

SACRAMENTO LOCAL AGENCY FORMATION COMMISSION
1112 I Street #100
Sacramento, California 94814
(916) 874-6458

September 3, 2014

TO: Sacramento Local Agency Formation Commission

FROM: Peter Brundage, Executive Officer

**RE: DRAFT WALNUT GROVE FIRE PROTECTION DISTRICT
MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE
UPDATE (09-14)**

CONTACT: Donald J. Lockhart AICP, Assistant Executive Officer
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Attached is the Draft Municipal Service Review (MSR) for the Walnut Grove Fire Protection District and Sphere of Influence Update. It is recommended that your Commission direct staff to circulate the Draft MSR for public review and comment for 30 days.

The Draft MSR is the result of collaboration with the Walnut Grove FPD Administration. Your staff would like to recognize the WGFPD for their ongoing assistance.

The Final Municipal Service Review (MSR) makes the following preliminary determinations:

Regarding growth and population projections for the affected area, the Commission determines that the Walnut Grove Fire Protection District is capable of providing service that includes the growth and population projections for the affected territory for the next five years.

- Regarding infrastructure needs or deficiencies, the Commission determines that the Wilton Fire Protection District currently has no immediate unmet infrastructure needs or existing deficiencies at the current levels of coverage and service response.

- The Wilton Fire Protection District is an effective fire district as it relates to emergency responses related to fire, medical aid and other critical services. The Walnut Grove Fire Protection District serves a rural population effectively and efficiently.
- Regarding financing constraints and opportunities, the Commission determines that the Walnut Grove Fire Protection District has no serious financing constraints at this time. Regarding cost avoidance opportunities, the Commission determines that the District uses its best efforts to take advantage of all reasonable cost avoidance and grant funding opportunities.
- Regarding opportunities for rate restructuring, the Commission determines that the District's Tax Rate Area method of financing is reasonable for providing emergency services. The District is a non-enterprise entity which does not charge fees for services, e.g., plan check and inspection fees for new development, due to the limited level of activity.

Regarding opportunities for shared facilities, the Commission determines that the District shares facilities with other agencies and continually reviews new opportunities to do so. The District participates with the Sacramento Fire/ EMS Communication Center.

- Regarding government structure options, including advantages and disadvantages of consolidation or reorganization of service providers, the Commission determines that the District currently provides services primarily to a clearly defined geographic area which is primarily rural and agricultural in nature.
- Regarding evaluation of management efficiencies, the Commission determines the District operates with a high degree of efficiency and professional cooperation with the community and other private/ public agencies. This cooperation is exemplified by the active participation in the quarterly South County Chiefs meetings.
- Regarding local accountability and governance, the Commission determines that the District's Board of Directors represents an adequate level of Special District accountability and governance. The District is an independent District governed by a five member Board of Directors elected at-large from the service territory.

DRAFT
MUNICIPAL SERVICE REVIEW

And

SPHERE OF INFLUENCE UPDATE

Walnut Grove Fire Protection District

September 3, 2014

LAFC #07-14

Prepared By:

Sacramento Local Agency Formation Commission
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SACRAMENTO LOCAL AGENCY FORMATION COMMISSION

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**CORTESE -KNOX -HERTZBERG
LOCAL GOVERNMENT REORGANIZATION ACT OF 2000**

Introduction

The Cortese-Knox-Hertzberg Local Government Reorganization (CKH) Act of 2000 requires that each Local Agency Formation Commission (LAFCo) prepare a Municipal Service Review and Spheres of Influence Updates for all cities and independent special districts within its jurisdiction.

A *Sphere of Influence* is defined by Government Code 56425 as:

A plan for the probable physical boundary and service area of a local agency or municipality.

A *Municipal Service Review* is defined by Government Code Section 56430 as: A means of identifying and evaluating public services.

A Municipal Service Review may be conducted prior to, or in conjunction with, the update of a Sphere of Influence, as necessary.

MUNICIPAL SERVICE REVIEW

Purpose

The Municipal Service Review is intended to provide adequate information for the Commission to make decisions related to both current Spheres of Influence (SOI) and SOI Amendments to determine logical service providers and boundaries, to initiate additional studies in the event that the Commission determines that adequate services are not being provided.

In addition to MSR's, annexations, reorganizations, consolidations, and incorporations require detailed master service plans, fiscal analysis and environmental analysis and other special studies as may be required for these types of action.

Requirements

The Commission shall include a written statement of its determinations with respect to each of the following:

- Growth and population projections for the affected area.
- Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.
- Financial ability of agencies to provide services.
- Status of, and opportunities for, shared facilities.
- Accountability for community service needs, including governmental structure and operational efficiencies.
- Any other matter related to effective or efficient service delivery, as required by Commission policy.

SPHERE OF INFLUENCE

Purpose

In order to carry out its purposes and responsibilities for planning and shaping logical and orderly development as well as the coordination of local governmental agencies so as to most advantageously provide for the present and future needs of the County and its communities, the Sacramento Local Agency Formation Commission must develop and determine the Sphere of Influence of each local governmental agency within the County.

Requirements

When adopting, amending or updating a Sphere of Influence, the Commission shall, according to Government Code, do all of the following:

- Require districts to file written statements specifying the functions or classes of services provided.
- Establish the nature, location and extent of any functions or classes of services provided by the districts.

In determining the Sphere of Influence of each local agency, the Commission shall consider and prepare determinations with respect to each of the following:

- The present and planned land uses in the area, including agricultural and open space lands.
- The present and probable need for public facilities and services in the area.

- The present capacity of public facilities and adequacy of public services that the agency provides, or is authorized to provide.
- The existence of any social or economic communities of interest in the area if the Commission determines they are relevant.

OVERVIEW

Introduction

Sacramento County has an estimated population of approximately 1.4 million people. Public and municipal services are provided by the County, cities, and special districts. The local government structure in Sacramento County is somewhat unique because a significant amount of development has occurred in the unincorporated area from 1950 to the present. Consequently, municipal services to the unincorporated areas are primarily provided by the County, and/or dependent and independent Special Districts. During the past 15 years there have been three incorporations of urbanized areas: City of Citrus Heights, City of Elk Grove, and the City of Rancho Cordova. For the most part, the new cities continue to use the county and special districts for some municipal service providers. Only the Cities of Sacramento, Folsom and Galt (except fire and emergency services) provide the full array of municipal services.

Most of the fire districts in Sacramento County were formed during the 1940's. However, Galt, Elk Grove, Natomas, Rancho Cordova, and Rio Linda can trace establishment back to the 1920's. With the exception of the town of Freeport, fire and emergency services are provided either by cities or special districts for the entire county. Note: The Town of Freeport receives fire service primarily from the City of Sacramento, however, it does not lie within either a city or fire protection district boundary.

FIRE DISTRICTS

Fire protection is an indispensable municipal service with which all areas in the County, regardless of their rural or urban nature, should be provided. Fire service is provided in the County of Sacramento by the Cities of Folsom and Sacramento, and eleven fire protection districts. The Board of Supervisors governs one district: Natomas Fire Protection District, ex officio. The other districts (which include the Cosumnes Community Services District) are independent special districts and are governed by elected Boards of Directors. There is one remaining area in the County that is not within any organized fire protection agency (see map). It contains the unincorporated community of Freeport. In addition to the eleven districts and two municipalities, Folsom State Prison provides fire protection services within Folsom State Prison and does not provide public protection. Finally, Sacramento International Airport provides rescue and fire support but does not provide emergency medical services.

Fire districts are formed and regulated pursuant to the Health and Safety Code, Section 13801 et seq. The enabling legislation authorizes fire districts to provide fire protection and ambulance and rescue services.

Seventy years ago, when the incorporated area was significantly less urbanized than it is today, fire protection was provided strictly on a volunteer basis. By 1940, increases in population and its attendant growth in fire and fire-related problems, created a need for more organized and widespread fire protection. Thus, the fire district system began to develop in the unincorporated area and professional fire fighting forces became full-time necessity. Districts developed from 1921 (Galt) through 1951 (North Highlands). However, in the more rural south County and Delta, the fire service remains largely staffed by volunteers. This is the case with Walnut Grove FPD.

At the time of formation, fire districts normally encompassed the general area associated with each suburban or rural community. With the post-World War II rise in population and attendant development, the old central establishments in these communities frequently gave way to large shopping centers. The old, large, rural parcels in the unincorporated areas became new housing tracts, while county roads became freeways or other major thoroughfares. New developments did not follow district boundaries.

Numerous attempts toward reorganizing the historical fire district formation have been made in the past. Such endeavors include studies conducted by the Spink Corporation (1968-69), Fire Service Area Study Committee (1970-72), Sacramento Local Agency Formation Commission (1977), and the Local Government Reorganization Commission (1979-81).

As a result of these studies, several political consolidations occurred: Alta Mesa-Wilton (1980); Arden-Carmichael (1983); Arden and Carmichael as American River (1983); North Highlands- Citrus Heights (1984); American River-Arcade (1986); Rio Linda and Elverta (1987); Citrus Heights and Rancho Cordova as Sacramento County (1989); Rio Linda-Elverta with American River (1990); Sloughouse with American River (1990); Fair Oaks with Sacramento County (1993); Florin with American River (1997); American River with Sacramento County to form Sacramento Metropolitan Fire District (2000); Fruitridge with Pacific to form Fruitridge Pacific Fire Protection District (2006); Elk Grove Community Services District with Galt Fire Protection District to form Cosumnes Community Services District (2006).

General Background

Fire Districts are formed and regulated pursuant to the California State Health and Safety Code, Section 13801, et. seq. The enabling legislation authorizes fire districts to provide fire protection, ambulance and rescue services. Fire districts in Sacramento County can be described as belonging to two broad categories: rural and urban. The definitions of rural and urban used here are developed in light of planning and zoning

parameters, and in recognition of the development forces that have and are occurring in Sacramento County. The rural fire districts are generally found in the southern portion of the County and within the area known as the "Northwest Territories" located north of the City of Sacramento. Except for the unincorporated town of Freeport, fire districts serve the entire County.

Uniform Fire Code

In July of 1972 the Sacramento County Board of Supervisors adopted a Uniform Fire Code. This ordinance provides that one fire code will be used for all fire agencies within the County. This code replaced and improved the various individual district codes that govern conditions hazardous to life and property from fire and explosion. The Uniform Fire Code does not standardize the operations of fire districts countywide, but it does speak to what the public can do with regard to inflammable/explosive material. State law requires that public buildings be inspected yearly for fire safety. Each district is responsible for inspection procedures, and these vary from district to district. Fire prevention in all districts is handled as an educational basis.

Communication

The Sacramento Regional Fire/EMS Communications Center (SRFECC) provides fire and emergency medical dispatch services to the Sacramento region. The SRFECC is a Joint Powers Authority (JPA) that is managed by the following fire agencies: Cosumnes Community Services District, Folsom Fire Department, Sacramento Fire Department, and Sacramento Metropolitan Fire District. For more information, please visit the following website: <http://www.srfec.ca.gov/>

Agency Cooperation-Mutual Aid and Automatic Response

All fire protection districts and city fire departments within Sacramento County have mutual aid and response agreements. When a call for service is received, the nearest available response unit is dispatched regardless of jurisdictional boundary.

ISO Rating

The Insurance Service Office (ISO) is used to rate a fire district's ability to defend against major fires that might occur in the area it serves. The ISO rating procedure evaluates three principal features of fire protection as well as their weight of importance: water supply (40%), fire department staffing (50%), and communications (10%). The ISO devised a system that insurance companies use to compute fire insurance coverage and rates. The rating classes are numbered 1 through 10; the highest number represents the least protection with the highest fire insurance premium rates.

Some of the factors which are considered in the establishment of fire rating zones are: water supply, building codes and structural conditions of buildings, the distance of

structures from the nearest fire station, the type of equipment and number of firefighters available at the station, and factors and distances between residences and local street access circulation.

When two numbers are included in an ISO rating, the first number refers to the rating for "watered" areas (areas with a water distribution system and hydrant system,) while the second number refers to "unwatered" areas. In rural areas of Sacramento County, ISO ratings are found to be higher e.g. 9, while urban districts are rated in a range running from 2 to 6 for watered areas.

Finances

Independent special districts that provide fire protection and emergency medical services are funded primarily from property taxes and they are considered a non-enterprise district. City fire departments are typically funded by the city's General Fund that includes both property taxes, sales taxes, and a variety of other revenue sources.

The passage of Proposition 13 put a lid on the amount of revenues that non-enterprise districts could raise to finance needed services. Proposition 13 limited property taxes to one (1) percent of the assessed value. This one (1) percent is allocated to the county, cities, special districts, and school districts based on the districts share of revenue it received just prior to the adoption of

Proposition 13. This change removed the discretionary authority of special districts to raise tax rates to generate additional revenues for both on-going and new programs to increase service levels, or for that matter to keep up with inflation.

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1112 I Street, Suite #100, Sacramento, California 95814
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MUNICIPAL SERVICE REVIEW WORKSHEET
AND QUESTIONNAIRE
DISTRICT PROFILE

Date: September 3, 2014

Agency Name: Walnut Grove Fire Protection District

Address: PO Box 41 Walnut Grove 95690

Website:

Telephone: 916 776 1284

Administrator Name: N/A

Title:

Name of Contact: David Robinson, Assistant Chief

Contact's E-mail Address: drar21@gmail.com

Agency's Principle Act: Health & Safety Code Section 13801

Services Provided: Fire suppression, Emergency Medical Service

Latent Powers: None

Governing Body: 3 Member Board of Directors

Total Number of Employees:

0 Represented 23 volunteers Unrepresented

Acreage/ sq. Miles within Agency: 40

Total Population within Agency: 4300

Total Registered Voters within Agency: 850

INTRODUCTION

Background Information

The Walnut Grove Fire Protection District is an Independent Special District.

- **Mission:** Provide reliable fire suppression and protection; and emergency rescue and medical services.
- **Setting:**

The District is located in the Delta portion of Sacramento County, and straddles the Sacramento River. It encompasses the unincorporated community of Walnut Grove. The District is bounded by the Mokelumne River on the east, the Solano County line on the west, Courtland FPD on the north, and the River Delta FPD on the south.

The WGFPD service area includes the relatively dense townsite of Walnut Grove, and otherwise is predominately agricultural farmland with scattered Ag-Res Development on 5-acre and larger lots.

Surrounding Area

The areas surrounding the District are also rural in character with agricultural farms with intermittent rural residential type of developments.

Adjacent Fire Districts

The WGFPD is surrounded by the Cosumnes Community Services District on the east, CFPD on the north and the River Delta FPD on the south.

History

The District was formed in 1948. The District was established to provide fire and emergency response services

Services Provided

Management and Staffing Structure

The District employs zero full time positions.

0

In addition, the District employs on average zero part-time, zero seasonal and zero temporary positions.

- The type and purpose of contracts and consultants. None.

- Describe ongoing training and personnel policies.
Training is done two evenings/month app 3 hour duration
- Are salaries and pay scales comparable/ competitive with regional and industry standards?
Yes, on par w/other rural Delta fire agencies.
- Is organization structure similar with like service providers?
Yes.

Municipal Service Review Information and Determinations

1. Growth and Population Projections

- What is the current level of demand for services?
Approximately 300 calls/year . Approximately 70% EMS calls
- What is the projected demand for services?
Same, there is minimal population growth is proposed consistent with the County General Plan

2. Facilities and Programs

A. Facilities

Summary of Facilities (Parks, Physical Plant)

NAME	LOCATION	SIZE (Acres)	AMENITIES/SPECIAL FEATURES	DESCRIPTION
Station 96	14160 Grove St.	2	Community room 1 Fire Truck 1 water tender	Firehouse Built 1988
Station 95	Grand Ave	2	. 1 fire engine 2 Grass rigs	Firehouse Unknown age
			Water craft? 1 20' fireboat with 50 GPM portable water pump	

Present and Planned Capacity of Public Facilities

- What is the current and projected service capacity?
Rural volunteer fire protection district.
- What is the level of adequacy of services and facilities to serve current and future population?
ISO Rating: 6 in town 8b and 10 out of town
- What Performance Measures are used by the District to determine service adequacy?
None

Infrastructure Needs or Deficiencies/Capital Improvement Program

- Describe the District's Capital Improvement Program, as applicable.
Grants are applied for to purchase equipment
- Describe deferred maintenance strategy.
All maintenance performed as needed
- How will new or upgraded infrastructure and deferred maintenance be financed?
- List infrastructure deficiencies, if any; indicate if deficiencies have resulted in permit or other regulatory violations; if necessary, explain how deficiencies will be addressed.

There are no fire safety notices or classes w/schools or plan check services for new buildings.

3. Financial Information

Budget (Please see attached current budget.)

Revenue

- Describe all revenue sources (i.e., property taxes, special taxes, service charges, fees, rentals, assessments, grants, etc.). Property taxes,

Rates, Fees, Charges, and Assessments

- Describe rate setting methodology.
- Explain constraints associated with agency's ability to generate revenue. What options are available – special assessments/ special taxes/ increases in sales tax/impact fees/grants, etc.?

- Please provide a comparison of rates and charges with similar service providers (favorable or less so).
- Describe revenue constraints.

Expenditures

- Describe the agency's Service Levels compared to industry standards and measurements.
- Describe the Cost of Service compared to industry standards and measurements.

Assets, Liabilities, Debt, Equity, and Reserves

- Provide the Book Value of Assets.
- Provide a list of equipment, land, and other fixed assets 1 truck (quint) 2001, 1 engine 2005, 1 tender 2011, 3 grass rigs, 1 each 20' fire boat
- Provide a summary of long term debt and liabilities.
- Explain the agency's bond rating; discuss reason for rating. Discuss amount and use of existing debt. Describe proposed financing and debt requirements.
- Describe policies and procedures for investment practices
- Describe policies and procedures for establishing and maintaining reserves/retained earnings.
 - What is the dollar limit of reserves/retained earnings?
 - What is the ratio of undesignated, contingency, and emergency reserves to annual gross revenue?

Summary of Revenue Sources

Fiscal Year	Past Year (2)	Past Year (1)	Current	Projected
Property Taxes		231,880		232,850
Interest		1885		1500
Rental Income				
HPTR				
In-Lieu Fees				
State & Federal Grants				
Recreation Fees & Grants				
Miscellaneous				2000
Fund Balance Avail.				
Total		233,765		236,650

Summary of Expenditures

Fiscal Year	Past Year (2)	Past Year (1)	Current	Projected
Salaries & Wages		79,671		82,000
Services & Supplies		129,094		129,350
Long-Term Debt		12,000		12,000
Capital Improvements ¹				
Equipment		13,000		13,000
Contingency ²				
Total		233,765		236,350

1. Identify Sources of Funding:
2. Fixed or Variable?

Summary of Financial and Operational Information

	Current FY
Population	
Area Served	
Developed Real Estate	
Undeveloped Real Estate	
Service Standard Ratios ¹	
Full Time Employees	
Average Part-Time Employees	
Total Annual Budget	236,500

Per Capita Spending	
Total Annual Administrative Costs	36,800
% Annual Administrative Costs to Total	15%
Estimated Deferred Maintenance	
Average Capital Improvements (5 Years)	
Reserve Amount	
Operational Cost per Employee	
Average Property Tax Rate	

4. Status of and Opportunities for Innovation and Shared Facilities

- a) Describe existing and/or potential shared facilities, infrastructure, and staff. Describe any joint power agreements or other agreements for sharing resources with other agencies. Mutual aid agreement with South Sac county?
- b) Describe existing and/or potential joint use planning. 0
- c) Describe existing and/or potential duplication with existing or planned facilities or services with other agencies.0
- d) Describe availability of any excess capacity to serve customers or other agencies. 0
- e) Describe any economies of scale in shared purchasing power, and any other cost-sharing opportunities that can be implemented by joint use or sharing resources.0
- f) Describe any duplication (overlap), or gaps in services or boundaries. 0
- g) Describe ongoing cost avoidance practices. (For example, if you hire contract vs. in-house employees, is the bidding process cost effective and efficient)?0
- h) Describe any opportunities to reduce overhead and operational costs.0
- i) Describe any opportunities to reduce duplication of infrastructure.0
- j) Identify any areas outside agency boundary which could be efficiently served by existing or proposed agency facilities.0
- k) Identify any areas within agency boundary which could be more efficiently served by another agency.0
- l) Are your service plans compatible with those of other local agencies?

5. **Accountability for Community Service Needs, including Governmental Structure and Operational Efficiencies**

- a) Explain the composition of the agency's governing board.
- Number of Directors:
3
 - Nature/ Length of Terms:
4 years staggered terms
 - Is governing body landowner or population based?
Population.
 - Are Directors elected or appointed?
Elected
 - Are elections or appointments at large or by district?
By district
- b) Explain compensation and benefits provided to the governing board, including any benefits that continue after term of service.
\$100/month while serving
- c) Where and how frequently does the governing board meet?
Monthly or as needed at WGFPD Station 96
- d) Describe rules, procedures, and programs for public notification of agency operations, meetings, programs, etc.
Meeting agendas are posted in at least 3 locations at each firehouse and Post Office 3 or more days prior to the meeting, consistent w/Brown Act public meeting requirements.
- How is public participation encouraged? Posted agendas.
 - Are meetings accessible to the public, i.e., evening meetings, adequate meeting space, etc.?
Yes, ADA compliant
- e) Describe public education/outreach efforts, (i.e., newsletters, bill inserts, website, etc.)
- f) Describe level of public participation, and ways that staff and Directors are accessible to the public.
Minimal but Directors open to any communication
- g) Describe ability of public to access information and agency reports.
Good

h) Describe any opportunities to eliminate service islands, peninsulas and other illogical service areas.

None.

6. Issues, Concerns and Opportunities

Our alert pagers are spotty but the dispatch center is looking at installing another antennae to assist transmissions.

Please provide information regarding any issues or concerns related to operations (financial, managerial, legal, organizational, etc.)

- Compliance with Environmental Justice requirements.¹
- Compliance with regulatory reporting requirements.
- Compliance with regulatory agencies and public health and safety issues.

1. LAFCo definition of "environmental justice" means the fair treatment of people of all races, cultures, and incomes with respect to the location of public facilities and the provision of public services.

Attachments:

FY 2014-15 Budget

District Map

Audit 2013