

2014

PUBLIC REVIEW DRAFT

MUNICIPAL SERVICE REVIEW
AND SPHERE OF INFLUENCE
STUDY

FOR THE

Wild Wings County Service Area (CSA)

YOLO LOCAL AGENCY FORMATION COMMISSION

DRAFT- May 2014





Project Name: MSR/SOI for Wild Wings County Service Area (CSA)

LAFCo Project No. S-035

Conducted By: Yolo Local Agency Formation Commission
625 Court Street, Suite 203
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Date: May 2014

Subject Agency: Wild Wings County Service Area

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**Date of Last MSR/SOI Adopted
by LAFCo:** Not Applicable

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MSR/SOI BACKGROUND

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, efficiently providing 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 “one 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; 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 their broader county area, and MSRs provide the near-term and long-term time-relevant data to inform LAFCo’s SOI determinations.

PURPOSE OF A MUNICIPAL SERVICE REVIEW

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, however, 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. The purpose of a Municipal Services Review (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.

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

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. In Yolo County, a SOI generally has two planning lines. One is the 10-year boundary which includes the area that may likely be annexed within 10 years, while the 20-year boundary is anticipated to accommodate boundary expansions over a 20-year horizon.

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.

DISADVANTAGED UNINCORPORATED COMMUNITIES

SB 244 (Chapter 513, Statutes of 2011) made changes to the CKH Act related to “disadvantaged unincorporated communities,” including the addition of SOI determination #5 listed above.

Disadvantaged unincorporated communities, or “DUCs,” are inhabited territories (containing 12 or more registered voters) where the annual median household income is less than 80 percent of the statewide annual median household income.

On March 26, 2012, LAFCo adopted a “Policy for the Definition of ‘Inhabited Territory’ for the Implementation of SB 244 Regarding Disadvantaged Unincorporated Communities”, which identified 21 inhabited unincorporated communities for purposes of implementing SB 244.

CKH Act Section 56375(a)(8)(A) prohibits LAFCo from approving a city annexation of more than 10 acres if a DUC is contiguous to the annexation territory but not included in the proposal, unless an application to annex the DUC has been filed with LAFCo. The legislative intent is to prohibit “cherry picking” by cities of tax-generating land uses while leaving out under-served, inhabited areas with infrastructure deficiencies and lack of access to reliable potable water and wastewater services. DUCs are recognized as social and economic communities of interest for purposes of recommending SOI determinations pursuant to Section 56425(c).

ORGANIZATION OF 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. 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 adopted Yolo LAFCo local policies and procedures. This report provides the following:

- 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.

AGENCY PROFILE

The Wild Wings development is a planned community of single-family residential housing with a public nine-hole golf course. There are 337 single-family homes, a golf course with a clubhouse, and several buildings related to wastewater treatment and water supply. The Wild Wings community has reached full build-out and the population is estimated at about 850.

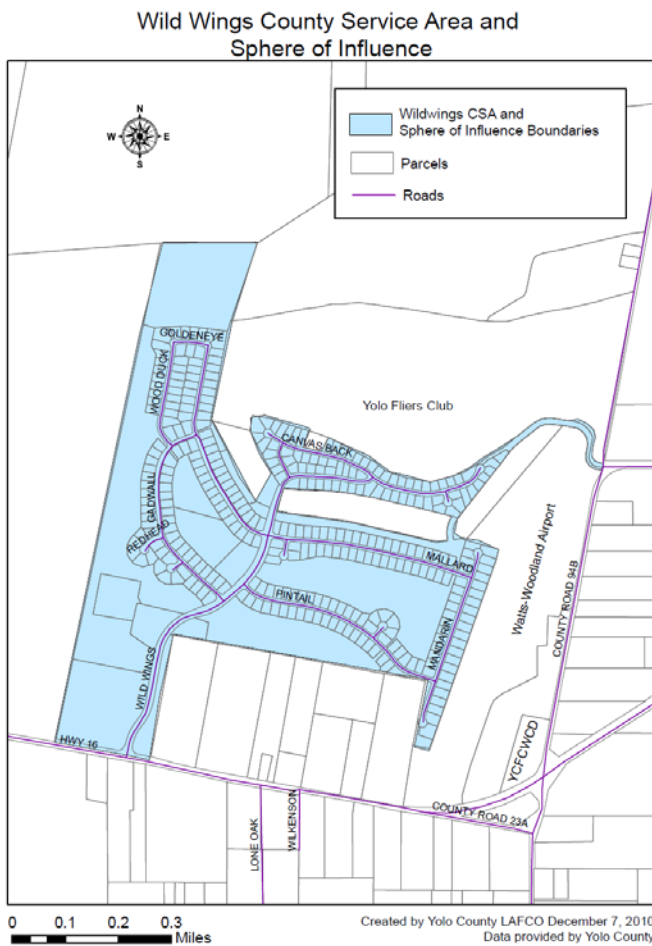
Structure and Governance

The Wild Wings County Service Area was formed in December 2004 to provide wastewater disposal and domestic water supply to the Wild Wings community, and added parks and recreation services in 2008. The Yolo County Board of Supervisors governs the Wild Wings CSA, and receives advice from a five member advisory committee composed of local Wild Wings residents who are appointed to the committee by the Board. As directed by California Government Code Section 25212.4, the advisory

committee’s role is to provide advice to the Board regarding the services and facilities of the CSA, but it is not within the authority of the advisory committee to make decisions, manage, or direct the delivery of services and facilities. The CSA is staffed by the Department of Planning and Public Works (PPW), and is billed for the staff time of the CSA Coordinator, finance staff, and County legal counsel when such services are utilized.

Location

The Wild Wings golf course community subdivision is 5 miles west of the City of Woodland along Highway 16. It is adjacent to the Yolo Fliers Country Club on the south and the Watts-Woodland Airport immediately to the east. See map for greater detail.



Municipal Services

When the CSA was formed in 2004 it was given the active powers to provide water and wastewater services. All other community services were provided by the Wild Wings Homeowners Association, including the following:

- Road Maintenance
- Street Light Maintenance
- Street Sweeping and Street Cleaning
- Erosion/Storm Drainage
- Solid Waste Services and Refuse Removal
- Tree Maintenance
- Parks and Recreation

The CSA was provided this same list of services as latent powers, in case the CSA was required to assume any of them at some point. According to California Government Code 25213.5, in order to activate a latent power the CSA must seek approval of the LAFCo Commission.

In 2008 the CSA's governing board chose to activate its latent power to provide parks and recreation services, allowing the Wild Wings CSA to purchase and operate the Wild Wings Golf Course. The privately owned golf course was having some financial troubles, and the owners proposed to sell the golf course to the CSA for \$1. The CSA acquired the golf course in early 2009, after Wild Wings residents approved a special tax to purchase and maintain the golf course. The CSA has contracted with KemperSports for the operation and management of the golf course since its acquisition in March 2009.

AFFECTED AGENCIES

Per Government Code Section 56427, a public hearing is required to adopt, amend, or revise a sphere of influence. Notice shall be provided at least 21 days in advance and mailed notice shall be provided to each affected local agency or affected County, and to any interested party who has filed a written request for notice with the executive officer. Per Government Code Section 56014, an affected local agency means any local agency that overlaps with any portion of the subject agency boundary or SOI (included proposed changes to the SOI).

The affected local agencies for this MSR/SOI are:

County/Cities:

- City of Davis
- City of West Sacramento
- City of Winters
- City of Woodland
- County of Yolo

County Service Areas (CSAs)

- Dunnigan, El Macero, Garcia Bend, Madison-Esparto Regional CSA (MERCESA), North Davis Meadows, Snowball, **Wild Wings**, and Willowbank

School Districts:

- Davis Joint Unified.
- Esparto Unified
- River Delta Unified
- Washington Unified
- Winters Joint Unified
- Woodland Joint Unified

Special Districts:

- Cemetery District – Capay, **Cottonwood**, Davis, Knight’s Landing, Mary’s, Winters
- Community Service District – Cacheville, Esparto, Knight’s Landing, Madison
- Fire Protection District – Capay, Clarksburg, Dunnigan, East Davis, Elkhorn, Esparto, Knights Landing, Madison, No Man’s Land, Springlake, West Plainfield, **Willow Oak**, Winters, Yolo, Zamora
- Sacramento-Yolo Port District
- Reclamation District – 150, 307, 537, 730, 765, 785, 787, 827, 900, 999, 1600, 2035, 2076, 2120
- Yolo County Resource Conservation District
- Water District – Dunnigan, Knight’s Landing Ridge Drainage, **YCFCWCD**, Yolo-Zamora

Multi-County Districts:

- Reclamation District – 108 (Colusa), 2068 (Solano), 2093 (Solano)
- Water District – Colusa Basin Drainage
- Sacramento-Yolo Mosquito Vector Control District

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.

- Growth and Population
- Shared Services
- Disadvantaged Unincorporated Communities
- Accountability
- Capacity, Adequacy & Infrastructure to Provide Services
- Other
- Financial Ability

1. GROWTH AND POPULATION

	YES	MAYBE	NO
--	------------	--------------	-----------

- | | | | |
|--|--------------------------|--------------------------|-------------------------------------|
| a) Is the agency's territory or surrounding area expected to experience any significant population change or development over the next 5-10 years? | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| b) Will population changes have an impact on the subject agency's service needs and demands? | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

- c) Will projected growth require a change in the agency's service boundary?
-

Discussion:

- a-c) The Wild Wings development is a planned community of 337 single-family homes. The Wild Wings community has reached full build-out and the population is estimated at approximately 850. The 2030 Countywide General Plan does not indicate any planned additional growth for the Wild Wings subdivision or its surrounding areas.

Growth and Population MSR Determination

At this time the Wild Wings community has reached full build out, and LAFCo staff is not aware of any potential growth or development in the area that might impact the CSA's municipal service delivery.

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) Does the subject agency provide public services related to sewers, municipal and industrial water, or structural fire protection?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) 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)?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) If "yes" to both a) and b), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community (if "no" to either a) or b), this question may be skipped)?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

Discussion:

- a) The Wild Wings CSA provides municipal water and sewer services to the Wild Wings subdivision, which are both services that may trigger the provisions of SB 244, making a LAFCo determination regarding any disadvantaged unincorporated communities within or adjacent to the agency's sphere of influence necessary.

- b) The term "Inhabited Unincorporated Communities" is defined per Commission adopted policy as those areas on the County of Yolo 2030 General Plan Land Use Map (see Figures LU-1B through LU-1H) that contain land use designations that are categorized as Residential by Table LU-6. The communities of Rumsey and West Kentucky are also included in this definition (even though the current land use designations are Agriculture (AG) and Commercial Local (CL) respectively) because their existing uses are residential. These communities are as follows:

Binning Farms	Guinda	Rumsey
Capay	Knights Landing	West Kentucky
Clarksburg	Madison	West Plainfield
Dunnigan	Monument Hills	Willow Oak
El Macero	North Davis Meadows	Willowbank
El Rio Villa	Patwin Road	Yolo
Esparto	Royal Oak	Zamora

Wild Wings is included in the Monument Hills community, and is therefore considered an inhabited unincorporated community. However, according to the United States Census Bureau (2010) the Monument Hills community has a median household income of \$116,917, which is well above the statewide median household income of \$61,400. Therefore, Wild Wings is not a disadvantaged community.

Disadvantaged Unincorporated Communities MSR Determination

The Wild Wings CSA provides municipal water and sewer services to the inhabited unincorporated community of Wild Wings. However, the provisions of SB 244 regarding disadvantaged unincorporated communities do not apply to the CSA, because the community has a median household income of \$116,917, and is not considered disadvantaged.

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) Are there any deficiencies in agency capacity to meet service needs of existing development within its existing territory?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Are there any concerns regarding public services provided by the agency being considered adequate?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) Are there any issues regarding the agency's capacity to meet the service demand of reasonably foreseeable future growth?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) Are there any significant infrastructure needs or deficiencies to be addressed?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) Are there changes in state regulations on the horizon that will require significant facility and/or infrastructure upgrades?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
f) 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?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

Discussion:

a-b) The CSA provides three municipal services, all of which have varying levels of capacity and adequacy for service.

WATER: The Wild Wings CSA provides domestic water services to Wild Wings residents. The current operator under contract with the CSA for maintenance and operation of the water facility is California American Water Company (CalAm). The water supply system includes two water supply sites (one primary and one standby) with 360,000 gallon steel water storage tanks. The CSA also maintains one domestic water well and one standby well, including the associated pumps, hydro-pneumatic tanks and chlorination facilities for both wells. In addition, the CSA's water system infrastructure includes:

- A trailed mounted diesel generator
- C900 domestic water distribution pipes between the well sites, 337 domestic metered services, and 6 metered irrigation services
- C900 raw water distribution pipes between the two well sites and the water treatment facility
- 4 metered lake fill services, valves, air release valves, and fire hydrants
- Sampling ports
- Supervisory Control and Data Acquisition System (SCADA)
- Medium voltage switchgear and motor control centers

Water Adequacy: The current water supply system meets most specifications and regulations, although there have been some issues with contamination due to high arsenic levels in the standby well. The California Department of Health (CDPH) has set a maximum arsenic contamination level (MCL) of 10 micrograms per liter (mg/L) for domestic water sources. The Wild Wings water system's primary well (called the Pintail Well) has arsenic levels of 8 mg/L, which are within the allowable levels (Consumer Confidence Report, 2012). However, the standby well (called the Canvasback Well) was issued Compliance Order No. 01-09-09-CO-003 from CDPH on July 30, 2009 for detecting arsenic concentrations slightly above the arsenic MCL.

According to CDPH, after more than a year of regular monitoring the Canvasback Well had a running average arsenic level below the MCL. The CSA has been required to continue quarterly monitoring, and has also designated the Canvasback Well as a standby water source, which is not currently used for domestic water supply. According to CDPH, converting the Canvasback Well to a standby water source is an acceptable solution that still allows the CSA to remain in compliance

with daily maximum water demands. CDPH has stated that the CSA is currently considering options for resolving the arsenic issues, and is expected to share an action plan for resolving the problem once one has been determined.

The CSA commissioned a study by GEI Consultants, Inc. (2011) to determine options for reducing the arsenic levels in Canvasback Well. The consultants ruled out most affordable options for reducing the arsenic levels, and determined that the only feasible options are treatment or well replacement, which are both very cost prohibitive. The CSA is unable to undertake either option currently, and is actively placing funds each year into a restricted reserve for future treatment.

Water Capacity: Even given restrictions on water due to the contamination issues with the standby well, water production is well above actual use. If the only operational well is the Pintail Well, the water system has the capacity for an additional 89 domestic water connections. If the contamination issues in the Canvasback Well are resolved so that both wells are in operation, the water system has the capacity for an additional 200 connections for domestic water use. These numbers take into account water needs relating to fire, emergency services, irrigation, and lake-fill water. These numbers also account for the water required for open space, golf course irrigation, and emergency service requirements. Having a second potable well would be preferable according to State standards, but the CSA is able to use the Canvasback Well as a short-term back up well in instances where the Pintail Well needs to be shut down for routine maintenance and repairs.

WASTEWATER COLLECTION AND DISPOSAL: The Wild Wings CSA is responsible for providing wastewater collection and disposal for the Wild Wings community. The current operator under contract with the CSA for maintenance and operation of the Wild Wings Wastewater Treatment Facility (WWTF) is California American Water Company (CalAm). The existing wastewater system infrastructure includes:

- A gravity vitrified clay pipe, sanitary sewer collection pipes, and manholes
- A sewer lift station known as "Site B" and the associated sewer force main
- A wastewater treatment facility
- A belt press sludge dewatering system

Wastewater Adequacy: The only concern over adequacy with the Wild Wings wastewater services relates to complaints about a foul odor coming from the wastewater treatment facility. When Yolo LAFCo previously attempted to complete the Wild Wings CSA MSR/SOI in 2010 the process was delayed due to complaints from Wild Wings residents over the foul odor, and LAFCo placed this MSR/SOI on hold while the issues were investigated.

When LAFCo resumed work on this MSR in 2013 staff conducted initial outreach with the CSA to determine the status of these odor issues. CSA staff indicated that from their perspective the odor issues had been resolved, as they were no longer receiving complaints from residents. However, during outreach with the Yolo-Solano Air Quality Management District (AQMD) LAFCo staff was informed that the odor issues were still present; that AQMD still receives complaints from residents regarding odor, and that a Notice of Violation (NOV-001325) was issued to the Wild Wings CSA on May 21, 2012 for odor nuisance.

AQMD and the Wild Wings CSA reached a mutual settlement agreement (MSA) regarding NOV-001325 in late 2013 in which the CSA agreed to pay a \$1,000 fine, implement a study involving the addition of certain chemicals within 60 days, and submit a report to AQMD documenting the performance of the addition of such chemicals on the odor issues within four months. The MSA was formally resolved in February 2014, at which time AQMD requested that the CSA implement the chemical solution on a continual basis in order to eliminate the odor issues and avoid future AQMD enforcement action. The CSA agreed to the addition of chemicals, but the process was delayed because the solution was not permissible under the current Treatment Permit (R5-2002-0077) as regulated by the State Water Resources Control Board. An alternative chemical was recommended for the long-term chemical solution by the facility operator, CalAm, and the CSA has stated that it intends to introduce the alternative chemical (Calcium Hydroxide) into the WWTF treatment process during the month of May 2014.

The CSA has indicated that it is supportive of working with AQMD on identifying a mutually acceptable resolution to the odor issues at the treatment facility, though it has also emphasized that these odor issues impact very few Wild Wings residents. LAFCo acknowledges that the odor issues impact only a small portion of the Wild Wings community, meaning that the CSA is

required to spend a significant amount of resources on an issue that does not impact the majority of Wild Wings residents. However, LAFCo does encourage the CSA to continue working with AQMD on identifying a solution that works for everyone, as not fully resolving the odor issues may result in AQMD pursuing further enforcement action that will become increasingly costly and cumbersome for the CSA.

Wastewater Capacity: The current capacity for the Wild Wings wastewater system is .100 million gallons per day (gpd), of which it typically processes about .055 million gpd. The system has capacity for an additional 220 sewer connections while remaining within prescribed state standards and requirements.

PARKS AND RECREATION: When the Wild Wings community was established, the 9-hole golf course was owned and operated by a private company called Wild Wings, LLC. However, in 2008 Wild Wings, LLC determined it could no longer afford to operate the golf course, and offered the purchase of the course to the CSA for a \$1 sale price.

The Yolo County Board of Supervisors (the CSA's governing body) voted to move forward with an approach to acquire and operate the Wild Wings Golf Course on October 21, 2008 based on feedback received during several public meetings. This vote activated the CSA's parks and recreation function, which was given to the CSA as a latent power at the time of its formation.

On March 10, 2009 the Wild Wings community passed Measure O (which was a special tax on Wild Wings residents for the acquisition, operation, maintenance and improvement of the Wild Wings Golf Course) and the Yolo County Board of Supervisors approved a management agreement with KemperSports for the operation of the course.

Parks and Recreation Adequacy and Capacity: Since the CSA's purchase of the golf course in 2009 LAFCo is not aware of any concerns with capacity or adequacy of services at the course.

- c) The Wild Wings community is currently at full build-out, and LAFCo staff is not aware of any potential future development that will impact the CSA's capacity to meet service demands.
- d) The CSA has a capital improvement program that dictates the regular maintenance and replacement of the CSA's infrastructure and equipment. CSA staff has indicated that they continue

to make necessary improvements on an annual basis, and are placing funds into a restricted reserve to deal with arsenic treatment or well replacement if such a step becomes necessary. A similar reserve was not put in place for the wastewater facility, which could become problematic if it is determined that further actions are needed to resolve the odor issues. Depending on how this issue evolves, the CSA may wish to consider adding a reserve for the wastewater facility if and when a new Proposition 218 effort is undertaken.

- e) LAFCo staff is not aware of any changes in State legislation on the horizon that will significantly impact the CSA.
- f) The CSA does not have any disadvantaged unincorporated communities within or contiguous to its sphere of influence.

Capacity and Adequacy of Public Facilities and Services MSR Determination

LAFCo currently has no concerns regarding the Wild Wings CSA's present or future capacity to offer water, wastewater, or parks and recreation services. However, LAFCo does have concerns regarding the adequacy of the water and wastewater services offered by the CSA, due to complaints from residents and compliance issues with regulatory agencies.

The CSA currently has an active Compliance Order with the California Department of Public Health that was issued in 2009 due to high arsenic levels in its Canvasback Well. The CSA designated the Well as a standby rather than primary domestic water source, which seems to have temporarily resolved the issue. In addition, the CSA is building a reserve for the water system which is positive because a more permanent solution will need to be determined at some point, which will likely involve expensive treatment or well replacement.

The CSA is also having issues at its wastewater treatment facility, where a handful of residents living nearby have been complaining for several years regarding a foul odor. The CSA received a Notice of Violation (NOV) from the Yolo-Solano Air Quality Management District in May 2012 for causing an odor nuisance at the Wild Wings Treatment Facility. Although the NOV has been resolved AQMD has requested that the CSA implement a continual treatment process using Calcium Hydroxide, which the CSA plans to begin in May 2014.

4. FINANCIAL ABILITY

Financial ability of agencies to provide services.

	YES	MAYBE	NO
a) Does the organization routinely engage in budgeting practices that may indicate weak financial management, such as overspending its revenues, failing to commission independent audits, or adopting its budget late?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
b) Is the organization lacking adequate reserve to protect against unexpected events or upcoming significant costs?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Is the organization's rate/fee schedule insufficient to fund an adequate level of service, and/or is the fee inconsistent with the schedules of similar service organizations?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) Is the organization unable to fund necessary infrastructure maintenance, replacement and/or any needed expansion?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) Is the organization lacking financial policies that ensure its continued financial accountability and stability?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
f) Is the organization's debt at an unmanageable level?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

Discussion:

- a) The Wild Wings County Service Area routinely adopts and operates an annual budget as part of the larger Yolo County budget process, which is approved by the Yolo County Board of Supervisors. The tables below provide five-year budget trends for the CSA's wastewater, water, and golf course funds.

YOLO LAFCo MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

WILD WINGS COUNTY SERVICE AREA- WASTEWATER BUDGET					
	2008-09	2009-10	2010-11	2011-12	2012-13
Revenues:					
Investment Earnings	17,602.28	4,523.56	3,087.81	2,819.12	1,432.12
Special Assessments	360,906.00	341,023.78	347,177.40	353,176.00	363,623.00
Charge for Sanitation Services	0.00	29,295.00	33,926.00	33,926.00	33,926.00
Other (Operating Transfers In)	0.00	45,185.16	28,481.39	34,117.70	64,117.70
WASTEWATER REVENUES	378,508.28	420,027.50	412,672.60	424,038.82	463,098.82
Expenditures:					
Maintenance (Equipment, Buildings, Improvements)	153,860.22	181,685.56	246,908.69	299,543.37	225,133.01
Services (Auditing, Fiscal, Legal, Professional & Specialized)	38,911.08	32,248.37	19,439.06	24,628.42	62,088.82
Utilities	26,566.50	33,609.76	33,652.29	29,257.86	32,283.01
Other Services and Supplies (Office Exp, Special Dept Exp)	155,348.77	186,967.49	27,617.48	58,623.00	58,929.10
Other (Operating Transfers Out)	86,193.07	95,462.91	0.00	0.00	0.00
WASTEWATER EXPENDITURES	460,879.64	529,974.09	327,617.52	412,052.65	378,433.94
<i>Net Amount</i>	<i>-82,371.36</i>	<i>-109,946.59</i>	<i>85,055.08</i>	<i>11,986.17</i>	<i>84,664.88</i>
WILD WINGS COUNTY SERVICE AREA- WATER BUDGET					
	2008-09	2009-10	2010-11	2011-12	2012-13
Revenues:					
Investment Earnings	17,232.78	3,752.82	2,731.03	2,318.39	894.64
Special Assessments	291,014.00	159,210.80	162,965.52	159,064.00	262,493.70
Charge for Water Services	0.00	151,000.00	151,623.00	151,623.00	151,623.00
Other	0.00	10,907.42	14,202.31	40,294.89	40,294.89
WATER REVENUES	308,246.78	324,871.04	331,521.86	353,300.28	455,306.23
Expenditures:					
Maintenance (Equipment, Buildings, Improvements)	158,962.31	122,094.93	153,169.79	213,204.11	139,488.19
Services (Auditing, Fiscal, Legal, Professional & Specialized)	40,405.84	34,054.70	33,238.76	37,788.36	44,680.49
Utilities	54,365.89	52,294.75	42,410.90	41,880.33	53,579.01
Other Services and Supplies (Office Exp, Special Dept Exp)	82,239.45	89,506.80	123,443.85	145,640.35	111,255.50
Other (Operating Transfers Out)	91,457.29	54,537.09	0.00	0.00	0.00
WASTEWATER EXPENDITURES	427,430.78	352,488.27	352,263.30	438,513.15	349,003.19
<i>Net Amount</i>	<i>-119,184.00</i>	<i>-27,617.23</i>	<i>-20,741.44</i>	<i>-85,212.87</i>	<i>106,303.04</i>
WILD WINGS COUNTY SERVICE AREA- GOLF COURSE BUDGET					
	2008-09	2009-10	2010-11	2011-12	2012-13
Revenues:					
Investment Earnings	487.08	1,125.19	456.56	118.70	-336.58
Special Assessments	274,318.00	446,367.00	502,804.00	502,804.00	572,900.00
Parks and Recreation Fees	115,003.00	399,158.00	360,619.00	356,547.00	318,213.00
Other (Sales, Operating Transfers In)	3,207,365.36	393,326.93	242,441.00	250,360.00	315,683.00
WATER REVENUES	3,597,173.44	1,239,977.12	1,106,320.56	1,109,829.70	1,206,459.42
Expenditures:					
Maintenance (Equipment, Buildings, Improvements)	59,297.29	150,724.71	1,154.79	279.00	0.00
Services (Auditing, Fiscal, Legal, Professional & Specialized)	131,072.60	89,072.57	91,287.13	86,341.57	86,135.89
Utilities	16,400.00	180,295.00	185,549.00	185,549.00	185,549.00
Fixed Assets (Land, Buildings)	3,035,351.31	0.00	0.00	0.00	0.00
Debt	0.00	0.00	0.00	0.00	5,872.00
Other	467,796.39	858,014.15	729,951.27	834,954.79	927,280.79
WASTEWATER EXPENDITURES	3,709,917.59	1,278,106.43	1,007,942.19	1,107,124.36	1,204,837.68
<i>Net Amount</i>	<i>-112,744.15</i>	<i>-38,129.31</i>	<i>98,378.37</i>	<i>2,705.34</i>	<i>1,621.74</i>

YOLO LAFCo MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

WILD WINGS COUNTY SERVICE AREA BUDGET					
TOTAL REVENUES	4,283,928.50	1,984,875.66	1,850,515.02	1,887,168.80	2,124,864.47
TOTAL EXPENDITURES	4,598,228.01	2,160,568.79	1,687,823.01	1,957,690.16	1,932,274.81
REVENUES LESS EXPENDITURES	-314,299.51	-175,693.13	162,692.01	-70,521.36	192,589.66
SOURCE: County of Yolo Budget and Revenue Status Reports					
End of Year Fund Balances	883,109.00	685,846.00	848,537.00	778,015.00	970,605.00
SOURCE: Yolo County Financial Statements					

As evidenced by the tables above, the CSA has had issues with overspending its revenues in all three of its service functions over the past five years, resulting in a net loss to the CSA in three of the previous five fiscal years.

In the case of the golf course, the budgetary issues occurred in the first two years after the CSA acquired the golf course, and can likely be attributed to the significant improvements that were necessary at the time of purchase. Additionally, it is reasonable for some financial uncertainty in the initial years of any new endeavor, while the organization gains a more stable understanding of the costs and revenues. In the past three years the golf course budget has stabilized, and LAFCo is not concerned about the financial well-being of the Wild Wings Golf Course at this time.

The CSA's wastewater and water funds also had budgetary issues in recent years, which were resolved in 2013 by a fee increase for both services. The CSA's wastewater service was unable to operate within its revenues in both FY 08-09 and 09-10. Additionally, the CSAs water service was unable to operate within its revenues for four consecutive years, from FY 08-09 to 11-12. The consistency of these budgetary shortfalls indicated that the programs were inadequately funded, so the CSA conducted a fee study, and ultimately raised the fees for water and wastewater services to better support the maintenance and operational needs of the programs. The fee increase seems to have resolved the CSA's major budget issues regarding operating expenses, making the CSA much more financially stable.

While researching the Wild Wings budgets LAFCo observed a concerning financial practice of the CSA that might be adjusted in the future to better reflect sound financial management practices. In March 2014 the CSA placed an item on the Board of Supervisors agenda that raised the CSA's FY 13-14 water budget by \$200,000 to "address additional operations and maintenance costs and water projects." The adopted budget was \$275,975 for FY 13-14, and approval of the proposed agenda item by the Board of Supervisors nearly doubled the annual budget, raising the total budget to \$475,975. When inquiring about the significant budget increase LAFCo staff was informed by the CSA Coordinator that the adopted budget of \$275,000 was only a budget placeholder as there were several uncertainties in the budget development process (including

uncertainty regarding the cost of additional arsenic treatment, reserve funds, and a contract for operations and maintenance that was going out to RFP and makes up the majority of the CSA's expenses). The CSA Coordinator indicated that due to uncertainty regarding the exact cost of these expenses staff left them out of the proposed and adopted budgets, with the intention of adjusting the mid-year budget to include the accurate costs.

LAFCo suggests that in such cases where the CSA is aware that an expense is going to occur but is uncertain of the exact cost of the expense, a more financially sound practice would be to provide an estimate of the expected costs, and then adjust as needed, rather than leaving uncertain costs out of the budget with the expectation that significant amendments would be made mid-year. County budget staff has confirmed this recommendation, stating that an appropriate practice would be to include the amount used in the previous year as a placeholder rather than omitting the item.

- b) The CSA has maintained a strong reserve in recent years, with a combined fund balance of \$1,004,361 for the water and wastewater funds. The CSA reports that for the past two years it has also been placing money into a restricted fund to cover any expensive treatments that may become necessary due to the high arsenic levels in the canvasback well, with an accumulated total of \$81,343. The CSA should consider developing a similar reserve for the wastewater facility to protect it in the event that further actions are needed to resolve the odor issues.

LAFCo recommends that if allowable according to the CSA's recent Proposition 218 ballot initiative, the CSA also consider placing funds aside for maintenance or treatment at the wastewater facility. LAFCo also recommends that when planning for future Proposition 218 initiatives the CSA consider the need for dedicated reserves for such upcoming maintenance issues.

As previously discussed, in 2013 the CSA successfully underwent Proposition 218 proceedings to raise the water and wastewater treatment rates in order to more accurately reflect the cost of providing services, as well as to develop a capital reserve for the water system. The rate schedule is provided in the table below. The rates were determined through an engineering study that identified the actual cost of providing water and wastewater services in the Wild Wings community, and are reasonable given the cost of providing the service. CSA staff has indicated that the additional revenues for ongoing operations and maintenance have improved the CSA's

financial situation, although resources will always be tight due to Proposition 218 regulations that limit how much the CSA is allowed to charge for services.

Wild Wings CSA Annual Water and Wastewater Rates				
	FY 13/14	FY 14/15	FY 15/16	FY 16/17
Water Base Rate:	\$875	\$893	\$911	\$929
Water Usage Charge (per each 100 gallons exceeding 250,000 gallons):	\$0.30	\$0.30	\$0.30	\$0.30
Water Treatment Charge:	\$241	\$241	\$241	\$241
Water Capital Reserve:	\$350	\$350	\$350	\$0
Total Fee for Water Services:	\$1466	\$1484	\$1502	\$1170

- d) The Wild Wings CSA is a part of the County of Yolo, and is governed by the Yolo County Board of Supervisors. As such, the CSA is subject to the Capital Asset Policy as adopted by the Board of Supervisors, which is prepared and updated annually.

The CSA's capital improvement program dictates the schedule and funding of regular maintenance and replacement for the CSA's assets and CSA staff has indicated that it continues to make the necessary improvements to infrastructure on an annual basis. Additionally, the CSA successfully underwent Proposition 218 proceedings in 2013 which allowed the CSA to collect \$350 from each parcel within its boundaries over a three year period, to be placed in a restricted reserve for capital projects in the CSA's water system. The CSA should consider adding a similar reserve for the wastewater facility if and when a new Proposition 218 effort is undertaken.

- e) The Wild Wings CSA is a part of the County of Yolo, and is governed by the Yolo County Board of Supervisors. As such, the CSA is subject to the financial policies that have been adopted by the County, which the County is currently in the process of re-writing to better align with nationwide best practices in financial management. The County should continue to monitor the CSA to ensure that it adheres to any new countywide financial policies and best practices.
- f) The CSA does not currently have any debt.

Financial Ability MSR Determination

The CSA has had issues with overspending its revenues in all three of its service functions (water, wastewater, parks and recreation) during the first four of the past five years. . In response the CSA

successfully underwent Proposition 218 proceedings in 2013 to raise its water and wastewater rates, which should help to resolve these issues.

The CSA has strong financial policies, as determined by the Yolo County Board of Supervisors,. However, LAFCo has some concerns that the CSA should be more actively monitored to ensure that it maintains strong financial management practices. The CSA does also engage in some strong financial practices, such as developing a strong reserve, which it is bolstering with a property tax assessment to be put into a restricted capital fund for the water system. The CSA also has no debt, and is actively maintaining an infrastructure replacement plan.

5. SHARED SERVICES AND FACILITIES

Status of, and opportunities for, shared facilities.

	YES	MAYBE	NO
a) Is the agency currently sharing services or facilities with other organizations? If so, describe the status of such efforts.	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Are there any opportunities for the organization to share services or facilities with neighboring or overlapping organizations that are not currently being utilized?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Are there any governance options that may produce economies of scale and/or improve buying power in order to reduce costs?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) Are there governance options to allow appropriate facilities and/or resources to be shared, or making excess capacity available to others, and avoid construction of extra or unnecessary infrastructure or eliminate duplicative resources?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

Discussion:

- a-b) The CSA currently shares many services with the County, which offers the administrative, overhead, and management services necessary to keep the CSA functioning. Additionally, the CSA Coordinator position splits its time between the various CSA's in Yolo County, which allows small CSA's who could not independently afford a dedicated staff member to receive the attention and staffing they need to function.
- c-d) LAFCo is not aware of any alternate governance options or overlapping boundary issues that can be considered in the MSR.

Shared Services MSR Determination

LAFCo staff is not aware of any opportunities for shared services or alternate governance options that might reduce costs, increase efficiencies, make excess capacity available to others, or avoid duplicative efforts.

6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES

Accountability for community service needs, including governmental structure and operational efficiencies.

	YES	MAYBE	NO
a) Are there any issues with meetings being accessible and well publicized? Any failures to comply with disclosure laws and the Brown Act?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Are there any issues with filling board vacancies and maintaining board members?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Are there any issues with operational efficiencies such as budget development, staff turnover, transparency or decision-making processes?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
d) Is there a lack of regular audits, adopted budgets and public access to these documents?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

YOLO LAFCo MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

e) Are there any recommended changes to the organization's governance structure that will increase accountability and efficiency?

f) Are there any governance restructure options to enhance services and/or eliminate deficiencies or redundancies?

g) Are there any opportunities to eliminate overlapping boundaries that confuse the public, cause service inefficiencies, unnecessarily increase the cost of infrastructure, exacerbate rate issues and/or undermine good planning practices?

Discussion:

a-b) The Yolo County Board of Supervisors meets on various Tuesdays in Room 206 of the County Administration Building, where they make decisions regarding the Wild Wings CSA during their regular meeting agendas. The Board is in compliance with public meeting regulations, and all meeting materials (including agendas, minutes, and video recordings) can be accessed on the County's website.

Additionally, the CSA has an advisory committee and recreation and golf advisory subcommittees that both meet regularly and are in compliance with Brown Act regulations. The recreation and golf subcommittee currently has all its seats filled, and the CSA advisory committee has two openings. The vacancies appear to be coincidental and not a chronic issue. Two of the appointed members serve on both committees. LAFCo is not aware of any issues with frequent vacancies that might be resolved through this MSR process.

b) The CSA is communicating with the Advisory Committee and the Wild Wings residents well. The CSA has stated that it conducts publically noticed advisory committee meetings, provides bimonthly statements to customers, sends updates on the Homeowners Association (HOA) list serve, and sends a representative to report on CSA issues at every HOA meeting. However, while conducting interviews for this MSR, items were raised that suggest that there are issues regarding operational efficiencies in terms of responsiveness between the CSA function and other County

departments such as the Board of Supervisors, the County Administrator's Office, and County Counsel's office. There appear to be internal County customer service issues with the CSA function.

LAFCo experienced significant delays in our requests for information. During the MSR process LAFCo sent the initial request for information on October 15, 2013, and did not receive a response until January 21, 2014. During the three month period LAFCo reached out to CSA staff on four occasions to inquire about the status of the information request, and received only one short email in response. When LAFCo did receive the response we were informed that our questions regarding the CSA budgets would be forwarded to PPW business services, and we did not receive a response regarding that information until April 15, 2014, after reminding CSA staff of the outstanding request.

When the requested information was provided it was, in one case, incomplete to the point of being misleading. The CSA response stated that the CSA had been through "a number of years of collaboration" with the Yolo-Solano Air Quality Control District to mediate any outstanding odor concerns from the residents. The CSA's response did not disclose the Notice of Violation dated 5/21/12, of which the Mutual Settlement Agreement was still active at the time of LAFCo's request for information. In contrast, LAFCo received 260 pages of documentation from the AQMD detailing extensive back and forth between AQMD and the CSA.

No inaccurate information was conveyed, but it was far short of being forthcoming and failed to provide directly relevant information to this MSR. The CSA directed LAFCo to their website for additional information on the odor issues when the website turned out to be incomplete. Per Government Code Section 56386(a), CSA staff "shall furnish the executive officer with any records or information in their possession which may be necessary to assist the commission and the executive officer in their duties, including, but not limited to, the preparation of reports...".

LAFCo does not suggest that any of these issues were intentional and could have occurred because staff resources may be spread too thin. The County should consider providing additional staff resources if possible or provide whatever support may be necessary to resolve these customer service issues as the CSA function is an extremely important one.

- d) The Wild Wings CSA is part of the County of Yolo, and is therefore subject to the same financial regulations and practices of the County. The Board of Supervisors routinely adopts a budget for the CSA as part of their annual budget process, the County Auditor-Controller provides financial reports at the close of each FY, and the County also commissions an independent audit each year. This information is all publicly available on the County Auditor-Controller website.
- However, the Wild Wings CSA documentation is very difficult to pinpoint in the County's financial documents (such as adopted budgets, financial reports and audits), which often span several hundred pages and dozens of County departments. The CSA has stated that it will begin providing adopted budgets and third party financial audits on each CSA website beginning in fiscal year 14/15.
- e-f) LAFCo currently is not aware of any possible changes to the governance structure that would increase accountability, enhance services, or eliminate redundancies.
- g) LAFCo is not aware of any overlapping boundary issues that confuse the public, cause service inefficiencies, unnecessarily increase the cost of infrastructure, exacerbate rate issues and/or undermine good planning practices. The Wild Wings CSA does have overlapping boundaries with several other special districts, but none offer similar services that would cause potential confusion or conflict.

Accountability, Structure and Efficiencies MSR Determination

The CSA has frequent, publicly accessible meetings that are well publicized in accordance with the Brown Act. It communicates with the residents well via a regular newsletter. There appear to be no chronic issues with filing advisory committee vacancies. The CSA adopts annual budgets and completes annual audits as part of the county wide financial management policies. There are no recommended changes to the organization's structure that would enhance services or eliminate deficiencies or redundancies in services. There are no overlapping boundaries that confuse the public and cause service inefficiencies.

While conducting interviews for this MSR, discussions topics were raised that suggest there are issues regarding operational efficiencies in terms of responsiveness between the CSA function and other County departments such as the Board of Supervisors, the County Administrator's Office, and County

Counsel's office. There appear to be internal County customer service issues with the CSA function. LAFCo experienced delays in responses to requests for information and responses that were incomplete. The County should consider providing additional staff resources if possible or provide whatever support may be necessary to resolve these customer service issues as the CSA function is an important one.

7. OTHER ISSUES

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

	YES	MAYBE	NO
a) Are there any other service delivery issues that can be resolved by the MSR/SOI process?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

Discussion:

- a) LAFCo staff conducted outreach to several Wild Wings CSA stakeholders while researching this MSR, including CSA staff, the PPW Interim Director, staff in the County Administrator's Office, County Counsel, the District 3 Supervisor, the Wild Wings CSA Advisory Committee and several of the CSA's regulatory agencies. None of these parties identified additional service delivery issues that need to be resolved in the MSR.

Other Issues MSR Determination

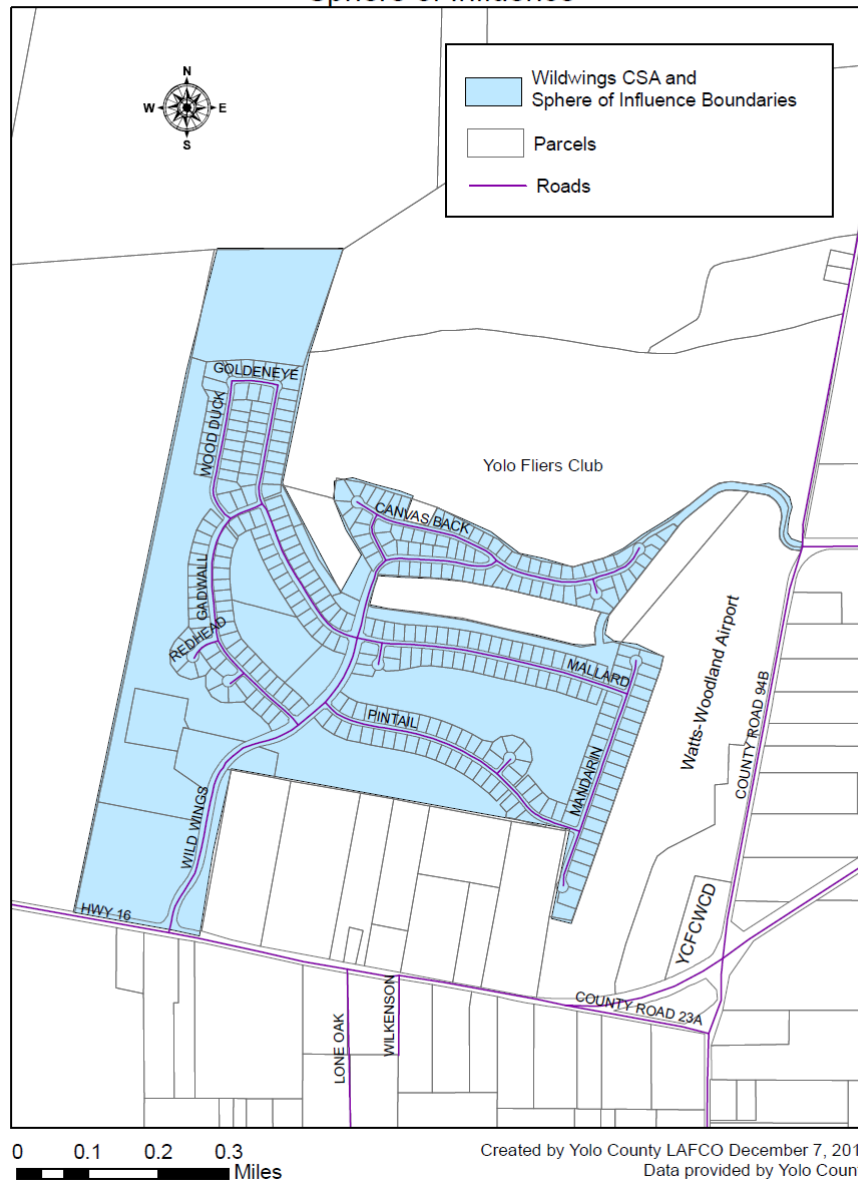
Outreach with multiple Wild Wings CSA stakeholders has not identified any additional issues related to effective or efficient service delivery that might be resolved in this MSR.

SPHERE OF INFLUENCE STUDY

The boundaries for the Wild Wings CSA are as reflected in the map below. The SOI for the Wild Wings CSA is coterminous with the boundaries.

LAFCo is not aware of any development proposals or requests by adjacent landowners to connect to the municipal services of the Wild Wings CSA for any health and safety issues. Therefore, no SOI is recommended with this review.

Wild Wings County Service Area and Sphere of Influence



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.

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