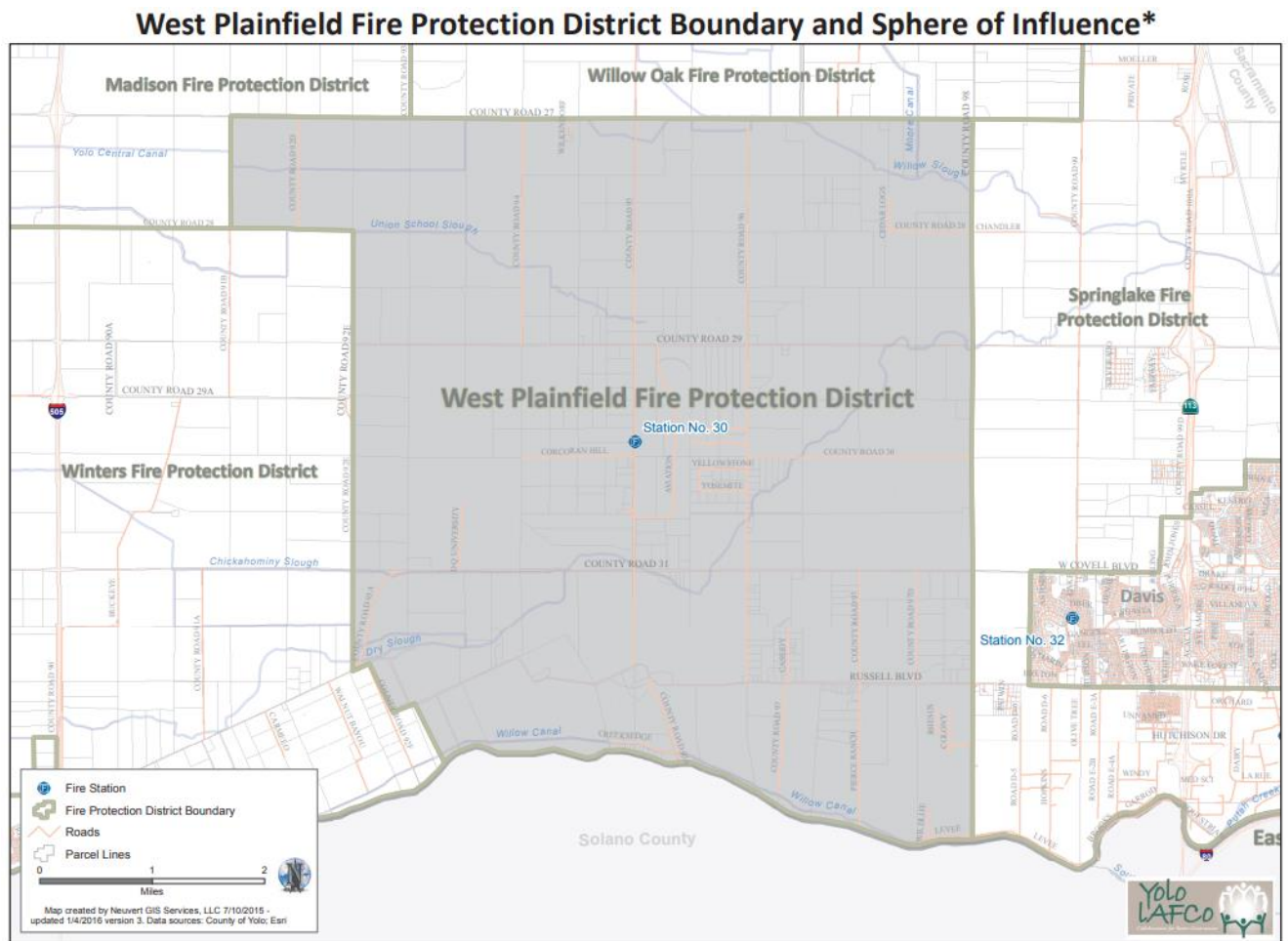


**AGENCY PROFILE**

The West Plainfield Fire Protection District (FPD) was formed in 1930 and is authorized to provide fire protection and emergency response services. It was formed as a dependent district to Yolo County, which delegated its decision making to a local Fire Commission with five members, each appointed by the Board of Supervisors to serve four-year terms.

The District is 21,221 acres in size and serves the unincorporated town of West Plainfield, including the Yolo County Airport, a portion of the University of California, Davis campus, and the surrounding rural area. West Plainfield FPD contains 301 residential and 3 commercial addresses and its residential population is estimated to be 752 residents<sup>1</sup>. It also serves an elementary school, one care home, Sacred Oaks Healing Center, and a local church. The West Plainfield FPD station is located at 24901 County Road 95 and it has 6 apparatus and 1 utility vehicle. West Plainfield FPD has 3.75 paid staff FTE, 3 reserves and 19 volunteers.

The West Plainfield FPD boundary and sphere of influence (SOI) is shown below.



\* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo June 23, 2016

<sup>1</sup> 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 checked="" 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 checked="" type="checkbox"/> Financial Ability                            | <input checked="" 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.

<b>1. GROWTH AND POPULATION</b>			
Growth and population projections for the affected area.	<b>YES</b>	<b>MAYBE</b>	<b>NO</b>
a) <i>Will growth 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) *Will growth and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?*

No. The population for West Plainfield FPD is currently estimated to be 752 and is not expected to have any significant development that would compromise service levels. According to YECA, total calls that resulted in dispatched apparatus/responders were 140 in FY 18/19, 194 in FY 19/20 and 233 in FY 20/21, a 66% increase in only three years. West Plainfield FPD staff attributes this to an aging district population and more tourist traffic to Winters.

- b) *Do changes in service demand suggest a change in the agency's services?*

**YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

No. Changes in service demand do not suggest a change to the West Plainfield FPD services or boundary.

**Growth and Population MSR Determination**

The population for West Plainfield FPD is currently estimated to be 752 and is not expected to have any significant development that would compromise service levels. Over the last three fiscal years, total calls that resulted in dispatched apparatus/responders were 140 in FY 18/19, 194 in FY 19/20 and 233 in FY 20/21, a 66% increase in only three years. Changes in service demand do not suggest a change to the West Plainfield FPD services or boundary.

**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. The West Plainfield FPD territory is not disadvantaged<sup>2</sup> and all "inhabited unincorporated communities" countywide receive structural 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**

The West Plainfield FPD territory is not disadvantaged and all "inhabited unincorporated communities" countywide receive structural fire protection services.

<sup>2</sup> 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 <b>infrastructure, equipment, and capacity of agency facilities</b> 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 <b>adequacy of services</b> 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) *Are there any deficiencies in the **infrastructure, equipment, and capacity of agency facilities** to meet existing service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?*

No.

Fire Stations

The West Plainfield FPD has one station located at 24901 County Road 95 at the Yolo County Airport. It was built in 1967 and septic and well systems are adequate. However, the facilities need to be upgraded to accommodate 24/7 staff coverage, some of which have been completed. There is a community center (Lillard Hall) on the same property. The District manages the center and it's use; it has its own checking account and staff.

**YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**



Apparatus

West Plainfield FPD has 7 apparatus and 1 command vehicle as follows:

Use	Apparatus	Type	Age (yrs)	Reserve? (Y/N)
<b>Structure Fires</b>	Engine-30	1	17	No
<b>Wildlands Fires</b>	Brush-30	5	2	No
	Brush 230	6	4	No
	Brush 330	5	2	No
<b>Water Tenders</b>	Water 30	Tactical -1	1	No
	Water 230	1	15	No
<b>Command/Utility</b>	U 30	Utility	24	No

All West Plainfield FPD apparatus receive regular maintenance service, regularly scheduled rig checks, and annual pump testing. Hoses and ladders are tested every two years and the ladders were last tested on January 28, 2022. The FPD has recently repaired its hose testing equipment and will test hoses early in Fiscal Year 2022-2023.

The FPD currently supplies all responding members with appropriate, in-date personal protective equipment (PPE). PPE is regularly inspected and follows a PPE replacement schedule. All self-contained breathing apparatus (SCBA) receive annual flow testing and all bottles are current in hydro date.

West Plainfield FPD operates adequate communications equipment including radios; however, they are no longer supported through the manufacturer with the exception of a single Bendix King KNG portable, and approximately 5 Kenwood TK-7180 VHF mobile radios. All apparatus has a mobile radio and portable radios for every seat for 3 primary apparatus.

ISO Rating

The Insurance Services Office, Inc. (ISO) evaluates fire departments for the purpose of establishing insurance premiums, called "ISO ratings". An ISO fire rating is a score from 1 to 10 that indicates how

## YOLO LAFCo MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

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well-protected a community is by the fire department and will affect insurance rates. West Plainfield FPDs ISO rating is 03/3Y. The first number refers to the classification of properties within 5 road miles of a fire station and within 1,000 feet of water supply. The second number applies to properties within 5 road miles of a fire station but beyond 1,000 feet of water supply. In the ISO rating scale, a lower number is better: 1 is the best possible rating, while a 10 means the fire department did not meet ISO's minimum requirements. ISO generally assigns Class 10 to properties beyond 5 road miles of a fire station.

- b) *Are there any deficiencies in the **adequacy of services** to meet existing 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).*

No.

### Staff, Coverage and Training

The West Plainfield FPD has 3.75 paid staff FTE, 3 reserves and 19 volunteers (0.25 FTE is the Commission Clerk and the remainder are firefighters). West Plainfield Station 30 is staffed by one career personnel 24 hours per day, 7 days per week with a second career part-time firefighter from 9:00 am to 2:00 pm, typically Monday-Thursday. The District adds an additional staff person during Red Flag events. Plus, occasionally volunteer members work shifts ranging from 4-8 hours.

West Plainfield FPD has written guidelines and procedures and reports having a training program that ensures personnel are competent and safe to execute operations. The FPD trains all incident response personnel in ICS (incident command system) and participates in the Yolo County Fire Chiefs Association Training Program. Responding personnel are fit tested on an annual basis.

### Incident Reporting and Adequacy of Services

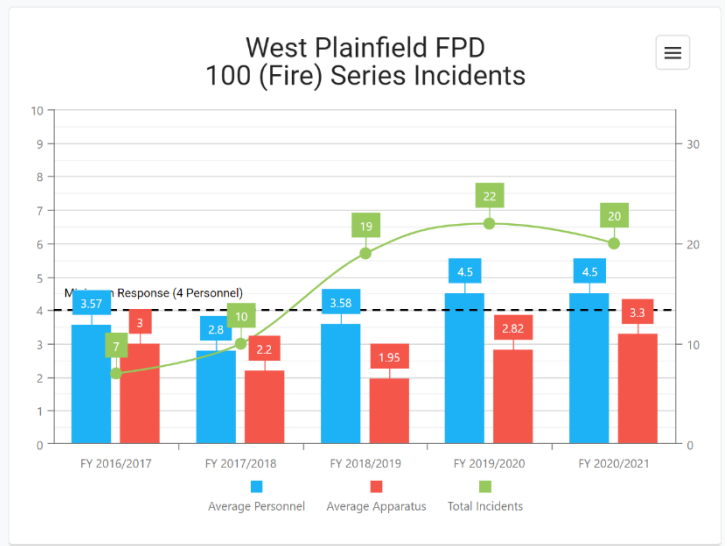
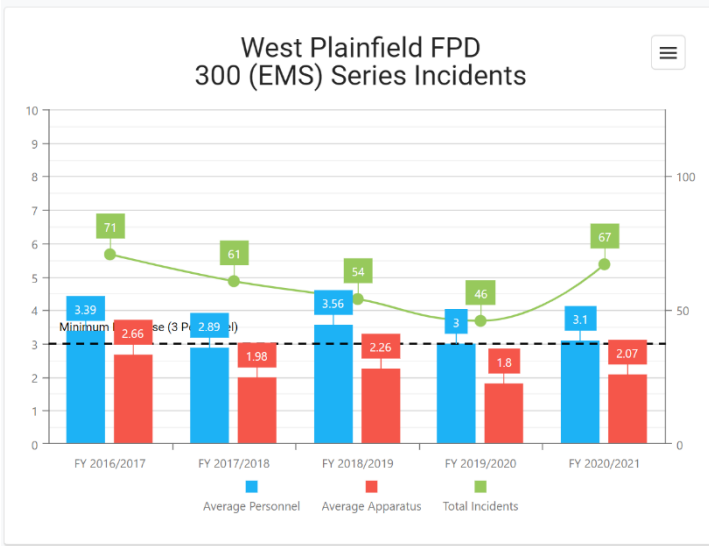
West Plainfield FPD utilizes Emergency Reporting web-based program for reporting and documentation. National Fire Incident Reporting System (NFIRS) reports are exported quarterly. Regarding the adequacy of response, standards for the number of personnel and apparatus were determined by the Fire Chiefs MSR Subcommittee for fire and rescue/EMS calls<sup>3</sup>.

Below is West Plainfield FPD's NFIRS response data for the last five fiscal years:

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<sup>3</sup> By consensus of the Yolo Fire Chief's MSR Subcommittee, it was determined the minimum adequate response for a fire call is 4 personnel and 2 apparatus, and for a rescue/EMS call is 3 personnel and 1 apparatus.

**YOLO LAFCo MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**



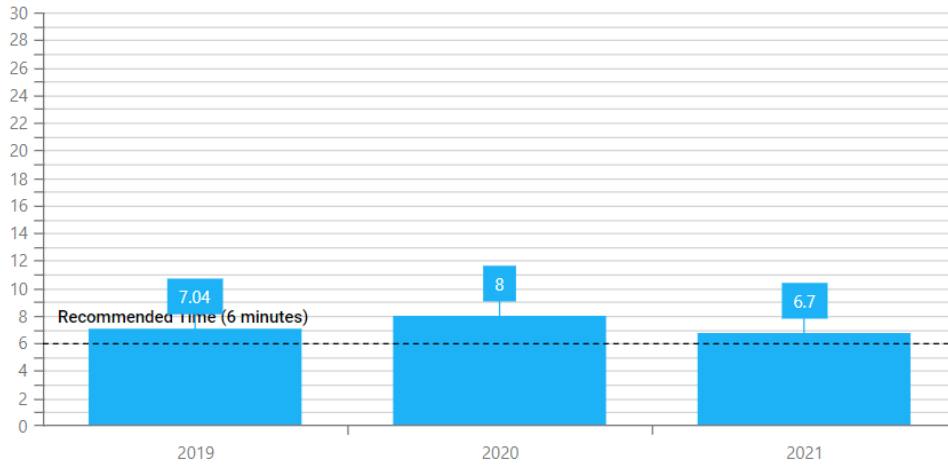
The above graphs show that, excepting FY 2017/18, West Plainfield FPD was able to respond to its rescue/EMS calls with sufficient staff coverage (which is the more common call at roughly a 3 to 1 ratio). And for fire calls, West Plainfield FPD was below the minimum 4 personnel the first three FYs and exceeded the standard the last two FYs. West Plainfield FPD needs to keep an eye on its personnel response to calls to ensure adequate coverage.

**Response Time and Missed Calls**

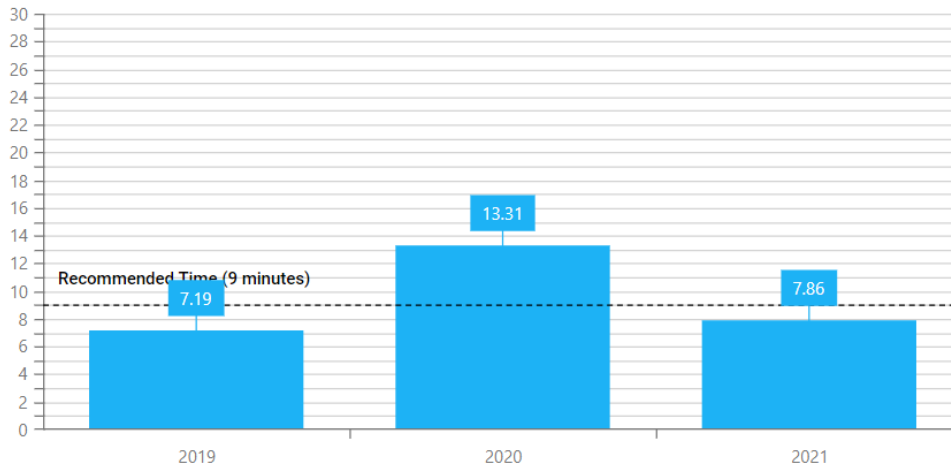
The MSR Subcommittee developed response time goals for rescue/emergency medical service (EMS) calls (6 minutes) and fire calls (9 minutes) for the first responding unit to arrive on scene. LAFCo recognizes it may be more difficult for volunteer and/or more rural FPDs to meet this goal, however as the MSR Subcommittee indicated, it represents a goal to focus on. FPD response time averages<sup>4</sup> for the 2019 – 2021 calendar years are shown below.

<sup>4</sup> Based on YECA data. For a list of the data outliers omitted, please reference the methodology discussion on page 1-10 of this MSR/SOI.

### West Plainfield FPD 300 (EMS) Response Time Average



### West Plainfield FPD 100 (Fire) Response Time Average



West Plainfield FPD has had 0 missed call in the last three fiscal years as reported by YECA.

#### Annual Performance Evaluation

NFPA requires FPDs to evaluate its level of service, deployment, and response time objectives on an annual basis. West Plainfield FPD provides reports evaluating its level of service, deployment, and response time objectives at most Commission meetings, and are discussed if there's an issue.

- c) *Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable future growth?*

No. Please see the response to 1a.

- d) *Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?*



**YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

No. The FPDs collectively report that climate change is not a factor in the valley and is only an issue for those FPDs that border the Coastal Range. Many FPDs benefit financially from staff and apparatus reimbursement revenue for supporting CalFire during wildfire events.

The drought is affecting the station's well. West Plainfield FPD has lowered the pump once (in 2021) and may need to drop it an additional 150' but there currently isn't enough power to lower the pump more. West Plainfield FPD is seeking a grant to upgrade its power to lower the pump, which is estimated to cost approximately \$40,000. The drought is affecting the station's infrastructure needs, but West Plainfield FPD is already taking steps to address the issue.

- e) *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?*

No. Not applicable. Please see the response to 2a.

**Capacity and Adequacy of Public Facilities and Services MSR Determination**

West Plainfield FPD does not have any deficiencies in the infrastructure, equipment, and capacity of agency facilities to meet existing service needs for which the agency does not have a plan in place to resolve. There are no current deficiencies in adequacy of service (however, there was in FYs 2017 – 2019) and West Plainfield FPD should continue to ensure personnel response levels remain adequate, especially with continued increases in call volume. West Plainfield FPD needs to drop the pump an additional 150'. West Plainfield FPD is seeking a grant to upgrade its power to lower the pump, which is estimated to cost approximately \$40,000. The drought is affecting the station's infrastructure needs, but West Plainfield FPD is already taking steps to address the issue. There are no DUCs in the FPD territory and there are no correlating deficiencies of fire protection services.

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

**YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

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

**YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

**Discussion:**

**Financial Background**

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

	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>
<b>Revenue</b>					
Property taxes, in-lieu taxes, HOPTR	\$ 320,532	\$ 330,694	\$ 326,325	\$ 337,521	\$ 370,093
Interest	2,494	5,420	15,598	17,961	(2,942)
Rents and concessions	310	-	-	-	-
Intergovernmental grants	120,882	-	-	-	-
Other County funding	-	-	88,000	-	-
Direct Yocha Dehe Wintun Nation funding	-	-	147,000	-	-
CA Fire	3,508	-	-	15,806	49,403
Other revenue	8,979	26,055	26,144	18,264	19,884
<b>Total Revenue</b>	<b>456,705</b>	<b>362,169</b>	<b>603,067</b>	<b>389,552</b>	<b>436,438</b>
<b>Expenditures</b>					
Salaries and benefits	180,147	189,418	214,190	214,720	295,390
Services and supplies	92,449	41,243	108,630	138,338	151,092
Other expenditures	-	-	291	532	-
Capital Assets:					
Equipment	134,313	48,038	171,012	2,691	239,032
<b>Total Expenditures</b>	<b>406,909</b>	<b>278,699</b>	<b>494,123</b>	<b>356,281</b>	<b>685,514</b>
<b>Net income (loss)</b>	<b>49,796</b>	<b>83,470</b>	<b>108,944</b>	<b>33,271</b>	<b>(249,076)</b>
<b>Beginning Fund Balance</b>	359,226	409,022	492,492	601,436	634,707
<b>Ending Fund Balance</b>	<b>\$ 409,022</b>	<b>\$ 492,492</b>	<b>\$ 601,436</b>	<b>\$ 634,707</b>	<b>\$ 385,631</b>
<b>Fund Balances</b>					
Assigned - Capital asset replacement	\$ 137,300	\$ 80,798	\$ 382,394	\$ 230,230	\$ 157,642
Assigned - Accrued Leave	21,709	22,412	22,659	23,137	26,379
Assigned - General reserve	149,825	149,825	159,825	159,825	159,825
Unassigned	100,188	239,457	36,558	221,515	41,785
<b>Total Fund Balances</b>	<b>\$ 409,022</b>	<b>\$ 492,492</b>	<b>\$ 601,436</b>	<b>\$ 634,707</b>	<b>\$ 385,631</b>
<b>Y-T-Y Change in total Fund Balances</b>					
Amount Increase (Decrease)	\$ 49,796	\$ 83,470	\$ 108,944	\$ 33,271	\$ (249,076)
Percentage Increase (Decrease)	13.86%	20.41%	22.12%	5.53%	-39.24%
<b>Property Tax Analysis</b>					
a. Assessed Value (AV)	\$228,037,094	\$240,781,846	\$243,480,870	\$251,592,874	\$262,556,868
b. Y-T-Y Percentage change in AV	7.45%	5.59%	1.12%	3.33%	4.36%
c. Current secured, unsecured and HOPTR	\$ 311,869	\$ 326,398	\$ 322,740	\$ 336,039	\$ 363,058
d. District share of general 1% levy (c/a)	13.6762%	13.5558%	13.2553%	13.3565%	13.8278%

- 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 District's total core revenues (property taxes) has grown on average by only 3.7% per year over the past five years while expenditures have increased on average 12%. During this time total fund balance has increased by only \$26,405, from \$359,226 to \$385,631, of that all can be used by the District for any purpose.

**Revenue**

West Plainfield Fire Protection District's revenue consists of property taxes, interest, grants, and other miscellaneous revenue. Like other rural fire districts, West Plainfield PFD 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 \$370,093 comprised 96% of total revenues (excluding CalFire reimbursements). The District's share of

## YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

property taxes within its boundaries is approximately 13.8%, while the average for all rural FPDs in the county is 6.2%. The District does not levy a special assessment nor impose development impact fees. In addition, over the past 5 years the District has received other County funding of \$88,000, a grant from the Yocha Dehe Wintun Nation totaling \$147,000, strike team reimbursements of \$68,717 and other revenue totaling \$99,326.

During the period since the last MSR, the District has contracted with the County Airport and Sacred Oaks Healing Center to provide inspections, training and fire monitoring services. These contracts are expected to increase revenue about \$50,000 per year.

### **Expenditures**

District expenditures, excluding capital expenditures, has increased significantly since 2018. From 2019 to 2021 average annual expenditures were \$352,658 and only \$249,875 from 2017 to 2018. In 2021 total non-capital expenditures totaled \$397,079.

### **Capital expenditures**

2017:	\$134,313	18 SCBA (90% grant funded)
2018:	\$ 48,038	Ford F450
2019:	\$171,012	2 Type 5 brush engines (\$88K from Co and \$147K from YDWN)
2020:	2,691	completed Type 5 brush engines
2021:	\$239,032	water tender and equipment engraver

District core revenue is not keeping pace with increased costs and the District's financial position may shortly turn negative if expenditures increase and/or if revenues are not increased. The District has not levied a special assessment nor imposed development impact fees to mitigate increased costs.

- 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 West Plainfield FPD maintains all funds in the County Treasury and uses the County's financial system to maintain its accounting records. Since the FPD 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?*

No. In addition to comparing budget-to-actual data, the chief reviews monthly ledgers and tracks Lillard Hall, Sacred Oaks, incident and airport receivables on a spread sheet. Internal procedures were also changed to ensure expenditures are coded to the correct accounts.

- 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. The Board has not received financial reports on a periodic basis during the last two years. In the past the Board received a budget-to-actual report (GL293) and a trial balance (GL291) at each regular monthly meeting. We strongly encourage the District staff to include, in the Commission packets, financial reports on a periodic basis.

- 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?*

**YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

No. Revenues are reliable, with the majority coming from property taxes.

- 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)?*

Yes. The District’s revenues are not increasing as fast as expenditures and the District’s total fund balance is almost \$800,000 less than the minimum recommend amount mostly due to underfunding the capital asset reserve, see 4g).

- 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 does not have an adequate reserve policy and the District’s total fund balance is almost \$800,000 less than the minimum recommended amount mostly due to underfunding the capital asset reserve. The minimum recommended fund balance is the total of 3 components as follows:

- Capital asset replacement. Using estimated apparatus replacement costs, this estimate divides this cost by the recommended life of each apparatus and assumes a straight-line projection and contribution to a capital asset replacement sinking fund.
- General reserve. This is the total of 50% of current secured taxes and 50% of special assessments to maintain liquidity from July through December each year when no tax/assessment revenue is received.
- Unassigned fund balance. GFOA recommendation of 15% of operating expenditures to mitigate revenue shortages and/or unanticipated expenditures.

The June 30,2021 actual and minimum recommended fund balance amounts are as follows:

	<b>6/30/2021 Actual Balance</b>	<b>6/30/2021 Recommended Balance</b>	<b>Excess/ (Shortage)</b>
Apparatus Replacement			
Development impact fees	-		
Other funds	157,642		
	<u>157,642</u>	961,000	(803,358)
General reserve	159,825	161,000	(1,175)
Other assigned	26,379	-	26,379
Unassigned	41,785	60,000	(18,215)
Total Recommended Fund Balance	<u>\$ 385,631</u>	<u>\$ 1,182,000</u>	<u>\$ (796,369)</u>

- 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**

West Plainfield FPD is currently not financially stable mostly due to core revenues not keeping pace with increasing costs and the lack of funds for necessary apparatus replacement and infrastructure needs. The District’s total core revenues (property taxes) are not increasing as fast as expenditures are increasing. The transitioning to a 24/7 operation has also increased cost. Recently executed service contracts with the Yolo County and Sacred Oaks Treatment Center should increase annual revenue by \$50,000. Total fund

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balances have only increased by \$26,405 over the past five years. Total fund balance increased from \$359,226 to \$385,631 of which all can be used by the District for any purpose. However, the total fund balance is over \$800,000 less than what appears to be needed, mostly due to underfunding of the capital asset replacement reserve. The West Plainfield FPD Fire Commission has not been receiving periodic financial reports. The District does not have adequate reserve policies. Additional funding may be required to fund increased expenditures and to maintain adequate reserve balances. West Plainfield FPD maintains its funds in the County Treasury and uses the County's financial system to maintain its accounting records and as a dependent district is included in the County's audited Annual Comprehensive Financial Report (ACFR).

**Financial Ability MSR Recommendation(s)**

- West Plainfield FPD should consider adoption of a special assessment to increase revenues to provide funding for 24/7 operations, facilities, apparatus replacement, equipment needs and to maintain adequate reserves.
- West Plainfield FPD should consider adopting a develop impact fee.
- The West Plainfield FPD should develop an adopt a capital improvement plan that includes a plan for how the FPD will fund it.
- The West Plainfield FPD should update its reserve policy to guide the Fire Commission in maintenance of adequate reserves.
- The West Plainfield FPD Fire Commission should receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's budget status and assets and liabilities, fully disclosing both positive and negative financial information.

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

Yes. LAFCo recommends West Plainfield FPD and Willow Oak FPD scale up its services and operate more as a regional unit via a JOA.

The goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. Additional things that should be included as a required element of the JOA is:

- Apparatus/equipment standardization,
- Shared reserve apparatus, and
- Cooperative purchasing

Both FPDs signed a formal Joint Operating Agreement in June 2022 and are working towards standardizing written operating policies and guidelines, as well as making the Willow Oak FPDs reserve

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program a joint program. The reserve program increases staffing and, thus, improves firefighter safety. Both also have mutual/auto aid agreements with surrounding fire departments.

**Shared Services MSR Determination**

LAFCo recommends West Plainfield FPD and Willow Oak FPD scale up its services and operate more as a regional unit via a JOA. The goal for coordinated/joint operations is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. Both FPDs have adopted a formal Joint Operating Agreement and are working towards standardizing written operating policies and guidelines, as well as making the Willow Oak FPDs reserve program a joint program. The reserve program increases staffing and, thus, improves firefighter safety. Both also have mutual/auto aid agreements with surrounding fire departments

**Shared Services MSR Determination Recommendation**

- Additional items that should be included as a required element of the JOA are apparatus/equipment standardization, shared reserve apparatus, and cooperative purchasing. These efficiencies are currently either optional or not included in the JOA.

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

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- h) *Does the organization need to improve its public transparency via a website (see <https://www.yololafco.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. West Plainfield FPD has entered into a JOA with Willow Oak FPD designed to improve operations and efficiencies. The recommendation below is to ensure West Plainfield FPD maintains standing in good faith to achieve JOA goals.

- 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. One of the commissioners term just expired and the West Plainfield FPD will need to have a new member appointed by the BOS. According to the Chief, it has never had an issue with filling commissioner seats. The Chief indicates the commissioners show appropriate concern regarding the District's finances and ask good questions.

<b>Member</b>	<b>Date Appointed</b>	<b>Expiration of Term</b>
Emily Jacob Amy	4/20/2021	10/01/2022
Jim Yeager	6/8/2021	6/01/2025
Richard Guarino	2/19/2019	4/01/2023
Charles A. Hjerpe	4/24/2018	5/01/2022
James McMullen	3/9/2021	3/01/2025

- 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. West Plainfield FPD paid staff are relatively stable, but the Chief reports turnover has been an issue during the last year or so. It is normal to have turnover in a reserve program as stipend personnel gain experience and leave for career positions. The challenge is that it takes 3-5 years to train a volunteer to a level where they can work efficiently with minimal supervision and drive apparatus. Shared staffing via the JOA should help with this issue.

- 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?*

Yes. West Plainfield FPD has an operation and procedures manual for firefighters. West Plainfield FPD should adopt policies related to commission meetings, to include attendance, conduct, and responsibilities of officers. Even though West Plainfield FPD is a dependent District and is subject to the County's accounting policies it should review those accounting policies and develop ones that are unique to the District. They should include general accounting, processing and recording of disbursements and receipts, allowable expenditures, employee and commission travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. In addition, the District should develop general and administrative policies that include nepotism, conflict of interest, disaster planning, maintaining District webpage, etc. LAFCo will provide policy templates for FPD use.

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

No. The West Plainfield FPD is current in filing its required 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. The dependent FPD's (including West Plainfield FPD) are included in the annual audit of the County's Annual Comprehensive Financial Report (ACFR). The FPD is reported as a blended component unit and accounted for as a special revenue fund. According to the State Controller's Office, the County's audited ACFR meets general audit requirements and the ACFR satisfies the requirements of Government Code 26909<sup>5</sup>.

- 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?*

Maybe. West Plainfield FPD is audited annually as part of the County's ACFR but the audit does not include individual review of the dependent FPDs, just the aggregate total balance of all dependent FPDs (so review is at a high level and not detailed). Yolo County should review agency finances with each dependent FPD each year to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear accurate and that the District's financial status is sound.

- 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 special districts are not legally required to maintain a website. The West Plainfield FPD has a website but received a 27% transparency score for best practices in 2021. Please see the report posted on the LAFCo website for where improvements are needed.

#### **Accountability, Structure and Efficiencies MSR Determination**

West Plainfield FPD entered into a JOA with Willow Oak FPD in June 2022 designed to improve operations and efficiencies. The recommendation below is to ensure FPDs continue to maintain standing in good faith to achieve JOA goals. West Plainfield FPD is effective in its current structure and there are no issues with maintaining fire commissioners and staff. Commissioners and key staff are trained regarding the organization's program requirements and financial management. West Plainfield FPD has some basic policies but should consider adopting additional policies regarding meeting attendance, conduct, responsibilities of officers, personnel, and accounting/financial procedures. WPPFD is current in making its Statement of Economic Interests (Form 700) disclosures and as a dependent FPD and Yolo County performs its audits. Although it's not legally required, the West Plainfield FPD has a website but received a 27% best practices transparency score in 2021.

#### **Accountability, Structure and Efficiencies MSR Recommendation(s)**

- Willow Oak and West Plainfield FPDs should provide for a coordinated and more uniform level of service and operation through either: (1) a Joint Operation Agreement (JOA); or (2) agency merger/consolidation. The goal for coordinated/joint operations in each Area is to achieve a similar service standard, efficient use of resources, consistent training/testing/reporting, standardization, and improved coordination during incident response. If any of these agencies enter into a JOA and fail to make reasonable efforts in good faith to promote these goals, a LAFCo reorganization to combine FPDs should be initiated if its determined consolidation would promote better service to the public and be a more efficient and effective utilization of resources.
- Once the Area 3 JOA is operating successfully, combining the JOAs for Areas 1 and 3 into one larger JOA should be considered (in the 3 to 5-year timeframe).
- The West Plainfield FPD should adopt, or update existing, policies related to meeting attendance, conduct, responsibilities of officers, and personnel (including employee/volunteer promotions,

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<sup>5</sup> Per email dated July 6, 2021 from Sandeep Singh, Manager, Local Government Policy Section Office of State Controller, Local Government Programs and Services Division

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performance evaluations, drug and alcohol policies, payroll processing, etc.) In addition, accounting and financial policies should be developed to include general accounting, processing, and recording of disbursements and receipts, allowable expenditures, employee and commission travel and expense reimbursements, capital assets, debt and borrowing, credit card use, etc. LAFCo will provide policy templates for FPD use.

- Yolo County should review agency finances with each dependent FPD each year to review agency finances, comparing budgets to actuals, comparing actuals to prior years, analyzing significant differences or changes, and determining if the reports appear reasonable.
- Dependent special districts are not legally required to maintain a website. The West Plainfield FPD has a website but received a 27% 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 MSR 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).”

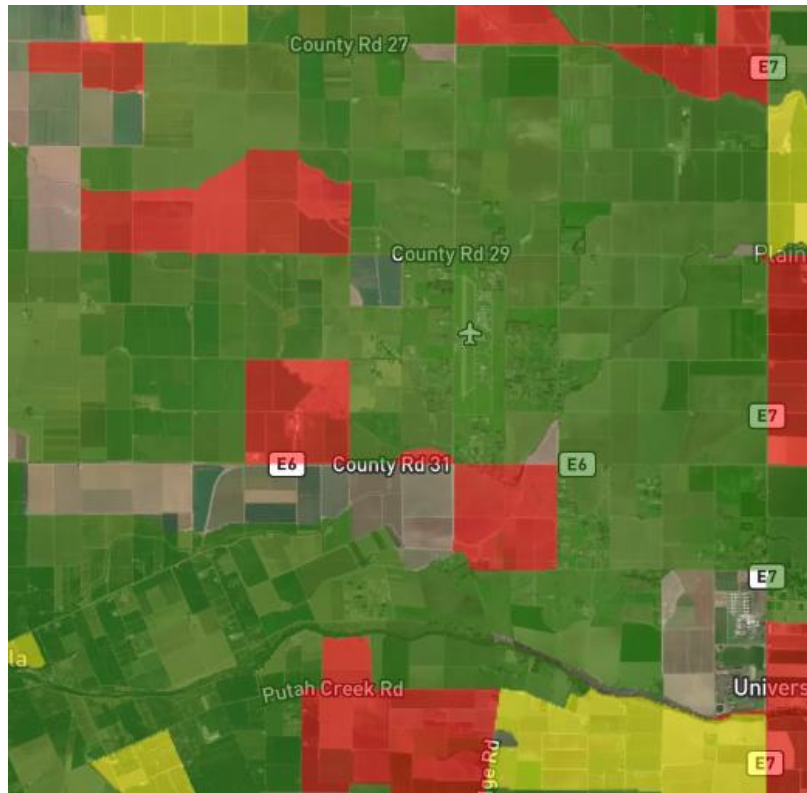
	YES	MAYBE	NO
a) <i>Is there a lack of high-performance broadband (25/3 Mbps) available in the community?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Is there a lack of low-income subscription rates and/or digital literacy programs available?</i>	<input 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. The West Plainfield FPD territory is covered by Cal.net Inc. fixed wireless service at 25 Mbps download speed and 5 Mbps upload speed<sup>6</sup>. The CPUC broadband maps indicate AT&T also provides service in some areas at a maximum speed of 6 Mbps download and 1 Mbps upload speeds. Internet Free Planet and AFES provides 15 Mbps download and 15 Mbps upload speed.

<sup>6</sup> CPUC Broadband Mapping Program data as of December 31, 2019. Speeds provided are maximum advertised speeds and not necessarily typical speeds actually experienced by the subscriber



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

No. In the rural areas, Cal.net Inc. is the only service provider which offers fixed wireless coverage at broadband speeds (i.e., 25/3 Mbps). Although it does not quote plan prices on its website, it offers an Affordable Connectivity Program through the Federal Communications Commission (FCC), which provides up to a \$30 per month discount and \$100 one-time device discount.

According to the CPUC Broadband Mapping Program, broadband adoption at broadband speeds is 40% - 60% for the West Plainfield FPD territory. Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account 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**

Overall, broadband access in the West Plainfield FPD does not appear to be an issue that would disrupt fire protection and emergency services. The West Plainfield FPD territory is mostly covered by Cal.net Inc. fixed wireless service at 25 Mbps download speed and 5 Mbps upload speed. Although it does not quote plan prices on its website, it offers an Affordable Connectivity Program through the Federal Communications Commission (FCC), which provides up to a \$30 per month discount and \$100 one-time device discount. According to the CPUC Broadband Mapping Program, broadband adoption at broadband speeds is relatively low at 40% - 60% for the West Plainfield 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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Discussion:**

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

2016 MSR Recommendations Specific to the West Plainfield FPD and Status

1. Clarksburg and West Plainfield FPDs should consider reducing annual expenditures, seeking additional revenues, or a combination of both to achieve long-term fiscal sustainability.

**Status of Previous Recommendations MSR Determination**

West Plainfield FPD's increases in expenditures are much higher than revenue growth, which is not a sustainable trend. The expenditures appear necessary for adequate level of service. The issue is the West Plainfield FPD does not have an assessment or a development impact fee and has not recently looked at instituting them to increase revenues. This item has been addressed and reiterated under item 4a.

**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.