

**SUBJECT**

Consider approval of Resolution 2022-07 adopting the Municipal Service Review (MSR) for the Fire Protection Agencies and approving a Sphere of Influence (SOI) Update for County Service Area (CSA) 9, East Davis Fire Protection District (FPD), and Springlake FPD (LAFCo No. 21-05)

**RECOMMENDED ACTION**

1. Open the Public Hearing to receive staff presentation and public comment on the Fire Protection Agencies MSR/SOI Update.
2. Close the Public Hearing.
3. Consider the information presented in the staff report and during the Public Hearing. Discuss and direct staff to make any necessary changes.
4. Approve Resolution 2022-07, adopting the MSR for the Fire Protection Agencies and approving the SOI Update for CSA 9, East Davis FPD, and Springlake FPD.

**FISCAL IMPACT**

No fiscal impact. The LAFCo budget included staff costs and GIS work to complete the MSR in-house.

**REASONS FOR RECOMMENDED ACTION**

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) is LAFCo's governing law and outlines the requirements for preparing periodic Municipal Service Reviews (MSRs) and Sphere of Influence (SOI) updates. MSRs and SOIs are tools created to empower LAFCo to satisfy its legislative charge of "discouraging urban sprawl, preserving open space and prime agricultural lands, efficiently providing government services, and encouraging the orderly formation and development of local agencies based upon local conditions and circumstances."

An MSR is conducted prior to, or in conjunction with, the update of an SOI. LAFCos are required to review an agency's SOI every five years. An MSR evaluates the structure and operations of agency services and includes a discussion of the capability and capacity of the agency to ensure the provision of municipal services to the existing service area and any future growth of the agency's boundaries. The SOI indicates the probable future physical boundaries and service area of an agency and lays the groundwork for potential future reorganizations. Yolo LAFCo staff utilizes a checklist format for MSRs that allows staff to streamline a consistent assessment of each agency's municipal services. Based on the findings of the MSR checklist, staff can recommend whether a SOI update is warranted.

**BACKGROUND**

Statewide Fire Service Issues

Fire agencies in California are faced with considerable challenges, including securing adequate sustainable revenue, public reluctance to tax themselves to fund services, increased calls for service, demand on automatic/mutual aid, and loss of community volunteer base. The fire season has extended into nearly a year-round event. Agencies that have traditionally relied primarily on volunteers are especially challenged, as many see declines in volunteer ranks and diminished availability of volunteer firefighters.

Agencies are passing special assessments to support a growing trend of moving to paid staffing, and they are also increasingly looking at "scaling up" by reorganizing with neighboring agencies or entering into service contracts with other providers.

## Local Fire Service Issues

In Yolo County, fire protection and rescue/emergency medical services (EMS) are provided in the unincorporated areas by 15 FPDs created from 1927 – 1974 and 1 CSA created in 1987 as a remnant from the City of West Sacramento incorporation. Currently, 11 of the FPDs provide services directly while the other 4 FPDs and CSA 9 contract with nearby cities for services.

The FPDs countywide (except for No Man’s Land FPD) were originally established to operate with community-based volunteers. Over the decades, communities have changed affecting FPD personnel and services. FPD boundaries and governance has evolved over the decades with changing conditions as listed below.

<b>Year</b>	<b>Consolidation/Significant Reorganization</b>
1959	Dissolved Plainfield FPD and annexed into Springlake FPD
1970	Landowner petition to detach 57 acres from Elkhorn FPD and annex to Knights Landing FPD
1971	River Garden Farms FPD dissolved and annexed to Dunnigan and Knights Landing FPDs
1979	Clarksburg FPD extended to the Solano County line
1980	East Yolo FPD petition to annex 1,029 acres from Elkhorn FPD
1983	Consolidation of Bryte, Washington, and Westgate FPDs into East Yolo FPD
1987	East Yolo FPD dissolved for the City of West Sacramento incorporation

LAFCo is using the Municipal Service Review process to identify issues, maximize opportunities to gain efficiencies, and identify more effective service provision models.

For the FPDs that currently provide services themselves, LAFCo staff embarked on this MSR process with the assumption that level of service would be correlated to how much financial resources an FPD has, which turned out not necessarily to be the case. Some of the highest performing FPDs are performing adequately with less money. Instead, at the end of this process, staff’s observation is that it appears FPDs with the strongest sense of community and volunteerism perform the best in terms of personnel/apparatus responding, and when volunteerism declines for numerous societal reasons, FPDs need to pay for the personnel required to provide service (either with full time employees or a “reserve program” comprised of volunteers that receive a minimal stipend per shift such as \$75/day). And then funding to pay for adequate staff becomes an issue. In terms of long-term financial sustainability, all the FPDs that provide direct services also struggle to put aside enough funds to pay for station improvements and apparatus replacement.

As the tables below illustrate, performance is a complicated combination of the FPD’s geography, concentration of population, the station coverage it can afford, and dispatch volume. Although some FPDs staffed with volunteers may have high numbers of personnel responding at a lower cost, response times can be longer.

### FY 20/21 Rescue/EMS Incident Response (300 Series)

FPD	Total No. of Incidents	Avg. No. of Personnel	Avg. No. of Apparatus	Response Time Avg.	Core Revenue	Total Revenue	Est. Pop.	Station Coverage	Total			Enroutes Missed Inside FPD	% Enroutes Missed Inside FPD
									Dispatch Numbers	Total Inside Jurisdiction	Total Outside Jurisdiction		
Clarksburg	96	5.82	2.59	8.86	\$ 178,969	\$ 185,488	1,260	On Call	268	250	18		
Yolo	120	4.40	1.65	7.43	\$ 192,180	\$ 273,598	970	Part Time	458	278	180		
Capay Valley	48	3.92	2.23	12.08	\$ 214,901	\$ 345,054	1,130	On Call	194	149	45	1	0.7%
Zamora	55	3.82	1.05	11.64	\$ 157,907	\$ 163,500	335	On Call	152	110	42	2	1.8%
Willow Oak	155	3.29	1.67	6.61	\$ 453,387	\$ 750,321	2,502	Full Time 24/7	554	382	172		
West Plainfield	67	3.10	2.07	6.70	\$ 370,093	\$ 436,438	752	Full Time 24/7	233	180	53		
Knights Landing	48	3.10	2.25	8.33	\$ 119,981	\$ 144,191	1,058	On Call	325	167	158	5	3.0%
Madison	103	2.91	1.73	7.98	\$ 254,074	\$ 325,805	962	Part Time	321	175	146		
Dunnigan	267	2.50	1.29	8.03	\$ 209,196	\$ 560,178	1,110	Full Time 24/7	551	498	53	2	0.4%
Esparto	317	2.37	1.68	5.52	\$ 298,188	\$ 378,394	3,122	Part Time	589	469	120	1	0.2%
Elkhorn	55	1.16	1.15	18.36	\$ 111,853	\$ 112,436	128	On Call	168	150	18	10	6.7%

Highlighted FPDs are not meeting min of 3 personnel

### FY 20/21 Fire Incident Response (100 Series)

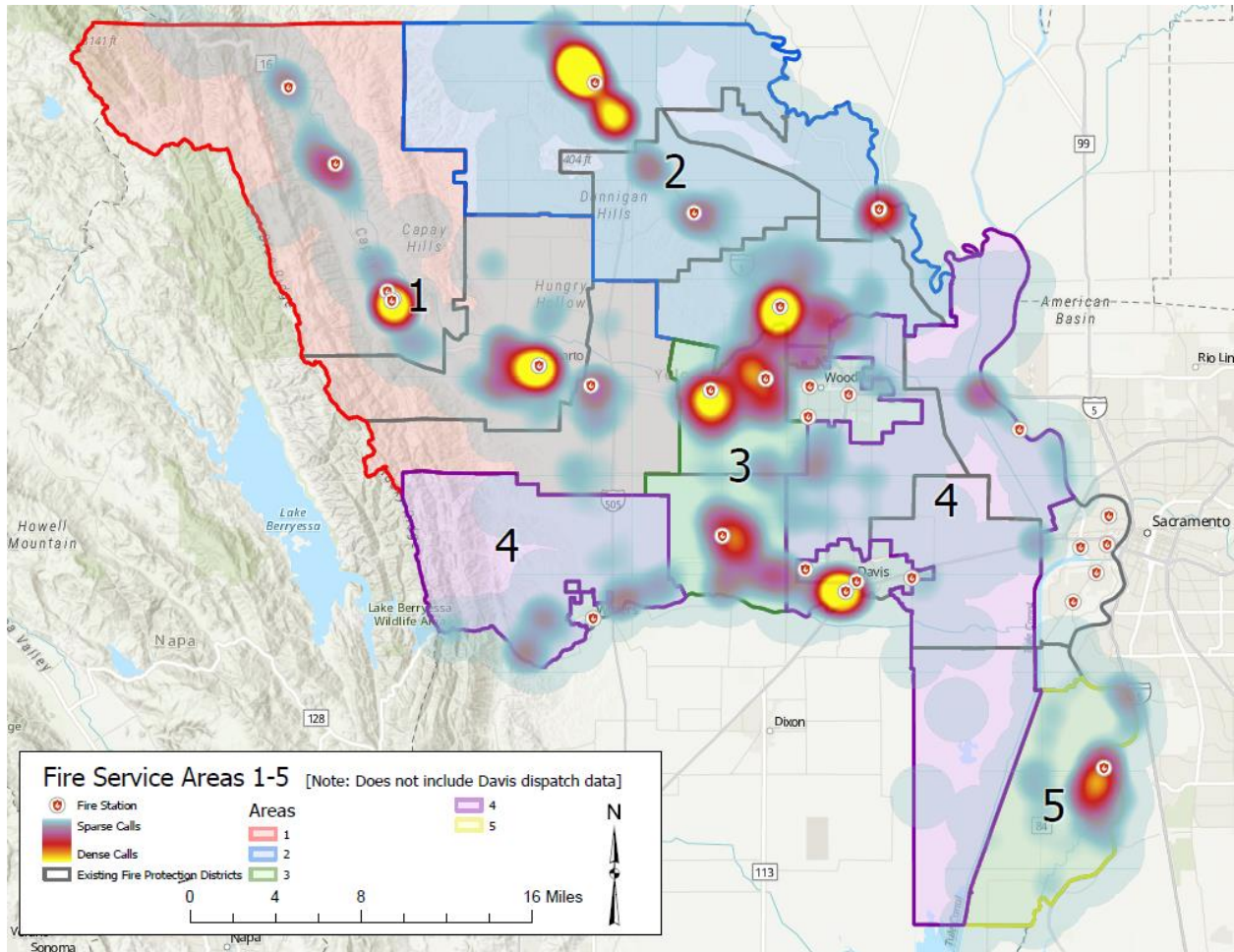
FPD	Total No. of Incidents	Avg. No. of Personnel	Avg. No. of Apparatus	Response Time Avg.	Core Revenue	Total Revenue	Est. Pop.	Station Coverage	Total			Enroutes Missed Inside FPD	% Enroutes Missed Inside FPD
									Dispatch Numbers	Total Inside Jurisdiction	Total Outside Jurisdiction		
Capay Valley	16	7.31	3.56	13.86	\$ 214,901	\$ 345,054	1,130	On Call	194	149	45	1	0.7%
Clarksburg	31	6.52	3.26	11.98	\$ 178,969	\$ 185,488	1,260	On Call	268	250	18		
West Plainfield	20	4.50	3.30	7.86	\$ 370,093	\$ 436,438	752	Full Time 24/7	233	180	53		
Zamora	11	4.45	1.55	11.02	\$ 157,907	\$ 163,500	335	On Call	152	110	42	2	1.8%
Yolo	25	4.08	1.60	9.39	\$ 192,180	\$ 273,598	970	Part Time	458	278	180		
Esparto	30	4.07	2.23	10.24	\$ 298,188	\$ 378,394	3,122	Part Time	589	469	120	1	0.2%
Madison	29	3.97	2.31	10.59	\$ 254,074	\$ 325,805	962	Part Time	321	175	146		
Willow Oak	34	3.76	2.12	7.21	\$ 453,387	\$ 750,321	2,502	Full Time 24/7	554	382	172		
Knights Landing	22	3.05	2.50	9.22	\$ 119,981	\$ 144,191	1,058	On Call	325	167	158	5	3.0%
Dunnigan	100	2.61	1.49	9.24	\$ 209,196	\$ 560,178	1,110	Full Time 24/7	551	498	53	2	0.4%
Elkhorn	8	1.50	1.50	16.06	\$ 111,853	\$ 112,436	128	On Call	168	150	18	10	6.7%

Highlighted FPDs are not meeting min of 4 personnel

### Governance and Shared Services Recommendations

At the March 31, 2022 LAFCo meeting, an MSR governance and shared services recommended strategy were previewed with commissioners and the public. The strategy organizes the FPDs into Areas 1 through 5 as shown in the map below.

## Fire Service Areas 1-5



### Scaling Up FPDs that Provide Direct Services

The MSR recommends the FPDs that provide direct services band together through Joint Operation Agreements (JOAs) as a “functional consolidation”. This means, for operational and practical purposes, the FPDs are working together as one cohesive unit for greater efficiency and resiliency, but via agreement rather than a legal consolidation. Regional groups for JOAs are recommended as follows:

- Area 1: Capay Valley, Esparto, and Madison FPDs. Capay Valley and Esparto FPDs entered into a JOA in August 2021 which became a model for this MSR. Madison FPD is looking to join this JOA but hasn’t signed on yet. Madison FPD has requested changes not supported by the JOA members.
- Area 2: Dunnigan, Knights Landing, Yolo, and Zamora FPDs. These 4 FPDs signed a JOA in May 2022.
- Area 3: West Plainfield and Willow Oak FPDs signed a JOA earlier this month in June 2022.

All of these FPDs should be acknowledged for working to implement LAFCo's recommendations so quickly (even before they are adopted). To ensure continued implementation of these JOAs, each of these FPDs have a recommendation that states:

*"...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.**"*

This is an admittedly heavy-handed recommendation to ensure the FPDs join their respective JOA in good faith and continue to promote its goals ongoing or face potential LAFCo consolidation. LAFCo staff have heard concern that some FPDs may join a JOA only to comply with LAFCo recommendations but not have the intention to implement it fully. Staff has not seen that so far, but the additional language would cover this issue should things change.

Area 5 includes the Clarksburg FPD, and it doesn't make sense for it to be part of a JOA due to its geographic isolation. However, the District has consistently indicated it would like to participate in any shared efficiencies it can, such as pooled purchasing.

Elkhorn FPD is unable to provide adequate services and has redundant services provided by the cities of West Sacramento and Woodland via a 2015 auto aid agreement. Therefore, it is recommended Elkhorn FPD be dissolved and divided between the districts contracting with the two cities (Springlake FPD and CSA 9) and is, therefore, included in Area 4 below accordingly.

#### Absorbing Elkhorn FPD and Reorganizing FPDs and CSA 9 that Provide Services via City Contract

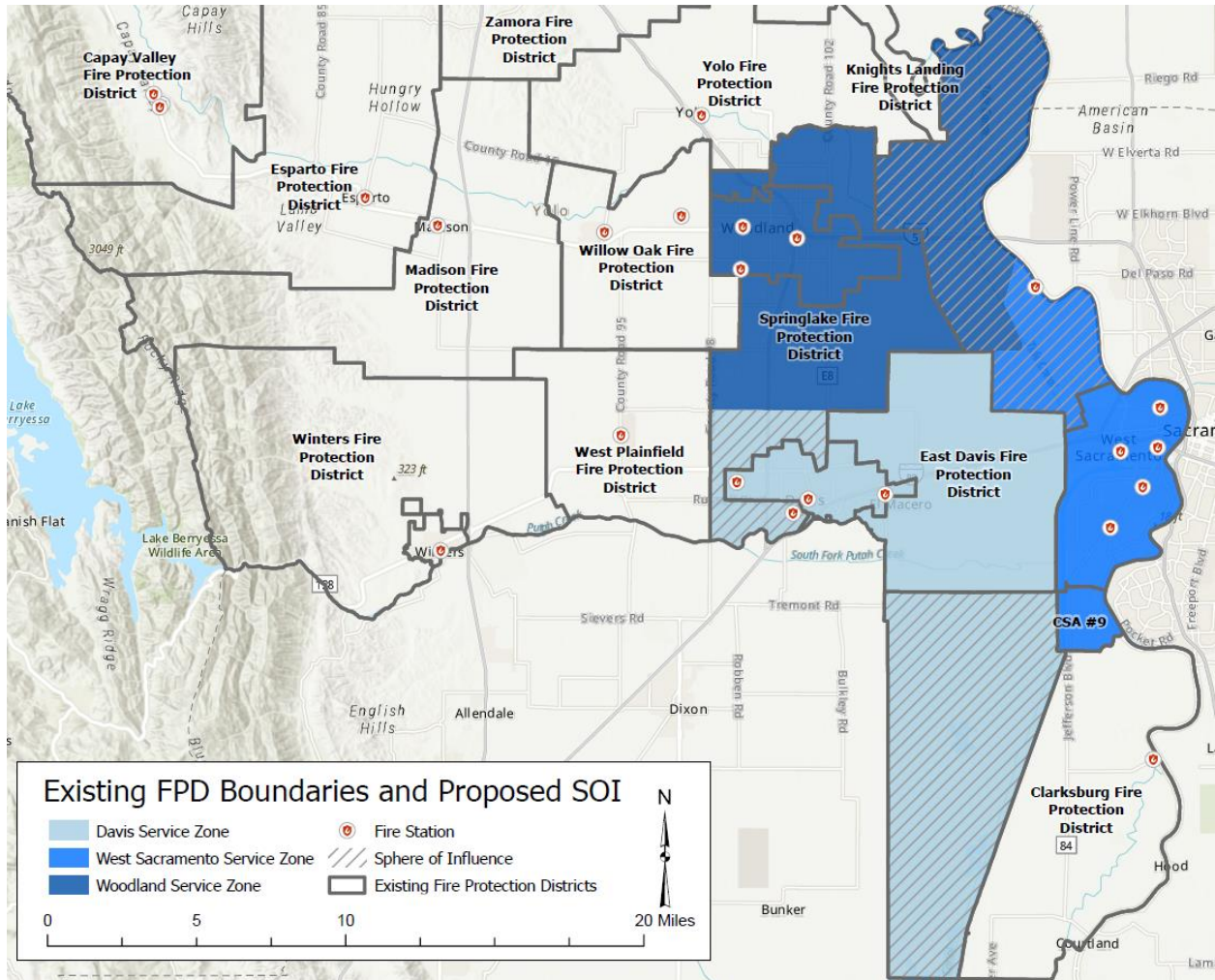
Assuming Elkhorn FPD cedes its services, there would be 6 districts served by 4 cities: CSA 9, East Davis FPD, Elkhorn FPD, No Man's Land FPD, Springlake FPD, and Winters FPD. At the March 31, 2022 LAFCo meeting, two different reorganization options were considered: (1) one FPD with four service zones for each city service area; or (2) four separate districts, one for each city service area. LAFCo directed staff to move forward with one separate district for each city service area, and therefore, recommendations and SOI Updates are included in each agency's study accordingly.

The map below illustrates the reorganization to implement this direction that would reorganize five districts into three districts that would align with each city's existing service area. The Winters FPD boundaries already align to the City of Winters service territory, so no change is needed. The SOI Updates for CSA 9, East Davis FPD, and Springlake FPD are included in each individual report and are illustrated below to show how they work together.

It is important to highlight that the districts that do not perform their own services are funding and contracting mechanisms for the Yolo County Board of Supervisors to provide these critical services to unincorporated residents, and fire commissioners serve at the pleasure of the Board of Supervisors to assist the County in this important work. It's also worth emphasizing that **reorganization would not change any existing service contracts or Proposition 218 assessments**. Existing contracts and assessments would be administered by the successor agency as applicable.

The MSR also recommends Yolo County streamline its contract FPDs to operate as pass-through agencies as much as possible. It should also seek to make the FPD-city contracts more consistent as the current terms for each are quite disparate.

### Area 4 SOI Updates and Recommended Reorganization



### Individual District Observations

Detailed review, determinations, and recommendations for each district are included in the MSR. The recommendations for each district are also consolidated and listed as an attachment to the resolution (Attachment A). A concise, high-level summary of staff’s observations and analysis of each district by Areas 1-5 is provided below.

### Area 1 FPDs (FY 20/21)

FPD		Area (ac)	Est.		Dispatches			Core Revenue	Ending Fund Balance	ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with stipend	Volunteers
			Residential Pop.	Total Dispatches	Inside Jurisdiction									
Capay Valley	D	110,345	1,130	194	149	\$214,901	\$1,220,126	8	On Call	1.5	0	17		
Esparto	D	48,161	3,122	589	469	\$298,188	\$ 810,273	5/10	Regular Hours	2.5	6	21		
Madison	I	42,325	962	321	175	\$254,074	\$ 493,678	5/10	Regular Hours	2.0	12	12		

Capay Valley and Esparto FPDs entered into a JOA in August 2021 which became a model for this MSR. Madison FPD is looking to join this JOA but hasn't signed on yet. Madison FPD has requested changes not supported by the JOA members and is still being sorted out.

Capay Valley FPD achieves high personnel and apparatus response for its calls with an all-volunteer staff. Response time could be improved, however. The district has a relatively high fund balance but significant deferred maintenance on its stations and apparatus that exceed recommended lifespan. The FPD does not have a Proposition 218 assessment. Its fire commission and staff are stable and capable in its duties. Many of the recommendations are best practices reporting and policy related.

Esparto FPD has the 2<sup>nd</sup> highest call volume (FY 20/21 within its jurisdiction) and is experiencing significant population growth as Esparto is the only unincorporated community that can handle it with municipal services. Its population is expected to increase 26% with development in the pipeline but its portion of the property taxes received is low (3.9%) compared to the average of all the FPDs (6.2%), so property taxes may not be sufficient alone to support the FPD in serving increased demands. It has some full-time paid staff and will likely need more as population increases as it is struggling to get sufficient personnel on rescue/EMS calls. It has a Proposition 218 assessment, but it needs to be evaluated to see if it should be increased.

Madison FPD is performing very slightly below recommended personnel numbers on average (3.97 when the benchmark is 4 for fire calls and 2.91 when 3 is recommended for rescue/EMS calls) and has improved its response over the last three years. The 2016 MSR recommended consolidation with Esparto FPD and LAFCo staff agrees the Madison station is not needed for an adequate response (and 24/7 coverage could be achieved if personnel were used more efficiently). However, if the FPD joins the JOA as recommended and functionally consolidates, similar goals could be achieved without legal consolidation.

### Area 2 FPDs (FY 20/21)

FPD		Area (ac)	Est.		Dispatches			Core Revenue	Ending Fund Balance	ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with stipend	Volunteers
			Residential Pop.	Total Dispatches	Inside Jurisdiction									
Dunnigan	D	70,351	1,110	551	498	\$ 209,196	\$ 514,613	NP	Full Time 24/7	0	22	2		
Knights Landing	D	23,692	1,058	325	167	\$ 119,981	\$ 381,193	5/5Y	On Call	0	0	13		
Yolo	I	33,584	970	458	278	\$ 192,180	\$ 241,560	4/4Y	Regular Hours	1.0	0	21		
Zamora	I	33,709	335	152	110	\$ 157,907	\$ 648,080	8b/10	On Call	0	0	13		

The Area 2 FPDs signed a JOA in May 2022. As compared to other areas, Area 2 FPDs have lower core revenues, only one full-time paid personnel among all four of them, and relatively high call volume. Both Dunnigan and Knights Landing FPDs have a significant portion of their territory identified as income disadvantaged.

Dunnigan FPD is having a remarkable turnaround since the March 31, 2022 meeting. It hired an Acting Chief who is getting on top of issues and working well with other chiefs in the area. However, there are challenging structural problems that will take years to address. Dunnigan FPD has the highest call volume of all the FPDs (FY 20/21 inside jurisdiction calls, not including mutual aid), yet is responding with volunteer staff (stipended in some cases) and has no full-time paid staff like other FPDs with high call volume. District revenues are relatively low, and it has made

ends meet in the past by sending resources out of the area for CAL FIRE strike team revenue, but this funding is not reliable. The District does not have a Proposition 218 assessment and fire commissioners have expressed concern that an assessment would not pass. A large portion of the FPD territory is disadvantaged. The District probably needs to hire full time staff, and address critical station improvements (i.e., well/septic failures, new bay doors, hazardous materials handling, etc.). The new Chief is mending relationships with the fire commission and other chiefs in the region and things are moving in a positive direction.

Knights Landing FPD's core revenue is very low and it has been burdened with a significant number of mutual aid calls from Robbins FPD in Sutter County. It is doing a remarkable job responding to calls (meeting guidelines for rescue/EMS calls and 1 personnel short on average for fire calls) considering how low its revenue is. The FPD likely needs to hire full-time staff and create a reserve program. It also has needed station improvements, some deferred maintenance, and apparatus over the recommended lifespan. It has an assessment and the County's study underway will evaluate it to see if it can be increased, but Knights Landing is a disadvantaged community. The FPD fire commission and staff are stable and capable, but volunteer burn out is a concern.

Yolo FPD exceeds standards for incident response, but its data is incomplete, and the District is taking steps to resolve its issues with reporting. Its fund balance is relatively low to keep up with its Capital Asset Replacement Plan and replacing apparatus within recommended lifespan. The District should consider increasing Yolo FPD's special assessment to provide funding for staffing and apparatus/equipment needs. LAFCo acknowledges Yolo FPD for taking a leadership role with the Area 2 JOA despite its initial hesitation.

Zamora FPD is exceeding performance standards for an adequate personnel/apparatus response. Its call volume is the lowest of the FPDs countywide that provide direct services. The District needs to create a Capital Improvement Plan (CIP) and fund the program, increasing its special assessment if needed. The current assessment has not increased since 1993. The FPD also needs to improve its training, testing, and incident reporting, which is anticipated to occur with MSR recommendations and the structure of the JOA.

### Area 3 FPDs (FY 20/21)

FPD	Area (ac)	Est. Residential Pop.	Est. Total Dispatches	Dispatches Inside Jurisdiction	Core Revenue	Ending Fund Balance	ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with stipend	Volunteers	
West Plainfield	D	21,221	752	233	180	\$370,093	\$ 385,631	3/3Y	Full Time 24/7	3.75	3	19
Willow Oak	D	21,546	2,502	554	382	\$453,387	\$ 865,485	3/3Y	Full Time 24/7	4.0	15	16

These FPDs signed a JOA earlier this month in June 2022. Recommendations for both districts suggest considering a merger with the Area 1 JOA in the 3 to 5-year timeframe.

West Plainfield FPD provides adequate service and is operating in the black. However, it is transitioning to 24/7 staffing but doesn't appear able to afford it as its fund balance is low and trending in a negative direction. The District does not have an assessment and really needs one. The District is providing good service performance but needs to focus on long term CIP and financial planning.

Willow Oak FPD is providing adequate response for rescue/EMS calls but is slightly below recommended personnel response to fire calls (3.76 average, below the recommended 4 personnel). The FPD has received a significant amount of revenue from CAL FIRE strike teams which cannot be relied upon as stable revenue. The FPD should review its assessment to see if it needs to be increased.



### Area 4 FPDs (FY 20/21)

FPD		Area (ac)	Est.	Dispatches			Ending Fund Balance	ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with	
			Residential Pop.	Total Dispatches	Inside Jurisdiction	Core Revenue					stipend	Volunteers
East Davis	D	29,143	2,075	297	297	\$ 824,863	\$ 1,432,155	NA (City)	City Contract	NA	NA	NA
Elkhorn	I	30,703	128	168	150	\$ 111,853	\$ 365,374	NR	On Call	0	0	10
No Mans Land	D	35,639	82	15	15	\$ 26,896	\$ 2,879	NA (City)	City Contract	NA	NA	NA
Springlake	D	32,545	6,587	240	240	\$ 556,024	\$ -	NA (City)	City Contract	NA	NA	NA
Winters	D	50,528	1,015	301	301	\$ 375,948	\$ 500,005	NA (City)	City Contract	NA	NA	NA

The priority for Area 4 is to absorb the Elkhorn FPD territory and reorganize the districts to achieve one district for each city service area. Elkhorn and No Man’s Land FPDs are recommended to be dissolved and their territory annexed into other districts.

East Davis FPD is financially sound. The MSR recommendations envision the East Davis FPD as a key partner in addressing the Area 4 regional solution. However, the FPD fire commission strongly objects to taking in any additional territory also served by the City of Davis. It is anticipated the Board of Supervisors, as the ultimate governing body of the three districts around Davis, will weigh the community benefits with the potential burdens to the districts in evaluating the MSR’s recommendations as the fire commissioners serve at the pleasure of the Board of Supervisors. There’s also a difference of opinion regarding the FPD’s sizable fund balance. The fire commission appears very attached to its fund balance as security in case the City ever closed the local fire station. However, staff suggests even in the unlikely event the City closed this station after 56 years of continuous service, the FPD cannot just subsidize the City to keep the station open or bridge services somehow, and there may be better ways to reduce this risk. The FPD has repeatedly asked to be left out of this MSR (see correspondence in Attachment B). However as mentioned earlier, the East Davis FPD is a necessary part of the Area 4 regional solution.

Elkhorn FPD has struggled to provide adequate services for years and the 2016 MSR recommended it become a contract district, which was not implemented. The FPD currently has 10 volunteers and is working on recruiting more. It does not have a town as a community base and it estimates the population of the district is 80-90 people. In FY 20/21 it had 55 rescue/EMS calls and 8 fire calls. The FPD acknowledges it is unable to respond to accidents on I-5 safely, also struggles with calls on Old River Road, and is willing to cede these services. Most of these accidents are not FPD residents and are being generated by increased traffic through the District. The FPD would prefer to detach I-5 and Old River Road calls and let the cities of West Sacramento and Woodland handle them, but wants to maintain the FPD for its fire calls and not dissolve. However, staff recommends this is not an efficient use of resources to maintain an FPD for only 8 fire calls per year and the FPD has not responded with sufficient personnel/apparatus in a timely manner. Therefore, staff recommends this is not a viable long-term solution and Elkhorn FPD should, unfortunately, be dissolved. The FPD has done what it can, but the number and difficulty of the calls has increased over the years and it’s time for agency services to evolve accordingly.

No Man’s Land FPD is operating at a slight deficit, mostly because the City of Davis staff have not been billing tax exempt parcels for its assessment for years, which was discovered through this MSR process. The reason No Man’s Land FPD was originally formed in 1974 was because at the time, the City of Davis was unwilling to provide services and instead were provided by the City of Dixon. But services changed to the City of Davis after a trial period in 1997, so the reason for a separate FPD no longer exists. Therefore, LAFCo recommends the No Man’s Land FPD be dissolved and annexed into East Davis FPD commensurate with the goal of one district for each city service area.

Springlake FPD is also a key district in addressing the Elkhorn FPD issues and is willing to annex a majority portion of this territory. Its existing territory is currently served by three different providers: the cities of Davis and Woodland, and UC Davis. And its territory is also dispatched by two agencies: The City of Davis and YECA. Therefore, a boundary cleanup to align with existing services would be beneficial. LAFCo staff recommends its FPD-city contract as a model because it is very streamlined as a pass-through district, meaning revenue collected is simply passed through to the cities and UC Davis for services. The County’s Proposition 218 study will evaluate whether assessments are sufficient and consider increasing them if needed. The MSR’s recommended reorganization would streamline Springlake FPD and create more accountability to consolidate all the territory served by the City of Woodland under one FPD and detach the portion served by the City of Davis and UC Davis.

Winters FPD contracts with the City of Winters for services and FPD boundaries are already aligned with the City service area, so no boundary changes are needed. The City of Winters reports struggling with sufficient staffing and the FPD should support an assessment to fund needed services as it does not have one. The MSR recommends the contract and the relationship between the FPD and City be more streamlined as a pass through of funding as possible (considering CALPERS pension obligations). The current contract is overly complicated and very labor intensive to create unique data to implement the funding formula. It does have good provisions, however, for providing a station and apparatus in the unlikely event services were ever terminated that may be a model for other FPD-city contracts.

CSA 9 is a pass-through district created as a remnant of the City of West Sacramento incorporation. The MSR recommends CSA 9 annex the portion of the Elkhorn FPD served by the City of West Sacramento in the 2015 auto-aid agreement. The District would serve as the financial mechanism for the City of West Sacramento to provide services.

**Area 5 FPD (FY 20/21)**

FPD	Area (ac)	Est.		Dispatches			Ending Fund Balance	ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with stipend	Volunteers
		Residential Pop.	Total Dispatches	Inside Jurisdiction	Core Revenue							
Clarksburg	34,665	1,260	268	250	\$178,969	\$ 853,612	5/8	On Call	0	0	20	

Clarksburg FPD also achieves high personnel and apparatus response for its calls with an all-volunteer staff. The District has recently invested in station improvements. The FPD’s primary issue is being able to fund replacement apparatus within recommended service life. Its Proposition 218 assessment has not been updated since 1993.

**AGENCY/PUBLIC INVOLVEMENT**

While conducting this MSR, the LAFCo Executive Officer met with either representatives of, or the entire, FPD board of directors/fire commissions 30 or more times. A notice of availability of the Draft MSR/SOI and public hearing was published in the Davis Enterprise and Woodland Democrat 21 days in advance.

Each district was provided an opportunity to review and comment on the administrative draft report before it was made public. When the June 15, 2022 Public Review Draft MSR/SOI was posted online two weeks before the hearing, staff asked the FPDs to double check the apparatus lists and other changes since the administrative draft.

Feedback has generally been that MSR recommendations are reasonable for the most part, or staff has heard nothing. There’s been some frustration expressed about late changes to how response times were measured, which is due to LAFCo staff misunderstanding. The change is intended to establish a recommended guideline in the absence of one (but difficult at best for the

more rural districts to achieve). In the end, response times are provided in the MSR as information only.

Overall, few changes have been requested to the MSR/SOI since the June 15, 2022 Public Review Draft, so changes are shown as one slip sheet for a clarification to the Knights Landing FPD agency overview under Attachment C. This attachment also includes responses to many changes requested by the East Davis FPD on its administrative draft that were not included with a detailed explanation. Edits to the MSR/SOI have been formatted in added text and ~~deleted text~~ so it is clear what has changed as compared to the Public Review Draft. Any changes will be incorporated into the final adopted MSR/SOI.

Staff would like to acknowledge the dedication of the Yolo County Firefighters Association (YCFA) MSR Subcommittee for its invaluable technical expertise throughout this MSR and process. The individuals who volunteered are listed and acknowledged in the MSR. Staff has heard some FPD criticism that the MSR Subcommittee didn't communicate back to the YCFA adequately regarding updates, standards and guidelines decided upon. However, the Subcommittee volunteered considerable time and felt empowered by YCFA to make these decisions on behalf of the chiefs group. No MSR process can be expected to be perfectly smooth and the standards and guidelines didn't change the outcome of the MSR to a significant degree. For the next MSR cycle, LAFCo and YCFA should make sure expectations are better clarified.

#### FPD Objections

There are objections from two FPDs as already discussed:

- The Elkhorn FPD is opposed to the recommendation that it be dissolved; and
- The East Davis FPD is opposed to the recommendation it annex additional territory also served by the City of Davis.

#### Correspondence Received

1. Bill Weisgerber, Chair, East Davis FPD dated June 8, 2022 expressing strong concerns about the MSR recommendations and asking LAFCo not to approve them "as these extreme measures are potentially detrimental or even harmful to the residents" of the East Davis FPD.
2. Tom Stallard, Councilmember, City of Woodland dated June 23, 2022 expressing the need to resolve the Elkhorn FPD situation and strongly recommending LAFCo adopt all MSR recommendations.

Any additional correspondence received after this report will be provided to the Commission in a supplemental packet.

#### **CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)**

The proposed Municipal Service Review and Sphere of Influence Update is exempt from the California Environmental Quality Act (CEQA) pursuant to Sections 15061(b)(3) and Section 15320 of the California Code of Regulations, Title 14, Division 6, Chapter 3 (State CEQA Guidelines). CEQA requires analysis of agency approvals of discretionary "projects." A "project," under CEQA, is defined as "the whole of an action, which has a potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment." Section 15061 (b)(3) of the CEQA Guidelines describes the General Rule that CEQA only applies to projects which "have the potential for causing a significant effect on the environment; where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA." Section 15320 is a Categorical Exemption for reorganization of local governmental agencies that do not change the geographical area in which previously existing powers are exercised.

Approval of the Municipal Service Review and Sphere of Influence Update, and the district reorganization that might follow, do not approve any development project. No physical construction or activity is contemplated as a result of this action. The Sphere of Influence Update does not change the geographical area in which fire protection services are exercised. The project, therefore, will not have the potential to result in individual or cumulative significant effects on the environment. Furthermore, no special circumstances exist that would create a reasonable possibility that approving the Municipal Service Review and Sphere of Influence Update would have a significant effect on the environment. Therefore, the project is exempt from CEQA and no further environmental review is necessary.