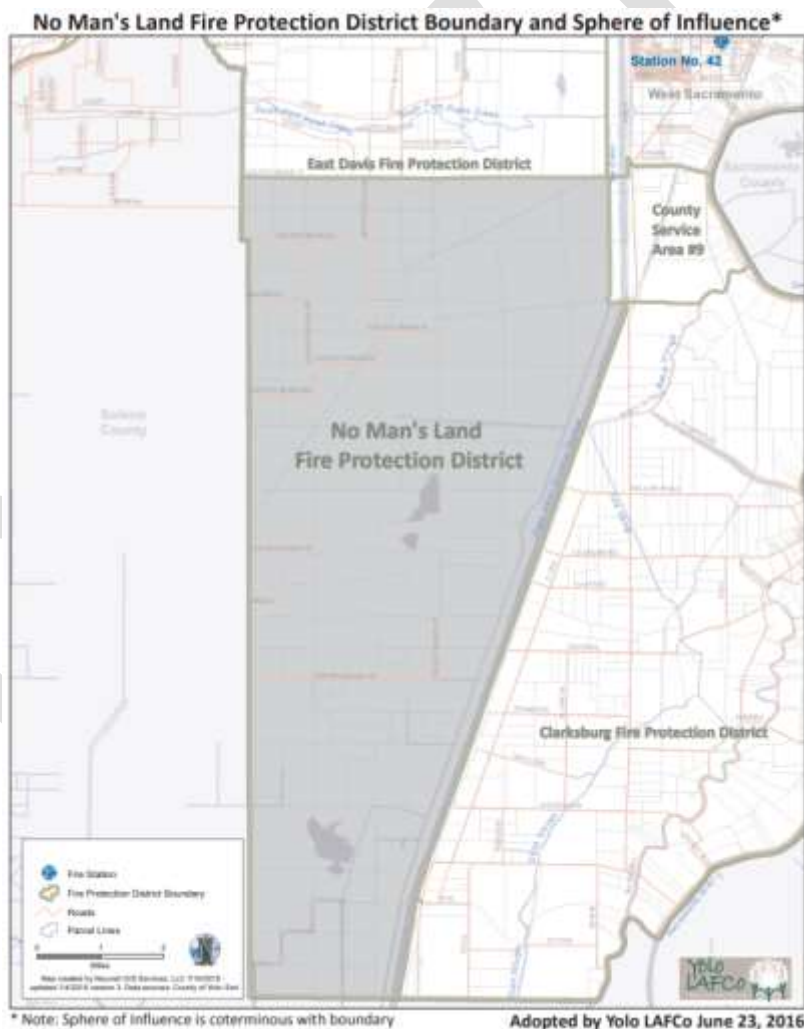


AGENCY PROFILE

The No Man’s Land Fire Protection District (FPD) was formed in 1974 as a dependent district to Yolo County, and is authorized to provide fire protection and emergency response services. The Board of Supervisors acts as the FPD Board of Directors and has never delegated this authority to a local fire commission. Upon its formation until 1974, the FPD contracted with the City of Dixon for services. The City of Davis then provided services on a temporary basis and was made permanent with the City and County approving a 10-year contract beginning in 1997. The City continues to provide service via contract extensions.

The District is 35,639 acres in size and serves the remote area southeast of the City of Davis between Solano County and the Sacramento Deep Water Ship Channel. The District contains 33 residential and 0 commercial addresses and its population is estimated to be 82 residents¹.

The No Man’s Land 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.

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 checked="" type="checkbox"/> Broadband Access |
| <input checked="" 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	YES	MAYBE	NO
Growth and population projections for the affected area.			
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 No Man’s Land FPD is currently estimated to be 82 and there are no significant growth areas designated by the County. The territory is dispatched by the City of Davis and total calls that resulted in dispatched apparatus/responders were 13 in FY 18/19, 6 in FY 19/20 and 15 in FY 20/21, a 15% increase over three years. Changes in service demand do not suggest a change in service provider.

Growth and Population MSR Determination

The population for No Man’s Land FPD is currently estimated to be 82 and there are no significant growth areas designated by the County. The territory is dispatched by the City of Davis and total calls that resulted in dispatched apparatus/responders were 13 in FY 18/19, 6 in FY 19/20 and 15 in FY 20/21, a 15% increase over three years. Changes in service demand do not suggest a change in service provider.

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. There are no unincorporated communities located within the No Man’s Land FPD boundaries and the territory is not identified as disadvantaged².

- 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. There are no unincorporated communities located within the No Man’s Land FPD boundaries and the territory is not identified as disadvantaged.

² CALAFCO Disadvantaged Unincorporated Communities for State, RSG Inc. GIS Layer, dated December 10, 2021

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. No Man's Land FPD has never provided direct services since it was formed in 1974 and currently contracts with the City of Davis for fire protection and emergency response services. The current agreement for services was executed in 2009 and expires in twenty years on June 30, 2029 and can be terminated with 4 years advance 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

No Man's Land FPD has never provided direct services since it was formed in 1974 and currently contracts with the City of 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 for services was executed in 2009 and expires in twenty years on June 30, 2029 and can be terminated with 4 years advance written notice.

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

- Should the No Man's Land FPD not be dissolved, its Chief should provide a written evaluation of the level of service, deployment, and response time objectives as an agenda item at a No Man's Land FPD meeting on an annual basis. The city service provider should report NFIRS data in a manner that allows it to be separated from city incidents and reported for each FPD served.

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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input 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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input 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 checked="" type="checkbox"/>	<input 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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f) <i>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)?</i>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input 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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input 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 checked="" type="checkbox"/>	<input type="checkbox"/>

YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

Financial Background

**NO MANS LAND FIRE PROTECTION DISTRICT
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES**

	2017	2018	2019	2020	2021
Revenue					
Property tax, in-lieu tax, HOPTR	\$ 7,517	\$ 7,711	\$ 9,965	\$ 9,912	\$ 10,637
Interest	388	580	1,148	800	(250)
Other County funding	-	-	-	-	16,000
Special assessment	16,211	16,259	15,995	16,259	16,259
Total Revenue	24,116	24,550	27,108	26,971	42,646
Expenditures					
Services and supplies	623	773	773	773	823
City of Davis contract payment	34,276	35,496	36,749	37,819	38,413
Total Expenditures	34,899	36,269	37,522	38,592	39,236
Net income (loss)	(10,783)	(11,719)	(10,414)	(11,621)	3,410
Beginning Fund Balance	43,506	32,723	21,004	10,590	(1,031)
Ending Fund Balances	\$ 32,723	\$ 21,004	\$ 10,590	\$ (1,031)	\$ 2,379
Fund Balances					
Restricted - Development impact fees	\$ 4,721	\$ 4,787	\$ 4,895	\$ 4,998	\$ 5,051
Assigned - General reserve	55,404	55,404	55,404	-	-
Unassigned	(27,402)	(39,187)	(49,709)	(6,029)	(2,672)
Total Fund Balances	\$ 32,723	\$ 21,004	\$ 10,590	\$ (1,031)	\$ 2,379
Y-T-Y Change in total Fund Balances					
Amount Increase (Decrease)	\$ (10,783)	\$ (11,719)	\$ (10,414)	\$ (11,621)	\$ 3,410
Percentage Increase (Decrease)	-24.79%	-35.81%	-49.58%	-109.74%	-330.75%
Property Tax Analysis					
a. Assessed Value (AV)	\$39,984,443	\$38,325,695	\$41,684,959	\$45,450,447	\$49,093,539
b. Y-T-Y Percentage change in AV	7.36%	-4.15%	8.77%	9.03%	8.02%
c. Current secured, unsecured and HOPTR	\$ 7,273	\$ 6,961	\$ 8,983	\$ 9,677	\$ 10,382
d. District share of general 1% levy (c/a)	1.8190%	1.8163%	2.1550%	2.1291%	2.1147%

Discussion:

- 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?*

Yes. The State purchased a significant portion of the district territory resulting in the district losing a significant portion of its core revenue base. These structural issues have never been resolved. The District has experienced operating losses in each of the last seven fiscal years and by the end of fiscal year 2020 had a deficit unassigned fund balance. In fiscal year 2021 the County gave a subsidy of \$16,000 to the District for liquidity purposes. The operating losses appear to be a result of decreased special assessment revenue. The decrease in special assessment revenue is a result of the State purchase of land in the District on which the State will not pay Proposition 218 assessments and the discontinuance of "hand billing" special assessments levied on other government-owned exempt parcels. According to the contract the District entered into with the City of Davis, the City is responsible for assisting the District in its collection of assessments. The District is not viable as currently being operated.

Revenue

No Man's Land FPD's revenue consists of property taxes, special assessments, development impact fees, interest, a subsidy from the County (one-time) and other miscellaneous revenue. The District relies primarily on a share of the general 1% property tax levy (40% of total 2021 revenue) and special assessments (60% of total 2021 revenue) for the majority of its revenue to fund its operations. The District's share of property taxes within its boundaries is approximately 2.1%, while the average for all FPDs in the county is 6.2%. The District has also levied a special assessment since 1998, the year in which the District contracted with the City of Davis. The City is responsible per the contract for assisting the District in its collection of assessments; however, assessments have not been collected from governmental agencies since 2015. The District also imposes development impact fees (DIF) which can only be used by the District to acquire equipment and facilities to service new development. In 2011 the District collected \$4,560 in DIF; the only amount received to date.

Expenditures

Since No Man's Land FPD is a "contract district" it has very few expenditures: liability insurance, special assessment enrollment fee, financial reporting fee and the annual contract payment to the City of Davis. The current contract with the City of Davis was executed on December 15, 2009 with a term of 20 years. The contract requires the District to pay the City a base amount of \$30,534.50 for fiscal years 2010 through 2012. Beginning in year 4 (FY 2013), the base amount is adjusted for inflation.

- b) *Can 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 of 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?*

Yes. It appears there has been a lack of financial oversight of the District for many years to the extent that County and City of Davis staff failed to address the financial decline of the District that began in fiscal year 2014 in part due to the discontinuance of "hand billing" special assessments levied on other government-owned exempt parcels. Besides approving the annual budget, the District board (the BOS) does not receive any financial data.

- 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?*

Yes. See 4c above.

- 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?*

Yes. Generally, most of the revenues are reliable, with the majority coming from property taxes and special assessments. However, it appears, the special assessments of at least \$10,000 annually is not being collected from exempt parcels owned by governmental agencies.

- f) *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*

YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

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)?

Yes. The district has sustained financial losses since 2014 and as of June 30, 2014 had a deficit unassigned fund balance. See 4a above.

- 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?*

Yes. The District contracts with the City of Davis for fire suppression and related services and as such has limited risks that would not require a large reserve. However, all of the District's unrestricted fund balance has been expended to cover revenue shortages which began in fiscal year 2014. LAFCo's overarching recommendation to Yolo County is to renegotiate city service contracts to operate as a pass-through of revenues. However, at a minimum the District should have a general reserve of \$13,000, which is the total of 50% of unsecured property taxes and 50% of special assessments to maintain liquidity, and an unassigned fund balance of \$6,000, or approximately 15% of expenditures, to protect against unanticipated revenue shortfalls and expenditures.

- 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?*

Maybe. Yolo County subsidized NMLFPD operations in fiscal year 2021 to keep it solvent. It is unknown at this time whether the County will require the subsidy to be repaid.

Financial Ability MSR Determination

Over time, the State has purchased a significant portion of the district territory resulting in the district losing a significant portion of its core revenue base. These structural issues have never been resolved. The District relies primarily on a share of the general 1% property tax levy (40% of total 2021 revenue) and special assessments (60% of total 2021 revenue) for the majority of its revenue to fund its operations. The District's share of property taxes within its boundaries is approximately 2.1%, while the average for all FPDs in the county is 6.2%. The District has experienced operating losses in each of the last seven fiscal years, and by the end of fiscal year 2020 had a deficit unassigned fund balance. The operating losses appear to be a result of decreased special assessment revenue. Compounding the problem, the City of Davis is responsible per the contract for assisting the District in collecting special assessments levied on other government-owned exempt parcels, which stopped occurring for some reason in 2015.

The contract requires the District to pay the City a base amount of \$30,534.50 for fiscal years 2010 through 2012 and beginning in year 4 (FY 2013) is adjusted for inflation. In fiscal year 2021 the County gave a subsidy of \$16,000 to the District for liquidity purposes. It appears there has been a lack of financial oversight of the District for many years to the extent that County and City of Davis staff failed to address the financial decline of the District that began in fiscal year 2014. Besides approving the annual budget, the District board (the BOS) does not receive any financial data. The District is not viable as currently being operated.

Financial Ability MSR Recommendation(s)

- Should No Man's Land FPD not be dissolved, it should develop a financial plan to return the district to solvency including potentially increasing the Proposition 218 assessment.
- Should No Man's Land FPD not be dissolved, establish financial oversight policies and procedures that would detect anomalies and potential financial issues in a timely manner.
- Should No Man's Land FPD not be dissolved, review the City of Davis contract terms related to special assessment billings and collections, and clearly delineate and document responsibilities of all parties.

YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

- Should No Man’s Land FPD not be dissolved, districts that collect an AB 1600 Development Impact Fees should, every five years, make the findings required by Government Code Section 66001(d) to help ensure that fees collected from new development are spent solely on appropriate facilities.

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. No Man’s Land FPD shares services and contracts with the City of Davis for fire protection and emergency response services.

Shared Services MSR Determination

No Man’s Land FPD shares services and contracts with the City of 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"/>
c) <i>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?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) <i>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)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) <i>Are any agency officials and designated staff <u>not</u> current in making their Statement of Economic Interests (Form 700) disclosures?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

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f) <i>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 <u>not</u> reviewed in an open meeting?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
g) <i>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?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
h) <i>Does the organization need to improve its public transparency via a website (see https://www.yololaftco.org/yolo-local-government-website-transparency-scorecards)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

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. No Man’s Land FPD’s services are provided by the City of Davis, which provides service to two other dependent FPDs also. Combining the territory served by the City of Davis under one district would be more efficient, increase accountability for community service needs, and reduce public confusion.

When No Man’s Land FPD was formed in 1974, annexation to the East Davis FPD was considered during the formation process, but “the City of Davis has refused to annex the territory to the East Davis Fire District at this time, and the East Davis Fire Protection District has therefore stated they do not desire to annex the territory.”³ Consequently, a separate FPD was formed to contract with the City of Dixon for services. However, in 1997 the service provider for No Man’s Land FPD changed to the City of Davis. Therefore, the initial reason for a separate district no longer exists and the shape and development of the FPDs should evolve accordingly.

- 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. The Yolo County Board of Supervisors serves as the board of the FPD.

- 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 Yolo County provides financial management. See 4c regarding issues with No Man’s Land FPD 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?*

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. No Man’s Land FPD is exempt from 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?*

³ LAFCo Report on Formation of No-man’s Land FPD, January 11, 1974.

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No. The dependent FPD's (including No Man's Land FPD) are included in the annual audit of the County's 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. The No Man's Land FPD is audited annually as part of the County's ACFR and its financial transactions are very minimal.

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

No. The No Man's Land FPD does not have a website and is not required to because it is a dependent district. Yolo County should consider including a page on its website regarding the FPD.

Accountability, Structure and Efficiencies MSR Determination

No Man's Land FPD's services are provided by the City of Davis, which provides service to two other dependent FPDs also. It would be more directly accountable for community service needs and less confusing to the public if the territory served by the City of Davis were under one district with one contract managed directly by the City of Davis. The reason No Man's Land FPD was formed instead of annexing to East Davis FPD was because the City of Dixon initially provided service. Since the City of Davis began providing service in 1997, the reason for a separate district no longer exists and the shape and development of the FPDs should evolve accordingly. The Yolo County Board of Supervisors serves as the board of the No Man's Land FPD. No Man's Land FPD is included in the County's ACFR and it does not maintain a website.

Accountability, Structure and Efficiencies MSR Recommendation(s)

- No Man's Land FPD should be dissolved and its territory should be annexed into the East Davis FPD, which is managed directly by the City of Davis and provides the service.
- Should the No Man's Land FPD not be dissolved, Yolo County should consider including a page on its website regarding the FPD.

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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input 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?*

Yes. The No Man's Land FPD is very remote with an estimated population of 82 people and is unserved by fixed broadband according to the CPUC Interactive Broadband Map. AT&T provides mobile service up to 46/7 Mbps.



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 is greater than 80% (the highest category) for the FPD territory, which is presumably a data skewing error considering the territory is not served. AT&T offers programs for low-income households that reduces cost by \$30 per month.

Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account⁴ 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

The No Man's Land FPD is very remote with an estimated population of 82 people and is unserved according to the CPUC Interactive Broadband Map. AT&T provides mobile service up to 46/7 Mbps.

Broadband Access MSR Recommendation

- Yolo County should consider the lack of broadband service in the No Man's Land area as it addresses rural access issues.

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"/>

⁴ 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 No Man's Land FPD.

Status of Previous Recommendations MSR Determination

There were no recommendations from the 2016 MSR specific to the No Man's Land FPD.

DRAFT

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.

DRAFT