

TO: Olin Woods, Chair, and members of the
Yolo County Local Agency Formation Commission

FROM: Elizabeth Castro Kemper, Executive Officer
Elisa Carvalho, Senior Management Analyst

DATE: June 23, 2008

RE: Public Hearing to consider and adopt the final Madison Community Services District Municipal Service Review and Sphere of Influence Study and the Initial Study and Mitigated Negative Declaration of Environmental Impact, and direct staff to incorporate District comments into the Study

RECOMMENDED ACTION

1. Open the Public Hearing to receive comments on the Final Madison Community Services District Municipal Service Review and Sphere of Influence Study (Exhibit 1) and the Initial Study (Exhibit 1, Appendix A) and Mitigated Negative Declaration of Environmental Review (Exhibit 1, Appendix B); and
2. Approve the Initial Study (Exhibit 1, Appendix A) and Mitigated Negative Declaration of Environmental Impact (Exhibit 1, Appendix B) as the appropriate environmental review; and
3. Adopt the Final Madison Community Services District Municipal Service Review and Sphere of Influence Study (Exhibit 1) adding the new evaporation/percolation ponds to the 10- and 20-year sphere lines (Map A), which include:
 - a. Developed property: a commercial/industrial business, the Migrant Housing Center, and five of the District's seven wastewater treatment ponds

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*★ Executive Officer Elizabeth Castro Kemper ★ Senior Management Analyst Elisa Carvalho ★
★ Commission Counsel Stephen Nocita ★ Commission Clerk Terri Tuck ★*

- b. Undeveloped property: railroad right-of-way; and
4. Direct staff to incorporate District comments (Attachment 1) into the Final Madison Community Services District Municipal Service Review and Sphere of Influence Study

FISCAL IMPACT

Michael Brandman Associates (MBA) has been retained to prepare and complete the study. The cost of the study has been budgeted in fiscal year 2007-08.

REASON FOR RECOMMENDED ACTION

After evaluation of the Madison CSD's growth projections, services, facilities, and finances, staff and the consultant have determined that the District's recommended sphere of influence is appropriate for the District's current and future service capabilities.

BACKGROUND

Yolo County LAFCO has been working with the consultant for the Madison CSD MSR and SOI for over a year. Yolo County LAFCO entered into a contract with Michael Brandman Associates (MBA) on May 14, 2007 for a Municipal Services Review, Sphere of Influence Study, and CEQA Initial Study for the Madison Community Services District.

On September 24, 2007, the Commission received the draft Madison Community Services District Municipal Service Review and Sphere of Influence Study. The first public hearing for this study was scheduled for December 10, 2007. The hearing was continued to January 28, 2008 to allow LAFCO more time to work with the consultant on mapping and other concerns.

The public hearing was, again, continued from January 28, 2008 to February 25, 2008 to allow sufficient time for distribution and review of the draft Negative Declaration and Initial Study to local and state agencies. Additionally, due to unexpected staff turnover in the MBA consulting team, new staff had been allocated to the project extending the completion time for the project.

On February 25, 2008 the Commission received comments on the Sphere of Influence and draft Mitigated Negative Declaration of Environmental Impact and Initial Study and the Commission continued the public hearing to April 28, 2008 for final review. On April 28, 2008, the public hearing was continued to June 23, 2008, to allow additional time to work with the consultant to address remaining issues and mapping concerns.

Madison CSD

The Madison CSD was formed to provide wastewater treatment, water supply, and parks services to the town of Madison. The CSD encompasses the town and is located in central

Yolo County, about 1 mile west of Interstate 505 on the south side of State Highway 16. Wastewater treatment and domestic water is also extended, through an out-of-agency agreement, to the Yolo County Housing Farm Worker Migrant Center located immediately east of Madison.

The District is capable of providing service within the District and the suggested SOI with its 1.5 acre park, three wells, and wastewater treatment system. The existing park includes playground facilities that, in conjunction with the playground in the Migrant Center, provide adequate services.

The District provides potable water from its main well; a second well is available for a back up supply; the third well has tested positive for contaminants and is scheduled for demolition. The main well provides sufficient water to meet current and future (SOI) water supply demands. The main well also provides water flow for fire suppression, but cannot meet the minimum ISO standards. A recent study suggested increasing the pipe diameter to increase and achieve optimum flows.

The District's wastewater system is capable of accommodating the residents of Madison and the Migrant Center and has recently been expanded to accommodate additional growth. Based on previous wastewater violations, the Regional Water Quality Control Board (RWQCB) limited the District to four additional wastewater connections. As a result, the District has worked with the RWQCB to meet wastewater requirements and standards to increase its wastewater capacity. The District has recently completed a facility expansion and is assessing available capacity to determine how much additional growth can be accommodated. Preliminary tests indicate that the District may have additional capacity for 50 to 100 connections.

Madison CSD Manager Leo Refsland states the wastewater system was expanded to accommodate property in the sphere of influence. The current sphere of influence generally includes developed and undeveloped property east of Railroad Street and south of Highway 16. The developed properties include a commercial/industrial business east of County Road 89; the Migrant Housing Center immediately east of the commercial/industrial business and south of Highway 16; and five of the District's seven wastewater treatment ponds east of and adjacent to the Migrant Center.

The 3.77-acre Railroad property located between Railroad Street and County Road 89 is the only undeveloped property in the sphere. The Railroad Property is adjacent to the District and ideally suited for infill development. This property is zoned for commercial and residential uses. Sixteen units are projected for the Railroad Property (note: this number is reduced from the 32 units indicated in the MSR/SOI and the IS). Assuming an average 2.8 people per household, development of this property would result in a population increase of 49 people.

The two newest ponds, outside the sphere, are currently in service and help the District provide wastewater service to areas in the District and the sphere. Additionally, the

inclusion of the new ponds in the SOI will allow all of the District's facilities to be inside the District's planning area for future annexation.

Sphere Recommendation

Staff recommends the Sphere of Influence boundaries include the two newest and northernmost wastewater ponds, northeast and outside of the current sphere boundaries (see Map A) because the ponds are developed and in use. The District owns the wastewater ponds and uses them for wastewater disposal. They have been in operation for several years. Including the ponds in the sphere would allow the District to have all its facilities in the SOI as a precursor to annexation into the District.

Environmental Review

The Commission must also adopt the Initial Study and Mitigated Negative Declaration of environmental impact. The draft Mitigated Negative Declaration reviews the recommended sphere area. Virtually all of the included sites are already developed to the extent allowed under current County zoning including the Migrant Housing Center, Madison CSD wastewater treatment ponds, and commercial and industrial businesses. The 3.7 acre Railroad property is the only vacant site. The recent wastewater treatment facility expansion will be able to accommodate the 16 homes and 44 residents projected for the residential portion of this property.

The draft Initial Study and Mitigated Negative Declaration have been posted on the Yolo LAFCO website and distributed to interested parties, including the state clearinghouse, on February 20, 2008 consistent with the release of the Yolo LAFCO agenda for the February 25th meeting. The 30-day review period ended on March 21, 2008.

LAFCO received a response to the Initial Study and Mitigated Negative Declaration from Anne Olson of the California Regional Water Quality Control Board on March 24, 2008. Ms. Olson agreed with the Study's conclusions and that the environmental document was appropriate.

Other Agency Involvement

The consultant has been working with the District to complete this study. District Manager Leo Refsland provided comments (Attachment 1) after reviewing the draft documents. His comments will be incorporated into the Municipal Service Review and Sphere of Influence Study and the Initial Study as appropriate.

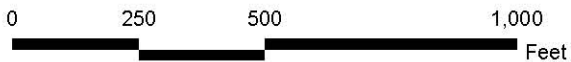
Map A: Current and Proposed Sphere of Influence
Attachment 1: District Comments

Exhibit 1: Madison CSD MSR/SOI
Appendix A: Initial Study
Appendix B: Mitigated Negative Declaration

On file with the Yolo LAFCO Office or on-line at www.yololafco.org



Source: USDA NAIP Yolo County (2005) and MBA GIS (2008)



Michael Brandman Associates

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Exhibit 4 Current and Proposed Sphere of Influence

COUNTY OF YOLO LAFCO • MADISON COMMUNITY SERVICES DISTRICT
MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE STUDY

To:
Elizabeth Castro Kemper
LAFCO Executive Officer

From:
Leo Refsland
MCSD

Dear Elizabeth,

I have had the opportunity to review the draft SOI. The draft SOI appears to be complete, however there are some areas that I felt compelled to comment. They are as follows,

Response to Draft SOI:

2.1.1- Growth and population projections:

The properties/projects within the current proposed SOI boundaries can be supported by the district. Any larger development identified by the general plan outside of proposed SOI boundaries would need to mitigate increasing services as well as flood prevention. Currently there are two large development potential sites. Each of the sites, are actively seeking inclusion in the general plan update. Both property owners are aware of the limitations they would face in moving forward with planned development. They are also aware of the requirements to mitigate the limitations to allow them to move forward.

2.1.2.1 Wastewater treatment facility:

In April 2007 The MCSD secured an agreement with the adjacent property owner/s and lessee to allow an emergency discharge site. The MCSD sought approval and comment from County and District 5 Supervisor. The MCSD and DJH Engineering formulated an emergency discharge plan. The plan was then forwarded to the RWQCB for approval. This in turn satisfied one of the requirements of the WDR and cease and desist.

In November 2007 the MCSD completed expansion of the wastewater treatment facility. The expansion included raising the ponds by as much as four feet. Three dividing levees were also removed. This dramatically increased pond capacity. An engineers report on capacity achieved is being prepared by DJH Engineering. Preliminary numbers show that there is enough capacity to achieve 50 to 100 connections. Capacity issues in the past were a result of infiltration and inflow of storm water. During this past winter season the effect of storm water infiltration was able to be monitored. Through identifying and correcting possible infiltration points and the expansion of ponds there was a significant increase of capacity (freeboard). Further study and data collection will continue before relying on the high side of estimated capacity. The pond expansion was completed before the installation of the monitoring wells.

Most of the TSO's have been achieved. The MCSD expects to have the cease and desist lifted by fiscal year 2009.

2.1.2.2 Domestic water supply:

The District can supply water to firefighting apparatus however the supply does not meet ISO standards. This as a result makes the cost of fire insurance more expensive. The reason the ISO standard cannot be achieved at this time is that the water main diameter is too small. ISO requires water delivery at 1500gpm@20psi for residential and 2000gpm@20psi for commercial. A study performed by Wood Rogers Engineering suggested replacing the water supply pipe with larger diameter pipe. The replacement area would run linear from the west end of town (Tutt) down Main Street to the east side of town (migrant housing). The MCSD would need the additional infill (connection fees) and a grant to support this type of project.

2.1.4 Status of and shared opportunities:

The MCSD has in the past and continues to work with the ECSD when opportunities arise. Currently the MCSD is working with Madison Advisory Committee members obtaining a mitigation grant for park improvements. One of the things that were discussed and looked into was the possibility of turning the soccer field into a retention pond. This is done in other communities. It was determined that there would not be sufficient area or funds to pursue this type of project. There are no plans to use the park as a flood water retention basin. There have also been several good will opportunities between the MCSD and property owners such as preliminary grant writing/source identification and an emergency discharge site. The MCSD approached the board members of MERCESA to obtain access to excess dirt for fill during the pond expansion. It was agreed that the MCSD could use the dirt for fill at no cost. The MCSD is willing and welcomes any opportunity to work with any of the agencies mentioned to offset costs and maximize resources.

2.1.5 Governmental structure, accountability and operational efficiencies:

The MCSD currently is a member of the California Rural Water Association. The CRWA provides assistance with grants and low interest loans they also provide operator, management and board member training.

The 2008/2009 budget starts in July of 2008. The Budget includes appropriations for a quarterly news letter. The news letter will inform MCSD stakeholders of conservation tips, construction projects, cost factors and general community benefit information.

2.2.2 Present and probable need for public facilities and services:

In November 2007 the Ponds were expanded to the extent that they can handle infill within the boundaries of the proposed SOI.

2.2.3 - Present Capacity of Public Facilities:

The District can adequately provide flow for fire suppression how ever it cannot provide optimum flow for suppression. Infill (revenue opportunity) and grants will be needed to accomplish increasing water main diameter.

The historically contaminated well located at the migrant housing center is permanently off line and final demolition is scheduled for November 2008.

3.3 Flooding

The MCSD performs an annual pre winter inspection of all manholes located within the wastewater system. The inspection identifies the presence of a liner that prevents infiltration of storm water to the system. During the pre 2008 inspection four manholes were found to be missing liners. Replacing the missing liners dramatically reduced infiltration while maintaining maximum freeboard. There was also improved communication between the MCSD and the Housing Authority staff about the importance of not removing the liners during heavy rains. Further communication with the entire community of Madison will be accomplished through its quarterly newsletter.

The function of moving the drainage and diverting runoff around the town of Madison is still being worked on. The funding and implementation of this type of solution would have to come from the development of both the Dunmore property (west end) and the Kaufman property (east end).

The Caltrans project was lumped in with further improvements that continue up HWY 16 through the valley. This was unfortunate because the I -505 to Oakdale Ranch Road portion seems to have the full support of the community. The project has been delayed because of the concerns of those affected further up HWY 16. This project is sluggishly moving forward. This project would be extremely beneficial to the community of Madison.

End of comments.

At its May board meeting. The MCSD board was presented the draft boundary map. The board unanimously approved the boundary. The board was also informed of the direction the LAFCO draft SOI was headed. The board granted me the authority to comment accordingly. The draft SOI is concurrent with what the MCSD board feels is appropriate. The MCSD supports the draft SOI and the mitigated negative declaration.

Sincerely,

Leo Refsland
MCSD