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



Willow Oak FPD Engine Number 6

***LAFCO***

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**Yolo County Local Agency Formation Commission**  
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**Resolution No. 2004-10**  
**(Resolution Adopting the Willow Oak Fire Protection District**  
**Municipal Service Review and Sphere of Influence Update)**  
**(LAFCO Proceeding S-007)**

**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 Willow Oak 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 Willow Oak 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 September 27, 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 September 27, 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; and,

**WHEREAS**, LAFCO then continued the public hearing to October 25, 2004, for further hearing and proceedings, including consideration of any additional information presented by the Willow Oak Fire Protection District and other interested parties; and,

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

**WHEREAS**, on October 25, 2004, LAFCO further reviewed and considered the Notice of Exemption, the revised draft Sphere of Influence, the Executive Officer's Report and Recommendations, each of the policies, priorities and factors set forth in Government Code Sections 56425 et seq., and LAFCO's Guidelines and Methodology for the Preparation and Determination of Spheres of Influence Studies, and all other matters presented as prescribed by law; and,

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

**WHEREAS**, LAFCO then continued the public hearing to December 2, 2004, for further hearing and proceedings, including consideration of any additional information presented by the Willow Oak Fire Protection District and other interested parties; and,

**WHEREAS**, on December 2, 2004, LAFCO further reviewed and considered the Notice of Exemption, the revised draft Sphere of Influence, the Executive Officer's Report and Recommendations, each of the policies, priorities and factors set forth in Government Code Sections 56425 et seq., and LAFCO's Guidelines and Methodology for the Preparation and Determination of Spheres of Influence Studies, and all other matters presented as prescribed by law; and,

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

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

1. Each of the foregoing recitals is true and correct.
2. The 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 Willow Oak 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.

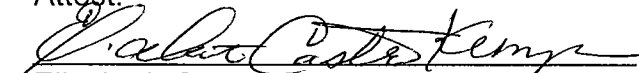
4. The Executive Officer is instructed to:
  - a. Mail a certified copy of this Resolution to the Willow Oak Fire Protection District and the County of Yolo.
  - b. Prepare and file a Notice of Exemption with the County Clerk in accordance with the California Environmental Quality Act.

**PASSED AND ADOPTED** by the Yolo County Local Agency Formation Commission, County of Yolo, State of California, this 2<sup>nd</sup> 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:

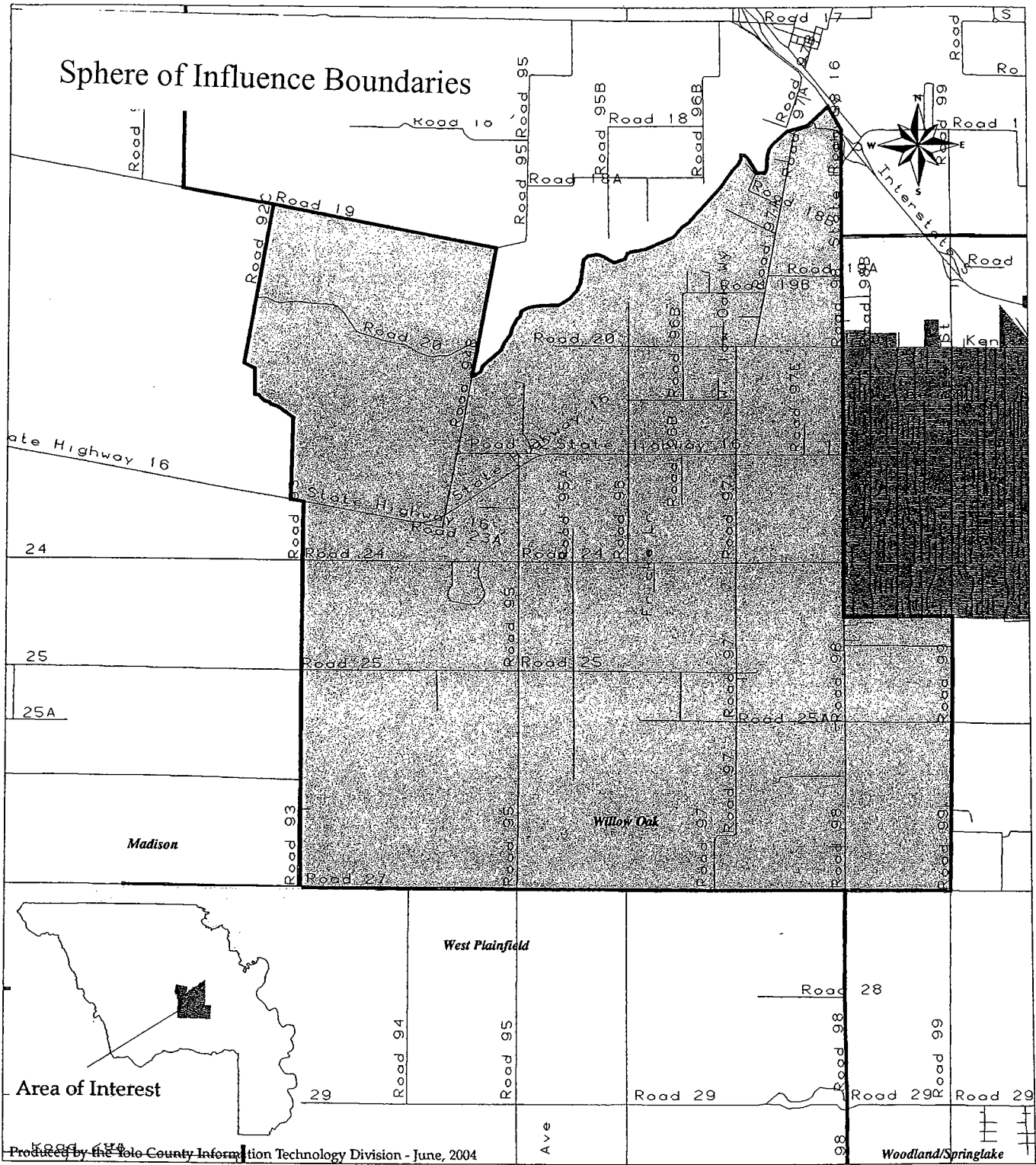
  
\_\_\_\_\_  
Elizabeth Castro Kemper, Executive Officer  
Yolo County Local Agency Formation Commission

Approved as to form:





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

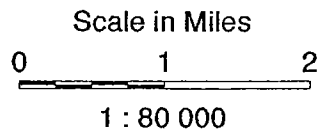
# Willow Oak Fire District

Sphere of Influence Boundaries



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

-  Willow Oak Fire District
-  City of Woodland
-  Fire District Boundaries
-  Roads & Highways



Final

Willow Oak Fire Protection District  
Municipal Services Review and  
Sphere of Influence

*Yolo County Local Agency Formation Commission*

*December 2, 2004*

# ***YOLO COUNTY***

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## ***LOCAL AGENCY FORMATION COMMISSION***

### ***COMMISSIONERS***

Helen Thomson, Chair, County Member

Artemio Pimentel, City Member

William Kristoff, City Member

Frank Sieferman, Jr., County Member

Olin Woods, Public Member

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Robert Chapman, City Member

Duane Chamberlain, 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***

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This Municipal Service Review (MSR) and Sphere of Influence (SOI) Update is prepared for the Willow Oak Fire Protection District. The combination of the two documents analyzes the District's ability to serve existing and future residents. The SOI and Service Review were prepared to meet the requirements and standards of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH). The Service Review was prepared using the Service Review Guidelines prepared by the Governor's Office of Planning and Research.

The fundamental role of the Local Agency Formation Commission, LAFCO, is to implement the CKH Act (found at Government Code §56000, et seq.), consistent with local conditions and circumstances. The CKH Act guides LAFCO's decisions. The major goals of LAFCO as established by the CKH Act include:

- ▶ To encourage orderly growth and development, which are essential to the social, fiscal, and economic well being of the state;
- ▶ To promote orderly development by encouraging the logical formation and determination of boundaries and working to provide housing for families of all incomes;
- ▶ To discourage urban sprawl;
- ▶ To preserve open-space and prime agricultural lands by guiding development in a manner that minimizes resource loss;
- ▶ To exercise its authority to ensure that affected populations receive efficient governmental services;
- ▶ To promote logical formation and boundary modifications that direct the burdens and benefits of additional growth to those local agencies that are best suited to provide necessary services and housing;
- ▶ To make studies and obtain and furnish information which will contribute to the logical and reasonable development of local agencies and to shape their development so as to advantageously provide for the present and future needs of each county and its communities;
- ▶ To establish priorities by assessing and balancing total community services needs with financial resources available to secure and provide community services and to encourage government structures that reflect local circumstances, conditions and financial resources;
- ▶ To determine whether new or existing agencies can feasibly provide needed services in a more efficient or accountable manner and, where deemed necessary,

consider reorganization with other single purpose agencies that provide related services;

- ▶ And effective January 2001, to update SOIs as necessary but not less than every five years; and
- ▶ Conduct a review of all municipal services by county, jurisdiction, region, sub-region or other geographic area prior to, or in conjunction with, SOI updates or the creation of new SOIs.

To carry out State policies, LAFCO has the power to conduct studies, approve or disapprove proposals, modify boundaries, and impose terms and conditions on approval of proposals. Existing law does not provide LAFCO with direct land use authority, although some of LAFCO's discretionary actions indirectly affect land use. LAFCO is expected to weigh, balance, deliberate and set forth the facts and determinations of a specific action when considering a proposal.

### ***Sphere of Influence Update Process***

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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 Willow Oak 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 Willow Oak 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 Willow Oak 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***

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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 Woodland Area 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***

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### ***District Background***

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#### District Topography and Demographic Features

One of fifteen fire suppression districts, the Willow Oak Fire Protection District is located generally in the central section of Yolo County (See Map 1) adjacent to the City of Woodland and generally south of Cache Creek. The major roads in the area are Highway 16 running east to west and County Road 98 running north to south making up most of the district's eastern border. The primary land uses, agriculture and agriculture-related industry, reflect the District's flat topography and rich soils, especially of those soils found on the eastern half. Most of the land is under Williamson Act contract (see Map 2). Nevertheless, the quality of the soils in the District varies from Class I to Class IV.

There are no cities or towns within the fire district. The biggest conglomeration of residents within the District is around the Monument Hills/Hilltop/Hillcrest area, which is generally south of Highway 16 between County Roads 93 and 95. The District's population, estimated by the 2000 US Census, is approximately 1,600 people who reside mainly dispersed on farms or in the Monument Hills/Hilltop/Hillcrest area ranchettes. Within a few years the District will grow by an additional 900 people once the Wild Wings Community adjacent to the Watts-Woodland Airport is fully built. There is minimal commercial development; however a few agriculture-related industrial operations exist.

#### District History and Powers

The Yolo County Board of Supervisors organized the Willow Oak Fire Protection District in accordance with the District Investigation Act of 1933 on June 7, 1937 after approval by the qualified electors on May 25, 1937. The Willow Oak Fire Protection District was created to serve a largely rural area then covering roughly 45 square miles in central Yolo County (the District is now 34 square miles due to District detachments in territory annexed to the City of Woodland). In 1961, the District was subsequently reorganized under Section 13822.5 et seq. of the California Health and Safety Code. The District abuts the City of Woodland to the east and extends six miles west along Highway 16. County Roads 92C and 93 function as the District's approximate western border. Cache Creek and County Road 27 form most of the District's northern and southern borders, respectively.

The following powers were granted to the Willow Oak FPD at the time of the 1931 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 Willow Oak FPD is adjacent to the Yolo, Woodland Springlake, West Plainfield and Madison Fire Protection Districts. The District has a "Second Alarm" agreement with the Woodland Springlake FPD and "Mutual Aid" agreements with the rest.<sup>1</sup>

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<sup>1</sup> "Second Alarm" agreement means that the fire districts will automatically respond to requests for backup if the responding unit, after evaluating the emergency, requests additional resources. The deployment of additional units to an emergency is based on a pre-arranged agreement. A "mutual aid" agreement is the district with the emergency asking for assistance from the neighboring district but the latter has discretion on whether resources can be dispatched to respond.

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

<b>Fire Protection District</b>	<b>Firefighters</b>	<b>Engines</b>	<b>Water Tenders</b>	<b>Grass Trucks</b>
Madison	14	2	2	1
West Plainfield	21	2	2	2
Woodland/Springlake	62	3*	1	0
Yolo	20	4	1	1

\* Woodland/Springlake's engines can also be used as grass trucks

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

The last comprehensive Sphere of Influence Study for the Willow Oak Fire Protection District was completed in 1983. Since then, LAFCO considered proposals that gradually reduced the size of the District as the City of Woodland grew to the west and southwest. Indeed, the District has shrunk by approximately 11 square miles from its original boundary. Table A1 summarizes the proposals impacting Willow Oak FPD since 1983.

**TABLE A1 – SUMMARY OF LAFCO PROPOSALS AFFECTING WILLOW OAK FPD**

<b>BOUNDARY CHANGE TITLE</b>	<b>DATE</b>	<b>ACRES</b>
Westside Reorganization to Woodland (LAFCO #745)	1983	171.6
Frommelt Reorganization to Woodland (LAFCO #776)	1985	18.4
Clanton Reorganization to the City of Woodland (LAFCO #826)	1991	51.8

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 Willow Oak Fire Protection District;
- Approve and adopt the Willow Oak 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***

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### ***Present And Probable Capacity and Need***

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The following is key information completed for the Willow Oak 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***

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According to Chief James Froman, at present there is no systematic method that is used to forecast District infrastructure needs. The Fire Chief is concerned about staffing levels and the adequacy of the District's equipment given the increase in traffic and the growth in new residential housing that is occurring in the District. The planned community of Wild Wings also introduces a measure of uncertainty. As part of their project mitigation efforts, the District is in negotiations with the Wild Wings developers for the latter to build a new firehouse and possibly provide a new fire truck to the District. The Chief and the Board of Commissioners are discussing the personnel levels at the District and they will make a determination soon on whether additional staff is necessary.

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 as the District experiences more growth.

### **Staff**

The District contains 23 volunteer and 2 paid firefighters in addition to one paid fire chief, two voluntary assistant chiefs and one part-time paid administrative assistant/office manager. The 1983 SOI noted 30 volunteers for the Willow Oak FPD plus two additional paid firefighters. One of the 23 current volunteers is a certified Emergency Medical Technician (EMT) and a second is a paramedic. The rest are certified to administer CPR and First Aid.

New recruits are trained in-house for a year; however, individuals can sign up for additional courses at other institutions. Refresher training practices for established firefighters and for the Chief are conducted annually and concurrently with new recruits.

In addition, the firefighters must renew their CPR license every year and their First Aid license every 3 years.

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 firefighters available to each district. For a long-term perspective in the analysis, the estimated population and firefighter numbers from the 1983 Willow Oak FPD SOI were also included. In order to control for the variance in population and number of firefighters per district, a ratio of population to firefighters was calculated. Between it and its neighbors, the Willow Oak FPD is halfway between the lowest population to firefighter ratio and the highest population to firefighter ratio among rural fire protection districts (because Woodland Springlake FPD also encompasses the City of Woodland, it is not considered a rural fire protection district).

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

<b>Fire Protection District</b>	<b>District Population</b>	<b>Number of Firefighters</b>	<b>Firefighters per Capita</b>
Willow Oak (1983)	2,000 (est.)	33	61:1
Willow Oak (2003)	1,615	25	65:1
Madison (2003)	1,389	14	99:1
West Plainfield (2003)	886	21	42:1
Woodland Springlake (2003)	50,441	62	814:1
Yolo (2003)	1,318	20	66:1

Note: Madison and Yolo are the only districts without paid firefighters. In these two districts, only the fire chief has a salary. The number of firefighters does not include the fire chief

### Equipment

The District's major equipment is composed of:

- Two engines/fire trucks: 1986 GMC with a 1,000 gpm pump and 1995 GMC with a 750 gpm pump
- Two tenders: 1957 Chevrolet (1,500 gallons) with a 200 gpm pump and 1974 Ford (3,000 gallons) with a 750 gpm pump

- Two grass trucks: 1971 Ford (3,000 gals) with a 750 gpm pump and 1999 International (650 gals) with a 500 gpm pump
- One rescue truck: 1995 Chevy

The District has no formal replacement policies. Instead, the equipment is replaced on an “as needed” basis. The District is fortunate in that its fire engines are within their useful lifespan and will continue to operate for several years if the District continues its current practice of adhering to their maintenance schedule. In addition, the district will receive a new engine by the end of 2004 as part of the mitigation efforts negotiated with the Wild Wings developers. The District may need to adopt an aggressive replacement schedule for the other trucks, especially the water tenders.

The District’s main impediment towards the replacement of new equipment is financing. The District’s stable revenue streams are only large enough to cover ongoing costs and maintenance. Further discussion on the District’s finances will occur in the “Financing Constraints and Opportunities” section. However, with the potential adoption of a stable development impact fee schedule, it is now possible for the district to enhance its revenue stream and thereby using this additional revenue to upgrade or replace equipment to ensure the long-term maintenance of its service levels.

As part of a landmark agreement with Yolo County, the Rumsey Band of Wintun Indians agreed to pay more than \$100 million over 18 years to help mitigate off-reservation impacts of its casino expansion. In conjunction with other fire protection districts, the District applied for \$17,936 of mitigation funding, based upon its need to purchase additional equipment to help manage the rise in vehicular collisions resulting from increased traffic flows along Highway 16. The District’s application detailed some of the District’s smaller equipment needs in addition to the replacement of aging vehicles. The District requested the following emergency/medical response equipment:

- Stabilization equipment to keep automobiles involved in collisions from rolling over;
- Safety equipment to protect firefighters and to secure accident scenes;
- Traffic control radios;
- 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 could 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 \$17,936.

In order to minimize the impact of development in the area, the District has a requirement that new residential wells be retrofitted with a nozzle that makes it easier for firefighters to connect the fire hoses to the well. The District imposed the retrofit requirement to reduce the possibility that the District will have an inadequate water supply when fighting structure fires. The requirement is a condition on all new building permits. The District sells the nozzle at cost; thus ensuring that the nozzle is to the District's specification.

**Call Volume**

Despite a significant increase in structures and vehicular traffic, the District's call volume has remained fairly consistent for the past four years. Table B2 groups the various types of calls received by the District from 2001 through 2003. In 2003 the District experienced a spike in the number of "Medical Aid" related calls, while most other categories saw a decrease in frequency.

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

<b>Year</b>	<b>Structure Fires</b>	<b>Grass Fires</b>	<b>Vehicle Fires</b>	<b>Vehicle Accidents</b>	<b>Medical Aid</b>	<b>Hazardous Materials</b>	<b>Mutual Aid**</b>	<b>Other*</b>
2001	4	28	3 (1α)	27 (12α)	125 (4α)	3	28	32
2002	1	37	4 (1α)	46 (24α)	102 (2α)	6	24	14
2003	2	18	1	33 (11α)	146 (5α)	1	17	10

<b>Year</b>	<b>Total Calls</b>
2001	250
2002	234
2003	227

\* This category includes any other type of call not covered in the other categories such as 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. Includes "Second Alarm" assistance to Woodland Springlake FPD

- The number of Casino-related calls out of the total number of calls

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. The District tracked the number of calls that were casino-related in order to use those numbers to support their application for casino mitigation funds.

### 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 Willow Oak FPD is divided into two zones. The developed areas (e.g. residential subdivisions and commercial/industrial centers) have an ISO rating of 8. The agricultural areas have an ISO rating of 9. Both ISO ratings are reasonable given the District's financial constraints; however, the ISO ratings are a reflection of the constraints the District faces with equipment, water availability and development. Since the District currently has no central areas of development such as cities or towns, response times are affected and in cases of multiple calls, its resources can be stretched thin.

The presence of the Wild Wings Community may have a mixed effect on the District's ISO rating. Wild Wings will mean an increase in the District's responsibilities since it will be a community of approximately 900 people and with a minimum of 337 structures. This will be partially offset by the presence of a nearby fire station, the community's

water system and by the requirement that the Wild Wings developers put sprinklers in all houses and hangars. Further, the firehouse next to Wild Wings will help reduce response times to the western areas of the District.

### Written Determinations – Municipal Services

Currently, the Willow Oak Fire Protection District adequately provides fire prevention, fire suppression, and emergency medical services despite experiencing limitations with equipment and an increase in development. Staff recommends the following findings:

1. The District is in compliance with all state laws and regulations.
2. The District may not have sufficient personnel and equipment to respond to calls over the long term. The District will need to explore ways to meet the increasing need for medical assistance or fire suppression in the future.
3. The District seeks new funding mechanisms to upgrade or replace equipment to better serve those in need of its services
4. The District was astute in participating in the four-FPD request for tribal mitigation funds. This provided a needed revenue infusion that allows the District to purchase specific, important and strategic equipment
5. In order to accommodate future development, additional infrastructure and resource needs 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***

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### ***Growth and Population***

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According to the 2000 US Census, the District currently serves a population of 1,615. Although the District's population has remained somewhat stable between 1983 through 2000, the District faces three main challenges with growth in future years: 1) the increase in vehicular traffic due to the Cache Creek Casino Resort 2) the increase in the number of structures within Willow Oaks' boundaries and 3) the completion of the Wild Wings community.

#### 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 the City of Roseville, anecdotal information indicates that traffic coming from the Sacramento area decreased by half. Assuming that this anecdotal information is accurate, it is possible to surmise that there might be a decrease in vehicular accidents



and medical aid response calls. While three years worth of data is an extremely limited sample to draw solid, statistical conclusions, the data on Table B2 support the theory of a decrease in casino-related calls.

### New Structures

Chief Froman expressed concern about the number of new houses that are being built in his district. A report from Planning and Public Works validates that the District has experienced an increase in the number of new residential structures being built within the Willow Oak FPD. Forty-nine new house permits were issued between 2000 and 2003. This number does not include any of the planned homes yet to be built in Wild Wings nor does it include permits for re-building demolished homes. Assuming that 2.5 persons might inhabit the new residences, the District's population may increase by an additional 122 people from individual homes. Some of the impact of the new development will be minimized by the requirement that residential and farming wells be retrofitted with a nozzle that allows firefighters to connect fire hoses to the well.

### Wild Wings

Wild Wings is a planned community encompassing 220 acres north of Highway 16 and adjacent to the Watts-Woodland Airport. The Wild Wings subdivision is planned for 337 single detached family homes, a 9-hole privately owned and operated golf course with clubhouse, a fire station, park and ride lot/bus stop, a recreation area and an open space area. At full build-out this community will be the equivalent of a town composed of approximately 900 people (assuming 2.5 persons per home). On the other hand, as part of the efforts to mitigate the project's impact, the District specified the locations for fire hydrants throughout the development, required the installment of sprinklers on all houses and hangars and the developers agreed to donate money to the District for the construction of a new firehouse near Wild Wings and the purchase of a new engine.

### Other Populated Areas

*Monument Hill/Hilltop/Hillcrest Estates* – Located south of Highway 16 between County Roads 94A and 95, this area is zoned by the County as "Rural Residential" and is composed of approximately 100 homes in one to five-acre parcel ranchettes.

*Willow Oak Area* – Located along County Road 97, this area has a County zoning designation of "Rural Residential", is comprised of approximately 40 homes and has a density of one house per acre.

*Woodland Westside Area* – Located on the west side of County Road 98, it is generally between Main Street/Highway 16 and Gibson Road. This area has some residential buildings, but mostly contains commercial and agriculture-related industrial development.

## ***MSR AND SOI FACTORS***

### ***Financing Constraints and Opportunities***

#### District Assessed Value

A district's assessed value is the combined secured, unsecured and utility assets as well as the total homeowner property tax exemptions within a district. The assessed value is a tool to measure the amount of development within a district as well as its property tax income. A lower assessed value means that the district will receive a lower amount of property tax revenues.

The total assessed value for the Willow Oak FPD in the 2002-2003 Fiscal year was \$197,065,444. To gain perspective, a comparison was made with its neighboring districts. This comparison is important because it highlights some of the District's challenges in raising property tax revenues.

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

<b>Fire Protection District</b>	<b>District Population</b>	<b>Assessed Value</b>	<b>Per Capita Assessed Value</b>
Willow Oak (2003)	1,615	\$197,065,444	\$122,021
Madison (2003)	1,389	\$100,417,010	\$72,294
West Plainfield (2003)	886	\$135,467,479	\$152,897
Woodland/ Springlake (2003)	50,441	\$3,181,821,886	\$63,080
Yolo (2003)	1,318	\$116,295,077	\$88,236

The District's assessed value, second highest among the five FPDs shown here, gives it a relatively high probability to collect increased property tax revenues. When controlled for population, the District's per capita assessed value is also the second highest. This puts the district in an advantageous position for enhancing its revenue; the problem is that so far the District is unable to tap into the rising income levels and property values, although property tax values, and therefore taxes, will increase some. Since the District has no development impact fees in place, it could not fully benefit from the amount of development that has taken place in the last few years.

This may change soon, however. First, the Yolo County Board of Supervisors adopted an ordinance establishing a development impact fee program to fund fire district capital facilities. Second, upon build out, the Wild Wings Community will enhance the District's share of property taxes. Among other things, Proposition 13 freezes the value of a property and allows for its re-assessment only at the time said property changes ownership. Since the Wild Wings Community is expected to be an upscale residential area, the property values on the new subdivisions will be reassessed when the developers sell new homes. The reassessment on the developed land will be at market value, resulting in higher property tax revenues for the District.

### 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)**

<b>Budget Year</b>	<b>Revenues</b>	<b>Expenditures</b>	<b>Net Amounts</b>
2000-2001	\$141,340.51	\$111,872.58	\$29,467.93
2001-2002	\$171,366.01	\$163,189.43	\$8,176.58
2002-2003	\$224,074.91	\$156,949.08	\$67,125.83

The balances from each of the years listed above were carried forward into the succeeding fiscal year as a way to shore up revenues. According to the Chief, the District's expenditures closely follow the budget and the District had no reserves prior to 2004. Starting with the 2004-05 Fiscal year, the District will have a \$10,000 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 its hall for social events 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 \$0.08 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.

### Island Annexations

In August 1980, the Woodland City Council requested the annexation of ten parcels along West Main Street into the City of Woodland under the then Municipal Organizational Act of 1977 (MORGA). As a result, LAFCO Proceeding #733, "West Main Island Annexation" was initiated. The nine of the ten parcels in question were located along West Main Street between Ashley Avenue and Cottonwood Street (refer to Map 3.

These parcels formed a "municipal island", meaning that these parcels were still under County jurisdiction but were substantially surrounded by the City of Woodland. LAFCO was authorized and encouraged to minimize municipal islands under MORGA §35150(f); however, this clause did not allow for a true reorganization. According to Lawrence Clayton, then LAFCO Executive Officer, the City of Woodland had to initiate further action to detach the islands from other districts – Willow Oak FPD among them – that provided services to the area. Although LAFCO #733 was approved and filed with the State Board of Equalization, the City did not follow up with a request to detach these parcels from other districts. As a result, a portion of these parcels' property tax still contributes to the Willow Oak FPD. The total property taxes involved add up to \$425.40 in 2003-2004 and were \$373.06 in 2002-2003.

Since LAFCO cannot initiate detachment proceedings, the City of Woodland, the Yolo County Board of Supervisors or the Willow Oak FPD Board of Commissioners would have to adopt a resolution requesting the detachment of these parcels.

### Analysis

The increase in traffic and in the number of structures within the district steadily exacerbated the District's problems with aging equipment. Until 2004, the District's revenue streams were insufficient to allow for long-term planning. Although revenues have kept up with expenditures, an analysis of the budget indicates that the increase in revenues for the District came from one-time sources, such as a spike in medical service fees or from federal grants. In other words, the District's stable revenue streams increased at a more moderate rate. Fortunately, the increase in the District's expenditures also reflect one-time expenses, such as purchasing clothing supplies, other equipment and repairs to the station house. Ongoing expenditures also grew at a stable rate. However, it appears that if the one-time increases in revenues and

expenditures were removed, the revenue sources were only adequate enough to pay for ongoing costs of existing equipment and personnel, but leave little room for acquisitions or improvements.

As explained earlier, the District pursued 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.

Another revenue opportunity includes charging out-of-district resident's insurance companies for emergency medical services. Currently, the District bills insurance companies every month for three months. After the third month, the District turns the claim over to a private collection agency. According to the Chief, this has been a successful strategy: the collection agency has a recovery rate between 90-95% and assures that the District receives \$189 for every claim of \$250.

Finally, the District has no outstanding bonds. It is currently paying for a new rescue truck at a rate of \$10,000 per year for the next three years.

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 Willow Oak 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 building growth occurring in the area.

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

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The Fire Chief develops and recommends an annual budget. It is submitted to, and approved by, the District Board of Commissioners. Most of the District's expenditures are delineated by the budget and the District does not stray too much from the allotted funds. Although there are no written procedures regarding discretionary spending, the Fire Chief and the office manager can make purchases without Commissioner approval. However, the Fire Chief has a self-imposed \$50 per month cap on individual expenditures. Any request for moving monies from their allocated funds or for funding in excess of either the base budget or in excess of the \$50 cap must be fully justified by the Fire Chief and approved by the Board of Commissioners.

The District also uses other cost-saving procedures, such as the use of competitive bidding (minimum of three bids for infrastructure replacement or procurement) and by sharing facilities. The District rents out the hall for social gatherings, and the Chief identified the rental fees as one of the three main sources of revenue.

As indicated earlier, the District is pursuing other cost-avoidance strategies. It bills non-resident's insurance companies for the cost of emergency medical services. Its 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.

### ***Opportunities for Rate Restructuring***

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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. Willow Oak 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 Willow Oak 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.

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

- The new development impact fee program adopted by the Board of Supervisors. 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 Willow Oak FPD may be approximately that amount.
- Wild Wings – The property tax appraisals that will occur because of the development of the Wild Wings Community and its residents being subject to the fire assessment. It must be noted, however, that this revenue gain may be offset somewhat by the District's cost to provide service due to the increased demand.

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***

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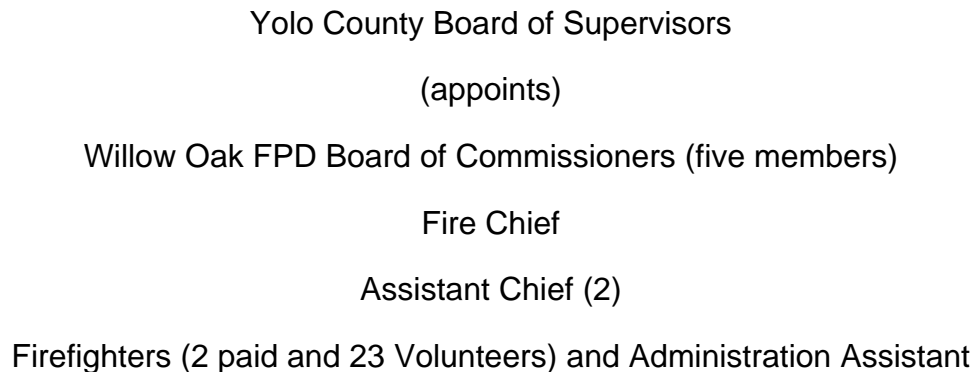
Because the District is in unincorporated territory and there are no towns within its boundaries, the District has limited opportunities to share facilities. The following is a list of opportunities available and used by the District:

- It rents its hall for community and other social events.
- It has "second alarm" agreements with Woodland/Springlake FPD and "mutual aid" agreements with other fire protection districts
- It coordinated some equipment purchases with the Yolo, Madison and Esparto FPDs 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***

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The Willow Oak 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 Shelby Johnson, D.L. Breckenridge, Robert E. Johnson, Donald L. Bierman and one vacancy. 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. Most of the disciplinary actions are taken by the Chief. The Chief informs the 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. This environment may change upon the completion of the Wild Wings Community and future MSR's would have to evaluate whether direct election of Commissioners is a viable option when more residents live within the District.

## ***Management Efficiencies and Local Accountability***

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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***

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The final mandatory factor to address is the District's impact on agricultural land. The land within the Willow Oak 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***

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- 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 Willow Oak 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, although the situation will change upon the completion of the Wild Wings Community. Wild Wings is expected to add approximately 900 residents, but the development and population growth of the Wild Wings Community will be concentrated into an area smaller than 300 acres. In addition, the water and sewer system is designed to accommodate only this subdivision. As a result, Wild Wings is

not expected to grow after its completion. There are no other development proposals within this District.

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

In the short term, the ability of the District to continue to provide fire suppression and emergency medical services should not be hampered by the growth in structures in general or by the completion of the Wild Wings Community. However if the growth continues and the District's cash flow difficulties are not resolved, in the long term its ability to provide services may be impaired.

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 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 Monument Hills/Hilltop/Hillcrest, Willow Oak and Woodland Westside are mini social and/or economic communities of interest; however, these communities' populations are expected to remain relatively stable. Upon completion, the Wild Wings Community will probably be the biggest generator of property tax revenue for the District. However, this growth will also generate an increase in demand for services.

Based upon the information contained in this document, it is recommended that the 10 and 20 year lines for the Willow Oak FPD Sphere of Influence be coterminous with its current boundaries (refer to Map 4).

## ***ENVIRONMENTAL REVIEW***

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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.

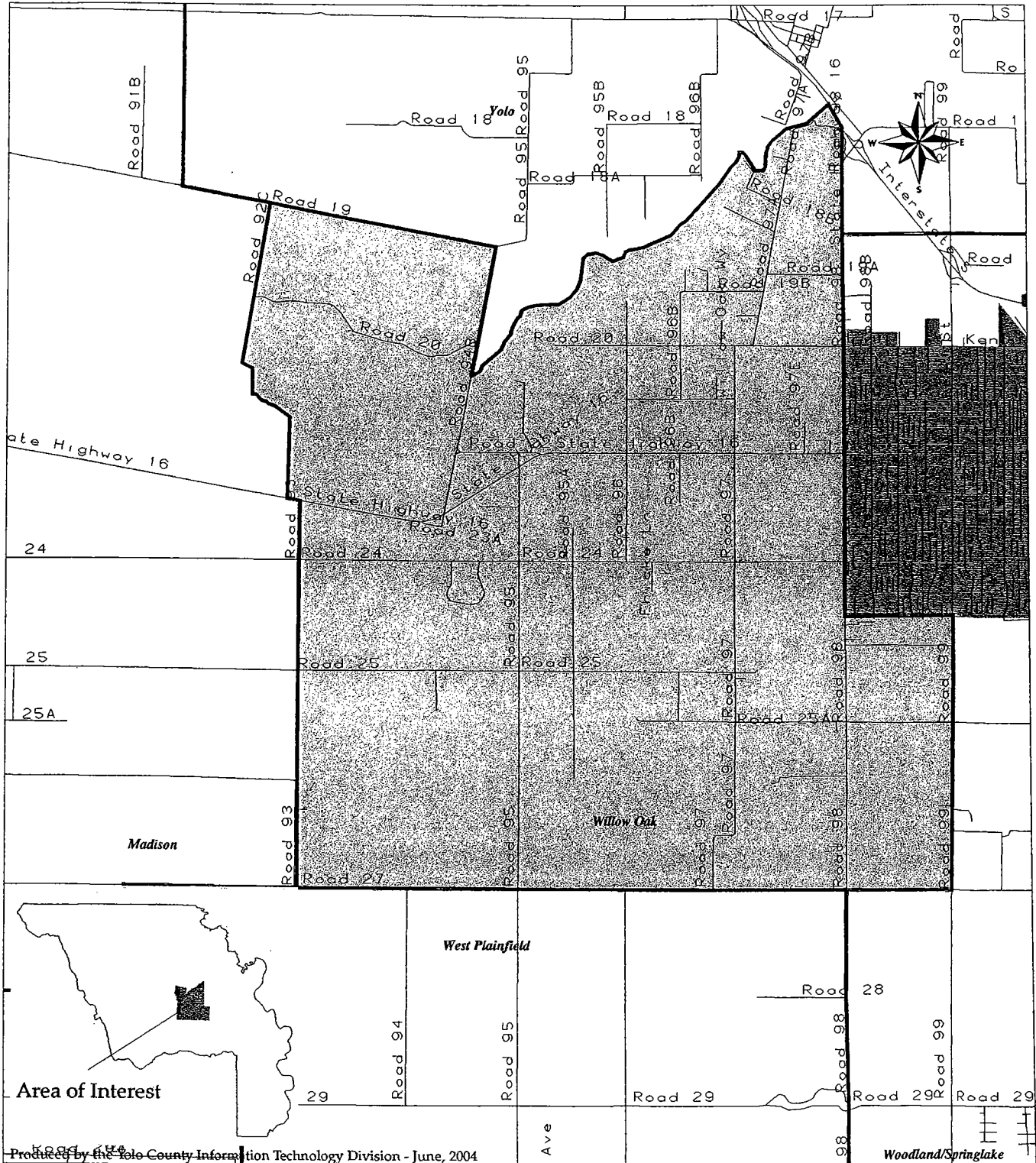
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10. U. S Census Bureau, 2000 Census information
11. Yolo County Woodland Area General Plan and Draft Housing Element

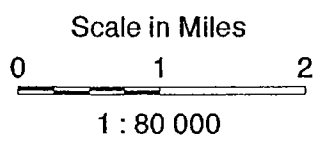
# Willow Oak Fire District

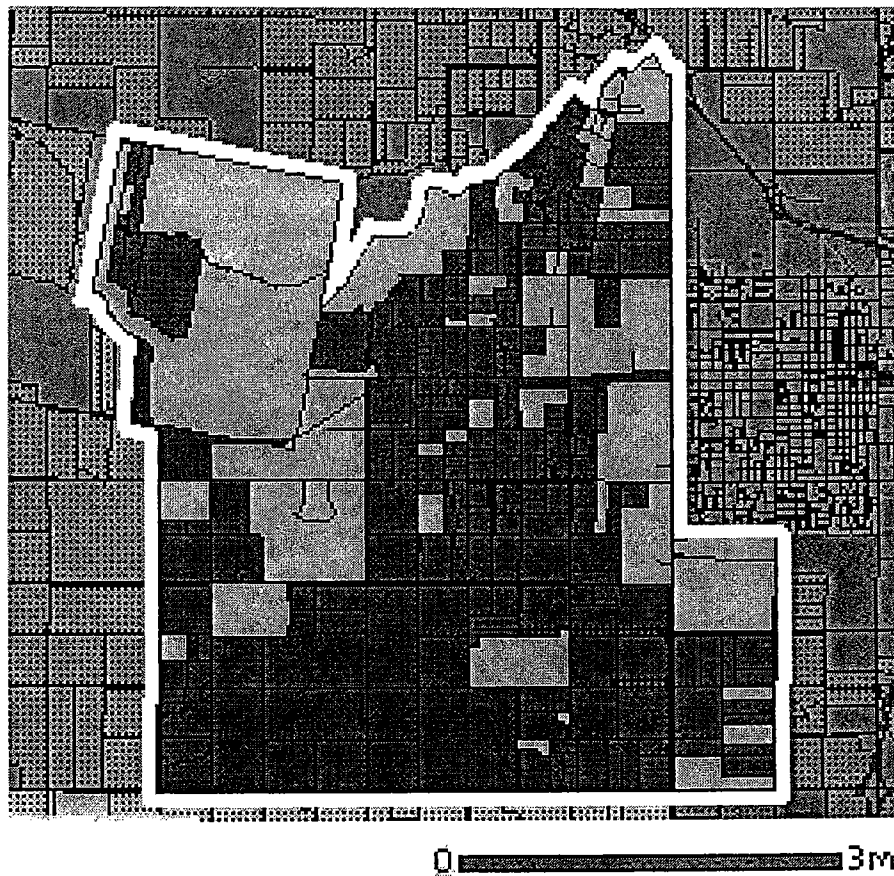
Map 1





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

-  Willow Oak Fire District
-  City of Woodland
-  Fire District Boundaries
-  Roads & Highways





## Williamson Act Lands in Willow Oak Fire Protection District

-  Williamson Act Lands Within Willow Oak FPD
-  Non-Williamson Act Lands Within Willow Oak FPD



MAP OF

WEST MAIN STREET ANNEXATION

WOODLAND

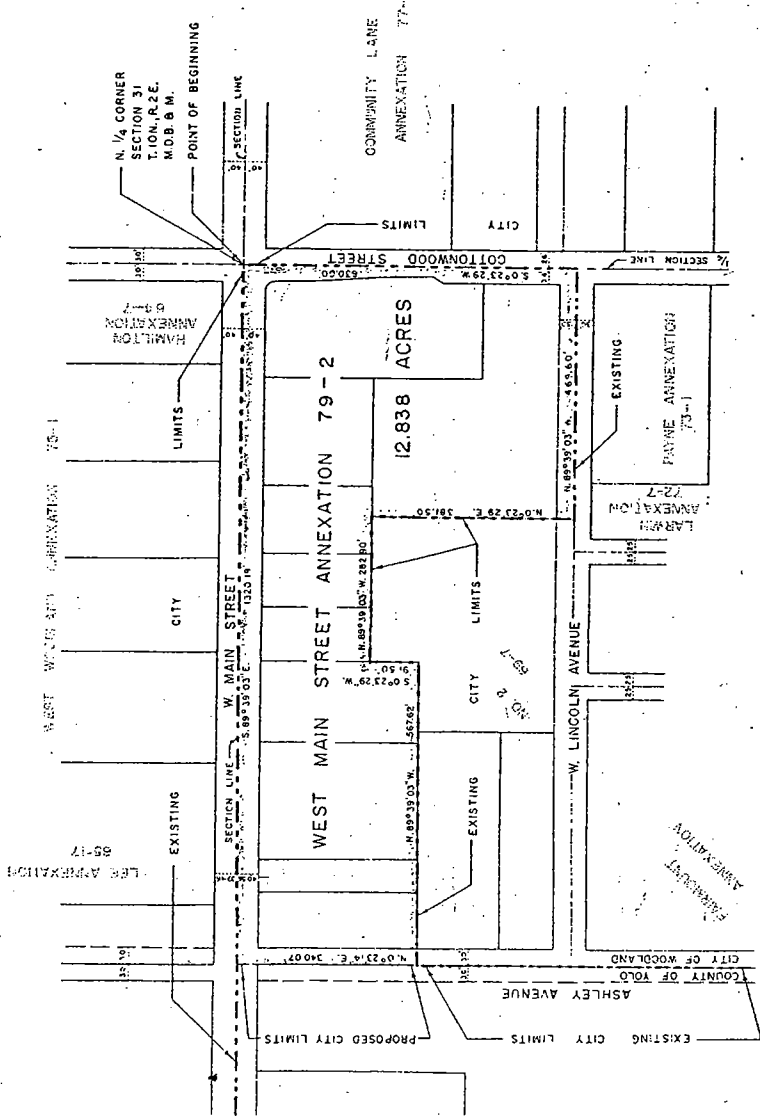
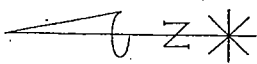
79-2

YOLO COUNTY

CALIFORNIA

SCALE 1" = 150'

1979



DESCRIPTION

A portion of the Northwest Quarter of Section 31, T. 10N., R. 2E., N.D.M., Yolo County, California, more particularly described as follows: Beginning at a point on the existing city boundary of the City of Woodland, said point being the northeast corner of the northeast quarter of said Section 31; thence S. 10° 23' 03" W., 432.00 feet along the existing city boundary line; thence N. 89° 39' 03" W., 407.62 feet along the existing city boundary line; thence N. 0° 23' 20" E., 341.56 feet along the existing city boundary line; thence S. 89° 39' 03" W., 302.00 feet along the existing city boundary line; thence S. 0° 23' 29" W., 91.50 feet along the existing city boundary line; thence N. 89° 39' 03" W., 547.62 feet along the existing city boundary line; thence N. 0° 23' 29" E., 180.07 feet to a point on the north line of said Section 31, said point being a point on the existing city boundary line; thence S. 89° 39' 03" W., 1,320.14 feet along the existing city boundary line to the point of beginning.

APPROVED BY L.A.F.C.

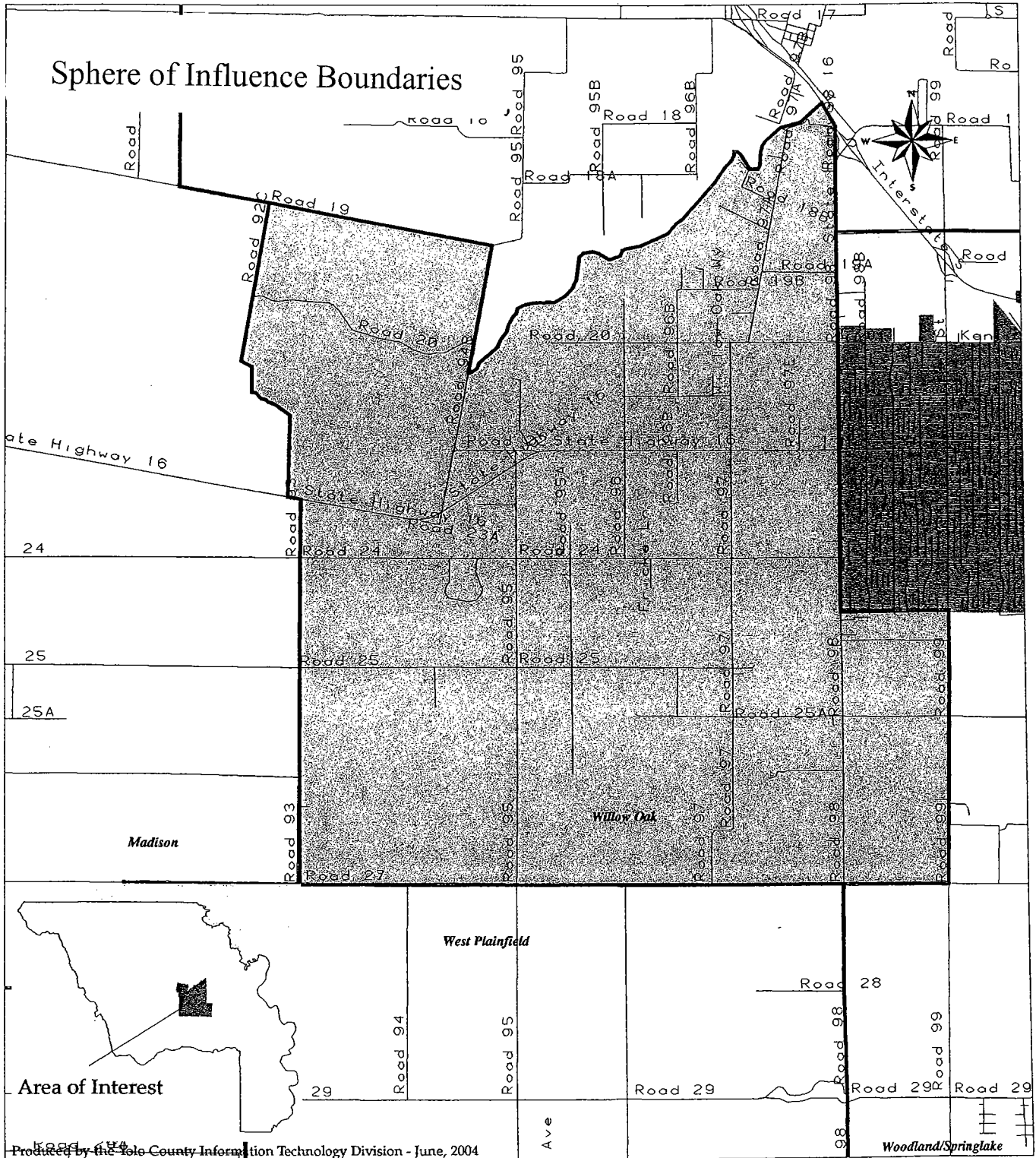
*John Crowley*  
CHAIRMAN

10/27/80  
DATE





NOTICE OF INTENTION TO ANNEX  
79-2  
TO THE CITY OF WOODLAND  
WEST MAIN STREET ANNEXATION

# Willow Oak Fire District

Map 4



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

-  Willow Oak Fire District
-  City of Woodland
-  Fire District Boundaries
-  Roads & Highways

