

AGENCY PROFILE

The Springlake Fire Protection District (FPD) was formed as an independent district on July 21, 1942 and is authorized to provide fire protection and emergency response services. On August 9, 2019, the District applied to LAFCo to change from an independent district to a dependent district under Yolo County. Effective, July 1, 2020, the District was reorganized as a dependent district to Yolo County, governed by the Board of Supervisors. And on August 4, 2020, the Yolo County Board of Supervisors delegated its decision-making authority to a local five-member Fire Commission, each appointed by the Board of Supervisors to serve four-year terms.

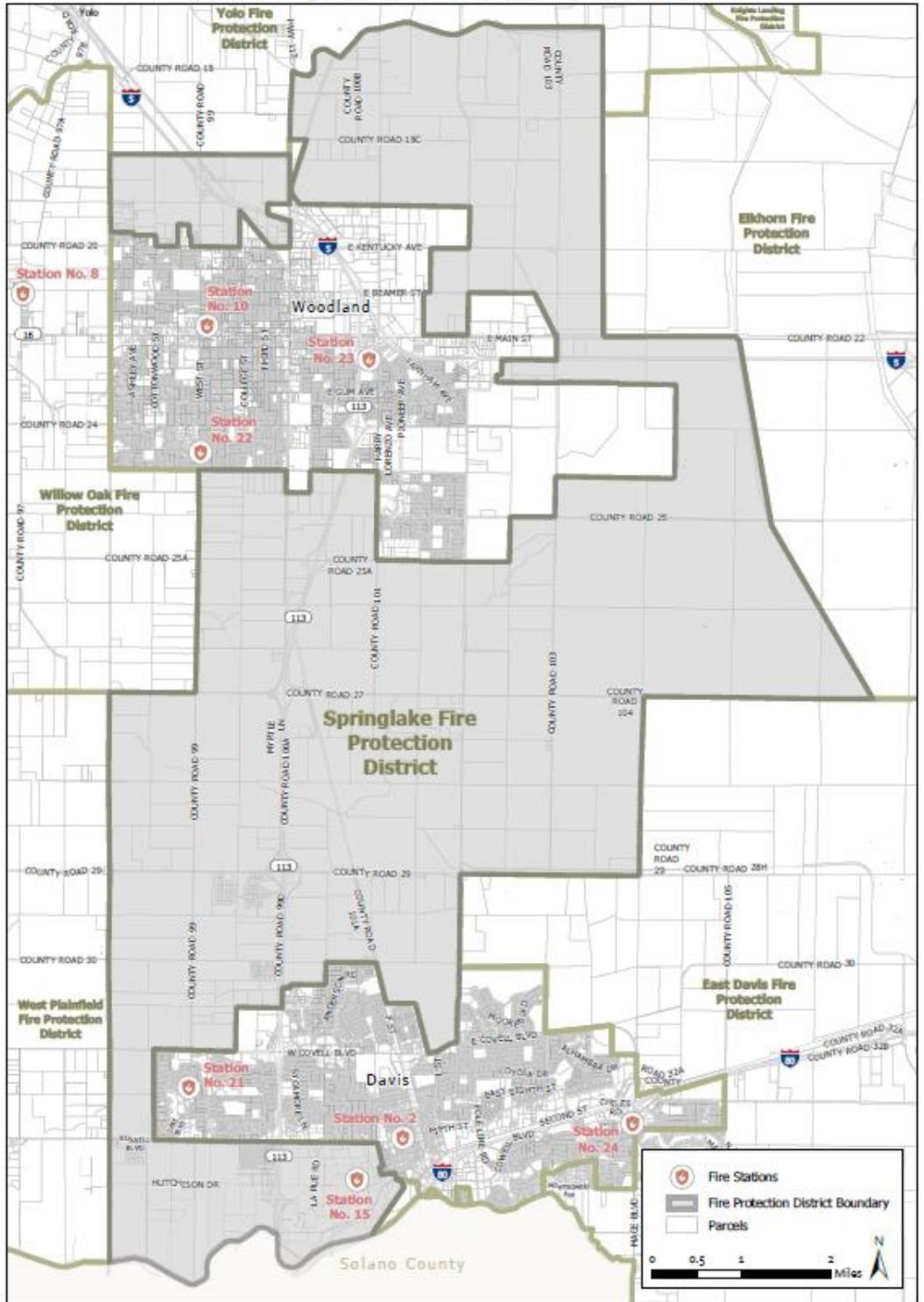
In 1959, Springlake FPD was consolidated with and subsumed the now defunct Plainfield FPD (not to be confused with the West Plainfield FPD). Springlake FPD executed a “functional consolidation” with the City of Woodland Fire Department in April 1982 where the City assumed ownership of the District’s capital assets in exchange for contractual fire protection services from the City. In November 1985 this agreement was modified to include service only to the area of the District north of County Road 29. The District then contracted with the City of Davis for fire protection services to its territory south of County Road 29, which is better served by Davis. In addition, the UC Davis campus is in the southern portion of the District, and it provides its own fire protection services from its campus Fire Department.

The District is 32,545 acres in size and serves a mix of residential, commercial, and industrial uses in the areas adjacent to Woodland and Davis, with the remainder predominantly agricultural uses. Binning Farms, North Davis Meadows, Patwin Road and West/Kentucky are designated inhabited unincorporated communities within the District. The District is located in central Yolo County and generally around and between the cities of Davis and Woodland. The District contains 713 residential and 8 commercial addresses and its population is estimated to be 6,587 residents¹.

The Springlake FPD boundary and sphere of influence (SOI) is shown below. The SOI is coterminous with the district boundary.

¹ Population estimate is based on the number of residential addresses assigned in 2021 in the FPD territory with a Yolo County average of 2.5 persons per household.

Springlake Fire Protection District and Sphere of Influence*



*Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo on April 25, 2019

MUNICIPAL SERVICE REVIEW

POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

The MSR determinations checked below are potentially significant, as indicated by “yes” or “maybe” answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by “no” answers, the Commission may find that a MSR update is not warranted.

- | | |
|--|---|
| <input type="checkbox"/> Growth and Population | <input type="checkbox"/> Shared Services |
| <input type="checkbox"/> Disadvantaged Unincorporated Communities | <input checked="" type="checkbox"/> Accountability |
| <input type="checkbox"/> Capacity, Adequacy & Infrastructure to Provide Services | <input type="checkbox"/> Broadband Access |
| <input type="checkbox"/> Financial Ability | <input type="checkbox"/> Status of Previous MSR Recommendations |

LAFCO MUNICIPAL SERVICE REVIEW:

- On the basis of this initial evaluation, the required determinations are not significant and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).
- The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

| 1. GROWTH AND POPULATION | | | |
|--|--------------------------|--------------------------|-------------------------------------|
| Growth and population projections for the affected area. | YES | MAYBE | NO |
| a) <i>Will development and/or population projections over the next 5-10 years impact the subject agency’s service needs and demands?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) <i>Do changes in service demand suggest a change in the agency’s services?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

Discussion:

a-b) *Will development and/or population projections over the next 5-10 years impact the subject agency’s service needs and demands? Do changes in service demand suggest a change in the agency’s services?*

No. The population for Springlake FPD is currently estimated to be 6,587 and there are no significant growth areas designated by the County. As the cities of Davis and Woodland annex territory, it is detached from the Springlake FPD.

The territory north of County Road 29 is dispatched by the Yolo Emergency Communications Agency and south of it by the City of Davis. Total calls that resulted in dispatched apparatus/responders were 208 in FY 18/19, 225 in FY 19/20 and 240 in FY 20/21, a 15% increase over three years.

Growth and Population MSR Determination

The population for Springlake FPD is currently estimated to be 6,587 and there are no significant growth areas designated by the County. As the cities of Davis and Woodland annex territory, it is detached from the Springlake FPD. Over the last three fiscal years, total calls that resulted in dispatched apparatus/responders were 208 in FY 18/19, 225 in FY 19/20 and 240 in FY 20/21, a 15% increase over three years, which is relatively low compared to other FPDs in the county.

2. DISADVANTAGED UNINCORPORATED COMMUNITIES

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

| | YES | MAYBE | NO |
|---|--------------------------|--------------------------|-------------------------------------|
| a) <i>If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) <i>If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

Discussion:

a) *If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer and structural fire protection?*

No. All "inhabited unincorporated communities" countywide receive structural fire protection services. The West/Kentucky area may be a disadvantaged community, but it receives city fire protection services.

b) *If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.*

Not applicable.

Disadvantaged Unincorporated Communities MSR Determination

All "inhabited unincorporated communities" countywide receive structural fire protection services. The West/Kentucky area is likely a disadvantaged community, but it receives city fire protection services.

3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

| | YES | MAYBE | NO |
|--|--------------------------|--------------------------|-------------------------------------|
| a) <i>Are there any deficiencies in the infrastructure, equipment, and capacity of agency facilities to meet <u>existing</u> service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) <i>Are there any deficiencies in the adequacy of services to meet <u>existing</u> service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| c) <i>Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable <u>future</u> growth?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| d) <i>Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| e) <i>Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

Discussion:

a-e)No. Springlake FPD has not provided direct services since 1982 and contracts with the cities of Davis and Woodland, and UC Davis for fire protection and emergency response services. The current agreement for services was executed in 2004 and expires on June 30, 2024. The agreement with UC Davis was executed in 2015 and continues indefinitely with a 90-day written notice.

Staff and Coverage, training, fire station, apparatus and equipment are all provided by a city fire department which must adhere to higher performance standards. Both National Fire Protection Association (NFPA) 1720 and 1710 are standards concerning personnel deployment and response times to fires and medical emergencies: NFPA 1720 is designed primarily for communities with volunteer firefighters. NFPA 1710 is designed primarily for communities with career, or paid, firefighters.

Capacity and Adequacy of Public Facilities and Services MSR Determination

Springlake FPD has not provided direct services since 1982 and contracts with the cities of Davis and Woodland, and UC Davis for fire protection and emergency response services. City fire departments must adhere to higher performance standards (NFPA 1710) than rural departments (NFPA 1720). The current agreement with the cities for services was executed in 2004 and expires on June 30, 2024. The agreement with UC Davis was executed in 2015 and continues indefinitely with a 90-day written notice.

Capacity and Adequacy of Public Facilities and Services MSR Recommendation(s)

- The Springlake FPD Chief should provide a written evaluation of the level of service, deployment, and response time objectives as an agenda item at a Springlake FPD meeting on an annual basis.

YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

4. FINANCIAL ABILITY

Financial ability of agencies to provide services.

| | YES | MAYBE | NO |
|--|--------------------------|-------------------------------------|-------------------------------------|
| a) <i>Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) <i>Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency need accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| c) <i>Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| d) <i>Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?</i> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| e) <i>Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| f) <i>Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| g) <i>Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| h) <i>Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

Discussion:

Financial Background

**SPRINGLAKE FIRE PROTECTION DISTRICT
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES**

| | 2017 | 2018 | 2019 | 2020 | 2021 |
|--|----------------|----------------|----------------|----------------|----------------|
| Revenue | | | | | |
| Property taxes, in-lieu taxes, HOPTR | \$ 423,174 | \$ 429,271 | \$ 486,182 | \$ 489,348 | \$ 506,327 |
| Interest | 1,061 | 1,552 | 2,707 | 5,480 | (1,581) |
| Special assessment | 51,135 | 50,657 | 50,620 | 50,962 | 49,697 |
| Other revenue | - | 2,182 | 575 | - | - |
| Total Revenue | 475,370 | 483,662 | 540,084 | 545,790 | 554,443 |
| Expenditures | | | | | |
| Services and supplies | 7,411 | 11,499 | 7,601 | 14,875 | 12,187 |
| UCD share of property taxes | 18,492 | 12,294 | 32,003 | 22,325 | 23,305 |
| Contract payments - City of Davis | 266,575 | 211,672 | 215,419 | 221,150 | 237,270 |
| Contract payments - City of Woodland | 182,892 | 248,197 | 285,061 | 287,440 | 281,681 |
| Total Expenditures | 475,370 | 483,662 | 540,084 | 545,790 | 554,443 |
| Net income (loss) | - | - | - | - | - |
| Beginning Fund Balance | - | - | - | - | - |
| Ending Fund Balances | \$ - | \$ - | \$ - | \$ - | \$ - |
| Fund Balances | | | | | |
| Unassigned | \$ - | \$ - | \$ - | \$ - | \$ - |
| Total Fund Balances | \$ - |
| Property Tax Analysis | | | | | |
| a. Assessed Value (AV) | \$ 588,090,168 | \$ 607,451,232 | \$ 642,125,616 | \$ 663,074,121 | \$ 669,451,989 |
| b. Y-T-Y Percentage change in AV | 4.22% | 3.29% | 5.71% | 3.26% | 0.96% |
| c. Current secured, unsecured and UCD | \$ 414,935 | \$ 425,170 | \$ 471,560 | \$ 486,048 | \$ 494,398 |
| d. District share of general 1% levy (UCD) | 7.0556% | 6.9992% | 7.3437% | 7.3302% | 7.3851% |

- a) *Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth keep pace with increased costs?*

No. Springlake Fire Protection District is a pass-through entity, in that all revenues in excess of administrative expenditures are remitted to the contracted agencies: City of Davis, City of Woodland and UC Davis. The District does not maintain any fund balance, including reserves of any kind.

Revenue

Springlake Fire Protection District's revenue consists of property tax revenues, special assessments and interest. Like most other rural fire districts, Springlake FPD relies primarily on a share of the general 1% property tax levy for the majority of its revenue. In fiscal year 2021 property taxes of \$506,327 comprised 91% of total revenues. The District's share of property taxes within its boundaries is approximately 7.4%, while the average for all FPDs in the County is 6.2%. This District has also levied a special assessment since 1994. In 2021 special assessment revenue was \$49,697 which accounted for 9% of total revenue.

According to the Chief, the County used to provide parcel info via a third party that provided more detailed, relevant information regarding changes to parcels. With the County moving away from the

YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

paid service, information that was once provided, and useful, is no longer available, possibly creating inaccurate parcel information.

Expenditures

In addition to some minor administrative expenditures the District's largest expenditure is contract payments to the City of Woodland and City of Davis. These payments increase as the property tax increase and special assessment increase.

- b) *Does the subject agency need to use generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency have accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*

No. The district maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records. Since the district is a dependent district, it is subject to the same accounting and financial policies as the County. Accounting and budget data including all cash receipts and disbursements are reviewed by County finance staff before they are posted.

- c) *Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*

Maybe. According to the District's minutes County financial reports are included in board meeting packets. In 2019 District board members did not detect that in-lieu taxes from State Fish and Wildlife were not posted to the District's fund.

- d) *Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*

No. The board receives reports from the County as they become available.

- e) *Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?*

No. Revenues are reliable. All of the revenue is from property taxes, special assessments and interest earned on surplus funds held by the County Treasury. All revenues are collected and allocated by the County.

- f) *Is the organization's rate/fee schedule insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?*

No. This is not applicable to Springlake FPD since the District is operating as a pass-through entity.

- g) *Is the organization needing additional reserves to protect against unexpected events or upcoming significant costs (excluding capital asset replacement, see 4f)? Does the agency need to identify and quantify what the possible significant risks and costs of infrastructure or equipment failure? Does the agency need a reserve policy?*

No. The District remits all revenues to the City of Davis, City of Woodland, and UC Davis by agreement. The District does not maintain any equipment or facilities.

- i) *Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear capital financing and debt management policy, if applicable?*

No. The District does not have any debt.

Financial Ability MSR Determination

Springlake Fire Protection District is a pass-through entity, in that all revenues in excess of administrative expenditures are remitted to the contracted agencies: City of Davis, City of Woodland and UC Davis. The District does not maintain any fund balance, including reserves of any kind. In fiscal year 2021 property taxes of \$506,327 comprised 91% of total revenues. The District's share of property taxes within its boundaries is approximately 7.4%, while the average for all FPDs in the County is 6.2%. This District has also levied a special assessment since 1994. In 2021 special assessment revenue was \$49,697 which accounted for 9% of total revenue. There are no financial considerations or obligations.

Financial Ability MSR Recommendation(s)

- Springlake FPD staff should review the County financial reports to detect any omissions, errors, or anomalies. This review may include comparing current year budget to actual amounts, comparing current year actuals to prior years', etc.

5. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities.

| | YES | MAYBE | NO |
|--|--------------------------|--------------------------|-------------------------------------|
| a) <i>Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

Discussion:

- a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*

No. Springlake FPD shares services and contracts with the cities of Davis and Woodland, and UC Davis for fire protection and emergency response services.

Shared Services MSR Determination

Springlake FPD shares services by contracting with the City of Davis, City of Woodland, and UC Davis for fire protection and emergency response services.

6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

Accountability for community service needs, including governmental structure and operational efficiencies.

| | YES | MAYBE | NO |
|---|-------------------------------------|--------------------------|-------------------------------------|
| a) <i>Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?</i> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| b) <i>Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

YOLO LAFCo MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization’s program requirements and financial management?*

d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?*

e) *Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*

f) *Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*

g) *If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*

h) *Does the organization need to improve its public transparency via a website (see <https://www.yololaftco.org/yolo-local-government-website-transparency-scorecards>)?*

Discussion:

a) *Are there any recommended changes to the organization’s governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?*

Yes.

Detaching Portion of Springlake FPD Served by City of Davis

Even though the LAFCo 2003 MSR for Springlake FPD noted “the contract with the two cities is an acceptable government structure option”, Springlake FPD is managed by the City of Woodland and its territory is currently served by three different fire departments as contract providers: The City of Davis, the City of Woodland, and UC Davis. The territory is also dispatched by two different agencies (the City of Davis and YECA). It would be more directly accountable for community service needs and less confusing to the public if the territory south of County Road 29 served by the City of Davis were part of a district managed directly by the City of Davis.

Among the purposes of LAFCo is to review and provide information to shape the development of local agencies to advantageously provide for the present and future needs of each county and its communities. The fire service provider landscape has changed significantly since Springlake FPD was formed (and reorganized in 1959 to annex the Plainfield FPD). Springlake FPD began contracting for services with the City of Woodland altogether in 1982, and then changed service providers to the City of Davis in 1985 for everything south of County Road 29 to improve response. Combining the territory served by the City of Davis under one district and the area served by the City of Woodland under another would be more efficient, more accountable for community service needs, and less confusing to the public.

Annexing Portion of Elkhorn FPD Served by City of Woodland

The City of Woodland already responds to a portion of Elkhorn FPD’s calls under its 2015 auto aid agreement and the Elkhorn FPD service is now redundant and inferior to the City’s service. The simplest governmental structure to be accountable and provide for community service needs in an

YOLO LAFCo MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

efficient manner would be to consolidate service territory served by each city under one district. Such a structure would be more uniformly accountable for community service needs, less confusing to the public, and efficient. Therefore, LAFCo recommends the Elkhorn FPD be dissolved and its service territory be annexed into Springlake FPD for the City of Woodland service area.

- b) *Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization’s program requirements and financial management?*

No. Springlake FPD has struggled to fill its seats for years, which is the reasoning behind it being reorganized as a dependent FPD effective July 1, 2020. It is understood that eventually when the fire commission loses its quorum, the Yolo County BOS will act on behalf of the Springlake FPD. Therefore, while there are issues with vacancies, there is a plan in place to address it so there is no gap in decision making authority.

| Name / Title | Start | End |
|----------------------|------------|------------|
| Vacant Seat #1 / | | 09/29/2022 |
| Vacant Seat #2 / | | 09/29/2022 |
| Carolyn Bunfill / | 09/29/2020 | 09/29/2024 |
| Wes Arvin / | 09/29/2020 | 09/29/2024 |
| Brooke Herrgessell / | 09/29/2020 | 09/29/2024 |

- c) *Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization’s program requirements and financial management?*

No. City staff perform all FPD services and functions.

- d) *Does the agency need adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct?*

No. The City maintains policies to manage all FPD services and functions.

- e) *Are any agency officials and designated staff not current in making their Statement of Economic Interests (Form 700) disclosures?*

No. Springlake FPD officials are current in filing Statement of Economic Interests (Form 700) disclosures.

- f) *Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results not reviewed in an open meeting?*

No. Springlake FPD performed audits up until FY 20/21 when it was reorganized as a dependent FPD and is now included in the Annual Comprehensive Financial Report (ACFR). The County’s audited CAFR meets general audit requirements and the CAFR satisfies the requirements of Government Code 26909.

- g) *If the agency is not audited annually, does the agency need to have a qualified external person review agency finances each year (at a minimum), comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable?*

No. Springlake FPD is audited annually and day to day operations are managed by the City which has financial staff to review agency finances.

- h) *Does the organization need to improve its public transparency via a website (see <https://www.yololafco.org/yolo-local-government-website-transparency-scorecards>)?*

Maybe. Dependent districts are not legally required to maintain a website. However, Springlake FPD maintains a website and received a 60% transparency score in 2021. Please see the report posted on the LAFCo website for where improvements are recommended.

Accountability, Structure and Efficiencies MSR Determination

Springlake FPD is managed by the City of Woodland and its territory is served by three different fire departments contract providers: The City of Davis, City of Woodland, and UC Davis. The territory is also dispatched by two different agencies (the City of Davis and YECA). It would be more directly accountable for community service needs and less confusing to the public if the territory south of County Road 29 were detached and annexed into East Davis FPD. Combining the territory served by the City of Davis under one district and the area served by the City of Woodland under another would be more efficient, more accountable for community service needs, and less confusing to the public. In addition, the City of Woodland already responds to a portion of Elkhorn FPD’s calls under its 2015 auto aid agreement and the Elkhorn FPD service is now redundant and inferior to the City’s service. Therefore, LAFCo also recommends the Elkhorn FPD be dissolved and the City of Woodland’s service territory be annexed into Springlake FPD for the City of Woodland service area.

Springlake FPD has struggled to fill its seats for years, which is the reasoning behind it being reorganized as a dependent FPD effective July 1, 2020. It is understood that eventually when the fire commission loses its quorum, the Yolo County BOS will act on behalf of the Springlake FPD. Springlake FPD performed audits up until FY 20/21 when it was reorganized as a dependent FPD and is now included in the County’s Annual Comprehensive Financial Report (ACFR). Although dependent districts are not legally required to maintain a website, Springlake FPD maintains a website and received a 60% transparency score in 2021.

Accountability, Structure and Efficiencies MSR Recommendation(s)

- The Springlake FPD territory south of County Road 29 should be detached and annexed into the East Davis FPD, which is managed directly by the City of Davis which provides the service.
- The Springlake FPD sphere of influence should be updated to include the portion of Elkhorn FPD territory within the City of Woodland auto-aid agreement service area.
- Although dependent districts are not legally required to maintain a website, Springlake FPD maintains a website and received a 60% transparency score for best practices in 2021. Please see the report at <https://www.yololafco.org/yolo-local-government-website-transparency-scorecards> for where improvements are needed.

7. BROADBAND ACCESS

Any other matter related to effective or efficient service delivery, as required by commission policy.

Per Yolo LAFCo Project Policy 6.2 “it is the intent of Yolo LAFCo to comprehensively review broadband access in MSRs of local agencies that either serve communities and/or provide emergency services where broadband connection is critical (i.e. cities, CSDs, CSAs, FPDs and RDs).”

| | YES | MAYBE | NO |
|--|--------------------------|--------------------------|-------------------------------------|
| a) <i>Is there a lack of high-performance broadband (25/3 Mbps) available in the community?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) <i>Is there a lack of low-income subscription rates and/or digital literacy programs available?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

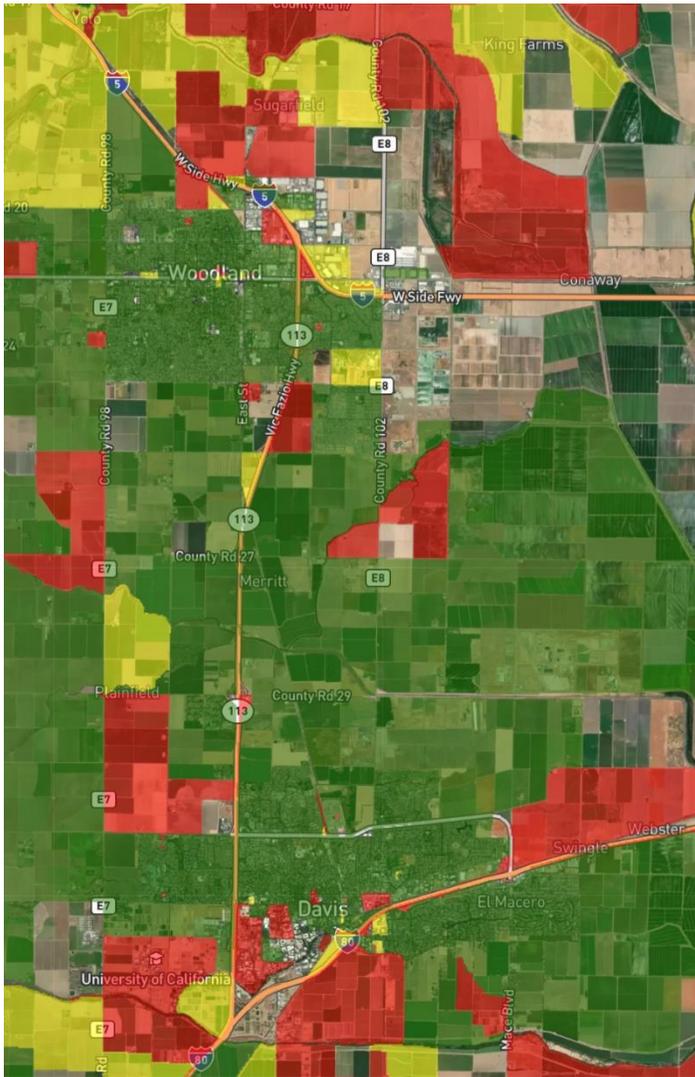
Discussion:

- a) *Is there a lack of high-performance broadband (25/3 Mbps) available in the community?*

No. City fire stations have broadband service and it is widely available in most (but not all) of the Springlake FPD territory. The FPD’s territory is large and providers vary depending on location.

YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

According to the CPUC Interactive Broadband Map, the unincorporated communities of Binning Farms, North Davis Meadows, Patwin Road and West/Kentucky have access to broadband service.



b) *Is there a lack of low-income subscription rates and/or digital literacy programs available?*

No. According to the CPUC Broadband Mapping Program, broadband adoption varies between 60-80% in some areas and is greater than 80% (the highest category) for the FPD territory.

Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account ² and generally help troubleshoot technology challenges. Information and instruction about basic computer/tablet/smartphone use is offered in ESL conversation clubs, classes and in Yolo Reads Adult and Family Literacy program. The library also provides hotspots and Chromebooks for those that need these items. The library does not have a formalized technology curriculum, although there have been discussions regarding adding it as a service.

Broadband Access MSR Determination

City fire stations have broadband service and it is widely available in most (but not all) of the Springlake FPD territory. The FPD's territory is large and providers vary depending on location. According to the CPUC Interactive Broadband Map, the unincorporated communities of

Binning Farms, North Davis Meadows, Patwin Road and West/Kentucky all have access to broadband service. Broadband adoption varies between 60-80% in some areas and is greater than 80% (the highest category) in other areas for the FPD territory.

8. STATUS OF PREVIOUS MSR RECOMMENDATIONS

| | YES | MAYBE | NO |
|--|--------------------------|--------------------------|-------------------------------------|
| a) <i>Are there any recommendations from the agency's previous MSR that have not been implemented?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

² Email from Mark Fink, Yolo County Librarian on May 26, 2021

Discussion:

a) *Are there any recommendations from the agency's previous MSR that have not been implemented?*

No. There were no recommendations from the 2016 MSR specific to the Springlake FPD.

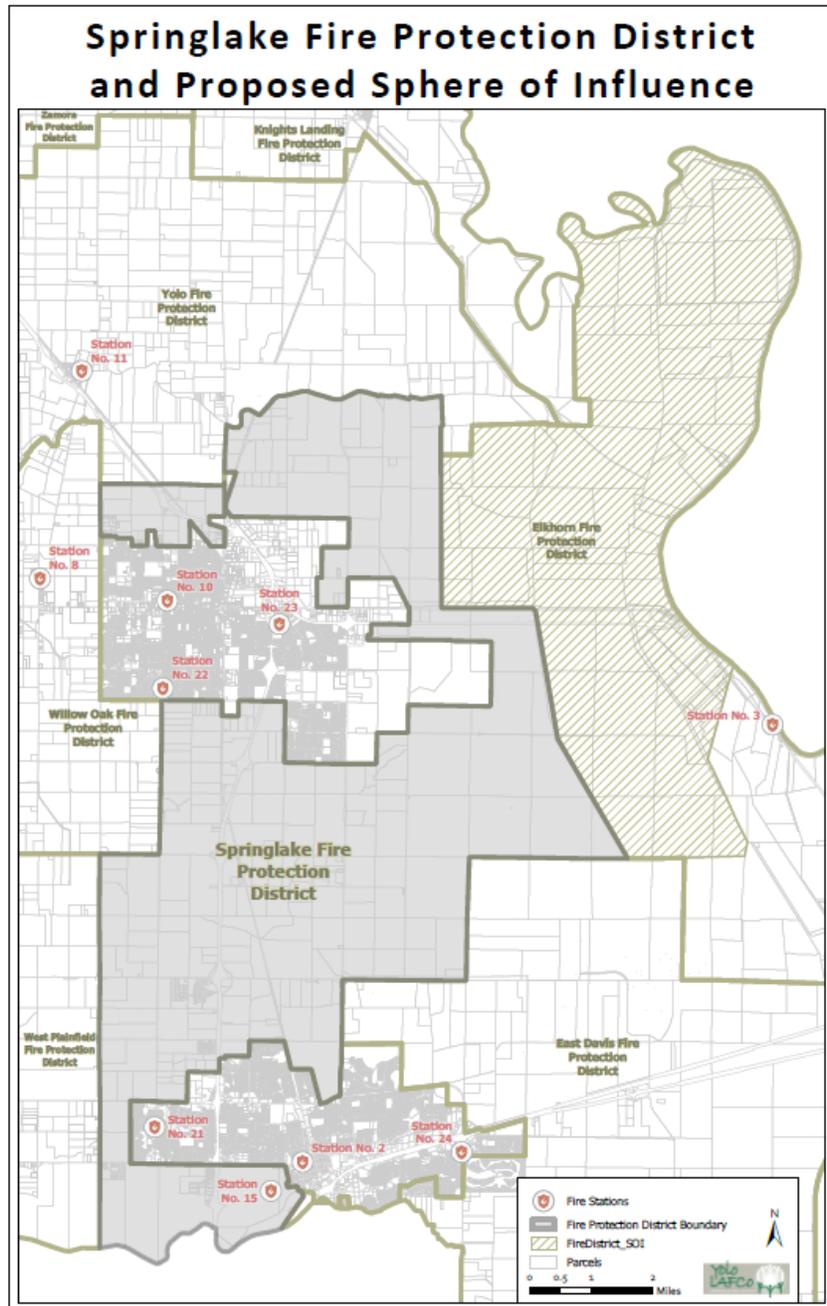
Status of Previous Recommendations MSR Determination

There were no recommendations from the 2016 MSR specific to the Springlake FPD.

SPHERE OF INFLUENCE STUDY

On the basis of the Municipal Service Review:

- Staff has reviewed the agency’s Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency’s SOI is recommended and SOI determinations HAVE NOT been made.
- Staff has reviewed the agency’s Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency’s SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.



POTENTIALLY SIGNIFICANT SOI DETERMINATIONS

The SOI determinations below are potentially significant, as indicated by “yes” or “maybe” answers to the key policy questions in the checklist and corresponding discussion on the following pages.

- Present and Planned Land Uses
- Need for Public Facilities and Services
- Capacity and Adequacy of Provide Services
- Social or Economic Communities of Interest
- Disadvantaged Unincorporated Communities

1. PRESENT AND PLANNED LAND USES

The present and planned land uses in the area, including agricultural and open-space lands.

| | YES | MAYBE | NO |
|---|--------------------------|--------------------------|-------------------------------------|
| a) <i>Would the SOI conflict with planned, orderly and efficient patterns of urban development? Would the SOI impact the identity of any existing communities (e.g. community boundaries, postal zones, school, or other service boundaries)?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) <i>Would the SOI result in the loss of prime agricultural land or open space?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| c) <i>Would the SOI conflict with any natural or made-made boundaries that would impact where services can reasonably be extended?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| d) <i>Is there a conflict with the adopted SACOG Metropolitan Transportation Plan/Sustainable Communities Strategy?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

Discussion:

a-d) *Would the SOI conflict with planned, orderly and efficient patterns of urban development? Would the SOI impact the identity of any existing communities (e.g. community boundaries, postal zones, school, or other service boundaries)? Would the SOI result in the loss of prime agricultural land or open space? Would the SOI conflict with any natural or made-made boundaries that would impact where services can reasonably be extended? Is there a conflict with the adopted SACOG Metropolitan Transportation Plan/Sustainable Communities Strategy?*

The SOI is for FPD fire protection and emergency response service territory only. The SOI area does not contain any urban development or identified communities. The SOI would not result in any change to agricultural land or open space. The SOI considers natural and man-made boundaries that would affect emergency response times. There is no conflict with SACOG growth plans.

Present and Planned Land Uses SOI Determination

The SOI is for FPD fire protection and emergency response service territory only. The SOI area does not contain any urban development or identified communities. The SOI would not result in any change to agricultural land or open space. The SOI considers natural and man-made boundaries that would affect emergency response times. There is no conflict with SACOG growth plans.

2. NEED FOR PUBLIC FACILITIES AND SERVICES

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

| | YES | MAYBE | NO |
|--|--------------------------|--------------------------|-------------------------------------|
| a) <i>Would the SOI conflict with the Commission's goal to increase efficiency and conservation of resources by providing essential services within a framework of controlled growth?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) <i>Would the SOI expand services that could be better provided by a city or another agency?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| c) <i>Does the SOI represent premature inducement of growth or facilitate conversion of agriculture or open space lands?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| d) <i>Are there any areas that should be removed from the SOI because existing circumstances make development unlikely, there is not sufficient demand to support it?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| e) <i>Have any agency commitments been predicated on expanding the agency's SOI such as roadway projects, shopping centers, educational facilities, economic development or acquisition of parks and open space?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

Discussion:

- a) *Would the SOI conflict with the Commission's goal to increase efficiency and conservation of resources by providing essential services within a framework of controlled growth?*
 No. The SOI promotes the Commission's goal to increase efficiency. In this case fire protection and emergency response would be given to the agency that can best provide services. The territory is not identified for growth.
- b) *Would the SOI expand services that could be better provided by a city or another agency?*
 No. The SOI would expand services such that they are better provided by the City of Woodland via the Springlake FPD.
- c) *Does the SOI represent premature inducement of growth or facilitate conversion of agriculture or open space lands?*
 No. The SOI would not result in growth or conversion of agricultural or open space land.
- d) *Are there any areas that should be removed from the SOI because existing circumstances make development unlikely, there is not sufficient demand to support it?*
 No. The SOI Update is for fire protection and emergency response, which is provided countywide regardless of development demand.
- e) *Have any agency commitments been predicated on expanding the agency's SOI such as roadway projects, shopping centers, educational facilities, economic development or acquisition of parks and open space?*
 No. Not applicable.

Need for Public Facilities and Services SOI Determination

Fire protection and emergency response services are provided countywide by fire protection districts. It has been determined that there is a present need for improved services in this territory. The Springlake FPD is the most equipped and able FPD to provide services to this territory. The SOI promotes the Commission's goal to increase efficiency. In this case fire protection and emergency response would be given to the agency that can best provide services. The territory is not identified for growth and the SOI would not result

YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

in growth or conversion of agricultural or open space land. The SOI Update is for fire protection and emergency response, which is provided countywide regardless of development demand.

3. CAPACITY AND ADEQUACY OF PROVIDED SERVICES

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

| | YES | MAYBE | NO |
|---|--------------------------|--------------------------|-------------------------------------|
| a) <i>Are there any issues regarding the agency's capacity to provide adequate services in the proposed SOI territory and ability to extend services?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

Discussion:

a) *Are there any issues regarding the agency's capacity to provide adequate services in the proposed SOI territory and ability to extend services?*

No. The Springlake FPD has capacity to provide services in the SOI territory via its contract with the City of Woodland.

Capacity and Adequacy of Provided Services SOI Determination

The Springlake FPD has capacity to provide adequate services in the SOI territory via its contract with the City of Woodland.

4. SOCIAL OR ECONOMIC COMMUNITIES OF INTEREST

The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

| | YES | MAYBE | NO |
|--|--------------------------|--------------------------|-------------------------------------|
| a) <i>Are there any social or economic communities of interest in the area if the commission determines that they are relevant to the agency (see also MSR checklist question 2b)?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

Discussion:

a) *Are there any social or economic communities of interest in the area if the commission determines that they are relevant to the agency (see also MSR checklist question 2b)?*

No. Not applicable.

Social or Economic Communities of Interest SOI Determination

There are no social or economic communities of interest in the SOI area.

5. DISADVANTAGED UNINCORPORATED COMMUNITIES

For an update of an SOI of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

| | YES | MAYBE | NO |
|---|--------------------------|--------------------------|-------------------------------------|
| a) <i>If the subject agency provides public services related to sewers, municipal and industrial water or structural fire protection (same as MSR checklist question 2a) does the proposed SOI exclude any disadvantaged unincorporated community (per MSR checklist question 2b) where it either may be feasible to extend services or required to be included under SB 244?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

Discussion:

- a) *If the subject agency provides public services related to sewers, municipal and industrial water or structural fire protection (same as MSR checklist question 2a) does the proposed SOI exclude any disadvantaged unincorporated community (per MSR checklist question 2b) where it either may be feasible to extend services or required to be included under SB 244?*

Not applicable. There are no disadvantaged unincorporated communities in the SOI territory, and all unincorporated territory receives fire protection services. The SOI Update is intended to improve services for the territory.

Disadvantaged Unincorporated Communities SOI Determination

There are no disadvantaged unincorporated communities in the SOI territory, and all unincorporated territory receives fire protection services. The SOI Update is intended to improve services for the territory.