



Local Agency Formation Commission
LAFCO of Napa County

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October 1, 2007
Agenda Item No. 6a

September 19, 2007

TO: Local Agency Formation Commission

FROM: Keene Simonds, Executive Officer

SUBJECT: American Canyon Fire Protection District: Sphere of Influence Review (Public Hearing)

The Commission will receive a report on its scheduled sphere of influence review of the American Canyon Fire Protection District. The Commission will consider a resolution adopting the recommendations of the report to update the sphere pursuant to California Government Code §56425.

In 2001, California Government Code was amended as part of the Cortese-Knox-Hertzberg (CKH) Local Government Reorganization Act of 2000. CKH requires Local Agency Formation Commissions (LAFCOs) to prepare municipal service reviews and sphere of influence reviews for each local agency by January 1, 2008 and every five years thereafter as needed. The collective purpose of these reviews is to inform and guide LAFCOs in their legislative mandate to plan and coordinate the orderly development of local agencies in a manner that meets the present and future needs of the community.

Discussion

In June 2006, LAFCO of Napa County initiated a countywide municipal service review on fire protection services. The municipal service review was prepared in two distinct phases. The first phase involved cataloging and evaluating the fire protection services of five local agencies, the American Canyon Fire Protection District, the County of Napa, and the Cities of Calistoga, Napa, and St. Helena. The second phase involved the preparation of written determinations making statements on the level and range of fire protection services provided by the affected agencies as required under law. These determinations were adopted by the Commission at its February 5, 2007 meeting.

Drawing from information collected and analyzed as part of the municipal service review, staff has prepared the attached report representing the sphere of influence review of the American Canyon Fire Protection District. The report recommends two distinct changes to the District's sphere of influence. These changes include adding 1) all lands located within American Canyon's sphere of influence and 2) lands already in the District but outside its sphere of influence. These affected areas are collectively identified in the report as Study Categories A and B. No changes are recommended with respect to Study

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Cindy Coffey, Alternate Commissioner
Councilmember, City of American Canyon

Mark Luce, Alternate Commissioner
County of Napa Supervisor, 2nd District

Keene Simonds
Executive Officer

Category D. Additionally, as discussed at the August 6th meeting, staff has deferred evaluating the remaining two study categories, C and E, at this time.

Recommendation

It is recommended for the Commission to take the following actions:

- 1) Receive and file the attached written report representing the sphere of influence review of the American Canyon Fire Protection District; and
- 2) Approve the attached resolution with any desired changes making statements with respect to updating the sphere of influence for the American Canyon Fire Protection District pursuant to California Government Code §56425.

Respectfully submitted,

Keene Simonds
Executive Officer

Attachments:

- 1) Sphere of Influence Review
- 2) Draft Resolution

LOCAL AGENCY FORMATION COMMISSION OF NAPA COUNTY

AMERICAN CANYON FIRE PROTECTION DISTRICT SPHERE OF INFLUENCE REVIEW

**Final Report
October 2007**

Prepared by:

LAFCO of Napa County

Committed to serving the citizens and government agencies of its jurisdiction by encouraging the preservation of agricultural lands and open-space and coordinating the efficient delivery of municipal services.

Jack Gingles, Chair
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Cindy Coffey, Alternate Commissioner
Mark Luce, Alternate Commissioner
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INTRODUCTION

Local Agency Formation Commissions

Local Agency Formation Commissions (LAFCOs) were established in 1963 and are responsible for administering California Government Code §56000 et seq., which is now known as the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. LAFCOs are delegated regulatory and planning responsibilities to encourage the orderly formation and development of local governmental agencies and services, preserve agricultural and open-space resources, and discourage urban sprawl. Duties include regulating governmental boundary changes through annexations or detachments, approving or disapproving city incorporations, and forming, consolidating, or dissolving special districts. LAFCOs are also responsible for conducting studies addressing a range of service and governance issues to inform and direct regional planning activities and objectives. LAFCOs are located in all 58 counties in California.

Spheres of Influence

A principal planning responsibility for LAFCO is the determination of a sphere of influence (“sphere”) for each city and special district under its jurisdiction.¹ California Government Code §56076 defines a sphere as “a plan for the probable physical boundaries and service area of a local agency, as determined by the commission.” LAFCO establishes, amends, and updates spheres to indicate to local agencies and property owners that, at some future date, a specific area will likely require the services provided by the subject agency. The sphere determination also indicates the agency LAFCO believes is best situated to serve the subject area. LAFCO is required to review each agency’s sphere by January 1, 2008 and every five years thereafter as needed.

In establishing, amending, or updating a city or special district’s sphere, LAFCO is required to consider and prepare written statements addressing four specific planning factors. These planning factors, which are enumerated under California Government Code §56425(e), are intended to capture the legislative intent of the sphere determination with regard to planning the logical and orderly development of each local agency. These planning factors are:

- 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 that they are relevant to the agency.

¹ LAFCOs have been required to determine spheres for cities and special districts since 1972.

In addition, when reviewing a sphere for an existing special district, LAFCO must also do the following:

- Require the existing special district to file a written statement with the commission specifying the functions or classes of services it provides.
- Establish the nature, location, and extent of any functions or classes of services provided by the existing special district.

Beginning in 2001, to help inform the sphere review process, LAFCO is responsible for preparing a municipal service review. A municipal service review is a comprehensive evaluation of the level and range of governmental services provided by a local agency or within a defined area. The municipal service review culminates in the preparation of written determinations addressing nine specific factors enumerated under California Government Code §56430(a). These factors range from infrastructure needs or deficiencies to local governance and accountability. The municipal service review is a prerequisite to updating an agency's sphere and may also lead LAFCO to take other actions under its authority.

American Canyon Fire Protection District

In June 2006, LAFCO of Napa County, hereinafter referred to as the "Commission," initiated a countywide municipal service review on fire protection services. The municipal service review was prepared in two distinct phases. The first phase involved cataloging and evaluating the fire protection services of five local agencies, the American Canyon Fire Protection District, the County of Napa, and the Cities of Calistoga, Napa, and St. Helena. The second phase involved the preparation of written determinations making statements on the level and range of fire protection services provided by the five local agencies as required under law. These determinations were adopted by the Commission at its February 5, 2007 meeting.

This report represents the sphere review of the American Canyon Fire Protection District (ACFPD). The report draws on information collected as part of the aforementioned municipal service review evaluating fire protection services in Napa County, including services provided by ACFPD, and is incorporated by reference. The focus of the report is to consider whether changes to the sphere are warranted to plan the orderly development of ACFPD in a manner that is consistent with Commission policies and the present and future needs of the community.

OVERVIEW

ACFPD was formed as an independent special district in 1957. ACFPD's formation was engendered by local property owners to provide an elevated level of fire protection services to the unincorporated community of American Canyon. Prior to ACFPD's formation, the community received a basic level of fire protection service from the County of Napa through its contract with the California Department of Forestry (CDF).

ACFPD was initially organized as an all-volunteer agency. In 1959, ACFPD transitioned to a combination paid-volunteer agency with the hiring of a fulltime fire chief. In 1992, ACFPD was reorganized by the Commission as a subsidiary to the newly incorporated City of American Canyon.² As a result of the reorganization, the American Canyon City Council now serves *ex officio* as the Board of Directors for the ACFPD.

American Canyon Fire Protection District

Date Formed	1957
Enabling Legislation	Health and Safety Code 13800-13970
Services Provided	Fire Protection, Rescue, and Emergency Medical

ACFPD is currently responsible for providing fire protection, rescue, and emergency medical services within an approximate 6.0 square mile jurisdictional boundary. ACFPD's primary service area is American Canyon, which has an estimated population of 16,031.³ ACFPD's jurisdictional boundary also includes 75 unincorporated parcels that are primarily under industrial use and located adjacent to the Napa County Airport.⁴

Sphere of Influence

Establishment

ACFPD's sphere was established by the Commission in 1975. The Commission initially designated the sphere to comprise two distinct zones termed primary and secondary. The primary zone included all lands already in ACFPD along with surrounding lands that were either developed or expected to develop within the next 10 years. The secondary zone included extraterritorial lands served by ACFPD under its existing agreement with the County extending north to Soscol Ridge, west to the Napa River, and east and south to Solano County. Markedly, in adopting the sphere, the Commission emphasized the role of ACFPD as an urban service provider and correlated the extension of its services with promoting urban development.

² California Government Code §57105 specifies that at the time of formation the jurisdictional boundary of a subsidiary district must include no less than 70% of the affected city's incorporated boundary and registered voters. There are no special limitations or restrictions relating to the annexation of land to a subsidiary district following its formation.

³ Population estimate provided by the California Department of Finance.

⁴ ACFPD maintains automatic aid agreements with the County and the City of Vallejo (Solano County) to provide first-response services north to State Highway 12, west to the Napa River, east to Solano County, and south to State Highway 37.

Comprehensive Update

In 1982, the Commission made two significant changes to ACFPD's sphere as part of a comprehensive update. First, the Commission eliminated the use of primary and secondary zones by establishing a single sphere boundary for ACFPD. Second, the Commission redesignated the sphere to include only lands already in ACFPD as well as surrounding lands that were either developed or expected to develop in the next 10 years. Excluded from the sphere were lands formerly comprising the secondary zone, which were no longer being served by ACFPD following the termination of its service agreement with the County in 1978. In updating the sphere, the Commission also reemphasized ACFPD's role as an urban service provider and established a new policy requiring all annexations to the District concurrently annex to the American Canyon County Water District.⁵

Amendments

The Commission has adopted 10 amendments to ACFPD's sphere since 1982. The majority of the amendments were petitioned by private property owners to facilitate planned industrial development projects. More recently, amendments have been part of reorganizations involving concurrent annexations to ACFPD and American Canyon. A complete list of sphere amendments since 1982 is provided below.

Proposal Name	Acreage	Date Approved
Wastewater Treatment Plant Reorganization	58	December 9, 2004
Green Island Road No. 3 Reorganization	256	December 9, 2004
Green Island Road No. 2 Reorganization	7	June 10, 2004
American Canyon Road – Flosden Road Area	301	March 5, 1998
West American Canyon Road Area	350	June 8, 1994
Green Island Road Area No. 2	48	March 23, 1988
Oat Hill Area	45	August 15, 1984
Green Island Road Area	5	September 14, 1983
Green Island Road – Leslie Salt Pond Area ¹	403	August 11, 1982
American Canyon Road – Interstate 80	156	August 11, 1982

¹ Proposal involved the removal of territory from ACFPD's sphere.

Relationship to Jurisdictional Boundary

ACFPD's sphere currently encompasses 3,984 total acres and includes 5,265 parcels. Of this amount, 3,788 total acres and 5,238 parcels are located inside ACFPD's jurisdictional boundary. This differential indicates that there are approximately 196 total acres (4.9%) representing 27 parcels (0.5%) eligible for annexation.

* A map depicting ACFPD's sphere and jurisdictional boundary is provided in Attachment One-A.

⁵ ACCWD was merged into American Canyon at the time of the City's incorporation in 1992. Following the merger, the Commission's dual annexation policy was amended to require all annexations to ACFPD concurrently annex to American Canyon if the affected area is located within its sphere and is legally possible.

Land Use Factors

ACFPD operates under the land use authority of American Canyon and the County. Exactly 70% of ACFPD's jurisdictional boundary is incorporated and under the land use authority of American Canyon. The remaining 30% of ACFPD's jurisdictional boundary is unincorporated and under the land use authority of the County.⁶

- * A map depicting the current land uses in and around ACFPD is provided in Attachment One-B.
- * A map depicting the land use designations under the American Canyon General Plan is provided in Attachment One-C.
- * A map depicting the land use designations under the County General Plan is provided in Attachment One-D.

DISCUSSION

The underlying objective of this report is to identify and evaluate areas that warrant consideration for inclusion or removal from ACFPD's sphere as part of a comprehensive review. In the course of identifying areas to evaluate, staff has placed an emphasis on consistency between ACFPD's sphere and the American Canyon and County General Plans with respect to planned urban development. This approach is consistent with the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 and the adopted policies of the Commission, which includes designating ACFPD as an urban service provider. Consideration is also given to the service capacity of ACFPD, which is drawn from information collected and analyzed as part of the Commission's recent municipal service review on fire protection services in Napa County.

As noted earlier, California Government Code §56076 defines a sphere as "the probable physical boundaries and service area of a local agency, as determined by the commission." Underscoring this definition is the tenet that the sphere plan the orderly development of the agency while protecting agricultural and open-space resources and advantageously providing for the present and future needs of the community. The Commission's "Policy Declarations" emphasizes its commitment to these concepts and includes a statement that a special district's sphere shall be response to its existing and planned service facilities and exclude lands designated as agricultural or open-space to protect against premature urban development. The Policy Determinations also state that the Commission will use the County General Plan to determine agricultural and open-space designations.

⁶ There are approximately 2,642 acres and 5,163 parcels located within ACFPD's jurisdictional boundary that are under the land use authority of American Canyon. The remaining 1,146 acres and 75 parcels located within ACFPD's jurisdictional boundary are under the land use authority of the County.

California Government Code §56425 requires the Commission to review and update each local agency's sphere by January 1, 2008 and every five years thereafter as needed. It has been the practice of this Commission to review and update each local agency's sphere in a manner that emphasizes a probable five-year service area.

Study Categories

Five study categories were developed in the course of considering areas to add or remove as part of a comprehensive sphere review of ACFPD. Study Categories "A," "B," "C," and "D" were developed by staff based on existing Commission policies and reflect specific boundary line and land use criterion. Study Category "E" was developed by ACFPD. Summaries for all five study categories are provided below.

Study Category A

This study category represents two non-contiguous areas that are located outside ACFPD's sphere, but within American Canyon's sphere. The affected areas include two unincorporated parcels totaling 152 acres.

Study Category B

This study category represents two non-contiguous areas that are located outside ACFPD's sphere, but within its jurisdictional boundary. The affected areas include three unincorporated and one incorporated parcel totaling 62 acres.

Study Category C

This study category represents two non-contiguous areas that are located outside ACFPD's sphere, but designated for an urban use by the County and/or American Canyon. The affected areas include 15 unincorporated parcels totaling 1,019 acres.

Study Category D

This study category represents one contiguous area that is located inside ACFPD's sphere, but outside its jurisdictional boundary and designated for non-urban use. The affected area includes 13 unincorporated parcels totaling 146 acres.

Study Category E

This study category represents one contiguous area that is located outside ACFPD's sphere and overlaps with Study Categories A, B, and C. The affected area is approximately 6,500 acres in size and extends outside the existing sphere north to Fagan Creek, west to the Napa River, and east and south to Solano County.

* A map depicting Study Categories A, B, C, and D is provided in Attachment One-E.

* A map depicting Study Category E is provided in Attachment One-F.

In discussing the sphere review with representatives from ACFPD, American Canyon, and the County, staff believes it is appropriate to defer consideration of Study Categories C and E at this time. Deferral supports the continuing negotiations between American Canyon and the County regarding long-term land use and service planning in south Napa County. These negotiations have raised important governance questions and are expected to generate new information to help inform the Commission is assessing the level and range of governmental service needs in Study Categories C and E.

ANALYSIS

As discussed in the preceding section, staff has identified three study categories for evaluation as part of this comprehensive sphere review for ACFPD. Study Categories A and B represent areas that are located outside the existing sphere and are evaluated to consider the merits of their addition. Study Category D represents an area located inside the existing sphere and is evaluated to consider the merits of its removal.

The evaluation of each study category is organized to address the four planning factors the Commission is required to consider anytime it makes a sphere determination under California Government Code §56425(e). These planning factors are 1) present and planned land uses; 2) present and probable need for public facilities and services; 3) present adequacy and capacity of public services; and 4) existence of any social or economic communities of interest.

Study Category A

This study category represents two non-contiguous areas that are located outside ACFPD's sphere and jurisdictional boundary, but within American Canyon's sphere. The affected areas are identified as "A-1" and "A-2" and include two unincorporated parcels totaling 151.9 acres.

Present and Planned Land Uses

Area A-1 includes one unincorporated parcel that is adjacent to the northeast intersection of Newell Drive and American Canyon Road. The area is approximately 45.3 acres in size and is undeveloped. As land use authority, the County designates the area *Agriculture, Watershed, and Open Space* with a zoning standard of *Agricultural Watershed*, which requires a minimum parcel size of 160 acres. In contrast, American Canyon designates the area as *Residential Estate*, which requires a minimum and maximum parcel size of one and two units per acre, respectively. American Canyon has not rezoned the area.

Area A-2 includes one unincorporated parcel that is adjacent and north of the intersection of Eucalyptus Drive and Wetlands Edge Road. The area is approximately 106.6 acres in size and is substantially undeveloped with the exception of a single-family residence. As land use authority, the County designates the area *Agriculture, Watershed, and Open Space* with a combination zoning standard of *Agricultural Watershed: Airport Compatibility*, which requires a minimum parcel size of 160 acres. In contrast, American Canyon has designated the area *Commercial Recreational*, which specifies that parcel densities be determined on an individual basis. American Canyon has not rezoned the area.

Present and Probable Need for Public Facilities and Services

Areas A-1 and A-2 are currently provided a basic level of fire protection and emergency medical services from the County through its service contract with CDF. Area A-1 was recently purchased by the Napa Valley Unified School District and is earmarked as the site of a new high school. Area A-2 is slated for development as part of the Oat Hill Master Plan, a proposed mix residential and commercial project involving approximately 370 acres in northwest American Canyon. It is anticipated that Areas A-1 and A-2 will develop in the next five years necessitating the need for an elevated level of fire protection and emergency medical services.

Present Capacity of Public Facilities and Adequacy of Public Services

The Commission's recent municipal service review involving ACFPD indicates that the District has established adequate capacities and controls to extend fire protection and emergency medical services to Areas A-1 and A-2. A key factor attesting the overall adequacy and capacity of ACFPD includes its current rating of 3-9 from the Insurance Service Office (ISO). This rating, which is calculated based on dispatch, operations, and water availability assessments, is a favorable score and provides for lower insurance premiums for property owners within 1,000 feet of a fire hydrant. Another factor attesting the overall adequacy and capacity of ACFPD relates to its average response time for service calls, which in the year evaluated as part of the municipal service review was four minutes and forty-eight seconds. This average time meets ACFPD's adopted response standard of five minutes as well as the six minute standard recommended by National Fire Protection Association. The municipal service review indicates ACFPD is capable of extending services to the affected areas within its five minute standard without diminishing current service levels.

Existence of Social or Economic Communities of Interest

Areas A-1 and A-2 are located within American Canyon's sphere and designated by the City for urban development. Inclusion of the affected areas into ACFPD's sphere would strengthen the social and economic interdependencies existing between American Canyon and the District in coordinating public safety services.

Recommendation: It is recommended that the Commission modify ACFPD’s sphere to include the affected areas comprising Study Category A as part of this comprehensive review. Inclusion would facilitate the logical extension of elevated fire protection and emergency medical services to the affected areas in a manner that is consistent with its planned urban uses.

Study Category B

This study category represents two non-contiguous areas that are located outside ACFPD’s sphere, but within its jurisdictional boundary. The affected areas are identified as “B-1” and “B-2” and include three unincorporated and one incorporated parcel totaling 62 acres.

Present and Planned Land Uses

Area B-1 includes three unincorporated parcels that are directly south of the western terminus of Green Island Road near the Napa River. The area is approximately 57.8 acres in size and includes an office building and auxiliary structures that were formerly used by Cargill as part of their salt harvesting operations. As land use authority, the County designates the area *Agriculture, Watershed, and Open Space* with a combination zoning standard of *Agricultural Watershed: Airport Compatibility*, which requires a minimum parcel size of 160 acres. American Canyon has not designated or rezoned the area.⁷

Area B-2 includes one incorporated parcel and a right-of-way portion of Newell Drive northwest of its intersection with American Canyon Road. The area is approximately 4.4 acres in size and includes a public park that is part of the adjacent Vintage Ranch Subdivision. As land use authority, American Canyon designates and zones the area *Public*. These assignments do not specify parcel densities. Similarly, the County designates the area *Urban Residential* with no rezoning standard.⁸

⁷ Commission records indicate that Area B-1 has been part of ACFPD since its formation in 1957. The Commission removed the area from the sphere in 1982 as part of a larger revision to remove all lands associated with Cargill’s salt harvesting operations. In recommending removal of the Cargill area from the sphere, the Executive Officer noted that the portion already in ACFPD (i.e., B-1) would be unaffected and would continue to receive service from the District.

⁸ Area B-2 was annexed to ACFPD in 2002 as part of a reorganization proposal involving American Canyon. In processing the proposal, staff incorrectly identified that the affected area was already in ACFPD’s sphere. As a result, the affected area was annexed to ACFPD while remaining outside its sphere.

Present and Probable Need for Public Facilities and Services

Areas B-1 and B-2 are currently provided an elevated level of fire protection and emergency medical services from ACFPD. Area B-1 has been recently purchased by the California Department of Fish and Game (DFG) as part of its restoration project involving the San Pablo Bay. DFG has expressed interest in utilizing the former Cargill office building to coordinate its regional restoration activities. Area B-2 includes a public park and a right-of-way portion of Newell Drive that serves as a central access point for ACFPD's new fire station on Donaldson Way. The present and planned uses within the affected areas underlie the continued need for elevated fire protection and emergency medical services.

Present Capacity of Public Facilities and Adequacy of Public Services

The Commission's recent municipal service review involving ACFPD indicates that the District has established adequate capacities and controls to continue to provide fire protection and emergency medical services to Areas B-1 and B-2. A key factor attesting the overall adequacy and capacity of ACFPD includes its current ISO rating of 3-9. This rating, which is calculated based on dispatch, operations, and water availability assessments, is considered a favorable score and provides for lower insurance premiums for property owners within 1,000 feet of a fire hydrant. Another factor attesting the overall adequacy and capacity of ACFPD relates to its average response time for service calls, which in the year evaluated as part of the municipal service review was four minutes and forty-eight seconds. This average time meets ACFPD's adopted response standard of five minutes as well as the six minute standard recommended by National Fire Protection Association. ACFPD's response times for Area B-2 are within its five minute standard. ACFPD's response times for Area B-1 currently exceed six minutes. It is anticipated that the construction of a second ACFPD fire station in the northwest section of American Canyon in the next five years will help ensure adequate coverage to the area.

Existence of Social or Economic Communities of Interest

Areas B-1 and B-2 are currently in ACFPD and have established social and economic interdependencies with the District. The inclusion of the affected areas into ACFPD's sphere would recognize and formalize these existing interdependencies.

Recommendation: It is recommended that the Commission modify ACFPD's sphere to include both affected areas comprising Study Category B as part of this comprehensive review. Inclusion would recognize the current provision of elevated fire protection and emergency medical services to the affected areas and promote the logical development of ACFPD by modifying the sphere to become congruent with its jurisdictional boundary. Inclusion would also be consistent with recent amendments to California Government Code emphasizing that governmental services should be limited to areas located within the affected agency's sphere.

Study Category D

This study category represents one contiguous area that is located inside ACFPD's sphere, but outside its jurisdictional boundary and designated for non-urban use. The study category includes 13 unincorporated parcels totaling 146 acres.

Present and Planned Land Uses

The affected area is located east of American Canyon along the southern side of American Canyon Road. The area is approximately 146 acres in size and primarily consists of rural single-family residences. As the land use authority, the County designates the area *Agriculture, Watershed, and Open Space* with a zoning standard of *Agricultural Watershed*, which requires a minimum parcel size of 160 acres. American Canyon has not designated or rezoned the area.⁹

Present and Probable Need for Public Facilities and Services

The affected area includes several rural single-family residences. The area is provided a basic level of fire protection and emergency medical services from the County through a service contract with CDF. ACFPD recently installed a fire hydrant in the area and reports that several local property owners have expressed interest in annexing their properties to the District in the immediate future.

Present Capacity of Public Facilities and Adequacy of Public Services

The Commission's recent municipal service review involving ACFPD indicates that the District has established adequate capacities and controls to provide fire protection and emergency medical services to the area comprising Study Category D. A key factor attesting the overall adequacy and capacity of ACFPD includes its current ISO rating of 3-9. This rating, which is calculated based on dispatch, operations, and water availability assessments, is considered a favorable score and provides for lower insurance premiums for property owners within 1,000 feet of a fire hydrant. Another factor attesting the overall adequacy and capacity of ACFPD relates to its average response time for service calls, which in the year evaluated as part of the municipal service review was four minutes and forty-eight seconds. This average time meets ACFPD's adopted response standard of five minutes as well as the six minute standard recommended by National Fire Protection Association. The municipal service review indicates ACFPD is capable of extending services to the affected area within its five minute standard without diminishing current service levels.

⁹ The Commission added the area to ACFPD's sphere at the request of the District in 1982. At the time, affected property owners had expressed interest in annexing their lands to ACFPD for the purpose of receiving elevated fire protection and emergency medical services. An annexation proposal was subsequently submitted to LAFCO, however it subsequently withdrawn by property owners due to concerns involving processing costs with the State Board of Equalization.

Existence of Social or Economic Communities of Interest

The area comprising Study Category D has been part of ACFPD's sphere for the past 25 years and has developed a social community of interest with the District. This social community of interest has been fostered through the standing designation by the Commission that ACFPD is the appropriate service provider for the area.

Recommendation: It is recommended that the Commission retain the affected area comprising Study Category D into ACFPD's sphere as part of this comprehensive review. Retention would affirm the Commission's current policy statement that the existing residential uses within the affected area warrants elevated fire protection and emergency medical services and ACFPD is the appropriate service provider.

ADDITIONAL ANALYSIS

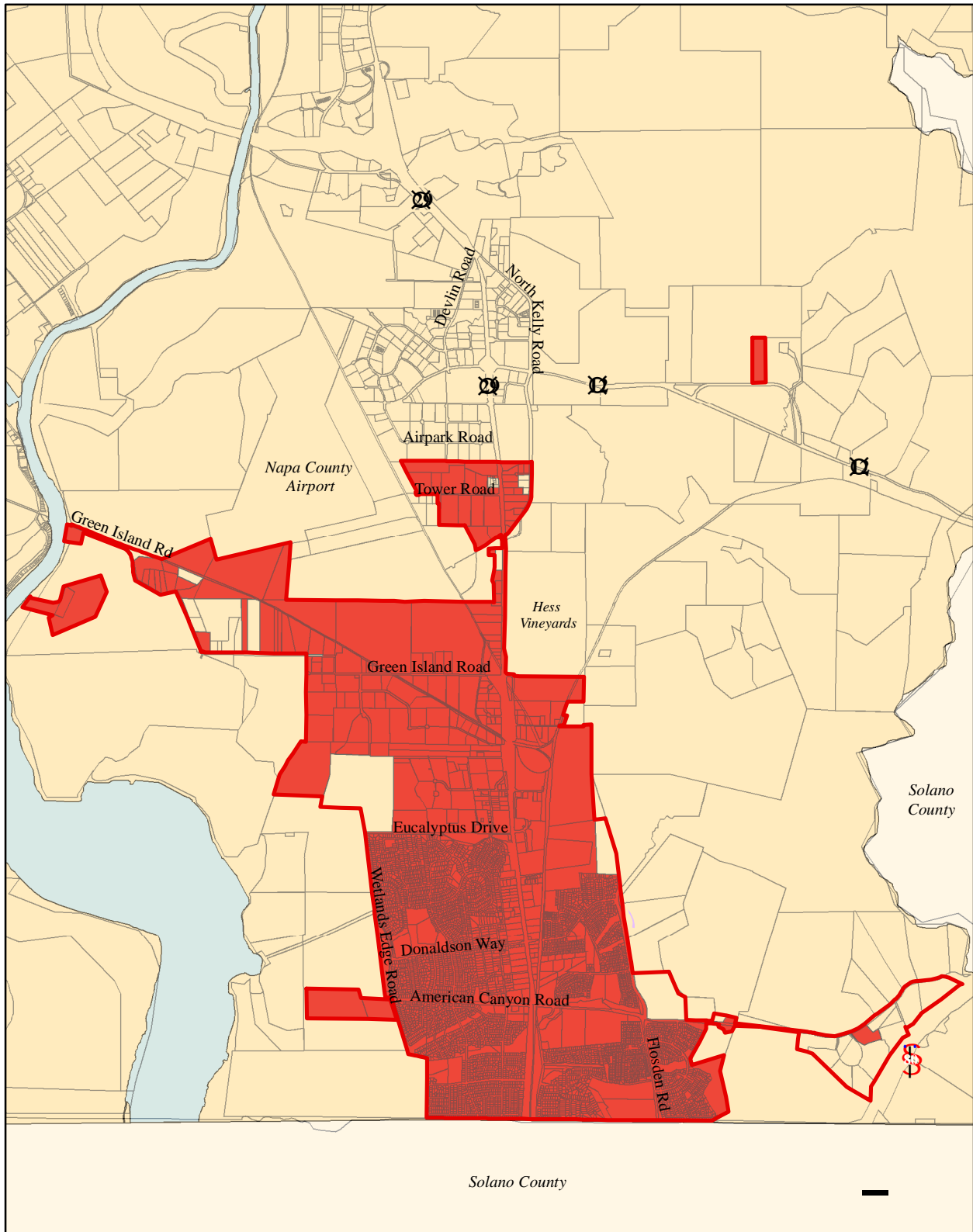
In March 2007, LAFCO circulated a letter to ACFPD, American Canyon, and the County inviting comments on the proposed sphere review of the District. In July 2007, as a supplement to earlier comments, the County made a request for the Commission to consider adopting a new policy in conjunction with retaining the area comprising Study Category D in ACFPD's sphere. The request is for the Commission to adopt a policy specifying that the retention of the affected area in ACFPD's sphere "does not ensure inclusion of those parcels in American Canyon's sphere or the eventual annexation of those parcels into the City."¹⁰

The request from the County is drawn from its concerns involving the Commission's existing policy requiring annexations to ACFPD concurrently annex to American Canyon if the territory is in the City's sphere. The County believes that the concurrent annexation policy suggests that the inclusion of lands in ACFPD's sphere will ultimately lead to a similar expansion of the City's sphere. The County designates the area in Study Category D as *Agricultural Watershed and Open Space* and objects to its inclusion into American Canyon's sphere.



The 1992 reorganization of ACFPD as a subsidiary of American Canyon has established an explicit governance relationship between the two agencies. Reorganization has also established an implicit service relationship between ACFPD and American Canyon. This latter relationship provides the rationale underlying the Commission's concurrent annexation policy to encourage the coordinated extension of governmental services within each agency's respective jurisdiction. However, as mentioned, the concurrent annexation policy applies only to lands that are already in each agency's sphere. This distinction highlights the significance of the sphere determination in planning the development of each agency in a manner that is responsive to Commission policies and community needs. Staff believes that this distinction provides adequate assurances that retaining the area in Study

¹⁰ See July 25, 2007 letter from Nancy Watt, County Executive Officer.

American Canyon Fire Protection District



Legend

-  American Canyon Fire Protection District
-  American Canyon Fire Protection District Proposed Sphere of Influence



*Not to Scale
April 2007
Prepared by KS*



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