
Madison Fire Protection District
Final MSR/SOI
Municipal Service Review
Sphere of Influence
December 2, 2004



Madison FPD Engine Number 17

LAFCO

Yolo County Local Agency Formation Commission
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Resolution No. 2004-12
(Resolution Adopting the Madison Fire Protection District
Municipal Service Review and Sphere of Influence Update)
(LAFCO Proceeding S-013)

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 2004, the Yolo County Local Agency Formation Commission (LAFCO) undertook to review and update the existing Sphere of Influence for the Madison 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 Madison 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 2, 2004 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 2, 2004 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 Notice of Exemption, the draft Sphere of Influence, and the Executive Officer's Report and Recommendations; each of the policies, priorities and factors set forth in Government Code Sections 56425 et seq. and LAFCO's Guidelines and Methodology for the Preparation and Determination of Spheres of Influence; and all other matters presented

as prescribed by law; and,

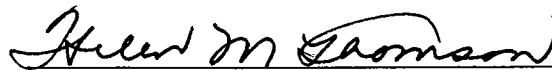
WHEREAS, at that time, an opportunity was given to all interested persons, organizations, and agencies to present oral or written testimony and other information concerning the proposal and all related matters.

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

1. Each of the foregoing recitals is true and correct.
2. The Yolo County Local Agency Formation Commission adopts the combined Municipal Service Review and Sphere of Influence for the Madison 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.
3. 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.
4. The Executive Officer is instructed to:
 - a. Mail a certified copy of this Resolution to the Madison Fire Protection District and the County of Yolo.
 - b. Prepare and file a Notice of Exemption with the County Clerk in accordance with the California Environmental Quality Act.

PASSED AND ADOPTED by the Yolo County Local Agency Formation Commission, County of Yolo, State of California, this 2nd day of December, 2004, by the following vote:

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



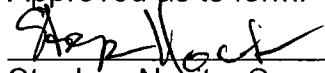
Helen Thomson, Chairwoman
Yolo County Local Agency Formation Commission

Attest:



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

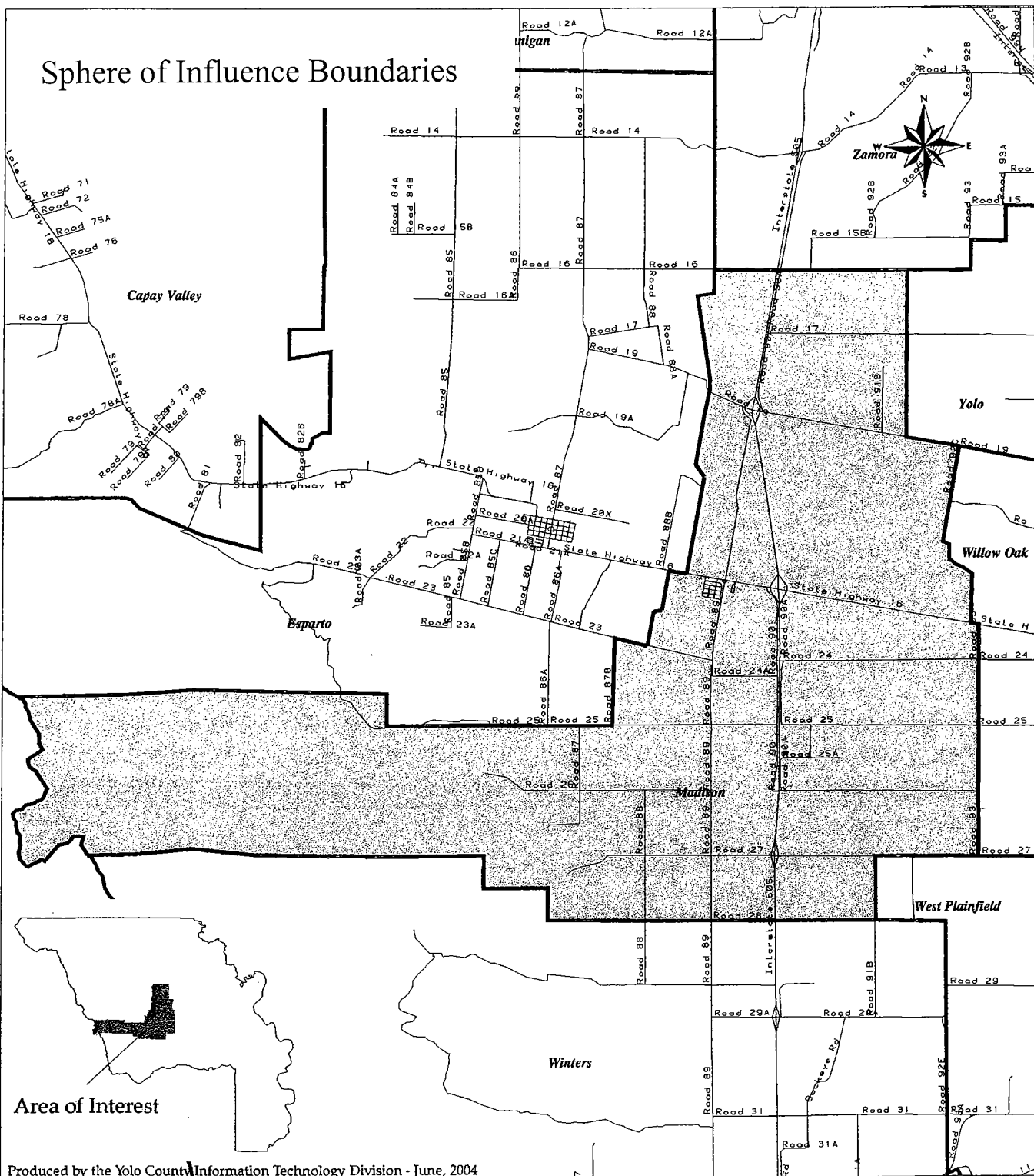
Approved as to form:



Stephen Nocita, Commission Counsel

Madison Fire District

Sphere of Influence Boundaries



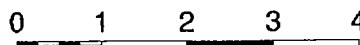
Produced by the Yolo County Information Technology Division - June, 2004

Madison Fire District

Fire District Boundaries

Roads & Highways

Scale in Miles



1 : 135 000



FINAL

Madison Fire Protection District

Municipal Services Review and
Sphere of Influence

Prepared by:

*Elisa Carvalho
and José C. Henríquez*

Yolo County Local Agency Formation Commission

December 2, 2004

YOLO COUNTY
LOCAL AGENCY FORMATION COMMISSION

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William Kristoff, City Member
Artemio Pimentel, City Member
Lynnel Pollock, County Member
Helen Thomson, Chairwoman, County Member
Olin Woods, Public Member

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

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INTRODUCTION

This Municipal Service Review (MSR) and Sphere of Influence (SOI) Update is prepared for the Madison 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 in Government Code 56000, et. seq.), consistent with local conditions and circumstances. LAFCO's decisions are guided by the CKH Act. 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 Madison FPD Sphere of Influence and shall be updated every five years.

For rural special districts, such as the Madison FPD, that do not have municipal level services to review, MSRs will be used to determine where the district is expected to provide fire protection and emergency medical aid 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 Categorical Exemption #20 as 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 Madison 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 Yolo County General Plan and EIR, 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 Madison Fire Protection District is located generally in the southwest central section of Yolo County (See Map 1). The major roads in the area are Highway 16, which runs east-west through the middle of the eastern section of the district; and Interstate/Highway 505, which runs north-south through the entire eastern section of the District. The District's topography ranges from flat, agricultural land in the east, to hilly land just west of Road 87, then to mountainous land at or near the Yolo-Napa County border in the westernmost tip of the District. The soil classification ranges from Class I to Class VIII (with VIII being the poorest). The soil classification hovers around Class VIII in the mountainous region and rapidly improves toward the northeastern section of the district, especially in the flat topographical region. The land use within the District is primarily agricultural, and most of the land is under Williamson Act contract (see Map 2).

The town of Madison is located in the northeast section of the District, just south of Highway 16 and less than one mile west of the intersection of Highway 16 and Interstate 505. According to the 2000 census, Madison has 520 residents (excluding the Migrant Farm Worker Center); and the total District population is estimated at 1,380 (including the Migrant Farm Worker Center). The Migrant Farm Worker Center is located in Madison, east of Road 89. The census tract that encompasses the Center has a population of 303. The Center is open seasonally—beginning April 1st and closing on October 15—and its legal occupancy limit is set at 484, a number that varies throughout the year and from season to season. Excluding the Center population, slightly less than half of the residents of the Madison Fire Protection District live in the town of Madison and the remainder lives on farms disbursed throughout the District. Other small population congregations are composed mostly of single family residences and a few businesses that provide goods and services to support either the residents or the farming community. There is minimal commercial or industrial development.

District History and Powers

The District was established in March, 190 and on May 5, 1950 it was organized under the provisions of General Law Statutes 1923, Chapter 191, page 431. The Madison Fire Protection District was created to serve a largely rural area covering roughly 65 square miles in central and western Yolo County. In 1961, the District was subsequently reorganized under Section 13822.5 et seq. of the California Health and Safety Code. The District looks like a backwards letter “L”, with the eastern portion of the district running along I-505 from County Road (CR) 16 to the north to CR 28 to the south. The western portion runs between CR 25 to CR 28 to the Yolo-Napa County line.

The following powers were granted to the Madison FPD at the time of formation (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 – 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

The Madison FPD is adjacent to the Esparto, West Plainfield, Willow Oak, Winters, Yolo and Zamora Fire Protection Districts and partially lies within the State Responsibility Area (SRA, refer to Map 3) shared with the California Department of Forestry (CDF). The District has a "First Alarm" structure fire agreement with the Esparto FPD and "Mutual Aid" agreements with the rest.¹

During fire season (May-October), the CDF has equipment and staff available to the Madison FPD should the need arise. CDF has one engine, a minimum of three firefighters and a battalion chief in Brooks. A minimum of three firefighters and an engine are stationed in Gordon Valley (Solano County) and the same is available in Wilbur Springs (Colusa County). At Spanish Flats in Napa County the 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 "First Alarm" agreement means that the fire districts will automatically respond to a "first alarm" (first dispatch) emergency based on a pre-arranged agreement on how resources should be deployed. A "first alarm" agreement is synonymous with an "automatic aid" agreement. A "mutual aid" agreement is the district with the emergency asking for assistance from a neighboring district but the latter has discretion on whether resources can be dispatched to respond.

- 1 helicopter
- 1 battalion
- 5 engines
- 2 bulldozers

Fire Protection District	Firefighters	Engines	Water Tenders	Grass or Brush Trucks
Madison	16	3	2	1
Esparto	23	2	2	1
West Plainfield	21	2	2	2
Willow Oak	27	2	2	3
Winters	25	4	2	6
Yolo	20	4	1	1
Zamora	23	4*	1	4*

*According to the Zamora FPD fire chief, its engines and grass trucks are used interchangeably

Sphere Of Influence History

The last comprehensive Sphere of Influence Study for the Madison Fire Protection District was completed in 1984. At the time, the SOI was set coterminous with the District boundaries. Since then, no proposals directly involving this District have been considered by LAFCO.

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

- Consider the Municipal Service Review for the Madison Fire Protection District;
- Approve and adopt the Madison Fire Protection District Sphere of Influence Update;
- Accept the Categorical Exemption 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 Madison 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

Like all agencies, the Madison FPD has staff and primary and ancillary equipment in order to operate and serve its constituents. At present, there is no systematic method that is used to forecast District infrastructure (e.g. equipment or staffing) needs, besides volunteer availability, frequency of equipment use, and state requirements.

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

Staff

The Madison Fire Protection District currently has 16 volunteer firefighters, including a fire Chief and two Assistant Chiefs. The 1984 Sphere of Influence Study noted that the District had 24 volunteers. The District also has a treasurer/secretary, who receives a monthly stipend paid twice each year. One of the volunteer firefighters is paid as a part-time mechanic. Four volunteers are certified Emergency Medical Technicians (EMTs), while the rest are certified to administer CPR and First Aid.

New recruits are trained in-house for six months, and individuals can sign up for additional courses at other institutions. The District reimburses a portion of the cost of these courses, as long as they relate directly to the District's needs and objectives. The Chief and other established firefighters receive two-hour training twice a month. All volunteers are required to renew their First Aid every three years and their CPR annually. Volunteers are also encouraged to take various courses offered at other fire agencies.

The District has a relatively high turnover rate and has difficulty in finding new volunteers. The loss of trained volunteers is a drain, in both financial and in expertise terms, on the District.

In Table A1 the ratio of firefighters to population (based on the 2000 US Census) has been calculated for the Madison FPD and surrounding Districts. A ratio was used to control for the variance in population and number of firefighters per district. For a long-

term perspective in the analysis, the estimated population and volunteer numbers from the 1984 Madison FPD SOI were also included.

TABLE A1 – COMPARATIVE RATIO OF POPULATION TO VOLUNTEERS PER DISTRICT

Fire Protection District	District Population	Number of Firefighters	Firefighters per Capita
Madison (1984)	1,000	24	42:1
Madison (2003)	1,389	16	87:1
Esparto	2,802	23	122:1
West Plainfield	886	21	42:1
Willow Oak	1,615	27	60:1
Winters	7,295	25	292:1
Yolo	1,318	20	66:1
Zamora	359	23	16:1

Notes: West Plainfield, Willow Oak and Winters FPDs have paid firefighters and fire chiefs. Only the fire chiefs of Esparto, Yolo and Zamora FPDs receive a salary. None of the chiefs for any of the districts were included among the firefighter numbers.

According to the table, the Madison FPD has the third-highest per capita firefighter ratio of the districts shown here, which is only slightly lower than that of the Esparto FPD. However, unlike the Esparto or Winters FPD, Madison FPD's population center, the town of Madison, is not as a large population center where most of the residents and structures are concentrated in a small area. The community of Madison is the closest to a population center with a population range estimated to be 500-800 people, depending on the time of the year. This can be serious concern for the District, since the Madison FPD has a lot of ground to cover in order to provide adequate fire protection and emergency services to its 1,389 residents. Half of all residents live outside of the town of Madison and are diffused throughout the District. Given the composition of the District, a larger corps of volunteers would be more prudent.

Equipment

Most of the equipment at the District's disposal is over 20 years old. Budgetary restraints have forced the district to take out loans and host fundraisers to purchase and replace some equipment. Using fundraisers, as the main mechanism to replace equipment can be a slow process because the amount that can be raised at each

fundraising event is limited. Therefore, it takes multiple events spread over time to raise sufficient funds for a costly item.

The following is a list of the District's major equipment:

- Three engines/fire trucks: 1975 International (650 gallons) with a 500 gpm pump, 1975 International (1,000 gallons) with a 750 gpm pump, and a 2003 Freightliner (1,000 gallons) with a 1250 gpm pump
- Two water tenders: 1973 MAC (4,000 gallons) with a volume pump and a 1983 Ford (2,000 gals) with a 500 gpm pump
- One brush truck: 1967 Jeep (300 gallons) with a 60 gpm pump

As part of a landmark agreement with Yolo County, the Rumsey Band of Wintun Indians agreed to pay more than \$100 million over 18 years to help mitigate off-reservation impacts of its casino expansion. The District applied for \$59,082 of mitigation funding, based upon its need to purchase additional equipment to help manage the rise in vehicular collisions resulting from increased traffic along Highway 16. The District's application detailed some of the District's other needs in addition to the replacement of aging vehicles. The District requested the following response equipment:

- Jaws of life and related equipment
- Breathing apparatus and other related gear
- Stabilization equipment to keep cars involved in collision from rolling over
- Equipment interfaces to allow the District's apparatuses to work with other districts' machinery during joint rescue operations

According to Esparto FPD Chief Barry Burns, who spearheaded the joint efforts of the Esparto, Madison, Yolo and Willow Oak FPDs, the goal was for the FPDs to have the interchangeable equipment so that each district can provide the same emergency medical services in a seamless and consistent fashion. On December 9, 2003, the Yolo County Board of Supervisors, which is the ultimate decision-maker on the appropriation of the mitigation funds, approved the District's request for \$59,082.

Call Volume

Despite an increase in vehicular traffic due to the opening of the Cache Creek Casino Resort, the District's call volume has decreased in a moderate rate for the past four years. Table A2 groups the various types of calls received by the District from 2000 through 2003. All categories have remained constant with the exception of grass fire calls, which have decreased because of hillside maintenance in the last couple of fire seasons.

TABLE A2 – TYPES OF CALLS RECEIVED BY CATEGORY

Year	Structure Fires	Grass Fires	Vehicle Fires	Vehicle Accidents	Medical Aid	Hazardous Materials	Mutual Aid**	Other*
2000	9	89	12	54	27	1	16	20
2001	7	109	9	42	32	1	7	22
2002	7	67	13	54	31	3	11	38
2003	9	53	6	39	36	2	15	27

Year	Total Calls
2000	228
2001	229
2002	224
2003	187

* This category includes any other type of call not covered in the other categories plus false alarms

** Calls that require the District to leave its jurisdiction to fight fires or come to the aid of other fire protection districts

It can be seen that the highest volume of calls comes from the categories of grass fires, vehicle accidents and medical aid, in descending order. This pattern is different than its neighbors, who also see those three categories encompassing their highest volume of calls but in reverse order. This could be due to the short drive to the Casino through the District relative to its neighbors. Despite its lower ranking in comparison to its neighbors, most of the vehicular collisions occur on this stretch. The lower ranking may be due to drivers are inside the District for fairly short periods of time. Although the District may see the same volume of traffic heading to and from the Cache Creek Casino Resort Highway 16 and I-505 are only 5-mile long stretches of straight roadways within the District heading to and from the Cache Creek Casino.

In addition, anecdotal evidence indicates that traffic coming from the Sacramento area to and from the Casino has dropped off because of the opening of Thunder Valley Casino in Placer County. If this is true, then most of the out-of-County traffic to and from the Cache Creek Casino is now from the Bay Area. The preferred route from the Casino visitors would then be I-505 to Highway 16. The total time traveled would be fewer than 7 miles: 5.10 miles along I-505 and 1.6 miles along Highway 16.

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 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 gathered, the ISO rates each fire protection agency within the United States. Its evaluation criteria for a jurisdiction's fire department include the factors listed above as well as a fire department's water supply and communications systems. 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 Madison FPD has an ISO rating of 6 in the town of Madison and an ISO rating of 8 in the agricultural areas. The difference in ratings results from different response times, availability of water and the number of structures in peril. Both ISO ratings are exceptional for the Madison FPD given its financial and infrastructure circumstances and its size and population.

Written Determinations – Municipal Services

Currently, the Madison Fire Protection District adequately provides fire prevention, fire suppression, and emergency medical services despite having aged equipment, difficulties with recruiting and retaining volunteers and limited financial resources. Staff recommends the following findings:

1. The District is in compliance with all state laws and regulations.
2. The District is actively searching for additional personnel but the District has met their call requirements with current staff. If growth occurs around Madison as a result of the General Plan Update, then the District will need to explore ways to meet increasing service needs in the future, including an increase in volunteers.
3. The District is actively searching for new funding mechanisms to upgrade or replace equipment to better serve those in need of its services.
4. The District was astute in its request for tribal mitigation funds, coordinated with three of its neighboring FPDs, for the purchase of specific, important and strategic equipment.

5. Additional infrastructure, personnel and resource needs to accommodate future development will include: an expanded water supply, the ability to attract and retain a larger volunteer force, and adequate equipment and facilities 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 currently serves a population of 1,389. The last Madison FPD Sphere of Influence Study, conducted in 1984, estimated a population between 925-1025. It is unlikely, however, that the population for the district was more than 1,000 in 1984. This is because, at the time, the community of Madison had a population of approximately 385. In combination with the Migrant Housing Center's occupancy limit of 484 people (which fluctuates from season to season), the 1984 total would be approximately 870 people. Since the Migrant Center's population fluctuates and the agricultural areas are sparsely populated, it is reasonable to assume that the population would not exceed 1,000 in 1984. It is also reasonable to assume that, twenty years later, the Madison FPD population has increased by at least 389 individuals to a population of 1,389.

The town of Madison has the greatest population concentration within the Madison FPD. It is the area of most logical growth because Yolo County has a policy to direct growth towards already developed areas and also because Madison has a Community Services District (CSD) that provides water and sewer service. Additionally, most of the surrounding land is under Williamson Act contract (see Map 2). The town is also a logical growth area because of its central location in Yolo County and proximity to the major thoroughfares of Interstate 505 and Highway 16. In addition to being the main east-west road in the County, Highway 16 provides direct access to the expanding Cache Creek Casino Resort in Capay Valley.

According to the Cache Creek Casino Expansion Environmental Impact Report (EIR) the expanded Casino will provide employment opportunities for over 2,100 people. The EIR states sufficient housing projects are currently being developed to absorb the increase in population, citing projects in the neighboring fire protection districts of Esparto and Willow Oak. The town of Madison may experience some overflow from that growth.

In fact, on January 20, 2004, the Yolo County Board of Supervisors approved a request to initiate a General Plan Update for the Town of Madison to consider additional residential, commercial, and public/open space development. However, any expansion of the town of Madison will face challenges, including the costs of expanding the town's sewer and water systems; the potential need for a new school site; agricultural mitigation; provision of parks and/or open space; and habitat mitigation. However, development also provides opportunities to address long-standing needs within the community through an infusion of private investment and could help to meet the

continuing strong demand for reasonably priced housing within Yolo County. At the time of this report, the general plan update process is still in its embryonic stage.

MSR AND SOI FACTORS

Financing Constraints and Opportunities

District Assessed Value

The assessed value of a district is the combined secured, utility and unsecured 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 Madison FPD in the 2002-2003 Fiscal Year is \$100,417,010. To gain perspective, a comparison was made with its neighboring districts. It can be seen that Madison FPD has the second lowest among the districts in the table below.

TABLE C1 – COMPARISON OF DISTRICT ASSESSED VALUE*

Fire Protection District	District Population	Assessed Value	Per Capita Assessed Value
Esparto	2,802	\$173,177,992	\$61,805
Madison	1,389	\$100,417,010	\$72,294
West Plainfield	886	\$135,467,479	\$152,898
Willow Oak	1,615	\$197,065,444	\$122,022
Winters	7,295	\$102,791,212	\$14,091
Yolo	1,318	\$116,295,077	\$88,236
Zamora	359	\$52,351,904	\$145,827

* 2002-2003 Fiscal Year Yolo County Assessed Values

Per capita the Madison FPD has the third lowest assessed value of the districts shown here, which means it still has a relatively low probability of collecting increased property tax revenues in comparison to some of its neighboring districts. Districts with little or older development have a lower property tax base, which reflects older property tax assessment values. Among other things, Proposition 13 froze the value of property and allowed for its re-assessment only at the time said property changes ownership.

An opportunity exists for the District if development occurs after the completion of the Madison General Plan Update. First, the District may receive a higher allotment of

property tax revenue as property values on new subdivisions would be reassessed when the developers sell new homes, and with improvements on each lot, the land reassessment would increase the land's market value. In addition, if the District requests the imposition of development impact fees (DIFs), the DIFs would create an additional revenue stream for its budget. On the other hand, an increase in population will also entail an increase in service demand.

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
2000-2001	\$95,945	\$79,868	\$16,077
2001-2002	\$91,095	\$92,723	(\$1,628)
2002-2003	\$215,981	\$273,400	(\$57,419)

The District is not allowed to operate on a deficit. In fiscal 2001-2002 the District's expenditures exceeded revenues by \$1,628 and in fiscal 2002-2003 the expenditures exceeded revenues by \$57,419. According to Doug Olander from the Yolo County Office of the Auditor-Controller, the District did not operate on deficits those years.

- **Fiscal 2001-2002** – The District budgeted for \$58,750 in property tax revenues, but collected only \$55,944. The District covered this \$2,800 difference between budgeted revenue and actual revenue in several ways, mostly through expenditure reductions in the categories where the costs were not as high as budgeted and through carry-over from prior years.
- **Fiscal 2002-2003** – The District made several large equipment purchases through the use of savings and other earmarked funds for capital expenses. These types of funds do not appear on their budget as an ongoing revenue source or fund. The effect was that the District's expenses were inflated by some purchases that were paid for by capital and equipment reserves carried over from prior years. Backing out the equipment purchases, the District would have \$94,370 in expenditures and revenues of \$94,410.

In addition, the District tries to keep a reserve that is approximately \$25,000. The use of the reserve varies, but according to Madison FPD Commissioner Jody Green, it is usually used for emergency repair work. The District's goal is to keep and maintain a \$50,000 reserve.

Revenue Sources

The District's main revenue sources are property taxes and fire suppression assessments. In addition, the District receives additional revenue from the rental of a single-story residence adjacent to the fire station and from charging out-of-district residents for any emergency medical assistance the District has provided. Although stable and collected annually, property taxes' and fire assessments' relative value decreases slowly over time because they do not automatically increase with inflation.

- **Property Taxes** – In California, the maximum property tax assessed on any land can be 1% of said property's value. Of that 1%, the District receives approximately \$0.05 cents for every property tax dollar collected. As discussed earlier, most of the District's properties are under Williamson Act contract and their property values are suppressed.
- **Fire Assessments** – These fees are a fixed dollar amount per year and vary based upon land use. For example, the assessment on a commercial or residential property is higher than the assessment on agricultural land.

Analysis

The District is facing the challenge of maintaining service to a projected growth of development and population with possibly inadequate finances. The District is interested in obtaining revenues, both from internal and external sources, and is well poised to obtain them from new development. However, the obstacle of raising additional revenue through limited options remains. For the last three years, all revenue sources remained stable and are satisfactory enough to pay for ongoing costs of existing equipment and personnel, but leave little room for acquisitions and improvements. Statutory requirements prevent increasing revenues through higher property taxes and, practically speaking, through raising fire assessments. However, development impact fees may be a source of revenue that has not been heretofore tapped.

As indicated earlier, the Board of Supervisors has approved a General Plan update for the Madison area. While the town of Madison is centrally located for growth, the town's development is contingent upon the Madison Community Services District's ability to provide municipal services to new housing. To date, the Madison CSD is experiencing some difficulties with financing its existing services. According to Mr. Andy Anderson, technician for the Madison CSD, the water and sewer infrastructure at the town's core is excellent. The problem is that the CSD is not collecting sufficient revenues to pay for ongoing costs and maintenance. Expansion of its water and sewer system should not necessarily be a hindrance to growth, as new development would pay for the expansion. The problem is that the Madison CSD does not currently have a fee schedule that is reflective of its actual costs to provide services. Madison will not grow unless this schedule is determined; otherwise the CSD risks exacerbating its tenuous financial standing by extending its services to new development. This is the main

reason the Board of Supervisors approved the start of the Madison General Plan update. It provides the opportunity to inventory and provide possible solutions to address these long-standing needs of the community. Ultimately the planned growth of Madison should translate to enhanced and stable revenues for both the Madison FPD and CSD.

Other revenue opportunities include the charging of out-of-district resident's insurance companies for emergency medical services and the recovery of costs associated with that response. Currently the District billed out-of-district resident through the County because the District did not have the resources to follow up on the people who do not respond. However, the District is re-evaluating its options and may consider using another entity to collect. According to Jody Green, Madison FPD Commissioner, an extremely low percentage of those who are billed actually send a payment. She does not consider this option a viable revenue generator for the District.

In cases of rural fires, where it is determined that a person started said fire, the CDF bills that person for the costs incurred by its personnel to suppress it. If the District is involved, the District attaches its associated costs for assisting CDF with said fire.

Finally, the District has no outstanding debts or bonds, which ensures that no district revenues are used to retire debt.

A potential source of additional revenue was not available to the District until recently. 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 District has the opportunity to request the County Board of Supervisors to adopt Development Impact Fees (DIFs) on its behalf. DIFs can be imposed in various ways, but mostly they are set at a certain charge per square foot of a new structure. The logic behind this assessment is that a new structure requires a public services district, in this case an FPD, to spend more resources to inspect and protect it than the FPD would spend to protect vacant or agricultural land. The State Development Mitigation Fee Act provides the authority and framework for local agencies to establish impact mitigation fee programs for new development. The law requires that agencies must study and provide information to support the imposition of fees within the district or agency boundaries. Consequently, before the Board of Supervisors can adopt such fees for an FPD, the FPD must first conduct capital facility and equipment plans detailing their current equipment inventory, growth projections for the area it serves and estimates for acquiring the necessary facilities to maintain its current levels service. Upon the completion of these plans, a development impact fee study is conducted to determine the appropriate DIF amount. The Madison FPD is currently in the process of completing its capital facility and equipment plans. If approved, the DIF will allow the District to tap into the anticipated building growth that will occur in the area.

Cost-Avoidance Opportunities

The Fire Chief and the Board Treasurer develops and recommends a 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 and the office manager can make purchases without Commissioner approval. Historically the limit is set at \$500; however, the Fire Chief has a self-imposed \$250 cap on individual expenditures. As fire mechanic, Tom Rominger is another staff person allowed to make one-time procurements. He may make purchases outside of these caps on items vital to the smooth running and operations of equipment and engines. On any optional purchase above \$100, Mr. Rominger always seeks Commissioner approval.

The District also uses other cost-saving measures, such as the sharing of facilities and by purchasing equipment from other districts. The District rents a single story residence next to the fire station. The District also buys usable equipment from other fire districts, and collaborates with Esparto FPD to make joint purchases.

As indicated earlier, the District pursues other cost-avoiding strategies. It bills out-of-district resident's insurance companies for the costs of emergency medical services. It also received a grant from the Cache Creek Casino Mitigation Funds for the purchase of new equipment. Had the District not taken these steps, it would have had to absorb the cost of providing these services. Finally, the District is open to negotiating a mutual aid agreement with the Rumsey Rancheria Fire Department, but to date neither party has approached the other.

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 Madison area, Madison 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 Madison FPD should look into using a similar agency to bill on their behalf since the District is considering using another billing agency.

- Consolidation with the Esparto FPD – Geographically speaking, there is a benefit for consolidation (refer to Map 4). Excluding the mountainous region on the western ends of the districts, the remaining flat area will result in a combined district that is rough elliptical area with a maximum radius of eight miles. The combined district would share jurisdiction over the mountainous region with CDF during the peak fire season. Therefore, combining the districts would not result in additional expenditures to provide fire suppression services in the mountainous area. The flat elliptical area would help to ensure that service time would not be severely impacted by having a combined fire fighting corps.

To date both districts cooperate extensively; therefore merging the two would be a rational “next step” organizationally. Further, the benefits of such merger would be the expansion of both district’s volunteer force and revenue base, the sharing of equipment and through other cost savings. As noted earlier, the current Madison FPD has difficulty recruiting and retaining volunteers. Although Esparto FPD’s current volunteer corps is 23, a theoretically combined firefighter force of 35 could provide adequate service to the combined territory and population. In addition, with the planned growth in the town of Esparto – and in turn a larger pool of potential volunteers – would benefit Madison FPD residents with more firefighters available should the need arise.

Consolidation would entail a merger of the oversight boards and an expanded administration of one chief with an assistant chief overseeing the combined volunteer force. The merger of the oversight boards could be a politically sensitive since the towns of Esparto and Madison have distinct identities and may wish to retain local oversight of their fire districts.

Although Mr. Rominger indicated that the two districts dismissed a possible merger as unfeasible two decades ago, the idea should be resurrected for discussion. For his part, Chief Burns from Esparto FPD has no opinion but said that he can see a merger as a possibility in the long term. According to Madison FPD Fire Chief Tom Lopez, there are no plans to combine the districts at this time, nor will Madison FPD actively pursue this option.

Opportunities for Rate Restructuring

The District’s two primary revenue sources have constraints limit the District’s ability to restructure them.

- **Property Taxes** – Most of the District’s revenue comes from property taxes. Because the District has a significant portion of its lands under Williamson Act contract, its tax base has not increased significantly in decades.
- **Fire Assessments** – Its expansion has limits under state law. Madison FPD has a fire suppression assessment, meaning every property within their district is also charged an additional assessment for fire protection. However, Proposition 218

provides that any increase of an existing assessment is subject to its calculation and election requirements: the increased assessment would have to be justified in terms of how much benefit each property owner receives from the District's fire suppression services and then ratified by the landowners that would be subject to the increase. If a majority of landowners vote against the increase in the assessment, it would not be imposed. Consequently, the Madison FPD, like all districts with special assessments, is reluctant to pursue additional revenue through an increase of this assessment out of fear that it might be defeated at the ballot box.

The District should explore DIFs as a means to alleviate some of its problems with enhancing its revenue stream. In January 2004, the new development impact fee program adopted by the Board of Supervisors to allow for the acquisition of capital facilities and equipment. As stated earlier, the District can request the adoption of DIFs by the Board of Supervisors, but only after the District has completed its capital facility and equipment plans and a development impact fee study. There is potential for DIFs to have a positive impact on the District's budget. In June 2004, four FPDs that have completed the process outlined in the County's Fire District Development Impact Fee Ordinance (Clarksburg, Dunnigan, Knights Landing and Yolo). They have since requested that the Board of Supervisors adopt a DIF on their behalf. With an average DIF of \$1.17 per square foot for residential development and \$0.77 per square foot for commercial development, it is reasonable to hypothesize that a DIF for Madison FPD may be approximately that amount. It is anticipated that the additional revenue will help the District maintain its current level of fire protection and emergency medical services in anticipation of the completion of the Madison General Plan and any growth that may materialize in the area.

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

- It rents out a single story residence adjacent to the fire station.
- It pursues equipment purchases with other fire districts, especially with the Esparto FPD.
- It has "first alarm" agreements with Esparto FPD and "mutual aid" agreements with other districts.

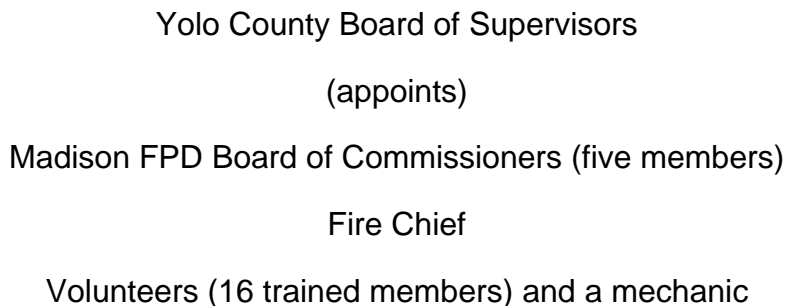
- It coordinated some equipment purchases with the Esparto, Willow Oak, and Yolo FPDs so that each district's equipment can work with the other districts' equipment; thus preventing incompatible equipment from interfering during joint operations.

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

- Adjacent to Madison FPD is the Esparto FPD, which provides similar services (fire suppression and emergency medical response) within its district boundaries. However, Madison FPD is a smaller FPD and has fewer opportunities for revenue enhancement. At this time, both districts should consider sharing administrative functions. Some combination of administrative services, such as staffing, purchasing, equipment and contracting may be possible and mutually beneficial for both agencies.
- In the future, consolidation of the Madison and Esparto FPDs should be considered as a way to achieve economies of scale and cost savings.

Government Structure Options

The Madison FPD is a dependent special district with the powers to govern and regulate itself in most matters. It has an appointed Board of Commissioners, selected by the Yolo County Board of Supervisors. These commissioners volunteer their time and their term of office is indefinite; however, the Board of Supervisors may remove a commissioner from office if appropriate. The existing board is comprised of Jim Barrett, Antone J. Lopes Jr., Jody Green, Darrel Hayes and Leroy H. "Roy" Barth. Commissioner Barth has indicated he will retire soon. 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. The District has no public participation in conducting its business as gauged by the attendance during the Board of Commissioners meetings.

The District has a manual, titled "Standard Operating Procedures", for fire fighting, dress, chain of command, etc. Most of the internal and disciplinary actions are taken either by the Chief or by the volunteers (volunteers vote members in or out of the District). The Commissioners are rarely involved in personnel matters. For the most part, the Chief disciplines and informs the Commissioners of the disciplinary action or the pending action.

Other governing structure options open to the District are:

- **Independent Elected Fire District Board** – The District’s residents would elect a five-member Board of Directors. This governmental structure would ensure that the District’s Board members and appointed officials are more directly accountable to the District’s citizens. However, since the public participation levels are low, the probability that the District has reached necessary threshold to support the direct election of its Board is also low.
- **City Fire Department** – In the event the town of Madison 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 township of Madison does not meet this requirement since at present it only has approximately 160 registered voters.

In addition, to become a city a more balanced economy will also be necessary. Madison does not have the financial resources to be a viable city. There is little industry diversity within Madison (agriculture, mining and social services are the top three categories), little in sales taxes and the median household income is \$41,389 as of 2000. 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 Madison reaches a sufficient independent, economic viability, 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. It has not been in violation of the Brown Act nor has the District been found to be in violation of any state or county code. A 1999 and 2000 audit (the most recent years available) performed by the firm Bartig, Basler & Ray showed that the District’s reporting practices are in compliance with accepted standards.

Agricultural Lands

The final mandatory factor to address is the District’s impact on agricultural land. The land within Madison Fire Protection District’s boundaries is primarily agricultural.

However, 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.

It might be worth noting that the General Plan Update Request was initiated by two landowners who want to change their 275 acres from an agricultural designation to a designation allowing a mix of residential, commercial, open space, and public uses. This will diminish agricultural land in the District and increase the need for fire protection for urban uses. Most of this additional development will take place in or around the town of Madison. This is advantageous to the District because despite the growth, most of the current and additional residents and structures are concentrated in a small area. With the firehouse located in the town of Madison, the Fire District can quickly respond to most emergencies in the developed part of the District.

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 exist, LAFCO shall rely upon that plan 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 Madison 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. The half of the District's residents lives in the town of Madison. The rest are dispersed in rural farms and small clusters of homes and businesses. All other areas outside of the town are sparsely populated, rural and agricultural. Future

population and development growth will be directed to, and centered around, Madison.

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

With its difficulties in recruiting and retaining volunteers, the District will face significant challenges in its ability to provide fire suppression and emergency medical services. In addition, the District's ability to provide services is also impaired if the District's cash flow difficulties are not resolved. Replacing aged equipment will become critical in the next 10 years as growth in Madison commences and traffic to and from the Cache Creek Casino will, at best, remain steady or, at worst, increase dramatically. On the other hand, the adoption of a DIF and the future growth in Madison could potentially lead to higher revenues and an expanded pool of volunteer recruits for the District.

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

Despite its financial difficulties and its low number of volunteers within its corps, the District provides adequate fire suppression and emergency response services within and, in cases of mutual aid responses, outside its boundaries.

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 Madison would constitute social or economic communities of interest relevant to this District. In the future Madison's growth, and the increased property valuation and DIFs that are generated because of it, will probably be the biggest generator of revenue for the District. However, this growth will also generate an increased demand for services.

Based upon the information contained in this document, it is recommended that the 10 and 20 year lines for the Madison FPD Sphere of Influence remain co-terminus with the current District boundaries (refer to Map 5). However, the Commission and its staff will work with the affected agencies regarding the possibility of a consolidation of the Esparto and Madison FPDs.

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 Categorical 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.”

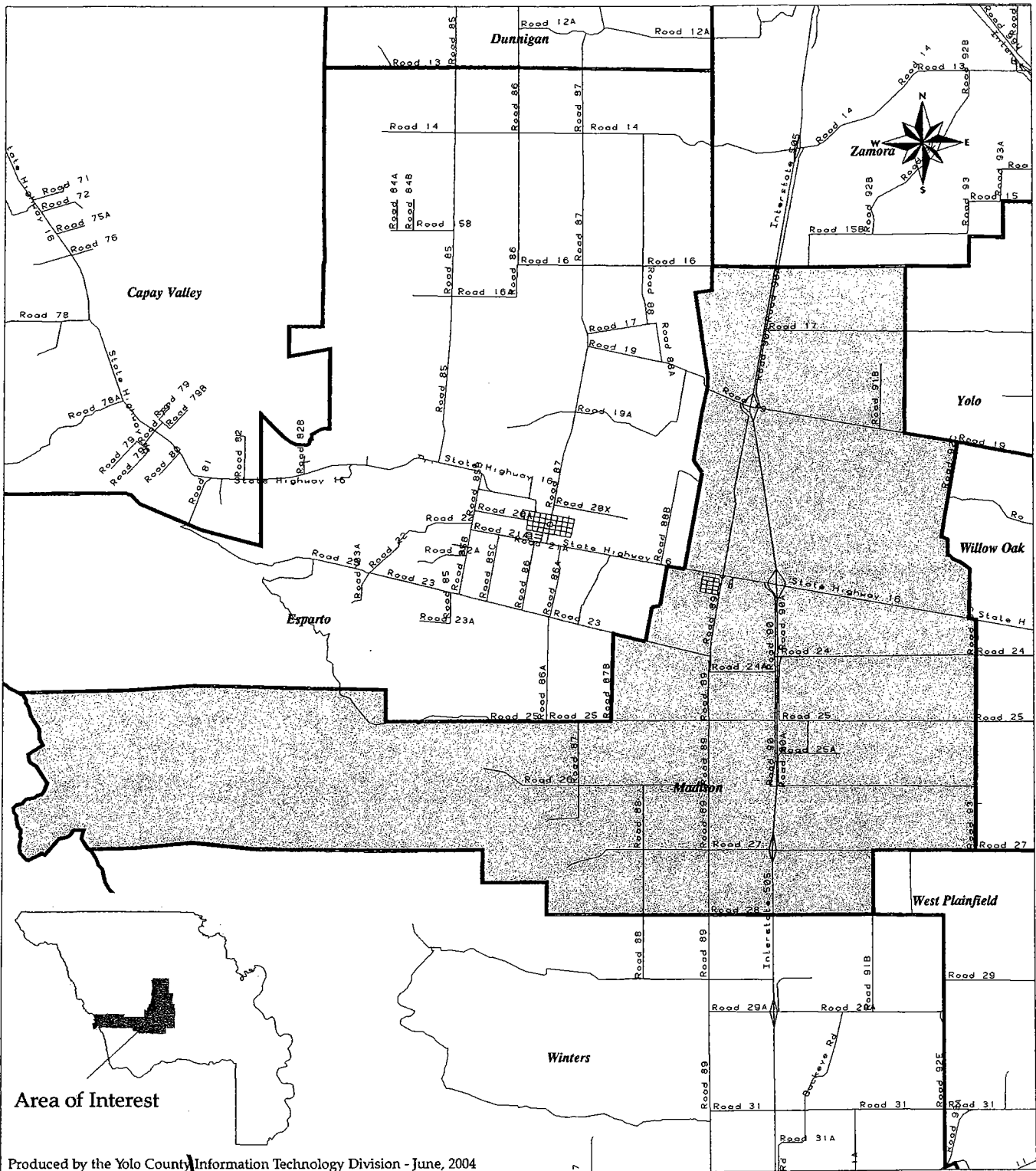
Since there are no changes in land use or general plan designations associated with this MSR/SOI, a Notice of Exemption is the appropriate environmental document.

REFERENCES

1. Madison General Plan, 1974, County of Yolo
2. Town of Madison General Plan Final Environmental Impact Report, 1975, Yolo County Planning Department
3. Madison FPD Sphere of Influence, 1984, Yolo County LAFCO staff
4. Madison FPD District Service Plan and interviews, 2003, Tom Rominger, Fire Mechanic
5. Madison FPD District Service Plan and interviews, 2003 and 2004, Jody Green, Madison FPD Commissioner
6. Madison CSD District Service Plan and interviews, 2003, Andy Anderson, Madison CSD technician
7. Yolo County Office of the Auditor-Controller
8. Yolo County Department of Planning and Public Works
9. Yolo County Administrative Office, Inter-Governmental Tribal Liaison
10. Sacramento Area Council of Governments, 2000 Regional Profile
11. U. S Census Bureau, 2000 Census information
12. Interview, Roseanne Chamberlain, El Dorado LAFCO
13. Interview, Peter Brundage, Sacramento LAFCO

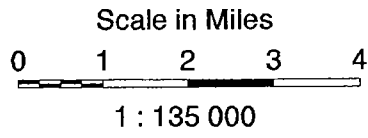
Madison Fire District

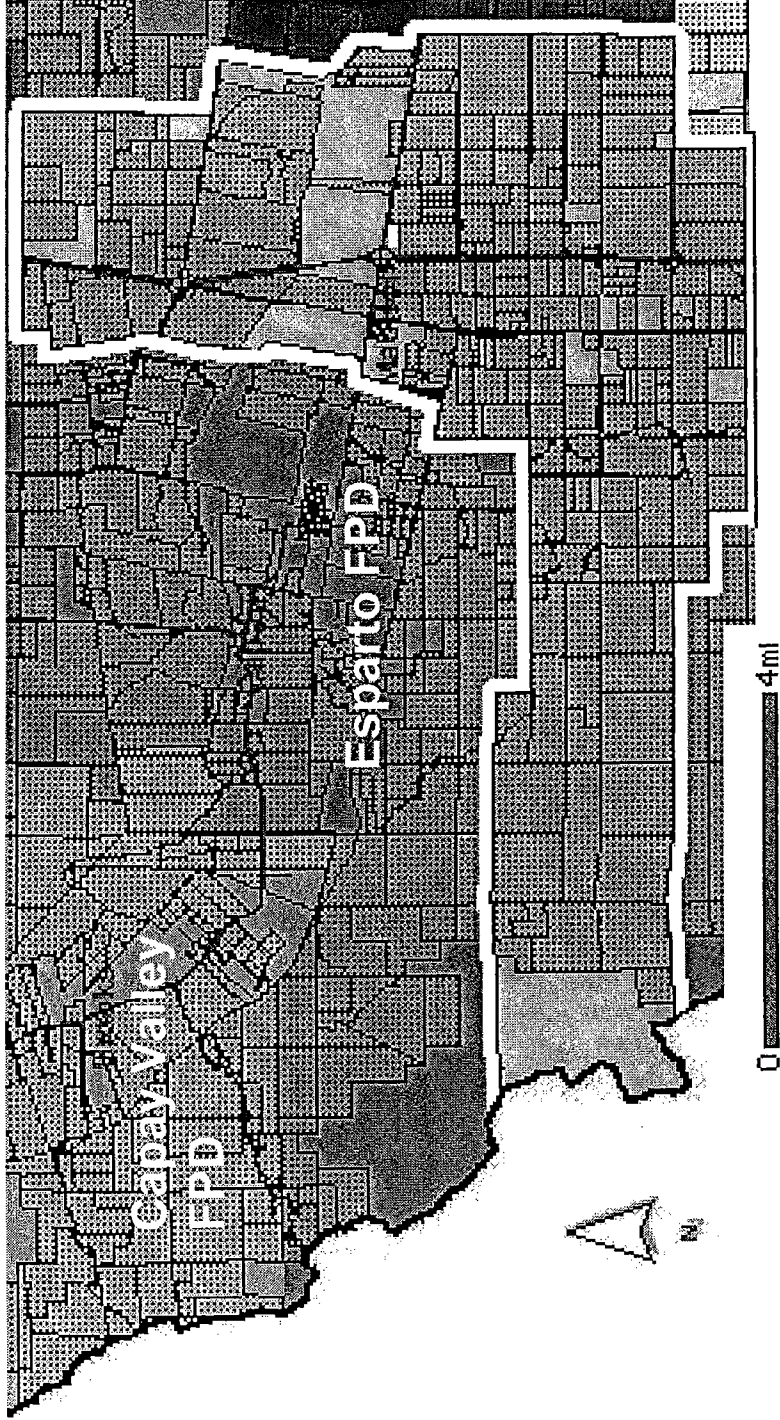
Map 1





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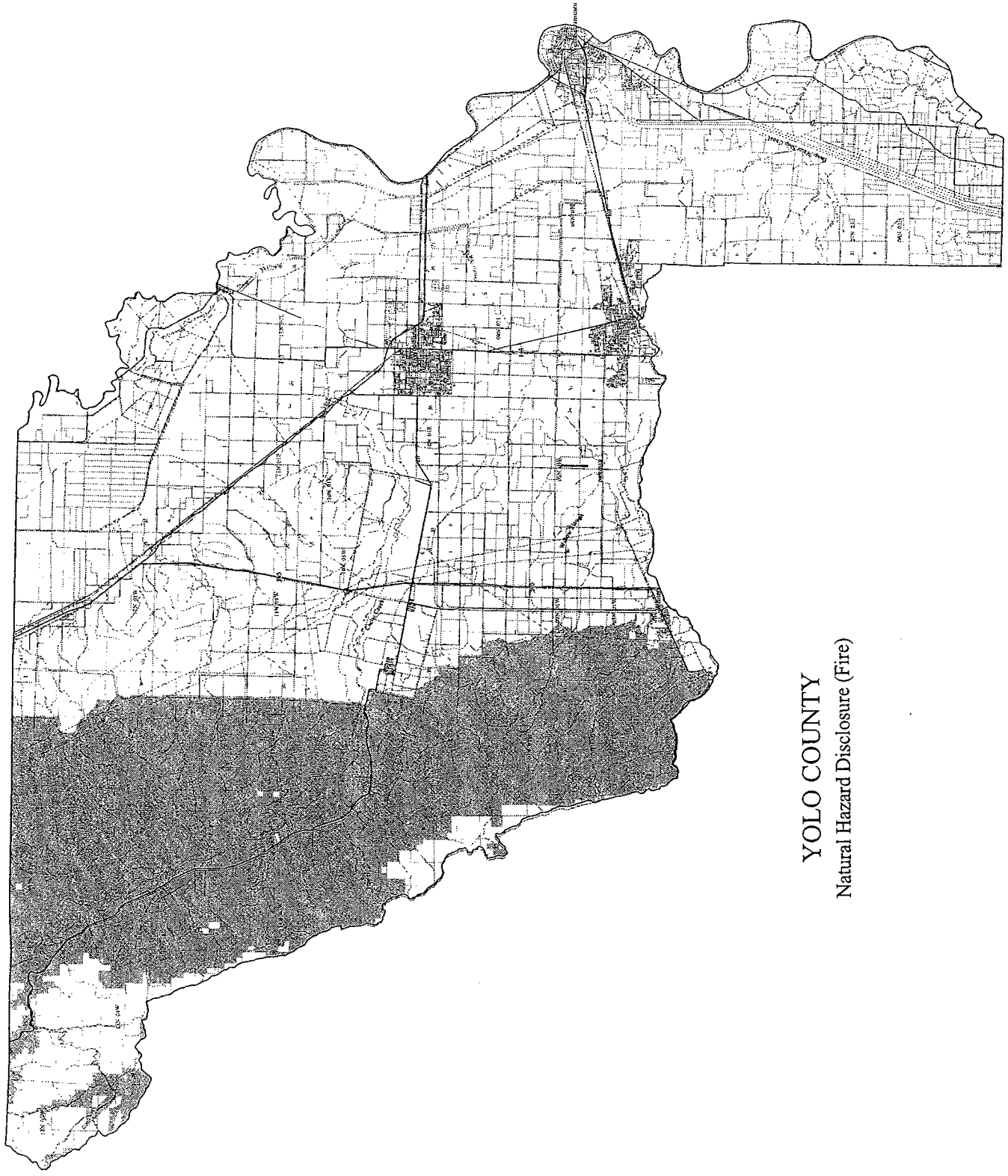
- Madison Fire District
- Fire District Boundaries
- Roads & Highways





Williamson Act Lands in Madison Fire Protection District

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



YOLO COUNTY

Natural Hazard Disclosure (Fire)



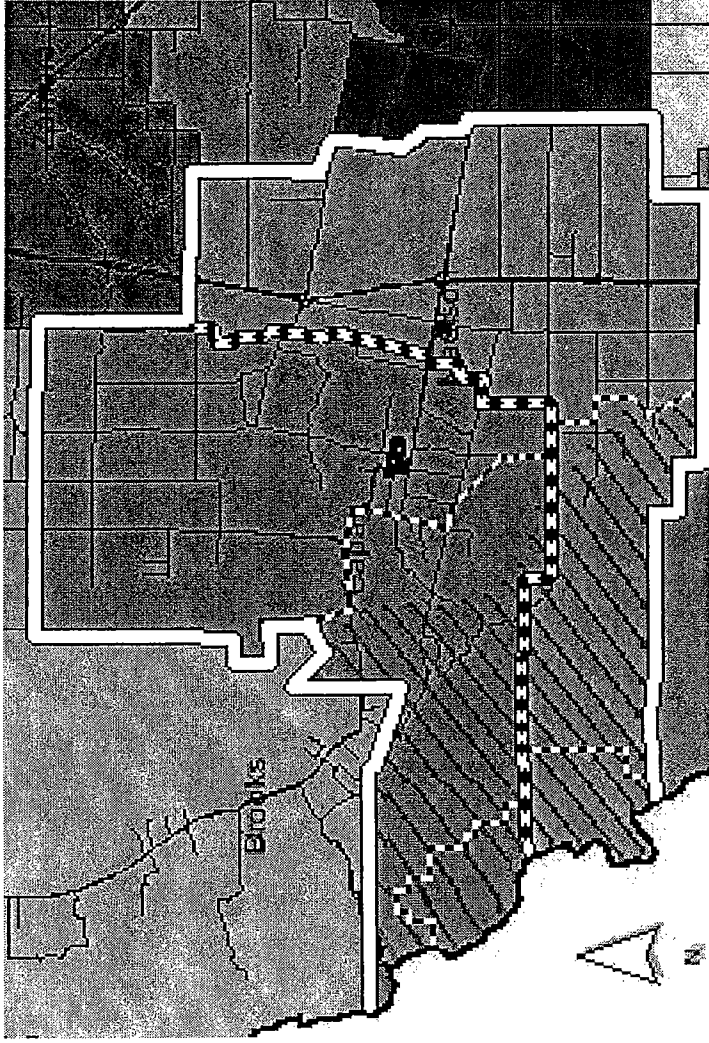
LEGEND

HAZARD AREAS (FIRE HAZARD)
 Moderate to High Fire Hazard
 High Fire Hazard
 Very High Fire Hazard (Uninsurability Zone) - 0.5%
 Very High Fire Hazard (Uninsurability Zone) - 1.0%
 Very High Fire Hazard (Uninsurability Zone) - 1.5%
 Very High Fire Hazard (Uninsurability Zone) - 2.0%
 Very High Fire Hazard (Uninsurability Zone) - 2.5%
 Very High Fire Hazard (Uninsurability Zone) - 3.0%
 Very High Fire Hazard (Uninsurability Zone) - 3.5%
 Very High Fire Hazard (Uninsurability Zone) - 4.0%
 Very High Fire Hazard (Uninsurability Zone) - 4.5%
 Very High Fire Hazard (Uninsurability Zone) - 5.0%

- MAJOR HIGHWAYS
- STATE
- COUNTY
- MUNICIPALITY
- LOCAL
- UNINCORPORATED
- RAILROADS
- INTERSTATE
- STATE
- COUNTY
- LOCAL
- UNINCORPORATED



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Esparto FPD

Madison FPD

Madison/Esparto FPDs Exterior Boundaries

Boundary between Madison FPD and Esparto FPD

CDF State Responsibility Area Boundary

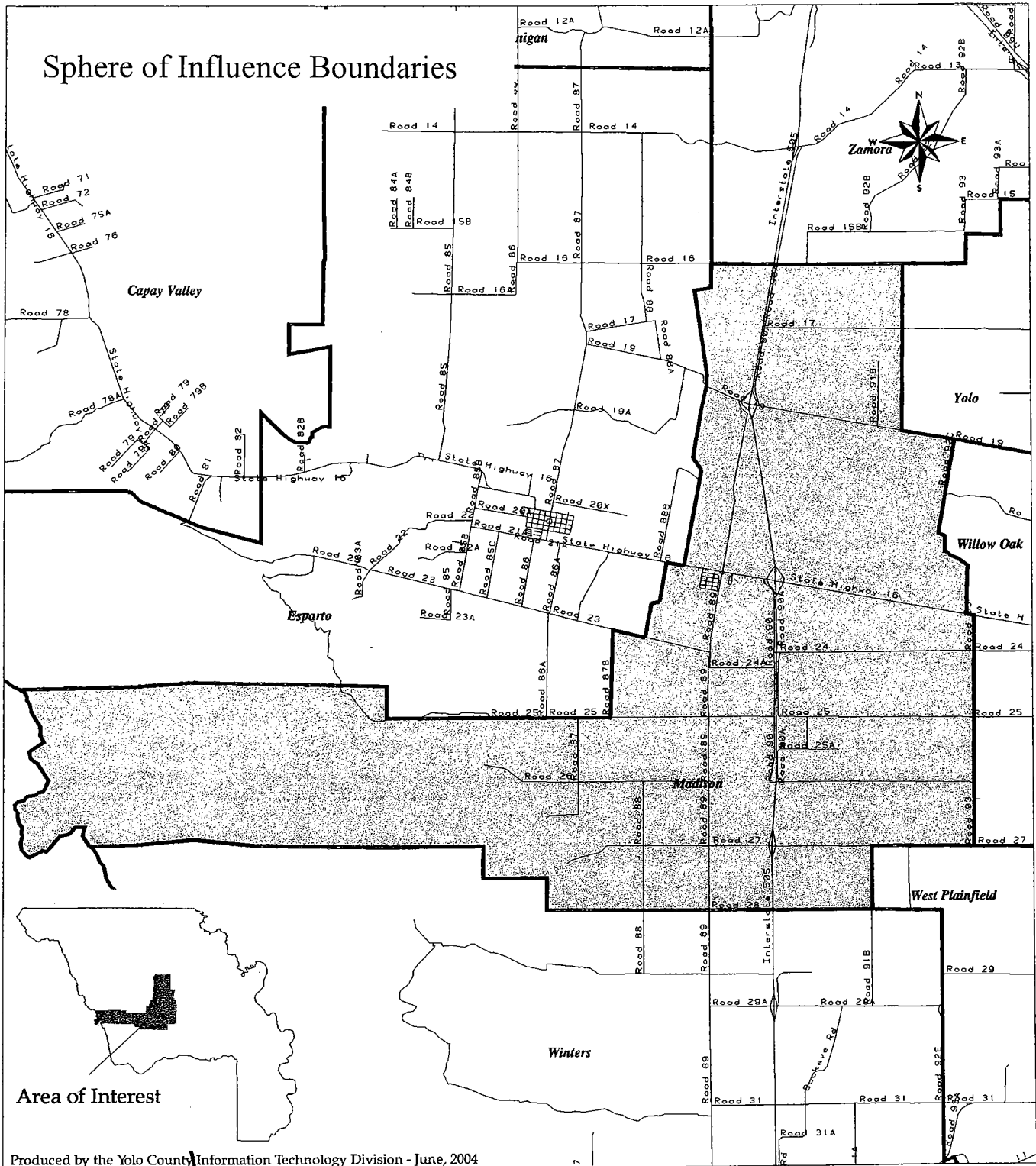
Mountainous Region

Consolidated Madison and Esparto Fire Protection District

Madison Fire District


Map 5


Sphere of Influence Boundaries



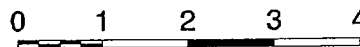
Produced by the Yolo County Information Technology Division - June, 2004

Madison Fire District

 Fire District Boundaries

 Roads & Highways

Scale in Miles



1 : 135 000

