

YOLO LOCAL AGENCY FORMATION COMMISSION

Special Meeting AGENDA

June 30, 2026 - 11:00 a.m.

BOARD OF SUPERVISORS CHAMBERS
625 COURT STREET, ROOM 206
WOODLAND, CA 95695

COMMISSIONERS

GLORIA PARTIDA, CHAIR (CITY MEMBER)
OSCAR VILLEGAS, VICE CHAIR (COUNTY MEMBER)
LUCAS FRERICHS (COUNTY MEMBER)
TANIA GARCIA-CADENA (CITY MEMBER)
PAMELA MILLER (PUBLIC MEMBER)

ALTERNATE COMMISSIONERS

NORMA ALCALA (CITY MEMBER)
SHEILA ALLEN (COUNTY MEMBER)
ERIK VINK (PUBLIC MEMBER)

CHRISTINE CRAWFORD
EXECUTIVE OFFICER

ERIC MAY
COMMISSION COUNSEL

Meetings of the Yolo Local Agency Formation Commission (LAFCo) are held in person in the Board of Supervisors chambers, located at 625 Court Street, Suite 206, Woodland, CA. LAFCo will, to the best of its ability, provide hybrid and remote options for LAFCo meeting participants and to the public; however, LAFCo cannot guarantee these options will be available due to technical limitations outside our control. For assurance of public comment, LAFCo encourages in-person and written public comments to be submitted. The Zoom link / phone number and instructions for participating in the meeting through Zoom are set forth in the "Public Participation Instructions" on the final page of this agenda.

NOTICE:

This agenda was posted at least twenty-four (24) hours prior to the Special Meeting in a location freely accessible to the public, in accordance with the Brown Act (Gov. Code § 54956). The public may subscribe to receive emailed agendas, notices and other updates by contacting staff at lafco@yolocounty.org. All persons are invited to testify and submit written comments to the Commission. If you challenge a LAFCo action in court, you may be limited to issues raised at the public hearing or submitted as written comments prior to the close of the public hearing. If you wish to submit written material at the hearing, please supply 8 copies.

FPPC - Notice to All Parties and Participants in LAFCo Proceedings

All parties and participants on a matter to be heard by the Commission that have made campaign contributions totaling more than \$500 to any Commissioner in the past 12 months must disclose this fact, either orally or in writing, for the official record as required by Government Code Section 84308. Contributions and expenditures for political purposes related to any proposal or proceedings before LAFCo are subject to the reporting requirements of the Political Reform Act and the regulations of the Fair Political Practices Commission, and must be disclosed to the Commission prior to the hearing on the matter.

AGENDA

PLEASE NOTE - The numerical order of items on this agenda is for convenience of reference. Items may be taken out of order upon request of the Chair or Commission members.

CALL TO ORDER

1. Pledge of Allegiance
2. Roll Call
3. Public Comment: This is an opportunity for members of the public to address the Commission on subjects relating to LAFCo purview but not relative to items on this Agenda. The Commission reserves the right to impose a reasonable time limit on any topic or on any individual speaker.

CONSENT AGENDA

4. Approve the LAFCo meeting minutes of May 28, 2026
5. Approve a budget adjustment for the Fiscal Year 2025/26 adopted budget to move \$15,000 from Salaries and Benefits into Services and Supplies, resulting in no net increase to the overall budget
6. Consider Resolution 2026-03 authorizing the City of Woodland to provide out of agency water service to APN 041-080-020 located on the southeast corner of Matmor Road and Sports Park Drive in the City of Woodland Sphere of Influence, and find the project is categorically exempt from CEQA (LAFCo No. 26-03)
7. Correspondence

REGULAR AGENDA

8. Consider either adoption of Conducting Authority Resolution 2026-04 terminating the Elkhorn Fire Protection District (FPD) and County Service Area 9 (CSA 9) Reorganization to the Springlake FPD, or adoption of Resolution 2026-05 dissolving the Elkhorn FPD and determining the action is not subject to the California Environmental Quality Act (CEQA) in accordance with CEQA Guidelines Section 15061(b) (3) and 15320 (LAFCo No. 24-02)

EXECUTIVE OFFICER'S REPORT

9. Executive Officer's Report: A report by the Executive Officer on recent events relevant to the Commission and an update of staff activity for the month.
 - a. Long Range Planning Calendar
 - b. CALAFCO Legislative Update

COMMISSIONER REPORTS

10. Action items and reports from members of the Commission, including announcements, questions to be referred to staff, future agenda items, and reports on meetings and information which would be of interest to the Commission or the public.

ADJOURNMENT

11. Adjourn to the next Regular LAFCo Meeting

I declare under penalty of perjury that the foregoing agenda was posted by 11:00 a.m. Monday, June 29, 2026 at the following places:

- On the bulletin board outside the east entrance of the Erwin W. Meier County Administration Building, 625 Court Street, Woodland, CA;
- On the bulletin board outside the Board of Supervisors Chambers, 625 Court Street, Room 206, Woodland, CA: and,
- On the LAFCo website at: www.yololafco.org.

ATTEST:

Desirae Leverett, Clerk
Yolo LAFCO

A.D.A. NOTICE

If requested, this agenda can be made available in appropriate alternative formats to persons with a disability, as required by Section 202 of the Americans with Disabilities Act of 1990 and the Federal Rules and Regulations adopted in implementation thereof. Persons seeking an alternative format should contact the Commission Clerk for further information. In addition, a person with a disability who requires a modification or accommodation, including auxiliary aids or services, in order to participate in a public meeting should contact the Commission Clerk as soon as possible and at least 24 hours prior to the meeting. The Commission Clerk may be reached at 530-666-8048 or at the following address: Yolo LAFCo, 625 Court Street, Suite 107, Woodland, CA 95695.

PUBLIC PARTICIPATION INSTRUCTIONS:

Meetings of the Yolo Local Agency Formation Commission (LAFCo) are held in person in the Board of Supervisors chambers, located at 625 Court Street, Room 206, Woodland, CA. If you cannot attend the LAFCo meeting in person but desire to follow the meeting remotely, make a public comment, or comment on a specific item on the agenda, you may do so by:

- Joining through Zoom on your computer at <https://yolocounty.zoom.us/j/83450622345>, or participate by phone by calling 1-408-638-0968, Webinar ID: 834 5062 2345. Please note there is no participant code, you will just hit # again after the recording prompts you.
- If you are joining the meeting via Zoom and wish to make a comment on an item, press the "raise a hand" button. If you are joining the meeting by phone, press *9 to indicate a desire to make comment. The moderator will call you by name or phone number when it is your turn to comment. Press *6 to unmute. The Commission reserves the right to impose a reasonable limit on time afforded to any topic or to any individual speaker.
- If you wish to submit a written comment on a specific agenda item or on an item not on the agenda, please email the Commission Clerk at lafco@yolocounty.org or send to 625 Court Street, Suite 107, Woodland, CA 95695. Please include meeting date and item number. Please submit your comment by 2:00 p.m. the day prior to the meeting, if possible, to provide the Commission a reasonable opportunity to review your comment in advance of the meeting. All written comments are distributed to the Commission, filed into the record, but will not be read aloud.

Please note that LAFCo cannot guarantee that hybrid and remote options will be available due to technical limitations outside our control. For assurance of public comment, LAFCo encourages in-person or written public comments to be submitted.

LAFCO

4.

Meeting Date: 06/30/2026

Information

SUBJECT

Approve the LAFCo meeting minutes of May 28, 2026

RECOMMENDED ACTION

Adopt the LAFCo meeting minutes of May 28, 2026

Attachments

Minutes 06.28.26

Form Review

Form Started By: Desirae Leverett

Started On: 06/25/2026 11:04 AM

Final Approval Date: 06/25/2026

YOLO LOCAL AGENCY FORMATION COMMISSION

MEETING MINUTES

May 28, 2026

The Yolo Local Agency Formation Commission met in Regular Session on May 28, 2026, at 9:00 a.m. in the Yolo County Board of Supervisors Chambers, 625 Court Street, Room 206, Woodland, California.

Voting members present were County Member Lucas Frerichs, City Member Tania Garcia-Cadena, Public Member Pamela Miller, Vice Chair and County Member Oscar Villegas, and Chair and City Member Gloria Partida. Public Member Alternate Erik Vink attended via Zoom.

Others present were Executive Officer Christine Crawford, Deputy Executive Officer JD Trebec, and Clerk Desirae Leverett.

CALL TO ORDER

Chair Partida called the meeting to order at 9:00 a.m.

Item № 1 Pledge

Commissioner Frerichs led the Pledge of Allegiance.

Item № 2 Roll Call

Present: Frerichs, Garcia-Cadena, Miller, Villegas, Partida

Absent: None

Item № 3 Public Comments

There were no public comments.

CONSENT

Item № 4 Approve the Minutes of the April 23, 2026 Meeting

Item № 5 Correspondence

Minute Order 2026-14: The recommended actions on Consent were approved.

Motion: Villegas **Second:** Garcia-Cadena

Ayes: Frerichs, Garcia-Cadena, Miller, Villegas, Partida

Abstained: None

Noes: None

PUBLIC HEARING**Item № 6 Consider Resolution No. 2026-02 approving the Wastewater Treatment Facility Annexation to the Esparto Community Services District and waiving Conducting Authority Proceedings, and find the project is categorically exempt from CEQA (LAFCo No. 26-01)**

There were no public comments.

Minute Order 2026-15: Resolution No. 2026-02 approving the Wastewater Treatment Facility Annexation to the Esparto Community Services District and waiving Conducting Authority Proceedings was adopted.

Motion: Frerichs **Second:** Partida

Ayes: Frerichs, Garcia-Cadena, Miller, Villegas, Partida

Abstained: None

Noes: None

Item № 7 Consider and adopt the Final LAFCo Budget for Fiscal Year 2026/27

There were no public comments.

Minute Order 2026-16: The Final LAFCo Budget for Fiscal Year 2026/27 was adopted.

Motion: Garcia-Cadena **Second:** Villegas

Ayes: Frerichs, Garcia-Cadena, Miller, Villegas, Partida

Abstained: None

Noes: None

REGULAR AGENDA**Item № 8 Update regarding extending the protest hearing for the Elkhorn Fire Protection District (FPD) and County Service Area 9 (CSA 9) Reorganization into the Springlake FPD from May 26, 2026 to June 16, 2026 (no action will be taken)**

The Commission discussed the significant public safety concerns surrounding Elkhorn FPD's inability to reliably provide essential services and the urgency of identifying a viable path forward. Commissioners emphasized the need for clearer communication with the County regarding risks, service gaps, and potential solutions, noting that consolidation pressures are growing countywide. Questions focused on options to proceed despite the protest preventing annexation, the implications of board structure and appointments, potential liability exposure in the event of an incident, and the district's lack of basic statutory compliance such as audits and maintaining a website. Commissioners also sought clarity on whether standalone dissolution or larger reorganizations could reduce protest vulnerability. Staff noted that certification of protest results will conclude the current proposal and that any new action would require a fresh initiation following MSR updates, underscoring the need for timely progress given the public safety risks. No action was taken.

Item № 9 **Executive Officer's Report**

The Executive Officer briefed the commission on the recent status of the application of the Davis Waldorf School expansion and city service noting the applicant placed it on hold and commented that the Executive Officer's evaluation would be coming up during the month of June or July.

Item № 10 **Commissioner Reports**

There were no reports.

Item № 11 **Adjournment**

Minute Order 2026-17: By order of the Chair, the meeting was adjourned at 9:26 a.m.

ATTEST:

Desirae Leverett
Clerk to the Commission

LAFCO

Meeting Date: 06/30/2026

Information

SUBJECT

Approve a budget adjustment for the Fiscal Year 2025/26 adopted budget to move \$15,000 from Salaries and Benefits into Services and Supplies, resulting in no net increase to the overall budget

RECOMMENDED ACTION

Approve a budget adjustment for the Fiscal Year 2025/26 adopted budget to:

1. Reduce Account 500110 Extra Help from \$15,000 to \$8,000;
2. Reduce Account 501190 Other Employee Benefits from \$68,152 to \$60,152 (a net decrease of \$15,000 in Salaries and Benefits); and
3. Increase Account 510275 Professional & Specialized Services-Other from \$30,000 to \$45,000 (a net increase of \$15,000 in Services and Supplies)

The recommended action achieves balance at the object level (i.e. the grouping of all the associated individual accounts).

FISCAL IMPACT

None. This item involves moving monies between expenditure categories at the object level so they balance in the FY 2025/26 budget for year-end. Total expenditures have not changed.

REASONS FOR RECOMMENDED ACTION

LAFCo has had higher than expected professional services costs associated with the Elkhorn FPD Reorganization that were not anticipated when the budget was adopted in May 2025. The recommended adjustment will keep the budget balanced at the object level at year-end.

BACKGROUND

Per LAFCo Administrative Policies and Procedures Section 5.6, the Commission may make adjustments to its budgets at any time during the fiscal year, as it deems appropriate. Per County policy and practice, the Executive Officer can make adjustments between accounts within a category of accounts in the budget such as "Salaries and Benefits". However, Commission approval is required to move money at the object level, i.e. between budget categories.

Attachments

5 Att A - Budget Amendment

Form Review

Inbox

Christine Crawford (Originator)
Form Started By: Christine Crawford
Final Approval Date: 06/23/2026

Reviewed By

Christine Crawford

Date

06/23/2026 01:22 PM
Started On: 06/10/2026 11:45 AM

Item 5 - Attachment A

YOLO LAFCO FINAL BUDGET:
FINANCING SOURCES - SCHEDULE A

FISCAL YEAR 2025/26
FUND: 7225 BUDGET UNIT: 2981 COST CENTER: 202000

Account #	Account Name	FY 24/25 Revenues Budget	FY 25/26 Revenues Budget	Net Change	Comments/Notes
REVENUES					
AGENCIES SHARE:					
					LAFCo Budget Apportionment
430020	OTHER GOVT AGENCY-COUNTY	\$ 276,117	\$ 276,117	\$ -	50.00%
430023	OTHER GOVT AGENCY-WEST SACRAMENTO	96,415	96,075	(340)	17.40%
430025	OTHER GOVT AGENCY-WOODLAND	85,695	85,828	133	15.54%
430027	OTHER GOVT AGENCY-WINTERS	8,987	8,970	(17)	1.62%
430029	OTHER GOVT AGENCY-DAVIS	85,021	85,245	224	15.44%
	TOTAL AGENCIES SHARE	552,235	552,235	-	
OTHER REVENUE:					
403100	INVESTMENT EARNINGS-POOL	3,000	3,000	-	
440520	OTHER CHARGES FOR SERVICES-LAFCO FEES			-	
	TOTAL OTHER REVENUE	3,000	3,000	-	
	TOTAL REVENUE	555,235	555,235	-	
USE OF FUND BALANCE					
470999	FUND BALANCE AVAILABLE-BUDGET ONLY (UNASSIGNED)	110,727	136,056	25,329	"Surplus" FB used to balance budget/offset costs
	FUND BALANCE USE ADJUSTMENT				
	ASSIGNED-AUDIT RESERVE	10,000	-	(10,000)	Next audit in FY 27/28
	ASSIGNED-CONTINGENCY	-	-	-	
	TOTAL USE OF FUND BALANCE	120,727	136,056	15,329	
TOTAL FINANCING SOURCES		\$ 675,962	\$ 691,291	\$ 15,329	

FINAL LAFCO BUDGET - FINANCING USES - SCHEDULE B

FISCAL YEAR 2025/26

Account #	Account Name	FY 24/25 Expenditures Budget	FY 25/26 Expenditures Budget	Net Change	Comments/Notes
EXPENDITURES					
SALARIES AND BENEFITS:					
500100	REGULAR EMPLOYEES	\$ 325,388	301,581	(23,807)	FTE 2.3/Assumes 3% COLA increase TBD
500110	EXTRA HELP	20,840	8,000	(12,840)	
500160	LEAVE BUY OUT	-	-	-	
501100	RETIREMENT (CALPERS)	116,072	106,970	(9,102)	
501110	SOCIAL SECURITY TAX	21,099	23,758	2,659	
501120	MEDICARE TAX	5,492	5,420	(72)	
501130	HEALTH INSURANCE (Life Ins/EAP/In lieu payout)	150	4,150	4,000	
501150	OPEB - RETIREE HEALTH INSURANCE	22,451	15,381	(7,070)	
501170	UNEMPLOYMENT INSURANCE	185	185	-	
501180	WORKERS' COMP INSURANCE	500	500	-	
501190	OTHER EMPLOYEE BENEFITS	53,364	60,152	6,788	
	TOTAL SALARY & BENEFITS	\$ 565,541	\$ 526,097	\$ (39,444)	
SERVICES AND SUPPLIES:					
510025	COMMUNICATIONS INTERNAL CHARGE	1,934	2,025	91	
510030	FOOD	-	-	-	
510051	INSURANCE-PUBLIC LIABILITY	500	613	113	
510070	MAINTENANCE-EQUIPMENT	500	500	-	
510071	MAINTENANCE-BUILDING IMPROVEMENT	3,146	3,150	4	
510090	MEMBERSHIPS	6,900	7,200	300	\$4,912 CALAFCO; \$854(est) AICP; \$1,351 CSDA
510110	OFFICE EXPENSE	750	750	-	
510111	OFFICE EXP-POSTAGE	500	500	-	
510120	IT SERVICES-DEPARTMENT SYSTEM MAINTENANCE	2,500	3,000	500	County estimate - billed hourly at yearend
510121	IT SERVICES-ERP (Enterprise/Resource/Planning)	4,980	4,758	(222)	County charge: network charges
510122	IT SERVICES-CONNECTIVITY	3,897	5,740	1,843	County charge: network charges
510150	COUNTY A-87 CHARGES	-	24,046	24,046	Building, HR, DFS, County Counsel overhead
510160	PUBLICATIONS AND LEGAL NOTICES	1,000	1,500	500	
510170	RENTS AND LEASES - EQUIPMENT	100	100	-	
510173	RENT INTERNAL CHARGE (records storage)	1,714	1,650	(64)	
510180	TRAINING	4,000	5,000	1,000	Conference registration fees
510190	MINOR EQUIPMENT (Computers)	-	1,662	1,662	
510200	TRANSPORTATION AND TRAVEL	6,000	8,000	2,000	San Diego Conference & NorCal TBD Staff Workshop
510251	PROF & SPEC SVC-AUDITING & ACCOUNTING	15,000	-	(15,000)	No audit this FY (3yr cycle - next in FY 2027/28)
510252	PROF & SPEC SVC-INFO TECH SERVICES	10,000	8,000	(2,000)	Website, OnBase, Harvest, GIS, Domain
510256	PROF & SPEC SVC-LEGAL SERVICES	12,000	12,000	-	
510275	PROF & SPEC SVC-OTHER	10,000	45,000	35,000	Assumes CSD Consolidation study
	TOTAL SERVICES & SUPPLIES	\$ 85,421	\$ 135,194	\$ 49,773	

FINAL DRAFT LAFCO BUDGET - FINANCING USES - SCHEDULE B (continued)

Account #	Account Name	FY 24/25 Expenditures Budget	FY 25/26 Expenditures Budget	Net Change	Comments/Notes
EXPENDITURES					
APPROPRIATION FOR CONTINGENCY:					
590100	APPROP FOR CONTINGENCY	25,000	25,000	-	Appropriation (+FB) =15% of Budget (20% is goal)
	TOTAL APPROPRIATION FOR CONTINGENCY	\$ 25,000	\$ 25,000	\$ -	
	TOTAL APPROPRIATIONS	\$ 675,962	\$ 686,291	\$ 10,329	
PROVISIONS FOR RESERVES					
304000	FUND BAL-ASSIGNED (Audit)	-	5,000	-	Setting aside funds for audit FY 2027/28
304003	FUND BAL-ASSIGNED-GENERAL RESERVE (Contingency)	-	-	-	
	TOTAL PROVISIONS FOR RESERVES	\$ -	\$ 5,000	\$ -	No transfer into Fund Balance reserves
	TOTAL USES	\$ 675,962	691,291	\$ 15,329	

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BUDGETED ENDING FUND BALANCES AS OF	6/30/25	6/30/26	Net Change	
ASSIGNED - AUDIT RESERVE	\$ -	\$ 5,000	5,000	Drawing reseve to fund audit (every 3 yrs)
ASSIGNED - CONTINGENCY RESERVE	75,000	75,000	-	
UNASSIGNED	-	21,799		
TOTAL BUDGETED ENDING FUND BALANCE	\$ 75,000	\$ 101,799	\$ 5,000	

YOLO LAFCO FUND BALANCE WORKSHEET

	FY 24/25 Budget	FY 25/26 Budget
Unassigned Fund Balance		
Beginning Balance	\$ 110,727	\$ 157,855
Estimated revenue	555,235	555,235
Appropriations/Projected expenditures	(675,962)	(686,291)
Transfers (to) reserves	10,000	(5,000)
Estimated Ending Balance	<u>\$ -</u>	<u>\$ 21,799</u>
Assigned Fund Balance-Audit Reserve		
Beginning balance	\$ 10,000	-
Transfers in(out), net	(10,000)	5,000
Estimated Ending Balance	<u>\$ -</u>	<u>5,000</u>
Assigned Fund Balance-Contingency Reserve		
Beginning Balance	\$ 75,000	75,000
Transfers in(out), net	-	-
Estimated Ending Balance	<u>\$ 75,000</u>	<u>75,000</u>
TOTAL FUND BALANCE		
Beginning Balance	\$ 195,727	232,855
Estimated revenue	555,235	555,235
Appropriations/Projected expenditures	(675,962)	(686,291)
Transfers in(out), net	-	-
Estimated Ending Balance	<u>\$ 75,000</u>	<u>101,799</u>

LAFCO

Meeting Date: 06/30/2026

Information

SUBJECT

Consider Resolution 2026-03 authorizing the City of Woodland to provide out of agency water service to APN 041-080-020 located on the southeast corner of Matmor Road and Sports Park Drive in the City of Woodland Sphere of Influence, and find the project is categorically exempt from CEQA (LAFCo No. 26-03)

RECOMMENDED ACTION

Adopt Resolution 2026-03 authorizing the City of Woodland to provide out of agency water service to APN 041-080-020.(LAFCo No. 26-03)

FISCAL IMPACT

None. The applicant submitted a fee of \$1,500 to cover staff time associated with processing this request in accordance with the adopted fee schedule.

REASONS FOR RECOMMENDED ACTION

In accordance with the Cortese-Knox-Hertzberg Act Section 56133, the Commission may authorize a City to provide extended services outside its jurisdictional boundary to an area within its sphere of influence in anticipation of a later change of organization. The project parcel is owned by Woodland Christian School, which is located immediately north of the subject parcel at the southern boundary of the City of Woodland. The property has no permanent structures and is used as a practice field for the school athletics program. Lighting for evening practices is provided by a pair of generator-powered lighting trailers. The school has requested a water connection to provide potable water to a mobile water fountain for use by the student athletes. The City of Woodland plans to annex the parcel in five to ten years with the extension of Heritage Parkway over Highway 113 and through the southern portion of the subject parcel to connect to East Street.

BACKGROUND

The Out of Agency Services approval is consistent with Yolo LAFCo's Project Policies, specifically its Standards of Evaluation (Section 3.3), and the City of Woodland Sphere of Influence. Other properties along Sports Park Drive receive city services. The subject parcel is under the jurisdiction of Yolo County and zoned for Intensive Agricultural uses (A-N). More than half the parcel is actively farmed, and no structures have been built on the site. The parcel is bounded to the east by Highway 113 and the Woodland Senior and Community Center is located to the west of the subject parcel. The adjacent publicly-owned parcels have recently been annexed. The City plans to annex the subject parcel in five to ten years when it extends Heritage Parkway over Highway 113.

The City of Woodland has provided LAFCo with a will-serve letter contingent upon the property owner and the City agreeing to terms for construction and connection, specifically the payment of impact fees and the owner recording an annexation agreement with the city.

CEQA

Yolo LAFCo has reviewed the project and recommends that the project is categorically exempt from the California Environmental Quality Act (CEQA) pursuant to Guidelines Section 15301(f) (Existing facilities) of the CEQA Guidelines. The project includes construction of water service connections for a mobile drinking fountain. Guidelines Section 15301(f) provides a Class 1 categorical exemption for work to improve the health and safety of existing facilities or operations. The project site is used as a practice field for student athletes where a potable water connection would protect the students' health and safety.

Attachments

6 Att A - Aerial Image

6 Att B - Resolution 26-03 Woodland OOA

Form Review

Inbox

Christine Crawford
Form Started By: JD Trebec
Final Approval Date: 06/23/2026

Reviewed By


Christine Crawford


Date

06/23/2026 03:48 PM
Started On: 06/16/2026 02:12 PM

Attachment A. Aerial Image



 Sphere of Influence

 Project Parcel

RESOLUTION No. 2026-03

**AUTHORIZE THE CITY OF WOODLAND TO PROVIDE OUT OF AGENCY
WATER SERVICE TO APN 041-080-020
LOCATED SOUTHEAST OF MATMOR ROAD AND SPORTS PARK DRIVE
(LAFCO NO. 26-03)**

WHEREAS, on June 11, 2026, Woodland Christian School submitted an application to extend City of Woodland (“City”) water service outside the City’s jurisdictional boundaries to a 15.81-acre property (APN 041-080-020) in order to provide water services to a practice field; and

WHEREAS, in accordance with the Cortese Knox Hertzberg Act, Government Code Section 56133, the Yolo Local Agency Formation Commission (“Yolo LAFCo”) may authorize an agency to provide extended services outside its jurisdictional boundary but within its sphere of influence in anticipation of a later change or organization; and

WHEREAS, the project was analyzed in accordance with Government Code Section 56133 and Yolo LAFCo’s local policy for Out of Agency Service Review adopted August 22, 2019; and

WHEREAS, the Deputy Executive Officer has reviewed the project and recommends that the project is categorically exempt from the California Environmental Quality Act (CEQA) pursuant to Guidelines Section 15301(f) (Existing facilities) of the CEQA Guidelines; and

WHEREAS, the Deputy Executive Officer reviewed the proposal and prepared and filed a report with recommendations with this Commission at least five (5) days prior to the date of the June 30, 2026, meeting during which the project was set to be considered; 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 said meeting, the Commission reviewed and considered the 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 LAFCo authorizes the District to provide out of agency water services to APN 041-080-020 shown in Exhibit A subject to the following findings and conditions of approval:

Findings

1. **Finding:** Yolo LAFCo has reviewed the project and recommends that the project is categorically exempt from the California Environmental Quality Act (CEQA) pursuant to Guidelines Section 15301(f) (Existing facilities) of the CEQA Guidelines.

Evidence: The project includes construction of water service connections for mobile drinking fountains. Guidelines Section 15301(f) provides a Class 1 categorical exemption for work to improve the health and safety of existing facilities or operations. The project site is used as a practice field for student athletes where a potable water connection would protect the students’ health and safety.

2. **Finding:** Approval of Out of Agency Services for the project is consistent with LAFCo policies and is a logical extension of District services.

Evidence: This Out of Agency Services approval is consistent with Yolo LAFCo's Project Policies, specifically its Standards of Evaluation (Section 3.3), and the District Sphere of Influence. Extended services already serve other properties on Sports Park Drive and the project would only provide water service so that it would not be considered growth-inducing. The parcel continues to be used for open space and agricultural uses. The Applicant is conditioned to apply for annexation into the District prior to approval of any further development or division of the parcel. The City of Woodland has agreed to provide water service and has provided LAFCo with a will-serve letter contingent upon the developer and the District agreeing to terms for construction and connection, specifically the payment of impact fees and agreeing to future annexation.

Conditions of Approval

1. To the extent allowed by law, the applicant and the real party of interest, if different, agree to defend, indemnify, hold harmless and release the Yolo Local Agency Formation Commission, its agents, officers, attorney 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 this application or adoption of the environmental review 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 applicant, arising out of or in connection with the approval of this application, whether or not there is concurrent passive negligence of the part of the Yolo Local Agency Formation Commission its agents, officers, attorney or employees.
2. This approval is subject to the City and the developer agreeing to terms for service construction and connection, including fees, among other items.
3. To ensure timely annexation of properties provided with non-emergency out-of-agency services, if future development is proposed on APN 041-080-020, the property owner agrees to submit and pay for a LAFCo application to annex the subject parcel to the City of Woodland.
4. The applicant shall execute and record an agreement that precludes direct or indirect opposition or protestation of the annexation of the served property (form is available at LAFCo).

PASSED AND ADOPTED by the Local Agency Formation Commission, County of Yolo, State of California, this 30th day of June 2026, by the following vote.


AYES:
NOES:
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



COMMUNITY DEVELOPMENT ENGINEERING | 300 FIRST STREET | WOODLAND, CA 95695 | 530-661-5820 | CITYOFWOODLAND.GOV

June 19, 2026

Jim Morrow
Woodland Christian School
1787 Matmor Road
Woodland, CA 95776

RE: Woodland Christian School 1787 Matmor Rd, Will Serve Letter

Dear Mr. Morrow:

This letter confirms that the above referenced property is located within the City of Woodland's sphere of influence and will be provided with water service upon construction of the necessary infrastructure required to connect to the City system.

The commitment to provide water service is conditional based on the City and the developer entering into a Service Agreement. This agreement will include, but is not limited to, the payment of impact fees and timing of future annexation.

If you should have any questions or require additional information, please do not hesitate to contact me at lolly.weichel@cityofwoodland.gov or (530) 661-5950.

Sincerely,

A handwritten signature in blue ink that reads "Lolly Weichel".

Lolly Weichel
Development Services Engineering

Consent 7.

LAFCO

Meeting Date: 06/30/2026

Information

SUBJECT

Correspondence

RECOMMENDED ACTION

Receive and file the following correspondence:

- a. CALAFCO Member Update (May 2026)
- b. Colantuono Highsmith Whatley (CHW) Spring 2026 Newsletter
- c. CHW June Bulletin

Attachments

- 7 Att A - CALAFCO Member Update
 - 7 Att B - CHW Spring Newsletter
 - 7 Att C - CHW June Bulletin
-

Form Review

Form Started By: Desirae Leverett
Final Approval Date: 06/25/2026

Started On: 06/25/2026 11:16 AM



MEMBER UPDATE

MAY 2026

Since the March Quarterly Newsletter, CALAFCO has stayed busy on the work that matters most to members: education and training, legislative advocacy, communications improvements, governance implementation, and day-to-day support for LAFCOs of every size and region.

One thing has become especially clear this year: members truly value staying connected with colleagues across California. Workshops, trainings, and committee discussions give commissioners, staff, and partners, whether you are new to LAFCO work or have decades of experience, the chance to share ideas, learn from one another, and build lasting relationships.

HERE'S WHERE THAT STANDS.

Board Governance and Strategic Planning:

Following the Special Membership Meeting in February, the Board has been putting into place the governance changes the membership approved earlier this year.

Those changes take effect with the 2026 election cycle.

In February, the Board also held a full-day strategic planning workshop focused on governance, communications, education, and strengthening member involvement and statewide coordination.

Staff will begin distributing election materials this summer as CALAFCO prepares for the 2026 Board election cycle under the newly adopted governance structure.

Educational Programs Continue to Grow:

Interest in CALAFCO's education and training programs keeps growing.

In February, CALAFCO-U hosted LAFCO 101 with more than 100 registrants, and in April, LAFCO 201 drew another 100-plus participants for a deeper look at governance, legal, and operational topics. It is great to see so many members learning side by side.

CALAFCO also launched free, on-demand SB 827 ethics compliance training in partnership with BBK and Regional Government Services. The training is available to every member through December 31, 2026. If your team hasn't completed it yet, there is still plenty of time.

Staff Workshop in Pismo Beach: The 2026 CALAFCO Staff Workshop was held May 6-8 in Pismo Beach with approximately 85 attendees from throughout California, and was a huge success!

The workshop centered on practical, hands-on discussions and peer learning, giving LAFCO staff from large multi-county offices to single-staff LAFCOs time to connect and work through the day-to-day challenges so many of us share.

A special thank you again to San Luis Obispo LAFCO for serving as the host LAFCO and helping make the workshop a success.

2026 Biennial Survey: CALAFCO also completed its 2026 Biennial Survey of California LAFCOs, with 51 LAFCOs participating.

The survey offers valuable statewide insight into staffing models, budgets, workloads, shared services, and operational trends. LAFCOs of all sizes use the results for benchmarking, organizational planning, budget development, and compensation discussions.

Legislative Engagement Remains Strong: CALAFCO’s Legislative Committee is actively reviewing legislation that affects LAFCOs and the local government services communities rely on across California. This work draws on the combined efforts of CALAFCO staff, Board members, Executive Officers, and our lobbying team. There is always room for more members to weigh in, and we welcome your input.

The CALAFCO Legislative Committee also formally opposed AB 2083 (Jackson, 2026) due to concerns regarding consistency with existing Cortese-Knox-Hertzberg processes and the broader precedent the legislation could create for future LAFCO proceedings statewide.

Membership and Organizational Sustainability: At the May Board meeting, the Board approved CALAFCO’s FY 2026–27 operating budget and approved moving forward with additional discussions regarding CALAFCO’s long-term dues and membership structure.

The Board also approved the creation of a Membership and Dues Review Committee, with appointments expected later this summer. The review will look closely at CALAFCO’s membership and dues structure with fairness, predictability, member value, and long-term financial stability all on the table. We especially want to hear from LAFCOs of every size as this work moves forward, and there will be several opportunities for members to share their perspectives.

Communications and Website Improvements: Staff have also started implementing several practical website and communications improvements in response to member feedback. Current efforts are focused on simplifying key pages, improving the visibility of events and updates, and organizing information more clearly to make the website easier for members to navigate and use.

Planning Ahead: The Board also approved the locations for the 2027–2029 Staff Workshops and Annual Conferences, allowing staff to continue long-range planning for future events and contracts. Planning is also underway for the 2026 CALAFCO Annual Conference in Sacramento, October 21–23. The Board approved updated Achievement Award nomination materials, including several new categories that recognize emerging leaders, creative partnerships, and project-based work across the LAFCO community. We encourage every LAFCO to consider nominating a colleague. Great work happens at organizations of all sizes. Nomination materials will be distributed in June.

SO, WHAT’S NEXT:

Between now and the Annual Conference, CALAFCO’s focus remains straightforward:

- 1) Put the membership-approved governance changes fully into effect.
- 2) Keep improving our communications and website so information is easy to find.
- 3) Strengthen financial reporting and day-to-day operations.
- 4) Expand practical education and training opportunities for members at every level.
- 5) Prepare for the 2026 Annual Conference and 2026 Board election cycle.

CALAFCO There’s still important work ahead, but CALAFCO is clearly moving in a positive direction. Our focus remains on doing the work well, communicating openly, following through, and delivering practical support and real value to LAFCOs of every size across California.

What makes CALAFCO valuable is the willingness of commissioners, staff, and partners throughout California to stay involved, share ideas, and support one another. Whether your LAFCO is large or small, urban or rural, your voice and participation strengthen the whole community.

As always, I’m grateful for the support, participation, and engagement of LAFCOs across California. I warmly welcome those of you who are newer to CALAFCO or simply looking for ways to get more involved.

Michelle McIntyre

Newsletter | Spring 2026

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Update on Public Law Court Clarifies Rules for Withholding Law Enforcement Records

By Sara Lopez, Esq. and Jon R. DiCristina, Esq.

Two recent cases clarify that agencies have more responsibility to release law enforcement records under recent amendments to the Public Records Act and *Pitchess* statutes. A pending criminal trial is not a basis to withhold records of a “critical incident,” and agencies must release enough video or audio to show an incident’s context—not just when shots are fired. The court also broadened the records of officer-involved shootings that must be released.

The PRA requires release of body camera footage related to “critical incidents,” i.e., incidents involving the discharge of a firearm or the use of force causing death or great bodily injury. Disclosure is not required if it would “substantially interfere” with “an active criminal or administrative investigation.” The PRA also requires disclosure of personnel records “relating to” investigation of an incident involving the discharge of a firearm.

In *Sacramento Television Stations, Inc. v. Superior Court*, the Sacramento Court of Appeal clarified these rules. After a shootout, Sac TV asked for body camera and other footage. The City of Roseville released 39 seconds of video, arguing that the balance was not part of the “critical incident” and exempt from disclosure because of an ongoing criminal prosecution. The court disagreed, holding the agency must disclose enough footage to allow a requestor “to fully, completely, and accurately comprehend” a critical incident. The court explained that a criminal prosecution is not an “active investigation” justifying withholding recordings.

In *City of Vallejo v. Superior Court*, the ACLU requested records of a Vallejo Police Department investigation of allegations that some officers were bending a point on their badges after officer-involved shootings. The City withheld the records, claiming they were only “indirectly related” to any particular officer-involved shooting, citing the PRA’s personnel records exemption.

(continued on page 2)

CHW Admits New Shareholders

The new year brought new faces to CHW’s shareholder ranks.

The firm elevated David Ruderman to shareholder and his peers elected him to the firm’s Board of Directors, the five-member group that leads the firm. David is an experienced public lawyer who serves as City Attorney of Grass Valley and Sonoma and serves a number of community choice aggregators, which provide alternative power supplies to those who choose these services over those of investor-owned utilities like PG&E or So. Cal. Edison.

Also elevated to shareholder are Aleks Giragosian, City Attorney of Sierra Madre and General Counsel to a number of special districts; Pamela Graham, a leader in our public law litigation practice; Andrew Jared, City Attorney of Barstow, Etna, Fort Jones, Montague, and General Counsel of the Goleta Water District and the Indian Valley CSD; and Ajit Thind, City Attorney of Encinitas and La Palma.

Congratulations to these new leaders!

Crown Castle Right-Sizes its Tower Lease Portfolio

By Robert ("Tripp") May, Esq.

Crown Castle's \$8.5 billion (with a "b") sale of its fiber and small cell businesses represents a strategic shift to focus on macro towers. Crown appears motivated by significant lost revenues from consolidations of its wireless customers and significant potential new revenues from edge computing collocations at tower sites. "Edge computing" refers to data processing and storage deployed closer to end users—like at wireless towers—to increase network speed and efficiency. The equipment is often deployed in shipping-container-sized modules.

In practical terms, Crown aims to downsize or eliminate some sites and significantly expand others. This choice provides insights as to how Crown's plans may affect cities, counties and other local governments which lease antenna sites to Crown.

Crown Castle will likely intensify its rent optimization program with credible termination threats. "Rent optimization" programs euphemistically describe schemes by which tenants plead poverty and threaten to terminate leases unless landlords reduce the rent. These threats are mostly—but not always—empty.

Landlords should expect a more aggressive optimization effort as Crown seeks to cut costs to offset lost revenues. Crown reported a \$50 million revenue reduction after T-Mobile acquired Sprint and decommissioned redundant sites. DISH Wireless's recent decision to scrap its ground network could reduce Crown's 2026 revenue by another \$220 million and has triggered a \$3.5 billion lawsuit.

Crown's need to reduce costs lends credibility to some termination threats. To assess such a threat, lessors should consider:

- how many stable customers operate at a site;
- likelihood of additional or replacement customers;
- whether Crown could relocate customers to a nearby site; and
- actual rent compared to market rent, and how many years remain on a lease's term.

For sites at risk of termination, landlords should still negotiate. A credible termination threat also creates leverage for the landlord because Crown needs to reduce rent.

Public agencies should expect Crown to leverage Section 6409 of the Spectrum Act to streamline expansions for edge computing facilities. Section 6409 requires local governments to approve additions and modifications to existing wireless towers or base stations that do not substantially change their size. The FCC

interprets this to allow footprint expansion of up to 40 feet in any direction—approximately the space needed for edge-computing equipment.

Importantly, Section 6409 does not compel public agencies to approve **leasehold** expansions needed for the new equipment. It regulates land use regulators, not landlords. This creates opportunities for greater control over expansion and participation in increased revenues. Landlords should consider:

- strictly separating leasing and permitting functions, perhaps using different staff;
- requiring providers to secure leasehold rights before submitting permit applications; and
- determining fair market value for proposed expansions.

Landlords might also consider changes to lease agreements to maintain control over expansions, such as express restrictions or required consents for uses, subleases and/or equipment modifications.

For more information on this subject, please contact Tripp at RMay@chwlaw.us or 858.379.0188.

Court Clarifies Rules for Withholding Law Enforcement Records

(continued from page 1)

The San Francisco Court of Appeal ruled for the ACLU. It concluded the law must be interpreted to have "the broadest possible meaning to encompass the records in this case."

The law demands increasing transparency as to officer-involved shootings and other critical incidents. And courts are not open to interpretations which protect police behavior from scrutiny given the apparent legislative purpose of these laws. Disclosure raises concerns, too, for the privacy of officers and bystanders, for the integrity of criminal investigations and prosecutions, and the integrity of internal affairs investigations. So, careful review and legal advice is needed when responding to requests under these new laws.

For more information on this subject, please contact Sara at SLopez@chwlaw.us or 530.346.4966 or Jon at JDICristina@chwlaw.us or 530.798.2991.

9th Circuit Upholds Local Campaign Finance Limits

By Holly O. Whatley, Esq.

The Ninth Circuit's recent en banc decision in *Moving Oxnard Forward, Inc. v. Lopez* reaffirms the constitutionality of local campaign contribution limits when supported by a documented anti-corruption rationale. The 9–2 decision affirmed summary judgment for the City of Oxnard, upholding its voter-approved campaign finance measure and rejecting a First Amendment challenge to per-candidate and total contribution limits.

The majority applied the U.S. Supreme Court's two-step analysis established in *Buckley v. Valeo* and refined in *Randall v. Sorrell* and *McCutcheon v. FEC*. First, the Court found Oxnard adequately demonstrated a sufficiently important governmental interest in preventing the substance or appearance of *quid pro quo* ("this for that") corruption, i.e., bribery or influence-peddling. Citing Ninth Circuit precedent, the majority characterized that burden as a "low bar," concluding Oxnard had provided "more than enough evidence" to establish the appearance of corruption. The court cited Oxnard's history of ethics scandals, including allegations of gifts, private jet travel, and business dealings between city officials and developers. Especially helpful was a district attorney investigation detailing repeated instances in which city officials accepted substantial benefits from entities doing business with the City. The Court also found persuasive that 77% of surveyed Oxnard residents supported government accountability reforms and 82% of voters approved the campaign finance measure.

Second, the majority analyzed whether the contribution limits were "closely drawn" to the City's anti-corruption interests. Applying *Randall*, the majority found no sign of three of the traditional "danger signs" associated with unconstitutionally low contribution limits. Oxnard's limits were imposed per candidate, per election and not per election cycle (i.e., a two- or four-year period), they did not apply to political parties, and they were not the lowest in the nation. But the majority assumed, without deciding, that the fourth danger sign was present—that the limits were below those the Supreme Court has upheld in the past. As *Randall* instructed, the majority independently analyzed the record, focusing on five issues: it found the limits did not restrict challengers from mounting effective campaigns, did not restrict political party contributions, exempted volunteer activity, and were adjusted for inflation. Because Oxnard's limits satisfied the first four considerations, the Court found the fifth—whether special circumstances justified limits—irrelevant, and found Oxnard's limits were closely related to its anti-corruption concerns.

Cities and counties need not prove actual corruption to justify donation limits—you can lock the barn before the horse is gone. And this case provides valuable guidance to agencies considering campaign contribution limits regarding evidence to include in the legislative record to support the need to combat *quid pro quo* corruption or its appearance.

For more information on this subject, please contact Holly at HWhatley@chwlaw.us or 213.542.5704.

Supreme Court Takes Tiered Water Rates Case

By Michael G. Colantuono, Esq.

Challenges to water rates under Propositions 218 (retail rates) and 26 (groundwater and other wholesale rates) have proliferated, driven by the demanding standard of review articulated in *Capistrano Taxpayers Assn. v. City of San Juan Capistrano*, a 2015 decision striking down tiered water rates, and the prospect of generous class-action fees for plaintiffs' counsel. Although local governments won some cases after *Capistrano*, most victories were unpublished. Appellate cases invalidated rates of the City of San Diego and the Otay Water District, which serves areas south and east of San Diego.

Late last year, the Court of Appeal upheld tiered rates in *Dreher v. Los Angeles Department of Water and Power*, finding the City had adequately shown the rising cost to serve water use from the efficient to the profligate. But the Supreme Court granted review in *Dreher*, making the decision persuasive, but not binding, authority. *Dreher* is being briefed in the Supreme Court and a decision is not likely before 2027. In the meantime, how are water agencies to make rates?

Here are some tips: First, avoid controversy if you can. Plaintiffs' lawyers find clients on the internet. Second, don't make rates too often. The Legislature provided short statutes of limitations for challenges, but every ratemaking opens a new window for suit. If you can wait the five-year life of a Proposition 218 ratemaking to make new rates, do. Third, trigger the duty to exhaust administrative remedies, by stating in a notice of a ratemaking hearing that challengers must object to rates in writing and state their legal basis before the rates are made, and by responding to objections in writing as Government Code § 53759.1 requires. Fourth, make a strong record to support your rates, including a cost-of-service analysis reviewed by a lawyer. Make sure you can explain your rates to someone whose preferred mode of thinking is words, not math. Include a slide show to make your reasoning transparent. Fifth, cite and rely on two (perhaps, soon to be three) statutes supporting tiered rates. (Gov. Code, § 53750.6, Water Code, § 366(b)(1); AB 2180 [Ward, D-San Diego].) Sixth, assert available defenses if challenged, including the duty to pay under protest under Health & Safety Code, § 5472, the duty to file a timely claim under the Government Claims Act, and the duty to pay first and litigate later under the Constitution. Finally, assert Government Code, § 53758.5's new bar on refunds, as opposed to an offsetting credit in a future ratemaking.

Ratemaking is challenging under the current, divided cases. Clarity may come in *Dreher*. Until then, keep your lawyers close!

For more information on this subject, please contact Michael at MColantuono@chwlaw.us or 530.432.7357.

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June 9, 2026

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BULLETIN

Update on Public Law

More Time for ADA Updates to Public Agencies Websites

By Julia W. Cohene, Esq.

Public agencies have one more year to make web content and mobile apps accessible to individuals with disabilities under the Americans with Disabilities Act (ADA), thanks to a new Interim Final Rule published by the Department of Justice and already in effect, with comments accepted until June 22, 2026.

Covered entities serving 50,000 or more people now have until April 26, 2027 to make their web content and mobile apps accessible. Smaller agencies have until April 26, 2028.

In 2024, the U.S. Department of Justice published an ambitious new rule requiring public entities, including special districts, to ensure the web content and mobile apps they “provide[] or make[] available, directly or through contractual, licensing, or other arrangements” are accessible to and usable by individuals with disabilities.

This rule is both broad and technically complex. Covered web “content” goes beyond its common meaning of text, images, videos, or electronic documents like PDFs; it also includes the code that defines web content’s structure, presentation, and interactions, communicated to a user through a web browser or other software like media players or assistive technologies. In addition, the rule applies not only to a public agency’s own website and published apps, but also to those it makes

available through contractual, licensing, or other arrangements, such as when a public university

contracts with third parties to post educational content on its behalf. Compliance can be achieved by using the detailed technical guidelines in the Web Content Accessibility Guidelines 2.1 (“WCAG 2.1”), Levels A and AA. Limited exceptions to ease the burden are available.

Criticizing the initial compliance dates, advocates for affected governments insisted the rule’s prior two- and three-year timelines for accessibility were unachievable, especially for smaller entities with limited revenue and technical staff.

Compliance will require several steps. Public agencies must understand the complex rule; identify noncompliant content and platforms; and then remediate inaccessible content. Agencies that do not comply with the rule face litigation given the private right of action under title II of the ADA, which risks can be elevated in the age of AI.

Public agencies still have a marathon ahead to make web content and apps accessible. It is best to work steadily toward compliance. But the extra year should help make the work more achievable.

For more information on this subject, please contact Julia at JCohene@chwlaw.us or 213.542.5736.

Colantuono, Highsmith & Whatley is a law firm with five offices around California that represents public agencies throughout the state. Its municipal law practice includes public revenues, land use, housing, CEQA, LAFCO matters, public safety liability defense, and associated appeals and trial court litigation. We are committed to providing advice that is helpful, understandable, and fairly priced.

<https://chwlaw.us>

LAFCO

Meeting Date: 06/30/2026

Information

SUBJECT

Consider either adoption of Conducting Authority Resolution 2026-04 terminating the Elkhorn Fire Protection District (FPD) and County Service Area 9 (CSA 9) Reorganization to the Springlake FPD, or adoption of Resolution 2026-05 dissolving the Elkhorn FPD and determining the action is not subject to the California Environmental Quality Act (CEQA) in accordance with CEQA Guidelines Section 15061(b)(3) and 15320 (LAFCo No. 24-02)

RECOMMENDED ACTION

1. Receive staff presentation on the status of Elkhorn FPD and CSA 9 Reorganization to Springlake FPD and potential next steps to address public safety concerns in the Elkhorn Area.
2. Adopt Resolution 2026-05 (Att. B) acting upon the original application submitted by the Elkhorn FPD requesting dissolution, ordering the immediate dissolution without protest proceedings or an election, and directing the Executive Officer to file a CEQA Notice of Exemption.

FISCAL IMPACT

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. LAFCo has absorbed the costs for an independent fiscal analysis totaling \$19,700, contract negotiation services totaling \$12,000, and significant staff and legal counsel time, which ordinarily would have been paid by the applicant (Elkhorn FPD).

REASONS FOR RECOMMENDED ACTION

At the May 28, 2026, LAFCo meeting, the Commission directed staff to return with alternate legal options to address the chronic and significant public safety concerns, should the Reorganization receive sufficient protests to overturn LAFCo's approval of the Elkhorn FPD and CSA 9 Reorganization to the Springlake FPD. Staff identified two options:

1. The Commission could order the immediate dissolution of Elkhorn FPD and designate the County as the successor agency by adopting Resolution 2026-05 (Att. B). Government Code Section 57077.1 authorizes LAFCo to order the immediate dissolution of a district without an election or protest proceeding where the dissolution is initiated by the district's board and is consistent with a prior MSR. In this case, the Elkhorn FPD unanimously voted to request dissolution, as recommended by the 2022 MSR. The proposal was amended to include annexation into Springlake FPD, making it subject to the protest process. If LAFCo now acted on the District Board's request to simply dissolve the District, LAFCo can designate the County as the successor agency without the need for annexation, thereby avoiding the protest process, and allowing Cities of Woodland and West Sacramento to assume responsibility for fire and emergency response services under contract with the County.
2. The Commission could certify the protest votes and terminate the Reorganization proceedings by adopting Conducting Authority Resolution 2026-04 (Att. A), and direct staff to analyze alternative reorganization proposals as part of the upcoming MSR. Among other things, the MSR could recommend a broader reorganization of fire districts that would be subject to a protest among a broader territory, thereby decreasing the likelihood of the reorganization being overturned. It is expected that the MSR will not be ready for another 1-2 years, and any subsequent reorganization process will likely also take a year or longer. As a result, the safety concerns with Elkhorn would remain for years to come.

As more fully discussed below, Staff recommends that the Commission pursue Option 1 to immediately dissolve the District. Due to structural challenges of a small population base and shrinking volunteer pool, and the

circumstances of the District's geography that results in tens of thousands of people traveling through the district daily, Elkhorn FPD is unable to provide adequate fire and emergency response in its territory. The public safety concerns are not hypothetical; the status quo puts lives at risk. Dissolving the District and designating the County as the successor agency will allow the Cities of Woodland and West Sacramento to immediately assume responsibility for fire and emergency response under contract with the County.

BACKGROUND

Statewide Conditions Affecting Rural FPDs

Rural fire protection districts across California are facing mounting structural challenges driven by declining volunteer firefighter availability, increasingly burdensome training requirements, and insufficient funding. A recent UC Santa Barbara study [1] found that 35 of 45 counties with rural populations showed documented declines in volunteers, resulting in reduced response rates, vacancy of critical shifts, and even station closures. With rural areas averaging 67.5 percent volunteer staffing, far higher than urban areas, shrinking volunteer ranks threaten response reliability, continuity, and spatial coverage, while statewide policy responses remain fragmented, inconsistent, and insufficient relative to the scale of the problem.

Historical Challenges of the Elkhorn FPD

The Elkhorn FPD has experienced persistent service and organizational challenges throughout its history since it was formed in 1965 following major fires in the Yolo Bypass. From the late 1960s through the 1980s, multiple County departments, fire agencies, and LAFCo studies identified chronic deficiencies including inadequate equipment, lack of mutual aid agreements, poor dispatch communication, and heavy reliance on neighboring districts. LAFCo repeatedly considered boundary adjustments and dissolution, most notably in the 1984 MSR, which found that after 18 years the District still had no mutual aid, no recruitment program, no training, and minimal equipment. Although the 1984 MSR recommended dissolution, LAFCo granted Elkhorn additional time to improve. LAFCo later determined that the District had made sufficient progress for the time being and did not pursue dissolution, in large part because nearby districts were unwilling to absorb the territory (Attachment C).

Intensifying Structural Limitations

Elkhorn's long-standing structural issues have only intensified. The District's population has declined from an estimated 250 residents in 1965 to approximately 80-90 today, leaving a shrinking taxpayer base and volunteer pool. Elkhorn reported only eight volunteers during the 2022 MSR, fewer than all other FPDs countywide, and now it has only six volunteers, just three of whom live within the District, according to the FPD Chair. Meanwhile, surrounding urban areas and the Sacramento International Airport, immediately east of the District, have grown substantially, increasing traffic through the District along I-5 and Old River Road. CalTrans data indicates that an average of 59,000 vehicles pass through the District territory on I-5 every day. Navigation apps further divert traffic into the area, elevating rescue/EMS call volume. These pressures coincide with Caltrans' installation of a continuous median barrier on I-5, which complicates access and further degrades emergency response capability. Comments from Elkhorn FPD officials indicate a general sentiment that the District should not be responsible for non-constituent traffic through its territory, even though public safety agencies have a duty to provide those services uniformly to the public within their designated geographic jurisdiction, without discrimination.

Findings of the 2007, 2016, and 2022 MSRs

LAFCo's 2007 and 2016 MSRs documented that Elkhorn FPD's service was significantly dependent on mutual aid from the Cities of West Sacramento and Woodland, with the 2007 MSR deeming service adequate only because of this reliance on the neighboring cities' services. To support response capability, the Cities of West Sacramento and Woodland implemented an automatic-aid agreement effective January 1, 2015. However, persistent sustainability concerns continued, and the 2016 MSR recommended Elkhorn FPD become a contract district and obtain City services to compensate for the significant assistance being provided, an action the District did not diligently pursue. In September 2023, the Cities terminated automatic aid due to high costs and lack of reciprocity, reverting assistance back to mutual aid only, which adds three minutes to City response times when needed. Additionally, the mutual aid arrangement has generally been one-sided, with the Cities providing ongoing services in Elkhorn, but Elkhorn FPD unable to assist the Cities. In other words, Elkhorn FPD is highly dependent on the Cities' uncompensated assistance, which is not a long-term solution to the service deficiencies.

The 2022 Fire Protection Agencies MSR (Attachments D and E) concluded that Elkhorn could not meet National Fire Protection Association (NFPA) 1720 standards (requiring six personnel within 14 minutes for volunteer departments), nor the Yolo County Fire Chiefs Association's recommended minimum standards of four personnel and two apparatus for fire calls and three personnel and one apparatus for EMS calls. Elkhorn's response data for FY 2020/21 (the best of five years of data, with two or more years missing altogether) showed average staffing of 1.16 personnel and 1.15 apparatus for EMS calls and 1.5 personnel and 1.5 apparatus for fire calls, with 2021 response times averaging 18.36 minutes for EMS and 16.06 minutes for fire calls. Missed-call data from the Yolo Emergency Communications Agency (YECA) showed 48 missed responses over three fiscal years, ranging from 27 percent of calls in FY 2018/19 to 6.7 percent in FY 2020/21. The MSR identified persistent deficiencies

including inadequate response crews, lack of NFPA-required annual evaluations, reliance on volunteers residing outside the District, and failure to implement recommended City service contracts. These findings resulted in the MSR recommending dissolution of the District altogether.

Initiation of Dissolution Proceedings and Escalating Operational Failures

Following adoption of the 2022 MSR, the Yolo County Board of Supervisors initiated dissolution proceedings on December 6, 2022. The parties commenced developing a Plan for Services that would rely on commitments from the Cities of West Sacramento and Woodland. Although draft materials were submitted in 2023, will-serve letters were not provided until July 2024.

During this period, structural challenges remained, culminating in a catastrophic multi-casualty accident on June 6, 2024. The incident began just after 11:22 pm when a 911 caller reported a crashed vehicle, debris in the road, and injured victims along River Road near County Road 107. Dispatchers immediately sent Elkhorn Fire, AMR paramedics, and an air ambulance. AMR responded within the first two minutes, and Sheriff's deputies soon confirmed several injured juveniles and an adult victim with no pulse. AMR arrived about ten minutes after the call and quickly declared a mass casualty incident, which activated hospitals and additional ambulances. During this time, the Elkhorn FPD staff changed vehicles and began responding in Brush 47 (a heavy-duty, off-road truck built to fight wildfires assigned to Elkhorn Station No. 47) but did not arrive until roughly eighteen minutes after the 911 call. Upon arrival, AMR requested that Brush 47 begin vehicle extrication, but Brush 47 did not carry extrication tools, leaving essential rescue operations unaddressed. Nearly 20 minutes after the initial call, an Elkhorn volunteer began responding en route from West Plainfield Fire Station, which is over 20 miles away, and requested resource updates and an additional engine to set up the helicopter landing zone. Woodland Fire was not requested by the Elkhorn FPD until approximately 23 minutes after the first 911 call.

The Woodland Battalion Chief ultimately had to "self-assign" to take command of the incident, meaning he independently assumed necessary command responsibilities after reviewing the severity of the call and that the Elkhorn FPD had not done so. The seriousness of the situation required a level of leadership and coordination that had not yet been initiated by Elkhorn FPD command. Woodland units arrived about 33 minutes after the initial call and ultimately performed the specialized extrication work that Brush 47 was unable to provide and prepared a safe landing zone for the air ambulance. The sequence of events shows substantial delays in command decision-making, the late arrival by the Elkhorn FPD, and an overall inability to perform critical command functions and rescue functions during a severe and time-sensitive emergency. Woodland Fire Department ultimately performed all rescue operations. The incident confirmed severe deficiencies in personnel capacity, apparatus, response reliability, and incident command, generating significant concern from CHP and the Sheriff's Office.

Following this incident and the significant outcry from the public safety community, the Elkhorn FPD Board acknowledged it could not sustain the resources necessary to provide adequate service and unanimously adopted a dissolution resolution on August 21, 2024 citing its limited revenue base, inadequate staffing, and the growing complexity and volume of emergency calls. The District submitted its application on September 26, 2024 (Attachment F), after LAFCo granted a fee waiver. Although Government Code Section 57077.1(c)(1) allows LAFCo to dissolve a district without protest when consistent with an MSR and initiated by the district board, LAFCo first embarked to develop the Plan for Services that provided alternate service coverage for the territory.

LAFCo Study Sessions and Proposal Modification

LAFCo conducted study sessions in October 2024 and January 2026. Following the study sessions, LAFCo amended the proposal to include dissolution of both Elkhorn FPD and CSA 9 with annexation of their territories into Springlake FPD to ensure continuity of service. This modification triggered mandatory protest proceedings. Staff provided updates at multiple Elkhorn FPD board meetings in 2024–2026. A Reorganization Committee was also formed including two Elkhorn FPD board members which met throughout the proposal process.

Negotiations among the Cities and County continued into 2026, resulting in an MOU in March 2026 committing the Cities to providing fire and emergency response in the Elkhorn territory in exchange for the fire protection tax revenue collected in the District, as well as a supplement from the County. LAFCo issued a Certificate of Filing on March 25, 2026, setting the reorganization for hearing on April 23, 2026.

Commission Concerns

LAFCo approved the Reorganization (dissolving Elkhorn FPD and County Service Area No. 9 and annexing their territories into Springlake FPD) on April 23, 2026. Despite extensive outreach including an FAQ document, no Elkhorn board members attended, the Chief spoke in opposition, and only a few community members attended the hearing. The Commission directed the Executive Officer to conduct the protest process which began on April 30, 2026 and ended on June 16, 2026. The protest period was extended by three weeks due to landowner notice issues.

At the May 28, 2026, LAFCo meeting, staff provided an update that even though the Elkhorn FPD had unanimously adopted the resolution requesting dissolution, some FPD board members and staff were reportedly campaigning against the Reorganization and encouraging protest, and it appeared likely that LAFCo's action would be overturned. Commissioners expressed serious concerns regarding Elkhorn's inability to reliably provide essential public safety services, its chronic statutory noncompliance including failure to produce timely audits and lack of a legally required website, and the liability risks associated with continued inaction.

Commissioners expressed concerns over the ongoing public safety risks and emphasized the need for clearer coordination with the County Administrator on how to address those risks, potential cost increases, and long-term consolidation pressures affecting fire protection services. Commissioners requested that staff identify the specific questions and concerns that should be communicated to the County so these issues can be incorporated into the upcoming MSR.

Commissioners sought clarification on available legal pathways if the Reorganization would be terminated due to protest. They asked staff to evaluate whether any mechanisms exist to continue progress toward improved service delivery, including the feasibility of a standalone district dissolution without annexation, potential temporary service arrangements, or whether a larger, multi-district reorganization may trigger different protest thresholds.

Governance issues were also raised. Commissioners directed staff to verify Elkhorn FPD board member terms and appointment histories, and to assess the legal implications if the Board of Supervisors were to stop making appointments and the district lost quorum. Commissioners asked staff to research whether state-level or LAFCo intervention is possible if a district board becomes nonfunctional. Liability exposure was identified as a significant issue. Commissioners requested clarity on who may be liable for incidents occurring within the district under current service conditions, and asked staff to research relevant case law, Attorney General opinions, and risk management considerations.

Commissioners expressed concern about Elkhorn FPD's statutory compliance, including missing audits and the absence of a required website. They asked Staff to inventory all legal requirements applicable to fire districts and determine which requirements the District is currently failing to meet, and whether those deficiencies could justify LAFCo-initiated corrective action or probationary notice.

Finally, Commissioners requested follow-up regarding the Elkhorn FPD task force only recently formed by the District board on May 30, 2026. They asked Staff to identify benchmarks for evaluating the task force's progress and to outline options available to LAFCo or the County if meaningful improvement is not achieved. Staff noted that once protest results are certified, the current proposal will close, and any new reorganization effort must be initiated afresh by LAFCo, the County, the District, or the public.

The two County Members were unavailable for LAFCo's regular meeting on June 25, 2026, and requested the meeting be rescheduled so they could attend. The LAFCo Chair agreed to cancel the meeting and schedule a special meeting when they would be available.

Need for Immediate Dissolution Action

The District continues to exhibit chronic service provision deficiencies that substantially deviate from industry standards, with no indication of improvement since the last MSR. The District has not produced NFPA-required annual performance evaluations despite repeated staff requests. The Board Chair only recently initiated a task force, holding its first meeting on May 30, 2026. The District is out of compliance with the audit requirements of Government Code Section 26909, with its last audit on file with the County Department of Financial Services from 2018, and it has never maintained a website as required by state law, failing to adopt hardship resolutions in 2024 and 2025. On June 24, 2026, the Elkhorn FPD adopted a website hardship resolution (Attachment G) indicating internet service is unavailable at the fire station (even though internet is available at the FPD office where board meetings are held and business is conducted) and there are no full or part time staff to maintain a website.

With the modified Reorganization subject to protest solely due to the annexation component, and given the District's explicit 2024 request for dissolution, longstanding MSR findings, and significant unresolved public safety risks, LAFCo must evaluate all options available at its disposal to address the serious and long-standing public safety concerns. In addition, if LAFCo does not take action to dissolve Elkhorn FPD, the Cities intend to terminate the mutual aid agreement and charge for services because Elkhorn has not been providing reciprocal assistance. However, the independent fiscal analysis (Attachment H) indicates Elkhorn FPD does not have sufficient funds to pay for aid while still incurring its own operational costs. As a result, it is expected the Cities will reconsider whether to provide services for free, as they have done for decades, and the Elkhorn area may be left unserved by a professional fire department, which would be an untenable public safety risk.

The most immediate remedy is to act upon the original dissolution application submitted by Elkhorn FPD and dissolve the District without an election or protest, as authorized by Government Code Section 57077.1(c), and designate the County as the successor agency responsible for fire and emergency response services. This would allow the County to contract directly with the Cities for services in exchange for the tax revenues and a supplement from the County. Dissolution is necessary to ensure that reliable, legally compliant, and adequately staffed fire and emergency response services can be provided to the territory.

Under the recommended resolution, the County would be designated as the successor agency and succeed to all the rights, duties, and obligations of the extinguished local agency. The Cities have indicated a willingness to provide services to the area upon the dissolution of the district under an MOU, while the County and Cities finalize contracts to be approved by the City Councils. Under those agreements, fire and emergency services would be provided by their fire departments in exchange for the taxes collected for such services in the territory and supplemental contribution from the County. This arrangement was extensively studied in the independent fiscal analysis referenced above.

This will not be LAFCo's final action as to fire services in the Elkhorn area. LAFCo will begin a countywide Fire Protection and Emergency Response MSR in the next fiscal year to evaluate alternative long-term service delivery and governance structures capable of addressing the persistent deficiencies documented over multiple decades. It is expected that additional reorganizations will be recommended for consideration by all stakeholders.

CEQA Review

Staff recommends this action does not have the potential to have a significant effect on the environment and is therefore not subject to CEQA in accordance with CEQA Guidelines Sections 15061(b)(3) and 15320. The project involves dissolution of a fire protection district to improve public safety services. It results in the transfer of existing services only. The project does not involve increasing services, construction of any new physical improvements or infrastructure, or growth-inducing impacts. Therefore, dissolving the Elkhorn FPD and designating the County of Yolo as the successor agency to provide the same services in the same area does not have the potential to cause an effect on the environment.

[1] Assessing volunteer personnel capacity of fire response in rural California, The Annals of Regional Science, April 2026, available at <https://link.springer.com/article/10.1007/s00168-026-01498-3>.

Attachments

- Att. A - Resolution 2026-04
- Att. B - Resolution 2026-05
- Att. C - 1984 Study
- Att. D - 2022 Study part 1
- Att. E - 2022 Study part 2
- Att. F - Application
- Att G - Correspondence
- Att H - Fiscal Analysis

Form Review

Inbox	Reviewed By	Date
Eric May	Eric May	06/23/2026 03:56 PM
Christine Crawford (Originator)	Christine Crawford	06/28/2026 09:36 PM
Eric May	Eric May	06/28/2026 10:08 PM
Form Started By: Christine Crawford		Started On: 06/23/2026 12:46 PM
Final Approval Date: 06/29/2026		

**YOLO LOCAL AGENCY FORMATION COMMISSION
RESOLUTION № 2026-04**

Conducting Authority Resolution Terminating the Elkhorn Fire Protection District (FPD) and County Service Area 9 (CSA 9) Reorganization into the Springlake FPD (LAFCo № 24-02)

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

WHEREAS, on January 29, 2026, Yolo LAFCo revised the reorganization to it also include the dissolution of County Service Area No. 9 (CSA 9) and annex the territories of Elkhorn FPD and CSA 9 into the Springlake FPD; and

WHEREAS, on April 23, 2026, the Commission adopted Resolution 2026-01 approving the Elkhorn Fire Protection District (FPD) and County Service Area 9 (CSA 9) Reorganization into the Springlake FPD (LAFCo № 24-02) and directed the Executive Officer to set the conducting authority protest proceeding on this reorganization and delegated this function to the Executive Officer; and

WHEREAS, Government Code § 57000 et seq. designates the Commission as the Conducting Authority for protest proceedings and allows the Executive Officer to perform this function pursuant to a delegation of authority from the Commission; and

WHEREAS, a notice of the Conducting Authority Hearing was published in the Woodland Democrat on April 30, 2026 and mailed to each landowner and registered voter in the affected territory; and

WHEREAS, on May 22, 2026, staff determined that the landowner notice list was incomplete and needed to be re-noticed as to the parcels omitted from the notice list, and extend the protest process for an additional 21 days; and

WHEREAS, on May 26, 2026, the Executive Officer summarized LAFCo Resolution 2026-01, and opened the Protest Hearing to all interested persons, organizations, and agencies to present oral or written protests, objections, and any other information concerning the proposal and all related matters, and continued the Hearing until June 16, 2026 to provide sufficient landowner notice; and

WHEREAS, on June 16, 2026, the Executive Officer summarized LAFCo Resolution 2026-01, and opened the Protest Hearing to all interested persons, organizations, and agencies to present oral or written protests, objections, and any other information concerning the proposal and all related matters, although no one was in attendance; and

WHEREAS, following the close of the Protest Hearing, staff determined the value of all valid written protests filed and not withdrawn; and

WHEREAS, 51 protests were filed by registered voters of a total of 71 registered voters total, equaling 72 percent protest, exceeding the protest thresholds set forth in Cortese-Knox-Hertzberg Act.

NOW, THEREFORE, BE IT RESOLVED that the Yolo Local Agency Formation Commission terminates the Elkhorn Fire Protection District (FPD) and County Service Area 9 (CSA 9) Reorganization into the Springlake FPD (LAFCo № 24-02) subject to the following finding:

1. Finding of Majority Protest: The number of written protests filed and not withdrawn exceeds 50 percent of the number of registered voters within the affected territory. Accordingly, a majority protest exists pursuant to Government Code Section 57078.

Evidence: Notice was provided to the registered voters and landowners within the affected territory via USPS mail and notice was published in the Woodland Democrat on April 30, 2026. According to Yolo County Elections, there are 71 total registered voters in the affected territory as of the close of the protest period. Objections from 51 registered voters comprising 72 percent of the total voters within the affected territory were received by the conclusion of the protest hearing.

2. Termination of Proceedings: The proceedings related to the Elkhorn FPD and CSA 9 Reorganization into the Springlake FPD are hereby terminated. The Executive Officer shall prepare and file a certificate of termination.

PASSED AND ADOPTED by the Local Agency Formation Commission, County of Yolo, State of California, this 30th day of June 2026, by the following vote.

AYES:
NOES:
ABSENT:

Gloria Partida, Chair
Yolo Local Agency Formation Commission

ATTEST:



Christine M. Crawford, Executive Officer
Yolo Local Agency Formation Commission

APPROVED AS TO FORM:



Eric May, Commission Counsel

**YOLO LOCAL AGENCY FORMATION COMMISSION
RESOLUTION № 2026-05**

Ordering the dissolution of the Elkhorn Fire Protection District without an election or protest proceedings pursuant to Government Code Section 57077.1(c)(1) and designating the County of Yolo as the successor agency, effective July 1, 2026, subject to terms and conditions (LAFCo № 24-02)

WHEREAS, rural fire protection districts across California are operating under mounting structural disadvantages, with the statewide evidence showing heavy dependence on a declining number of volunteer firefighters alongside widespread and accelerating declines in available funding; and

WHEREAS, on July 28, 2022, the Yolo Local Agency Formation Commission (LAFCo) adopted a Municipal Service Review (MSR) for the Fire Protection Agencies which, among other things, recommended the Elkhorn Fire Protection District (Elkhorn FPD or District) be dissolved; and

WHEREAS, on December 6, 2022, the Yolo County Board of Supervisors adopted Resolution No. 22-167 initiating proceedings with LAFCo to dissolve the Elkhorn FPD; and

WHEREAS, on August 21, 2024, the Elkhorn FPD Board unanimously adopted a resolution requesting LAFCo order the dissolution of the District, citing increased service demands, including demand on roadways that travel through the District serving the region rather than its residents alone, that are disproportionate to the Elkhorn FPD's limited revenue base and response capacity; 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 MSR for fire protection agencies, and the Elkhorn FPD Chair subsequently submitted the application; and

WHEREAS, Government Code Section 57077.1(c)(1) authorizes LAFCo to order the dissolution without protest proceedings or an election when dissolution is consistent with a prior LAFCO MSR and initiated by the district board; and

WHEREAS, LAFCo developed a Plan for Services and coordinated the development of agreements that would have the Cities of West Sacramento and Woodland provide services in the Elkhorn FPD territory following dissolution; and

WHEREAS, following study sessions on October 31, 2024, and January 29, 2026, Yolo LAFCo modified the application into a reorganization plan to provide continued services to the territory via annexation to other districts; and

WHEREAS, the modification to the application to include an annexation triggered the requirement for LAFCo to conduct protest proceedings; and

WHEREAS, in March 2026 following months of negotiations, an MOU to sign service contracts was agreed upon by the Cities of West Sacramento and Woodland and the County of Yolo; and

WHEREAS, a Certificate of Filing was issued on March 25, 2026, indicating the reorganization would be scheduled for April 23, 2026; and

WHEREAS, on April 23, 2026, the Commission adopted Resolution 2026-01 approving the Elkhorn Fire Protection District (FPD) and County Service Area 9 (CSA 9) Reorganization into the Springlake FPD and directed the Executive Officer to set the conducting authority protest proceeding on the reorganization; and

WHEREAS, during the protest proceedings, LAFCo received sufficient voter protest to reject the Reorganization; and

WHEREAS, due to the rejection of LAFCo's modified Reorganization that included the annexation component, LAFCo elects to act upon the original application submitted by the Elkhorn FPD requesting dissolution, as the documented public safety concerns for District residents and users of roadways which traverse the District are sufficiently significant to necessitate LAFCo taking all available actions within its authority; and

WHEREAS, the dissolution of Elkhorn FPD can proceed without annexing the territory into the Springlake FPD because the County has jurisdiction in the unincorporated areas and the County's existing MOUs with the Cities of West Sacramento and Woodland can be implemented consistent with the Plan for Services; and

WHEREAS, LAFCo is scheduled to undertake another Fire Protection and Emergency Response Services MSR in the next fiscal year, as outlined in its adopted work plan, and will be able to evaluate alternative reorganization options to ensure effective, efficient services for residents of the District.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED, AND ORDERED that subject to the findings below, the Yolo Local Agency Formation Commission hereby:

- Orders the dissolution of Elkhorn FPD as illustrated in Attachment A without an election or protest proceedings pursuant to Government Code Section 57077.1(c)(1) and designates the County of Yolo as the successor agency, effective July 1, 2026, subject to the terms and conditions below.
- Finds that the project is not subject to the California Environmental Quality Act (CEQA) in accordance with CEQA Guidelines Section 15061(b)(3), the "common sense" exemption and CEQA Guidelines Section 15320, governing changes of government organization which do not extend services to new territory, pursuant to the findings and evidence herein. A Notice of Exemption shall be filed with the County Recorder.
- Directs the Executive Officer to transmit copies of this resolution to the application proponents as provided in Government Code Section 56882.
- Directs the Executive Officer to evaluate future reorganization options with community input in the upcoming Fire Protection and Emergency Response Services MSR this next fiscal year.

Findings

1. Finding: The project does not have the potential to cause a significant effect on the environment and is therefore not subject to CEQA in accordance with CEQA Guidelines Sections 15061(b)(3) and 15320.

Evidence: The project involves dissolution of a fire protection district to improve public safety services. It results in the transfer of existing services only. The project does not involve increasing services, construction of any new physical improvements or infrastructure, or growth-inducing impacts. Therefore, dissolving the Elkhorn FPD and designating the County of Yolo as the successor agency to provide the same services in the same area does not have the potential to cause an effect on the environment.

2. Finding: The order to dissolve Elkhorn FPD and designate the County of Yolo as the successor agency is appropriate considering the purpose of LAFCo to ensure the efficient provision of government services, and such dissolution is consistent with all applicable state law and local LAFCo policies.

Evidence: The project was processed in accordance with the requirements in the Cortese-Knox-Hertzberg Act for a change of organization and dissolution proceedings. The proposed dissolution is consistent with the MSR for the Fire Protection Agencies which recommended the Elkhorn Fire Protection District (FPD) be dissolved and all applicable Yolo LAFCo policies and adopted Standards for Evaluation. The dissolution promotes public safety and accountability for emergency response needs including as to incidents on roadways which traverse the district and serve the region. Elkhorn FPD's inability to provide adequate fire protection and emergency response services is an urgent matter of public safety that is well documented in LAFCo's 2022 MSR and the accompanying staff report and is significant enough to necessitate LAFCo taking all available actions within its authority. Section 57077.1(c)(1) of the Cortese-Knox-Hertzberg Act provides for an expedited process authorizing LAFCo to order the dissolution without protest proceedings or an election when dissolution is consistent with a prior municipal services review and initiated by the District board. Dissolution of the Elkhorn FPD is consistent with the 2022 Municipal Service Review for the Fire Protection Agencies which recommended the Elkhorn FPD be dissolved. On August 21, 2024, the Elkhorn FPD Board unanimously adopted a resolution requesting LAFCo order the dissolution of the District, citing increased service demands, especially along roadways traversing the District, that are disproportionate to the Elkhorn FPD's limited revenue base and response capacity. Accordingly, the dissolution is authorized without an election or protest proceedings.

Terms and Conditions

1. The Elkhorn FPD agrees to defend, indemnify, hold harmless, and release the Yolo 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 Elkhorn FPD, 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 Local Agency Formation Commission its agents, officers, attorneys, or employees.

2. The Executive Officer shall immediately record a Certificate of Completion with the County Recorder with an effective date of July 1, 2026.
3. In accordance with Government Code Sections 57451(b), 56886(m), and 56886(r), upon the effective date, LAFCo hereby designates the County of Yolo as the successor agency for Elkhorn FPD for the purpose of succeeding to all the rights, duties, and obligations of the extinguished local agency. The County of Yolo shall continue the provision of any service provided at that time or previously authorized to be provided by an official act of the local agency, and shall continue collection of all property tax, special taxes, assessments, and property-related fees authorized by the extinguished local agency. These revenues shall be separately accounted for and used only for the benefit of the former Elkhorn FPD territory.
4. Upon the effective date, the County of Yolo 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. 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 property and special tax revenues attributable to the Elkhorn FPD, including delinquent special taxes and any and all other collections, shall accrue and be transferred to County of Yolo pursuant to Section 56886(i). The County of Yolo shall be vested with title to all of Elkhorn FPD'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

5. In accordance with Government Code Sections 56886(b) and 56886(t), the County of Yolo will assume 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 the County of Yolo shall have full authority to impose and collect said special taxes in the same manner. The special tax revenues shall be separately accounted for and used only for the benefit of the former Elkhorn FPD territory.


6. Upon the effective date, any existing Elkhorn FPD employment contracts or volunteer stipend agreements shall be terminated pursuant to Section 56886(l).
7. The County of Yolo, as the successor agency, shall coordinate with the California State Lands Commission to either: (a) transfer the Elkhorn Fire Station to the Elkhorn Volunteer Association, Reclamation District 537, or other suitable public or community group for community and public safety purposes; or (b) otherwise ensure that the facility is made available for continued community and public safety use.

PASSED AND ADOPTED by the Local Agency Formation Commission, County of Yolo, State of California, this 30th day of June 2026, by the following vote.

AYES:
NOES:
ABSENT:

Gloria Partida, Chair
Yolo Local Agency Formation Commission

ATTEST:



Christine M. Crawford, Executive Officer
Yolo Local Agency Formation Commission

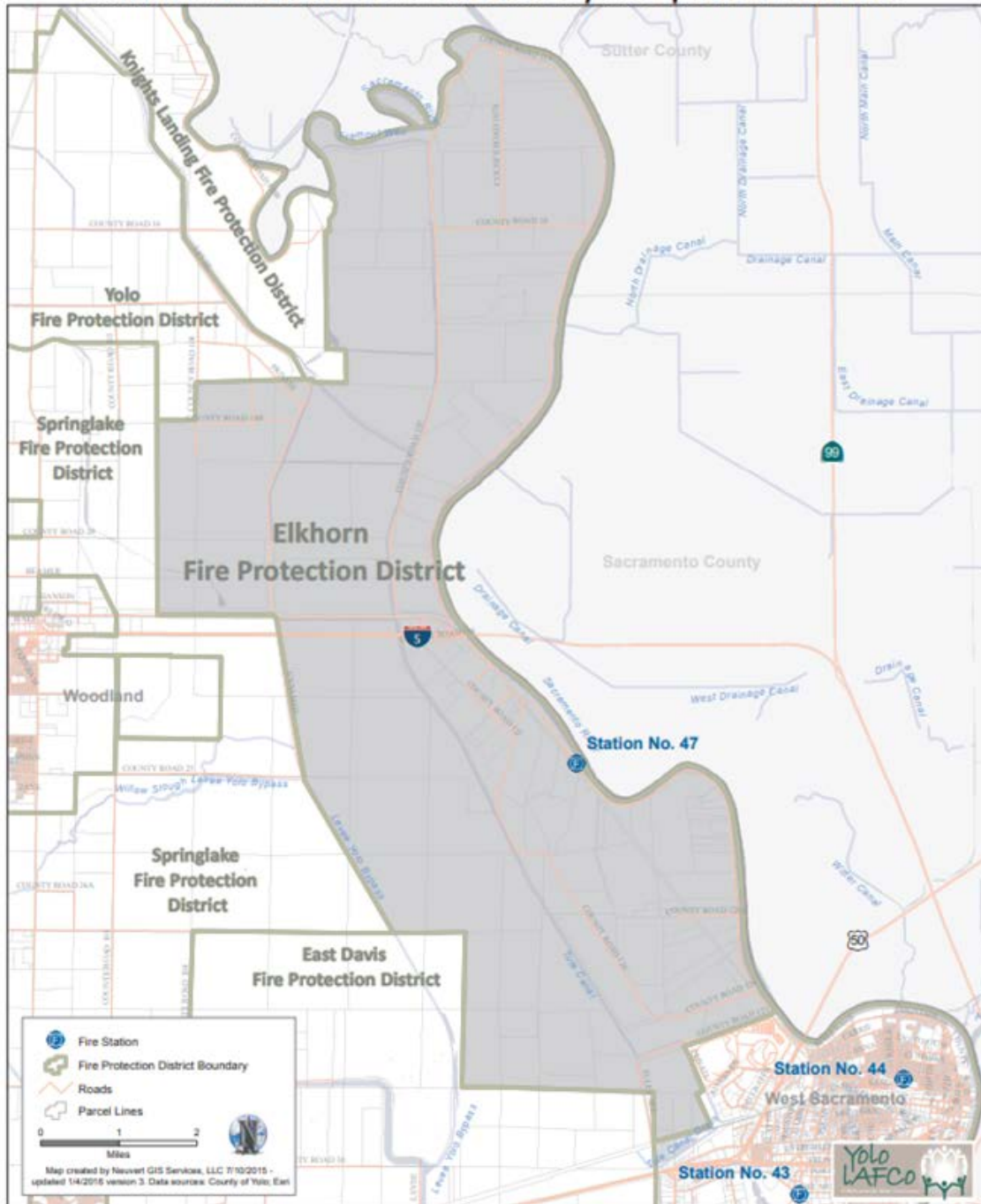
APPROVED AS TO FORM:



Eric May, Commission Counsel

Attachment A

Elkhorn Fire Protection District Boundary and Sphere of Influence*



* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo June 23, 2016

YOLO COUNTY
LOCAL AGENCY FORMATION COMMISSION

500 FIRST STREET
WOODLAND, CALIFORNIA 95695

(916) 666-8048

Item 8 - Attachment C

February 16, 1984

H. Peter Faye, Chairman
and Members of the Yolo
County Local Agency
Formation Commission

Dear Chairman Faye:

This commission first reviewed the Sphere of Influence Study for the Elkhorn Fire Protection District on November 28, 1983. At that hearing, the Commissioners for the Elkhorn District made it known they were interested in revitalizing their fire district. This proposal was in opposition to the staff recommendation that the district be given a zero sphere of influence, be dissolved, and be annexed to the surrounding fire districts.

As a result of the Commission's discussion with the district representatives, the Public Hearing on this matter was continued to the regular LAFCO Hearing date of February 27, 1984. It was stipulated by the Commission that the fire district was to show, at that time, what steps had been taken to revitalize the district.

A representative of the district is expected to appear at the continued public hearing to review the actions taken by the district. In addition, I have discussed this matter with the attorney for the district and he has given me the following general information:

1. A meeting was held with the Elkhorn Commissioners and attorney, R.M. Nyman, the acting Executive Officer, and the fire chiefs of East Yolo and Springlake F.P.D.'s.
2. One fire commissioner has resigned, for health reasons, and a young farmer (Mr. Richard Joe Yeung) from the Elkhorn area has been appointed in his place.
3. The district is in the process of buying 12 pagers for volunteers.
4. Winters fire chief Vern Bruhn will be accompanying representatives of the Elkhorn F.P.D. to San Francisco to inspect used fire fighting equipment for possible purchase.
5. New efforts are taking place to recruit additional volunteers for the Elkhorn Fire District.

Specifics of the actions taken by the District to revitalize their organization should be available during the presentation of the Elkhorn spokesman at the February 27 hearing.

February 16, 1984
H. Peter Faye, Chairman
and Members of the Yolo
County Local Agency
Formation Commission
Page 2

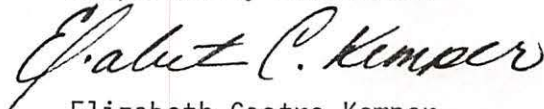
If the Commission determines they are not yet satisfied that sufficient action has been taken by the Elkhorn F.P.D. they may continue the Public Hearing to allow more time, or approve the original staff recommendation that the Elkhorn F.P.D. have a zero sphere of influence.

If the Commission determines that the Elkhorn District is now making sufficient attempts to develop a responsible fire protection agency, staff recommends:

1. That a one year sphere of influence line be established for the District.
 - a) excluding the acreage in the northwest corner of the Elkhorn F.P.D., presently receiving service from the Knights Landing F.P.D.
2. That a five year sphere of influence line be established:
 - a) including all the current boundaries of Elkhorn (minus the exclusion noted in the one year line); but with the provision that the district sphere of influence be reviewed to determine if the district has met it's service requirements.

I have attached the sphere of influence summary for the Elkhorn District, and a map depicting the proposed sphere boundaries recommended in this letter.

Respectfully submitted,



Elizabeth Castro Kemper
Senior Administrative Analyst

ECK/bsr
Attch.

YOLO COUNTY
LOCAL AGENCY FORMATION COMMISSION
500 FIRST STREET
WOODLAND, CALIFORNIA 95695
(916) 666-8318

November 18, 1983

H. Peter Faye, Chairman, and
Members of the Yolo County
Local Agency Formation Commission

Dear Chairman Faye:

The draft Sphere of Influence Study for the Elkhorn Fire Protection District is attached for your review. This study reviews the mandatory factors of the Government Code, analyzes those factors, and makes recommendations for the sphere of influence boundaries. A negative declaration has been prepared, noticed, and filed for this proposal.

The draft study has been reviewed by the district secretary and commission. In addition, the fire districts of Knights Landing, Springlake, and East Yolo have reviewed the document. As noted in the Executive Summary and Appendix F (pg. 47), Springlake and East Yolo are concerned with the sphere of influence as recommended by staff.

Respectfully submitted,

Elizabeth Castro Kemper

Elizabeth Castro Kemper
Senior Administrative Analyst

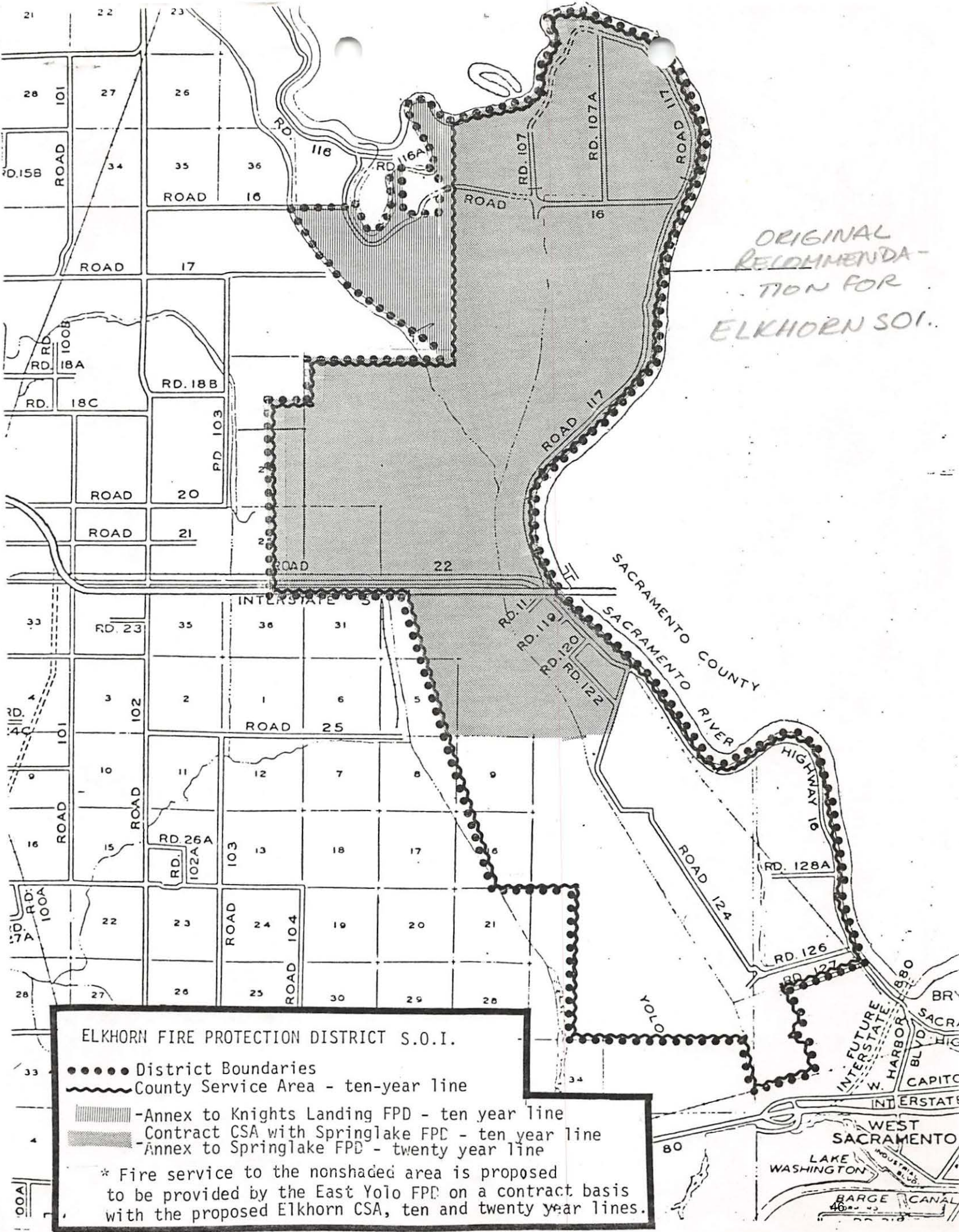
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YOLO COUNTY
LOCAL AGENCY FORMATION COMMISSION
500 FIRST STREET
WOODLAND, CALIFORNIA 95695
(916) 666-8318

Executive Summary

- To: Yolo County Local Agency Formation Commission
- Subject: Elkhorn Fire Protection District-Sphere of Influence Study
- Purpose: To create a guidance document to set the "Ultimate physical boundary and service area" for the Elkhorn F.P.D.
- Background: The Knox-Nisbet Act requires that LAFCO must determine the sphere of influence of each local governmental agency within its jurisdiction. It is within these mandates of the Government Code that the Yolo County LAFCO is conducting a program to complete the spheres of influence for the agencies within the county.
- Description: The Elkhorn F.P.D. covers 60 square miles of land in eastern Yolo County. The area is agricultural, and includes the northern half of the Yolo Bypass. The Elkhorn F.P.D. was created to provide fire protection, vehicle rescue, and first aide response.
- CEQA: A Negative Declaration has been prepared, noticed, and filed for this project.
- Conclusions: The study determines that the Elkhorn F.P.D. does not provide adequate fire protection service to the area. Since it was established in 1965 the district has failed to organize volunteers, maintain equipment, or respond consistently to calls. Instead, the Elkhorn area has received its primary fire and rescue service from Knights Landing, Springlake, and East Yolo Fire Districts.
- This sphere recommends that the Elkhorn Fire District be dissolved, and a County Service Area (CSA) be formed. The CSA, with the Board of Supervisors as its Board of Directors, would then contract to East Yolo and Springlake for service to the area. Eventual annexation of sections of the Elkhorn area to Knights Landing and Springlake are recommended, (see Map D, pg. 51).
- Major Issues: The fire chiefs of the Springlake and East Yolo Fire Districts do not favor the assumption by their districts of the Elkhorn area. Instead, they favor the revitalization of the Elkhorn F.P.D. into a viable district.

ORIGINAL
RECOMMENDA-
TION FOR
ELKHORN S.O.I.



ELKHORN FIRE PROTECTION DISTRICT S.O.I.

- District Boundaries
- ~~~~~ County Service Area - ten-year line
- ▨▨▨▨▨ -Annex to Knights Landing FPD - ten year line
- Contract CSA with Springlake FPD - ten year line
- ▤▤▤▤▤ -Annex to Springlake FPD - twenty year line

* Fire service to the nonshaded area is proposed to be provided by the East Yolo FPD on a contract basis with the proposed Elkhorn CSA, ten and twenty year lines.

ELKHORN FIRE PROTECTION DISTRICT
SPHERE OF INFLUENCE STUDY
(LAFCO Proceeding No. 762)

FINAL

February 27, 1984

MAR - 5 1984

Clerk of the
BOARD OF SUPERVISORS
BY *Paula M Cooper*
DEPUTY

BEFORE THE YOLO COUNTY LOCAL AGENCY FORMATION COMMISSION
A RESOLUTION MAKING DETERMINATIONS ESTABLISHING
A SPHERE OF INFLUENCE FOR THE ELKHORN FIRE PROTECTION DISTRICT

RESOLUTION NO. 84-3

WHEREAS, Section 54774 of the Government Code of the State of California man-
dates the establishment of "spheres of influence" for each governmental
jurisdiction within the county; and

WHEREAS, the staff of the Local Agency Formation Commission has developed a
sphere of influence study for the Elkhorn Fire Protection District; and

WHEREAS, an Initial Study and Negative Declaration have been filed for this
project; and

WHEREAS, this Commission has considered the factors pertinent to the establish-
ment of a sphere of influence for the Elkhorn Fire Protection District in
accordance with Section 54774 of the Government Code and a Negative Declaration;
and

WHEREAS, this Commission received public input at a public hearing on November
28, 1984 to allow the Elkhorn Fire Protection District time to develop a plan
to revitalize their district; and

WHEREAS, at the continued public hearing the Commission reviewed the attempts
by the Elkhorn Fire Protection District to develop a responsible fire protec-
tion agency.

NOW, THEREFORE, IT IS HEREBY RESOLVED, ORDERED, AND FOUND AS FOLLOWS:

1. The foregoing recitals are true and correct.
2. In reviewing this action this Commission has considered the factors

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required by Government Code Section 54774, and the study developed by its staff.

3. In reviewing this action this Commission has considered the Initial Study and Negative Declaration filed with this Commission, and hereby approves said environmental document.
4. It is hereby determined that the "sphere of influence" for the Elkhorn Fire Protection District is adopted as amended at the February 27, 1984 public hearing and as set forth in Exhibit "A" which is attached hereto and incorporated herein by reference.
5. The Executive Officer of this Commission is instructed to mail a certified copy of this resolution to those affected districts and cities and the boundaries of which are adjacent to or overlap the established sphere of influence for the Elkhorn Fire Protection District.
6. The Executive Officer of this Commission is further instructed to request the County Surveyor to prepare the official map of the sphere of influence of the Elkhorn Fire Protection District to be filed with the Clerk of this Commission.
7. This Commission hereby determines and the Executive Officer is directed to file with the County Clerk a Notice of Determination including:
 - a. the decision of this Commission to establish a sphere of influence; and
 - b. the determination that said establishment will not have a significant impact on the environment.

1 PASSED AND ADOPTED by the Yolo County Local Agency Formation Commission on the
2 27th of February, 1984 by the following vote:
3 AYES: Cameron, DeMars, Holman, Faye.
4 NOES: None.
5 ABSENT: Chapman.
6 ABSTAINING: None.

7
8 R.M. NYMAN, ACTING EXECUTIVE OFFICER

9 CERTIFICATION

10 I hereby certify that the foregoing resolution was duly and regularly intro-
11 duced, passed, and adopted by the Yolo County Local Agency Formation Commission
12 at a public hearing of such Commission held on February 27, 1984.

13
14 R.M. NYMAN, ACTING EXECUTIVE OFFICER

15
16
17 STATE of CALIFORNIA
18 COUNTY of YOLO
19 The foregoing instrument is a correct
20 copy of the original on file in this office.

21 ATTEST: Mar 5 19 84
Clerk of the

22 BOARD OF SUPERVISORS AND CLERK
OF THE BOARD OF EQUALIZATION IN AND
FOR THE COUNTY OF YOLO, STATE OF CALIFORNIA.

23 BY Paula M. Cooper
24 Deputy

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FILED

GERTIFIED COPY

MAR - 5 1984

Clerk of the
BOARD OF SUPERVISORS
Paula M Cooper
DEPUTY

NOTICE OF DETERMINATION AND CERTIFICATION

NO. 84- 3

NOTICE IS HEREBY GIVEN pursuant to the Public Resources Code Section 21152 that the Yolo County Local Agency Formation Commission has made the following determination whether to approve or disapprove a project as follows:

1. The project is described as follows: the sphere of influence study for the Elkhorn Fire Protection District (LAFCO Proceeding No. 762).
2. An Initial Study and Negative Declaration were prepared for the sphere of influence study. The project in its approved form will not have a significant effect on the environment.
3. The Yolo County Local Agency Formation Commission approved the project on February 27, 1984.
4. The Negative Declaration and Initial Study for the Elkhorn Fire Protection District sphere of influence study was prepared and certified pursuant to the provisions of the Environmental Quality Act (CEQA).
5. Mitigation measures were not made as a condition of the approval of this project.
6. A statement of overriding considerations was not adopted for the project.
7. A copy of the adopted final Negative Declaration and the record of the approval may be examined in the LAFCO Office, 500 First Street, Woodland,

STATE OF CALIFORNIA
CA COUNTY OF YOLO

The Foregoing Instrument Is A Correct Copy Of The Original On File In This Office.

R.M. Nyman
R.M. NYMAN, ACTING EXECUTIVE OFFICER

ATTEST: Mar 5 19 84
Clerk of the

BOARD OF PLANNING AND CLERK OF THE BOARD OF SUPERVISORS FOR THE COUNTY OF YOLO, STATE OF CALIFORNIA.

Paula M Cooper

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FOREWORD

The basic purpose of this study is to recommend two sphere of influence boundaries for the Elkhorn Fire Protection District. As a result of discussions, recommended sphere boundaries are for a one year line excluding the northwest corner of the Elkhorn district and places that area in the Knights Landing F.P.D. The second line is a five year line, at which time another study will be prepared to review the districts service level.

These boundaries will be updated periodically. These boundaries, and the supporting data in this study, have been prepared for the Yolo County Local Agency Formation Commission to assist them in evaluating future annexations or other local governmental reorganization proposals in the Elkhorn F.P.D. area. Therefore, a sphere of influence study is a guidance document. Actual decisions on annexations and reorganizations will be made by the Commission on a case-by-case basis as applications are received.

Organization of the Study

The "Introduction" section discusses why this sphere of influence study is required, and the laws and policy guidance documents that will be followed in developing the recommended sphere of influence boundaries.

The second section describes the Elkhorn area in general. The third section of the study examines the organization, equipment, and operation of the Elkhorn Fire District.

The fourth section analyzes the abilities and responsibilities of the district and compares them to the criteria established by the guidance documents that are reviewed in the introductory section.

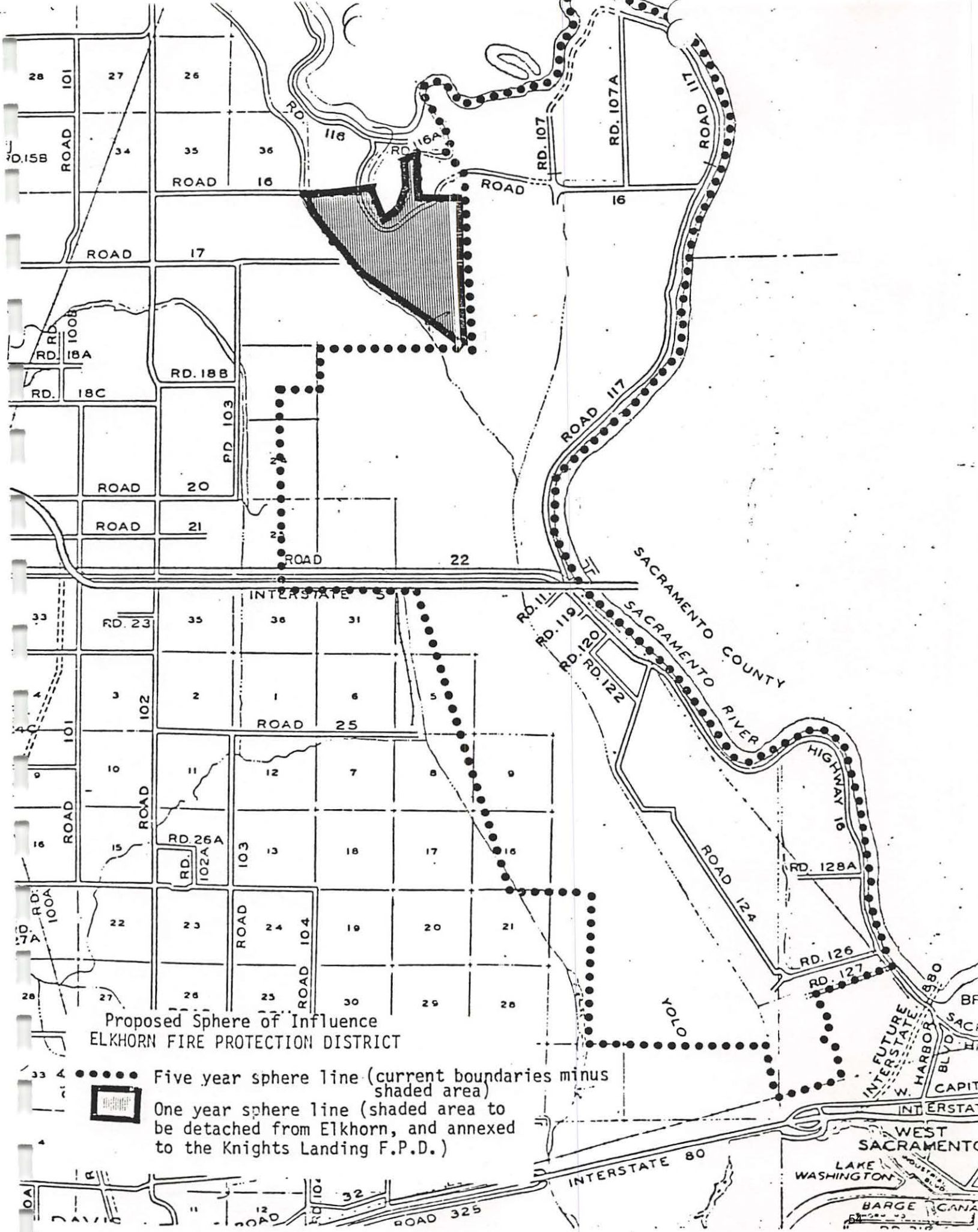
The analysis identifies the findings and conclusions that will be considered by the Local Agency Formation Commission in order to establish the two sphere of influence boundaries. The final section identifies the proposed sphere lines. In the final version of this study, the final section will reflect the decisions of the Commission.

Acknowledgements

The LAFCO staff was assisted in the preparation and review of this study by Roger Sans, district secretary of the Elkhorn F.P.D. The LAFCO staff is also indebted to the staffs of the County Planning department, County Assessor's department, County Auditor's, Clerk of the Board of Supervisors, and County Elections for their assistance and advice.

Sphere of Influence Maps

For convenience of reference, the following page of this Foreword Section contains the sphere of influence map developed by this study (also see Map D, pg. 55).



Section I
Introduction

LAFCO/LEGISLATIVE MANDATES

In 1963, the California Legislature enacted the Knox-Nisbet Act which established a local agency formation commission (LAFCO) in each county. The Yolo County Local Agency Formation Commission is composed of five members, selected as follows: two members are appointed by the County Board of Supervisors from their own membership; two are city council members appointed by a consensus of all the cities within the county; and the fifth member is chosen from the public at large by the four city/county members.

Each of these independent commissions was charged with the responsibility of discouraging urban sprawl and encouraging orderly formation and development of local governmental agencies within their own county. To accomplish their purpose, LAFCOs were empowered to oversee most forms of local government boundary change. They were given responsibility for reviewing and acting upon proposals for incorporation, formation of special districts, detachments, exclusions of territory, annexations, mergers and disincorporations of cities. LAFCOs are still charged with these basic responsibilities.

To carry out these basic tasks, LAFCOs are empowered to make studies and to obtain and furnish information which can contribute to the logical and reasonable development of local governments and to shape the development of local governmental agencies so as to provide for the present and future needs of each county and its cities and unincorporated communities. In 1971, in order to further the purposes and responsibilities of local agency formation commissions, the Knox-Nisbet Act was amended to require each LAFCO to develop and determine the sphere of influence of each local governmental agency within its jurisdiction. "Sphere of Influence" was defined in the amendment to be the plan for the probable ultimate physical boundaries and service area of the local governmental agency.

The Yolo County LAFCO places these ultimate boundaries into two time frames: the ultimate sphere of influence and the urban service area sphere of influence. "Ultimate" for this study is defined as 20 years from now, or 2003. For special districts, other than community services districts or certain county service areas, the "service area" represents the areas that are expected to be annexed to or detached from the district within the next 10 years, in this case 1993. Yolo County policies state these sphere studies are to be reviewed at least every 5 years; therefore, the boundaries can be altered as conditions change.¹

The Knox-Nisbet Act requires that the following factors shall be among those LAFCO must consider for determining the sphere of influence for a local governmental agency:²

¹Yolo County LAFCO Study-Methodology for Determination of Urban Spheres of Influence

²California Gov't Code Section 54774.

- (a) The maximum possible service area of the agency based upon present and possible service capabilities of the agency.
- (b) The range of services the agency is providing or could provide.
- (c) The projected future population growth of the area.
- (d) The type of development occurring or planned for the area, including but not limited to residential, commercial, and industrial development.
- (e) The present and probable future service needs of the area.
- (f) Local governmental agencies presently providing services to such area and the present level, range and adequacy of services provided by such existing local governmental agencies.
- (g) The existence of social and economic interdependence and interaction between the area within the boundaries of a local governmental agency and the area which surrounds it and which could be considered within the agency's sphere of influence.
- (h) The existence of agricultural preserves in the area which could be considered within an agency's sphere of influence and the effect on maintaining the physical and economic integrity of such preserves in the event that such preserves are within a sphere of influence of a local governmental agency.

The sphere-of-influence boundaries and the supporting data contained in these studies are then used by the commission to assist them in evaluating future proposals for annexations, detachments, or reorganization for local governmental agencies in the county. Therefore, a sphere of influence study is a guidance and reference document. Although the Knox-Nisbet Act requires the commission to consider the appropriate sphere of influence document before making its determination on a proposal, the actual decisions on all proposals will be made by the commission on a case-by-case basis.

State guidance is also contained in the Municipal Organization Act of 1978 (MORGA). In the opening Section of MORGA (Section 35000), the Legislature expands and clarifies how the term "orderly growth and development" should be interpreted. Section 35000, in its entirety, states:

"The Legislature finds and declares that it is the policy of the state to encourage orderly growth and development which are essential to the social, fiscal, and economic well-being of the state. The Legislature recognizes that the logical formation and determination of city boundaries is an important factor in promoting the orderly development of urban areas. Therefore, the Legislature further finds and declares that this policy should be effected by the logical formation and expansion of cities.

The Legislature recognizes that urban population densities and intensive residential, commercial, and industrial development necessitate a broad spectrum and high level of community services and controls. The Legislature also recognizes that when areas

become urbanized to the extent that they need the full range of community services, priorities must be established regarding the type and levels of such services that the residents of an urban community need and desire; that community service priorities be established by weighing the total community service needs against the total financial resources available for securing community services; and that such community service priorities must reflect local circumstances, conditions, and limited financial resources. The Legislature finds and declares that a single governmental agency, rather than several limited purpose agencies, is better able to assess and be accountable for community service needs and financial resources and, therefore, is the best mechanism for establishing community service priorities."

Although the word "city" appears only once in Section 35000, the clear implication is that when an urban area requires a "full range of community services," cities are to be preferred over special districts.

The policies contained both in the Knox-Nisbet Act and MORGA support orderly growth and development. The sphere of influence study is meant to review all of the mandates and to assist the Local Agency Formation Commission in making decisions that will promote orderly growth.

YOLO COUNTY LAFCO POLICIES

The following are the pertinent policies from Yolo County LAFCO's Standards for Evaluation of Proposals (Resolution No. 79-11) that have been considered in the development of this report.

- "1. Choice of Entity.
 - a. The provision of municipal services in highly urbanized areas by cities rather than by counties or special districts is favored. (1A)*
 - b. The further extensive development of single purpose autonomous districts is disfavored. (1B)
2. Duplication of Authority.

The inclusion of territory within a city in one or more districts with common powers or within two or more districts with common powers is disfavored.
3. Territory to be Included
 - a. The policy of this Commission disfavors the division of existing identifiable communities, but at the same time favors the inclusion of heterogeneous economic and social interest within the same entity. (2A)
 - b. The division of existing communities identifiable on the basis appreciable social, economic, or other factors is disfavored. (2B)
 - c. The division of existing commercial districts is disfavored.

*NOTE: The number and letter in parenthesis is the number of this item in LAFCO Resolution No. 79-11.

- d. The inclusion of contiguous or nearby urban areas within the same entity is favored. The inclusion of separate existing contiguous or nearby communities identifiable on the basis of appreciable, social, economic, or other factors is favored. (2D)
- e. Proposals which result in significant or serious operational economic problems or disruptions of existing services in remaining adjacent territory are disfavored. (2H)
- f. Conformity with appropriate city or county general and specific plans is favored. (2F)
- 4. Future Service.
In evaluating a proposal, the Commission shall consider not only present service needs of the area under consideration, but shall also consider future services which may be required to take care of future growth or expansion. (4)
- 5. Boundaries: Course.
Boundaries which follow existing political boundaries, natural or man-made features such as rivers, lakes, railroad tracks and freeways are favored. (7D)
- 6. Boundaries: Island, Strips, Corridors.
Boundaries which create islands, strips, or corridors are disfavored. (7E)

COUNTY OF YOLO POLICIES

The County of Yolo does not have a current adopted general plan for this specific area. However, this area is primarily zoned agricultural preserve and this, historically, has meant the County is committed to keeping the land in agricultural production.

The County of Yolo has also adopted a general, countywide policy to perform the duty of "primary protector of agricultural land." This would seem to specifically apply to the Elkhorn (FPD) area.

ELKHORN FIRE PROTECTION POLICIES

The Elkhorn FPD does not have adopted written policies.

Section II

Study Area

STUDY AREA

Elkhorn Fire Protection District

The district covers approximately 58.9 square miles, and is located generally in the eastern section of Yolo County (see Map A). The community of Bryte is located south of the district boundary, which is basically Tule Jake Road. The Elkhorn Fire Protection District extends as far north as the county line and the Sacramento River at County Road 117 and west to the western levee of the Yolo Bypass. The eastern boundary is the Sacramento River (see Map B).

The Elkhorn Fire Protection District is adjacent to five Yolo County fire districts Knights Landing, Yolo, Springlake, East Davis, and East Yolo.

The land use within the Elkhorn Fire Protection District is primarily agricultural. Approximately 90% of the land in the district is under Williamson Act contract (Agricultural Preserve) (see Map C). There are about 221 inhabitants in the entire fire district. Most of these inhabitants live on farms throughout the district, in particular along County Road 117 and the southern section of State Highway 16.

There are approximately 100 buildings in the Elkhorn Fire Protection District. This number includes sheds and barns. There are only a few commercial buildings, including a restaurant, (the Elkhorn Station) and some agricultural storage buildings. In addition, Helvetia Park is within the Elkhorn FPD. This private park has swimming, picnic facilities and restrooms and is used for functions by private individuals and groups (see Map B). The majority of the land area of the district is in the Yolo Bypass. The farmhouses in the district are scattered, and do not provide an actual community. However, the Elkhorn Station is a general social gathering place for the district residents.

SECTION III
DISTRICT ORGANIZATION

DISTRICT ORGANIZATION

General

The Elkhorn Fire Protection District was created May 24, 1965 under the provisions of the Health and Safety Code section 13801 (see Appendix A).

Since its formation, the district has had two boundary changes, both detachments. The first change was in the north when 57 acres from Elkhorn was annexed into the Knights Landing F.P.D. The second change resulted in the detachment of 1029 acres of land from Elkhorn, all of which now receives fire service from the East Yolo F.P.D.

The Elkhorn Fire Protection District is governed by a five-member Board of Directors. The directors are appointed by the Yolo County Board of Supervisors. The directors meet as needed to review district business.

In addition to the general powers of fire protection, fire districts have specific powers that include, but are not limited to:

- a. exercise the right of eminent domain (H&SC 13852c).
- b. establish, equip, and maintain a fire department (H&SC 13852d).
- c. provide any special service function necessary for fire prevention and protection (H&SC 13852h).
- d. acquire and construct facilities for development, storage and distribution of water for the purpose of providing fire protection (H&SC 13852i).
- e. acquire and maintain ambulances and operate ambulances (H&SC 13853).
- f. establish, maintain, and operate first aid services (H&SC 13854).
- g. clear or order the clearing of flammable growths or materials from lands within the district which cause fire hazards (H&SC 13867; 13868).
- h. adopt and enforce ordinances for the prevention and suppression of first aid and for protection of life and property against fire hazards (H&SC 13869).

The Elkhorn Fire District was created to provide rural fire protection services, which include vehicle rescue, first aid response, and fire calls.

Historical

Prior to 1965 the Elkhorn area had no fire protection district for fire service. After several major grass and levee fires occurred in 1964, the County became interested in creating a district to provide service to the area.

The Yolo County Boundary Commission approved the concept of the Elkhorn district on October 5, 1964. The residents of Elkhorn circulated a petition and applied to the Board of Supervisors for creation of the district in March of 1965. The Yolo County LAFCO approved the creation of the Elkhorn Fire District on April 13, 1965 (LAFCO No. 518), the proposal was then sent to the Board of Supervisors for completion. The Board of Supervisors approved the formation of the District, May 25, 1965. The district formation was filed with the Secretary of the State on December 9, 1965.

Memo's and letters written in the years after the creation of the Elkhorn F.P.D. reflect the problems faced in providing fire service to the area. On April 4, 1967 the Director of the Yolo County Communications department wrote a letter to the County Executive requesting the Board of Supervisors be informed that the Elkhorn district: 1) had no mutual aide agreements 2) had no equipment 3) was not responding to calls.

The Board of Supervisors met with Elkhorn on May 1, 1967. The district representative explained that they had been using the Reclamation District water trucks as their fire trucks. They stated they had not purchased their own equipment because of problems with vandals in the area. They stated the Sheriff's department was not providing adequate protection. The minutes of this meeting do not state why mutual aide agreements had not been signed, or why the district was not responding to calls.

In March of 1968, and, again, in January of 1969, the Yolo County Fireman's Association wrote letters to the Yolo County Board of Supervisors requesting action be taken to improve fire protection in the Elkhorn area. This letter delineates basically the same fire service problems as the 1967 Communications department letter. In February

1969 the Board of Supervisors met with Elkhorn representatives. Elkhorn informed the Board they had one truck, and were preparing to buy a second. In addition, they still had access to R.D. 1600's water truck. The continuing problems with fire response and the lack of mutual aid agreements, were not mentioned in the minutes of this meeting.

In February, 1970 landowners petitioned LAFCO for detachment from the Elkhorn F.P.D. and annexation to the Knights Landing F.P.D. This proposal included 57 acres of noncontiguous land in northern Elkhorn on the west side of the Bypass levee. This proposal, which included land owned by the Inglin and Fitzgerald families, was made by the landowners to receive fire protection from a viable service provider, Knights Landing F.P.D. LAFCO approved this proposal April 16, 1970.

The Board of Supervisors approved a loan of \$15,000 to Elkhorn F.P.D. on August 14, 1972. The loan was to be paid back in three years through six semi-annual payments. This money was used to buy a third district truck.

In 1980 the East Yolo Fire Protection Agency (now District) petitioned for the annexation of 1,029 acres of land to their agency. The proposal area was completely within the Elkhorn F.P.D. and included the California Highway Patrol Academy. This area is designated in the East Yolo General Plan for development, and it was determined that the East Yolo Fire Protection Agency was best suited to provide fire service. The Yolo County LAFCO approved detachment of the entire proposal area from Elkhorn and the annexation of all but the CHP Academy to East Yolo on December 9, 1980. The CHP Academy receives fire service from East Yolo on a contract basis.

The Yolo County Fire Advisory Commission has also considered the continuing problems with adequate fire protection in Elkhorn. Throughout 1982, members of the fire advisory commission attempted to meet with Elkhorn representatives on the recurring major problem areas: 1) no mutual aid, 2) lack of equipment, 3) not responding to calls. No resolution of these problems has been found to date.

Personnel

The district is strictly volunteer. The district has six volunteers for response to alarm calls. There have been recurring problems with the availability of these volunteers for call response. In addition, there is no organized training for the volunteers of the Elkhorn district.

The Insurance Service Office (ISO) rates fire service entities. ISO ratings range from Class 1 to Class 10, with Class 1 representing the highest level of service.

The Elkhorn District does not have an ISO rating. According to Mr. Eugene Peridine of the Public Protection section of the ISO, Elkhorn has never requested a rating, nor does it exist as a fire agency in the ISO records.

As a result, Elkhorn can be viewed only as a 10, which represents no fire service. Most rural fire agencies in Yolo County have at least a 9 rating and in some cases 7 and 8 ratings. Elkhorn's standard is lower than the county average.

Fixed Assets

Vehicles

The Elkhorn Fire Protection District has the following fire fighting equipment.

1. Ford Fire Truck (inoperative) - 1952
2. International (500 gallon) Fire Truck - 1950
3. GMC Pumper - Tanker - 1972

The GMC is the only actual operating piece of equipment for fire call response. In the fiscal year 1981-82 about 25% of the district's budget went to the maintenance of this pumper (see Appendix B). Specifically, out of a \$5,616 budget, \$1,400 went to equipment maintenance. In 83-84, 21% of the budget is set for equipment maintenance.

Structures and Land

The district owns neither land or structures. The operating GMC pumper is housed at the Peabody Ranch located on State Highway 16, about 5 miles north of Tule Jack Rd. (CR 127) (see Map B).

Other Equipment

The district also owns radio equipment purchased April 26, 1976, but the district is notified by phone of alarm calls through County communications dispatch. The district also owns some fire protective clothing for use by the volunteers.

Assessed Value

The total assessed value for the Elkhorn FPD in the 83-84 fiscal year was \$61,589,578. The district had a total revenue for the 83-84 year of \$16,246 with a budget amount of \$18,925. The 82-83 and 83-84 budgets show a 73% increase over the 1981-82 budget amount of \$5,092. In addition, the district has cash assets which equaled approximately \$56,000 in the 81-82 fiscal year.

As of June 30, 1982 the Elkhorn F.P.D. had fixed assets assessed at \$27,846.93. These assets include the equipment described in the previous subsections, (see Appendix B).

Aid Agreements

The district does not have a mutual aid agreement with the other fire districts in the county. Mutual aide allows the principal district to request another district to respond into their boundaries to provide assistance. The problem in the Elkhorn case is that the County Communications department has a difficult time contacting the Elkhorn Fire District. The fire truck with radio, is located in a farmer's barn. Usually, attempts to contact the district by radio do not succeed. In addition, telephone contacts sometimes also fail to reach the district. As a result, the communications department must attempt to contact an adjacent district and dispatch one of those districts to the scene. This is actually automatic aide since the neighboring district is responding without the benefit of a direct request from Elkhorn, (see Appendix D).

The response arrangement that has developed between County dispatch and mainly the Knights Landing, Springlake, and East Yolo FPDs for the Elkhorn area, is informal and very tentative. Presently, in effect, these adjacent districts are providing automatic aide without the benefit of an agreement. This arrangement is awkward for the responding district and county communications. This informal system could be very dangerous for those living, working, and driving in the Elkhorn area when one of the adjacent districts is unable to respond, and Elkhorn is also available.

Section IV

Mandatory Factors

General

The Knox-Nesbit Act (specifically Government Code Section 54774) lists eight mandatory factors that must be considered in determining a sphere of influence boundary. Four of these eight factors are related to the provision of services. Basically, these factors are:

1. "The maximum possible service area of the agency based upon present and possible service capabilities of the agency."
2. "The range of services the agency is providing or could provide."
3. "The present and probable future service needs of the area."
4. "Local governmental agencies presently providing services to such area and the present level, range, and adequacy of services provided by such existing local governmental agencies."

The four remaining factors require review of:

1. "The projected future population growth of the area."
2. "The type of development occurring or planned for the area, including, but not limited to residential, commercial, and industrial development."
3. "The existence of social and economic interdependence and interaction between the area within the boundaries of a local governmental agency and the area within the agencies sphere of influence."
4. "The existence of agricultural preserves in the area which could be considered within an agencies sphere of influence and the effect on maintaining the physical and economic integrity of such preserves in the event that such preserves are within a sphere of influence of a local governmental agency."

This section of the sphere of influence study for the Elkhorn Fire Protection District will review the mandatory factors required by the Knox-Nesbit Act.

Agricultural Lands

The area that Elkhorn Fire Protection District encompasses is used primarily for agricultural uses. Of the 58.9 square miles of land encompassed by the district, about 90% is under Williamson Act contract (agricultural preserve). Map C shows the general location of these lands.

The soil classifications are mainly in the Class I through IV range. The Storie Index ratings range from 30 to 90.⁴ There are many types of soil in this district, the lesser rated tend to be within the Yolo Bypass. The majority of soils fit into twelve soil types.⁵

Chart 1.

<u>SOIL TYPE</u>	<u>CLASSIFICATION</u>	<u>STORIE INDEX</u>
Mb (Maria silt loam)	I-1	90
Sp (Sycamore silt loam, drained)	I-1	90
Lg (Laugenour, very fine, sandy loam)	I-1	81
Tb (Tyndall, very fine, sandy loam)	IIw-2	77
SV (Sycamore complex, drained)	IIs-3	61-76
Sb (Sacramento, silty clay loam, drained)	IIs-3	73
La (Lang sandy loam, deep)	IIw-2	65
Sa (Sacramento silty clay loam)	IIIw-3	65
Lb (Lang sandy loam, deep)	IIIw-3	58
Ca (Capay silty clay)	IIIs-5	50
Sr (Sycamore silt loam, flooded)	IVw-2	45
Sg (Sacramento soils, flooded)	IVw-3	30

4. See Appendix C for explanation of Classification and Storie Index.

5. Yolo County Soil Survey, United States Department of Agriculture, June 1972⁰.

The Elkhorn area is extensively cultivated. The crops grown in the area include tomatoes, corn, sugar beets, and orchards. The orchards include walnuts, almonds, and pastachios.

The areas within the Bypass are cultivated during the dry months and produce crops such as rice, safflower, and grain sorghum.

Present Services: Range, Level, and Adequacy

Probable Future Service Needs of the Area

Maximum possible service area of the agency based on present and possible service capabilities of the agency

As discussed in the District Organization section of this study, the district is currently providing a below average level of service. This statement is based on the low number of volunteers, the lack of equipment, the lack of an ISO rating, and the poor response record by the district. The district could improve their service record, but it would take a long term and consistent effort. The district has not yet made that effort.

The fire service needs of the area will continue. The needs should remain fairly stable because no major growth or development is projected for this area. The major calls in the district are grass fires, especially along the river levee. In addition, the location of State Highway 16 and Interstate 5 result in traffic accidents, grass fires and medical calls. The majority of these calls are responded to by districts other than Elkhorn (see Appendix D).

As Elkhorn now operates, their service capacity is severely limited. In the eighteen years of the district's existence very little has been organized to provide fire service. The indications are that there may be some interest now in organizing the district, but it is unknown how prolonged this effort will be. The indication of activity by Elkhorn F.P.D. is a 75% increase in their budgets for 1982-83 and 1983-84 over their 1981-82 budget, (see Appendix B).

Other Local Agencies providing services to the Area

The other districts providing services to the area include:

Sacramento-Yolo Mosquito Abatement District
Sacramento-Yolo Port District
Sacramento-San Joaquin Drainage District
Knights Landing Ridge Drainage District
Reclamation Districts 537, 785, 819, 820,
821, 1009, 1600, & 2035 (819, 820, 821
& 1009 are inactive)

Road Districts 1, 3, & 4
Knights Landing Cemetery Dist.
Marys Cemetery District

All provide services which do not conflict with fire service and have very little service overlap. The fire district, in the past, has had access to the water truck of RD 1600 for their use.

Social and Economic Interdependence

The inhabitants of the district tend to be long time residents of the area. The population of the area tends to be located along the eastern side of the district, and is very stable. As mentioned in the description of the area, the Elkhorn Station is the main social center for the district.

The district is oriented toward two large communities, Woodland and East Yolo. This is where the major shopping and social events for the Elkhorn area take place.

The rural fire districts surrounding the Elkhorn Fire Protection District are: East Yolo, East Davis, Springlake, Yolo and Knights Landing. Knights Landing and Yolo are rural in nature, and rely on volunteers for the base of their organization. Springlake and East Davis both contract with cities for service, although the district areas are rural in nature. East Yolo is an urban district with a full-time, paid firefighting force. Although the adjacent rural district areas are similar in nature to Elkhorn, they are not in service provision. Elkhorn has much fewer volunteers, equipment and organization than the surrounding districts. There is minimal inter-relationship between Elkhorn and the surrounding areas. However, there is a strong link between Elkhorn receiving service from Springlake, Knights Landing and East Yolo FPD's on a virtually automatic aide basis.

CALIFORNIA ENVIRONMENTAL QUALITY ACT

A negative declaration has been prepared for this study. The appropriate Yolo County departments and agencies, including the Elkhorn Fire Protection District, were contacted and consulted on the proper document to use for this project. All agencies agreed that a negative declaration would be the appropriate environmental document, see Appendix E.

Staff has concluded that this study will not have a significant effect on the environment.

SUMMARY OF FINDINGS AND CONCLUSIONS

1. The Elkhorn Fire Protection District is a rural, volunteer fire district located in northeastern Yolo County.
2. The primary use of land in the Yolo Fire Protection District is agriculture, with about 90% under Williamson Act contract.
3. The district was created in 1965 and has an appointed Board of Directors.
4. The Elkhorn Fire Protection District was created to provide rural fire protection service, vehicle rescue, and first aide response.
5. There are approximately 221 inhabitants within the district, the inhabitants live primarily along the eastern side of the district.
6. The Elkhorn Fire Protection District does not have an ISO rating.
7. The district has six volunteers. There have been response problems with the district, partially because of the low number of volunteers.
8. The Elkhorn Fire Protection District has one fire truck pumper in operating condition.
9. The district owns no land or structures. They do own a radio and some fire protective clothing for volunteers.
10. County Communications/Dispatch has had recurring problems notifying Elkhorn of service calls.
11. The Elkhorn Fire Protection District does not have aide agreements with the fire districts in the county. Therefore, Springlake, Knights Landing and East Yolo F.P.D.'s are called into the Elkhorn area as primary service providers without the benefit of automatic, or mutual aide, agreements.
12. The Elkhorn Fire District is providing below average service for a volunteer, rural district.

13. There are no growth plans for the district area.
14. The Springlake F.P.D. responds regularly to fire, accident and medical calls in the Elkhorn district, especially on Interstate 5 and the northern part of the district.
15. The East Yolo F.P.D. is regularly requested to respond to calls in the southern section of the Elkhorn district.
16. The Knights Landing Fire Protection District responds regularly to the northwest corner of the Elkhorn Fire Protection District.
17. The other service districts within the Elkhorn Fire Protection District area do not provide fire service and do not duplicate any other services.
18. It has become a problem for the Springlake, East Yolo, and Knights Landing fire districts to respond to the Elkhorn District without compensation, or, at least, an automatic aide agreement.

Section V

Sphere of Influence

Sphere of Influence Boundaries

Recommendations

The final section of this study is the recommended location for the two sphere of influence boundaries. The recommended placement of these lines is based on the factors and analysis reviewed in this study.

Ten-Year Sphere of Influence

In the eighteen years since the creation of the Elkhorn Fire Protection District there have been few substantial organizational actions. No aide agreements have been signed with other districts, no recruitment or training programs for volunteer firefighters have been established, very little equipment (either firefighting or communications) has been purchased. However, the district has been collecting revenue and has accumulated close to \$60,000 in cash assets since its creation.

The conclusion is that the assets to provide fire protection are available; however, the Elkhorn F.P.D. lacks the organization to do so. Therefore it is recommended as follows (as depicted on Map D):

1. The Elkhorn F.P.D. be dissolved
2. The Elkhorn County Service Area be created with the same boundaries as the fire district and receive assets of Elkhorn F.P.D.
3. The Elkhorn CSA, with the Yolo County Board of Supervisors as its Board of Directors, contract with the Springlake and East Yolo F.P.D.s (the area north of the extension of CR 25 and CR 124 to Springlake, and south to East Yolo).
4. The northwest corner of the Elkhorn CSA be annexed to Knights Landing F.P.D.

However, the East Yolo F.P.D. has submitted a letter opposing the contracting of their district to respond to the Elkhorn area, see Appendix F.

Twenty Year Line

Springlake is a rural district (even though it now works with the City of Woodland as a single unit). If Springlake contracts to provide service to the north Elkhorn area, and this proves to be an acceptable method of providing fire protection, the next logical step is annexation. Springlake would then receive the full revenue from the area they serve, and reduce the paperwork in providing the service.

East Yolo is an urban district. As such it has attempted to limit the rural areas it serves. However, because East Yolo is regularly called into the southern Elkhorn area, and because East Yolo is the most stable service provider for that area, it is logical that the contract system between East Yolo and Elkhorn exist. This sphere does not propose eventual annexation of rural Elkhorn to the urban East Yolo area. The East Yolo F.P.D. does not favor a contract with the Elkhorn area, see Appendix F.

Alternatives

There are alternative sphere boundaries to the recommended lines:

1. Maintain the status quo.
2. Maintain the Elkhorn F.P.D. with the responsibility of contracting to the surrounding districts left to the present Board of Directors.
3. Show the entire Elkhorn Fire District within the sphere of influence of either the Springlake or the East Yolo Fire Protection District, not both.
4. Set a five year sphere line for establishment of contracts between Elkhorn and the adjacent districts; set a 10 year line for the annexation of Elkhorn areas to Springlake and Knights Landing and continue a contract with East Yolo for the remainder of the area (as shown on Map D).
5. Create the Elkhorn CSA, enter into contracts and mutual aid agreements with surrounding districts. Attempt to organize fire service through use of county departments, such as Emergency Services and communications.
6. Dissolve the Elkhorn F.P.D., annex appropriate areas (see Map D) to East Yolo F.P.D., Springlake F.P.D. and Knights Landing F.P.D.

Commission Decision

The Yolo County LAFCO continued the Public Hearing from November 28, 1984 to February 28, 1984. The Elkhorn F.P.D. was to report back at that continued hearing on the steps they had taken to revitalize their district. Based on oral testimony by Mr. Richard Yeung and written information from staff (see Appendix G), the Commission determined the district is now making sufficient attempts to develop a responsible fire protection agency and set the sphere of influence boundaries as follows:

1. That a one year sphere of influence line be established for the District.
 - a) excluding the acreage in the northwest corner of the Elkhorn F.P.D., presently receiving service from the Knights Landing F.P.D.

2. That a five year sphere of influence line be established:
 - a) including all the current boundaries of Elkhorn (minus the exclusion noted in the one year line); but with the provision that the district sphere of influence be reviewed to determine if the district has met it's service requirements.

The sphere of influence boundaries are shown on Map D (M55).

Section VI

Appendix



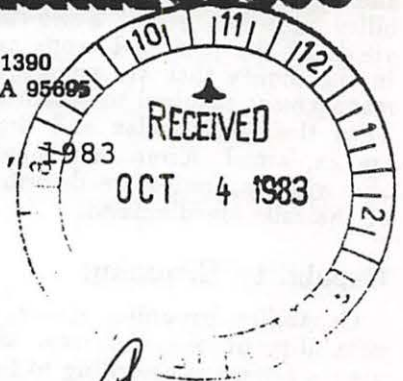
COUNTY OF YOLO

Woodland, California 95695

Lawrence L. Hamilton, Director
Communications Department

P.O. Box 1390
Woodland, CA 95695

October 3, 1983



TO: ELIZABETH KEMPER, LAFCO
FROM: LARRY HAMILTON, DIRECTOR OF COMMUNICATIONS
SUBJECT: ELKHORN FIRE DISTRICT RESPONSES

As you requested, the Communications Department reviewed its files of incidents occurring within the jurisdiction of the Elkhorn Fire District. The attached Exhibits are from May 16, 1981 to present.

Exhibit A lists all incident types by date and response. Exhibit B lists incidents by Log number, response and responder from May 16, 1981 to March 6, 1982.

If additional information or clarification is required, contact Mr. Marvin Bernardi at 666-8591.

LLH:ccs

EXHIBIT A

ELKHORN FIRE

DATE	TYPE	RESPONSE		
		YES	NO	UKN
5/16/81	904 Ukn		X	
5/15/81	904 Bandstand	X		
5/5/81	904 Crawler			X
6/26/81	904 Wheat	X		
6/20/81	904 Auto	X		
6/16/81	904 Grass		X	
6/4/81	904 Grass		X	
7/21/81	904 Auto		X	
8/28/81	Accident		X	
8/25/81	904 Grass			X
8/22/81	904 Grass		X	
8/19/81	904 Poss. 950		X	
8/17/81	904 Grass			X
8/13/81	904 Grass	X		
9/30/81	953		X	
1/27/82	904 Vehicle			X
2/15/82	Veh. Gas leak			X
3/6/82	904 Unknown			X
6/15/82	904 Auto	X		
8/27/82	904 Grass	X		
8/22/82	904 Grass	X		
8/2/82	904 Levee	X		
10/23/82	904		X	
12/24/82	Medical Aid	X		
5/29/83	904 Grass	X		
5/23/82	904 Auto	X		
5/21/83	Medical Aid		X	
6/5/83	904 Brush	X		
7/9/83	904 Structure		X	
7/2/83	904 Grass			X

NOTE: The 'Yes' column denotes the calls to which Elkhorn responded, the 'No' column represents calls when another agency responded. The 'Unknown' column represents calls on which there was insufficient information to determine which agency, if any, responded.

ELKHORN FIRE

<u>LOG #</u>	<u>DATE</u>	<u>TIME</u>	<u>TYPE</u>	<u># OF CALLS MADE</u>	<u>DISPATCH RESPONSE TIME</u>	<u>RESPONDER</u>
59	5/16/81	0913	904 Unknown	2	D - 7 min.	Springlake handled
58	5/15/81	2034	904 Bandstand	1	D - 1 min. R - 13 min.	Elkhorn handled
330	5/5/81	0913	904 Crawler	1	D - 4 min.	Advised by Mrs. Plumb that Lang will handle
320	6/26/81	1248	904 Wheat	8	D - 20 min.	West Sac responded unknown time, Elkhorn also responded.
491	6/20/81	2244	904 Auto	1	D - 2 min. R - 13 min.	Elkhorn handled
455	6/16/81	1443	904 Grass	9	D - 23 min.	No one responded
411	6/4/81	1347	904 Grass	3	R - 15 min.	Springlake responded
650	7/21/81	0856	904 Auto	2	R - 16 min.	Springlake handled (Elkhorn did not respond)
789	8/28/81	1213	Accident Veh. in river	1	R - 2 min.	Knights Landing handled
781	8/25/81	2230	904 Grass	1	D - 1 min.	Elkhorn advised, unknown if they responded
773	8/22/81	1304	904 Grass	3	D - 11 min.	Springlake handled
765	8/19/81	1148	904 Poss. 950	1	D - 24 min.	West Sac. handled
759	8/17/81	1920	904 Grass	3	D - 43 min.	Elkhorn advised, unknown if they responded
744	8/13/81	1323	904 Grass	3	D - 2 min.	Elkhorn handled
872	9/30/81	1314	953	2	D - 5 min.	West Sac. handled
7064	1/27/82	2040	904 Veh.	2	D - 2 min.	Elkhorn advised, unknown if they responded
7089	2/15/82	1949	Vehicle leaking gas	1	D - 1 min.	Elkhorn advised, unknown if they responded
7112	3/6/82	0953	904 Unk	1	D - 1 min.	Elkhorn advised, unknown if they responded

* Calls known to have been handled by Elkhorn Fire.

Municipal Service Review (MSR) and Sphere of Influence (SOI) Update for the

Fire Protection Agencies

Fire Protection Districts (FPDs) + County Service Area (CSA) 9
LAFCo No. 21-05

Capay Valley FPD
Clarksburg FPD
Dunnigan FPD
East Davis FPD
Elkhorn FPD
Esparto FPD
Knights Landing FPD
Madison FPD
No Man's Land FPD
Springlake FPD
West Plainfield FPD
Willow Oak FPD
Winters FPD
Yolo FPD
Zamora FPD
Garcia Bend CSA 9

Yolo Local Agency Formation Commission

Adopted July 28, 2022



SUBJECT AGENCIES:

Capay Valley FPD

PO Box 6
Brooks, CA 95606
Contact: Jesse Capitanio, Fire Chief
<https://cvfpd.specialdistrict.org/>

Dunnigan FPD

PO Box 213
Dunnigan, CA 95937
Contact: David Garrison, Acting Fire Chief
<https://dunniganfire.com/>

Elkhorn FPD

19396 County Road 124
West Sacramento, CA 95691
Contact: Richard Yeung, Fire Chief

Knights Landing FPD

PO Box 578
Knights Landing CA 95645
Contact: Martin Jones, Fire Chief
<https://knightslandingfire.specialdistrict.org/>

No Man's Land FPD

530 Fifth Street
Davis, CA 95616
Contact: Joseph Tenney, Fire Chief

West Plainfield FPD

24901 County Road 95
Davis, CA 95616
Contact: Cherie Rita, Fire Chief
<https://www.wpfd.net/>

Winters FPD

700 Main Street
Winters, CA 95694
Contact: Brad Lopez, Fire Chief
<http://www.wintersfire.org/>

Zamora FPD

PO Box 143
Zamora, CA 95698
Contact: Chase Covington, Fire Chief
<https://zamorafire.specialdistrict.org/>

Clarksburg FPD

PO Box 513
Clarksburg, CA 95612
Contact: Craig Hamblin, Fire Chief
<https://clarksburgfire.specialdistrict.org/>

East Davis FPD

c/o Davis Fire Station 33
425 Mace Blvd.
Davis, CA 95618
Contact: Joseph Tenney, Fire Chief
<https://eastdavisfpd.wordpress.com/>

Esparto FPD

PO Box 366
Esparto, CA 95627
Contact: Curtis Lawrence, Fire Chief
<https://www.espartofire.org/>

Madison FPD

PO Box 12
Madison, CA 95653
Contact: Paul Green, Fire Chief
<https://www.madison-fire.com/>

Springlake FPD

1000 Lincoln Ave
Woodland, CA 95695
Contact: Eric Zane, Fire Chief
<https://www.springlakefpd.org/>

Willow Oak FPD

18111 County Road 94B
Woodland, CA 95695
Contact: Marcus Klinkhammer, Fire Chief
<http://www.willowoakfire.com/>

Yolo FPD

PO Box 466
Yolo, CA 95697
Contact: Dan Tafoya, Fire Chief
<https://www.yolofpd.org/>

Garcia Bend CSA 9

625 Court Street #204
Woodland, CA 95695
Contact: Steve Binns, Fire Chief

CONDUCTED BY:

Yolo Local Agency Formation Commission
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Woodland, CA 95695
(530) 666-8048
www.yololafco.org

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Norma Alcalá, Vice Chair, City Member
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Don Saylor, County Member
Gary Sandy, County Member

Commissioner Alternates:

Richard DeLiberty, Public Member
Angel Barajas, County Member
Gloria Partida, City Member

Staff:

Christine Crawford, Executive Officer
Terri Tuck, Administrative Specialist II/Commission Clerk
Mark Kruppenacker, Financial Analyst
Eric May, Commission Counsel

ACKNOWLEDGEMENTS:

Many thanks to the Yolo County Fire Chiefs Association Municipal Service Review (MSR) Subcommittee or “MSR Subcommittee” of fire chiefs who volunteered countless hours to work with LAFCo on this report:

MSR Subcommittee Fire Chiefs:

Marcus Klinkhammer, Willow Oak FPD
Curtis Lawrence, Esparto FPD
Cherie Rita, West Plainfield FPD
Dan Tafoya, Yolo FPD
Eric Zane, Springlake FPD

The MSR Subcommittee was also supported by Mark Burns, Capay Valley FPD fire commissioner, who used his skills to take the raw data and created an analytics tool at <https://yololafco.azurewebsites.net/> with visual graphs to illustrate response time, personal and apparatus response.

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Yolo FPD..... 15-1

Zamora FPD..... 16-1

Garcia Bend CSA 9..... 17-1

MSR/SOI Background and Context

ROLE AND RESPONSIBILITY OF LAFCO

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, as amended (“CKH Act”) (California Government Code §§56000 et seq.), is LAFCo’s governing law and outlines the requirements for preparing Municipal Service Reviews (MSRs) for periodic 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, encouraging the efficient provision of government services, and encouraging the orderly formation and development of local agencies based upon local conditions and circumstances.” (§56301.) CKH Act Section 56301 further establishes that “[o]ne of the objects of the commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local agencies in each county and to shape the development of local agencies so as to advantageously provide for the present and future needs of each county and its communities.”

Based on that legislative charge, LAFCo serves as an arm of the State by preparing and reviewing studies and analyzing independent data to make informed, quasi-legislative decisions that guide the physical and economic development of the state (including agricultural uses) and the efficient, cost-effective, and reliable delivery of services to residents, landowners, and businesses. While SOIs are required to be updated every five years, they are not time-bound as planning tools by the statute but are meant to address the “probable physical boundaries and service area of a local agency.” (§56076.) SOIs therefore guide both the near-term and long-term physical and economic development of local agencies, and MSRs provide the near-term and long-term time-relevant data to inform LAFCo’s SOI determinations.

Purpose of a Municipal Service Review (MSR)

As described above, MSRs are designed to equip LAFCo with relevant information and data necessary for the Commission to make informed decisions on SOIs. The CKH Act gives LAFCo broad discretion in deciding how to conduct MSRs, including geographic focus, scope of study, and the identification of alternatives for improving the efficiency, cost-effectiveness, accountability, and reliability of public services, including by consolidating government agencies or functions. The purpose of a MSR in general is to provide a comprehensive inventory and analysis of the services provided by local municipalities, service areas, and special districts. A MSR evaluates the structure and operation of the local municipalities, service areas, and special districts and discusses possible areas for improvement and coordination. The MSR is intended to provide information and analysis to support a sphere of influence update. A written statement of the study’s determinations must be made in the following areas:

1. Growth and population projections for the affected area;
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence;
3. 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;
4. Financial ability of agencies to provide services;
5. Status of, and opportunities for, shared facilities;
6. Accountability for community service needs, including governmental structure and operational efficiencies; and
7. Any other matter related to effective or efficient service delivery, as required by commission policy.
 - a. Local policy requires the MSR to address broadband availability; and
 - b. The status of past MSR recommendations.

The MSR is organized according to these determinations listed above. Information regarding each of the above issue areas is provided in this document.

Purpose of a Sphere of Influence (SOI)

In 1972, LAFCOs were given the power to establish SOIs for all local agencies under their jurisdiction. As defined by the CKH Act, “‘sphere of influence’ means a plan for the probable physical boundaries and service area of a local agency, as determined by the commission.” (§56076.) SOIs are designed to both proactively guide and respond to the need for the extension of infrastructure and delivery of municipal services to areas of emerging growth and development. Likewise, they are also designed to discourage urban sprawl and the premature conversion of agricultural and open space resources to urbanized uses.

The role of SOIs in guiding the State’s growth and development was validated and strengthened in 2000 when the Legislature passed Assembly Bill (AB) 2838 (Chapter 761, Statutes of 2000), which was the result of two years of labor by the Commission on Local Governance for the 21st Century, which traveled up and down the State taking testimony from a variety of local government stakeholders and assembled an extensive set of recommendations to the Legislature to strengthen the powers and tools of LAFCOs to promote logical and orderly growth and development, and the efficient, cost-effective, and reliable delivery of public services to California’s residents, businesses, landowners, and visitors. The requirement for LAFCOs to conduct MSRs was established by AB 2838 as an acknowledgment of the importance of SOIs and recognition that regular periodic updates of SOIs should be conducted on a five-year basis (§56425(g)) with the benefit of better information and data through MSRs (§56430(a)).

Pursuant to Yolo County LAFCo policy, an SOI includes an area adjacent to a jurisdiction where development might be reasonably expected to occur in the next 20 years. A MSR is conducted prior to, or in conjunction with, the update of a SOI and provides the foundation for updating it.

LAFCo is required to make five written determinations when establishing, amending, or updating an SOI for any local agency that address the following (§56425(c)):

1. The present and planned land uses in the area, including agricultural and open-space lands.
2. The present and probable need for public facilities and services in the area.
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.
5. For an update of an SOI of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

FIRE PROTECTION DISTRICTS

A fire protection district (FPD) is a California Special District, a form of local government created by a community election process to provide fire protection, emergency rescue, and emergency medical services, as set forth in sections 13800-13970 of the California Health and Safety Code (HSC). The Fire Protection District Law was last updated by the State Legislature in 1987.

Fire districts 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.

With most of the state in a declared drought emergency and record setting years for wildfires, many LAFcos statewide have either completed or are working on fire district reorganizations in their counties. LAFcos around the state have seen a significant uptick in applications seeking approval of service contracts, and more crucially, agency reorganization proposals.

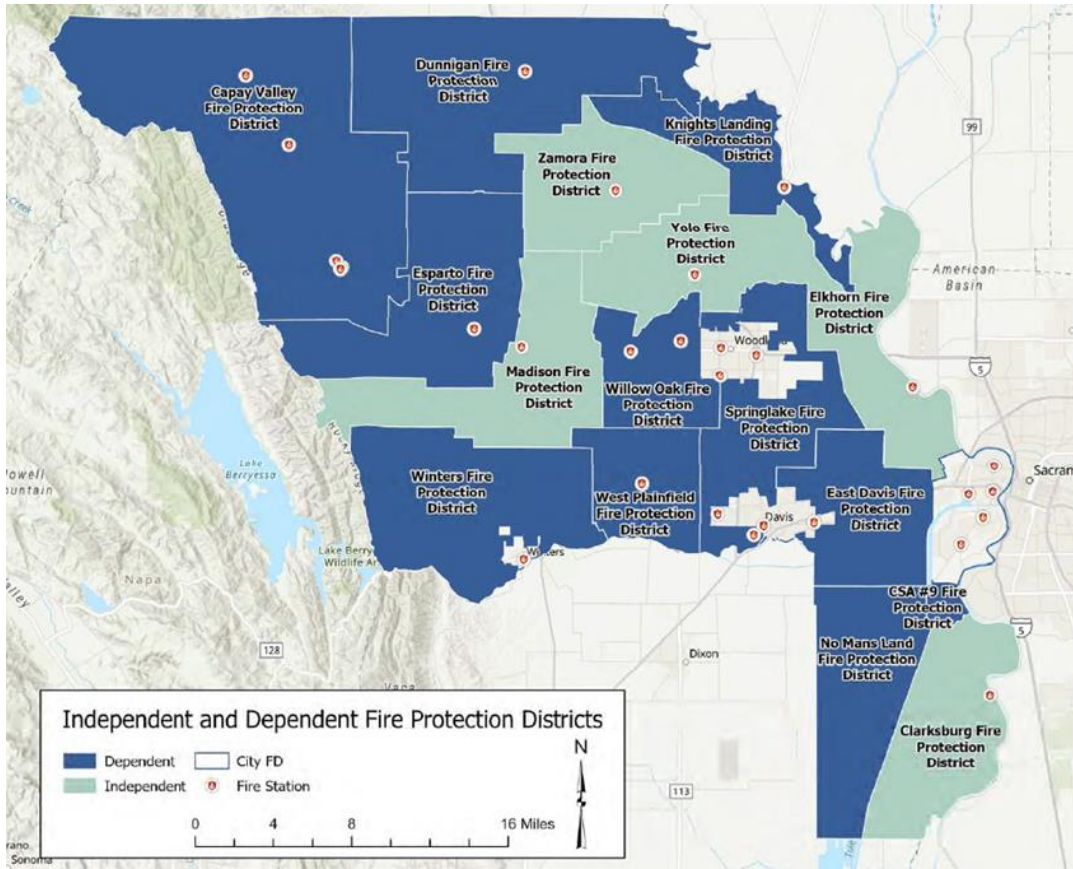
Agencies are passing special taxes and assessments to support a growing trend of moving to paid staffing, and they are also increasingly looking at “scaling up” by reorganizing with neighboring agencies or entering into service contracts with other providers.

There is no “one size fits all” approach to fire service from county to county, but it’s important to look at the evolving nature of fire service and get in front of trends. LAFcos are also using the Municipal Service Review process to identify reorganization opportunities, in some cases taking a leadership role in helping agencies identify more effective service provision models. This is the approach for the 2022 Yolo LAFco Municipal Service Review (MSR) for the Yolo Fire Protection Districts (FPDs).

Existing Fire Protection Districts and Governance

In Yolo County, there are currently 15 FPDs created between 1927 and 1974 that cover the entire unincorporated area. Every district is governed by a legislative body known as a “board of directors.” (HSC § 13840.) Five of the FPDs are governed by independent boards and the other 10 are dependent, meaning they are governed by the Board of Supervisors (BOS). (HSC § 13835.) For 9 of these 10 dependent districts, the Board of Supervisors has delegated its authority to a local “fire commission” to act on its behalf subject to removal for cause. (HSC § 13844.)

FPD	Governance	Terms Per H&S Code 13844	Independent/ Dependent
Capay Valley	Fire Commission	4 yr terms	Dependent
Clarksburg	FPD Board of Directors	4 yr terms	Independent
Dunnigan	Fire Commission	4 yr terms	Dependent
East Davis	Fire Commission	Indefinite	Dependent
Elkhorn	FPD Board of Directors	4 yr terms	Independent
Esparto	Fire Commission	4 yr terms	Dependent
Knights Landing	Fire Commission	4 yr terms	Dependent
Madison	FPD Board of Directors	4 yr terms	Independent
No Man’s Land	BOS	NA	Dependent
Springlake	Fire Commission	4 yr terms	Dependent
West Plainfield	Fire Commission	4 yr terms	Dependent
Willow Oak	Fire Commission	4 yr terms	Dependent
Winters	Fire Commission	4 yr terms	Dependent
Yolo	FPD Board of Directors	4 yr terms	Independent
Zamora	FPD Board of Directors	4 yr terms	Independent



History of Consolidations and Reorganizations

Currently in Yolo County, most of the unincorporated area is served by 15 FPDs. While counties are not required to provide fire protection services in the unincorporated areas, a county Board of Supervisors may establish a County Service Area (CSA) to provide fire and emergency response services, among others (Gov't Code § 25213(b)). One such CSA is CSA 9 (also known as "Garcia Bend CSA"), south of West Sacramento. Together, these 16 districts cover all the unincorporated areas of the County to provide fire protection and emergency response services.

However, these services have not always been provided by these same 16 districts. FPD boundaries and governance has evolved over the decades with changing conditions as listed below. And this list may not be complete since LAFCOs were created in 1963 and its records do not go back to 1927.

Year	Consolidation/Significant Reorganization
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

FIRE PROTECTION DISTRICT FUNDING

Special District Funding Statewide

Special districts have coped with three decades of tough financial times. In 1977-78, the year before the voters passed Proposition 13, special districts received \$945 million in property tax revenues. In 1978-79, their property tax revenues dropped to \$532 million, a loss of almost 50%. In response to Proposition 13, legislators encouraged the special districts with the power to raise revenues with user fees and service charges and to reduce their reliance on property tax revenues. To help local governments weather the fiscal shock caused by Proposition 13, the state sent more state money to school districts and shifted some of the schools' property tax revenues to counties, cities, and special districts. For special districts, these supplemental property tax revenues went into a Special District Augmentation Fund (SDAF) in each county. The county boards of supervisors then allocated the SDAF money to the special districts in their counties. This practice lasted from 1978 to 1992.

Faced with huge budget deficits in 1992-93 and again in 1993-94, the state shifted almost \$4 billion in annual property taxes from local governments (counties, cities, special districts, and redevelopment agencies) to an Educational Revenue Augmentation Fund (ERAF) in each county. The property tax revenue in the ERAF offsets the State's constitutional duty to maintain certain funding levels for schools. Enterprise special districts that collected user fees for their services had better chances of coping with the ERAF shifts because their fees generate revenues rather than property taxes. The ERAF shifts hit the non-enterprise districts especially hard because they have few ways to make up for the lost revenues. Special legislation has granted fiscal relief to some special districts.

Proposition 172 History

To cushion the impact of the shift of property tax funds from local agencies to the ERAF, the State submitted a proposal for a new sales tax. Proposition 172 (Prop 172), the Local Public Safety Protection and Improvement Act of 1993, was approved by California voters. It replaced a half-cent sales tax, meaning taxpayers saw no net increase in their overall tax burden.

Mindful of the substantially larger proportion of ERAF's impact to counties than to cities and special districts, the State initially considered allocating all Prop 172 funds only to counties but realized success with the voters would be enhanced with the support of city officials, so a portion was allocated to cities as well. According to the Prop 172 analysis by the Legislative Analyst at the time, "the additional sales tax revenues resulting from this measure are intended to offset part of the \$2.3 billion in county and city revenue losses that resulted from adoption of the State's 1993-94 budget" that had shifted property tax revenues.

Yolo County lost 65% of its property taxes to fund schools through ERAF, which is an ongoing shift occurring annually. This shift equaled \$40.5 million in fiscal year (FY) 20/21 and the County's share of Prop 172 replaced \$24.5 million of that loss. FPDs are impacted differently by these property tax shifts. For FY 20/21 the ERAF tax shifts for 6 out of the 15 FPDs resulted in additional property tax revenue (ranging from +13.0% to +106.5% of property tax revenue), while the other 9 FPDs lost revenue (ranging from -3.8% to -20.0% of property tax revenue).

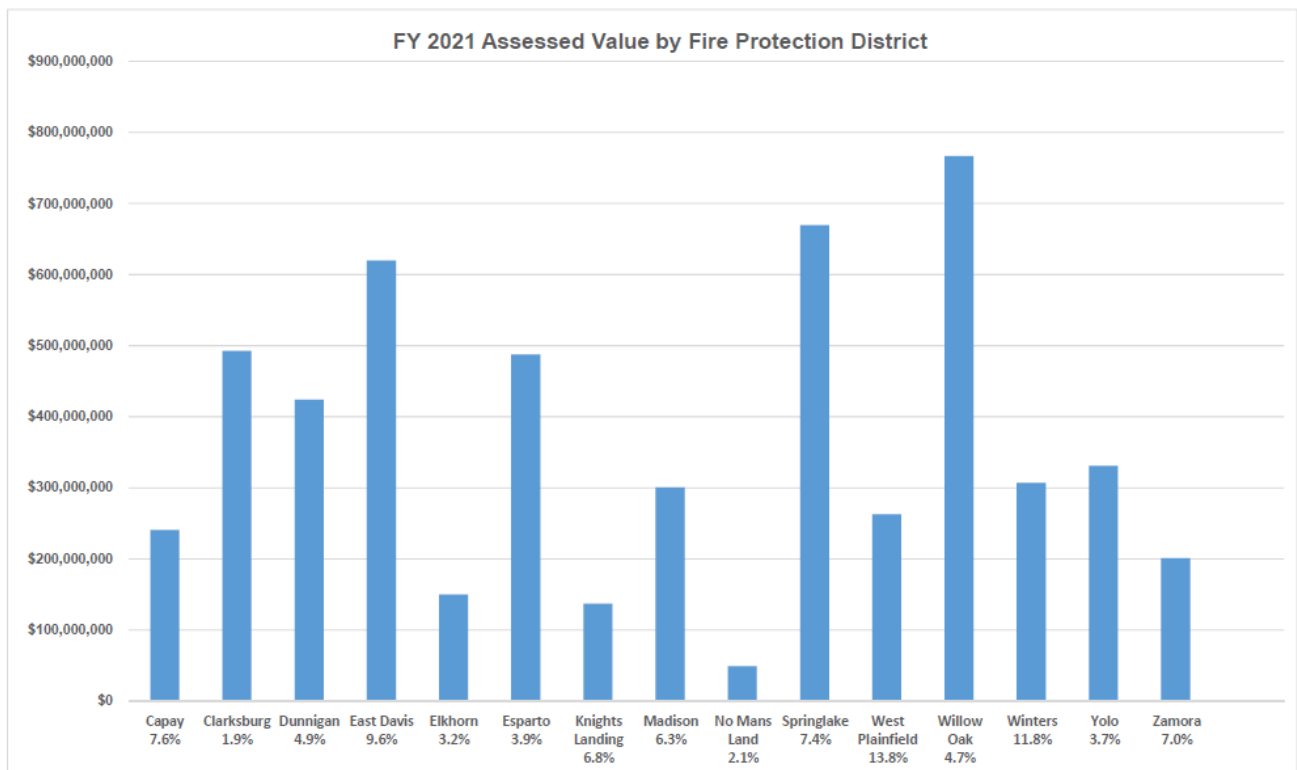
The purpose of Prop 172 was not increasing overall public safety funding, but to maintain public safety funding levels in spite of property tax shifts. The monies are collected and allocated to each county based on its proportionate share of statewide taxable sales. The FPDs are eligible to receive Prop 172 funding and board of supervisors determine the allocation to local public safety in their county. Most counties do not allocate Prop 172 funds for fire protection if it did not provide fire protection funding at the time Prop 172 was implemented. However, over the years some additional counties have begun to distribute some Prop 172 funds to FPDs and currently it is estimated 43 of 58 counties do so.

Proposition 1A (2004) made it much harder for the state to shift property taxes and other local revenues away from counties, cities, and special districts. These constitutional protections restore some fiscal stability to special districts.

Local Fire Protection District Funding

FPDs are all funded from property tax revenue and some have augmented revenue by passing a special benefit assessment on parcels in their service territory. Some FPDs also have Development Impact Fees (DIF) adopted for new development, but such revenue is not consistent and has restrictions on how it can be used.

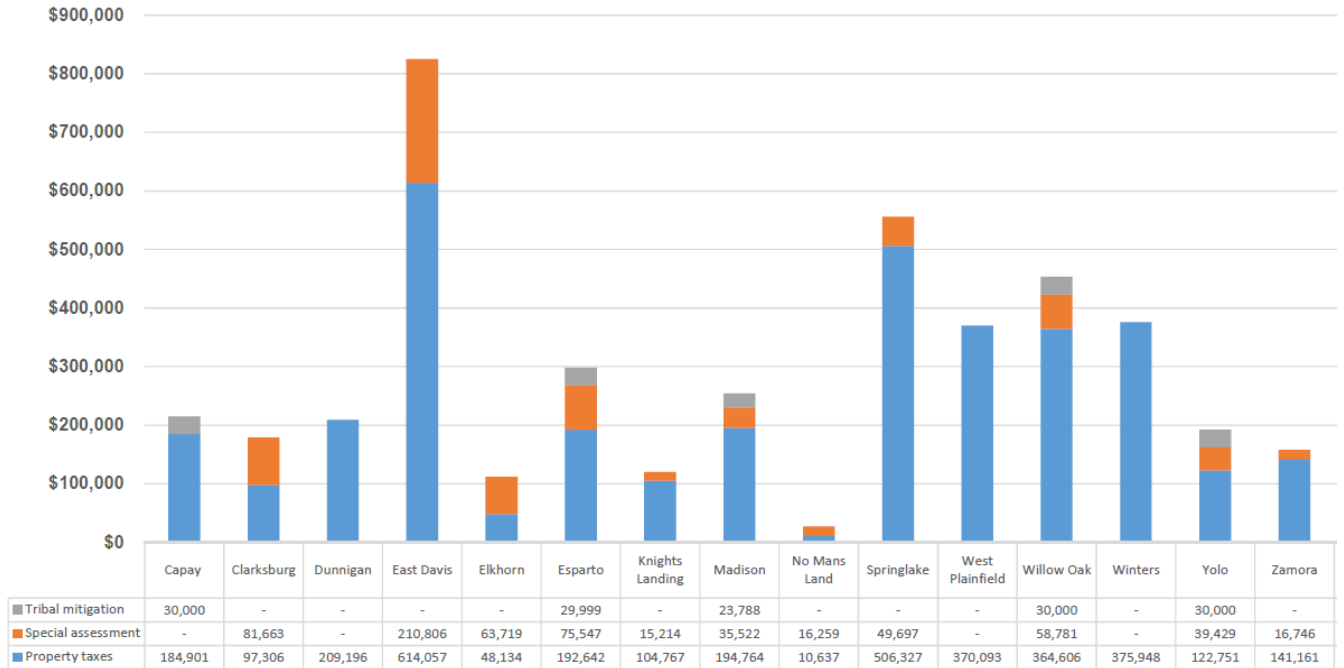
The total assessed value used to determine property tax collections varies across the FPDs and revenue collected has been reduced for many agricultural parcels by the Williamson Act program. Proposition 13 in 1978 and AB 8 that implemented it locked in the percentage of the property tax revenue received by the FPDs. The actual tax rate areas vary within each district, but the percentage in the graph below shows the average assessed property value of each FPD. Proposition 13 created structural inequities in the financing of local government. Local Proposition 218 assessments are a viable method to compensate for inadequate tax revenue, if supported by the voters, and is discussed in individual district sections of this MSR.



Note: % for each FPD indicates the average share of the 1% property taxes received by the district

The bar graph below shows the core revenue (i.e., reliable revenue not including DIF, grants, CAL FIRE, etc.) for each FPD.

Fiscal Year 2021 Core Revenues by FPD



Additional Financial Support

In addition to property tax and special assessment revenue, many FPDs have received a significant amount of direct funding support through grant funding from the Yocha Dehe Wintun Nation, funding from Yolo County (tribal mitigation, Cache Creek mitigation, and the Rural Initiatives program), and state and federal grants as shown in the table below.

FPD Funding from Other Agencies – 5 Year (FY 2017-2021) Total

	YDWN Direct Funding	County Tribal Mitigation	Other County Funding	State/Federal Grants
Capay Valley	\$ 224,431	\$ 220,000	\$ 0	\$ 14,000
Clarksburg	-	-	-	66,172
Dunnigan	-	-	50,000	-
East Davis	-	-	-	-
Elkhorn	-	-	-	67,157
Esparto	143,333	131,650	32,500	-
Knights Landing	-	-	-	101,757
Madison	148,333	110,413	32,500	14,737
No Man’s Land	-	-	16,000	-
Springlake	-	-	-	-
West Plainfield	147,000	-	88,000	120,882
Willow Oak	450,000	127,170	32,177	12,792
Winters	-	-	-	-
Yolo	250,000	132,500	32,500	101,062
Zamora	-	-	50,000	68,690
TOTAL	\$1,363,097	\$721,733	\$333,677	\$567,249

In addition to FPD direct funding, the Yolo County Board of Supervisors approved several funding items to assist fire prevention and FPD needs in its FY 2021/22 budget:

- \$200,000 for immediate wildfire season needs, developed a framework for fire districts to apply for funding in October 2021, and granted funds to 14 of the fire districts in December 2021;
- \$300,000 of funding to prepare Proposition 218 studies for each FPD to improve fire service revenues. The selected consultant (SCI Consulting) has begun this process and it is anticipated that the 218 studies will be completed by the end of calendar year 2022; and
- \$550,000 (which is expected to be carried forward to FY 2022/23) to assist with the implementation of LAFCo's MSR/SOI recommendations at the direction of the Board of Supervisors.

PREVIOUS 2016 LAFCo MSR/SOI

2016 Governance Findings and Recommendations

LAFCo's last review of FPDs was prepared by Citygate Associates and adopted by LAFCo in 2016. The MSR identified the following key FPD challenges: rising costs and stagnant revenues, a shrinking volunteer labor pool, and increased demands for service.

The two complaints staff heard the most from FPD representatives about the 2016 MSR are: (1) the consultant's misunderstanding of the Yolo Emergency Communications Agency (YECA) data regarding missed calls; and (2) the FPDs financial projections penalized them for having reserve apparatus (i.e., maintenance costs were included for unused reserve apparatus). These issues undermined confidence in (and FPD acceptance of) the report and its recommendations. However, many of the 2016 MSR findings and recommendations for shared services and governance remain valid today, including:

- *Despite a continual recruitment effort, most Yolo County fire protection districts struggle to maintain an adequate roster of volunteer firefighters able to devote the time to maintain training requirements and also be available to regularly respond to emergency incidents. (Finding #4)*
- *Elkhorn FPD should consider a contract for service with the City of Woodland and/or the City of West Sacramento to achieve long-term fiscal sustainability and continuity of services. (Recommendation #8)*
- *Esparto and Madison FPDs should consider consolidating into a single district to enhance operational and fiscal efficiencies. (Recommendation #13)*
- *Services could be enhanced across all of the districts by creating a cooperative countywide regional fire service framework (Finding #14)*
 - *Training oversight*
 - *Common training and performance standards*
 - *Standardization of fire apparatus design specifications*
 - *Cooperative purchasing, including debt funding or lease purchasing of fire apparatus and other capital equipment*
 - *Shared reserve apparatus*
 - *Shared volunteer firefighters*
 - *Weekday staffing of selected districts with stipended firefighters to provide regional on-duty response coverage*
- *Creation of a cooperative countywide regional fire service framework could provide a structure that, in addition to potentially providing funding to support capital infrastructure replacement, could also provide other operational and support benefits to rural fire districts without loss of local control (Finding #40)*
- *The rural fire districts should consider exploring feasibility and support to expand the authority and powers of the West Valley Regional Fire Training Consortium, or the Yolo County Fire*

Chiefs Association, to provide a cooperative countywide regional fire service framework (Recommendation #14)

Unfortunately, no action has been taken by the FPDs on any of these recommendations listed above since the 2016 MSR. Therefore, these issues remain and are addressed again, albeit with a different strategy, with this 2022 MSR.

2016 LAFCo Recommendations Common to All FPDs

Below are the recommendations from the 2016 LAFCo MSR that were common to all FPDs, along with their respective status. The recommendations particular to individual FPDs are discussed in each individual FPD section of the report. The MSR's most far-reaching recommendation was to have an overarching joint powers agency (JPA) or association help with common FPD issues to achieve regional efficiencies, but it never occurred. Hopefully, the more incremental, regional approach of this 2022 MSR/SOI will help scale up the FPDs to be more efficient and resilient to withstand changing times.

1. *The Yolo County Fire Chiefs Association "No Response" policy could be enhanced by requiring acknowledgement of a dispatch by radio or telephone within a specified time period (e.g., 90 seconds) of the dispatch notification, indicating the district's ability to respond, before the next closest department is dispatched. (Status: completed)*
2. *The Yolo County Fire Chiefs Association considers requesting that YECA track the calls where the next fire district responds in place of the responsible fire district and a regular periodic report of "missed calls" from YECA. (Status: completed)*
3. *Within available funding, fire apparatus should be considered for replacement after not more than 25 years of service life. (Status: some FPDs cannot afford to maintain all apparatus within 25 years of service life)*
4. *The 11 districts that provide direct fire protection services should consider adopting a standardized fire apparatus inventory with common design specifications and equipment when purchasing new apparatus. (Status: not completed. FPDs often purchase used apparatus and every chief has a preference, but some standardization within reason could occur)*
5. *The rural fire districts should consider exploring feasibility and support to expand the authority and powers of the West Valley Regional Fire Training Consortium or the Yolo County Fire Chiefs Association to provide a cooperative countywide regional fire service framework. (Status: not completed)*

2022 MSR SUBCOMMITTEE

The Yolo County Fire Chiefs Association (YCFCA) formed a volunteer subcommittee of fire chiefs to work with LAFCo providing critical fire professional expertise to assist LAFCo staff in preparing this report in-house. The MSR Subcommittee was invaluable and contributed to this report in the following ways:

- Identified the key information needed from each FPD to MSR review;
- Developed recommended guidelines for evaluation: response times, response adequacy in terms of minimum numbers of personnel and apparatus on scene;
- Recruited a fire commissioner with skills to perform data analytics and visualize the data for the MSR; and
- Governance recommendations.

DISPATCH RESPONSE TIME AND ADEQUACY: METHODOLOGY AND COMPARATIVE DATA

Dispatch Call Volume

FPD call volume has gone up over the last three years (some quite significantly) for all but one of the FPDs, by an average of 28%. Over this time medical calls were up while fire calls were down, which may reflect COVID surges, people on lockdown and more careful about drought conditions. Increased traffic along some corridors is also likely a contributing factor. If this trend continues, staff changes may be required to service increasing demand.

Dispatch call volume and percentage increase is shown for each FPD in the table below.

FPD Dispatch Call Volume and % Increase Over Last 3 FYs

	FPD Est. Residential Population	Total Dispatch FY 18/19	Total Dispatch FY 19/20	Total Dispatch FY 20/21	Dispatch % Change over 3 FYs
Capay Valley FPD	1,130	144	188	194	35%
Clarksburg FPD	1,260	209	261	268	28%
Dunnigan FPD	1,110	388	574	551	42%
East Davis FPD	2,075	324	312	297	-8%
Elkhorn FPD	128	95	114	168	77%
Esparto FPD	3,122	460	532	589	28%
Knights Landing FPD	1,058	232	303	325	40%
Madison FPD	962	266	299	321	21%
No Man's Land FPD	82	13	6	15	15%
Springlake FPD	6,587	208	225	240	15%
West Plainfield FPD	752	140	194	233	66%
Willow Oak FPD	2,502	467	484	554	19%
Winters FPD	5,845	215	223	301	40%
Yolo FPD	970	381	407	458	20%
Zamora FPD	335	113	137	152	35%
TOTAL/AVERAGE	27,918	3,655	4,259	4,666	28%

FPD Response Time

LAFCo worked with the MSR Subcommittee appointed by the Yolo County Fire Chiefs Association to determine adequate response times and the adequacy of response in terms of numbers of personnel and apparatus on scene.

The subcommittee indicated that the response times in NFPA 1720 are intended for structure fires only and indicate the time for all responding apparatus and personnel to arrive on scene. So instead, the MSR Subcommittee developed response time goals for fire calls (9 minutes) and rescue/emergency medical service (EMS) calls (6 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 for each calendar year are included in each report. The following data outliers were omitted:

- Any apparatus which went enroute, was cancelled and then went enroute again, as this gave an inflated response time.
- Any instances where an apparatus' enroute time matched it's on-scene time; and

- Any instances where apparatus was enroute but didn't show arrival after 30 minutes (because occasionally with the intensity on scene, responders forget to record arrival time).

FPD Adequacy of Response

In terms of the adequacy of response, it was decided by consensus of the MSR Subcommittee that the following response numbers are deemed an adequate response. These numbers represent the initial response needed to respond initially to a call. This was done to have objective data metrics for analysis and is based on the chiefs' combined experience and the assumption that additional staff would arrive after initial assessment via mutual/auto aid as needed.

Types of Calls	Personnel	Apparatus
Fire Calls (100 Series)	4	2
Rescue/EMS Calls (300 Series)	3	1

The following performance data is based on FPD self-reported incident response data. In most cases, the data came directly from the National Fire Incident Reporting System (NFIRS) reports for each FPD. But in the case of Dunnigan, Yolo, and Zamora the data was reported directly to LAFCo in the same manner. Contract FPDs served by local cities are not included.

The tables below are sorted based on the average number of personnel responding to each type of call (highest to lowest). The FPDs that do not meet the recommended minimum standards are highlighted in yellow. Other information regarding FPD revenue, population, staffing, and dispatch numbers are included for informational purposes. It is interesting to note there is not a direct correlation between revenue and response, nor a volunteer staff versus paid staff model. There is no one answer, and each FPD is unique, but the strength of community (i.e., local events, volunteerism, people who remain local during daytime hours and do not commute out of the area, etc.) seems more indicative of effective response than any other factor. As the strength of a community and its population's involvement declines, FPDs must shift to a paid (stipended volunteer or full-time employee) staffing model.

FY 20/21 Fire Incident Response (100 Series)

FPD	Total No. Incidents	Avg. No. Personnel	Avg. No. of	Est.	Station Staffing	Total	Total	% Enroutes Missed Inside FPD		
			Apparatus	FY21 Revenue		Residential Pop	Dispatch Numbers		Total Inside Jurisdiction	Total Outside Jurisdiction
Capay Valley	16	7.31	3.56	\$ 345,054	1,130	On Call	194	149	45	0.7%
Clarksburg	31	6.52	3.26	\$ 185,488	1,260	On Call	268	250	18	
West Plainfield	20	4.50	3.30	\$ 436,438	752	Full Time 24/7	233	180	53	
Zamora	11	4.45	1.55	\$ 163,500	335	On Call	152	110	42	1.8%
Yolo	141	4.08	1.60	\$ 273,598	970	Part Time	458	278	180	
Esparto	30	4.07	2.23	\$ 378,394	3,122	Part Time	589	469	120	0.2%
Madison	29	3.97	2.31	\$ 325,805	962	Part Time	321	175	146	
Willow Oak	34	3.76	2.12	\$ 750,321	2,502	Full Time 24/7	554	382	172	
Knights Landing	22	3.05	2.50	\$ 144,191	1,058	On Call	325	167	158	3.0%
Dunnigan	100	2.61	1.49	\$ 560,178	1,110	Full Time 24/7	551	498	53	0.4%
Elkhorn	8	1.50	1.50	\$ 112,436	128	On Call	168	150	18	6.7%

Highlighted FPDs are not meeting min of 4 personnel

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

FPD	Total No. Incidents	Avg. No. Personnel	Avg. No. of Apparatus	FY21 Revenue	Est. Residential Pop	Station Staffing	Total Dispatch Numbers	Total Inside Jurisdiction	Total Outside Jurisdiction	% Enroutes Missed Inside FPD
Clarksburg	96	5.82	2.59	\$ 185,488	1,260	On Call	268	250	18	
Yolo	216	4.40	1.65	\$ 273,598	970	Part Time	458	278	180	
Capay Valley	48	3.92	2.23	\$ 345,054	1,130	On Call	194	149	45	0.7%
Zamora	55	3.82	1.05	\$ 163,500	335	On Call	152	110	42	1.8%
Willow Oak	155	3.29	1.67	\$ 750,321	2,502	Full Time 24/7	554	382	172	
West Plainfield	67	3.10	2.07	\$ 436,438	752	Full Time 24/7	233	180	53	
Knights Landing	48	3.10	2.25	\$ 144,191	1,058	On Call	325	167	158	3.0%
Madison	103	2.91	1.73	\$ 325,805	962	Part Time	321	175	146	
Dunnigan	267	2.50	1.29	\$ 560,178	1,110	Full Time 24/7	551	498	53	0.4%
Esparto	317	2.37	1.68	\$ 378,394	3,122	Part Time	589	469	120	0.2%
Elkhorn	55	1.16	1.15	\$ 112,436	128	On Call	168	150	18	6.7%

Highlighted FPDs are not meeting min of 3 personnel

FINANCIAL SUSTAINABILITY: METHODOLOGY AND COMPARATIVE DATA

Fourteen of the 15 FPDs are financially stable on an annual revenue/expenditure, cash flow basis. No Man’s Land FPD is the only FPD operating in the negative or “in the red” on an annual basis. Where financial sustainability issues show up for the 11 FPDs that provide direct services (i.e., not the contract FPDs) is keeping up with apparatus and command vehicle replacement and being able to save enough funds for timely replacement. This is an especially volatile cost climate in 2022 with supply chain issues driving up costs and high inflation. To determine whether the FPD’s have adequate fund balances/reserves as of June 30, 2021, LAFCo used the following methodology to calculate recommended fund balances/reserves:

- Capital Asset Replacement Reserve.** The purpose of this calculation is to provide a high-level estimate to determine whether the District was on schedule to replace apparatus according to the recommended life of 25 years for apparatus and a life of 15 years for command vehicles. The estimated cost of replacement are estimates from the MSR Subcommittee. The calculation was based on depositing 1/25 or 1/15 of the estimated replacement cost each fiscal year after the year of acquisition, rounded to the nearest \$10,000. The calculation does not factor prices change or inflation. It is intended get a high-level view whether the district has been setting aside enough money to replace vehicles according to recommended lifespan.
- General reserve.** The State Controller’s Manual of Accounting Standards and Procedures for Counties (including dependent districts) 2021 Item 7.06 recommends a general reserve be established to cover potential cash shortfalls. FPDs receive most of its revenue from current secured property taxes and special assessments of which both are collected and distributed to districts using the same process. Districts receive 50% of these revenue in Dec/Jan, 45% in Apr/May and the remaining 5% in June. FPDs are operating from July to December with little revenue being received. The purpose of the General Reserve is to provide cash/liquidity during this July to December period. The calculation is 50% of current secured taxes and 50% of special assessments realized in fiscal year 2021.
- Unassigned Fund Balance.** As recommended by the Fund Balance Guidelines for the General Fund dated September 30, 2015, Government Finance Officers Association (GFOA) recommendation is to have an amount approximating 2 months of operating expenditures in unassigned fund balance to cover a revenue shortage and/or unanticipated expenditures. This amount is calculated by requiring an unassigned fund balance to equal 15% of fiscal year 2021 expenditures, excluding capital expenditures and deducted strike team reimbursements.
- Recommended Fund Balance.** The total of all the above.

2022 GOVERNANCE RECOMMENDATIONS OVERVIEW

Overall Strategy/Approach

The scope of this discussion is framed by the following determinations required for each MSR (collectively referred to as “governance” recommendations):

- *Shared Services and Facilities: “Status of, and opportunities for, shared services and facilities”*
- *Accountability, Structure and Efficiencies: “Accountability for community service needs, including governmental structure and operational efficiencies”*

Given the adequacy, deficiencies, and needs of fire services provided by each FPD, the MSR Subcommittee met five times in January 2022 to develop draft governance recommendations.

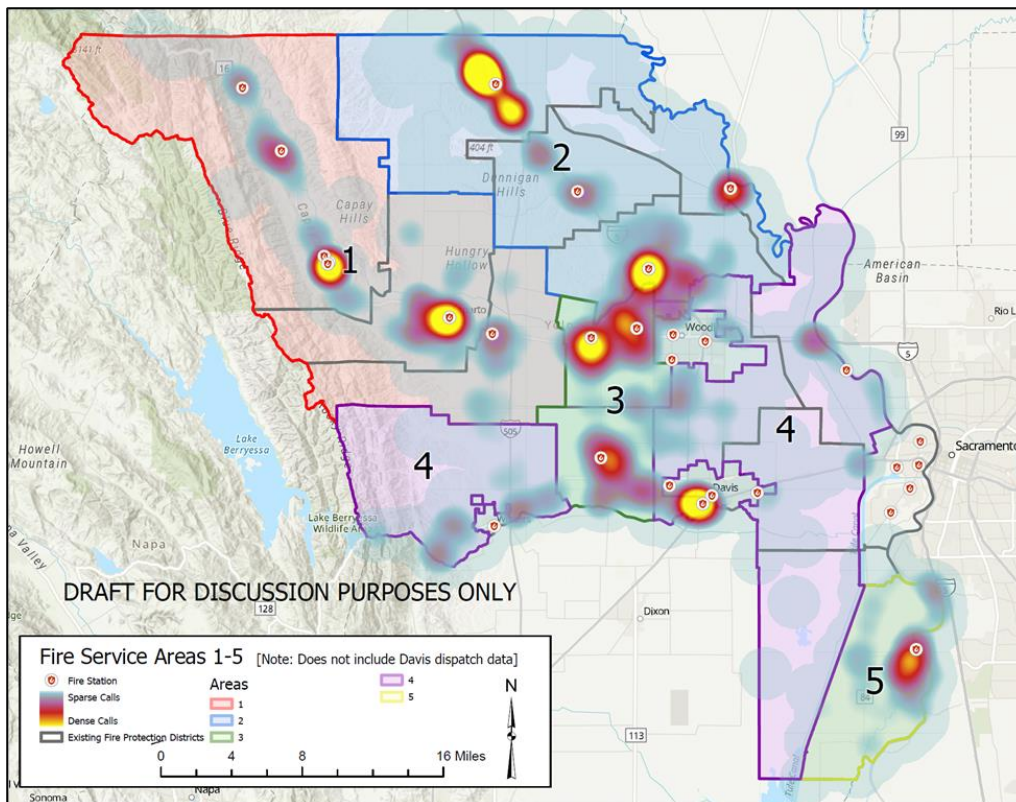
The MSR Subcommittee was guided by the following values and principles:

- What promotes the best service to the public?
- What is the most efficient and effective utilization of our resources?
- What is the “right” balance of economies of scale versus flexibility to address local conditions?

Below is an explanation of the overall approach and strategy. **Individual recommendations for each FPD to implement this strategy are included in each individual section of this MSR/SOI as applicable.**

The 15 FPDs are separated into Areas 1-5 with recommendations for each. The base map shows a heat map representing calls for service, a data visualization technique that shows the magnitude and spatial distribution of calls for service. Below this map a narrative follows that explains what is recommended for each of Areas 1-5 shown.

Fire Service Areas 1-5



Recommendations for Fire Service Areas 1-3

Fire Service Areas (“Areas”) 1-3 include FPDs that provide direct services (i.e., have their own personnel and equipment and do not contract with cities for service). Staff recommends the FPDs in each Area develop governance solutions that will provide for a coordinated and more uniform level of service and operation. The governance solution for each Area could take a variety of forms including: Joint Operation Agreements (JOAs), contracts for services, Joint Powers Agreements/Agencies (JPAs), or 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.

The selection for FPDs for each area were based on geography, history of working together formally or informally, and the fire service principle of “span of control.” Span of control refers to the number of individuals or resources that one supervisor can manage effectively during an incident. The optimal span of control is one supervisor to five subordinates (1:5) but can range from 1:3 to 1:7. For the MSR, this principle is being used instead as the ideal number of stations in Areas 1-3 for coordination purposes.

Area 1 FPDs (FY 20/21)

FPD	Area (ac)	Est.		Dispatches				ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with	
		Residential Pop.	Total Dispatches	Inside Jurisdiction	Core Revenue	Ending Fund Balance	stipend				Volunteers	
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

Area 2 FPDs (FY 20/21)

FPD	Area (ac)	Est.		Dispatches				ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with	
		Residential Pop.	Total Dispatches	Inside Jurisdiction	Core Revenue	Ending Fund Balance	stipend				Volunteers	
Dunnigan	D	70,351	1,110	551	498	\$209,196	\$ 514,613	NP	Full Time 24/7	0	0	31
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

Area 3 FPDs (FY 20/21)

FPD	Area (ac)	Est.		Dispatches				ISO	Station Coverage	Paid Fire Personnel (FTE)	Reserves with	
		Residential Pop.	Total Dispatches	Inside Jurisdiction	Core Revenue	Ending Fund Balance	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

The recommendation is for the FPDs to sign JOAs for each Area to share staff, apparatus, training, reporting, and standardization. These JOAs would create the framework for what’s called a “functional consolidation” in LAFCo terminology, meaning the FPDs in an Area are operating together for many practical purposes, but not a legal consolidation of the agencies. A JOA could lay the groundwork for a later consolidation or it may suffice long-term.

The matrix below shows the efficiencies that could be achieved with either a JOA or consolidation. Most efficiencies can be achieved with a JOA, so legal consolidation may not be worth the cost and effort depending on the situation.

Joint Operations Agreement Versus Legal Consolidation

	Status Quo	Joint Operations Agreement	Consolidation (or Dissolution/Annexation)
Improved station coverage		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Shared paid personnel, reserves and volunteers		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Shared reserve apparatus		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Standardization (equipment, UFC, training, testing, policies, and procedures)		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Cooperative Purchasing		<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Consolidated FPD board/commission (1 instead of 3)			<input checked="" type="checkbox"/>
Reduced administration costs (1 insurance, incident reporting, SCO report, website, budget, AP, grants, etc. instead of 3)			<input checked="" type="checkbox"/>
Easier to Undo	NA	<input checked="" type="checkbox"/>	

Recommendations for Fire Service Area 4

The FPDs in this area include Elkhorn FPD, the four contract FPDs, and CSA 9.

Area 4 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	Inside	Core	Revenue							
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	8		
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		

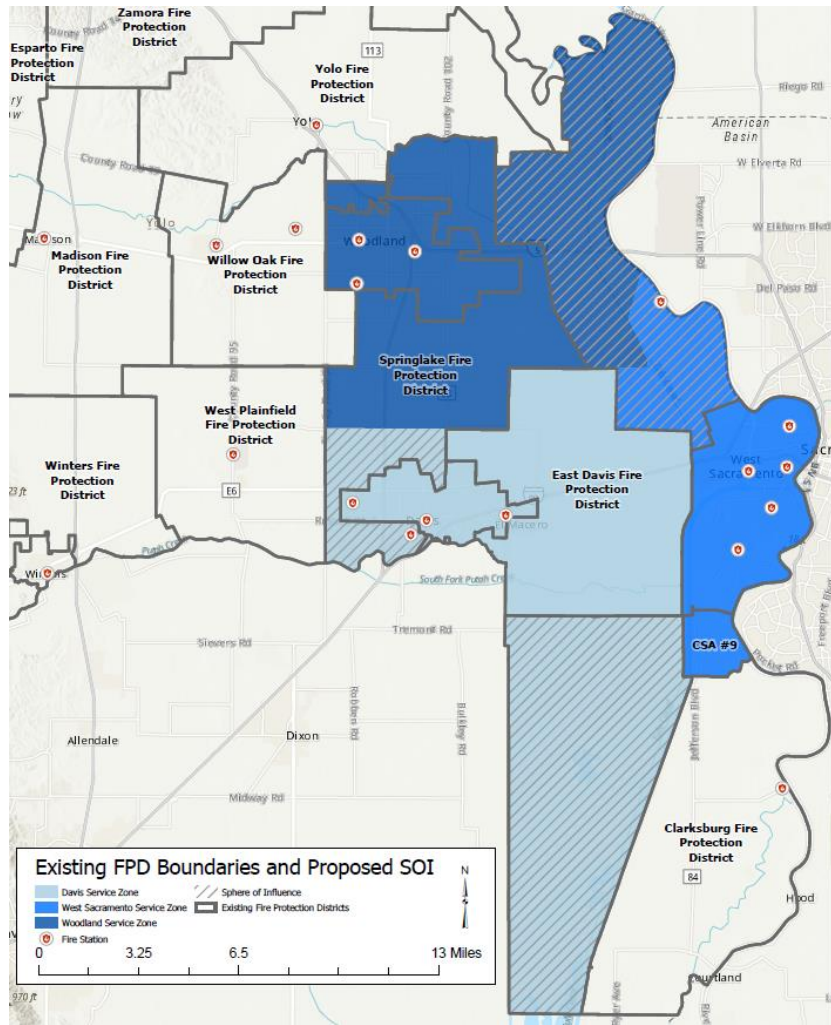
It is recommended Elkhorn FPD be dissolved and its service territory be divided between the cities of West Sacramento (by annexation into CSA 9) and Woodland (by annexation into Springlake FPD) for services per the 2015 auto aid agreement boundary.

LAFCo also recommends the following reorganization of the contract districts around Davis and Woodland:

- Springlake FPD detach its territory south of County Road 29 and that area be annexed to East Davis FPD.
- No Man’s Land FPD be dissolved and annexed to East Davis FPD.

The result is the reduction of five districts into three districts that align to each city service territory, as shown below. Winters FPD would remain as is because it already aligns to its city service area.

Area 4 Recommended Reorganization



Recommendations for Fire Service Area 5

Clarksburg FPD’s land-locked geography limits its ability to share services and operations with other FPDs. Therefore, it is recommended to remain as-is.

Area 5 FPD (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
Clarksburg	34,665	1,260	268	250	\$ 178,969	\$ 853,612	5/8	On Call	0	0	23

Governance Recommendations Outreach

Once the FPD MSR Subcommittee arrived at the draft recommendation in January, LAFCo staff organized and presented at many outreach meetings to share the information as quickly as possible and obtain FPD and community feedback. Presentations were provided to all FPD Boards/Commissions (sometimes twice) except for Zamora FPD, which declined the presentation.

Date	Meeting
February 8	Yolo County Fire Chiefs Association
February 17	Winters FPD
February 17	East Davis FPD
February 21	Area 1 (Capay, Esparto & Madison FPDs)
February 28	Area 3 (West Plainfield & Willow Oak FPDs)
March 2	East Davis FPD
March 3	Clarksburg FPD
March 7	Yolo FPD
March 9	Elkhorn FPD
March 9	Dunnigan FPD
March 11	Yolo Managers (city/county managers)
March 14	Madison FPD
March 14	Knights Landing FPD
March 25	City of Winters

As of June 2022, all FPDs in Areas 1-3 have already signed JOAs or are in the process of doing so. LAFCo applauds the FPDs for their work towards this effort. Recommendations are included for each of these FPDs to ensure they continue to contribute to these JOAs.

OVERARCHING MSR RECOMMENDATIONS

During this MSR/SOI process, several issues came up that span many or all of the FPDs and that should be implemented.

YCFCA Recommendation

- The FPDs that use YECA for dispatch should collectively review the response matrix to ensure the fastest response on all calls (LAFCo’s understanding is this currently occurs with medical aid calls only).

Yolo County Recommendations

- Yolo County should initiate a LAFCo application process to analyze and reorganize the Elkhorn, East Davis, No Man’s Land and Springlake FPDs and CSA 9 to align one district to each city service territory. The Winters FPD is already aligned to its city service territory, so no boundary changes are needed.
- Yolo County should continue to review FPD progress towards implementing its district’s 2022 MSR recommendations as it works with the FPDs on sustainability efforts going forward.
- Yolo County voluntarily provides \$150,000 of its Intergovernmental Agreement funding from the Yocha Dehe Wintun Nation each year to five FPDs (\$30,000 each) affected by the Cache Creek Resort operations. These have been traditionally earmarked for capital investments; however, the County should consider providing this funding as a pass-through for more FPD flexibility to meet service needs in their jurisdictions.
- Yolo County should retain FPD contract approval authority in perpetuity to ensure its service contracts with cities are standardized and streamlined to the greatest extent feasible. Financially, contract FPDs should operate as pass-through districts similar to Springlake FPD and CSA 9. From a risk perspective, Winters FPD has strong provisions that should be considered as a model regarding providing contract FPDs return of its original station and necessary apparatus to minimize risk in the unlikely event a city ever closes its station or services are terminated.
- Yolo County DFS staff should meet each year with each dependent FPD (and independent FPDs if requested) 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. In addition, provide DIF reporting training as applicable.

- Yolo County DFS should work with districts to develop accounting policies, procedures, and accounting manuals. Assist districts with interpreting INFOR reports and develop user friendly reports for fire commissioners and board members. Develop a periodic report/transactions review process to ensure only and all transactions approved by the board are included in the financial system.

ORGANIZATION OF THIS MSR/SOI STUDY

This report has been organized in a checklist format to focus the information and discussion on key issues that may be particularly relevant to the subject agency while providing required LAFCo's MSR and SOI determinations. There is one section per district. The checklist questions are based on the Cortese-Knox-Hertzberg Act, the LAFCo MSR Guidelines prepared by the Governor's Office of Planning and Research, and Yolo LAFCo's local policies and procedures. This report provides the following for each district:

- Provides a description of the subject agency;
- Provides any new information since the last MSR and a determination regarding the need to update the SOI;
- Provides MSR and SOI draft determinations for public and Commission review; and
- Identifies any other issues that the Commission should consider in the MSR/SOI.

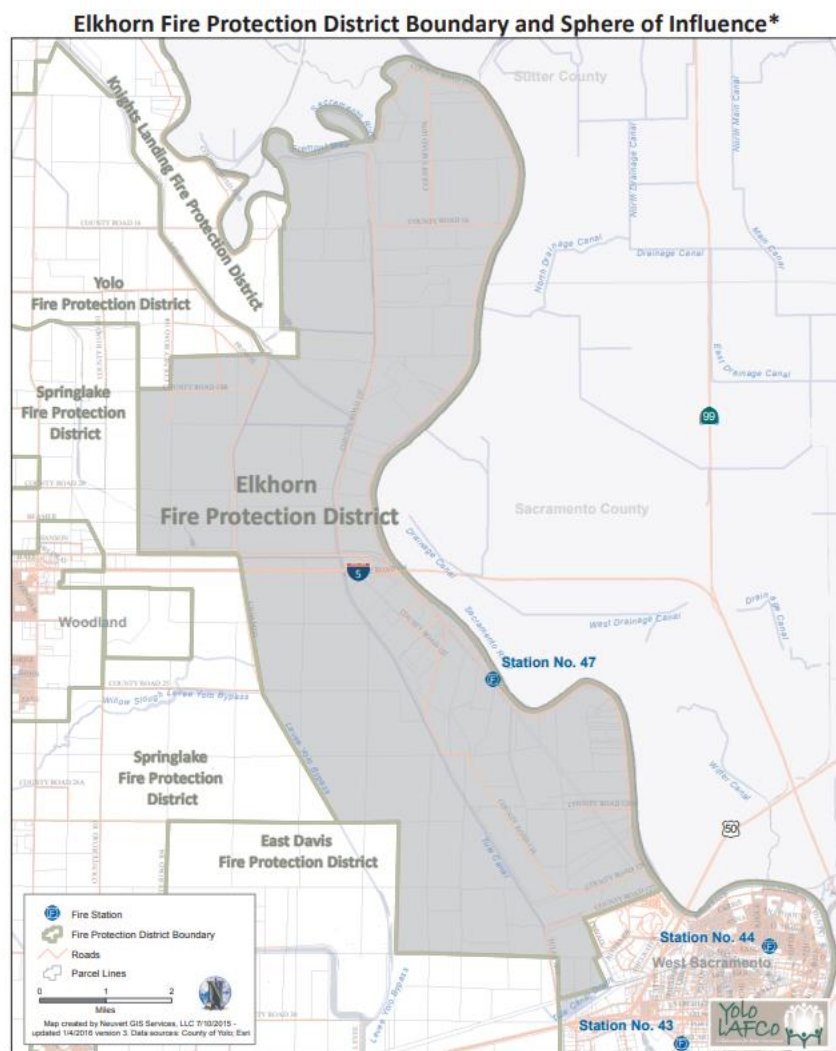
YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

AGENCY PROFILE

The Elkhorn Fire Protection District (Elkhorn FPD) was formed in 1965 and is authorized to provide fire protection and emergency response services. It was formed as an independent district with a five-member board, each appointed by the Board of Supervisors to serve four-year terms.

The District is 30,703 acres in size and does not serve any unincorporated towns. The District contains 51 residential and 2 commercial addresses and its population is estimated to be 128 residents¹. However, the FPD estimates the population is closer to 80-90 residents. Elkhorn FPD also has several high-volume traffic corridors through its territory, the I-5 bridge over the Sacramento River and Old River Road. The Elkhorn FPD Station 47 is located at 19756 Old River Road, northeast of West Sacramento, which houses 5 apparatus and has 0 paid staff, 0 reserves and 10 volunteer firefighters.

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



* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo June 23, 2016

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

MUNICIPAL SERVICE REVIEW

POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

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

- | | |
|---|--|
| <input checked="" type="checkbox"/> Growth and Population | <input checked="" type="checkbox"/> Shared Services |
| <input type="checkbox"/> Disadvantaged Unincorporated Communities | <input checked="" type="checkbox"/> Accountability |
| <input checked="" type="checkbox"/> Capacity, Adequacy & Infrastructure to Provide Services | <input checked="" 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.

1. GROWTH AND POPULATION			
Growth and population projections for the affected area.	YES	MAYBE	NO
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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) <i>Do changes in demand suggest a change in the agency's services?</i>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input 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?*

Yes. The population for Elkhorn FPD is currently estimated to be 80-90 people. The FPD territory has limited development and growth opportunities. Except for the Elkhorn Station, it is entirely zoned for agricultural use. However, according to data from the Yolo Emergency Communications Agency (YECA), Elkhorn FPD calls have increased significantly. Over the last three fiscal years, total dispatched calls were 95 in 2018/19, 114 in 2019/20 and 168 in 2020/21, which is a 77% increase in dispatch volume. Increased demand for emergency services is attributable to growth outside of the District along I-5 and Old River Road traffic corridors through the District. Population growth and corresponding demand for services from that population within the District is expected to be minimal. But continued traffic growth will impact the District's demands.

YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

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

Yes. As discussed in the Capacity and Adequacy of Public Facilities and Services Section (Items 3a and 3b), Elkhorn FPD is not adequately responding to its current demand and should cede its services to the cities of Woodland and West Sacramento. The Accountability, Structure and Efficiencies Section (Item 6a) recommends the Elkhorn FPD should be dissolved and its territory annexed into districts already served by these cities.

Growth and Population MSR Determination

The population for Elkhorn FPD is currently estimated to be 80-90 and has limited development and growth opportunities. According to data from the Yolo Emergency Communications Agency (YECA), Elkhorn FPD demand for service/call volume has increased significantly. Over the last three fiscal years, total dispatched calls were 95 in 2018/19, 114 in 2019/20 and 168 in 2020/21, which is a 77% increase in dispatch volume. Most of dispatches are responding to traffic accidents passing through the District. As discussed in the Capacity and Adequacy of Services section, Elkhorn FPD is not adequately responding to its current demand and should cede its services to the cities of Woodland and West Sacramento. The Elkhorn FPD should be dissolved and its territory annexed into districts already served by these cities.

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 Elkhorn FPD territory is not disadvantaged², 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.*

² CALAFCO Statewide DUC Map using American Community Survey 5-Year Data (2015-19) Updated March 2022

Not applicable.

Disadvantaged Unincorporated Communities MSR Determination

The Elkhorn FPD territory is not disadvantaged and all “inhabited unincorporated communities” countywide receive structural fire protection services.

3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES

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

	YES	MAYBE	NO
a) <i>Are there any deficiencies in the infrastructure, equipment, and capacity of agency facilities to meet <u>existing</u> service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
b) <i>Are there any deficiencies in the adequacy of services to meet <u>existing</u> service needs for which the agency does not have a plan in place to resolve? Also note how services are provided (i.e., number of staff and/or contracts).</i>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input 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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input 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)?*

Maybe. One of Elkhorn FPD’s apparatus exceeds the recommended 25-year lifespan.

Fire Station

The Elkhorn FPD Station 47 was built in 1999 and is located at 19756 Old River Road. The Station includes an office space, sleeping facilities, a bathroom including a shower, and a kitchen. There are no major capital improvements planned or needed for the fire station



Apparatus:

EFPD has five apparatus as listed below.

Use	Apparatus	Type	Age (yrs)	Reserve?
Structure Fires	Engine-47	1	20	No
Wildlands Fires	Grass – 47*	3	0	No
	Squad-47	6	3	No
	Squad-247	7	32	Yes
Water Tenders	Water-47	Tender	43	No
Command/Utility	None			
Other Apparatus	None			

* Delivery of new grass rig delayed until summer 2022.

A new grass rig was ordered and is expected June 2022. However, the Elkhorn FPD still has a water tender that is 43 years old and the FPD indicates it plans to replace it in the next year or two. The Chief indicates the water tender has minimal hours and is mechanically sound. This is the next truck planned for replacement. Therefore, one of the four key apparatus exceed the recommended 25-year lifespan and should be scheduled for replacement as funding allows. According to the Chief, all Elkhorn FPD apparatus receive quarterly checks and scheduled maintenance service. Hoses and ladders are tested regularly and are usually tested during training.

Elkhorn FPD currently supplies all responding members with appropriate, in-date personal protective equipment (PPE). SCBAs receive annual flow testing and all SCBA bottles are within required hydro testing requirement. Personnel are fit tested on an annual basis.

Elkhorn FPD operates adequate communications equipment including radios in each apparatus with current programming that meets the needs for incident response. All apparatus have one portable radio on board and extras are charged and available at the station. All volunteers have their own portable devices.

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 well-protected a community is by the fire department and will affect insurance rates. 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. Elkhorn FPD is not rated.

- 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).*

Yes. As discussed below, personnel and apparatus response are significantly below recommended levels and Elkhorn FPD has also had a significant number of missed calls.

Staff, Coverage and Training

The Elkhorn FPD has 10 volunteers and its station is not staffed regularly. Elkhorn FPD signed an auto aid agreement with the cities of Sacramento, West Sacramento and Woodland that have been in effect since 2015. Elkhorn FPD has written operating policies and guidelines for its staff. All response personnel receive base level minimum training to respond to incidents adequately and safely. Incident Command System (ICS) basic training is a requirement before responders can respond to incidents. Elkhorn FPD volunteers participate in the Yolo County Fire Chiefs Association (YCFCA) Training Program when available. Responding personnel are fit tested on an annual basis.

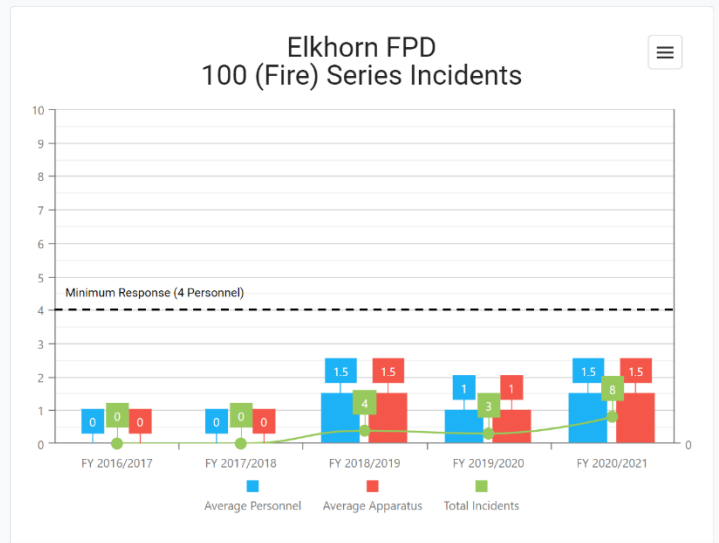
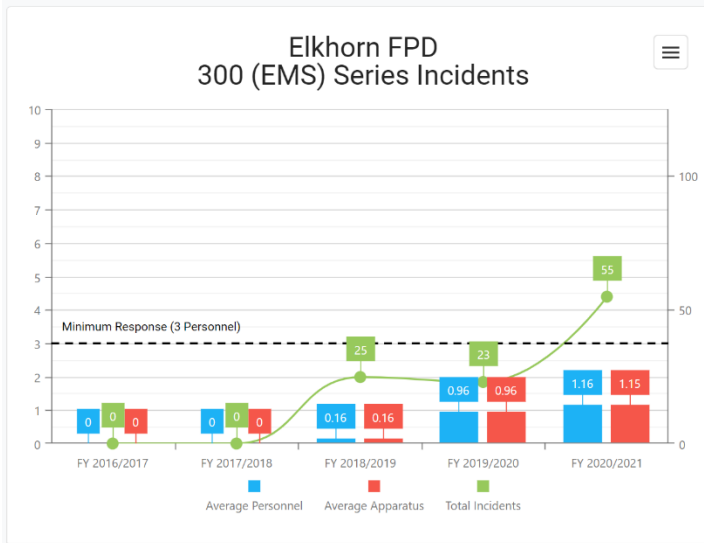
Incident Reporting and Adequacy of Services

Elkhorn FPD utilizes Emergency Reporting web-based program for reporting and documentation to the National Fire Incident Reporting System (NFIRS). Regarding the adequacy of response, standards for the number of personnel and apparatus were determined by the YCFCA MSR Subcommittee for fire and rescue/ EMS calls³.

Below is Elkhorn FPD’s NFIRS response data for the last five fiscal years:

³ By consensus of the Yolo County Firefighters Association 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



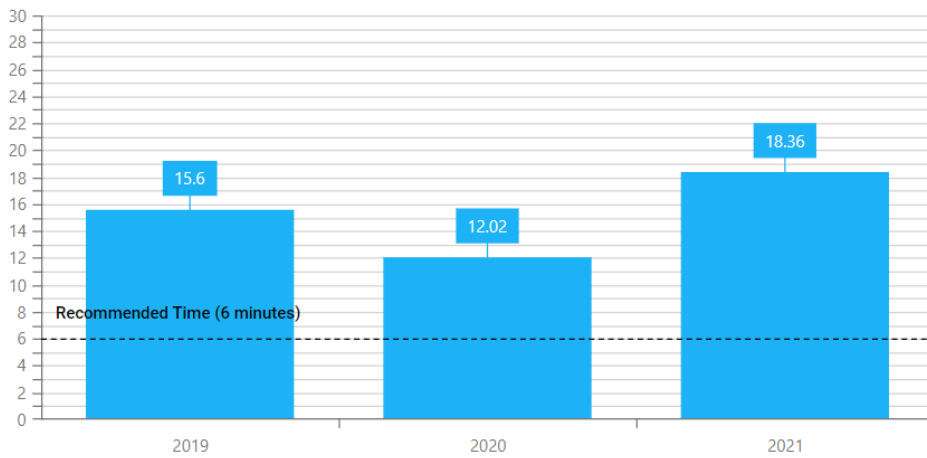
The data Elkhorn FPD reported to NFIRS is for the last three fiscal years only and it indicates Elkhorn FPD is not able to respond to rescue/EMS or fire calls with adequate personnel and apparatus on scene. It shows a significant uptick in rescue/EMS calls which correlates to anecdotal reports that traffic accidents on I-5 and Old River Road are increasing significantly. The District lost 4 volunteer firefighters in 2018 and is rebuilding its staff. Rescue/EMS calls outnumber fire calls by nearly 7:1. Elkhorn FPD officials have expressed the challenge to access calls on I-5 quickly (after Caltrans installed a continuous center median divider) and respond with sufficient trained personnel to be safe on the accident scene. However, the District in recent years has added 4 volunteers to the department. It has also been able to staff the department during red flag warning days, and extreme weather days during the winter.

Response Time and Missed Calls

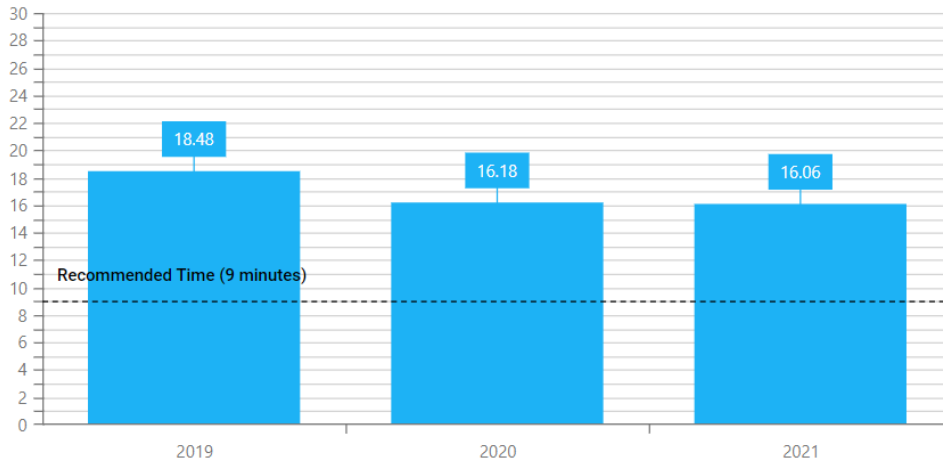
The MSR Subcommittee developed response time goals for rescue/emergency medical service (EMS) calls (6 minutes) and fire calls (9 minutes) for the first responding unit to arrive on scene. LAFCo recognizes it may be more difficult for volunteer and/or more rural FPDs to meet this goal, however as the MSR Subcommittee indicated, it represents a goal to focus on. FPD response time averages⁴ for the 2019 – 2021 calendar years are shown below.

⁴ 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.

Elkhorn FPD
300 (EMS) Response Time Average



Elkhorn FPD
100 (Fire) Response Time Average



According to YECA data, Elkhorn FPD has had 48 missed calls over the last three FYs as reported by YECA (24 or 27% of calls in FY 18/19, 14 or 13.1% of calls in FY 19/20, and 10 or 6.7% of calls in FY 20/21).

FPD Level of Service Evaluation

NFPA 1720 requires FPDs to evaluate its level of service, deployment, and response time objectives on an annual basis. Elkhorn FPD should provide a written evaluation of the FPD’s level of service, deployment, and response time objectives on an annual basis, ideally as an agenda item at a board meeting.

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

Yes. Please see the response to 1(a). Elkhorn FPD is not adequately responding to its current demand as discussed above. An increase in future call volume may exacerbate poor level of service.

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

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.

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.

Capacity and Adequacy of Public Facilities and Services MSR Determination

The nature of emergency response has changed significantly since the Elkhorn FPD was formed in 1965. Development outside the FPD territory has occurred generating increased traffic on I-5 and modern navigation software directs trips down Old River Road to bypass it. Elkhorn FPD officials have expressed the challenge to access calls on I-5 quickly (after Caltrans installed a continuous center median divider) and respond with sufficient trained personnel to be safe on the accident scene. In 2015, Elkhorn FPD signed an auto aid agreement with the cities of Sacramento, West Sacramento, and Woodland.

The Elkhorn FPD has five apparatus total, one of which is a reserve apparatus. Its grass rig was replaced in 2022 but still has a water tender that exceeds the recommended 25-year lifespan. Elkhorn FPD is not ISO rated.

The Elkhorn FPD has 10 volunteers and the station is not staffed regularly, but it does cover the station during projected extreme weather forecasts (e.g., heavy winds and rain during the winter and red flag days of high winds and extreme fire danger in the summer). YECA reports a 77% increase in dispatches for the FPD in just the last three fiscal years. The NFIRS data also shows a significant uptick in rescue/EMS calls which now outnumber fire calls by nearly 7:1. Elkhorn FPD reported NFIRS data indicates it is not able to respond to rescue/EMS or fire calls with adequate personnel and apparatus on scene. Elkhorn FPD has missed 14% of its calls (within jurisdiction) over the last three FYs as reported by YECA.

Elkhorn FPD has a relatively low number of volunteers and without much resident population to draw from, the next step to adequately respond to calls would be a stipended reserve program, which would require an increase in the FPD's assessment to pay for it (and needed replacement apparatus). However, the increased service demand is being generated primarily from traffic accidents from vehicles originating outside the FPD passing through the District. The cities of West Sacramento and Woodland are already covering Elkhorn FPD's calls under its auto aid agreement such that the Elkhorn FPD service is now redundant and inferior to the cities' service. Elkhorn FPD has done a remarkable job with its limited resources for decades, but it can't keep up with changing conditions and increasing service demand (as evidenced by the 2016 LAFCo recommendation that it should contract for services from nearby cities). Therefore, LAFCo recommends service would be better provided by the cities of Woodland and West Sacramento.

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

- Elkhorn FPD's facilities and services should be provided by the cities of West Sacramento and Woodland, divided geographically to minimize response times. This recommendation does not preclude the Elkhorn community from coordinating with the cities to maintain a local volunteer presence, such as a private non-profit fire brigade, if appropriate.

YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

4. FINANCIAL ABILITY

Financial ability of agencies to provide services.

	YES	MAYBE	NO
a) <i>Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth not keep pace with increased costs?</i>	<input type="checkbox"/>	<input checked="" 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 checked="" type="checkbox"/>	<input type="checkbox"/>
d) <i>Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) <i>Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
f) <i>Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies? Does the rate/fee schedule include a specific amount identified for capital asset replacement (tied to a capital improvement plan with implementation policies)?</i>	<input 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

Financial Background

ELKHORN FIRE PROTECTION DISTRICT					
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES					
	2017	2018	2019	2020	2021
Revenue					
Property taxes, in-lieu taxes, HOPTR	\$ 47,993	\$ 49,968	\$ 48,759	\$ 46,416	\$ 48,134
Interest	1,307	3,705	9,694	8,722	583
Intergovernmental grants	67,157	-	-	-	-
Special assessment	68,409	67,364	67,368	67,368	63,719
Other revenue	1,048	-	-	1,500	-
New debt	-	-	118,214	-	-
Total Revenue	185,914	121,037	244,035	124,006	112,436
Expenditures					
Salaries and benefits (insurance only)	2,920	2,411	2,415	2,452	2,440
Services and supplies	25,039	21,007	28,870	39,384	42,056
Debt service (principal and interest)	-	-	42,913	85,828	-
Contributions to volunteers	-	-	-	440	4,960
Capital Assets:					
Equipment	74,619	-	171,409	40,000	-
Total Expenditures	102,578	23,418	245,607	168,104	49,456
Net income (loss)	83,336	97,619	(1,572)	(44,098)	62,980
Beginning Fund Balance	167,109	250,445	348,064	346,492	302,394
Ending Fund Balances	\$ 250,445	\$ 348,064	\$ 346,492	\$ 302,394	\$ 365,374
Fund Balances					
Unassigned	\$ 250,445	\$ 348,064	\$ 346,492	\$ 302,394	\$ 365,374
Total Fund Balances	\$ 250,445	\$ 348,064	\$ 346,492	\$ 302,394	\$ 365,374
Y-T-Y Change in total Fund Balances					
Amount Increase (Decrease)	\$ 83,336	\$ 97,619	\$ (1,572)	\$ (44,098)	\$ 62,980
Percentage Increase (Decrease)	49.87%	38.98%	-0.45%	-12.73%	20.83%
Property Tax Analysis					
a. Assessed Value (AV)	\$ 157,006,973	\$ 166,721,325	\$ 152,447,122	\$ 145,506,183	\$ 150,192,450
b. Y-T-Y Percentage change in AV	-2.41%	6.19%	-8.56%	-4.55%	3.22%
c. Current secured, unsecured and HOPTR	\$ 48,182	\$ 50,258	\$ 48,599	\$ 46,401	\$ 47,972
d. District share of general 1% levy (c/a)	3.0688%	3.0145%	3.1879%	3.1889%	3.1940%

Discussion:

- a) *Is the subject agency in an unstable financial position, i.e. does the 5-year trend analysis indicate any issues? Does revenue growth not keep pace with increased costs?*

Maybe. The District's is currently financially stable in that total revenues exceed expenses each year. However, total core revenues (property taxes and special assessments) have **decreased** slightly on average 0.79% a year. Generally, it is expected that there would be at least a modest increase in core revenues since property taxes generally increase year over year, however most of the Elkhorn FPD territory is under Williamson Act contracts. In addition, operating expenditures, excluding debt service

YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

and capital expenditures have increased on average 14% per year. Although the 5-year trend shows the District has operated in the black and fund balance has increased by \$198,265, expenditures for services and supplies are increasing and may slowly erode annual gains and eventually decrease the fund balance. Total fund balance as of June 30, 2021 is \$365,374 of which all can be used for any purpose (unrestricted).

Revenue

Elkhorn FPD’s revenue consists of property taxes, special assessments, interest, a grant in 2017, and other miscellaneous revenue. Like other rural fire districts, Elkhorn FPD relies primarily on a share of the general 1% property tax levy for the majority of its revenue. In fiscal year 2021, property taxes of \$48,134 comprised 43% of total revenues. The District’s share of property taxes within its boundaries is approximately 3.2%, while the average for all rural FPDs in the county is 6.2%. The District has levied a special assessment since 2016. In 2021, special assessment revenue was \$63,719 which accounted for 57% of total revenue. However, special assessment revenue has declined from \$68,409 in 2017 to \$63,719 in 2021. Other revenues over the past 5 years include a federal grant that the City of West Sacramento applied for on behalf of multiple departments in the amount of \$67,157, and other revenue totaling \$2,548.

Expenditures

District operating expenditures (i.e., services and supplies), increased an average of 14% a year.

Capital expenditures

2017	\$ 74,619	(10) SCBA units (90% funded from grant)
2019	\$171,409	Ford F-550 Type 6 Squad 47
2020	\$ 40,000	2001 Type 1 Engine 47

The District mostly relies partly on the acquisition of used apparatus.

District revenue is not keeping pace with increasing operating costs and capital asset replacement.

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

No. The District relies on the County’s Department of Financial Services to record transactions in accordance to generally accepted accounting principles. Beginning in March 2022, the District hired an external accountant to process accounts payable. The financial transactions processed by the external accountant will be forwarded to the County to be recorded in the County’s financial system which will still be the official books of the District. The responsibilities of the external accountant, the County and the District should be set forth in a Memorandum of Understanding.

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

Maybe. Elkhorn FPD recently hired an accountant to process accounts payable. Information is given to the County to record in the County’s financial system. Staff still needs to review the County’s financial reports for the items noted above. The FPD indicates it is in the process of generating standard procedures and policies relating to this issue.

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

No. The Fire Chief emails reports provided by the County to the board as they become available. The reports include a current year budget to actual comparison (Infor GL293), trial balance (Infor GL291),

YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

General Ledger (Infor GL290) and balance sheet (Infor GL292). The receipt and review of the financial reports by the District's board is not noted in the minutes.

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

No. Revenues are reliable with the majority coming from property taxes, special assessments, and interest that are all collected and allocated by the County. However, revenue is decreasing.

- f) *Is the organization's revenue insufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of 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 core revenues have decreased slightly over the past 5 years while expenditures have increased on average 14% per year. In addition, revenues have not been sufficient to accumulate funds to replace apparatus within the recommended life of the apparatus. Fund balance as of June 30, 2021 of \$365,374 is approximately \$965,000 below the minimum recommended amount.

- 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 a reserve policy nor a capital improvement plan (CIP). The District is working with outside counsel and its accountant to create a reserve policy. Total fund balance of \$365,374 is approximately \$965,000 below the minimum recommended amount. 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 estimated minimum recommended fund balance amounts are as follows:

	6/30/2021 Actual Balance	6/30/2021 Recommended Balance	Excess/ (Shortage)
Apparatus Replacement			
Development impact fees	-		
Other funds	-		
	-	1,269,000	(1,269,000)
General reserve	-	55,000	(55,000)
Unassigned	365,374	7,000	358,374
Total Recommended Fund Balance	<u>\$ 365,374</u>	<u>\$ 1,331,000</u>	<u>\$ (965,626)</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, including pension and OPEB liabilities.

Financial Ability MSR Determination

The District currently is not generating sufficient revenue to fund increasing operating expenditures and apparatus replacement in the long-term. Core revenues have declined slightly over the past 5 years while operating expenditures have increased on average 14% per year. Total fund balance has increased by \$198,265 from \$167,109 to \$365,374. However, total fund balance is approximately \$965,000 below a recommended best practice amount which includes funds that should be set aside for apparatus replacement, liquidity needs, and for unanticipated expenditures or decrease in revenue. Additional revenue will be required to replace apparatus as recommended and to hire staff for station coverage appropriately to improve call performance. The District has recently hired an external accountant to process accounts payable but will continue using the County’s financial system as the official accounting records. The District board receives financial reports, but it is not noted in the minutes.

Financial Ability MSR Recommendation(s)

- Should the Elkhorn FPD not be dissolved, it should review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner.
- Should the Elkhorn FPD not be dissolved, it should create a CIP to determine how much funding needs to be set aside each year and determine whether current revenues are adequate to fund the program. The District should develop reserve policies to fund increased services, the CIP, and maintain an adequate fund balance.
- Should the Elkhorn FPD not be dissolved, it should consider increasing Elkhorn FPD’s special assessment to provide funding for staffing to improve personnel/apparatus response and timely apparatus/equipment replacement. However, LAFCo suggests raising assessments for District landowners may not be reasonable considering much of the increased demand is being generated outside the FPD.

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. The cities of West Sacramento and Woodland are already assisting in covering Elkhorn FPD’s calls under its 2015 auto aid agreement and the Elkhorn FPD service is now redundant and inferior to the cities’ service. Therefore, LAFCo recommends service would be better provided by the cities of Woodland and West Sacramento.

Shared Services MSR Determination

The cities of West Sacramento and Woodland are already responding to calls in Elkhorn FPD’s service area under the 2015 auto aid agreement and the Elkhorn FPD service is now redundant and inferior to the cities’ service. Therefore, LAFCo recommends service would be better provided by the cities of Woodland and West Sacramento.

Shared Services MSR Recommendation

- Elkhorn FPD’s facilities and services should be provided by the cities of West Sacramento and Woodland, divided geographically to minimize response times.

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 checked="" type="checkbox"/>	<input 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 type="checkbox"/>	<input checked="" type="checkbox"/>
h) <i>Does the organization need to improve its public transparency via a website (see https://www.yololafo.org/yolo-local-government-website-transparency-scorecards)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

Discussion:

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

Yes. The cities of West Sacramento and Woodland are already covering Elkhorn FPD's calls under its 2015 auto aid agreement and the Elkhorn FPD service is now redundant and inferior to the cities' service. Therefore, LAFCo recommends service would be better provided by the cities of Woodland and West Sacramento. This would result in the City of Woodland providing service outside its jurisdictional boundary to portions of both the Springlake and Elkhorn FPDs and the City of West Sacramento providing service to a portion of the Elkhorn FPD and the Garcia Bend County Service Area (CSA) 9. The simplest governmental structure to be accountable and provide for community service needs in an efficient manner would be to consolidate service territory served by each city under one district. Such a structure would be more uniformly accountable for community service needs and

YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

efficient. Therefore, LAFCo recommends the Elkhorn FPD be dissolved and its service territory be annexed into Springlake FPD (for the City of Woodland service area) and CSA 9 (for the City of West Sacramento service area), dividing up the territory geographically to minimize response times.

- 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. All the FPD board seats are filled. The Fire Chief recently left the FPD board because there was concern the position of fire chief might be incompatible with membership on the district board (see 84 Cal. Op. Att’y Gen. 94 (2001); 66 Ops. Cal. Atty. Gen. 176 (1983); but see 76 Ops. Cal. Atty. Gen. 38 (1993)).”

Name / Title	Start	End
Gary McLaughlin /	01/28/2020	03/01/2024
Brent Noble /	01/28/2020	03/01/2024
William Mattos /	05/19/2020	06/01/2024
Paul Berg /	02/22/2022	01/01/2026
Thomas Kane /	05/10/2022	05/01/2026

If the Elkhorn FPD were dissolved and annexed into other districts, Elkhorn FPD board members may be eligible to serve on the Springlake FPD Fire Commission.

- 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?*

Maybe. The District’s volunteer Chief has served in this role for decades and provides financial management and accountability. However, there is an issue with not having enough volunteer personnel (see Capacity section).

In addition, the Elkhorn FPD’s previous legal counsel, which kept the Elkhorn FPD records, has been slow to respond to the Chief’s numerous requests for records to provide to LAFCo. Elkhorn FPD files were finally returned to the Chief and the meeting minutes are incomplete. Minutes were missing for any meetings in FY 18/19, FY 19/20, and only one set of minutes for FY 20/21. However, the District has new counsel, and is in the process of a general governance update and clean up in response to these issues.

- 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. The Chief has indicated the Elkhorn FPD does not have any such policies, but with new legal counsel it is working on them.

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

No. Elkhorn FPD has been exempted from needing to file Statements of Economic Interests.

- 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 most recent audit provided by the Elkhorn FPD is for fiscal years 2014 through 2018. The Elkhorn FPD is required to conduct an audit every five years. The same auditors were used for the last two audit cycles covering 10 years.

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

No. Elkhorn FPD has hired an outside accountant to evaluate and manage FPD finances and verify the County Department of Financial Services (DFS) accounting coding is accurate. The District contracts with an audit firm to prepare and submit the annual State Controller's Financial Transactions Report, however there is not a discussion of the District's financial condition between the report preparer and the District.

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

No. The Elkhorn FPD does not have a website, but it has adopted resolutions of hardship each year, so it remains in compliance with state law.

Accountability, Structure and Efficiencies MSR Determination

Fire protection and emergency response services in Elkhorn FPD's service territory would be better provided by the cities of Woodland and West Sacramento. This would result in the City of Woodland providing service outside its jurisdictional boundary to portions of both the Springlake and Elkhorn FPDs and the City of West Sacramento providing service to a portion of the Elkhorn FPD and the Garcia Bend County Service Area (CSA) 9. The simplest governmental structure to be accountable and provide for community service needs in an efficient manner would be to consolidate service territory served by each city under one district. Such a structure would be more uniformly accountable for community service needs and efficient.

All the FPD board seats are filled and if the Elkhorn FPD were dissolved and annexed into other districts, Elkhorn FPD board members may be eligible to serve on the Springlake FPD Fire Commission to represent the territory's interests. The Elkhorn FPD's Chief has served this role for decades and provides financial management and accountability, however, there is an issue with not having a sufficient number of volunteer personnel although the District is apparently working on it. Accountability is also hampered by the slow responsiveness of Elkhorn FPD's prior legal counsel and the lack of minutes for meetings in FY 18/19, FY 19/20, and only one set of minutes for FY 20/21.

The Elkhorn FPD is required to conduct its audits on a five-year cycle and is current in its audits, last completed through 2018. The Elkhorn FPD does not have a website, but it has adopted resolutions of hardship each year, so it remains in compliance with state law.

Accountability, Structure and Efficiencies MSR Recommendation(s)

- Elkhorn FPD should be dissolved and its territory annexed into Springlake FPD (for the City of Woodland service area) and CSA 9 (for the City of West Sacramento service area), dividing up the territory geographically to minimize response times.
- Should the Elkhorn FPD not be dissolved, it should adopt policies relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties as soon as possible.
- Should the Elkhorn FPD not be dissolved, it should ensure the District's records are maintained in a complete manner and accessible to its staff.

7. BROADBAND ACCESS

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

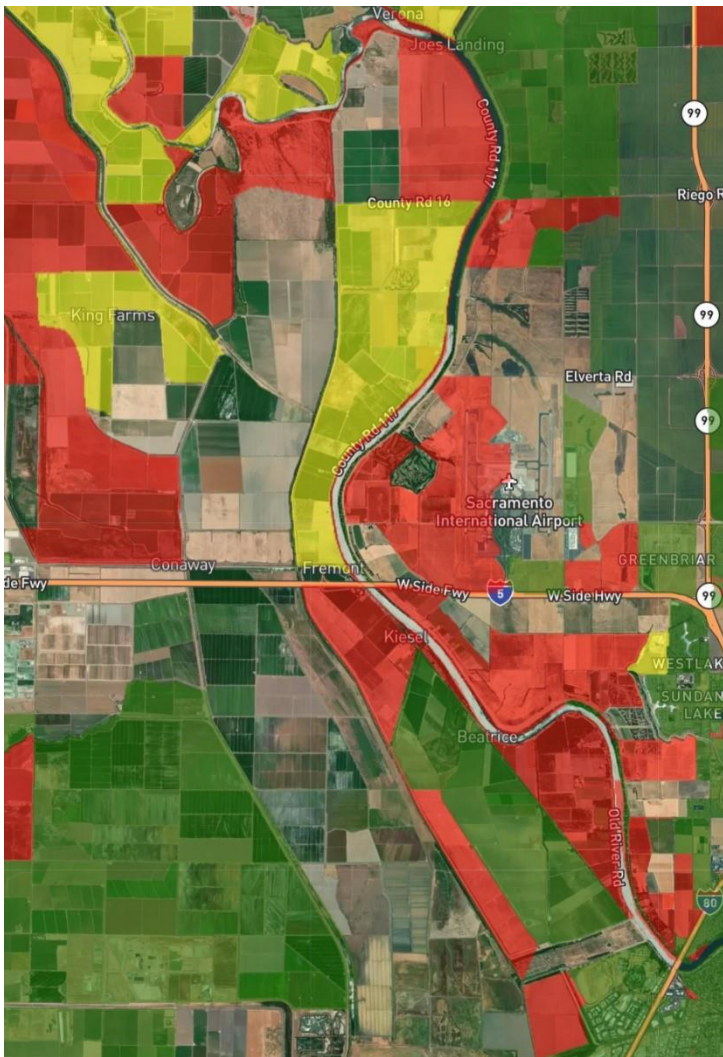
Per Yolo LAFCo Project Policy 6.2 “it is the intent of Yolo LAFCo to comprehensively review broadband access in MSRs of local agencies that either serve communities and/or provide emergency services where broadband connection is critical (i.e. cities, CSDs, CSAs, FPDs and RDs).”

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

Discussion:

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

Yes. Broadband is not available at the Elkhorn FPD Station nor most of its territory. According to the CPUC Interactive Broadband Map, the green area between I-5 and West Sacramento is provided fixed wireless broadband by either GeoLinks at 1 gig or Success.Net at 50/10 Mbps. Mobile/cellular data from AT&T is available at 46/7 Mbps. The Elkhorn FPD cited lack of broadband in its hardship resolution for why it was unable to provide a website.



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

Maybe. GeoLinks does not provide service cost information on its website. AT&T offers an Affordable Connectivity Program that allows qualified households to lower their wireless costs by \$30 per month. According to the CPUC Broadband Mapping Program, broadband adoption is between 60% to 80% for the Elkhorn FPD territory.

Yolo County Library staff provide one-on-one computer assistance, with even with basic functions like setting up an email account⁵ 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. However, the closest libraries are 10 miles away in either West Sacramento or Woodland.

Broadband Access MSR Determination

Broadband is not available at the Elkhorn FPD Station nor most of its territory. According to the CPUC Interactive Broadband Map, the green area between I-5 and West Sacramento is provided fixed wireless broadband by either GeoLinks at 1 gig or Success.Net at 50/10 Mbps. Mobile/cellular data from AT&T is available at 46/7 Mbps. Costs for GeoLinks is not available, Succeed.net is \$80/month for a broadband speed plan, and AT&T offers a \$30 reduction in its mobile plan for low-income households. The Elkhorn FPD cited lack of broadband in its hardship resolution for why it was unable to provide a website.

Broadband Access MSR Recommendation

- Yolo County should consider the lack of broadband service in the Elkhorn area as it addresses rural access issues.

⁵ Email from Mark Fink, Yolo County Librarian on May 26, 2021

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 Elkhorn FPD

- All of the districts (except Clarksburg, Dunnigan, West Plainfield, and Yolo FPDs with existing fiscal policies and/or capital renewal/replacement plans) should develop and adopt written fiscal policies addressing budgeting, procurement, reserve funds, fiscal audits, and capital renewal/replacement planning in conformance with recognized industry best fiscal practices.
- Elkhorn FPD should consider a contract for service with the City of Woodland and/or the City of West Sacramento to achieve long-term fiscal sustainability and continuity of services.
- Elkhorn, Knights Landing, Madison, and Yolo FPDs should consider seeking grant funding for apparatus replacement to facilitate long-term fiscal viability.

Status of Previous Recommendations MSR Determination

Elkhorn FPD has not adopted fiscal policies and a capital renewal/replacement plan as recommended in the 2016 MSR, although with new counsel and accountant the District is apparently working on these items. A contract for service with the cities of West Sacramento and Woodland has not been executed. Elkhorn FPD received approximately \$61,000 of grant funding in 2017 and none in the 2018-2021 fiscal years.

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.

Item 8 - Attachment F

YOLO
LOCAL
AGENCY
FORMATION
COMMISSION

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Woodland CA 95695
(530) 666-8048
lafco@yolocounty.org
www.yololafco.org

RECEIVED

SEP 26 2024

YOLO LAFCO



PROPOSAL APPLICATION

Includes: Changes of Organization/Reorganization (Incorporation, Formation, Annexation, Detachment, Dissolution, or Consolidation), Out of Agency Service Reviews, Sphere of Influence Amendment, and Expansion of District Powers

This application is designed to be used for all proposals received by the Commission. If a question is not applicable to your proposal, please note accordingly.

A) An application is hereby made for changes involving the following cities and special districts:

Action: (ex. annexation, detachment)		Agency:
Dissolve	to/from	Elkhorn FPD
	to/from	
	to/from	

B) Proposal Detail (submit separate attachment if necessary):

Dissolve the Elkhorn FPD. LAFCo will modify the application to determine successor agency(ies) and corresponding annexation.

C) This proposal includes:

- | | YES | NO |
|-------------------------------------|-------------------------------------|-------------------------------------|
| 1) 12 or more registered voters: | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| 2) 100% consent of property owners: | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

Is this proposal consistent with the adopted Sphere of Influence of all affected agencies? YES NO
If no, this application must include a Sphere of Influence Amendment.

D) If the proposal includes a Change of Organization/Reorganization, the following items must be submitted with this application:

Submitted 1) A **resolution of application** adopted by an affected city or special district; OR a **petition** of landowners or registered voters (*the Notice of Intent to Circulate a Petition and the Petition forms are located separately under Application Materials on the LAFCo website*).

Defer until annexation determined 2) One high-resolution PDF digital file (plus an 8.5 x 11-sized PDF version) of a map and the metes-and-bounds description of the perimeter of the territory subject to a jurisdictional change for review and

approval by LAFCo's Surveyor. Please see the Board of Equalization Requirements posted on the LAFCo website for map requirements. If there are questions regarding the "territory subject to a jurisdictional change" for the proposal, please contact LAFCo.

NA - will be exempted per 15320 3) Environmental Documents:
 a) If a Negative Declaration or Environmental Impact Report (EIR) has been prepared by another agency for a project associated with this proposal, submit one copy to LAFCo with this proposal.
 b) If no environmental document has been prepared, please complete the *Environmental Questionnaire* (posted under application materials).

NA 4) City Proposals:
 If the proposal includes annexation to a city, submit one copy of the city's resolution or ordinance pre-zoning the subject territory. LAFCo cannot consider the proposal at a meeting until pre-zoning has been completed.

NA 5) Existing Housing: For all city annexations that include areas that are inhabited (territory where 12 or more registered voters reside) or developed, include the number of existing housing units within the proposed city's annexation area as of the date in the resolution.

Annexing City:	NA
Detaching City/County:	NA
Total Housing Units:	NA

Will be done as part of LAFCo process 6) Property Tax Revenues:
 If the proposal involves an annexation to a city and/or changes in district boundaries, negotiations for any exchange of property tax revenues *must be completed by the County and any affected city prior to LAFCo action*. For those proposals, LAFCo will notify the affected agencies after receiving your application and will provide preliminary information to begin the negotiations process.

Please sign 7) Indemnification:
 LAFCo requires that applicants indemnify LAFCo from litigation costs as a condition of submitting an application. The *Indemnification Agreement* is included in this application.

Application eligible for deposit reduction or waiver because in response to MSR recommendation (can make request for Commission approval). 8) Deposit:
 Fees will be charged for all Commission proceedings and actions at the Commission's actual costs (including overhead). *All Fee Schedules are located separately under Application Materials on the LAFCo website.*

All deposit fees listed are required to be paid by the applicant upon submittal of a proposal. A proposal with multiple actions requires a deposit for each action. If a proceeding is not listed, it will be subject to an initial fee as estimated by the Executive Officer. Any additional expenses incurred by the Commission, in excess of the deposited amount, will be billed to and paid by the applicant before completion of the LAFCo proceedings, including, but not limited to, consultant costs, feasibility studies, final recordation, and filings. Billing will be based on hourly rates. If a proposal is abandoned or terminated for any reason, the deposit amount not expended prior to that termination point will be refunded to the applicant.

Fees due to the State of California, including State Board of Equalization and the Department of Fish and Wildlife CEQA filing fees, will be paid by the applicant at the appropriate time and prior to final recordation of the Certificate of Completion.

JUSTIFICATION

- F) In as much detail as possible, please explain why this proposal is necessary and/or beneficial at this time. Attach additional detail if necessary. (For example, a proposed development or existing residences might require services not currently provided or available.)

Dissolution recommended by LAFCo 2022 Municipal Services Review (LAFCo No. 21-06 adopted by Resolution No. 2022-07).

- G) Is this application proposed to carry out a development project? If so, describe the project.

No.

- H) Indicate below all discretionary approvals or permits from a city, the County, or another agency that will be needed to complete the project. If already approved, please indicate the date of approval, and attached the adopted conditions of approval.

	Project File Number	Date of Approval
City or County Plan Amendment	NA	
Pre-zoning (City)/rezoning	NA	
Tentative Subdivision Map	NA	
Minor Land Division	NA	
Other	NA	

SITE DESCRIPTION

- I) Describe the general location and physical features of the territory included in this proposal. Refer to major roads, watercourses, and topographical features.

Agricultural operations along Old River Road and associated rural residences.

J) How many acres (or square miles) of territory are included in the proposal?
30,703 acres

K) How many people live in the subject territory?
Approximately 80-90

L) How many registered voters live in the subject territory?
77

LAND USE INFORMATION

M) General Plan and Zoning:
 What is the current General Plan designation? Primarily AG Agriculture
 What is the current zoning? Primarily A-N Agricultural Intensive

N) Proposed Land Use:

Will the territory be developed with proposed approvals? YES NO

Will there be any offsite infrastructure (i.e., outside the “territory subject to a jurisdictional change”) required for the development? If so, please explain.

No.

If no development is planned at this time, is development of the area anticipated? If so, when?
No.

PLAN FOR PROVIDING SERVICES

O) List the agencies providing existing and proposed services to the territory. If not applicable or no change, please indicate accordingly.

Service Type	Existing	Proposed
Agricultural Water		No change
Cemetery Service		No change
Fire/EMS Protection	Elkhorn FPD	TBD
Flood Protection		No change
Municipal Water Service		No change
Parks and Recreation		No change

Service Type	Existing	Proposed
Police Protection		No change
Sewer Service		No change
Solid Waste and Recycling		No change
Storm Drainage		No change
Street Lighting		No change
Street Maintenance		No change
Other		

P) Water/Wastewater Service:

If water/wastewater services will be provided to the territory, please answer the following:

- 1) What is the distance for connection to the agency's system? NA
- 2) Does the agency have capacity for the anticipated service? YES NO
- 3) Will the agency be prepared to furnish service immediately? YES NO

Q) Service Plan: Describe any services to be extended to the affected territory, including the level and range of services and any improvements (on and off site) that will be necessary to connect and serve the anticipated development. Indicate an indication of when those services can feasibly be extended and the method of financing. (For example, assessment district, property owner, or developer fees etc.) Attach supplemental information if necessary. *Please provide will serve letter or other agency approvals.*

Fire services will be provided by service contracts between the new successor agency(ies) and the cities of West Sacramento and Woodland. Cost and method of financing to be determined prior to LAFCo approval.

SPECIAL REVENUES

R) Does the city or special district have plans to establish any new assessment districts, service charges, or other means to pay for new or extended services to this area?

No. Anticipated that existing assessment will remain in place.

S) Will the area assume liability for any existing bonded debt upon annexation? YES NO

If so, please indicate taxpayer cost:

NA

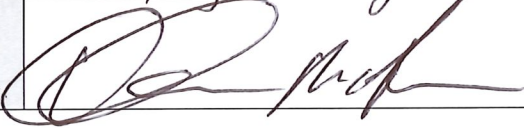
T) Will the territory be subject to any new or additional taxes, benefit charges, or fees? YES NO

If so, please explain:

NA

PROPONENT INFORMATION

LAFCo will consider the person signing this application as the proponent of the proposed action(s). Notices and other communications regarding this application will be directed to the proponent at:

Name:	<u>Tom Kane</u>		
Address:	<u>20508 Old River Road</u>		
City:	<u>West Sacramento</u>	Zip:	<u>95691</u>
Phones:	Work:	Fax:	
	Cell: <u>(916) 716-6652</u>	Home:	
email:	<u>hartleyouts@gmail.com</u>		
Signature:			

YOLO
LOCAL
AGENCY
FORMATION
COMMISSION

625 Court Street, Suite 107
Woodland CA 95695
(530) 666-8048
lafco@yolocounty.org
www.yololafco.org



INDEMNIFICATION AGREEMENT

As part of this application, applicant and real party in interest if different, agree to defend, indemnify, hold harmless, and release the Yolo 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 is to attack, set aside, void, or annul the approval of this application or adoption of the environmental document, 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 applicant, arising out of or in connection with the approval of this application, whether or not there is concurrent passive negligence on the part of the Yolo Local Agency Formation Commission, its agents, officers, attorneys, or employees.

Executed at Woodland, California on, Sept 26, 2024
City Date

APPLICANT:

Signature: [Handwritten Signature]

Title: President EPD

Mailing Address:

20508 Old River Road
West Sacramento, CA 95691

REAL PARTY INTEREST:

(If different from Applicant)

Signature: _____

Title: _____

Mailing Address:

List any other person or agent who should be contacted concerning questions and any notifications for this proposal (attach additional if needed):

Name:			
Address:			
City:		Zip:	
Phones:	Work:	Fax:	
	Cell:	Home:	
email:			
Signature:			

DISCLOSURES FOR POLITICAL CONTRIBUTIONS

Pursuant to Government Code Sections 56100.1, 56700.1 and 57009, contributions and expenditures for political purposes related to a proposal or proceeding before LAFCo, including for a change of organization or reorganization or any proposal at the conducting authority stage of the LAFCo process (Reportable LAFCo Proceeding), are subject to the reporting and disclosure to the same extent as required for local initiative measures under the Political Reform Act (PRA), Government Code Section 81000 et seq., and the regulations of the Fair Political Practices Commission (FPPC) implementing that law.

Any applicant, opponent, or participant to a Reportable LAFCo Proceedings shall submit to the LAFCo Executive Officer all disclosures required by the PRA of contributions or expenditures for political purposes related to that LAFCo Proceeding. The disclosures may be submitted to LAFCo up to 7 calendar days after filing with the FPPC, but in no event later than 9:00 a.m. of the hearing of the Reportable LAFCo Proceeding.

All parties and participants on a matter to be heard by the Commission that have made campaign contributions totaling \$250 or more to any Commissioner in the past 12 months must disclose this fact, either orally or in writing, for the official record as required by Government Code Section 84308.

Contributions and expenditures for political purposes related to any proposal or proceedings before LAFCo are subject to the reporting requirements of the Political Reform Act and the Fair Political Practices Commission, and must be disclosed to the Commission prior to the hearing on the matter.

For further assistance, contact the Fair Political Practices Commission at 428 J Street, Suite 450, Sacramento, CA 95814, (866) 275-3772 or at <http://www.fppc.ca.gov>.

**RESOLUTION OF APPLICATION
OF THE ELKHORN FIRE PROTECTION DISTRICT
INITIATING LAFCO PROCEEDINGS FOR
DISSOLUTION OF THE ELKHORN FIRE PROTECTION DISTRICT**

WHEREAS, on July 28, 2022, the Local Agency Formation Commission of Yolo County (LAFCo) adopted the Final Municipal Service Review and Sphere of Influence Update for the Fire Protection Agencies (Fire Protection MSR/SOI), including the Elkhorn Fire Protection District (EFPD); and

WHEREAS, the Fire Protection MSR/SOI found that changed conditions since EFPD's formation in 1965, including significant development outside of the EFPD territory and high-volume traffic from Interstate 5, have led to increased service demands that are disproportionate to the EFPD's limited revenue base and response capacity; and

WHEREAS, the Fire Protection MSR/SOI recommended that the EFPD be dissolved and its territory be annexed into the Springlake Fire Protection District and County Service Area 9; and

WHEREAS, in accordance with Government Code §56654, the EFPD may request a change of organization to initiate dissolution; and


WHEREAS, dissolution of the EFPD is consistent with the findings and recommendations of the Fire Protection MSR/SOI, as adopted by LAFCo on July 28, 2022.

NOW, THEREFORE, the Elkhorn Fire Protection District does hereby resolve and order as follows:

1. This Resolution of Application Initiating LAFCo Proceedings is hereby adopted and approved, and it is requested that LAFCo order the dissolution pursuant to the Cortese/Knox/Hertzberg Local Government Reorganization Act of 2000, commencing with section 56000 of the Government Code.
2. EFPD will coordinate with LAFCo on the preparation and submittal of all required application materials to dissolve the EFPD, including a Plan for Services in accordance with section 56653 of the Government Code.

PASSED AND ADOPTED by the Board of Directors of the Elkhorn Fire Protection District this 21st Day of August, 2024.

AYES: 5
NOES: 0
ABSTENTIONS: 0
ABSENT: 0



THOMAS KANE, CHAIR

From: [Tracy Kane](#)
To: [Christine Crawford](#); gloria.partida@yolocounty.org; [Lucas Frerichs](#); rania.garcia-cadena@yolocounty.org; pamela.miller@yolocounty.org; [Sheila Allen](#); emily.ault@yolocounty.org; [Angel Barajas](#)
Subject: Fwd: EFD Resolution
Date: Friday, April 24, 2026 6:29:55 AM
Attachments: [Lafco Rebuttal_04192026_111648_000052.pdf](#)

CAUTION: External Sender. Please do not click on links or open attachments from senders you do not trust.

Originally sent on April 19, 2026

----- Forwarded message -----

From: Tracy Kane <tracertds2@gmail.com>
Date: Sun, Apr 19, 2026, 4:04 PM
Subject: EFD Resolution
To: <Christine.Crawford@yolocounty.com>, <gloria.partida@yolocounty.com>, <oscar.villegas@yolocounty.org>, <lucas.frerichs@yolocounty.com>, <rania.garcia-cadena@yolocounty.com>, <pamela.miller@yolocounty.com>, <sheila.allen@yolocounty.com>, <emily.ault@yolocounty.com>, <angel.barajas@yolocounty.com>, <maryvixiesandy@yolocounty.org>

Elkhorn Fire responded to a medical aid call on Road 117 on 4/11/26. According to reports, Rich Yeung arrived first on scene, followed shortly by an AMR supervisor. Chief Yeung immediately began CPR while AMR initiated the defibrillator setup.

A nearby resident, Pete came out with an umbrella to help keep the rain off Chief Yeung and the patient. He later offered to relieve Chief Yeung, and they switched positions. At some point afterward, additional AMR personnel and Woodland Fire arrived on scene.

However, Woodland Fire later reported to Christine Crawford that they only observed Chief Yeung standing over the victim with an umbrella, omitting the fact that he had been performing CPR prior to their arrival. That incomplete account is what Christine Crawford chose to document.

This is the latest example of her presenting information in a way that reflects negatively on Elkhorn, despite the full facts of the incident.

Good morning Commissioners, staff, and members of the public.

I am speaking on behalf of the residents of Elkhorn — a rural community that has protected itself for generations, and that is now fighting to keep what it built. We are here because LAFCo is proposing to dissolve the Elkhorn Fire Protection District. But the truth is simple, and it is important that it be said clearly:

Elkhorn is not failing — it is being replaced. And once it is gone, we will never get it back.

Today, I want to walk you through the facts — not opinions, not emotions — but the facts contained in LAFCo's own documents. Because when you read those documents carefully, the case for dissolution does not hold up. In fact, the documents reveal a plan that reduces local service, removes local control, and creates long-term financial instability for our residents. And our community is here to say: **We will not accept that.**

I. The Cities Will NOT Staff the Elkhorn Station — LAFCo Admits This

In the County's own FAQ, it states:

"The Cities do not plan to staff the Elkhorn station due to low call volume."

This single sentence changes everything. If this dissolution goes through, **our station — the only immediate protection our residents have — will sit empty.** No engine, no responders, no local presence, no one on site for the first critical minutes of a fire, medical emergency, or evacuation.

This is not improved service. **This is reduced service — by design.** The cities have already said they will not staff our station. So the question becomes: **How can a plan that removes our only local fire station be called an improvement?**

II. The County's Financial Plan Is Not Sustainable — And They Admit It

LAFCo's own document states:

"Property tax and special assessment revenues alone are not sufficient... Yolo County is anticipated to subsidize these costs for a five-year period."

This means the plan cannot pay for itself. The County is only covering the gap temporarily to push the dissolution through. After 5 years, the financial burden shifts directly onto our residents. And because we lose our district, **we also lose our local vote.**

The Board of Supervisors, acting as the Springlake FPD Board, can raise assessments without local approval. This is exactly why our community does not trust this proposal.

III. Proposition 218 and CPI Increases — The Hidden Tax Hike That Starts Immediately

Under Proposition 218, the County has the authority to increase our special assessment every year using the Consumer Price Index — typically 3–4% annually.

Here is the key point:

Elkhorn has never used this CPI increase. Not once.

But the County's own FAQ states:

"Elkhorn's current special assessment includes a CPI-based inflator... could be increased by the Springlake FPD Board."

This means that the moment our district is dissolved, the Board of Supervisors can begin applying CPI increases immediately.

No waiting period. No delay. **No local vote.**

The County is financially strained. They want this revenue. They are offering a five-year subsidy only because they know the numbers do not work — but the CPI inflator is available to them right away.

So when the County says, "Your taxes won't go up," what they really mean is:

"Your taxes won't go up today — but we can start raising them immediately, every year, without your vote."

Elkhorn has never done that to its residents. If we lose our district, we lose that protection forever.

IV. LAFCo's Justification for Dissolution Is Contradicted by Their Own Data

LAFCo claims Elkhorn "cannot keep pace" with calls. But their own data says:

"Over the most recent four-year period... Elkhorn FPD averaged approximately one call per week."

One call per week is not an overwhelmed district.

Today, we have:

- Six new volunteers
- A 42-year experienced Fire Chief
- A fully formed nonprofit Association ready to take over the station
- A community stepping up — not stepping back

The claim of a “declining volunteer base” is outdated. The claim that Elkhorn “cannot keep pace” is not supported by the numbers. And the claim that dissolution will “improve service” is contradicted by the fact that the cities will not staff our station.

75% of Our Calls Are Commuter Traffic — Yet the County Wants 100% of Our Tax Revenue

LAFCo states:

"Increasing calls on I-5 and Old River Road have outpaced Elkhorn FPD's response capabilities."

This confirms what we have said for years: **Most of our calls are not local residents.** They are regional commuter traffic — accidents on I-5, I-80, and Old River Road.

Yet the County wants to take **100% of our local tax revenue** to subsidize city departments responding to regional freeway accidents. That is not fair, not equitable, and not what our district was created to do.

The Elkhorn Station Is Essential — LAFCo Admits That Too

LAFCo writes:

"Regardless of the lease holder, the plan is to maintain the station for public safety and community use."

If the station is essential for evacuations, grass fires, flood response, and local emergencies, then dissolving the district that operates it makes no sense. The cities have already said they will not staff the station. The only entity committed to keeping the station active — **is us.**

VII. Mutual Aid Already Works — Dissolution Is Not Needed

Today, if Elkhorn does not respond within 3 minutes, the cities are dispatched automatically. This system already works. We support mutual aid, collaboration, and regional safety. But we do not support dissolving our district to achieve what mutual aid already provides.

VIII. The Community Has Rebuilt — And We Are Stronger Than Ever

Our community has stepped up. We have:

- Six new volunteers
- A 42-year chief
- A plan to support evacuations and local emergencies
- A united and engaged community

Elkhorn is not a failing district. **Elkhorn is a rural community that has always taken care of itself — and is ready to continue doing so.**

IX. The Ask — What We Want From LAFCo

We are not here to fight the County, the cities, or LAFCo. We are here to protect our community.

We support mutual aid, collaboration, and regional safety. But we do not support:

- Losing our district
- Losing our station
- Losing our volunteers
- Losing our tax revenue
- Losing our local control
- Facing automatic CPI tax increases immediately

We ask you to respect our community, our local control, and the facts in your own documents.

We ask you to stop the dissolution of the Elkhorn Fire Protection District.

X. Closing

Elkhorn is not failing. Elkhorn is not broken. Elkhorn is not incapable. **Elkhorn is being replaced — and once it is gone, we will never get it back.**

Our community is united. Our volunteers are ready. Our station is essential. Our tax revenue should stay local. And our district deserves to survive.

We urge you to reject this dissolution and allow Elkhorn to continue serving the people who live here — the people who built it, the people who support it, and the people who depend on it.

Thank you.

To whomever it may concern,

We want to thank the response from the Elkhorn Fire Department, Woodland Fire Department and all other first responders who assisted with the incident on County Road 117 on April 11th.

While there was ultimately an unfortunate loss of life, we want to specifically call out the efforts of Richard Yeung who was first on the scene of the emergency and took charge of conducting chest compressions until he was relieved by other responders. We also want to highlight the professionalism and teamwork of the subsequent responders who, despite the heavy rain and poor conditions, did an incredible job in continuing the lifesaving efforts while also ensuring the husband of the woman was handled with care and empathy.

God bless our first responders and thank you for your tireless efforts.

A handwritten signature in black ink, appearing to read 'Pete and Anna Tkachuk', with a long horizontal line extending to the right.

Pete and Anna Tkachuk

15620 County Road 117

Tom Kane
provided at 5/26/26 protest
meeting

ELKHORN FIRE DISTRICT TASK FORCE COMMITTEE

Following is a proposed district task force to help our fire department meet the required needs and requirements to operate as a professional and safe entity. I would like to nominate the following people to participate:

Joe Bergavoy

Melissa Yeung

Rich Yeung

Becky Yeung

Ammy Barrious

Elisa Sabatini

Dotty Pritchard

Tom Kane

Available for questions and help Wes Arvin

Some items that need to be addressed:

Station personnel (on duty volunteer)

Volunteer recruitment, Chief replacement

Explore grant programs for training and recruitment

Negotiations with LAFCO, county Board of Supervisors, West Sacramento and Woodland fire departments (explore options)

Address the South bound I-5 problem

This is just a few of the problems we will be addressing if the protest is successful. Your participation is volunteer but would be most appreciated. If we are going to have a district fire department this will be essential in our survival. Any questions please feel free to contact me
Tom Kane: hartleynuts@gmail.com 9167166652

Proposed first meeting May 30,2026 9:00 am Elkhorn fire station



Elkhorn Fire Department

19396 County Road 124
West Sacramento, CA 95691
(916) 371-4541

Fire Chief
Richard Yeung
Assistant Chief
G. Scott Bravo
Commissioners
Tom Kane
Brent Noble
William Mattos
Paul Berg
Ammy Reyes

RESOLUTION NO. 2026-0624-3 OF ELKHORN FIRE PROTECTION DISTRICT

RESOLUTION DECLARING THAT A HARDSHIP EXISTS THAT PREVENTS THE DISTRICT FROM ESTABLISHING OR MAINTAINING AN INTERNET WEBSITE PURSUANT TO GOVERNMENT CODE SECTIONS 6270.6 AND 53087.8

WHEREAS, on June 24, 2026 a duly noticed meeting was held by the Board of Trustees of ELKHORN FIRE PROTECTION DISTRICT, where information was presented by Chief Yeung regarding the Special Districts Internet Transparency Act (Senate Bill 929), Chief Yeung advised that Internet service was unavailable at the station and there is no full-time or part-time staff to maintain a website; and

WHEREAS, the following was adopted:

NOW, THEREFORE, BE IT RESOLVED THAT:

1. A hardship exists that prevents ELKHORN FIRE PROTECTION DISTRICT from establishing or maintaining an Internet website, pursuant to Government Code Sections 6270.6 and 53087.8. A hardship exists, but is not limited to, inadequate access to broadband communications network facilities that enable high-speed Internet access, and insufficient staff resources to maintain an Internet website.

PASSED AND ADOPTED by the Trustees of ELKHORN FIRE PROTECTION DISTRICT this 24th day of June, 2026, by the following vote:

AYES: 5
NOES: 0
ABSENT: 0

TOM KANE, President
Elkhorn Fire Protection District

ATTEST:

BRENT NOBLE, Secretary
Elkhorn Fire Protection District

Date: April 13, 2026

To: Christine Crawford, Executive Officer
YOLO LOCAL AGENCY FORMATION COMMISSION

From: Jim Simon, Principal
Brandon Fender, Senior Associate
RSG, Inc.

SUBJECT: INDEPENDENT FISCAL ANALYSIS OF THE SPRINGLAKE FIRE PROTECTION DISTRICT ANNEXATION OF ELKHORN FIRE PROTECTION DISTRICT AND COUNTY SERVICE AREA 9

Yolo Local Agency Formation Commission (“LAFCO”) retained RSG, Inc. (“RSG”) to prepare an independent fiscal analysis for the proposed reorganization of the Elkhorn Fire Protection District (“FPD”) and related changes to fire service governance and delivery. LAFCO intended that our analysis would accomplish the following goals:

1. Evaluate the fiscal feasibility of the reorganization,
2. Validate key cost and revenue assumptions, and
3. Assess whether the proposed service model provides a sustainable and efficient approach to delivering fire suppression and emergency response services.

This memorandum outlines the revised reorganization framework and negotiated terms, and presents RSG’s updated fiscal analysis, including a three-year fiscal forecast. The information presented here supports LAFCO’s review of the proposal and its required determinations, including findings related to service costs, financing, service levels, fiscal impacts, feasibility, and implementation of the proposed extension of fire protection services.

EXECUTIVE SUMMARY

The analysis identifies the services to be extended, estimates the cost of those services, outlines the proposed financing plan, and evaluates the fiscal impacts on customers within the affected territory. RSG’s key findings are summarized below:

- **Fiscal Feasibility:** RSG finds that the proposed reorganization is financially feasible. Under current funding assumptions—including County gap funding, the Elkhorn FPD fund balance, and projected service costs—the reorganization maintains a balanced budget over the three-year forecast period.
- **Cost and Funding Gap:** The cost of contracted fire services exceeds recurring revenues generated within the affected territory. The proposed funding plan combines existing revenues, County gap-funding contributions, Elkhorn FPD fund balances, and one-time proceeds from the sale of assets to support contract operations and training.
- **Service Continuity and Compliance:** The proposed reorganization establishes a clear and feasible structure for extending fire protection services using existing providers and infrastructure.

BACKGROUND

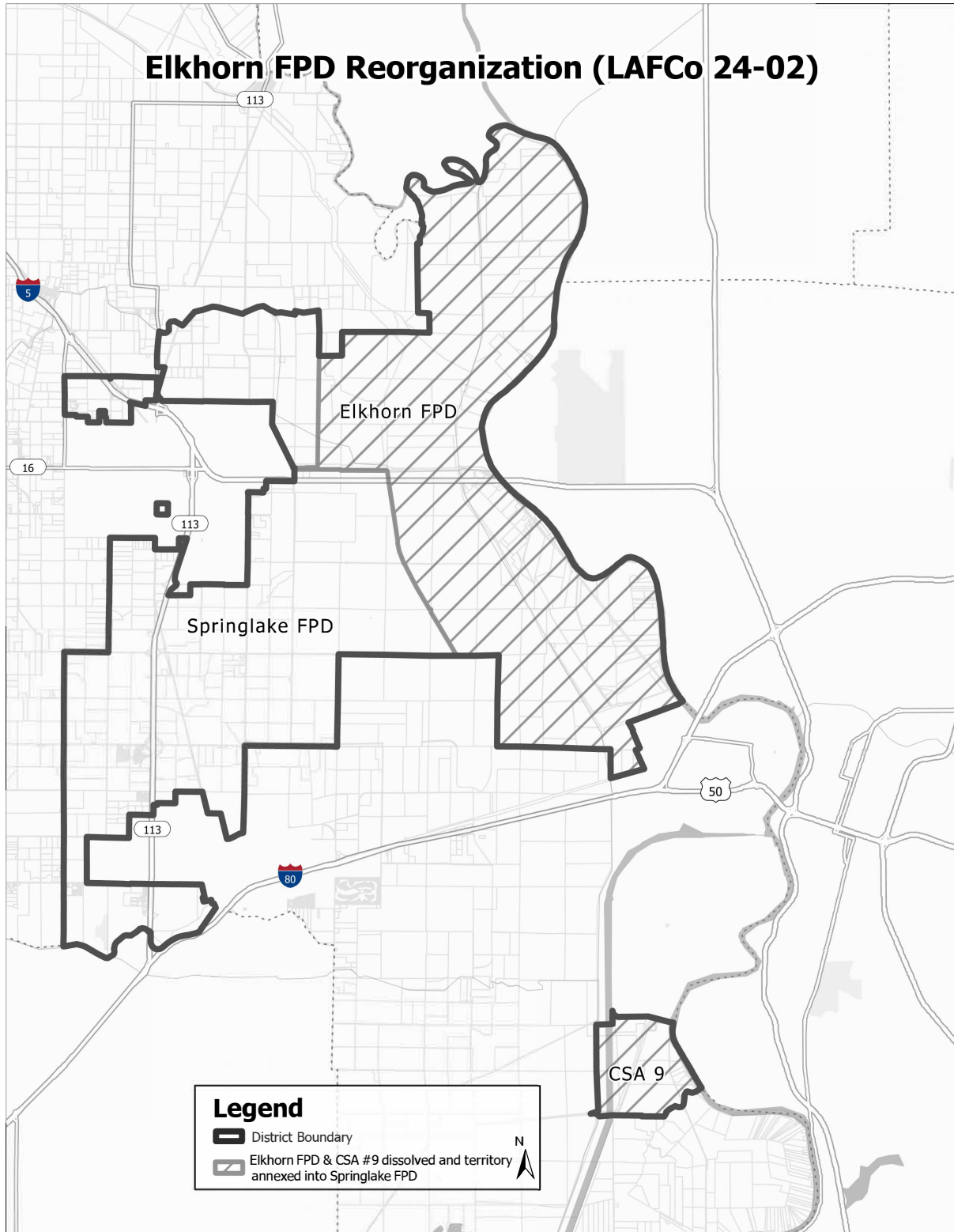
The Elkhorn FPD is a relatively small fire protection district spanning about 30,703 acres with a population of 128 residents located along the eastern edge of Yolo County. The Elkhorn FPD has been the subject of recent LAFCO focus. Beginning in 2015, the cities of Woodland and West Sacramento provided automatic-aid fire protection services to Elkhorn FPD, with Woodland serving the northern portion of the district and West Sacramento serving the southern portion. These services continued until the cities terminated the automatic-aid agreement in October 2023.

In 2022, LAFCO completed a Municipal Service Review that found Elkhorn FPD was not meeting service demands. The review recommended dissolving the district and reorganizing fire protection services through agencies already serving the surrounding area. County Service Area 9 ("CSA 9"), which already receives fire protection services from the City of West Sacramento, was included in the reorganization proposal to align its governance and service delivery with the agencies currently providing those services. In August 2024, Elkhorn FPD adopted a resolution requesting dissolution. In response, LAFCO proposed amending the application to reorganize the district and contract fire protection services to nearby City fire departments, supported in part by Elkhorn FPD's existing special tax.

Over the last year, LAFCO, Yolo County, and the affected agencies negotiated a reorganization framework to annex the Elkhorn FPD and CSA 9 territories into Springlake FPD. The framework extends the Springlake FPD special assessment to CSA 9, with adjustments based on travel-time factors identified in the district's special assessment engineer's report. Under this structure, Springlake FPD will provide fire suppression and emergency response services through contracts with the Cities of Woodland and West Sacramento. The County will also participate in funding to address the revenue gap, subject to approval by the Yolo County Board of Supervisors.

Map 1 illustrates the existing Elkhorn FPD boundaries.

Map 1: Elkhorn FPD Reorganization (Source: LAFCO)



SERVICES PROVIDED

Springlake FPD and the Cities of Woodland and West Sacramento will provide fire protection and emergency response services through contractual arrangements, as summarized below.

SPRINGLAKE FPD

- Serves as the contracting agency for fire protection and emergency response services within the affected territory.

CITY OF WOODLAND FIRE DEPARTMENT

- Provides fire suppression and incident command within its assigned service area.
- Provides emergency medical first responder services (Basic Life Support).
- Provides hazardous materials first responder services and coordination.
- Provides technical rescue services, including confined space, trench, high-angle and low-angle, and structural collapse rescue.
- Conducts fire investigations limited to cause and origin determinations.
- Provides training and initial personal safety equipment for personnel as part of the negotiated service framework.

CITY OF WEST SACRAMENTO FIRE DEPARTMENT

- Provides fire suppression and incident command within its assigned service area.
- Provides emergency medical first responder services (Basic Life Support).
- Provides hazardous materials first responder services and coordination.
- Provides technical rescue services, including confined space, trench, high-angle and low-angle, and structural collapse rescue.
- Provides districtwide water rescue services, including areas otherwise served by Woodland.
- Conducts fire investigations limited to cause and origin determinations.

EXCLUDED SERVICES

The exclusions listed below define the scope of the proposed service extension. Springlake FPD and its contracted service providers will **not** assume responsibility for the following:

- **Extended or Complex Incidents:** These incidents exceed routine emergency response and include incidents lasting more than four hours, aircraft crashes, levee failures, large explosions, complex hazardous materials releases. In these situations, the County will lead incident management through its emergency management functions. City fire departments may support response efforts but will not serve as the incident lead beyond initial dispatch command.
- **District-Level Administrative Functions:** District administration, emergency management and Office of Emergency Services functions
- **Community Risk Reduction and Fire Prevention Services:** Plan review, inspections, code enforcement, public education
- **Non-Emergency Response Activities:** Disabled vessel assistance, lockouts, nuisance

- alarms
- **Incident Cost Recovery:** Except where a City separately pursues recovery under its own adopted policies

REVENUES AND EXPENDITURES

This section summarizes the baseline revenues and estimated service costs that RSG used to evaluate the fiscal feasibility of the proposed reorganization. The most significant costs will be the two city service contracts identified in more detail below.

Another potential minor cost identified may be the ongoing maintenance of the Elkhorn Fire Station. If no changes occur to the lease and the reorganization plan goes through, the station and lease would transfer to the Springlake FPD. A review of the current lease terms and potential additional or alternative uses of the property is currently underway. The Yolo County Public Agency Risk Management Insurance Authority estimated the annual costs to insure the existing Elkhorn FPD facility at \$1,000, and RSG estimated the annual operating and maintenance costs of the facility at \$2,500.

Figure 1: Springlake FPD Annexation Area Sources and Expenditures

Revenues	
Property Tax	56,662
Special Tax/Assessment	71,142
Subtotal Tax Revenues	127,804
County Gap Funding	244,876
Use of Fund Balance	11,985
Total Sources	384,665
Expenditures	
West Sacramento Service Contract	88,036
Woodland Service Contract	293,129
Elkhorn Fire Station Maintenance	3,500
Total	384,665
Net Surplus/(Deficit)	-

CITY SERVICE AREA CONTRACT COSTS

The analysis relies on current-year revenue data and a Book of Fees–based estimate of ongoing fire and emergency medical service costs. Cities’ Book of Fees were applied to an annual average of Elkhorn FPD’s actual calls per type over 2021-2024 (48-months).

Figure 2 presents the estimated 2024-25 sources of funding and estimated service cost for the Woodland Service Area and West Sacramento Service Area.

Figure 2: Sources of Funds and Estimated Service Costs for Serving Elkhorn FPD

	Woodland Service Area	West Sacramento Service Area
Revenues		
Property Tax	26,481	30,181
Special Tax/Assessment	48,134	23,008
Subtotal Tax Revenues	74,615	53,189
Elkhorn Fund Balance	5,938	2,547
County Gap Funding	212,576	32,300
Total Sources	293,129	88,036
Estimated Service Cost	(293,129)	(88,036)
Net Surplus / (Deficit)	-	-

Sources: Yolo LAFCO, Yolo County Auditor Controller, Yolo County 2024-25 Direct Charge Transmittal (Springlake FPD and Elkhorn FPD), Elkhorn FPD 2024-25 Budget, RSG.

ESTIMATED REVENUES

To evaluate the fiscal feasibility of the proposed reorganization RSG identified and quantified the revenue sources available to support ongoing fire protection services. These revenue sources include recurring property tax allocations and existing or proposed special taxes and assessments, as well as non-recurring and supplemental funding used to address near-term funding gaps. The estimated revenue sources are summarized below.

- **Woodland Service Area** (Elkhorn FPD Area 1): Total Elkhorn FPD property tax and existing special assessment revenues generated by the Elkhorn FPD Area 1 amount to approximately \$74,615.
- **West Sacramento Service Area** (Elkhorn FPD Area 2 and CSA 9): Total Elkhorn FPD property tax and existing special assessment revenues generated amount to approximately \$28,620. Total CSA 9 property tax revenues generated amount to about \$16,771. As part of the reorganization, the Springlake FPD special assessment would be extended to CSA 9, adding an estimated \$7,798 in special assessment revenues. In total, the combined West Sacramento Service Area would generate about \$53,189 in combined property tax revenues and
- **County gap funding:** The County has agreed to provide gap funding, subject to Board of Supervisors approval, to ensure service continuity during the transition period in the amount of \$212,576 for the Woodland Service Area (Elkhorn FPD Area 1), and \$32,300 for the West Sacramento Service Area (Elkhorn FPD Area 2 and CSA 9), increasing according to change in Consumer Price Index for All Urban Consumers (CPI-U): San

Francisco-Oakland-Hayward, CA.

- **Elkhorn FPD fund balance:** LAFCO estimates that Elkhorn FPD has an unrestricted fund balance of about \$300,000, which will apply to offset any revenue shortfalls. RSG estimates that in the first year of operations, the Woodland Service Area will require less than \$6,000 to offset revenue shortfalls, while the West Sacramento Service area will require about \$2,500 to offset revenue shortfalls.
- **One-time proceeds from liquidation of Elkhorn FPD apparatus and capital assets:** The District estimates that the sale of apparatus and capital assets would yield about \$100,000 to \$150,000. This amount would be provided to the City of Woodland for one-time water rescue training. Any remaining balance from the sale of apparatus and capital assets remaining after three years would be held as fund balance to offset costs over the term of the agreement.

FISCAL IMPACTS

For most areas within the affected territory, the proposed reorganization does not result in an increase in costs to existing customers. CSA 9 is the exception, where extension of the Springlake FPD special assessment results in an estimated additional annual combined cost increase of approximately \$7,798 to all property owners in CSA 9. This represents the only identified fiscal impact to property owners associated with the proposed extension of fire protection services.

Existing service providers within the affected territory include the Cities of Woodland and West Sacramento, which already provide fire protection services under the proposed framework. No fiscal impacts to property owners of those existing service providers are anticipated as a result of the reorganization.

CHANGES SINCE THE 2025 FISCAL ANALYSIS

RSG's Independent Fiscal Analysis of the Elkhorn Fire Protection District Reorganization and Plan for Services, dated May 15, 2025, indicated that the Elkhorn FPD Area 1 would generate \$32,419 in property tax revenues, the Elkhorn FPD Area 2 would generate \$15,664 in property tax revenues, and CSA 9 would generate \$18,997 in property tax revenues. This memorandum includes one significant change since 2025:

- RSG identified one parcel (APN 057-210-016) which had an assessed value of \$17.8 million and generated an estimated \$5,800 in property tax revenues for Elkhorn FPD in 2025. The parcel is owned by the Woodland-Davis Clean Water Agency, which is now part of a joint-powers authority, resulting in an ownership structure that is exempt from property taxes.

ESTIMATED SERVICE COST

To estimate the cost of providing fire suppression and emergency medical services under the proposed reorganization, RSG used a Book-of-Fees approach developed by LAFCO in coordination with the Cities of Woodland and West Sacramento. The analysis applies each City's adopted Book of Fees and the service-cost assumptions documented in the 2024 will-serve letters to a four-year average of actual Elkhorn FPD call volumes. This method produces estimated per-call costs and total annual service expenditures for the affected territory.

RSG used the Book-of-Fees approach because it reflects the negotiated service framework and the cost basis used by the service providers. No other viable method was identified that would provide fire protection services to the affected territory efficiently and effectively.

RSG and LAFCO also evaluated alternative service delivery options, including continuation of prior arrangements and alternative provider configurations. No alternatives offered comparable service coverage, operational efficiency, or long-term fiscal sustainability. As a result, the proposed reorganization represents the only feasible option for extending fire protection services.

THREE-YEAR FISCAL FORECAST

Based on the identified revenue sources, estimated service costs, and the proposed financing plan, RSG finds that fire protection services can be feasibly extended to the affected territory upon approval and implementation of the reorganization.

The three-year fiscal forecast shows that sufficient funding is available to provide services through the forecast period.

Springlake FPD will not increase the assessment rate for at least five years following adoption. The earliest year in which Springlake FPD may apply a CPI adjustment to the assessment is fiscal year 2030–31. RSG's growth-rate assumptions and the forecast results are presented in Figure 3.

Implementation of the proposed reorganization does not require improvements or upgrades to existing structures, roads, sewer or water facilities, or other public infrastructure within the affected territory. Fire protection services will be delivered using existing facilities and equipment.

Figure 3: Three-Year Fiscal Forecast by Service Area of the Elkhorn FPD

Woodland Service Area

Year	%▲	Current	1	2	3
Revenues					
Property Tax	2.0%	26,481	27,011	27,551	28,102
Special Tax/Assessment	0.0%	48,134	48,134	48,134	48,134
Subtotal Tax Revenues		74,615	75,145	75,685	76,236
County Gap Funding	3.0%	212,576	218,953	225,522	232,288
Elkhorn Fund Balance		5,938	7,825	9,774	11,786
Total Sources		293,129	301,923	310,980	320,310
Estimated Service Cost	3.0%	(293,129)	(301,923)	(310,980)	(320,310)
Net Surplus / (Deficit)		-	-	-	-

West Sacramento Service Area

Year	%▲	Current	1	2	3
Revenues					
Property Tax	2.0%	30,181	30,785	31,400	32,028
CSA 9 Assessment	0.0%	7,798	7,798	7,798	7,798
Special Tax/Assessment	0.0%	15,210	15,210	15,210	15,210
Subtotal Tax Revenues		53,189	53,792	54,408	55,036
County Gap Funding	3.0%	32,300	33,269	34,267	35,295
Elkhorn Fund Balance		2,547	3,616	4,722	5,868
Total Sources		88,036	90,677	93,397	96,199
Estimated Service Cost	3.0%	(88,036)	(90,677)	(93,397)	(96,199)
Net Surplus / (Deficit)		-	-	-	-
Elkhorn Station Maint/Insurance		(3,500)	(3,605)	(3,713)	(3,825)
Elkhorn Fund Balance		288,015	272,969	254,760	233,281
Cumulative County Gap Funding		244,876	497,098	756,887	1,024,470

Sources: Yolo LAFCO, Yolo County Auditor Controller, Yolo County 2024-25 Direct Charge Transmittal (Springlake FPD and Elkhorn FPD), Elkhorn FPD 2024-25 Budget, RSG.

Executive Officer Report 9.

LAFCO

Meeting Date: 06/30/2026

Information

SUBJECT

Executive Officer's Report: A report by the Executive Officer on recent events relevant to the Commission and an update of staff activity for the month.

- a. Long Range Planning Calendar
 - b. CALAFCO Legislative Update
-

Attachments

- 9 Att A - Long Range Planning Calendar
 - 9 Att B - CALAFCO Legislative Update
-

Form Review

Form Started By: Desirae Leverett
Final Approval Date: 06/25/2026

Started On: 06/25/2026 11:43 AM



Long Range Meeting Calendar – Tentative Items

June 30, 2026

Meeting Date	Tentative Agenda Items
Jul 2026	<ul style="list-style-type: none"> • Presentation – City of Davis General Plan Update • Surface Water and Ground Water Services MSR (LAFCo 25-05) • Executive Officer Performance Evaluation
Aug 2026	No Meeting – Summer Recess
Sep 2026	<ul style="list-style-type: none"> • Rural Water and Sewer Services MSR (LAFCo 25-03)
Oct 2026	<ul style="list-style-type: none"> • FY 2025/26 Q4 Financial Update • FY 2026/27 Q1 Financial Update
Dec 2026	<ul style="list-style-type: none"> • 2027 LAFCo Meeting Calendar

New Applications Received Since Last Meeting

Date Received	Application Name
June 11, 2026	Out of Agency Services for the Woodland Christian School



CALAFCO Legislative Summary

LAFCo Meeting June 30, 2026

CALAFCO is currently tracking 8 bills as of June 18, 2026. The last three are annual validation acts. Of the remaining five bills, none pose significant concern to Yolo LAFCo.

<p>1. AB 1821 (Pacheco D) California Public Records Act: methods of submission, fees, and agency response time.</p>	<p>This bill would allow for an extension of up to 14 business days for agencies to respond to public records requests in “unusual circumstances.” Unusual circumstances could mean the need to consult with another agency or conduct offsite research, the need to write computer programming to compile data or an unusually large single request for separate records, or the inability of an agency to access information due to a cyberattack. June 10, 2026, Referred to Committee on Judiciary. CALAFCO Position: None at this time</p>
<p>2. AB 2676 (Gallagher R) Housing Crisis Act 2019</p>	<p>This bill prohibits a city or county from enacting a development policy, standard or condition that has the effect of imposing or enforcing a moratorium or similar restriction or limitation on housing development within a sphere of influence. This bill does not preclude, limit the enforceability of, or require HCD approval of a referendum or an initiative that requires voter approval of a proposed general plan amendment that would increase the intensity of land use allowed on land designated for open space, agricultural, or rural land uses in the general plan (i.e. Davis and Winters voter initiatives). May 7, 2026, Ordered to third reading. CALAFCO Position: None at this time</p>
<p>3. SB 994 (Cabaldon D) Local government: nondisclosure agreements.</p>	<p>This bill would prohibit local government officials, including LAFCo officials, from entering into or requesting non-disclosure agreements relating to public business exempting trade secrets, financial information, or proprietary information. June 9, 2026, Re-referred to Committee on Local Govt CALAFCO Position: Watch</p>
<p>4. SB 1312 (Richardson D) Cemetery and Funeral Bureau: advisory committee.</p>	<p>This bill authorizes the bureau to establish an advisory committee. It appears to be a continuation of SB 777 which also addressed abandoned cemeteries. May 26, 2026, Referred to Committee on Business, Professions, and Consumer Protection. CALAFCO Position: Watch</p>

<p>5. SB 1439 (Committee on Local Government) Omnibus bill.</p>	<p>Senate Local Govt Committee Omnibus bill. May 4, 2026, Referred to Committee on Local Govt CALAFCO Position: CALAFCO requested an amendment to Health and Safety Code section 32499.8 to extend the deadline for Imperial LAFCO to conduct a MSR for the Imperial Valley Health Care District from 2026 to 2027. CALAFCO requested the proposed amendment to Government Code Sec 56031 be removed.</p>
<p>6-8. SB 1440, 1441, 1442 (Committee on Local Government) Validations.</p>	<p>These bills are annual validating acts, which are typically passed each year to cover harmless technical errors made in different chronological periods. . Financial institutions are hesitant to buy municipal bonds if there is a risk of a minor error invalidating them. Validating Acts give bond counsels the legal backing to certify these securities as sound. May 4, 2026, Referred to Committee on Local Govt CALAFCO Position: None at this time</p>