that all the District's vehicles have a low pump capacity. The Chief plans to purchase a new structure fire engine with Development Impact Fees (DIFs) and use the 2003 Westates as a grass/brush truck. The District's existing brush engine is 29 years old.

The District's main impediment towards the replacement of new equipment is financing. The District's stable revenue streams are only large enough to cover ongoing costs and maintenance. Further discussion 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 upgrade or replace equipment to maintain service levels over the long-term.

The Chief states that approximately 85 percent of District vehicle equipment is interchangeable with equipment from districts that provide mutual aid. A rising call volume in Dunnigan FPD would probably result in a greater number of mutual aid calls. Dunnigan FPD may benefit from collaborating with surrounding fire districts to develop a strategy for standardizing equipment.

Call Volume

According to the Fire Chief, the District received more than 350 calls in 2004. Despite a significant increase in structures and vehicular traffic, the District's call volume has fluctuated in the last three years. Table B2 groups the various types of calls received by the District from 2002 through 2004. It can be seen that "vehicle accident" and "hazardous materials" calls have increased, but all other call categories have no standard trend, either upwards or downwards.

TABLE B2 – TYPES OF CALLS RECEIVED BY CATEGORY

Year	Structure Fires	Vehicle Fires	Grass Fires	Vehicle Accidents	Rescue and Service Calls	Hazardous Materials	Good Intent Calls/False Alarms	Mutual Aid*	Other**	Total Calls
2002	10	14	98	93	7	5	57		0	284
2003	10	13	39	120	16	11	14		0	223
2004	12	29	105	140	6	16	29		17	354

* 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

It can be seen that the highest volume of calls come from the categories of vehicle accidents, grass fires, and good intent/false alarm calls, in descending order.

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 Dunnigan FPD is divided into two zones. The developed areas (e.g. residential subdivisions and commercial/industrial centers) have an ISO rating of 6. The agricultural areas have an ISO rating of 8. The current rating is a considerable improvement over the District's ISO rating of 9 for both the agricultural and developed areas during the initial 1985 Sphere of Influence Study. The last District ISO rating was in 2004.

The District's goal is to respond to 90% of calls within seven minutes. According to the Chief, response times usually remain within the stated goal. Much of the District's development is concentrated in the town of Dunnigan, where the fire station is located. Response times, therefore, are shorter. Response times in the central rural District area are also reasonably low since the station is located in a relatively central location. Remote areas in the far west, south, and east portions of the District are more difficult to serve. The Chief notes that isolated areas east of highway 45 and south of Road 11 experience longer response times and are sometimes served by other agencies.

District calls are dispatched by YCCESA using pagers and by a siren located at the station. The Chief states that the YCCESA dispatch service is very good and that the siren can be heard several miles out of town. The siren has failed to work on occasion, however.

The District uses two different sources of water for fire suppression. The District has access to hydrants, which are mainly situated along the highway. The hydrants are gravitationally fed from the Tehama-Colusa Canal via the Dunnigan Water District underground pipeline water distribution system. According to the Chief, the pipeline delivers excellent water pressure. Hydrants become scarce farther from the freeway. The District also uses a water tank fed from its domestic well, which holds approximately 2,000 gallons of water. Engines and water tenders can be filled at the tank. Engines and water tenders carry water to fires in remote District areas including the southern portion of Dunnigan FPD and along Road 82.

Written Determinations – Municipal Services

Currently, the Dunnigan Fire Protection District adequately provides fire prevention, fire suppression, and emergency medical services despite experiencing limitations with equipment, staffing, and finances. The District has the added challenge of providing coverage to a 112-square mile rural and isolated 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 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 specific, important and strategic equipment and facilities.
5. 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 1,234. The population has more than doubled since the last SOI study in 1985. The District had a population of approximately 500 in 1985 and has grown at an annual rate of 5.02% to 1,234 people in 2003. According to SACOG projections, the unincorporated areas within the County are expected to increase 3.6% per year until 2010. Most of the town's residents, however, recently have endorsed a plan that would direct more growth and development to the town.

District growth in the short term will potentially come from three different areas. First, Interstates 5 and 505 run through the town of Dunnigan. Interstate 5 is a major transportation corridor. The large number of travelers along this route makes Dunnigan attractive for commuters and highway-oriented businesses. Most of the existing and planned commercial development is highway service or truck-related. Second, the Dunnigan General Plan advocates a unification of the Hardwood Subdivision, where most of the town residents live, and the Old Town through the creation of a new Town Center. Third, as part of their project mitigation efforts, the Wild Wings developers will provide 3.4 acres of affordable housing in the Dunnigan Fire Protection District.

Long-term growth will be determined by the County General Plan, in which the County is in the midst of updating. One of the options for the Board of Supervisors to consider is channeling more development to the County's existing towns, including Dunnigan. The County staff preferred plan would increase the town's population to 10,000 new residents in twenty years. However, in 2005, the Dunnigan General Plan Advisory

Committee strongly endorsed a plan to grow the town to a population of 18,000 people by 2025 and develop 191 acres for commercial development and 350 acres for industrial uses. Should either plan occur, there will be an increase in service demand upon the Dunnigan 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 Dunnigan FPD in the 2002-2003 Fiscal Year was \$161,121,086. 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

Fire Protection District	District Population	Assessed Value	Per Capita Assessed Value
Dunnigan	1,234	\$161,121,086	\$130,568
Capay Valley	861	\$77,302,916	\$89,783
Esparto	2,802	\$173,177,992	\$61,805
Zamora	359	\$52,351,904	\$145,827
Knights Landing	1,205	\$59,178,516	\$49,110

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

The District's assessed value, second highest among the five FPDs shown here, gives it a relatively high probability to collect increased property tax revenues. When controlled for population, the District's per capita assessed value is also the second highest, which

should put the District in an advantageous position for enhancing its revenue. An explanation for the District's higher assessed values may be because of the existence of new highway-related businesses along I-5. It is notable that the town of Esparto has the highest assessed values because it is also experiencing growth; consequently it is reasonable to conclude that in Dunnigan the same dynamics are occurring on a somewhat smaller scale. In addition, the neighboring districts may have lower assessed values because of older property tax assessment values since these FPDs have historically had little or older development. This situation leads to a lower property tax base, reflecting older property tax assessment values. The main reason is that Proposition 13 froze the value of property and allowed for its re-assessment only at the time said property changes ownership.

The Wild Wings development mitigation funds will be used to provide 3.4 acres of affordable housing in the town of Dunnigan. The new property tax appraisals might marginally increase the property tax base, but will not have a significant impact on the District's property tax revenue.

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	\$82,465	\$46,535	\$35,930
2002-2003	\$280,736	\$352,874	-\$72,138
2003-2004	\$221,168	\$139,195	\$81,973

Existing balances (net amounts) from the years listed above were carried forward into the succeeding fiscal year as a way to support revenues. The District used its 2001-2002 fund balance to lease a new engine. The District had additional resources (reserve funds) available to meet its operating deficit. The District managed to retain an approximately \$80,000 balance in the next fiscal year. According to the Chief, the District currently has a reserve between \$30,000 and \$40,000.

Revenue Sources

The District's main revenue source is 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. The District started collecting Development Impact Fees (DIFs) in August 2004. DIF revenue won't appear in the District's budget until the next fiscal year. In addition, the District receives revenue from annual fundraisers organized by the volunteers, including a Christmas Dinner Dance and a Booth at the Yolo County Fair. According to the Chief, the Fire Department has also held raffles, which included four-wheeler vehicles as major prizes, in past fundraisers. Other revenue options the District is exploring include evaluating the possibility of charging out-of-district residents for emergency medical assistance and introducing a measure for fire assessments. These options will be further detailed in the analysis below.

- **Property Taxes** – In California, the maximum property tax assessed on any land is generally 1% of the property's value. Of that 1%, the District receives approximately \$0.04 cents 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. Should the town develop further, some assessed values will most likely rise, affecting the amount of tax revenue generated. Consequently, the District's tax revenue may increase because of the higher assessed values on some parcels.
- **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. 04-118 adopted on June 22, 2004. All funds collected are restricted to expenditures for Fire District capital facilities and equipment. Fee payments are made to the Dunnigan Fire Protection District and deposited into a special account in the County treasury. Fees for single-family homes amount to \$1.24 per square foot. For example, assuming one 2,500 square foot single-family home, the District will receive \$3,100. Commercial-retail fees amount to \$0.69 per square foot. The District began collecting fees in August 2004. Should the town develop further, the revenues from this source will increase.

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. 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 equipment maintenance, purchase of tools and equipment, and repairs to the station house. Excluding major one-time expenses, regular expenditures fluctuate and balance out over time. 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.

The District is currently paying for the lease on a new fire truck at a rate of \$21,964.03 per year for the next 10 years. It has no outstanding bonds.

As mentioned earlier, DIFs were approved by the Board of Supervisors on June 22, 2004. To determine an appropriate DIF amount, Dunnigan 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 and but its reports to calculate the DIF will also allow for long-term planning.

The Yolo County Planning and Public Works (PPW) Department has issued eight permits (from 9/8/04 to 3/11/05) for single family dwellings since the Dunnigan FPD began charging DIFs. The eight homes combined have 14,916 square feet (excluding attached garage or porch); at \$1.24 per square foot, the District will have collected approximately \$18,496 since fees were instituted. In seven months, DIFs have amounted to eight percent of the District's revenue for FY 2003/2004. This importance of this source will increase should the town of Dunnigan develop further.

The District should entertain two additional revenue options: (1) charging out-of-District resident's insurance companies for emergency medical services; and (2) requesting the establishment of a fire suppression assessment on properties that would be charged to property owners within the District for fire protection. The first would be easier for the District to establish, since it only requires District Board of Directors approval, but it would not yield much income, despite the increase in traffic along I-5. In addition, 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 Dunnigan FPD pursue the option of charging these types of fees, it should consult with other FPDs to determine which collection method yields the most benefit for the least amount of cost.

The second option, fire assessments, would be more difficult to achieve, but more financially rewarding for the District. Dunnigan is one of five Yolo County FPDs without a fire suppression assessment in place. Proposition 218 requires a fire suppression assessment be approved by voters. The 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 landowners vote against the assessment, it would not be imposed. The benefit of these assessments is that the use of these funds is not restricted, unlike DIFs, which must be used for capital expenses only. Consequently, the revenues can be used to cover operational costs.

Cost-Avoidance Opportunities

The Fire Chief develops and recommends an annual budget. It is submitted to, and approved by, the District Board of Commissioners. 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 that are reasonable and necessary without Commissioner 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 Commissioners.

The District also uses other cost-saving procedures, such as the use of competitive bidding and facilities sharing; the District sometimes rents out its training facility to community members for meetings.

As indicated earlier, the District is pursuing other cost-avoidance strategies. It is considering the possibility of charging non-residents' insurance companies for the cost of emergency medical services.¹ The Chief also mentioned that, though adjoining fire protection districts have different purchasing preferences, it might be worth considering joint purchasing as a means to achieve 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 retrofitted with a nozzle that makes it easier for firefighters to connect the fire hoses to the well. The Willow Oak FPD imposed the retrofit requirement to reduce the possibility that the Willow Oak FPD will have an inadequate water supply when fighting structure fires. The requirement is a condition on all new building permits. The Willow Oak FPD sells the nozzle at cost; thus ensuring that the nozzle is to their specification. In anticipation of the growth around the Dunnigan area, and mindful of water supply difficulties in the SRA, Dunnigan FPD may want to adopt a similar program.
- Willow Oak FPD currently uses a collection agency to bill out-of-district residents for emergency medical assistance, an arrangement that Willow Oak Chief Jim Froman indicated has resulted in a high collection rate. The Dunnigan FPD should look into

¹ Since the recipients of these services do not live within the District, they are not contributing to the FPD's revenue base; therefore the District incurs a net cost. By charging non-residents' insurance companies, the District is recuperating some funds, and avoiding the possibility of absorbing the complete cost of administering its services.

using a similar agency to bill on their behalf if it pursues billing out-of-district residents.

- As noted earlier, a study of calls from the area along CR 95B/Highway 45, east of the Sycamore Slough levee indicates that between June 2004 and July 2005 KLFPD answered more calls (11 calls) than Dunnigan FPD (7 calls). While the data is from a limited sample, it stands to reason that it may be representative of the current situation. The area between the town of Dunnigan and State Highway 45 is very difficult for Dunnigan FPD to service. It presents an obstacle for Dunnigan FPD and not simply because the Dunnigan FPD response time to this area is longer for it than is for Knights Landing FPD. During the summertime, driving on the unpaved road poses additional deterioration and wear-and-tear upon Dunnigan FPD's vehicles. During the wintertime the bypass is flooded. While not having this eastern portion within its response area will lead to a decrease in property tax revenues (estimated at approximately \$4,900 per year), Dunnigan FPD may realize long-term savings because of a decrease in maintenance to its vehicles.

In discussions between LAFCO staff and Dunnigan FPD Fire Chief Tim Doherty, Dunnigan FPD Board of Directors Chair Janelle Belanger, Knights Landing FPD Fire Chief Cliff Wells and the KLFPD Board of Directors, neither District would actively pursue this option. For Dunnigan FPD, the area's share of property taxes comprises 10% of the District's budget and the District believes that this loss would not be feasible or justifiable at this time. The Knights Landing FPD Board also indicated that it would not consider unilaterally applying for the realignment of its service area. However, neither District dismisses the possibility of realignment in the future should circumstances change.

Opportunities for Rate Restructuring

Property taxes are the District's primary revenue source, but there are inherent constraints that prevent the District from restructuring them. The District's ability to receive increased property taxes is tied to the District's assessed value. Because the District has a high percentage of its lands under Williamson Act contract, its tax base has not increased significantly in decades.

Two recent events may alleviate some of the District's problems with enhancing its revenue stream:

- 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 \$1.24 per square foot; assuming one 2,500 square foot single-family home, the District will receive \$3,100. Commercial retail fees amount to \$687.85 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.

- The Wild Wings development mitigation funds will be used to provide 3.4 acres of affordable housing in the town of Dunnigan. The new property tax appraisals will increase the property tax base. However revenue gains may be offset somewhat by the District's cost of providing additional service.

The District should consider pursuing several other revenue options.

- **Fire Assessments** – Dunnigan FPD can pursue additional revenue through a fire suppression assessment, where each property within the District is charged an additional assessment for fire protection. Proposition 218 requires a fire suppression assessment to be approved by voters. The assessment would have to be justified in terms of how much benefit each property owner receives from the District's fire suppression services and then ratified by the landowners that would be subject to the increase. If a majority of the weighted ballots vote against the assessment, it would not be imposed. As noted earlier, the benefit of these assessments is that the use of these funds is not restricted and may be used to cover operational costs.
- **Out-of-District Medical Reimbursement** – The District should consider recovering the cost of emergency medical services, either from all recipients of that service or for only out-of-district residents. According to the Chief, more than fifty percent of medical aid calls are attributed to people who live outside of the District because of collisions on Interstate 5. The District could create a rate schedule to bill insurance companies for emergency medical services, either by adopting lower fees for District residents than non-residents or by charging a set amount regardless of the recipient's residence. Charging out-of-district residents is logical because they have not contributed to the District's revenue streams. At a minimum, the District should consider recuperating its costs from this group. The Yolo County Auditor's Office has the necessary information to assist the District in setting the appropriate amount.
- **Plan Checks and Field Inspections** – The District should consider recovering the cost of services that it already provides. The Dunnigan Fire Chief, in conjunction with the Woodland Fire Department, conducts plan checks and field inspections in the District. Woodland Fire provides these services through a contract with the Yolo County Planning Department. As mentioned before, the Dunnigan FPD Chief would like to increase services in the District by staffing the station with one paid firefighter. A plan check and inspection fee would help offset the cost of a paid firefighter to administer the program for the entire District.

Opportunities for Shared Facilities

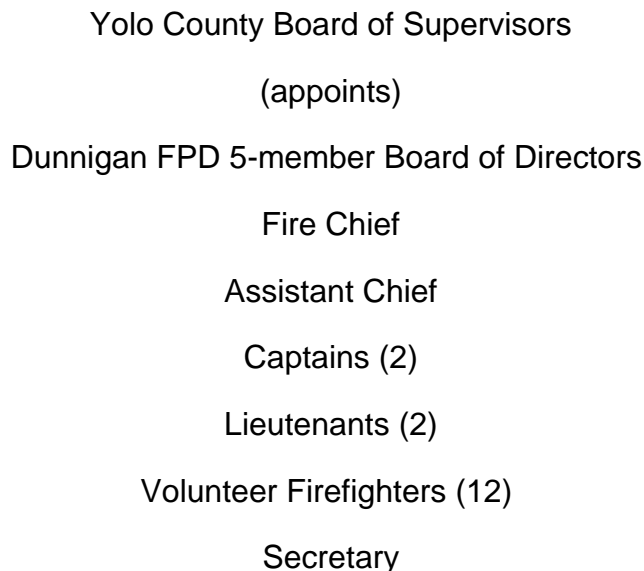
Because the District is in unincorporated territory and there is one relatively isolated town within its boundaries, the District has limited opportunities to share facilities. Available opportunities include mutual and automatic aid agreements. The District has an "automatic aid" agreement with Zamora FPD along the I-5 corridor and "mutual aid"

agreements with Zamora, Esparto, Knights Landing, and Arbuckle Fire Protection Districts. According to the Chief, these Districts can reasonably provide assistance to Dunnigan FPD. Knights Landing is often the first responder to areas east of CR 95B/State Highway 45; Dunnigan has poor access there. In addition, this far eastern area of Dunnigan FPD is closer to Knights Landing. Although mutual agreements can drain Dunnigan's resources, there is a direct benefit when Dunnigan calls on other District's for additional support.

CDF can share equipment with and provide services to the District. CDF will provide mutual aid support to the District in more extreme incidents. As previously discussed, CDF will also rent equipment from the District when responding to fires in the SRA.

Government Structure Options

Dunnigan 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. Commissioners are volunteers and their term of office is indefinite; however, the Board of Supervisors may remove a director from office if appropriate. The three incumbent Directors on the Board are Janelle Belanger, Sherrie Still and Yvonne Strong. The two recently appointed directors are Anita Tatum and Keith Williams. The flow chart for the District's organization is as follows:



Public participation during hearings is encouraged and all public notices are posted pursuant to the Brown Act. Board meetings are held on the third Tuesday 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; Commissioners are rarely involved in

personnel matters. The Chief informs the commissioners 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.
- **City Fire Department** – In the event the town of Dunnigan 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 Dunnigan does not meet this requirement since it presently has approximately 300 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 Dunnigan does not have the financial resources or the municipal services structure to proceed with an incorporation attempt. There is little industry diversity within Dunnigan and very few sales tax generators. It is 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 Dunnigan 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. However, since the Dunnigan General Plan Advisory Board has endorsed an aggressive development option for the town, it is possible that in twenty years the town would have grown sufficiently to meet these milestones successfully.

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 a recent review by the County Auditor-Controller found that the District's finances are in healthy shape and its reporting practices are in conformance 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 Commissioners. A formal constitution and/or manual of operations will help maintain the District's current positive image within its community. In addition, an operation manual will help the integration of new recruits into the volunteer corps and assist the fire chief identify best practices and procedures.

Agricultural Lands

The final mandatory factor to address is the District's impact on agricultural land. The land within the Dunnigan 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 Dunnigan 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 Dunnigan. The rest of the population is spread throughout the District in rural, agricultural residences. As previously mentioned, 80 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 at this time. Currently the only development proposal in the District consists of 3.4 acres of housing, which will be in the town of Dunnigan. However, in the next twenty years growth in the town of Dunnigan may increase the population by at least 10,000 people and may lead to the conversion of approximately 515 to 574 acres of farmland to urban uses.

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

Though the District is large, the majority of people and businesses are centrally located. Population growth and development will not require additional facilities. Additional growth, 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. DIFs have been collected since August 2004. However, additional sources of revenue may be necessary to cover any increase in operational costs.

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

Given the size and isolated rural nature of the District, Dunnigan FPD takes longer to respond to the furthest reaches of the District. However, distance and road accessibility to areas along CR 95B/State Highway 45 provide the greatest barrier to the District's adequate provision of services. Otherwise, the District provides adequate fire suppression and emergency response services inside the bulk of the District, and in cases of mutual aid responses, outside the District.

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

The town of Dunnigan is the largest and most densely populated social community of interest in the District. 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 the town of Dunnigan may change, depending on which County General Plan growth option the Board of Supervisors adopts. The population of the rural community is expected to remain relatively stable. However, 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 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 5). 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 two 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. Should either FPD pursue realignment before the next SOI review period, the SOI will support that decision.

ENVIRONMENTAL REVIEW

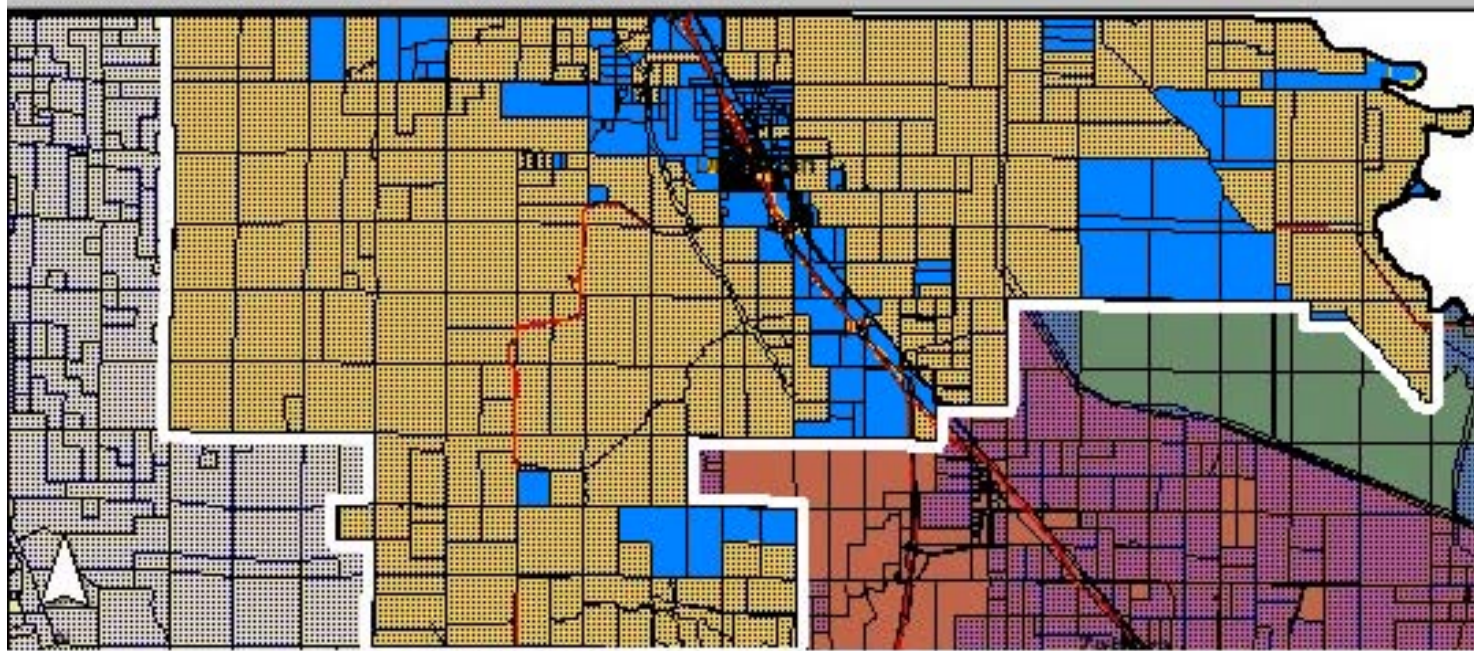
The California Environmental Quality Act requires that an environmental review be undertaken and completed for the Commission's Municipal Services Review and Sphere of Influence Study. This MSR/SOI qualifies for a General Exemption from further CEQA review based upon CEQA Regulation §15061(b)(3), which 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 County Town of Dunnigan General Plan, 1992, Crawford Multari & Starr
2. Dunnigan FPD Sphere of Influence, 1985, Yolo County LAFCO staff
3. Dunnigan FPD Capital Plan and Development Impact Fee Study and General Questions, 2003, Dunnigan FPD and Bay Area Economics and RRM Design Group
4. Interviews, 2005, Fire Chief Tim Doherty and Dunnigan FPD Board Chair Janelle Belanger
5. Yolo County Office of the Auditor-Controller
6. Yolo County Department of Planning and Public Works
7. Yolo County Elections Office
8. Yolo County Administrative Office
9. Soil Survey of Yolo County, California, 1972, United States Department of Agriculture Soil Conservation Service In cooperation with University of California Agricultural Experiment Station
10. Sacramento Council of Governments, 2000 Regional Profile
11. U. S Census Bureau, 2000 Census information



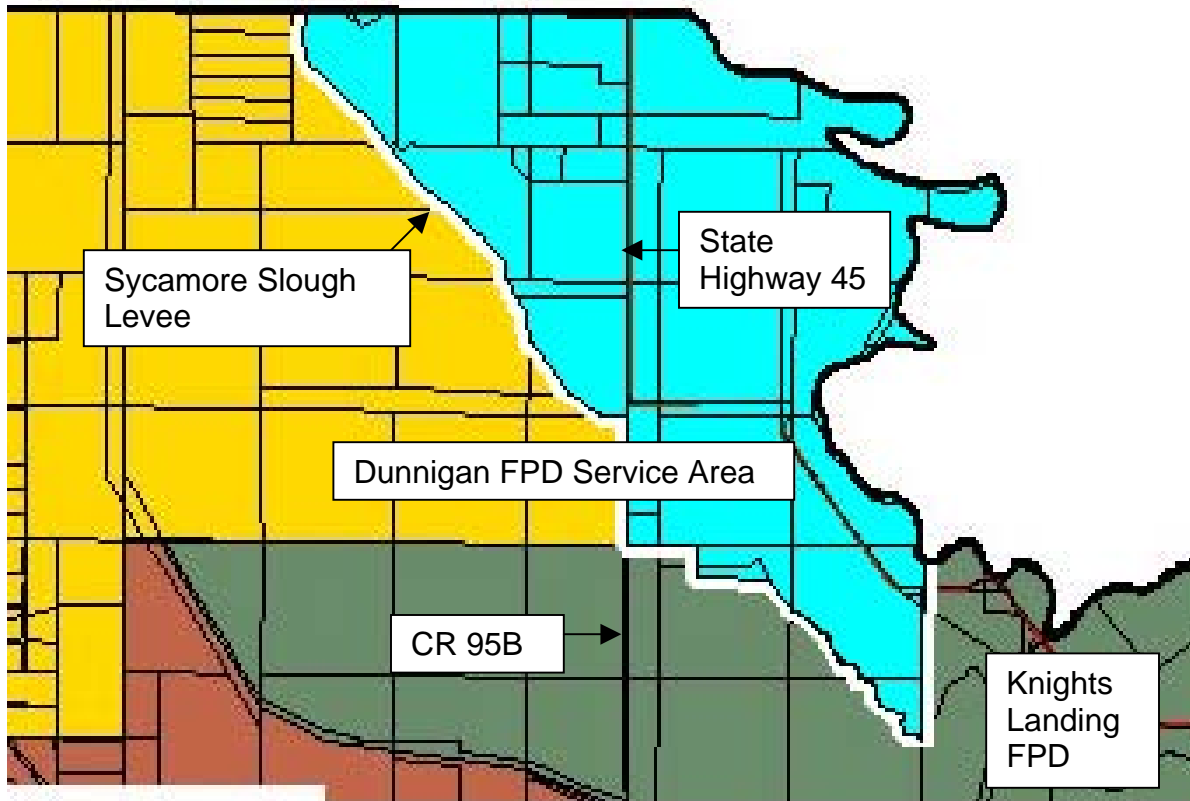
Williamson Act Lands in Dunnigan Fire Protection District



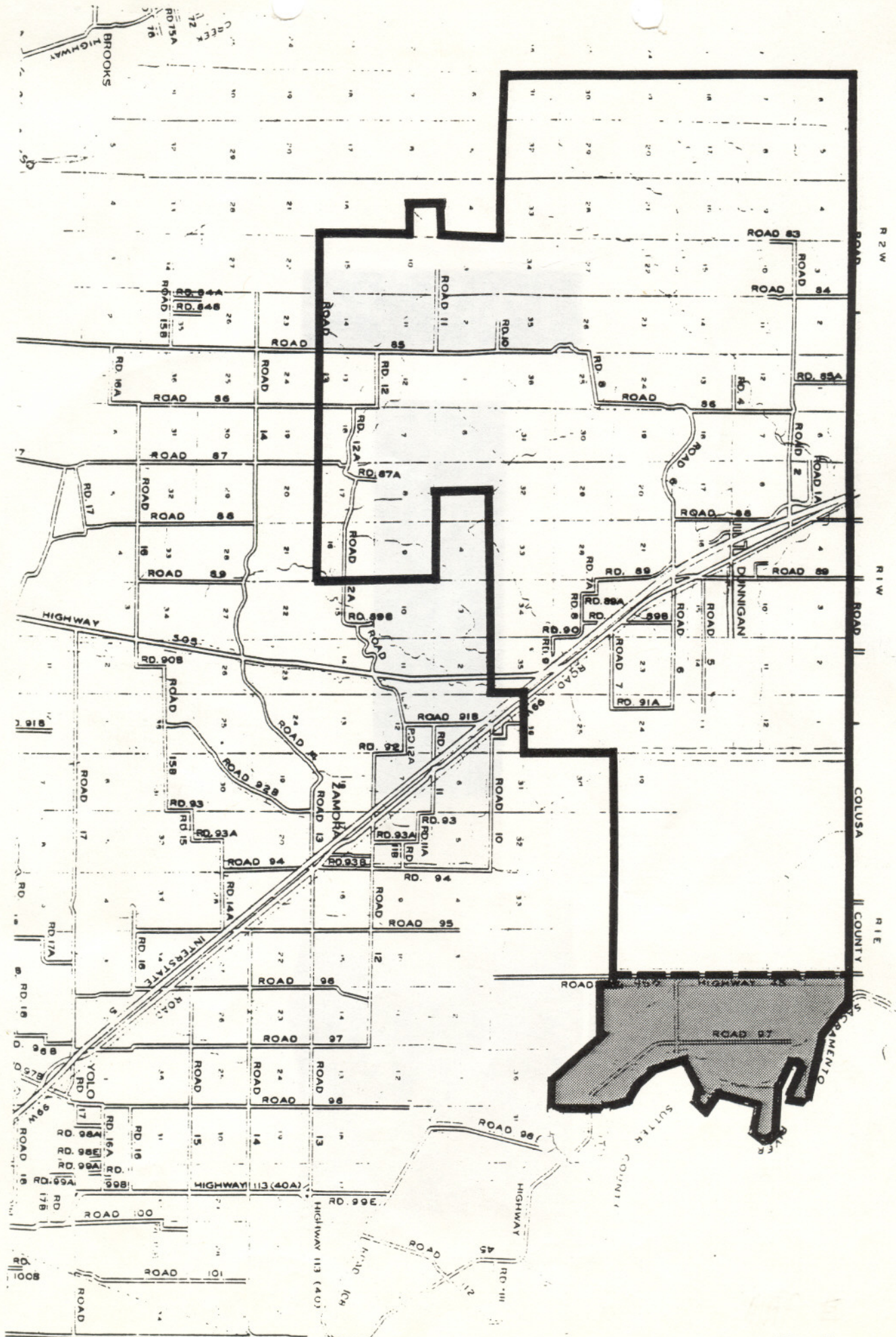
Williamson Act Lands Within District



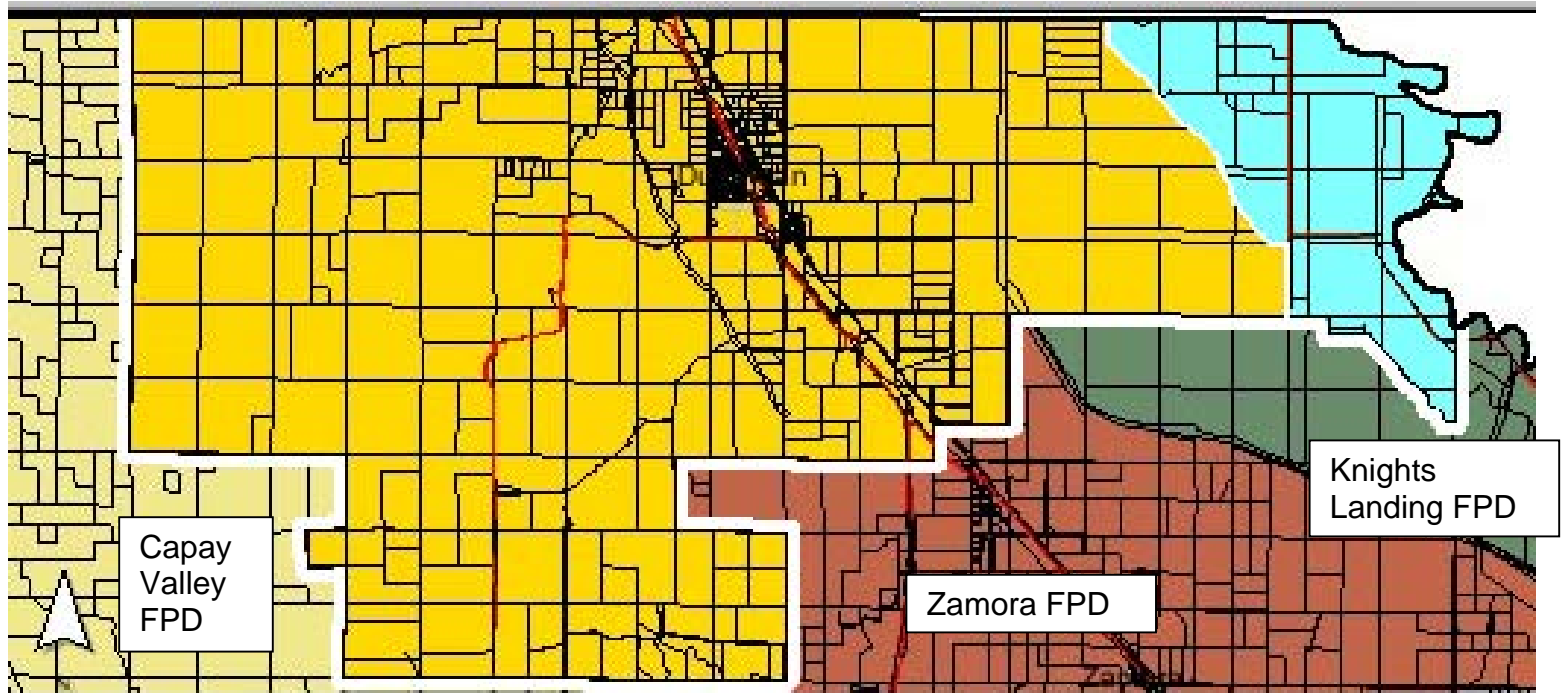
Non-Williamson Act Lands Within District



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



Proposed Dunningan FPD
Sphere of Influence



Dunnigan Fire Protection District Sphere of Influence



Area to be removed from the Dunnigan FPD SOI and included in the Knights Landing FPD SOI