

YOLO LOCAL AGENCY FORMATION COMMISSION

RESOLUTION № 2026-01

Approving the Elkhorn Fire Protection District (FPD) and County Service Area 9 (CSA 9) Reorganization into the Springlake FPD and finding these actions categorically exempt from the California Environmental Quality Act (CEQA) (LAFCo #24-02)

WHEREAS, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 governs the organization and reorganization of cities and special districts by local agency formation commissions (LAFCo or Commission) established in each county, as defined and specified in Government Code Sections 56000 et seq. (unless otherwise indicated all statutory references are to the Government Code); and

WHEREAS, Section 56375 authorizes LAFCo to review and approve proposals for a “change in organization” or “reorganization” consistently with policies adopted by the Commission, and Section 56880 authorizes LAFCo to impose conditions on its approval of a reorganization; and

WHEREAS, Section 56021 defines “change of organization” to include “dissolution of a district” and “annexation to a district,” among other actions within LAFCo powers, and Section 56073 defines “reorganization” as “two or more changes of organization contained within a single proposal”; and

WHEREAS, Section 56650 authorizes proceedings for a change of organization to be initiated by a Resolution of Application as adopted by a local agency; and

WHEREAS, on August 21, 2024, the Elkhorn FPD Board unanimously adopted a resolution initiating LAFCo dissolution of the District; and

WHEREAS, on September 26, 2024, Yolo LAFCo approved an application deposit/fee waiver for the Elkhorn FPD since the application was in response to the 2022 municipal services review (MSR) for fire protection agencies, and the FPD Chair subsequently submitted an application; and

WHEREAS, on October 31, 2024, Yolo LAFCo conducted a study session on the dissolution application and LAFCo’s authority to modify the application into a reorganization plan to provide continued services to the territory; and

WHEREAS, on November 18, 2024, Yolo LAFCo routed the application to affected agencies for review and comment, and no comments were received; and

WHEREAS, on December 19, 2024, Yolo LAFCo staff organized a Reorganization Committee including representatives from Elkhorn FPD, Springlake FPD, and CSA 9, which continued to meet over the course of application processing; and

WHEREAS, to complete the Plan for Services, Yolo LAFCo assisted in the negotiation of fire service contracts for the Elkhorn FPD and CSA 9 territory with Yolo County and the Cities of West Sacramento and Woodland, and terms were agreed to in December 2025; and

WHEREAS, on January 29, 2026, Yolo LAFCo conducted a subsequent study session on the reorganization plan revising it to dissolve both Elkhorn FPD and CSA 9 and annex both territories into the Springlake FPD; and

WHEREAS, on February 4, 2026, LAFCo re-routed the revised reorganization plan to affected agencies for review and comment, and no comments were received; and

WHEREAS, Yolo County negotiated the exchange of property tax revenues for this proposal approved on March 24, 2026, determining the Springlake FPD will receive 100 percent of the portion of the property tax revenue currently distributed to the Elkhorn FPD and CSA 9; and

WHEREAS, a Certificate of Filing was issued for this proposal on March 25, 2026; and

WHEREAS, a public notice was published at least 21 days prior to the hearing in the Woodland Daily Democrat and was also published in the West Sacramento News-Ledger, and notices were mailed to all landowners and registered voters within the affected territory (Elkhorn FPD and CSA 9) plus a 300' radius; and

WHEREAS, the proposals were analyzed in accordance with all applicable sections of the Cortese-Knox-Hertzberg Act, Yolo LAFCo's Standards of Evaluation, and all other matters presented as prescribed by law; and

WHEREAS, the Executive Officer reviewed the proposals and prepared and filed a report with recommendations with this Commission at least five (5) days before the April 23, 2026, meeting during which the proposal was set to be considered a Public Hearing; and

WHEREAS, an opportunity was given to all interested persons, organizations, and agencies to present oral or written testimony, protests, objections, and any other information concerning the proposal and all related matters; and

WHEREAS, at its April 23, 2026, meeting, the Commission reviewed and considered the public testimony, CEQA exemption, and the Executive Officer's Report including all the information, recommendations, findings, and conditions contained therein.

NOW, THEREFORE, BE IT RESOLVED that the Yolo Local Agency Formation Commission approves the Elkhorn FPD and CSA 9 Reorganization into the Springlake FPD (LAFCo Application #24-02) as follows and illustrated in Exhibit A, subject to the following findings and conditions, and directs the Executive Officer to conduct the protest proceeding to:

1. Dissolve Elkhorn FPD and CSA 9; and
2. Amend the Springlake FPD Sphere of Influence to include the entirety of Elkhorn FPD and CSA 9's former territories; and
3. Annex the former territories of Elkhorn FPD and CSA 9 into Springlake FPD.

Findings

1. **Finding:** The actions are categorically exempt from CEQA per CEQA Guidelines Section 15320 (Class 20) and the "common sense" exemption per CEQA Guidelines Section 15061(b)(3).

Evidence: Public Resources Code Section 15320 (Class 20) provides for a categorical exemption for changes in organization of local agencies that do not change the geographical area in which previously existing powers are exercised. The proposed dissolution and annexation are changes of organization identified in Government Code Section 56021. In

addition, CEQA's common sense exemption applies "[w]here it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment." (CEQA Guidelines § 15061(b)(3).) Both Elkhorn FPD and CSA 9 currently receive fire protection services, and the proposal will merely transfer the responsibility of services to the Springlake FPD without changing the geographical territory which receives fire protection services. The actions will not result in the extension of any new services that could result in environmental effects and will not induce any growth in the region.

2. **Finding:** The proposal was considered and analyzed in accordance with the required factors listed in Government Code Section 56668 and Yolo LAFCo Standards of Evaluation for proposals (Yolo LAFCo Project Policies Section 2.0).

Evidence: The Commission finds that it has authority under Government Code Sections 56375, 56021, and 56880 to approve the proposed reorganization, including dissolution of Elkhorn FPD and CSA 9, annexation of those territories to Springlake FPD, and amendment of Springlake FPD's sphere of influence. The proposal is consistent with LAFCo policies and the Commission's standards of evaluation.

There is a demonstrated need for reliable fire protection and emergency response services in the affected territories, and Elkhorn FPD has faced challenges to adequately provide those services due to declining population, limited volunteer capacity, and documented service deficiencies. Springlake FPD, through contracts with the Cities of West Sacramento and Woodland, is able to provide adequate service. Fiscal feasibility is supported by County gap funding during the initial five-year contract term and by the continuation of existing special tax.

The affected areas are predominantly agricultural, with little anticipated growth, and the proposal does not induce development, convert agricultural land, or conflict with the County General Plan. Boundaries are definitive, consistent with spheres of influence as amended, and do not create islands or irregular territory. The reorganization will improve organizational efficiency and may provide economic benefits to landowners through a significantly improved ISO rating.

The proposal is consistent with environmental justice principles, maintains the physical and economic integrity of agricultural lands, and does not implicate transportation planning, water availability, or regional housing allocations. Property tax exchange negotiations required by Revenue and Taxation Code Section 99 have been completed. Terms and conditions necessary to implement the reorganization have been included in the resolution.

Based on the administrative record, statutory criteria in Government Code Section 56668, and applicable LAFCo policies, the Commission finds the proposed reorganization to be orderly, efficient, financially feasible, and in the public interest and the actions comply with required statutory factors and local standards of evaluation.

Terms and Conditions

1. The Elkhorn FPD agrees to defend, indemnify, hold harmless, and release the Yolo County Local Agency Formation Commission, its agents, officers, attorneys, and employees from any claim, action, or proceeding brought against any of them, the purpose of which to attack, set aside, void, or annul the approval of the actions or the environmental determination which accompanies it. This indemnification obligation shall include, but not be limited to, damages, costs, expenses,

attorney fees, or expert witness fees that may be asserted by any person or entity, including the City, arising out of or in connection with the approval of the actions, whether or not there is concurrent passive negligence of the part of the Yolo County Local Agency Formation Commission its agents, officers, attorney, or employees.

2. Provided the thresholds for a landowner protest and registered voter protest are not met, the Executive Officer shall immediately, following the protest hearing, record a Certificate of Completion with the County Recorder with an effective date of July 1, 2026.
3. From the date of approval of this Resolution through the effective date of its dissolution, pursuant to Government Code Section 56885.5(a)(4), Elkhorn FPD may not take the following actions:
 - a) Approving any increase in compensation or benefits for members of the governing board, its officers, or staff of the agency.
 - b) Unless it declares that an emergency situation exists as defined in Government Code Section 54956.5, appropriating, encumbering, expending, or otherwise obligating, any revenue of the agency beyond that provided in the current budget. LAFCo shall be provided with 72 hours advance notice of any such emergency declaration.
 - c) Transferring or assigning agency assets including but not limited to any apparatus, equipment, contracts, or property.
4. Upon the effective date, any existing Elkhorn FPD employment contracts or volunteer stipend agreements shall be terminated pursuant to Section 56886(l).
5. Upon the effective date, Springlake FPD shall succeed and/or be assigned all rights, duties, responsibilities, properties (both real and personal), contracts, equipment, assets, liabilities, obligations, functions, executory provisions, entitlements, permits, and approvals for the dissolved Elkhorn FPD and CSA 9. Any Elkhorn FPD bank accounts shall be closed and all Elkhorn FPD funds shall be deposited in the County Treasury, with supporting opening and closing inventories on bank statements provided to the Yolo County Chief Financial Officer. All special tax revenues attributable to the Elkhorn FPD, including delinquent special taxes and any and all other collections, shall accrue and be transferred to Springlake FPD pursuant to Section 56886(i). Springlake FPD shall be vested with title to all of Elkhorn FPD's and CSA 9's real property, infrastructure, improvements, leases, apparatus, and facilities in "as is" condition pursuant to Government Code Section 56886(h). The apparatus of Elkhorn FPD includes, but is not limited to the following:

Apparatus	Type	Year	Function
GMC 4x4	Type 6	1989	Squad 247
HME	Type 1	2001	Engine 47
Ford F-550	Type 6	2019	Squad 47
Ford F-550	Type 6	2022	Brush 47
Mack	Water Tender (2,000 gal)	2024	Water 47

6. Springlake FPD shall retain the existing Elkhorn FPD special tax as approved by the landowners documented in Elkhorn FPD Resolution No. 2014-3 authorizing a special tax of \$2.50 per acre on the landowners within the District and authorization to implement annual increases based on

the Consumer Price Index over the prior year for the San Francisco/Oakland Bay Area, All Urban Consumers. The special tax shall continue to be levied and collected by the successor agency in Elkhorn FPD's former territory, and shall full authority to impose and collect said special taxes in the same manner.

7. Pursuant to Section 57330 all charges, fees, assessments, and taxes within Springlake FPD shall be extended to CSA 9's former territory and shall continue to be levied by the successor agency.

PASSED AND ADOPTED by the Yolo Local Agency Formation Commission, State of California, this 23rd day of April 2026, by the following vote:

Ayes:
Noes:
Abstentions:
Absent:

Gloria Partida, Chair
Yolo Local Agency Formation Commission

Attest:



Christine Crawford, Executive Officer
Yolo Local Agency Formation Commission

Approved as to form:



Eric May, Commission Counsel

Exhibit A

