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



CVFPD Volunteer Dave Hanson and Mary the Fire Dog

LAFCO

Yolo County Local Agency Formation Commission
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Resolution No. 2004-11
(Resolution Adopting the Capay Valley Fire Protection District
Municipal Service Review and Sphere of Influence Update)
(LAFCO Proceeding S-008)

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 Capay Valley 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 Capay Valley 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 Notice of Exemption prepared by the Executive Officer is approved as the appropriate environmental document for this project, because there are no growth-inducing impacts or potentially significant environmental impacts as a result of the adoption and implementation of the Sphere of Influence.
3. The Yolo County Local Agency Formation Commission adopts the combined Municipal Service Review and Sphere of Influence for the Capay Valley 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:
 - a. Mail a certified copy of this Resolution to the Capay Valley 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



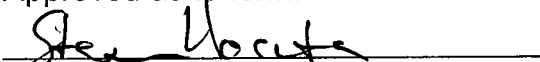
Helen Thomson, Chairwoman
Yolo County Local Agency Formation Commission

Attest:

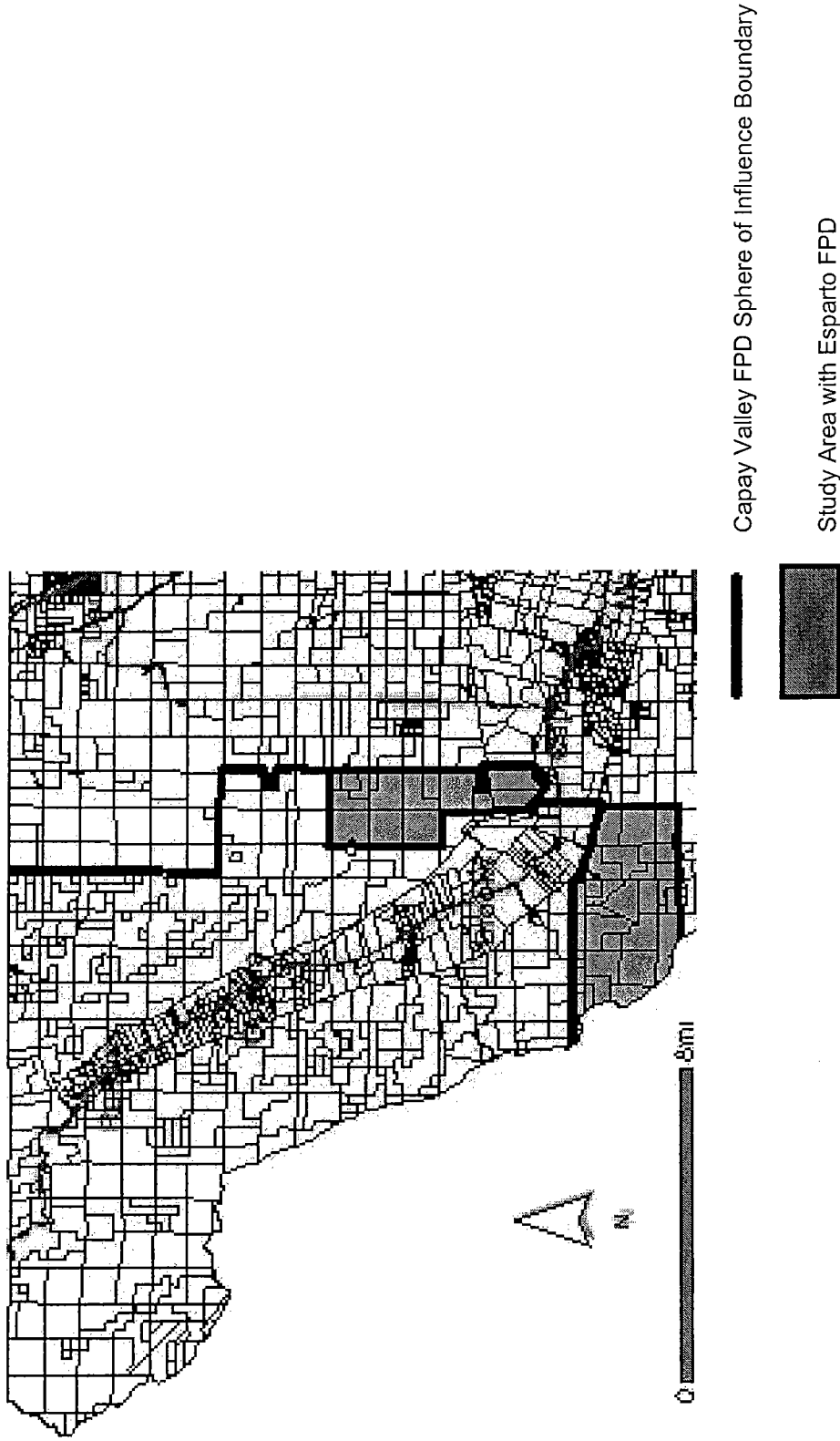


Elizabeth Castro Kemper, Executive Officer
Yolo County Local Agency Formation Commission

Approved as to form:



Stephen Nocita, Commission Counsel



Recommended 2004 Capay Valley Fire Protection District Sphere of Influence Boundary Line

FINAL

Capay Valley Fire Protection District
Municipal Services Review and
Sphere of Influence

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, Chair, County Member
Olin Woods, Public Member

ALTERNATE MEMBERS

Robert Chapman, City Member
Frank Sieferman, Jr., County Member
Vacant, Public Member

STAFF

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

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INTRODUCTION

This Municipal Service Review (MSR) and Sphere of Influence (SOI) Update is prepared for the Capay Valley 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 Capay Valley 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 Capay Valley 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 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 Capay Valley 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 §56000 et seq.

The Service Review and Sphere of Influence Update documents have been compiled using information from a variety of sources including the 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 agencies, the Capay Valley Fire Protection District is located in the northwestern corner of Yolo County (See Map 1). Highway 16, cutting across the Capay Valley, is the only major road in the area. All towns within the fire district lie along this highway, meaning that most of the residents are concentrated along this narrow band. The populated areas are Brooks, Guinda, Rumsey, the area around County Road 79 (historically known as Cadenasso) and a Native American reservation located on two separate sites.

The land use within the Capay Valley is primarily agricultural and most of the land within the District is under Williamson Act contract (see Map 2). The quality of the soils in the District varies from Class I to Class IV. Of the permanent population within the District, estimated from the 2000 US Census at approximately 860 people, the vast majority live mainly on farms or in the small towns along Highway 16. Some of the towns in the District are little more than loose groups of houses and commercial buildings while others are typical of rural communities with small businesses, houses and schools lining Highway 16. Nevertheless, the District lacks any significant land development beyond areas immediately adjacent to the highway.

District History and Powers

Formed on January 18, 1927 under the provisions of General Law Statutes 123, Chapter 191, page 431, the Capay Valley FPD was created to serve a largely rural area covering roughly 177 square miles in the northwest corner of Yolo County. The District is bounded by the Colusa County line to the north, by the Capay Hills to the east; to the south by the area west of County Road 79 (historically known as Cadenasso) and by the Napa and Lake County lines to the west. In 1966, the District was subsequently reorganized under Section 13812.5 et seq. of the California Health and Safety code.

The following powers were granted to the Capay Valley 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

Within Yolo County, the Capay Valley FPD is adjacent to the Dunnigan and Esparto Fire Protection Districts and lies within the State Responsibility Area (SAR, see Map 3) shared with the California Department of Forestry (CDF). The Rumsey Rancheria Fire Department (RRPD), which protects the Cache Creek Casino Resort and the tribal lands owned by the Rumsey Band of Wintun Indians, also operates within the Capay Valley FPD's boundaries. Outside of Yolo County, no fire protection district abuts the Capay Valley FPD to the north in Colusa County with the exception of a short common boundary with the Arbuckle/College City FPD. Assistance from the Arbuckle/College City FPD is limited because of distance, the hills and the lack of paved roads.

During fire season (May-October), the CDF has equipment and staff available to the Capay Valley 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 helicopter
- 1 battalion
- 5 engines
- 2 bulldozers

Capay Valley FPD has “automatic aid” agreements with the Esparto FPD and the RRPD. According to Capay Valley Fire Chief Reid Thompson, Capay Valley FPD also has informal agreements with CDF and Williams FPD in Colusa County. The remaining Yolo County neighbor, Dunnigan FPD, cannot reasonable provide assistance in an emergency because there are no roads connecting the two districts and because the Capay Hills form a natural barrier between the fire districts.

The chart below outlines the resources available to the Capay Valley FPD from the neighboring fire districts:

TABLE A1 – Resources Available From Neighboring Districts and Department

Fire Protection District	Volunteers	Engines	Water Tenders	Grass Trucks
Esparto	23	2	2	1
Dunnigan	17	1	1	3

At full staff, the Rumsey Rancheria Fire Department (RRFD) will have three firefighters/paramedics, two engineers, two captains and one battalion chief per shift. With three shifts, the RRFD will have a 24-person line staff. Once the RRFD is fully equipped, it will have two engines, one heavy rescue vehicle and one brush truck.

Currently, although the RRFD is fully staffed at all times, it has a few openings in its roster that it seeks to fill. Currently the RRFD has two firefighters/paramedics, one engineer, one captain, one battalion chief per shift, one engine and one brush truck. The RRFD hopes to be fully staffed and equipped by January. In addition to the firefighting squad, the RRFD also has two paramedic companies on site 24-hours per day, seven days a week.

Sphere Of Influence History

The last comprehensive Sphere of Influence Study for the Capay Valley FPD was completed in 1986. Since that time, no proposals 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 Capay Valley Fire Protection District;
- Approve and adopt the Capay Valley Fire Protection District Sphere of Influence Update; and
- 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 Capay Valley 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 Capay Valley FPD has staff and primary and ancillary equipment in order to operate and serve its constituents. Capay Valley FPD Chief Reid Thompson indicated that presently 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 Capay Valley Fire Protection District has 17 volunteer firefighters in addition to one paid fire chief. This is down from 23, the number of volunteers specified in the 1986 SOI study. The District currently has no administrative support staff. All members of the volunteer force are certified to administer CPR and First Aid, six volunteers are certified Emergency Medical Technicians (EMT) but none are paramedics. The training procedures were also unspecified.

New recruits are on probation for six months and are trained in-house for a year; however, individuals can sign up for additional courses at other institutions. The District, as a policy, reimburses a portion of the cost of these courses. Refresher training practices for established firefighters and for the Chief are conducted weekly and concurrently with new recruits. On occasion, the District hires outside consultants on an as-needed basis to provide additional training, such as fighting structural fires, automobile extraction and medical response. The fire chief participates in fire instruction conferences and recently attended the "National Firefighter Academy" in Maryland. The District has also had joint training operations with the RRFD and with Esparto FPD.

The District is in no better, but in no worse, position compared to its neighbors. Table B1 compares the population served, based on the 2000 US Census, and the number of volunteers in the neighboring fire districts (although not a neighboring district, West Plainfield was included in the comparison due to that district's comparable population size to Capay Valley FPD). For a long-term perspective in the analysis, the estimated population and volunteer numbers from the 1986 Capay Valley FPD SOI were also included. In order to control for the variance in population and number of volunteers per district, a ratio of population to volunteers was calculated. It can be seen that in this comparison the Capay Valley FPD is the smallest district, has the second smallest volunteer per capita ratio and is tied with Dunnigan for the fewest number of volunteers. Its current ratio also indicates that each volunteer covers 55% more residents today than 17 years ago.

TABLE B1 – COMPARATIVE RATIO OF POPULATION TO VOLUNTEERS PER DISTRICT

Fire Protection District	District Population	Number of Firefighters	Volunteers per Capita
Capay Valley (1986)	700 (est.)	21	33:1
Capay Valley (2003)	861	17	51:1
Dunnigan (2003)	1,234	17	73:1
Esparto (2003)	2,802	23	122:1
West Plainfield (2003)	886	21	42:1

Notes: Only West Plainfield FPD has paid firefighters. In the other districts, only the fire chief has a salary and he was not included among the volunteer numbers.

West Plainfield will be included in all inter-FPD comparisons in this report because of West Plainfield FPD's comparable population size to Capay Valley FPD's population size

The per-resident coverage only paints a partial picture for the Capay Valley FPD. The District is largely composed of inaccessible rural areas and hills. As a result, the Capay Valley volunteers must be ready to confront wild fires and respond to medical emergencies in largely isolated areas. The presence of the CDF during the fire season alleviates some of these challenges.

In addition, the Cache Creek Casino Resort is located near Brooks, which brings an estimated average of 5,000 visitors into the area daily. Most of the traffic comes into the Casino comes from south of the District along Highway 16, a two-lane country road (anecdotal evidence indicates there is a negligible amount of traffic travelling from north of the District). These visitors increase the risk of a major fire- or medical-related emergency. To mitigate some of the impacts of expanding the size of the Casino, the Rumsey Band of Wintun Indians created the Rumsey Rancheria Fire Department. As noted earlier, the RRFD provides fire protection and emergency medical service to the Casino and tribal lands. Since its creation, the RRFD has collaborated extensively with the Capay Valley FPD to minimize the risk and impact to Capay Valley due to the presence of the Casino. In March 2004, Capay Valley FPD signed an automatic aid agreement with the RRFD. This agreement is crucial since the RRFD and Esparto FPD are the only firefighting corps that could reasonably provide assistance to Capay Valley

FPD during an emergency. In addition, the presence and assistance of another fire fighting unit in the area could be beneficial to Capay Valley FPD.

Equipment

Through savings and fundraisers, the District has been able to purchase and replace some equipment despite the budgetary constraints that have plagued other local districts since the passage of Proposition 13. However, 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:

- Two engines/fire trucks: 1980 International (900 gallons) with a 1,000 gpm pump and 1995 Ford (800 gallons) with a 750 gpm pump
- Two tenders: 1980 GMC (7,000 gallons) with a 750 gpm pump and 1995 Ford (2,000 gallons) with a 750 gpm pump
- Two grass trucks: 1978 International (500 gallons) with a 500 gpm pump and 2000 International (500 gallons) with a 500 gpm pump

As indicated earlier, the District has no formal equipment replacement policies. Equipment is replaced on an "as needed" basis or until the equipment is no longer usable.

As part of a landmark agreement with Yolo County, the Rumsey Band of Wintun Indians agreed to pay more than \$100 million over 18 years to help mitigate off-reservation impacts of its casino expansion. In 2003-2004 the District submitted three applications for the following:

- One-time payment of \$240,000 to pay for a large fire truck
- One-time payment of \$133,000 to pay for the purchase of additional equipment to help the District manage the rise in vehicular collisions as a result of increased traffic flows on Highway 16 (the application did not specify the needed equipment).
- On-going yearly payments of \$26,250 to offset the costs of providing fire protection to the Casino and tribal residential complexes. The District's reasoning for the yearly payments is that the District receives additional funding for the maintenance and upgrading of equipment when new housing is added to the District. The application further noted that the tribe would pay the equivalent amount in property taxes if the residential complex was located outside sovereign lands.

On December 9, 2003, the Yolo County Board of Supervisors, which is the ultimate decision-maker on the appropriation of the mitigation funds, accepted the Advisory Committee on Tribal Matters' recommendation to defer this request until 2004. The ACTM report to the Board of Supervisors noted:

"The circumstances surrounding the Capay Valley Fire District fire truck application warrant additional consideration. This issue has caused considerable discussion in the Capay Valley, amongst the area Fire Districts and has been discussed at several committee meetings. This request for funding is not recommended this year for several reasons including:

- This equipment request has been controversial.
- Capay Valley Fire District has reorganized and appointed a new Fire Chief
- Rumsey Indian Rancheria Fire Department is now established and has a new Fire Chief.
- The two fire districts need a coordinated mission to protect the area.
- The circumstances regarding the purchase of a truck need additional review.
- Specifically, the need for additional money from the Mitigation Fund in addition to the \$450,000 the Rumsey Rancheria has allocated to the District for this same purchase.

The Capay Valley Fire District could reapply in 2004, after discussions with the Rumsey Rancheria Fire Department regarding what equipment is necessary to protect the Capay Valley area."

Capay Valley FPD re-applied for mitigation funds in 2004-05, but as part of a joint application with Esparto, Madison, Willow Oak and Yolo Fire Protection Districts and CDF. The total amount of the request for all six entities was \$67,000 for emergency medical service and rescue equipment.

Call Volume

Table B2 shows the various types of calls received by the District from 2000 through 2003. The District's call volume has remained fairly consistent in the past four years in all but two categories. It can be seen that the number of vehicle accidents has increased while there was a sharp drop in the Medical Aid-related calls. The rise in vehicular collision can be attributed to the combination of Highway 16 and the Casino. Highway 16 is a two-lane country road with most of its traffic coming from the District's

southern boundary heading north to the Casino. This is because anecdotal evidence indicates that most of the Casino’s patrons come from the Bay and Sacramento Areas. In addition, this volume of calls associated with collisions is consistent with the experiences of other FPDs that lie along Highway 16.

The sharp reduction in Medical Aid calls is also due to the influence of the Casino. Before 2003, the Casino contracted with the District to have the latter respond to emergency medical aid calls to the Casino. However, in 2003, the Casino chose to switch to American Medical Response (AMR) as their purveyor of emergency medical services. Consequently, because of AMR’s 24 hour presence and now because of the opening of the RRFD, the District is no longer the first responder on tribal lands. It should be noted that although Capay Valley FPD no longer responds to Medical Aid calls on tribal lands, it is reasonable to assume that some percentage of those calls in 2004 are Casino-related even though they occurred outside tribal lands.

TABLE B2 – TYPES OF CALLS RECEIVED BY CATEGORY

Year	Structure Fires	Grass Fires	Vehicle Fires	Vehicle Accidents	Medical Aid	Hazardous Materials	Mutual Aid**	Other*
2000	3	17	1	17	135	0	5	15
2001	5	17	4	37	240	0	11	21
2002	6	19	3	36	248	1	8	20
2003	5	28	2	45	57	0	8	22

Year	Total Calls
2000	193
2001	335
2002	341
2003	167

* This category includes any other type of call not covered in the other categories, plus public assistance and 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 come from the categories of medical aid, vehicle accidents and grass fires, in descending order. This pattern is consistent with the hierarchy of calls experienced by Esparto and Willow Oak FPDs, which also lie along Highway 16. Madison FPD also experiences a high volume of calls among those categories. It is notable that the “emergency

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 Capay Valley FPD is divided into two zones. Areas within 5 miles of the fire stations in Brooks, Rumsey and Guinda (which encompasses most of the Capay Valley along Highway 16) have an ISO rating of 8B (which is a relatively new rating, between 8 and 9). The 1986 SOI noted the District had an ISO rating of 9. All areas beyond the Valley have an ISO rating of 10. Both ISO ratings are reasonable given the District’s challenges with finances and equipment. In addition, the District’s ISO rating of 10 for the hills outside of the Valley is somewhat mitigated by the shared SRA with CDF and by the automatic aid agreement signed with the RRFD. With the latter agreement, Capay Valley FPD can rely on assistance from the RRFD with emergency calls on the southern end of the District.

Written Determinations – Municipal Services

Currently, the Capay Valley Fire Protection District adequately provides fire prevention, fire suppression and emergency medical services despite experiencing limitations with equipment and financing and despite the influx of Casino-related vehicular traffic. Staff recommends the following findings:

1. The District is not in violation of any state law or regulation
2. The District may not have sufficient personnel and equipment to respond to an increasing level of calls over the long term. The District needs to explore ways to meet increasing services needs in the future
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's participation in joint training sessions with the Esparto Fire Protection District and the Rumsey Rancheria Fire Department is an effective method of providing additional training to its personnel while minimizing costs to the District
5. The District was astute in its joint application with other agencies for tribal mitigation funds. If approved whole or in part, this application may provide a needed revenue infusion for the purchase specific, important and strategic equipment
6. Additional infrastructure and resources to accommodate future demand for services will include: 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 861. Since the last SOI study for the Capay FPD little development, commercial or residential, occurred in the area. The County has no plans to channel development in this vicinity. As a result, only incremental growth in the permanent population is projected to occur in the District. On the other hand, although the District's population has remained somewhat stable between 1986 through 2000, the District still faces the growth-like consequences of traffic and an increase in the number of structures because of the expansion of the Cache Creek Casino Resort.

Traffic to and from Cache Creek Casino Resort

Cache Creek Casino Resort draws most of its customers from the Sacramento and Bay Areas. The District is impacted by traffic coming from the Sacramento area, most of it along Highway 16. Since the opening of Thunder Valley Casino in mid-2003 near Roseville, anecdotal information indicates that traffic coming from the Sacramento area decreased by half. If this is true, then most of the out-of-County traffic to and from the Casino is now from the Bay Area. Assuming that this anecdotal information is somewhat accurate, it is possible to surmise that there might be a decrease in vehicular traffic. However, as Table B2 shows, this decrease in cumulative traffic has not translated into a decrease in the number of calls.

New Structures

As with the expansion of the Casino, the number of structures built on tribal lands has also increased. While the RRFD will be the main agency responding to calls on both the Casino and in other tribal lands, there is a potential for the Capay Valley FPD to respond to calls in cases where the RRFD requests assistance. This may entail the commitment and deployment of District resources. However, if communication and cooperation between the District and the RRFD continue, the opposite could also occur: the commitment and deployment of RRFD resources to assist Capay Valley FPD outside of tribal lands.

In addition, it is reasonable to expect that the Casino's expansion and development in tribal lands may have a spillover effect on non-tribal lands. This could translate to developmental pressures in Capay Valley regardless of local sentiments or long-term growth plans by the County to the contrary.

MSR AND SOI FACTORS

Financing Constraints and Opportunities

District Assessed Value

A district's assessed value 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 Capay Valley FPD in the 2002-2003 Fiscal year was \$77,302,916. To gain perspective, a comparison was made with neighboring districts

and West Plainfield. This comparison is important because it highlights some of a district’s ability to raise property tax and/or developer fee revenue.

TABLE C1 – COMPARISON OF DISTRICT ASSESSED VALUE

Fire Protection District	District Population	Assessed Value	Per Capita Assessed Value
Capay Valley (2003)	861	\$77,302,916	\$89,783
Dunnigan (2003)	1,234	\$161,121,086	\$130,568
Esparto (2003)	2,802	\$173,177,992	\$61,805
West Plainfield	886	\$135,467,479	\$152,987

The District’s assessed value, the lowest among the four FPDs shown here, gives it a low probability to collect increased property tax revenues. When controlled for population, the District’s per capita assessed value is also the second lowest, behind Esparto FPD. However, these data should be examined within a larger context. The total assessed value for Capay Valley FPD reflects the high number of acres under Williamson Act protection and the low developmental activity occurring in the area outside of tribal lands (tribal lands are considered sovereign lands outside local jurisdictional control and are not counted in Capay Valley FPD’s assessed value).

Despite the low per capita assessed value, the picture for the Esparto FPD is much brighter. Because of development, the town of Esparto is growing its tax base (for further discussion, refer to the 2004 Esparto FPD MSR/SOI study). This dynamic is not occurring in Capay Valley, however. The County has no plans to channel, nor do the local residents have any desire for, more development in Capay Valley. Most of the development occurring within the District’s boundaries is related to the expansion of the Cache Creek Casino Resort and on other tribal lands. As mentioned earlier, tribal lands are sovereign; therefore any development occurring on those lands have little effect on Capay Valley FPD’s assessed value. As a sovereign nation, the Rumsey Band of Wintun Indians is not subject to property taxes. So any increase in property values on tribal lands do not translate to higher property tax revenues to the District. The ultimate result is that in the short-to-mid term, the non-tribal area will remain rural agricultural with little change in property values, and by extension, in property tax revenues. From a fiscal standpoint, the repercussions of having incremental growth in population and development are clear: it limits the ability of the District to raise adequate property tax revenues to meet its overhead and maintenance costs.

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	\$138,973.47	\$178,246.58	(\$39,273.11)
2001-2002	\$277,764.07	\$219,842.57	\$57,921.50
2002-2003	\$254,879.98	\$237,346.37	\$23,239.45
2003-2004	\$244,040.85	\$173,536.17	\$70,504.68

The District is not allowed to operate on a deficit. In fiscal 2000-2001, the District's expenditures exceeded revenues by \$39,273.11. The District covered this 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.

It is worthy to note that in 2000 the District entered into a three-year agreement with the Rumsey Band of Wintun Indians to provide medical service calls for the Cache Creek Casino Resort. The impetus for the tribe to enter into this agreement was to mitigate the impacts to the District due to the large influx of visitors to the Casino. This agreement stipulates that the tribe would pay a \$150,000 fee in each fiscal year starting with 2001-2002. The District's third and final payment was received for fiscal 2003-2004. As of this writing there is no indication that this agreement will be extended or renewed. This is because the tribe now has the Rumsey Rancheria Fire Department, which is an on-site, fully staffed and equipped fire department. As mentioned earlier, the RRFD will respond to calls at the Casino and other tribal lands. Although RRFD may occasionally need Capay Valley FPD's assistance with some emergencies, it is reasonable to conclude that the RRFD will respond to the vast majority of calls for fire suppression, fire protection and emergency medical services at the Casino and other tribal lands.

Finally, the District tries to keep a reserve that is approximately 15% of its budget. This percentage amount is based on historic level. The use of the reserve varies, but according to the Chief it is most likely used for emergency repair work.

Revenue Sources

The District's main revenue sources are property taxes and fire suppression assessments. In addition, the District receives additional revenue 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 \$0.08 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

An analysis of the budget indicates that the increase in revenues for the District came from the stipend. The District's stable revenue streams decreased at a moderate rate. Fortunately, the increase in the District's expenditures also reflect one-time expenses, such as purchasing clothing supplies and other equipment and from repairs to the station house. The continuing costs are expected to increase, on the other hand.

While the full monetary impacts of the presence of the RRFD to the District are unknown, there will be two readily identifiable effects to the District. First, starting with 2004-05 Fiscal, the District will lose a critical revenue source when it will no longer collect a \$150,000 stipend from the Wintun Tribe. The District has been using this three-year stipend on equipment purchases, retire debt and other one-time expenditures. This was a smart move on the District's part for two reasons. First, it is not fiscally prudent to use one-time revenues to pay for ongoing expenditures. Retiring some of its debt will be beneficial to the District over time. Second, the District realized its stable revenue sources were insufficient to pay for equipment purchases and other one-time costs, so they used the stipends to make those types of purchases. In other words, the stipends allowed the District to escape some of the fiscal crunches other FPDs experienced when their budgets had insufficient funds to purchase or replace equipment.

To look at the District’s fiscal situation without any effects of the stipend, it is necessary to remove the stipend as well as any costs incurred from one-time purchases. It is possible that not all of the one-time costs were subtracted from the budget, which would mean that the District’s expenditures might be inflated. Nevertheless it is apparent is that the District’s expenditures would have exceeded revenues by \$26,025.65 in 2001-2002 and by \$41,733.21 in 2002-2003 (refer to Table C3 below). Table C3 illustrates that between 2000 and 2003 ongoing costs remained higher than their revenues. This meant that the District was in the paradoxical position to be spending money on one-time items while simultaneously cutting or scaling back on recurring costs. The District reined in costs in 2003-2004, but it is unclear whether the reversal represents a long-term trend or whether circumstances beyond their control (such as worker’s compensation insurance) will allow them to keep the costs down.

TABLE C3 – ADJUSTED DISTRICT REVENUES AND EXPENDITURES

Budget Year	Revenues Without Stipend	Expenditures Without OTE*	Net Amounts
2000-2001	\$138,973.47	\$178,246.58	(\$39,273.11)
2001-2002	\$127,764.07	\$153,789.72	(\$26,025.65)
2002-2003	\$104,879.98	\$146,613.19	(\$41,733.21)
2003-2004	\$94,040.85	\$86,914.31	\$7,126.54

* OTE – One-Time Expenditures

The second effect from the presence of the RRFD is the potential loss of revenue from charging non-residents’ insurance companies. Before 2004 the District responded to all emergency calls inside tribal lands, including the Casino. From now on, RRFD staff will handle any emergency medical services inside the Casino. Consequently, it will be the RRFD who will, if it opts to do so, engage in cost-recovery from non-residents. Indeed, Table B2 implies that there are more emergency medical assistance calls inside the Casino than outside. While charging non-residents’ insurance companies, as an overall source of revenues is small, the District could only benefit by taking full advantage of any revenue source it has access to.

In addition, the Casino’s expansion has meant an increase in traffic and the increase in urbanization on tribal lands within the District. Technically, while the District does not have to provide protection in the tribal lands because of the RRFD, it still has to manage the externalities of the expansion. That means the District has spent monies to equip, train and prepare for emergency calls along Highway 16 and any assistance it has to

provide the RRFD. While the stipend has helped in that endeavor (indeed, it was an opportunity available to other FPDs experiencing the same consequences of the Casino's expansion), the District will have to explore new sources of revenues to replace the stipend, as it is no longer available.

As explained earlier, the District is pursuing a grant from the Cache Creek Casino Mitigation Fund. This infusion of revenues provides some breathing room in the District's budget as the normal revenues would not be needed to purchase the additional medical equipment. The District is moderately aggressive in pursuing other grants. The chief wants to increase the number of applications sent out, but is running into staff time-related problems since he has no one who can be devoted to filling out applications full time.

Other revenue opportunities include the charging out-of-district resident's insurance companies for emergency medical services. Currently the District utilizes a collection firm from Davis; however, the District Board of Commissioners is now considering using the Yolo County Office of Revenue and Reimbursement for collections.

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 development impact fees (DIFs). However, with the County's approval of the Fire District Development Impact Mitigation Fee Ordinance in early 2004, the District has the opportunity to request the County Board of Supervisors to adopt DIFs on its behalf. DIFs can be imposed in various ways, but mostly they are set at a certain charge per square foot of a new structure. The logic behind this assessment is that a new structure requires a public services district, in this case an FPD, to spend more resources to inspect and protect it than the FPD would spend to protect vacant or agricultural land. The State Development Mitigation Fee Act provides the authority and framework for local agencies to establish impact mitigation fee programs for new development. The law requires that agencies must study and provide information to support the imposition of fees within the district or agency boundaries. Consequently, before the Board of Supervisors can adopt such fees for an FPD, the FPD must first 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. Capay Valley 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 any building growth that may be occurring in the area outside of tribal lands.

Finally, the District has no outstanding bonds or debt. Two years ago the District owed approximately \$85,000 on a fire truck; however since then, part of the stipend from the tribe went towards retiring that debt.

Cost-Avoidance Opportunities

The Fire Chief 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 can make purchases without Commissioner approval on individual expenditures or purchases under \$1,000. Any request for moving monies from their allocated funds or for funding in excess of either the base budget or in excess of the \$1,000 cap must be fully justified by the Fire Chief and approved by the Board of Commissioners.

As indicated earlier, the District is pursuing other cost-avoiding strategies. It will attempt to bill out-of-district resident's insurance companies for the cost of emergency medical services. Its 2004 request for mitigation funds for the purchase of new equipment from the Cache Creek Casino Mitigation Funds was granted. Both of these measures avoid direct costs to the District, as these types of transactions have an affect on the District's budget. Finally, the District signed an automatic aid agreement with the Rumsey Rancheria Fire Department (RRFD). Part of the cooperation between the District, Esparto FPD and the RRFD is to engage in joint training exercises. This results in lower training costs to the District because the joint operations ensure economies of scale.

Two additional options exist for the District to consider.

- **Land Exchange** – An exchange of lands between the Capay Valley FPD and Esparto FPD. At the time he was the Capay Valley Fire Chief, Dan Garrison suggested that the boundaries between the two districts be adjusted (refer to Map 4).
 - Esparto FPD contains the Jackson Bluffs on the western end of the District. Currently, the Esparto FPD must cross the district boundary line and use County Road 78A when responding to a grass fire in that area. It would be more efficient and accessible for Capay Valley FPD to have this territory within its boundary. With its fire station at Brooks, Capay Valley FPD can use Highway 16 and County Road 78A to respond to emergencies in Jackson Bluffs.
 - Capay Valley FPD has areas east of the Capay Hills that are difficult for it to

access. Only three bridges within the Capay Valley FPD, located in Rumsey, Guinda and Brooks, cross Cache Creek. The Capay Valley FPD must use the bridge in Brooks to respond to fires in the southern Capay Hills, a section of Capay Valley's FPD that is more accessible to Esparto FPD. From its station in the town of Esparto, the Esparto FPD can use Highway 16, County Highway E4 and County Roads 14, 15B and 16A for rapid deployment into the southern Capay Hills.

This adjustment would acknowledge that each district contains areas that are better served by the other. Esparto FPD stands to lose 5,762 acres and Capay Valley will lose 5,361 acres. As explained above, making such an adjustment will have positive repercussions on service delivery.

The adjustments will have financial repercussions, mostly as a loss of property tax revenue for Capay Valley FPD. Although comparable in size, the land exchange areas are not fiscally equal. The fire districts receive different property tax amounts for these areas. For its 5,762 acres, Esparto FPD receives \$203.77 in property tax revenues. Although smaller in size, Capay Valley FPD receives \$573.17 for its 5,361 acres in the southern Capay Hills. For Capay Valley FPD, this adjustment would result in a net loss of revenue. On the other hand, the Jackson Bluffs fall within the CDF "State Responsibility Area", meaning that the Capay Valley FPD would have shared jurisdiction over the Bluffs with CDF and would, therefore, invest fewer resources than if it had sole responsibility over those hills.

Support for this land exchange proposal is mixed. Chief Burns indicated that intermittent discussions on this boundary adjustment were held in the past, approximately during the 1960s. Chief Burns said that while Esparto FPD is willing to discuss the exchange, it is not an option that his District will actively pursue. The new Capay Valley FPD chief, Reid Thompson, is open to the land swap but is cautious about the impact such an exchange will have on his district's budget.

- **Annexation of Colusa County Lands** – The Colusa County lands immediately north of the District are not under the jurisdiction of a local fire protection district. It receives fire protection services from CDF as it lies along the SRA. According to CDF, it only provides fire protection during the CDF-declared fire season. In addition, CDF would not oppose the annexation of this land by another public fire protection district. Currently, Capay Valley FPD also responds to emergencies in that area. This option would entail that the District annex the area and extend its services into Colusa County. The Fire Chief has stated he is open to this proposal; however, annexation would entail further involvement from Yolo County and Colusa County LAFCOs and the consent of the majority of Colusa County landowners within

the proposal area. The increase in territory would provide further property tax and fire assessment revenues as well as an increase in service demand.

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** – The augmentation of fire assessments has limits under state law. Capay Valley 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, Capay Valley 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 could enhance its revenue stream by participating in the the new development impact fee program adopted by the Board of Supervisors. As explained earlier, the District can request the adoption of DIFs, 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 Capay Valley FPD may be approximately that amount.

In addition to pursuing stable and/or enhanced development impact fees or higher fire assessments, the District should also consider recovering the cost of emergency medical services from all recipients of that service. Currently, the District seeks reimbursement from out-of-district resident's insurance companies for emergency medical services and the recovery of costs associated with that response. 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.

Opportunities for Shared Facilities

Because the District is on unincorporated territory and there are no towns within its boundaries, the District has limited opportunities to share facilities. The following is a list of the opportunities open to the District:

- The District's firefighters conduct cross-training exercises with the Rumsey Rancheria Fire Department, operated by the Rumsey Band of Wintun Indians
- It has an "automatic aid" agreement with the Rumsey Rancheria Fire Department and Esparto Fire Protection District and "mutual aid" agreements with other public FPDs.
- The presence of another fire fighting department (RRFD) in the area provides the District with another set of resources that could be used during emergencies
- In 2004 it coordinated some equipment purchases with the Esparto, Madison, Willow Oak and Yolo FPDs and CDF so that each district's equipment can work with the other districts' equipment, thus preventing incompatible equipment from interfering during joint operations.

Government Structure Options

The Capay Valley 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 are volunteers 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 Stanley Holland, Marlin Karlstad, Frank Nichols, David Schera, Frank Rose. 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 written constitution, by-laws governing its structure or codes of conduct for its officers and volunteers. The Commissioners are rarely involved in personnel matters. The Chief takes most of the disciplinary actions and he informs the Board of Commissioners of the disciplinary action or the pending disciplinary action. ■

An alternative government structure to the current one is to have an “independent elected fire district board.” In this environment, the District’s residents would elect a five-member board of directors. This governmental structure would ensure that the District’s 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. However, future MSR’s should still evaluate whether direct election of Commissioners is a viable option during the time of study.

Management Efficiencies and Local Accountability

The District has a management and accountability structure in place that adequately provides fire protection and emergency medical services to the District. It encourages public participation during its monthly hearings by posting notices in accordance with the Brown Act. Its finances are held in the County Treasury and are audited every two years by the County Auditor-Controller. The most current audit was performed by the Auditor-Controller in 2003 for fiscal years 2000 and 2001 (the most recent years available) and it found that the District’s finances are in healthy shape and its reporting practices are in compliance with accepted standards.

An option for the District to consider is for 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 Capay Valley Fire Protection District 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 agriculture 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 Capay Valley 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 population is diffused throughout the Districts in rural, agricultural residences or in the towns of Rumsey, Guinda, and Brooks. There are no other development proposals within this District. On the other hand, development is occurring on tribal lands. However, these areas are outside the jurisdiction of local agencies.

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

In the short term, the District should continue to provide adequate fire suppression and emergency medical services in the area. However if urban development results from the development of tribal lands and the District is not alleviated of some of its

difficulties in replacing equipment, then in the long term the District's ability to provide services may be hampered. The adoption of a DIF could potentially lead to higher revenues and assist the District in replacing some of its aged equipment. This will become critical in the next 10 years as traffic to and from the Cache Creek Casino increases.

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

The District provides adequate fire suppression and emergency response services within, and in cases of mutual aid responses, outside its service 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

Because the population is diffused throughout the District, there are no large, concentrated, social or economic communities of interest that are relevant to the agency. The communities of Rumsey, Guinda, and Brooks are small social and/or economic communities of interest; however, these communities' populations are expected to remain relatively stable. The tribal lands, including the Casino, are also areas of social or economic interests, but because they fall outside of the District's jurisdiction, they are not technically relevant to Capay Valley FPD.

Based upon the information contained in this document, it is recommended that 10 and 20 year lines for the Capay Valley FPD Sphere of Influence remain co-terminus with the current District boundaries (refer to Map 5). The possibility of annexing Colusa County territory to Capay Valley FPD warrants further study and coordination between Yolo County LAFCO and Colusa LAFCO; therefore, these lands are not included in the SOI at this time.

However, the Commission and its staff will work with the affected agencies regarding the possible adjustment of boundaries between the Capay Valley FPD and Esparto FPD, possibly as described in Map 4.

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.

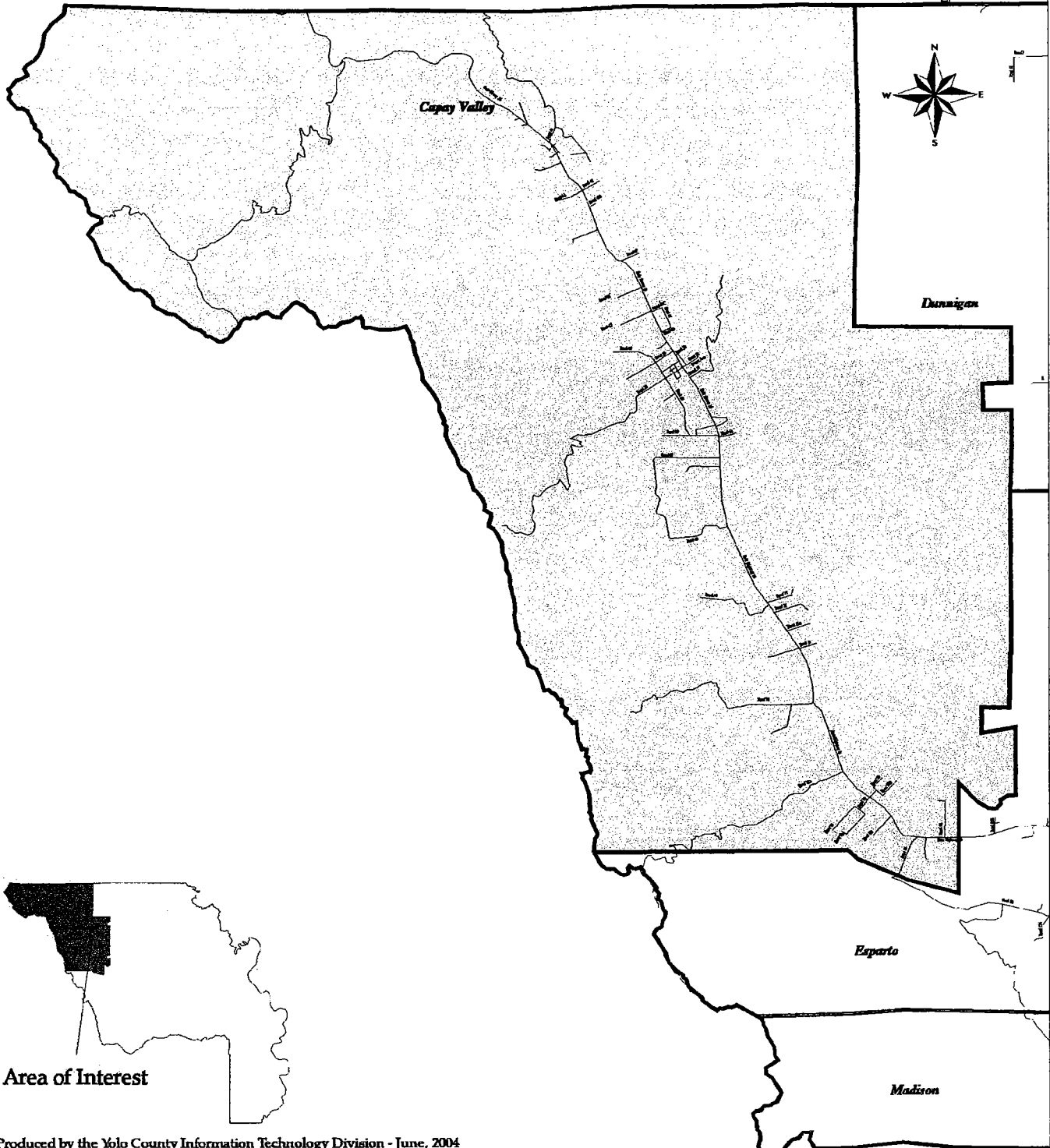
Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA.”

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




REFERENCES

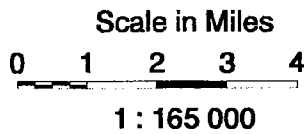
1. Rumsey General Plan, 1975, Yolo County Planning Commission
2. Capay Valley FPD Sphere of Influence, 1986, Yolo County LAFCO staff
3. Capay Valley FPD District Service Plan and interviews, 2004, Reid Thompson, Fire Chief
4. Capay Valley FPD District Service Plan and interviews, 2003, Dan Garrison, former Fire Chief
5. Interviews, Barry Burns, Fire Chief, Esparto FPD, 2003 and 2004
6. Interview, Mike Chandler, Fire Chief, Rumsey Rancheria Fire Department, 2004
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8. Yolo County Planning and Public Works Department
9. Yolo County Administrative Office, Inter-Governmental Tribal Liaison
10. Sacramento Council of Governments, 2000 Regional Profile
11. U. S Census Bureau, 2000 Census information
12. Patricia Valenzuela, “Building Together in Capay Valley”, Woodland Daily Democrat, March 14, 2004 page A1
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14. Capay Valley Vision, www.capayvalleyvision.org

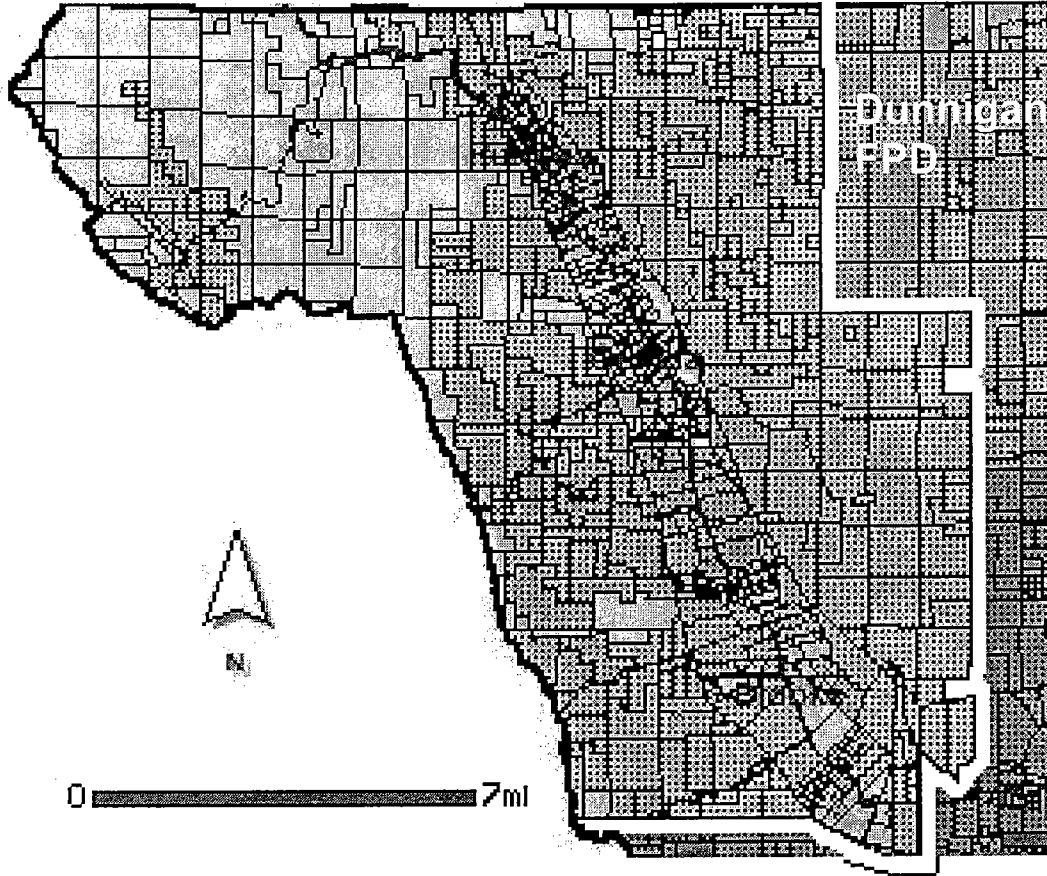
Capay Valley Fire District



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

-  Capay Valley Fire District
-  Fire District Boundaries
-  Roads & Highways





Map of Williamson Act Lands in Capay Valley Fire Protection District





Williamson Act Land Within Capay Valley FPD



Non-Williamson Act Land Within Capay Valley FPD



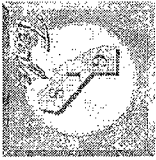
LEGEND

 NATIONAL FIRE PLAN (NFP) FIRE SUSCEPTIBILITY ZONES (FSZ)

The following map shows the NFP Fire Susceptibility Zones (FSZ) for Yolo County, California. The FSZ are based on the National Fire Plan (NFP) and are used to identify areas that are most susceptible to fire. The FSZ are divided into three categories: Very High, High, and Moderate. The Very High FSZ are shown in light gray, the High FSZ are shown in medium gray, and the Moderate FSZ are shown in white.

- ROADS**
- STATE ROUTE 153
 - HIGHWAY
 - MAILING ROAD
 - FEEDROAD
 - PRIVATE ROAD
- BOUNDARIES**
- CITY BOUNDARY
 - COUNTY BOUNDARY
- HYDROGRAPHIC**
- RIVER
 - CREEK
 - LAKE
 - RESERVOIR

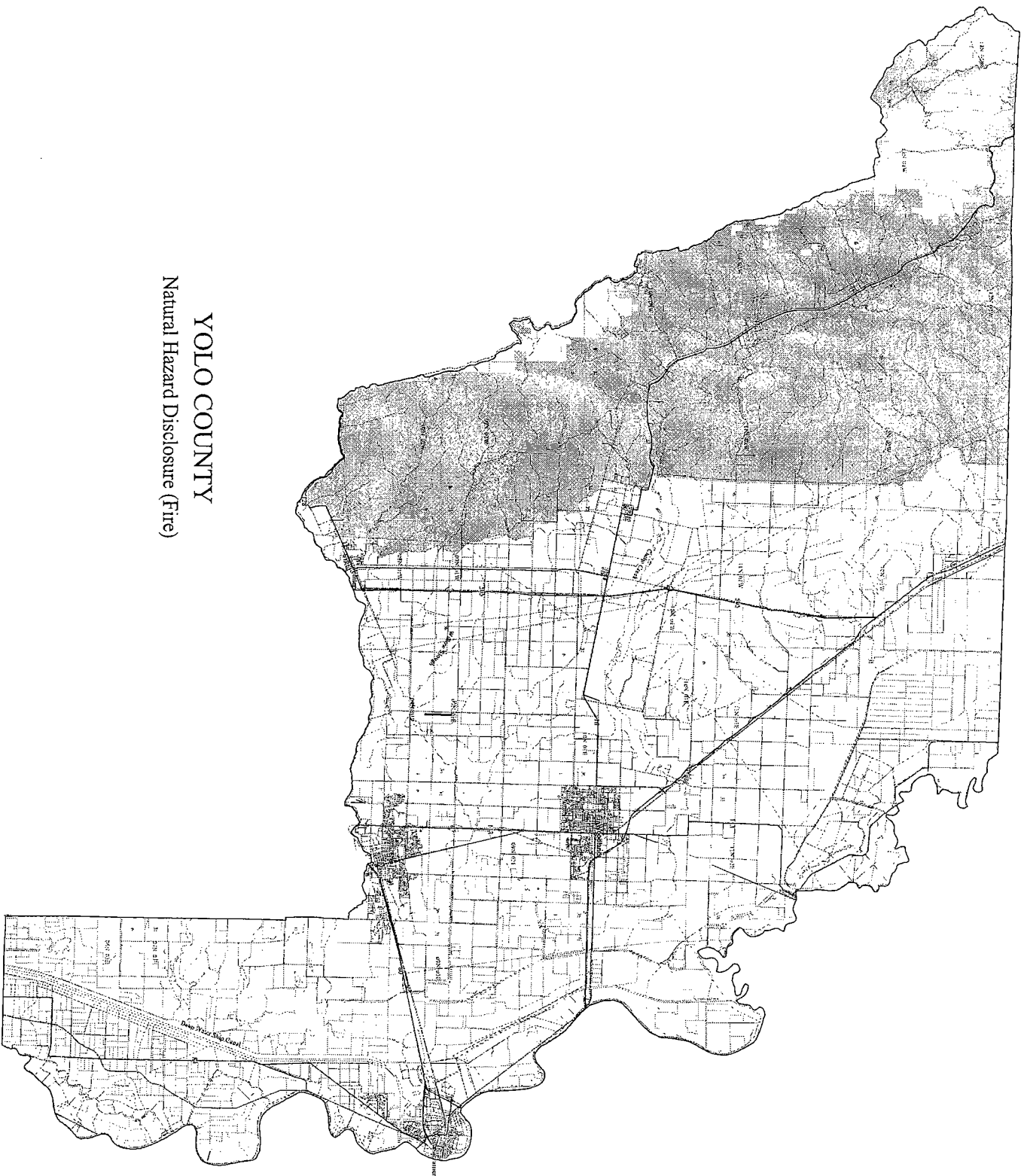


GIS SOLUTIONS GROUP

State of California
 Stephen P. Teal, Data Center

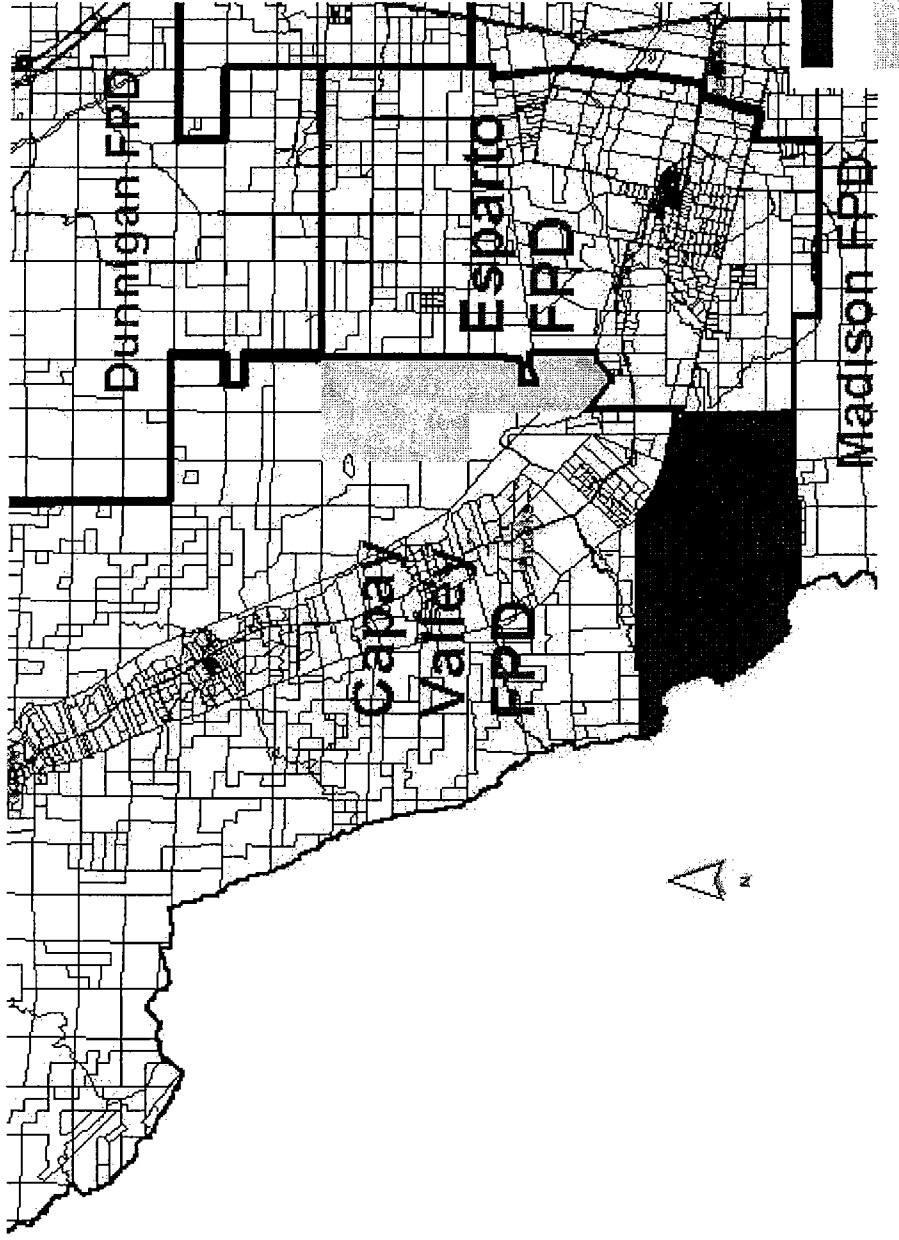
 About GIS Solutions Group
 GIS Solutions Group is a leading provider of GIS services and solutions. We specialize in providing GIS services and solutions for state and local governments, as well as for the private sector. Our services include data collection, data processing, data analysis, and data visualization. We have a proven track record of providing high-quality GIS services and solutions to our clients.

MAP #110-051
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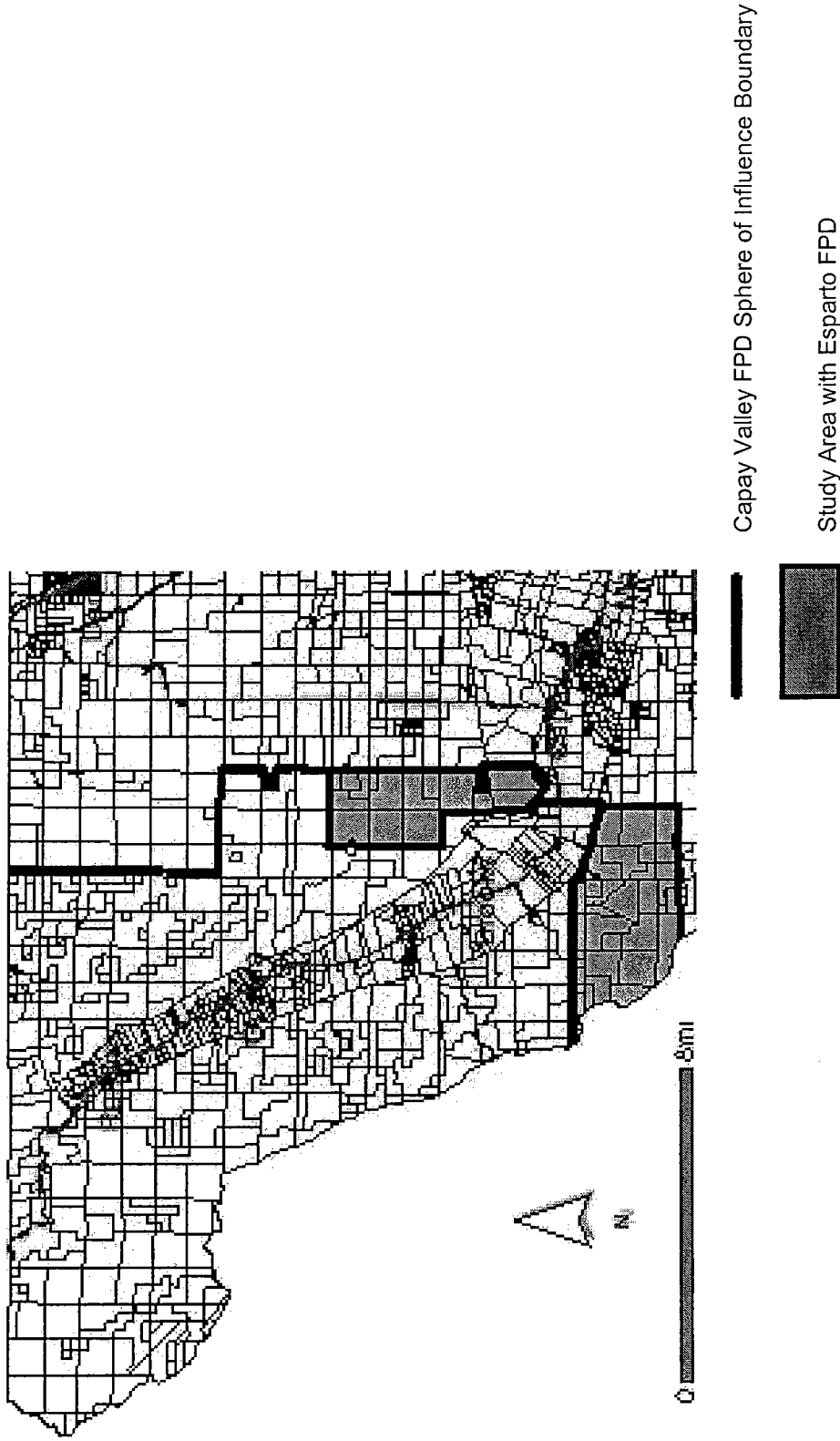
YOLO COUNTY
Natural Hazard Disclosure (Fire)





Land Currently in Esparto FPD
(5,762 acres) to Capay Valley
Land Currently in Capay Valley
FPD (5,361 acres) to Esparto

Possible Adjustment of District Boundaries Between Capay Valley FPD and Esparto FPD



Recommended 2004 Capay Valley Fire Protection District Sphere of Influence Boundary Line