

# YOLO LOCAL AGENCY FORMATION COMMISSION

## Special Meeting AGENDA

**December 1, 2022 - 11:00 a.m.**

Please note the time change for this meeting only

### COMMISSIONERS

OLIN WOODS, CHAIR (PUBLIC MEMBER)  
NORMA ALCALA, VICE CHAIR (CITY MEMBER)  
WADE COWAN (CITY MEMBER)  
GARY SANDY (COUNTY MEMBER)  
DON SAYLOR (COUNTY MEMBER)

### ALTERNATE COMMISSIONERS

ANGEL BARAJAS (COUNTY MEMBER)  
RICHARD DELIBERTY (PUBLIC MEMBER)  
GLORIA PARTIDA (CITY MEMBER)

### BOARD OF SUPERVISORS CHAMBERS

625 COURT STREET, ROOM 206  
WOODLAND, CA 95695

CHRISTINE CRAWFORD  
EXECUTIVE OFFICER

ERIC MAY  
COMMISSION COUNSEL

**NOTE: Effective June 30, 2022, all meetings of the Yolo Local Agency Formation Commission (LAFCo) will be held in person in the Board of Supervisors chambers, located at 625 Court Street, Woodland, Room 206 and via Zoom. While the Board chambers is open for public attendance, you are strongly encouraged to participate in the meeting via Zoom. The Zoom link and instructions for participating in the meeting by providing comment and testimony through Zoom are set forth in the "Public Participation Instructions" on the final page of this agenda.**

**If you attend the Commission meeting in person, please maintain appropriate social distancing to the extent feasible (i.e., maintain a six-foot distance between yourself and other individuals). Face coverings are encouraged but not required for attendees.**

### NOTICE:

This agenda has been posted at least five (5) calendar days prior to the meeting in a location freely accessible to members of the public, in accordance with the Brown Act and the Cortese-Knox-Hertzberg Act. The public may subscribe to receive emailed agendas, notices and other updates by contacting staff at [lafco@yolocounty.org](mailto:lafco@yolocounty.org).

All persons are invited to testify and submit written comments to the Commission. If you challenge a LAFCo action in court, you may be limited to issues raised at the public hearing or submitted as written comments prior to the close of the public hearing. If you wish to submit written material at the hearing, please supply 8 copies.

### FPPC - Notice to All Parties and Participants in LAFCo Proceedings

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

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

the matter.

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

#### CALL TO ORDER

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

#### CONSENT AGENDA

4. Renew authorization for remote (teleconference/videoconference) meetings pursuant to Assembly Bill 361 on the basis that (a) the COVID-19 pandemic state of emergency is ongoing, and (b) meeting in person would present imminent risks to the health or safety of attendees
5. Approve the LAFCo Meeting Minutes of September 22, 2022
6. Review and file Fiscal Year 2022/23 First Quarter Financial Update
7. Ratify **Resolution 2022-09** commending Don Saylor and **Resolution 2022-10** commending Wade Cowan on their tenure with the Yolo LAFCo as a Regular County Member and Regular City Member, respectively

#### PUBLIC HEARING

8. Consider approval of **Resolution 2022-11** adopting the Municipal Service Review (MSR) for the County Service Areas (CSAs) and approving a Sphere of Influence (SOI) Update for the Wild Wings CSA (LAFCo No. 21-04), and determine the MSR/SOI Update is exempt from the California Environmental Quality Act (CEQA)

#### REGULAR AGENDA

9. Consider and adopt the Yolo LAFCo 2023 Meeting Calendar

#### EXECUTIVE OFFICER'S REPORT

10. A report by the Executive Officer on recent events relevant to the Commission and an update of staff activity for the month. The Commission or any individual Commissioner may request that action be taken on any item listed.
  - a. CALAFCO Conference Review
  - b. 12.01.22 Long Range Planning Calendar
  - c. EO Activity Report - September 19 through November 18, 2022

#### COMMISSIONER REPORTS

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

A. Present **Resolution 2022-09** commending Don Saylor and **Resolution 2022-10** commending Wade Cowan for their tenure with the Yolo LAFCo as a Regular County Member and Regular City Member, respectively.

## ADJOURNMENT

12. Adjourn to the next Regular LAFCo Meeting

I declare under penalty of perjury that the foregoing agenda was posted by 5:00 p.m. on Friday, November 25, 2022, at the following places:

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

ATTEST:

Terri Tuck, Clerk  
Yolo LAFCo

## NOTICE

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

## PUBLIC PARTICIPATION INSTRUCTIONS:

Effective June 30, 2022, all meetings of the Yolo Local Agency Formation Commission (LAFCo) will be held in person in the Board of Supervisors chambers, located at 625 Court Street, Woodland, Room 206. If you choose not to attend the Commission meeting in person but desire to follow the meeting remotely, make a general public comment, or comment on a specific item on the agenda, you may do so by:

- . Join through Zoom on your computer at <https://yolocounty.zoom.us/j/82365298419>, Webinar ID: 823 6529 8419, or participate by phone by calling 1-408-638-0968, Webinar ID: 823 6529 8419. Please note there is no participant code, you will just hit # again after the recording prompts you.
- . If you are joining the meeting via Zoom and wish to make a comment on an item, press the "raise a hand" button. If you are joining the meeting by phone, press \*9 to indicate a desire to make comment. The moderator will call you by name or phone number when it is your turn to comment. Press \*6 to unmute. The Commission reserves the right to impose a reasonable limit on time afforded to any topic or to any individual speaker.
- . If you wish to submit a written comment on a specific agenda item or on an item not on the agenda, please email the Commission Clerk at [lafco@yolocounty.org](mailto:lafco@yolocounty.org) or send to 625 Court Street, Suite 107, Woodland, CA 95695. Please include meeting date and item number. Please submit your comment by 3:00pm the day prior to the meeting, if possible, to provide the Commission a reasonable opportunity to review your comment in advance of the meeting. All written comments are distributed to the Commission, filed into the record, but will not be read aloud.



**LAFCO**

**Meeting Date:** 12/01/2022

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**Information**

**SUBJECT**

Renew authorization for remote (teleconference/videoconference) meetings pursuant to Assembly Bill 361 on the basis that (a) the COVID-19 pandemic state of emergency is ongoing, and (b) meeting in person would present imminent risks to the health or safety of attendees

**RECOMMENDED ACTION**

Renew authorization for remote (teleconference/videoconference) meetings pursuant to Assembly Bill 361 on the basis that (a) the COVID-19 pandemic state of emergency is ongoing, and (b) meeting in person would present imminent risks to the health or safety of attendees.

**FISCAL IMPACT**

None.

**REASONS FOR RECOMMENDED ACTION**

The recommended action is required by Assembly Bill 361 to continue meeting remotely during a declared state of emergency. The Commission has been meeting remotely pursuant to AB 361 since October 28, 2021. Some Commissioners returned to meeting in person on June 30, 2022 with various measures to minimize in-person attendance and to provide options for continued public participation via ZOOM. Renewing the AB 361 findings is nonetheless appropriate and, if adopted, the findings will allow the Commission to continue to participate remotely if needed or desired.

AB 361 amended the Brown Act to add simplified procedures that make it easier to hold remote meetings during a state of emergency proclaimed by the Governor (a local emergency is insufficient). See Gov. Code §54953(e). To meet remotely during a proclaimed emergency, the legislative body must find either of the following circumstances is present: (a) state or local officials continue to impose or recommend measures to promote social distancing; or (b) as a result of the declared emergency, the legislative body finds by majority vote that meeting in person would present imminent risks to the health or safety of attendees.

Like many other facilities throughout the County, the Board Chambers were not designed to ensure that attendees can remain six feet apart to reduce the possibility of infection with the virus that causes COVID-19; and, holding in-person meetings would encourage community members to come to County facilities to participate in local government, and some of them are likely to be at high risk for serious illness from COVID-19 and/or live with someone who is at high risk. All of these facts remain applicable presently even though the local case rate has decreased significantly. Altogether, staff believe the Commission can appropriately make the findings necessary to allow continued implementation of AB 361.

Finally, continuing to authorize remote meetings pursuant to AB 361 does not require the Commission to meet remotely, it merely allows one or Commissioners to do so as necessary or convenient. Staff anticipate that going forward, most or all Commissioners and essential staff will attend meetings in person and members of the public will likely choose to participate remotely for the sake of convenience. In a hybrid format staff would set up the Board Chambers to have physical distancing where at least every other seat for the public is out of service to ensure distance between attendees.

County staff has also taken reasonable precautions in the Board Chambers, such as adding HEPA filtration to ensure filtration of air to remove viral particles.

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### Attachments

*No file(s) attached.*

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### Form Review

Form Started By: Terri Tuck  
Final Approval Date: 11/17/2022

Started On: 11/08/2022 01:02 PM

Consent 5.

**LAFCO**

**Meeting Date:** 12/01/2022

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**Information**

**SUBJECT**

Approve the LAFCo Meeting Minutes of September 22, 2022

**RECOMMENDED ACTION**

Approve the LAFCo Meeting Minutes of September 22, 2022.

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**Attachments**

LAFCo Minutes 09.22.22

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**Form Review**

Form Started By: Terri Tuck  
Final Approval Date: 11/07/2022

Started On: 11/07/2022 11:04 AM





# YOLO LOCAL AGENCY FORMATION COMMISSION

## MEETING MINUTES

September 22, 2022

The Yolo Local Agency Formation Commission met on the 22<sup>nd</sup> day of September 2022, at 9:00 a.m. in the Yolo County Board of Supervisors Chambers, 625 Court Street, Room 206, Woodland CA, and via teleconference. Voting members present were Chair and Public Member Olin Woods, County Members Gary Sandy and Don Saylor, City Members Norma Alcala and Wade Cowan. Others present were Alternate Public Member Richard DeLiberty, Executive Officer Christine Crawford, Clerk Terri Tuck, and Counsel Eric May.

### CALL TO ORDER

Chair Woods called the Meeting to order at 9:09 a.m.

#### Item № 1 Pledge

Norma Alcala led the Pledge of Allegiance.

#### Item № 2 Roll Call

PRESENT: Alcala, Cowan, Sandy, Saylor, Woods ABSENT: None

#### Item № 3 Public Comments

None.

### CONSENT

Item № 4 Renew authorization for remote (teleconference/videoconference) meetings by finding, pursuant to Assembly Bill 361, that (a) the COVID-19 pandemic state of emergency is ongoing, and (b) meeting in person would present imminent risks to the health or safety of attendees

Item № 5 Approve the LAFCo Meeting Minutes of July 28, 2022

Item № 6 Review and file Fiscal Year 2021/22 Fourth Quarter Financial Update

Item № 7 Correspondence

**Minute Order 2022-29:** The recommended actions were approved.

MOTION: Cowan SECOND: Saylor  
AYES: Alcala, Cowan, Sandy, Saylor, Woods  
NOES: None

### PUBLIC HEARING

Item № 8 Public Hearing to consider and adopt Resolution 2022-08, approving the El Macero County Service Area (CSA) Sphere of Influence (SOI) Amendment

**and Annexation for 27384 Eagle View Court (LAFCo #22-01), waiving the protest proceedings, subject to findings and conditions contained in the resolution**

After an overview report by staff, the Chair opened the Public Hearing. There were no comments. The Public Hearing was closed.

**Minute Order 2022-30:** The Commission adopted **Resolution 2022-08**, approving the El Macero County Service Area (CSA) Sphere of Influence (SOI) Amendment and Annexation for 27384 Eagle View Court (LAFCo #22-01), waiving the protest proceedings, subject to findings and conditions contained in the resolution.

MOTION: Alcalá SECOND: Saylor  
 AYES: Alcalá, Cowan, Sandy, Saylor, Woods  
 NOES: None

**REGULAR**

**Item № 9**      **Consider the Municipal Service Review (MSR) and Sphere of Influence (SOI) Initial Study for the City of Winters (LAFCo No. 22-04) and determine a comprehensive MSR/SOI Update is not needed for this five-year review cycle per Government Code §56425(g)**

**Minute Order 2022-31:** The recommended action was approved.

MOTION: Cowan SECOND: Saylor  
 AYES: Alcalá, Cowan, Sandy, Saylor, Woods  
 NOES: None

**Item № 10**      **Consider adopting amendments to the Yolo LAFCo Administrative Policies and Procedures Section 3.0 Election, Powers and Duties of Members**

**Minute Order 2022-32:** The recommended action was approved.

MOTION: Sandy SECOND: Alcalá  
 AYES: Alcalá, Cowan, Sandy, Saylor, Woods  
 NOES: None

**Item № 11**      **Executive Officer's Report**

The Commission was given written reports of the Executive Officer's activities for the period of July 25 through September 16, 2022, and was verbally updated on recent events relevant to the Commission, including the Long Range Planning Calendar.

Staff noted that the October 27, 2022, meeting would most likely be cancelled for lack of items to include on the agenda. Additionally, with consensus from all members of the Commission, staff stated that the December 1, 2022 meeting will be moved to 11:00am, from its regular 9:00am time slot.

Staff stated that the Board of Supervisors will be taking up the fire MSR recommendations at its next meeting on September 27, 2022 as part of a broader informational update and direction on next steps.

Staff noted that she and several others, including counsel and two commissioners, would be attending the CALAFCO Conference October 19-21 and will report out afterwards.

**Item № 12    Commissioner Reports**

There were no reports.

**Item № 13    Adjournment**

**Minute Order 2022-33:** By order of the Chair, the meeting was adjourned at 9:32 a.m. to Closed Session

ATTEST:

\_\_\_\_\_  
Olin Woods, Chair  
Local Agency Formation Commission  
County of Yolo, State of California

\_\_\_\_\_  
Terri Tuck  
Clerk to the Commission





**LAFCO**

**Meeting Date:** 12/01/2022

**Information**

**SUBJECT**

Review and file Fiscal Year 2022/23 First Quarter Financial Update

**RECOMMENDED ACTION**

Review and file Fiscal Year 2022/23 First Quarter Financial Update.

**FISCAL IMPACT**

None.

**REASONS FOR RECOMMENDED ACTION**

The intent of the quarterly financial report is to provide the Commission with an update on how LAFCo performed financially in the previous quarter as compared to the adopted budget and to discuss any issues as appropriate. The practice was recommended during a previous audit as an additional safeguard to ensure sound financial management, given the small size of the LAFCo staff. In accordance with LAFCo Administrative Policies and Procedures, the Commission adopts the final budget and is authorized to make adjustments as appropriate.

**BACKGROUND**

The LAFCo FY 2022/23 budget was adopted on May 26, 2022. During the first quarter LAFCo remained on track with regards to both revenue and expenditures.

**REVENUES**

At the end of the first quarter of FY 2022/23 LAFCo had received \$454,422 (86.33%) of its expected revenues of \$522,756. Fund balance has been used to balance most of the remainder of the budget (13.08%). LAFCo's most significant revenue source comes from local government agency payments. By the close of the first quarter LAFCo had received 100% (\$451,356) of its funds from the agencies. Revenue not anticipated in the budget and received during the first quarter included final processing fees of \$3,065.86 (0.59%) for the City of Davis SOI Amendment for the DiSC 2022 Project (LAFCo No. 2022-02). Other minimal revenue not yet received includes investment earnings.

In Attachments B and C, the Yolo County Department of Financial Services (DFS) recorded an adjustment of \$4,624 to investment earnings to comply with Government Accounting Standard Board (GASB) reporting requirements. However, it is a financial reporting adjustment only and is not considered a spendable revenue for budget purposes. Therefore, the adjustment was not included in the Budget Status Summary. Additionally, the income statement (Attachment B) does not match staff's budget summary (Attachment A). This is because each year LAFCo uses some fund balance to balance its budget. The use of fund balance does not show up as new net income because its already in our fund.

**EXPENDITURES**

During the first quarter of FY 2022/23, LAFCo expended \$107,632 (20.59%) of its annual budgeted costs of \$522,756. LAFCo expended \$95,003.91 (24.28%) of its Salary and Benefits appropriation of \$391,310. LAFCo expended \$12,627.80 (12.45%) of its Services and Supplies appropriations of \$101,446.

## Attached Budget Reports

The Budget Status Summary (Attachment A) is a one-page summary of the budget. The Income Statement Report (Attachment B) shows the amount expended for the quarter, the year to date amount and budget and the percentage of budget used. The General Ledger Report (Attachment C) shows a running balance of all transactions, including both revenue and expenditure amounts.

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### Attachments

ATT A-FY22-23 1st QTR Budget Status Summary

ATT B-FY22-23 1st QTR Income Statement

ATT C-FY22-23 1st QTR General Ledger

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### Form Review

**Inbox**

Christine Crawford

Form Started By: Terri Tuck

Final Approval Date: 11/09/2022

**Reviewed By****Date**

11/08/2022 01:58 PM

Started On: 11/07/2022 12:35 PM

LAFCO BUDGET - 1st QUARTER BUDGET STATUS SUMMARY

FISCAL YEAR 2022/23

Account #	Account Name	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	Year to Date	FY 22/23 Budget	% Budget
<b>REVENUES</b>								
400700	INVESTMENT EARNINGS-POOL	\$0.00				\$0.00	\$ 3,000	0.00%
402010	OTHER GOVT AGENCY-COUNTY	\$225,678.00				\$225,678.00	\$ 225,678	100%
402030	OTHER GOVT AGENCY-WEST SACRAMENTO	\$78,983.00				\$78,983.00	\$ 78,983	100%
402040	OTHER GOVT AGENCY-WOODLAND	\$65,369.00				\$65,369.00	\$ 65,369	100%
402050	OTHER GOVT AGENCY-WINTERS	\$7,283.00				\$7,283.00	\$ 7,283	100%
402060	OTHER GOVT AGENCY-DAVIS	\$74,043.00				\$74,043.00	\$ 74,043	100%
403460	OTH CHRG FR SVC-LAFCO FEES	\$3,065.86				\$3,065.86	\$0	0.00%
405999	USE FUND BALANCE AVAILABLE-BUDGET ONLY	\$0.00				\$ 68,400	\$ 68,400	
	TOTAL AGENCY COST						\$ 451,356	
	TOTAL OTHER LISTED SOURCES						\$ 71,400	
	<b>TOTAL FINANCING SOURCES</b>	<b>\$ 454,422</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 522,822</b>	<b>\$ 522,756</b>	<b>100.01%</b>

LAFCO BUDGET - 1st QUARTER BUDGET STATUS SUMMARY

FISCAL YEAR 2022/23

Account #	Account Name	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	Year to Date	FY 22/23 Budget	% Budget
<b>SALARIES AND BENEFITS</b>								
500100	REGULAR EMPLOYEES	\$55,151.02				\$55,151.02	\$233,569	23.61%
500110	EXTRA HELP	\$2,888.13				\$2,888.13	\$0.00	0.00%
500310	RETIREMENT (CALPERS)	\$18,378.37				\$18,378.37	\$76,354	24.07%
500320	OASDI	\$3,610.76				\$3,610.76	\$14,208	25.41%
500330	FICA/MEDICARE TAX	\$844.45				\$844.45	\$4,021	21.00%
500340	HEALTH INSURANCE (Life Ins/EAP)	\$33.84				\$33.84	\$150.00	22.56%
500360	OPEB - RETIREE HEALTH INSURANCE	\$4,231.85				\$4,231.85	\$17,985	23.53%
500380	UNEMPLOYMENT INSURANCE	\$0.00				\$0.00	\$793	0.00%
500390	WORKERS' COMPENSATION INSURANCE	\$500.00				\$500.00	\$500	100.00%
500400	OTHER EMPLOYEE BENEFITS	\$9,365.49				\$9,365.49	\$43,730	21.42%
	<b>TOTAL SALARY &amp; BENEFITS</b>	<b>\$95,003.91</b>	<b>\$0.00</b>	<b>\$0.00</b>	<b>\$0.00</b>	<b>\$95,003.91</b>	<b>\$ 391,310</b>	<b>24.28%</b>
<b>SERVICES AND SUPPLIES</b>								
501021	COMMUNICATIONS - INTERNAL CHARGE	\$544.00				\$544.00	\$2,213	24.58%
501051	INSURANCE-PUBLIC LIABILITY	\$500.00				\$500.00	\$500	100.00%
501070	MAINTENANCE-EQUIPMENT	\$211.72				\$211.72	\$700	30.25%
501071	MAINTENANCE-BLDG IMPROVEMENT	\$0.00				\$0.00	\$250	0.00%
501090	MEMBERSHIPS	\$4,291.00				\$4,291.00	\$6,500	66.02%
501110	OFFICE EXPENSE	\$230.22				\$230.22	\$1,000	23.02%
501111	OFFICE EXP-POSTAGE	\$9.90				\$9.90	\$200	4.95%
501125	IT SERVICES-DPT SYS MAINT (Dept System Maint.)	\$0.00				\$0.00	\$6,000	0.00%
501126	IT SERVICES-ERP (Enterprise/Resource/Planning)	\$1,193.00				\$1,193.00	\$4,134	28.86%
501127	IT SERVICES-CONNECTIVITY	\$1,027.00				\$1,027.00	\$4,106	25.01%
501152	PROF & SPEC SVC-INFO TECH SVC	\$1,674.75				\$1,674.75	\$3,000	55.83%
501156	PROF & SPEC SVC-LEGAL SVC	\$0.00				\$0.00	\$12,000	0.00%
501165	PROF & SPEC SVC-OTHER	\$0.00				\$0.00	\$42,500	0.00%
501180	PUBLICATIONS AND LEGAL NOTICES	\$172.80				\$172.80	\$1,000	17.28%
501190	RENTS AND LEASES - EQUIPMENT	\$15.45				\$15.45	\$100	15.45%
501193	RENTS INTERNAL CHARGE (Records Storage-Archives)	\$0.00				\$0.00	\$1,243	0.00%
501205	TRAINING	\$2,510.00				\$2,510.00	\$5,000	50.20%
501210	MINOR EQUIPMENT (Computers)	\$0.00				\$0.00	\$2,000	0.00%
501250	TRANSPORTATION AND TRAVEL	\$247.96				\$247.96	\$7,000	3.54%
501264	UTILITIES INTERNAL CHARGE (water,sewer,HVAC debt)	\$0.00				\$0.00	\$2,000	0.00%
	<b>TOTAL SERVICES &amp; SUPPLIES</b>	<b>\$12,627.80</b>	<b>\$0.00</b>	<b>\$0.00</b>	<b>\$0.00</b>	<b>\$12,627.80</b>	<b>\$ 101,446</b>	<b>12.45%</b>
<b>OTHER CHARGES</b>								
502120	CONTRIBUTIONS TO NON-COUNTY AGENCIES	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	0.00%
502201	PAYMENTS TO OTHER GOV INSTITUTIONS	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	0.00%
	<b>TOTAL OTHER CHARGES</b>	<b>\$0.00</b>	<b>\$0.00</b>	<b>\$0.00</b>	<b>\$0.00</b>	<b>\$0.00</b>	<b>\$0.00</b>	<b>0.00%</b>
<b>OTHER FINANCING USES</b>								
503300	APPROP FOR CONTINGENCY	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$25,000	0.00%
503999	CONTRIBUTIONS TO FUND BALANCE	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$5,000.00	0.00%
	<b>TOTAL APPROPRIATIONS</b>	<b>\$0.00</b>	<b>\$0.00</b>	<b>\$0.00</b>	<b>\$0.00</b>	<b>\$0.00</b>	<b>\$ 30,000</b>	<b>0.00%</b>
	<b>TOTAL EXPENDITURES</b>	<b>\$ 107,632</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 107,632</b>	<b>\$ 522,756</b>	<b>20.59%</b>



# Income Statement

GL293 Date 11/07/22  
Time 13:29

Company 1000 - YOLO COUNTY  
Income Statement  
For Period 1 Through 3 Ending September 30, 2022

USD

Fiscal Year 2023 Budget 5

6940-0052-02981

6940522981

6940-LAF-LOCAL AGENCY FORMATIO

Account Nbr	Description	Period Amount	Period Budget	Pct Of Budget	Year To Date Amount	Year To Date Budget	Pct Of Budget
NETFUND/POST	NET FUND BALANCE						
REVENUES	REVENUES						
REVUSEMONEY	REVENUE FROM USE OF MONEY AND						
400700-0000	INVESTMENT EARNINGS-POOL	0.00	3,000.00-	0.00	0.00	3,000.00-	0.00
400705-0000	GASB 31 FMV - DFS ONLY	4,624.00-	0.00	0.00	4,624.00-	0.00	0.00
	Total REVENUE FROM USE OF MONE	4,624.00-	3,000.00-	154.13	4,624.00-	3,000.00-	154.13
INTGOVREVENU	INTERGOVERNMENTAL REVENUES						
OTHRGOVAGNCY	OTHER GOVERNMENTAL AGENCIES						
402010-0001	OTHR GOVT AGENCY-OTH CO-CITYS	225,678.00-	225,678.00-	100.00	225,678.00-	225,678.00-	100.00
402030-0001	OTHR GOVT AGENCY-WEST SAC	78,983.00-	78,983.00-	100.00	78,983.00-	78,983.00-	100.00
402040-0001	OTHR GOVT AGCY-WOODLAND	65,369.00-	65,369.00-	100.00	65,369.00-	65,369.00-	100.00
402050-0001	OTHR GOVT AGCY-WINTERS	7,283.00-	7,283.00-	100.00	7,283.00-	7,283.00-	100.00
402060-0001	OTHR GOVT AGCY-DAVIS	74,043.00-	74,043.00-	100.00	74,043.00-	74,043.00-	100.00
	Total OTHER GOVERNMENTAL AGENC	451,356.00-	451,356.00-	100.00	451,356.00-	451,356.00-	100.00
	Total INTERGOVERNMENTAL REVENU	451,356.00-	451,356.00-	100.00	451,356.00-	451,356.00-	100.00
CHG FOR SVCS	CHARGES FOR SERVICES						
403460-0000	OTH CHRGR FR SVC-LAFCO FEE	3,065.86-	0.00	0.00	3,065.86-	0.00	0.00
	Total CHARGES FOR SERVICES	3,065.86-	0.00	0.00	3,065.86-	0.00	0.00
OTHRFINANSRC	OTHER FINANCING SOURCES						
405999-0000	USE FD BAL AVAIL-BUDGET ONLY	0.00	68,400.00-	0.00	0.00	68,400.00-	0.00
	Total OTHER FINANCING SOURCES	0.00	68,400.00-	0.00	0.00	68,400.00-	0.00
	Total REVENUES	459,045.86-	522,756.00-	87.81	459,045.86-	522,756.00-	87.81
EXPENDITURES	EXPENDITURES						
SALARY&BEN	SALARIES AND EMPLOYEE BENEFITS						
SALARY&WAGES	SALARY AND WAGES						
500100-0000	REGULAR EMPLOYEES	55,151.02	233,569.00	23.61	55,151.02	233,569.00	23.61
500110-0000	EXTRA HELP	2,888.13	0.00	0.00	2,888.13	0.00	0.00
	Total SALARY AND WAGES	58,039.15	233,569.00	24.85	58,039.15	233,569.00	24.85
EMPBENEFITS	EMPLOYEE BENEFITS						
500310-0000	RETIREMENT	18,378.37	76,354.00	24.07	18,378.37	76,354.00	24.07
500320-0000	OASDI	3,610.76	14,208.00	25.41	3,610.76	14,208.00	25.41
500330-0000	FICA/MEDICARE	844.45	4,021.00	21.00	844.45	4,021.00	21.00
500340-0000	HEALTH INSURANCE	33.84	150.00	22.56	33.84	150.00	22.56
500360-0000	OPEB - RETIREE HEALTH INSURANC	4,231.85	17,985.00	23.53	4,231.85	17,985.00	23.53
500380-0000	UNEMPLOYMENT INSURANCE	0.00	793.00	0.00	0.00	793.00	0.00
500390-0000	WORKERS' COMP INSURANCE	500.00	500.00	100.00	500.00	500.00	100.00
500400-0000	OTHER EMPLOYEE BENEFITS	9,365.49	43,730.00	21.42	9,365.49	43,730.00	21.42
	Total EMPLOYEE BENEFITS	36,964.76	157,741.00	23.43	36,964.76	157,741.00	23.43
	Total SALARIES AND EMPLOYEE BE	95,003.91	391,310.00	24.28	95,003.91	391,310.00	24.28
SERVSUPPLIES	SERVICES AND SUPPLIES						
501021-0000	COMMUNICATIONS INTERNAL CHARGE	544.00	2,213.00	24.58	544.00	2,213.00	24.58
501051-0000	INSURANCE-PUBLIC LIABILITY	500.00	500.00	100.00	500.00	500.00	100.00
501070-0000	MAINTENANCE-EQUIPMENT	211.72	700.00	30.25	211.72	700.00	30.25
501071-0000	MAINTENANCE-BLDG IMPROVEMENT	0.00	250.00	0.00	0.00	250.00	0.00
501090-0000	MEMBERSHIPS	4,291.00	6,500.00	66.02	4,291.00	6,500.00	66.02
501110-0000	OFFICE EXPENSE	230.22	1,000.00	23.02	230.22	1,000.00	23.02
501111-0000	OFFICE EXP-POSTAGE	9.90	200.00	4.95	9.90	200.00	4.95
501125-0000	IT SERVICE-DPT SYS MAINT	0.00	6,000.00	0.00	0.00	6,000.00	0.00

# Income Statement

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Fiscal Year 2023 Budget

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6940-0052-02981

6940522981

6940-LAF-LOCAL AGENCY FORMATIO

Account Nbr	Description	Period Amount	Period Budget	Pct Of Budget	Year To Date Amount	Year To Date Budget	Pct Of Budget
501126-0000	IT SERVICE-ERP	1,193.00	4,134.00	28.86	1,193.00	4,134.00	28.86
501127-0000	IT SERVICE-CONNECTIVITY	1,027.00	4,106.00	25.01	1,027.00	4,106.00	25.01
501152-0000	PROF & SPEC SVC-INFO TECH SVC	1,674.75	3,000.00	55.83	1,674.75	3,000.00	55.83
501156-0000	PROF & SPEC SVC-LEGAL SVC	0.00	12,000.00	0.00	0.00	12,000.00	0.00
501165-0000	PROF & SPEC SVC-OTHER	0.00	42,500.00	0.00	0.00	42,500.00	0.00
501180-0000	PUBLICATIONS AND LEGAL NOTICES	172.80	1,000.00	17.28	172.80	1,000.00	17.28
501190-0000	RENTS AND LEASES - EQUIPMENT	15.45	100.00	15.45	15.45	100.00	15.45
501193-0000	RENT INTERNAL CHARGE	0.00	1,243.00	0.00	0.00	1,243.00	0.00
501205-0000	TRAINING	2,510.00	5,000.00	50.20	2,510.00	5,000.00	50.20
501210-0000	MINOR EQUIPMENT	0.00	2,000.00	0.00	0.00	2,000.00	0.00
501250-0000	TRANSPORTATION AND TRAVEL	247.96	7,000.00	3.54	247.96	7,000.00	3.54
501264-0000	UTILITIES INTERNAL CHARGE	0.00	2,000.00	0.00	0.00	2,000.00	0.00
	Total SERVICES AND SUPPLIES	12,627.80	101,446.00	12.45	12,627.80	101,446.00	12.45
CONTINGENCY	APPROPRIATION FOR CONTINGENCIE						
503300-0000	APPROPRIATION FOR CONTINGENCY	0.00	25,000.00	0.00	0.00	25,000.00	0.00
503999-0000	CONTRIBUTION TO FUND BALANCE	0.00	5,000.00	0.00	0.00	5,000.00	0.00
	Total APPROPRIATION FOR CONTIN	0.00	30,000.00	0.00	0.00	30,000.00	0.00
	Total EXPENDITURES	107,631.71	522,756.00	20.59	107,631.71	522,756.00	20.59
	Total NET FUND BALANCE	351,414.15-	0.00	0.00	351,414.15-	0.00	0.00

# General Ledger Report

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RUNNING BAL TRANS - RUNNING BALANCE TRANS REPORT  
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Activity Beg Bal and Activity

Accounting Unit 69405229816991 LOCAL AGENCY FORMATION COMM Resp Level 6940-0052-02981-6991

Posting	Sy	Pd	Journal/Seq	Inco	Transaction Desc	Activity	Catg	Debit	Credit	Balance
-----										
Account	400705-0000				GASB 31 FMV - DFS ONLY			Begin Balance		0.00
07/01/22	GL	01	A	2060-00	1000 GASB 31 FMV ADJ FY20				4,624.00	4,624.00-
					Total Activity	Account			4,624.00	
					400705-0000	GASB 31 FMV - DFS ONLY		End Balance		4,624.00-
-----										
Account	402010-0001				OTHR GOVT AGENCY-OTH CO-CITYS			Begin Balance		0.00
07/31/22	GL	01	N	56-00	1000 CountyPortionhLAFBud				225,678.00	225,678.00-
					Total Activity	Account			225,678.00	
					402010-0001	OTHR GOVT AGENCY-OTH CO-CITYS		End Balance		225,678.00-
-----										
Account	402030-0001				OTHR GOVT AGENCY-WEST SAC			Begin Balance		0.00
08/01/22	CB	02	N	1-00	1000 WSacPortionLAFBudget				78,983.00	78,983.00-
					Total Activity	Account			78,983.00	
					402030-0001	OTHR GOVT AGENCY-WEST SAC		End Balance		78,983.00-
-----										
Account	402040-0001				OTHR GOVT AGCY-WOODLAND			Begin Balance		0.00
08/05/22	CB	02	N	9-00	1000 WldPortionLAFBudget				65,369.00	65,369.00-
					Total Activity	Account			65,369.00	
					402040-0001	OTHR GOVT AGCY-WOODLAND		End Balance		65,369.00-
-----										
Account	402050-0001				OTHR GOVT AGCY-WINTERS			Begin Balance		0.00
09/30/22	CB	03	N	114-00	1000 WintersPortionLAFBud				7,283.00	7,283.00-
					Total Activity	Account			7,283.00	
					402050-0001	OTHR GOVT AGCY-WINTERS		End Balance		7,283.00-
-----										
Account	402060-0001				OTHR GOVT AGCY-DAVIS			Begin Balance		0.00
09/21/22	CB	03	N	62-00	1000 DavisPortionLAFBudge				74,043.00	74,043.00-
					Total Activity	Account			74,043.00	
					402060-0001	OTHR GOVT AGCY-DAVIS		End Balance		74,043.00-
-----										
Account	403460-0000				OTH CHRG FR SVC-LAFCO FEE			Begin Balance		0.00
09/14/22	CB	03	N	32-00	1000 PMT-LAF#22-02DavisSO				3,065.86	3,065.86-
					Total Activity	Account			3,065.86	
					403460-0000	OTH CHRG FR SVC-LAFCO FEE		End Balance		3,065.86-
-----										
Account	500100-0000				REGULAR EMPLOYEES			Begin Balance		0.00
07/01/22	GL	01	A	1027-00	1000 ACCR PAYROLL 7/8 86%				7,725.76	7,725.76-
07/08/22	PR	01	N	1-00	1000 Expense accrual		2,582.29			5,143.47-
07/08/22	PR	01	N	1-00	1000 Expense accrual		5,650.75			507.28
07/08/22	PR	01	N	1-00	1000 Expense accrual		74.35			581.63
07/08/22	PR	01	N	1-00	1000 Expense accrual		223.05			804.68
07/08/22	PR	01	N	1-00	1000 Expense accrual		135.90			940.58
07/08/22	PR	01	N	1-00	1000 Expense accrual		148.70			1,089.28
07/08/22	PR	01	N	1-00	1000 Expense accrual		135.91			1,225.19

# General Ledger Report

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Accounting Unit 69405229816991 LOCAL AGENCY FORMATION COMM Resp Level 6940-0052-02981-6991

Posting	Sy	Pd	Journal/Seq	Inco	Transaction Desc	Activity	Catg	Debit	Credit	Balance
			Account	500100-0000	REGULAR EMPLOYEES				Balance Fwd	1,225.19
07/08/22	PR	01	N	1-00	1000 Expense accrual			7.50		1,232.69
07/08/22	PR	01	N	1-00	1000 Expense accrual			25.00		1,257.69
07/22/22	PR	01	N	6-00	1000 Expense accrual			271.82		1,529.51
07/22/22	PR	01	N	6-00	1000 Expense accrual			594.82		2,124.33
07/22/22	PR	01	N	6-00	1000 Expense accrual			2,123.59		4,247.92
07/22/22	PR	01	N	6-00	1000 Expense accrual			4,721.35		8,969.27
07/22/22	PR	01	N	6-00	1000 Expense accrual			334.58		9,303.85
07/22/22	PR	01	N	6-00	1000 Expense accrual			50.97		9,354.82
07/22/22	PR	01	N	6-00	1000 Expense accrual			135.90		9,490.72
07/22/22	PR	01	N	6-00	1000 Expense accrual			148.70		9,639.42
07/22/22	PR	01	N	6-00	1000 Expense accrual			271.82		9,911.24
07/22/22	PR	01	N	6-00	1000 Expense accrual			297.41		10,208.65
07/22/22	PR	01	N	6-00	1000 Expense accrual			7.50		10,216.15
07/22/22	PR	01	N	6-00	1000 Expense accrual			25.00		10,241.15
08/05/22	PR	02	N	1-00	1000 Expense accrual			1,630.92		11,872.07
08/05/22	PR	02	N	1-00	1000 Expense accrual			5,687.93		17,560.00
08/05/22	PR	02	N	1-00	1000 Expense accrual			1,087.28		18,647.28
08/05/22	PR	02	N	1-00	1000 Expense accrual			260.23		18,907.51
08/05/22	PR	02	N	1-00	1000 Expense accrual			135.90		19,043.41
08/05/22	PR	02	N	1-00	1000 Expense accrual			148.70		19,192.11
08/05/22	PR	02	N	1-00	1000 Expense accrual			7.50		19,199.61
08/05/22	PR	02	N	1-00	1000 Expense accrual			25.00		19,224.61
08/19/22	PR	02	N	3-00	1000 Expense accrual			1,274.15		20,498.76
08/19/22	PR	02	N	3-00	1000 Expense accrual			1,036.31		21,535.07
08/19/22	PR	02	N	3-00	1000 Expense accrual			2,751.04		24,286.11
08/19/22	PR	02	N	3-00	1000 Expense accrual			223.06		24,509.17
08/19/22	PR	02	N	3-00	1000 Expense accrual			135.90		24,645.07
08/19/22	PR	02	N	3-00	1000 Expense accrual			148.70		24,793.77
08/19/22	PR	02	N	3-00	1000 Expense accrual			407.73		25,201.50
08/19/22	PR	02	N	3-00	1000 Expense accrual			2,974.10		28,175.60
08/19/22	PR	02	N	3-00	1000 Expense accrual			7.50		28,183.10
08/19/22	PR	02	N	3-00	1000 Expense accrual			25.00		28,208.10
09/02/22	PR	03	N	1-00	1000 Expense accrual			1,359.10		29,567.20
09/02/22	PR	03	N	1-00	1000 Expense accrual			2,676.69		32,243.89
09/02/22	PR	03	N	1-00	1000 Expense accrual			297.41		32,541.30
09/02/22	PR	03	N	1-00	1000 Expense accrual			135.90		32,677.20
09/02/22	PR	03	N	1-00	1000 Expense accrual			148.70		32,825.90
09/02/22	PR	03	N	1-00	1000 Expense accrual			1,359.10		34,185.00
09/02/22	PR	03	N	1-00	1000 Expense accrual			2,342.10		36,527.10
09/02/22	PR	03	N	1-00	1000 Expense accrual			260.23		36,787.33
09/02/22	PR	03	N	1-00	1000 Expense accrual			371.76		37,159.09
09/02/22	PR	03	N	1-00	1000 Expense accrual			7.50		37,166.59
09/02/22	PR	03	N	1-00	1000 Expense accrual			25.00		37,191.59
09/16/22	PR	03	N	4-00	1000 Expense accrual			1,359.10		38,550.69
09/16/22	PR	03	N	4-00	1000 Expense accrual				1,359.10	37,191.59
09/16/22	PR	03	N	4-00	1000 Expense accrual			1,630.92		38,822.51
09/16/22	PR	03	N	4-00	1000 Expense accrual			4,907.24		43,729.75
09/16/22	PR	03	N	4-00	1000 Expense accrual			371.76		44,101.51
09/16/22	PR	03	N	4-00	1000 Expense accrual			815.46		44,916.97
09/16/22	PR	03	N	4-00	1000 Expense accrual			135.90		45,052.87

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Accounting Unit 69405229816991 LOCAL AGENCY FORMATION COMM Resp Level 6940-0052-02981-6991

Posting	Sy	Pd	Journal/Seq	Inco	Transaction Desc	Activity	Catg	Debit	Credit	Balance
			Account	500100-0000	REGULAR EMPLOYEES					
									Balance Fwd	45,052.87
09/16/22	PR	03	N	4-00	1000	Expense accrual		148.70		45,201.57
09/16/22	PR	03	N	4-00	1000	Expense accrual		271.82		45,473.39
09/16/22	PR	03	N	4-00	1000	Expense accrual		594.82		46,068.21
09/16/22	PR	03	N	4-00	1000	Expense accrual		74.35		46,142.56
09/16/22	PR	03	N	4-00	1000	Expense accrual		7.50		46,150.06
09/16/22	PR	03	N	4-00	1000	Expense accrual		25.00		46,175.06
09/30/22	PR	03	N	5-00	1000	Expense accrual		2,582.28		48,757.34
09/30/22	PR	03	N	5-00	1000	Expense accrual		4,535.48		53,292.82
09/30/22	PR	03	N	5-00	1000	Expense accrual		1,412.69		54,705.51
09/30/22	PR	03	N	5-00	1000	Expense accrual		135.90		54,841.41
09/30/22	PR	03	N	5-00	1000	Expense accrual		148.70		54,990.11
09/30/22	PR	03	N	5-00	1000	Expense accrual		135.91		55,126.02
09/30/22	PR	03	N	5-00	1000	Expense accrual		25.00		55,151.02
Total Activity Account								64,235.88	9,084.86	
			Account	500100-0000	REGULAR EMPLOYEES				End Balance	55,151.02
			Account	500110-0000	EXTRA HELP				Begin Balance	0.00
07/01/22	GL	01	A	1027-00	1000	ACCR PAYROLL 7/8 86%			774.00	774.00-
07/08/22	PR	01	N	1-00	1000	Expense accrual		900.00		126.00
07/22/22	PR	01	N	6-00	1000	Expense accrual		720.00		846.00
08/05/22	PR	02	N	1-00	1000	Expense accrual		2,042.13		2,888.13
Total Activity Account								3,662.13	774.00	
			Account	500110-0000	EXTRA HELP				End Balance	2,888.13
			Account	500310-0000	RETIREMENT				Begin Balance	0.00
07/01/22	GL	01	A	1027-00	1000	ACCR PAYROLL 7/8 86%			2,574.15	2,574.15-
07/08/22	PR	01	N	1-00	1000	Summarized transacti			89.51	2,663.66-
07/08/22	PR	01	N	1-00	1000	Summarized transacti	3,082.71			419.05
07/22/22	PR	01	N	6-00	1000	Summarized transacti			89.51	329.54
07/22/22	PR	01	N	6-00	1000	Summarized transacti	3,082.72			3,412.26
08/05/22	PR	02	N	1-00	1000	Summarized transacti			89.51	3,322.75
08/05/22	PR	02	N	1-00	1000	Summarized transacti	3,082.72			6,405.47
08/19/22	PR	02	N	3-00	1000	Summarized transacti			89.51	6,315.96
08/19/22	PR	02	N	3-00	1000	Summarized transacti	3,082.74			9,398.70
09/02/22	PR	03	N	1-00	1000	Summarized transacti			89.51	9,309.19
09/02/22	PR	03	N	1-00	1000	Summarized transacti	3,082.74			12,391.93
09/16/22	PR	03	N	4-00	1000	Summarized transacti			89.51	12,302.42
09/16/22	PR	03	N	4-00	1000	Summarized transacti	3,082.73			15,385.15
09/30/22	PR	03	N	5-00	1000	Summarized transacti			89.51	15,295.64
09/30/22	PR	03	N	5-00	1000	Summarized transacti	3,082.73			18,378.37
Total Activity Account								21,579.09	3,200.72	
			Account	500310-0000	RETIREMENT				End Balance	18,378.37

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Accounting Unit 69405229816991 LOCAL AGENCY FORMATION COMM Resp Level 6940-0052-02981-6991

Posting	Sy	Pd	Journal/Seq	Inco	Transaction Desc	Activity	Catg	Debit	Credit	Balance
			Account	500320-0000	OASDI				Begin Balance	0.00
07/01/22	GL	01 A	1027-00	1000	ACCR PAYROLL 7/8 86%				529.05	529.05-
07/08/22	PR	01 N	1-00	1000	Summarized transacti		615.17			86.12
07/22/22	PR	01 N	6-00	1000	Summarized transacti		604.01			690.13
08/05/22	PR	02 N	1-00	1000	Summarized transacti		685.99			1,376.12
08/19/22	PR	02 N	3-00	1000	Summarized transacti		559.38			1,935.50
09/02/22	PR	03 N	1-00	1000	Summarized transacti		559.37			2,494.87
09/16/22	PR	03 N	4-00	1000	Summarized transacti		559.38			3,054.25
09/30/22	PR	03 N	5-00	1000	Summarized transacti		556.51			3,610.76
							Total Activity	Account	4,139.81	529.05
			Account	500320-0000	OASDI				End Balance	3,610.76
			Account	500330-0000	FICA/MEDICARE				Begin Balance	0.00
07/01/22	GL	01 A	1027-00	1000	ACCR PAYROLL 7/8 86%				123.73	123.73-
07/08/22	PR	01 N	1-00	1000	Summarized transacti		143.87			20.14
07/22/22	PR	01 N	6-00	1000	Summarized transacti		141.26			161.40
08/05/22	PR	02 N	1-00	1000	Summarized transacti		160.43			321.83
08/19/22	PR	02 N	3-00	1000	Summarized transacti		130.82			452.65
09/02/22	PR	03 N	1-00	1000	Summarized transacti		130.83			583.48
09/16/22	PR	03 N	4-00	1000	Summarized transacti		130.82			714.30
09/30/22	PR	03 N	5-00	1000	Summarized transacti		130.15			844.45
							Total Activity	Account	968.18	123.73
			Account	500330-0000	FICA/MEDICARE				End Balance	844.45
			Account	500340-0000	HEALTH INSURANCE				Begin Balance	0.00
07/01/22	GL	01 A	1027-00	1000	ACCR PAYROLL 7/8 86%				5.16	5.16-
07/08/22	PR	01 N	1-00	1000	Summarized transacti		6.00			.84
07/22/22	PR	01 N	6-00	1000	Summarized transacti		6.00			6.84
08/05/22	PR	02 N	1-00	1000	Summarized transacti		6.00			12.84
08/19/22	PR	02 N	3-00	1000	Summarized transacti		6.00			18.84
09/02/22	PR	03 N	1-00	1000	Summarized transacti		6.00			24.84
09/16/22	PR	03 N	4-00	1000	Summarized transacti		6.00			30.84
09/30/22	PR	03 N	5-00	1000	Summarized transacti		3.00			33.84
							Total Activity	Account	39.00	5.16
			Account	500340-0000	HEALTH INSURANCE				End Balance	33.84
			Account	500360-0000	OPEB - RETIREE HEALTH INSURANCE				Begin Balance	0.00
07/01/22	GL	01 A	1027-00	1000	ACCR PAYROLL 7/8 86%				592.74	592.74-
07/08/22	PR	01 N	1-00	1000	Summarized transacti		689.23			96.49
07/22/22	PR	01 N	6-00	1000	Summarized transacti		689.23			785.72
08/05/22	PR	02 N	1-00	1000	Summarized transacti		689.23			1,474.95
08/19/22	PR	02 N	3-00	1000	Summarized transacti		689.22			2,164.17
09/02/22	PR	03 N	1-00	1000	Summarized transacti		689.23			2,853.40
09/16/22	PR	03 N	4-00	1000	Summarized transacti		689.23			3,542.63
09/30/22	PR	03 N	5-00	1000	Summarized transacti		689.22			4,231.85

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Accounting Unit	Sy	Pd	Journal/Seq	Inco	Transaction Desc	Activity	Catg	Debit	Credit	Balance
69405229816991					LOCAL AGENCY FORMATION COMM	Resp				Level 6940-0052-02981-6991
Account			500360-0000		OPEB - RETIREE HEALTH INSURANCE				Balance Fwd	4,231.85
					Total Activity	Account	4,824.59		592.74	
			500360-0000		OPEB - RETIREE HEALTH INSURANCE				End Balance	4,231.85
Account			500390-0000		WORKERS' COMP INSURANCE				Begin Balance	0.00
08/03/22 AP	02	N	94-00	1000	Workers Comp FY22/23		500.00			500.00
					Total Activity	Account	500.00			
			500390-0000		WORKERS' COMP INSURANCE				End Balance	500.00
Account			500400-0000		OTHER EMPLOYEE BENEFITS				Begin Balance	0.00
07/01/22 GL	01	A	1027-00	1000	ACCR PAYROLL 7/8 86%				1,566.99	1,566.99-
07/08/22 PR	01	N	1-00	1000	Expense accrual		489.16			1,077.83-
07/08/22 PR	01	N	1-00	1000	Expense accrual		421.88			655.95-
07/08/22 PR	01	N	1-00	1000	Expense accrual		911.04			255.09
07/22/22 PR	01	N	6-00	1000	Expense accrual		489.16			744.25
07/22/22 PR	01	N	6-00	1000	Expense accrual		421.88			1,166.13
07/22/22 PR	01	N	6-00	1000	Expense accrual		911.04			2,077.17
08/05/22 PR	02	N	1-00	1000	Expense accrual		421.88			2,499.05
08/05/22 PR	02	N	1-00	1000	Expense accrual		489.16			2,988.21
08/05/22 PR	02	N	1-00	1000	Expense accrual		911.04			3,899.25
08/19/22 PR	02	N	3-00	1000	Expense accrual		489.16			4,388.41
08/19/22 PR	02	N	3-00	1000	Expense accrual		421.88			4,810.29
08/19/22 PR	02	N	3-00	1000	Expense accrual		911.04			5,721.33
09/02/22 PR	03	N	1-00	1000	Expense accrual		489.16			6,210.49
09/02/22 PR	03	N	1-00	1000	Expense accrual		421.88			6,632.37
09/02/22 PR	03	N	1-00	1000	Expense accrual		911.04			7,543.41
09/16/22 PR	03	N	4-00	1000	Expense accrual		489.16			8,032.57
09/16/22 PR	03	N	4-00	1000	Expense accrual		421.88			8,454.45
09/16/22 PR	03	N	4-00	1000	Expense accrual		911.04			9,365.49
					Total Activity	Account	10,932.48		1,566.99	
			500400-0000		OTHER EMPLOYEE BENEFITS				End Balance	9,365.49
Account			501021-0000		COMMUNICATIONS INTERNAL CHARGE				Begin Balance	0.00
09/30/22 GL	03	N	276-00	1000	Q1 TELECOM CHG FY22/		544.00			544.00
					Total Activity	Account	544.00			
			501021-0000		COMMUNICATIONS INTERNAL CHARGE				End Balance	544.00
Account			501051-0000		INSURANCE-PUBLIC LIABILITY				Begin Balance	0.00
08/03/22 AP	02	N	94-00	1000	General Liability FY		500.00			500.00
					Total Activity	Account	500.00			
			501051-0000		INSURANCE-PUBLIC LIABILITY				End Balance	500.00

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Accounting Unit 69405229816991 LOCAL AGENCY FORMATION COMM Resp Level 6940-0052-02981-6991

Posting	Sy	Pd	Journal/Seq	Inco	Transaction Desc	Activity	Catg	Debit	Credit	Balance
			Account	501070-0000	MAINTENANCE-EQUIPMENT				Begin Balance	0.00
07/05/22	AP	01 N	39-00 1000		16728WIZIX TECHN			5.23		5.23
07/05/22	AP	01 N	39-00 1000		16728WIZIX TECHN			.54		5.77
07/05/22	AP	01 N	39-00 1000		16728WIZIX TECHN			205.95		211.72
Total Activity Account								211.72		
			501070-0000	MAINTENANCE-EQUIPMENT					End Balance	211.72
			Account	501090-0000	MEMBERSHIPS				Begin Balance	0.00
07/08/22	AP	01 N	52-00 1000		CALAFCO Member Dues			4,291.00		4,291.00
Total Activity Account								4,291.00		
			501090-0000	MEMBERSHIPS					End Balance	4,291.00
			Account	501110-0000	OFFICE EXPENSE				Begin Balance	0.00
07/08/22	AP	01 N	52-00 1000		Enterprise Subscript			157.95		157.95
07/11/22	AP	01 N	43-00 1000		10246ALHAMBRA			4.75		162.70
08/25/22	AP	02 N	194-00 1000		10246ALHAMBRA			4.75		167.45
08/29/22	AP	02 N	230-00 1000		Supplies-paper,pens,			58.02		225.47
09/07/22	AP	03 N	20-00 1000		10246ALHAMBRA			4.75		230.22
Total Activity Account								230.22		
			501110-0000	OFFICE EXPENSE					End Balance	230.22
			Account	501111-0000	OFFICE EXP-POSTAGE				Begin Balance	0.00
07/14/22	AP	01 N	88-00 1000		TTuck Purchase Card-			9.90		9.90
Total Activity Account								9.90		
			501111-0000	OFFICE EXP-POSTAGE					End Balance	9.90
			Account	501126-0000	IT SERVICE-ERP				Begin Balance	0.00
09/30/22	GL	03 N	318-00 1000		Q1 IT ERP CHG FY22/2			1,193.00		1,193.00
Total Activity Account								1,193.00		
			501126-0000	IT SERVICE-ERP					End Balance	1,193.00
			Account	501127-0000	IT SERVICE-CONNECTIVITY				Begin Balance	0.00
09/30/22	GL	03 N	317-00 1000		Q1 IT CONNECTIVITY C			1,027.00		1,027.00
Total Activity Account								1,027.00		
			501127-0000	IT SERVICE-CONNECTIVITY					End Balance	1,027.00
			Account	501152-0000	PROF & SPEC SVC-INFO TECH SVC				Begin Balance	0.00
07/14/22	AP	01 N	88-00 1000		TTuck Purchase Card-			1,380.00		1,380.00
08/29/22	AP	02 N	230-00 1000		Inv2022-19/AGR 2022-			294.75		1,674.75
Total Activity Account								1,674.75		
			501152-0000	PROF & SPEC SVC-INFO TECH SVC					End Balance	1,674.75



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Accounting Unit 69405229816991 LOCAL AGENCY FORMATION COMM Resp Level 6940-0052-02981-6991

Posting	Sy	Pd	Journal/Seq	Inco	Transaction Desc	Activity	Catg	Debit	Credit	Balance
			Account	501180-0000	PUBLICATIONS AND LEGAL NOTICES				Begin Balance	0.00
09/07/22	AP	03	N	46-00	1000 NOTICE-LAF22-01 Stil			172.80		172.80
								Total Activity	Account	172.80
			Account	501180-0000	PUBLICATIONS AND LEGAL NOTICES				End Balance	172.80
			Account	501190-0000	RENTS AND LEASES - EQUIPMENT				Begin Balance	0.00
07/11/22	AP	01	N	43-00	1000 10246ALHAMBRA			5.15		5.15
08/25/22	AP	02	N	194-00	1000 10246ALHAMBRA			5.15		10.30
09/07/22	AP	03	N	20-00	1000 10246ALHAMBRA			5.15		15.45
								Total Activity	Account	15.45
			Account	501190-0000	RENTS AND LEASES - EQUIPMENT				End Balance	15.45
			Account	501205-0000	TRAINING				Begin Balance	0.00
08/22/22	AP	02	N	174-00	1000 CALAFCO Conf Reg-CCr			595.00		595.00
08/22/22	AP	02	N	174-00	1000 CALAFCO Conf Reg-OWo			655.00		1,250.00
08/22/22	AP	02	N	174-00	1000 CALAFCO Conf Reg-EMa			645.00		1,895.00
09/16/22	AP	03	N	100-00	1000 CALAFCO Conf Reg-DSa			615.00		2,510.00
								Total Activity	Account	2,510.00
			Account	501205-0000	TRAINING				End Balance	2,510.00
			Account	501250-0000	TRANSPORTATION AND TRAVEL				Begin Balance	0.00
08/23/22	AP	02	N	175-00	1000 Crawford-Travel CALA			237.97		237.97
09/16/22	AP	03	N	100-00	1000 Crawford PurchaseCar			9.99		247.96
								Total Activity	Account	247.96
			Account	501250-0000	TRANSPORTATION AND TRAVEL				End Balance	247.96
			Account	69405229816991	LOCAL AGENCY FORMATION COMM				End Balance	351,414.15-

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Accounting Unit 69409900010001 LOC AGENCY FORM BSU ONLY Resp Level 6940-0099-00001-0001

Posting	Sy	Pd	Journal/Seq	Inco	Transaction Desc	Activity	Catg	Debit	Credit	Balance
			Account	100000-0000	CASH IN TREASURY				Begin Balance	173,173.50
07/01/22	GL	01 A	1512-00	1000	Auto Offset From Zon				133.97	173,039.53
07/05/22	AP	01 N	39-00	1000	Auto Offset From Zon				211.72	172,827.81
07/08/22	PR	01 N	1-00	1000	Auto Offset From Zon				16,153.00	156,674.81
07/08/22	AP	01 N	52-00	1000	Auto Offset From Zon				4,448.95	152,225.86
07/11/22	AP	01 N	43-00	1000	Auto Offset From Zon				9.90	152,215.96
07/14/22	AP	01 N	88-00	1000	Auto Offset From Zon				1,389.90	150,826.06
07/22/22	PR	01 N	6-00	1000	Auto Offset From Zon				15,959.25	134,866.81
07/31/22	GL	01 N	56-00	1000	Auto Offset From Zon		225,678.00			360,544.81
07/31/22	GL	01 N	72-00	1000	Auto Offset From Zon				50.00	360,494.81
08/01/22	CB	02 N	1-00	1000	Auto Offset From Zon		78,983.00			439,477.81
08/03/22	AP	02 N	94-00	1000	Auto Offset From Zon				1,000.00	438,477.81
08/05/22	PR	02 N	1-00	1000	Auto Offset From Zon				17,382.53	421,095.28
08/05/22	CB	02 N	9-00	1000	Auto Offset From Zon		65,369.00			486,464.28
08/19/22	PR	02 N	3-00	1000	Auto Offset From Zon				15,184.22	471,280.06
08/22/22	AP	02 N	174-00	1000	Auto Offset From Zon				1,895.00	469,385.06
08/23/22	AP	02 N	175-00	1000	Auto Offset From Zon				237.97	469,147.09
08/25/22	AP	02 N	194-00	1000	Auto Offset From Zon				9.90	469,137.19
08/29/22	AP	02 N	230-00	1000	Auto Offset From Zon				352.77	468,784.42
09/02/22	PR	03 N	1-00	1000	Auto Offset From Zon				15,184.23	453,600.19
09/07/22	AP	03 N	20-00	1000	Auto Offset From Zon				9.90	453,590.29
09/07/22	AP	03 N	46-00	1000	Auto Offset From Zon				172.80	453,417.49
09/14/22	CB	03 N	32-00	1000	Auto Offset From Zon		3,065.86			456,483.35
09/16/22	PR	03 N	4-00	1000	Auto Offset From Zon				15,184.20	441,299.15
09/16/22	AP	03 N	100-00	1000	Auto Offset From Zon				624.99	440,674.16
09/21/22	CB	03 N	62-00	1000	Auto Offset From Zon		74,043.00			514,717.16
09/30/22	PR	03 N	5-00	1000	Auto Offset From Zon				13,348.06	501,369.10
09/30/22	CB	03 N	114-00	1000	Auto Offset From Zon		7,283.00			508,652.10
09/30/22	GL	03 N	173-00	1000	Auto Offset From Zon				50.00	508,602.10
09/30/22	GL	03 N	276-00	1000	Auto Offset From Zon				544.00	508,058.10
09/30/22	GL	03 N	317-00	1000	Auto Offset From Zon				1,027.00	507,031.10
09/30/22	GL	03 N	318-00	1000	Auto Offset From Zon				1,193.00	505,838.10
Total Activity Account								454,421.86	121,757.26	
			Account	100000-0000	CASH IN TREASURY				End Balance	505,838.10
			Account	100010-0000	CASH GASB 31 FMV DFS ONLY				Begin Balance	4,624.00-
07/01/22	GL	01 A	2060-00	1000	GASB 31 FMV ADJ FY20			4,624.00		
Total Activity Account								4,624.00		
			Account	100010-0000	CASH GASB 31 FMV DFS ONLY				End Balance	0.00
			Account	190200-0000	FUTURE LONG TERM DEBT REQUIRE				Begin Balance	785,599.00
			Account	190200-0000	FUTURE LONG TERM DEBT REQUIRE				End Balance	785,599.00
			Account	195010-0000	DEFERRED OUTFLOWS-PENSIONS				Begin Balance	17,207.00
			Account	195010-0000	DEFERRED OUTFLOWS-PENSIONS				End Balance	17,207.00

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Posting	Sy	Pd	Journal/Seq	Inco	Transaction Desc	Activity	Catg	Debit	Credit	Balance
-----										
Account			200001-0000		ACCOUNTS PAYABLE-JE				Begin Balance	133.97-
07/01/22	GL	01	A	1512-00	1000 ACCR 12674-LAF063022			133.97		
					Total Activity	Account		133.97		
			200001-0000		ACCOUNTS PAYABLE-JE				End Balance	0.00
-----										
Account			205000-0000		ACCRUED PAYROLL-GROSS				Begin Balance	11,822.98-
07/01/22	GL	01	A	1027-00	1000 ACCR PAYROLL 7/8 86%			11,822.98		
					Total Activity	Account		11,822.98		
			205000-0000		ACCRUED PAYROLL-GROSS				End Balance	0.00
-----										
Account			210010-0000		DUE TO OTH GOV				Begin Balance	2,068.60-
07/01/22	GL	01	A	1027-00	1000 ACCR PAYROLL 7/8 86%			116.65		1,951.95-
07/01/22	GL	01	A	1027-00	1000 ACCR PAYROLL 7/8 86%			1,951.95		
					Total Activity	Account		2,068.60		
			210010-0000		DUE TO OTH GOV				End Balance	0.00
-----										
Account			210300-0000		DEPOSITS FROM OTHER				Begin Balance	100.00
07/31/22	GL	01	N	72-00	1000 NOE-FPDs MSR/SOI (LA			50.00		150.00
09/30/22	GL	03	N	173-00	1000 NOE-EMCSASOIAmendAnn			50.00		200.00
					Total Activity	Account		100.00		
			210300-0000		DEPOSITS FROM OTHER				End Balance	200.00
-----										
Account			210900-0000		COMPENSATED ABSENSES (S/T)				Begin Balance	8,195.50-
			210900-0000		COMPENSATED ABSENSES (S/T)				End Balance	8,195.50-
-----										
Account			220501-0000		DEFERRED INFLOWS PENSION				Begin Balance	97,094.00-
			220501-0000		DEFERRED INFLOWS PENSION				End Balance	97,094.00-
-----										
Account			220510-0000		DEFERRED INFLOWS OTHER				Begin Balance	35,346.00-
			220510-0000		DEFERRED INFLOWS OTHER				End Balance	35,346.00-
-----										
Account			230000-0000		COMPENSATED ABSENSES (L/T)				Begin Balance	8,192.50-
			230000-0000		COMPENSATED ABSENSES (L/T)				End Balance	8,192.50-
-----										
Account			230600-0000		OTHER POST EMPLOYMENT BENEFITS				Begin Balance	120,029.00-
			230600-0000		OTHER POST EMPLOYMENT BENEFITS				End Balance	120,029.00-
-----										
Account			230650-0000		NET PENSION LIABILITY				Begin Balance	533,949.00-
			230650-0000		NET PENSION LIABILITY				End Balance	533,949.00-
-----										
Account			300600-0003		FD BAL-ASSIGNED-GEN RESERVE				Begin Balance	3,750.00-
			300600-0003		FD BAL-ASSIGNED-GEN RESERVE				End Balance	3,750.00-
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Accounting Unit 69409900010001 LOC AGENCY FORM BSU ONLY Resp Level 6940-0099-00001-0001

Posting	Sy	Pd	Journal/Seq	Inco	Transaction Desc	Activity	Catg	Debit	Credit	Balance
Account			300999-0000		UNASSIGNED				Begin Balance	150,873.95-
			300999-0000		UNASSIGNED				End Balance	150,873.95-
			69409900010001		LOC AGENCY FORM BSU ONLY				End Balance	351,414.15

=====  
 Company 1000 Totals:  
 Debit Transactions 596,680.37  
 Credit Transactions 596,680.37  
 Debit Balances 1,416,475.81  
 Credit Balances 1,416,475.81  
 P/L Debit Transactions 123,508.96  
 P/L Credit Transactions 474,923.11  
 Net Profit 351,414.15

Consent 7.

LAFCO

Meeting Date: 12/01/2022

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### Information

#### SUBJECT

Ratify **Resolution 2022-09** commending Don Saylor and **Resolution 2022-10** commending Wade Cowan on their tenure with the Yolo LAFCo as a Regular County Member and Regular City Member, respectively

#### RECOMMENDED ACTION

Ratify **Resolution 2022-09** commending Don Saylor and **Resolution 2022-10** commending Wade Cowan on their tenure with the Yolo LAFCo as a Regular County Member and Regular City Member, respectively.

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### Attachments

ATT A-Reso 2022-09 Commending Don Saylor

ATT B-Reso 2022-10 Commending Wade Cowan

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### Form Review

Form Started By: Terri Tuck  
Final Approval Date: 11/07/2022

Started On: 11/07/2022 11:08 AM



Resolution of Commendation for Commissioner  
**Don Saylor**

## RESOLUTION № 2022-09

**WHEREAS**, Mr. Saylor was elected to the Board of Supervisors in June 2010, representing District 2, and is finishing his third four-year term as a Supervisor in December 2022, choosing not to seek reelection; and

**WHEREAS**, Saylor's public service spans over 45 years. In his professional career, he served in leadership, planning, and analytical roles in both the executive and legislative branches of California state government. Prior to joining the Board of Supervisors, Saylor served as a member of the Davis City Council from 2004 to 2010. He also served as an elected member of the Board of Trustees for the Davis Joint Unified School District from 1995 to 2003; and

**WHEREAS**, Supervisor Saylor first became a Regular County Member to the Yolo Local Agency Formation Commission (LAFCo) in February 2011, serving continuously for almost twelve years, including 4 years as Vice Chair; and

**WHEREAS**, Commissioner Saylor was diligent in his review and research in all matters before LAFCo, asking pertinent questions, and providing valuable insight and momentum to the process; and

**WHEREAS**, Commissioner Saylor considered and deliberated on a range of municipal service reviews and spheres of influence studies, including his forthright support of staff recommendations regarding the fire protection districts, and service reviews for joint powers agencies/authorities; and many proposals, including the significant reorganization of the West Sacramento and Lower Elkhorn reclamation districts; and

**WHEREAS**, Commissioner Saylor consistently championed and remained passionate about shared services to fulfill LAFCo's mission promoting efficient government services and was eager to take on the additional responsibility and championed Yolo LAFCo as a valued, progressive partner agency leading shared services; and

**WHEREAS**, Don Saylor, a steadfast and progressive leader, was influential in developing collaborative, innovative, and creative solutions to local issues that go above and beyond LAFCo's legal mandate and add value for local agencies; and

**WHEREAS**, this added value included shared services, convening local leader summits called "Yolo Leaders" or "YEDTalks", providing MSR-like service reviews to JPAs that provide municipal services for oversight, and conducting annual agency website transparency scorecards to evaluate local agency websites for key transparency information as an indicator to agency health and accountability; and

**WHEREAS**, Saylor forged collaboration between Yolo LAFCo and the Sacramento Area Council of Governments (SACOG) on shared services, working closely with its Policy & Innovation Committee; and

**WHEREAS**, in 2022, Don was the recipient of the California Association of LAFCos (CALAFCO) Outstanding Commissioner Award for consistently championing and recognizing Yolo LAFCos unique potential as a regional convener to expand its opportunities to assist local agencies with shared services.

**NOW, THEREFORE, BE IT HEREBY RESOLVED** that the Yolo Local Agency Formation Commission commends and extends a heartfelt thank you to Don for his extraordinary commitment to Yolo LAFCo and its mission to provide professional, innovative, and proactive leadership in the implementation of its policies, and warmly wishes him the best in all future endeavors.

**PASSED AND UNANAMOUSLY ADOPTED** this 1<sup>st</sup> day of December 2022.

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Olin Woods, Chair  
Yolo Local Agency Formation Commission





Resolution of Commendation for Commissioner  
**Wade Cowan**

RESOLUTION № 2022-10

**WHEREAS**, Wade Cowan was first elected to the Winters City Council in June 2012 through December 2022, including over four years as Mayor, and has chosen not to seek reelection after serving over ten years in office; and

**WHEREAS**, prior to becoming a member of the Winters City Council, Wade served seven years on the Winters Planning Commission, served as chairman for the Winters Economic Development Advisory Committee, and is an active member of the Winters Chamber of Commerce; and

**WHEREAS**, Mr. Cowan first became a member to the Yolo Local Agency Formation Commission (LAFCo) in January 2017 to fill a vacancy, serving fifteen months as a Regular City Member; and

**WHEREAS**, Commissioner Cowan served as a conscientious LAFCo member with a steady hand, making an immediate contribution with his interest for LAFCo issues, had a practical approach to problem solving, and was continually a strong voice for the cities and efficient government within the County, always keeping a close eye on costs and the impacts on the tax payer; and

**WHEREAS**, Commissioner Cowan was a participant in LAFCos Shared Services Workshops, approved updates to the LAFCo Shared Services Strategic Plan, and was instrumental in implementing the Yolo Local Government Transparency and Accountability Program; and

**WHEREAS**, Cowan was sworn in on May 28, 2020, serving two years as a City Member Alternate on LAFCo, and in May 2022, began serving as a Regular City Member up to the present; and

**WHEREAS**, Commissioner Cowan was always prepared to discuss the issues of the day, ask pertinent questions, and provide valuable insight to the process; and

**WHEREAS**, during his tenure, Cowan considered and deliberated on numerous municipal service reviews and spheres of influence studies, including his forthright support of staff recommendations regarding the fire protection districts, and service reviews for joint powers agencies/authorities; and

**WHEREAS**, Mr. Cowan was a good communicator and proved himself to be a Commission member of foresight and dedication to LAFCo issues, providing insightful ideas to the LAFCo process; and

**WHEREAS**, on a personal level, Wade and his wife Kathy were the Theodore Winters award winners in 2012 and named Citizens of the Year in 2017; and

**WHEREAS**, Wade is a lifelong carpenter and general contractor, building his first house while still a senior in high school. Cowan obtained his general contractor's license in 1984 and has been building in Solano, Napa, and Yolo Counties for over 38 years; and

**NOW, THEREFORE, BE IT HEREBY RESOLVED** that the Yolo Local Agency Formation Commission commends and extends a heartfelt thank you to Wade Cowan for his work, commitment, and valuable contributions over the years as a Yolo LAFCo Commissioner and warmly wishes him the best in all future endeavors.

**PASSED AND ADOPTED** this 1<sup>st</sup> day of December 2022.

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Olin Woods, Chair  
Yolo Local Agency Formation Commission



**LAFCO**

**Meeting Date:** 12/01/2022

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**Information**

**SUBJECT**

Consider approval of **Resolution 2022-11** adopting the Municipal Service Review (MSR) for the County Service Areas (CSAs) and approving a Sphere of Influence (SOI) Update for the Wild Wings CSA (LAFCo No. 21-04), and determine the MSR/SOI Update is exempt from the California Environmental Quality Act (CEQA)

**RECOMMENDED ACTION**

1. Open the Public Hearing to receive staff presentation and public comment on the CSAs MSR/SOI Update.
2. Close the Public Hearing.
3. Consider the information presented in the staff report and during the Public Hearing. Discuss and direct staff to make any necessary changes.
4. Approve Resolution 2022-11, adopting the MSR for the CSAs and approving the SOI Update for the Wild Wings CSA, and determining the MSR/SOI Update is exempt from CEQA.

**FISCAL IMPACT**

No fiscal impact. The LAFCo budget included staff costs and GIS work to complete the MSR in-house.

**REASONS FOR RECOMMENDED ACTION**

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) is LAFCo's governing law and outlines the requirements for preparing periodic Municipal Service Reviews (MSRs) and 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."

An MSR is conducted prior to, or in conjunction with, the update of an SOI (LAFCos are required to review an agency's SOI every five years). In conducting an MSR, LAFCo comprehensively reviews all of the agencies that provide the identified service or services within the designated geographic area. The commission may assess various alternatives for improving efficiency and affordability of infrastructure and service delivery within and contiguous to the sphere of influence, including, but not limited to, the consolidation of governmental agencies. An MSR also evaluates the structure and operations of agency services and includes a discussion of the capability and capacity of the agency to ensure the provision of municipal services to the existing service area and any foreseeable future growth. The SOI delineates the probable future physical boundaries and service area of an agency and lays the groundwork for potential future annexation. Based on the findings of the MSR checklist, staff can recommend whether a SOI update is warranted.

Commissioners may recall the MSR process for the CSAs began in spring 2021 but was put on hold to prioritize the MSR for the Fire Protection Agencies. A draft MSR was completed for El Macero CSA back in 2021 before the project was put on hold and the remaining CSAs were completed since August 2022. This chronology is relevant because correspondence is included from these separate timeframes.

## BACKGROUND

### CSAs in State Law

Yolo County has utilized County Service Areas (CSAs) for over 50 years to provide services to the residents of some unincorporated areas. The basic premise of a CSA is for communities or a designated area to self-fund a service (or multiple services) by charging a direct assessment or property-related fee for services such as water and/or sewer service, road and/or drainage maintenance, street lighting, fire protection, flood protection, and/or landscaping. As the name implies, a CSA is administered by County staff under the direction of the County Board of Supervisors (BOS). A CSA may be established to provide many types of extended municipal services within an unincorporated area which the County is authorized by law to perform, and which the County does not also perform to the same extent on a countywide basis. The BOS may establish a CSA Advisory Committee to advise it regarding a CSA's services. State law governing County Service Areas spans Sections 25210-25217.4 of the Government Code.

### Existing CSAs and Services Provided

The following table includes all seven (7) CSAs currently in Yolo County, five (5) of which are included in this MSR/SOI. Because the purpose of an MSR is to review all agencies that provide a certain service or services within a given area and to assess various alternatives for improving efficiency and affordability of infrastructure and service delivery, two of the CSAs were combined with the review of other districts that provide like services. Garcia Bend CSA was included in the Fire Protection Agencies MSR/SOI and Snowball CSA was included in the Reclamation Districts and Local Maintaining Agencies MSR/SOI.

**CSAs and Authorized Services**

<b>CSA</b>	<b>Authorized Services</b>
Dunnigan	Street lighting
El Macero	Water Sewer Street maintenance and right of way landscaping/lighting Drainage
Garcia Bend (not incl.)	Fire protection
North Davis Meadows	Water Sewer Landscaping Street lighting Drainage
Snowball (not incl.)	Flood protection
Wild Wings	Water Sewer Recreation (golf course)
Willowbank	Water (inactive)

### Overall CSA Observations

Of the 7 total CSAs in Yolo County, 4 provide only one service (two of which are not included in this MSR as noted). Dunnigan's street lighting services currently organized as a CSA is probably an excessive form of government for what could be more simply managed with a lighting district, however additional services for Dunnigan have been considered in the past and are currently being considered again through the Yolo County Dunnigan Community Plan update in process. Therefore, any decisions regarding changing the governance of this CSA should wait for the outcome of this infrastructure feasibility study and municipal service analysis. The Willowbank CSA (water) hasn't provided water service itself since 1999 and LAFCo recommends it should be dissolved altogether and reform its

advisory committee as it provides community value notwithstanding the CSA.

For the remaining 3 CSAs that provide multiple services (El Macero, North Davis Meadows and Wild Wings), El Macero and North Davis Meadows CSAs are either already connected, or in the process of connecting, to City of Davis water and/or sewer services and sharing services with other agencies to the greatest extent feasible. No additional government efficiencies are currently seen. Wild Wings CSA is more "stand alone" and currently requires significant attention. Its wastewater treatment plant (WWTP) experienced a catastrophic failure in 2018 and the recent drought beginning in 2019 has put water reliability at significant risk. The Wild Wings CSA is already considering options for needed improvements to its WWTP, working on drilling a new well, and studying the long-term feasibility of connecting to a municipal water system at either Esparto CSD, Madison CSD, or the City of Woodland (with significant costs borne by only 339 parcels). Yolo County is actively working on feasibility studies and infrastructure upgrades but could better support the CSA Manager to focus on resolving these significant long-term infrastructure sustainability issues.

### **Overarching CSA Recommendations for Yolo County**

During this MSR/SOI process, several issues came up that span many or all the CSAs and/or the following overarching recommendations are recommended as follows:

#### **CSA Sustainability**

- Continue to focus Yolo County staff time and resources on resolving the significant long-term municipal water and sewer service sustainability issues for the Wild Wings CSA as noted in the MSR.

#### **CSA Governance**

- Dissolve the Willowbank CSA and form a Willowbank Community Advisory Committee in its place with the BOS District 4 Office as liaison. Consider a 5-member committee instead of the current 7 members, which is a legacy of the original CSA representation reflecting consolidation of three neighborhood water systems.
- For the remaining Davis-area CSAs (El Macero and North Davis Meadows), continue to pursue shared services with the City of Davis as much as possible including exploring options with the City of Davis for direct billing of City water and sewer services reflective of agreed-upon rate structures and ensuring that any direct billing methodologies are legally defensible and administration is financially viable.
- Allow the Dunnigan Community Plan Update process currently underway by the Department of Community Services to run its course considering the feasibility of adding water and/or sewer municipal services. If additional services ultimately do not work out such that the CSA would continue to operate only as a pass-through for PG&E street lighting charges, consider the cost/benefit of downgrading the Dunnigan CSA to a lighting district.
- Formally disband the Dunnigan CSA Advisory Committee. It is not currently active and is not needed for the CSA's sole existing service as a PG&E pass through district. The advisory committee can be reformed if additional services are added to the CSA in the future.

#### **CSA Staff Support**

- Direct Human Resources to perform a desk audit of what's referred to as the "CSA Manager" position and create a class specification and salary range for it. There has been high turnover in this position since the last MSR and the "CSA Manager" is required to exercise much greater responsibility and decision-making than the current Community Services Analyst classification/salary being used for this role. In addition, this position would benefit from more financial and administrative staff support so it can perform at a higher level and more goals can be accomplished overall.

### **Individual CSA Recommendations**

Below are the recommendations contained in each individual MSR:

## Dunnigan CSA

- Allow the Dunnigan Community Plan Update process currently underway by the Department of Community Services to run its course considering the feasibility of adding water and/or sewer municipal services. If additional services ultimately do not work out such that the CSA would continue to operate only as a pass-through for PG&E street lighting charges, consider the cost/benefit of dissolving the Dunnigan CSA and forming a lighting district in its place.
- Formally disband the Dunnigan CSA Advisory Committee. It is not currently active and is not needed for the CSA's sole existing service as a PG&E pass through district. The advisory committee can be reformed if additional services are added to the CSA in the future.

## EI Macero CSA

- Although street paving, maintenance, sweeping and landscape/lighting is not an essential municipal service, the EI Macero CSA Advisory Committee needs to calibrate community expectations and recommend how the limited \$180 annual street fee funding should be prioritized going forward. Services either need to be reduced to stay within available funding and/or potentially separate out the street fee into more specific components and attempt another Prop 218 increase.
- For the Davis-area CSAs (EI Macero and North Davis Meadows), continue to pursue shared services with the City of Davis as much as possible including exploring options with the City of Davis for direct billing of City water and sewer services reflective of agreed-upon rate structures and ensuring that any direct billing methodologies are efficient, legally defensible, and administration is financially viable.

## North Davis Meadows CSA

- The North Davis Meadows CSA will need to consider options to redesign its common landscape areas and street medians to be drought tolerant because the current assessments will not cover the new City water rates.
- For the Davis-area CSAs (EI Macero and North Davis Meadows), continue to pursue shared services with the City of Davis as much as possible including exploring options with the City of Davis for direct billing of City water and sewer services reflective of agreed-upon rate structures and ensuring that any direct billing methodologies are efficient, legally defensible, and administration is financially viable.

## Wild Wings CSA

- Continue to focus Yolo County staff time and resources on resolving the significant long-term municipal water and sewer service sustainability issues for the Wild Wings CSA as noted in the MSR.
- Continue studying the feasibility of connecting to other municipal water systems in the surrounding area to improve water supply security/redundancy.
- The Wild Wings CSA WWTP discharge permit from SWRCB is up for renewal. The CSA needs to select and move forward with an option quickly to increase the WWTP's reliability and meet State standards.
- If the golf course continues to struggle to find an adequate operator and/or have financial issues, the CSA should consider leasing out the golf course operations to an outside provider, so it is no longer a CSA day to day management responsibility.
- The Wild Wings CSA needs to provide a new flood control and drainage service and fund to be added (and LAFCo should consider adding flood control and drainage to the CSA's powers). Separating this new service and fee into its own fund would be more transparent.
- If any future requests for water or sewer service extensions outside Wild Wings CSA boundaries are submitted, the CSA should carefully consider its capacity to serve additional connections.
- The County should provide additional accounting and administrative staff support to the CSA Manager so this time can be better utilized to address CSAs significant infrastructure issues.

## Willowbank CSA

- Initiate a LAFCo application to dissolve the Willowbank CSA and the BOS should form a Willowbank Community Advisory Committee in its place, with the BOS District 4 Office as liaison. Consider a 5-member committee instead of the current 7 members, which is a legacy of the original CSA representation reflecting consolidation of three neighborhood water systems.

## **Agency/Public Involvement**

While conducting this MSR, the LAFCo Executive Officer met with the CSA Manager and the active advisory committees for the CSAs (El Macero, North Davis Meadows, Wild Wings and Willowbank), sometimes more than once. The CSA advisory committees seem satisfied with LAFCo's review, although the Willowbank CSA will continue to discuss whether any municipal services are anticipated that may warrant maintaining the district and not dissolving it per the MSR's recommendation. Although the advisory committee meetings were amicable, the multi-service CSAs (El Macero, North Davis Meadows, and Wild Wings) all undergo some level of resident controversy. All three of these CSAs have been litigated by residents since the last MSR for various reasons such as accounting, changes in fees, or management. Of the six cases (4 in El Macero, 1 in North Davis Meadows, and 1 in Wild Wings), two have been settled and the other four were either ruled in favor of the County and/or dismissed.

A notice of availability of the Draft MSR/SOI and public hearing was published in the Davis Enterprise and Woodland's Daily Democrat 21 days in advance. Individual mailed notices were not provided because the mailing list exceeds 1,000 parcels. The CSA Manager and advisory committee members were provided an opportunity to review and comment on an administrative draft report before it was made public. Overall, few changes have been requested to the MSR/SOI since the November 9, 2022 Public Review Draft. Minor edits to the MSR/SOI have been formatted in added text and ~~deleted text~~ so it is clear what has changed as compared to the Public Review Draft. Any changes will be incorporated into the final adopted MSR/SOI. Correspondence has been included under Attachment C. Any additional correspondence received after this report will be provided to the Commission in a supplemental packet.

## **California Environmental Quality Act (CEQA)**

CEQA requires analysis of agency approvals of discretionary "projects." A "project," under CEQA, is defined as "the whole of an action, which has a potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment." Section 15061 (b)(3) of the CEQA Guidelines describes the General Rule that CEQA only applies to projects which "have the potential for causing a significant effect on the environment; where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA." Section 15320 is a Categorical Exemption for reorganization of local governmental agencies that do not change the geographical area in which previously existing powers are exercised. Approval of the Municipal Service Review and Sphere of Influence Update, and the district reorganization that might follow, does not approve any development project or result in development. No physical construction or activity is contemplated as a result of this action because water services were already extended to the Watts-Woodland Airport per LAFCo No. 933 approved on August 22, 2019. The Sphere of Influence Update for the Wild Wings CSA does not change the geographical area in which water services are provided and the Watts-Woodland Airport is already developed. The project, therefore, will not have the potential to result in individual or cumulative significant effects on the environment. Furthermore, no special circumstances exist that would create a reasonable possibility that approving the Municipal Service Review and Sphere of Influence Update would have a significant effect on the environment. Therefore, the project is exempt from CEQA and no further environmental review is necessary.

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## **Attachments**

ATT A-Reso 2022-11 Adopting County Service Areas MSR-SOI Dec 1, 2022

ATT B-MSR-SOI for the CSAs 11.17.2022

ATT C-CSA MSR-SOI Correspondence

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## Form Review

**Inbox**

Christine Crawford (Originator)  
Form Started By: Christine Crawford  
Final Approval Date: 11/17/2022

**Reviewed By**

Christine Crawford

**Date**

11/17/2022 02:28 PM  
Started On: 11/08/2022 02:11 PM



**YOLO LOCAL AGENCY FORMATION COMMISSION  
Resolution № 2022-11**

**Adopting (i) the Municipal Service Review (MSR) for the Dunnigan, El Macero, North Davis Meadows, Wild Wings, and Willowbank County Service Areas (CSAs) and (ii) the Sphere of Influence Update for Wild Wings CSA (LAFCo No. 21-04)**

**WHEREAS**, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (“CKH”) governs the organization and reorganization of cities and special districts by local agency formation commissions established in each county, as defined and specified in Government Code Sections 56000 et seq. (unless otherwise indicated all statutory references are to the Government Code); and,

**WHEREAS**, Section 56425 et seq. provides that the local agency formation commission in each county shall develop and determine the sphere of influence of each local governmental agency within the county, and enact policies designed to promote the logical and orderly development of areas within the spheres of influence, as more fully specified in Sections 56425 et seq.; and,

**WHEREAS**, Section 56430 requires that local agency formation commissions conduct a municipal service review prior to, or in conjunction with, consideration of actions to establish or update a sphere of influence in accordance with Sections 56076 and 56425; and,

**WHEREAS**, County Service Areas (“CSAs”) are treated as “special districts” for purposes of the CKH;

**WHEREAS**, beginning in 2021, the Yolo Local Agency Formation Commission (LAFCo) has conducted a review of the municipal services and spheres of influences for the CSAs established by the County of Yolo; and,

**WHEREAS**, the Executive Officer met with the active CSA Advisory Committees over the course of conducting this Municipal Service Review; and,

**WHEREAS**, based on the results of the Municipal Service Review, staff has determined that a Sphere of Influence Update is needed for Wild Wings CSA to reflect the August 22, 2019 LAFCo authorization to extend water services to the Watts-Woodland Airport; and,

**WHEREAS**, the Executive Officer set a public hearing on December 1, 2022 for consideration of the draft Municipal Service Review and caused notice thereof to be posted and published at the times and in the manner required by law at least twenty-one (21) days in advance of the date; and,

**WHEREAS**, on December 1, 2022, the draft Municipal Service Review was heard before LAFCo, at the time and place specified in the Notice of Public Hearing; and,

**WHEREAS**, at said hearing, LAFCo reviewed and considered the draft Municipal Service Review and Sphere of Influence Update, and the Executive Officer’s Report and Recommendations; each of the policies, priorities, and factors set forth in Government Code Sections Section 56425(e) and 56430 et seq.; LAFCo’s Guidelines and Methodology for the Preparation and Determination of Municipal Service Reviews and Spheres of Influences; and all other matters presented as prescribed by law; and,

**WHEREAS**, at that time, an opportunity was given to all interested persons, organizations, and agencies to present oral or written testimony and other information concerning the proposal and all related matters; and,

**WHEREAS**, LAFCo received, heard, discussed, and considered all oral and written testimony related to the sphere update, including but not limited to protests and objections, the Executive Officer's report and recommendations, the environmental determinations, and the Municipal Service Review.

**NOW, THEREFORE, BE IT RESOLVED, DETERMINED, AND ORDERED** that the Yolo Local Agency Formation Commission hereby:

1. Finds the proposed Municipal Service Review and Sphere of Influence Update exempt from the California Environmental Quality Act (CEQA) pursuant to the California Code of Regulations, Title 14, Division 6, Chapter 3 (State CEQA Guidelines) Section 15061(b)(3) and Section 15320; and,
2. Adopts Resolution 2022-11 approving the Municipal Service Review for the Dunnigan, El Macero, North Davis Meadows, Wild Wings and Willowbank CSAs and approving a Sphere of Influence Update for the Wild Wings CSA as set forth in Exhibit A, attached hereto and incorporated herein by this reference, subject to the following findings and recommendations for each agency set forth in Exhibit B.

## **FINDINGS**

1. Finding: Approval of the Municipal Service Review and Sphere of Influence Update is consistent with all applicable state laws and local LAFCo policies.

Evidence: The project was prepared consistent with the requirements in the Cortese-Knox-Hertzberg Act for a Municipal Service Review and Sphere of Influence Update and all applicable Yolo LAFCo policies and adopted Standards for Evaluation. The Municipal Service Review includes written determinations for each district as required by Section 56430. The Sphere of Influence Updates include written statements for each applicable district as required by Section 56425(e). The new Sphere of Influence for the Wild Wings CSA supports the MSR recommendations to align district boundaries with its existing CSA service area including LAFCo's 2019 approval extending water services to the Watts-Woodland Airport (LAFCo No. 933) and will not affect agricultural land or be growth inducing because the airport is already developed. The MSR evaluated the existing services and the need for municipal services in each community and recommended reorganization where appropriate as indicated in the MSR.

2. Finding: The proposed Municipal Service Review and Sphere of Influence Update is exempt from the California Environmental Quality Act (CEQA) pursuant to Sections 15061(b)(3) and Section 15320 of the California Code of Regulations, Title 14, Division 6, Chapter 3 (State CEQA Guidelines).

Evidence: CEQA requires analysis of agency approvals of discretionary "projects." A "project," under CEQA, is defined as "the whole of an action, which has a potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment." Section 15061 (b)(3) of the CEQA Guidelines describes the General Rule that CEQA only applies to projects which "have the potential for causing a significant effect on the environment; where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA." Section 15320 is a Categorical Exemption for reorganization of local governmental agencies that do not change the geographical area in which previously existing powers are exercised. Approval of the Municipal Service Review and Sphere of Influence Update, and the district reorganization that might follow, does not approve any development project or result in development. No physical construction or activity is contemplated as a result of this action because water services were already extended to the

Watts-Woodland Airport per LAFCo No. 933 approved on August 22, 2019. The Sphere of Influence Update for the Wild Wings CSA does not change the geographical area in which water services are provided and the Watts-Woodland Airport is already developed. The project, therefore, will not have the potential to result in individual or cumulative significant effects on the environment. Furthermore, no special circumstances exist that would create a reasonable possibility that approving the Municipal Service Review and Sphere of Influence Update would have a significant effect on the environment. Therefore, the project is exempt from CEQA and no further environmental review is necessary.

**PASSED AND ADOPTED** by the Local Agency Formation Commission, County of Yolo, State of California, this 1<sup>st</sup> day of December 2022, by the following vote:

Ayes:

Noes:

Abstentions:

Absent:

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Olin Woods, Chair

Yolo Local Agency Formation Commission

Attest:



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Christine Crawford, Executive Officer

Yolo Local Agency Formation Commission

Approved as to form:

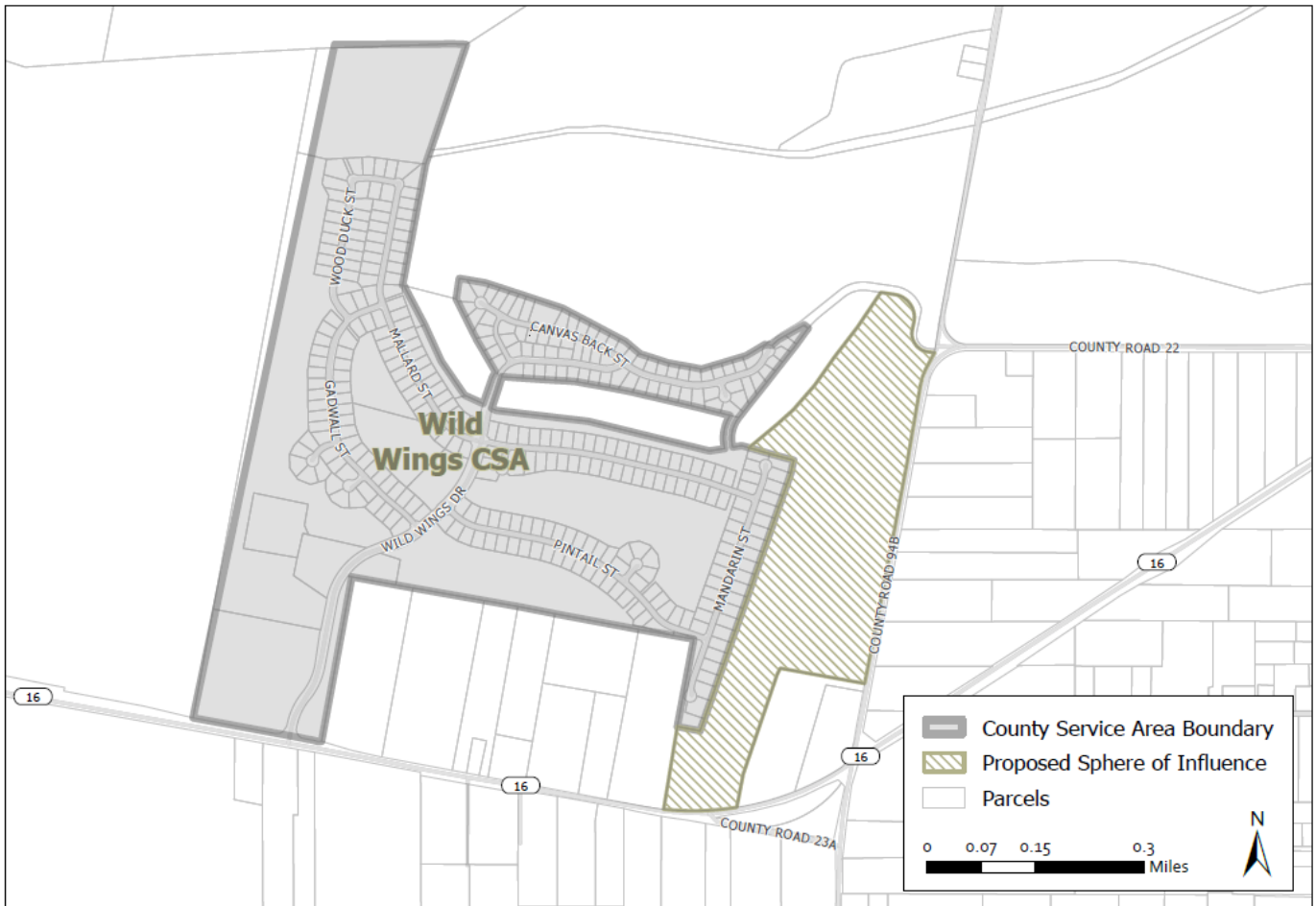


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Eric May, Commission Counsel

Exhibit A

Wild Wings County Service Area Boundary and Sphere of Influence Update



**Exhibit B**  
**Municipal Service Review Recommendations for the**  
**Dunnigan, El Macero, North Davis Meadows, Wild Wings and Willowbank CSAs**  
**Overarching Recommendations and for Individual CSAs**

**Overarching CSA Recommendations for Yolo County**

During this MSR/SOI process, several issues came up that span many or all the CSAs and/or the following overarching recommendations are recommended:

CSA Sustainability

- Continue to focus Yolo County staff time and resources on resolving the significant long-term municipal water and sewer service sustainability issues for the Wild Wings CSA as noted in the MSR.

CSA Governance

- Initiate a LAFCo application to dissolve the Willowbank CSA and the BOS should form a Willowbank Community Advisory Committee in its place, with the BOS District 4 Office as liaison. Consider a 5-member committee instead of the current 7 members, which is a legacy of the original CSA representation reflecting consolidation of three neighborhood water systems.
- For the Davis-area CSAs (El Macero and North Davis Meadows), continue to pursue shared services with the City of Davis as much as possible including exploring options with the City of Davis for direct billing of City water and sewer services reflective of agreed-upon rate structures and ensuring that any direct billing methodologies are efficient, legally defensible, and administration is financially viable.
- Allow the Dunnigan Community Plan Update process currently underway by the Department of Community Services to run its course considering the feasibility of adding water and/or sewer municipal services. If additional services ultimately do not work out such that the CSA would continue to operate only as a pass-through for PG&E street lighting charges, consider the cost/benefit of dissolving the Dunnigan CSA and forming a lighting district in its place.
- Formally disband the Dunnigan CSA Advisory Committee. It is not currently active and is not needed for the CSA's sole existing service as a PG&E pass through district. The advisory committee can be reformed if additional services are added to the CSA in the future.

CSA Staff Support

- Direct Human Resources to perform a desk audit of what's referred to as the "CSA Manager" position and create a class specification and salary range for it. There has been high turnover in this position since the last MSR and the "CSA Manager" is required to exercise much greater responsibility and decision-making than the current Community Services Analyst classification/salary being used for this role. In addition, this position would benefit from more financial and administrative staff support so it can perform at a higher level and more goals can be accomplished overall.

**Dunnigan CSA**

- Allow the Dunnigan Community Plan Update process currently underway by the Department of Community Services to run its course considering the feasibility of adding water and/or sewer municipal services. If additional services ultimately do not work out such that the CSA would continue to operate only as a pass-through for PG&E street lighting charges, consider the cost/benefit of dissolving the Dunnigan CSA and forming a lighting district in its place.
- Formally disband the Dunnigan CSA Advisory Committee. It is not currently active and is not needed for the CSA's sole existing service as a PG&E pass through district. The advisory committee can be reformed if additional services are added to the CSA in the future.

### El Macero CSA

- Although street paving, maintenance, sweeping and landscape/lighting is not an essential municipal service, the El Macero CSA Advisory Committee needs to calibrate community expectations and recommend how the limited \$180 annual street fee funding should be prioritized going forward. Services either need to be reduced to stay within available funding and/or potentially separate out the street fee into more specific components and attempt another Prop 218 increase.
- For the Davis-area CSAs (El Macero and North Davis Meadows), continue to pursue shared services with the City of Davis as much as possible including exploring options with the City of Davis for direct billing of City water and sewer services reflective of agreed-upon rate structures and ensuring that any direct billing methodologies are efficient, legally defensible, and administration is financially viable.

### North Davis Meadows CSA

- The North Davis Meadows CSA will need to consider options to redesign its common landscape areas and street medians to be drought tolerant because the current assessments will not cover the new City water rates.
- For the Davis-area CSAs (El Macero and North Davis Meadows), continue to pursue shared services with the City of Davis as much as possible including exploring options with the City of Davis for direct billing of City water and sewer services reflective of agreed-upon rate structures and ensuring that any direct billing methodologies are efficient, legally defensible, and administration is financially viable.

### Wild Wings CSA

- Continue to focus Yolo County staff time and resources on resolving the significant long-term municipal water and sewer service sustainability issues for the Wild Wings CSA as noted in the MSR.
- Continue studying the feasibility of connecting to other municipal water systems in the surrounding area to improve water supply security/redundancy.
- The Wild Wings CSA WWTP discharge permit from SWRCB is up for renewal. The CSA needs to select and move forward with an option quickly to increase the WWTP's reliability and meet State standards.
- If the golf course continues to struggle to find an adequate operator and/or have financial issues, the CSA should consider leasing out the golf course operations to an outside provider, so it is no longer a CSA day to day management responsibility.
- The Wild Wings CSA needs to provide a new flood control and drainage service and fund to be added (and LAFCo should consider adding flood control and drainage to the CSA's powers). Separating this new service and fee into its own fund would be more transparent.
- If any future requests for water or sewer service extensions outside Wild Wings CSA boundaries are submitted, the CSA should carefully consider its capacity to serve additional connections.
- The County should provide additional accounting and administrative staff support to the CSA Manager so this time can be better utilized to address CSAs significant infrastructure issues.

### Willowbank CSA

- Initiate a LAFCo application to dissolve the Willowbank CSA and the BOS should form a Willowbank Community Advisory Committee in its place, with the BOS District 4 Office as liaison. Consider a 5-member committee instead of the current 7 members, which is a legacy of the original CSA representation reflecting consolidation of three neighborhood water systems.

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

for the

## County Service Areas (CSAs) LAFCo No. 21-04

Dunnigan CSA  
El Macero CSA  
North Davis Meadows CSA  
Wild Wings CSA  
Willowbank CSA

Yolo Local Agency Formation Commission



Public Review Draft November 9, 2022

**SUBJECT AGENCIES:**

This MSR/SOI includes the following CSAs:

- Dunnigan CSA
- El Macero CSA
- North Davis Meadows CSA
- Wild Wings CSA
- Willowbank CSA

Garcia Bend CSA has been bundled with like services in the Fire Protection Agencies MSR/SOI adopted July 2022. Snowball CSA has been bundled with like flood protection services in the Reclamation Districts and Local Maintaining Agencies MSR/SOI adopted February 2018.

County Service Areas (CSAs) are governed by the Yolo County Board of Supervisors and managed by the Community Services Department. Contact information provided below will reach staff assigned to manage CSAs.

Administrative Support Team  
292 West Beamer St.  
Woodland, CA 95695

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## MSR/SOI Background and Context

### **ROLE AND RESPONSIBILITY OF LAFCO**

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

### **Purpose of a Municipal Service Review (MSR)**

The CKH Act gives LAFCo broad discretion in deciding how to conduct MSRs. The commission shall decide in the area designated for service review the county, the region, the subregion, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed. The commission may assess various alternatives for improving efficiency and affordability of infrastructure and service delivery within and contiguous to the sphere of influence, including, but not limited to, the consolidation of governmental agencies.

The purpose of a MSR in general is to provide a comprehensive inventory and analysis of the services provided by local municipalities, service areas, and special districts and evaluate the structure and operation of the local municipalities, service areas, and special districts and suggest ways to improve efficiency and affordability of infrastructure and service delivery. 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.
7. Any other matter related to effective or efficient service delivery, as required by commission policy.
  - a. Local policy requires the MSR to address broadband availability; and
  - b. The status of past MSR recommendations.

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

## Purpose of a Sphere of Influence (SOI)

In 1972, LAFCOs were given the power to establish SOIs for all local agencies under their jurisdiction. As defined by the CKH Act, “‘sphere of influence’ means a plan for the probable physical boundaries and service area of a local agency, as determined by the commission.” (§56076.) SOIs are designed to both proactively guide and respond to the need for the extension of infrastructure and delivery of municipal services to areas of emerging growth and development. Likewise, they are also designed to discourage urban sprawl and the premature conversion of agricultural and open space resources to urbanized uses. Regular periodic updates of SOIs should be conducted every five years (§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 10-20 years. A MSR is conducted prior to, or in conjunction with, the update of a SOI and provides the foundation for updating it.

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

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

## COUNTY SERVICE AREAS (CSA)

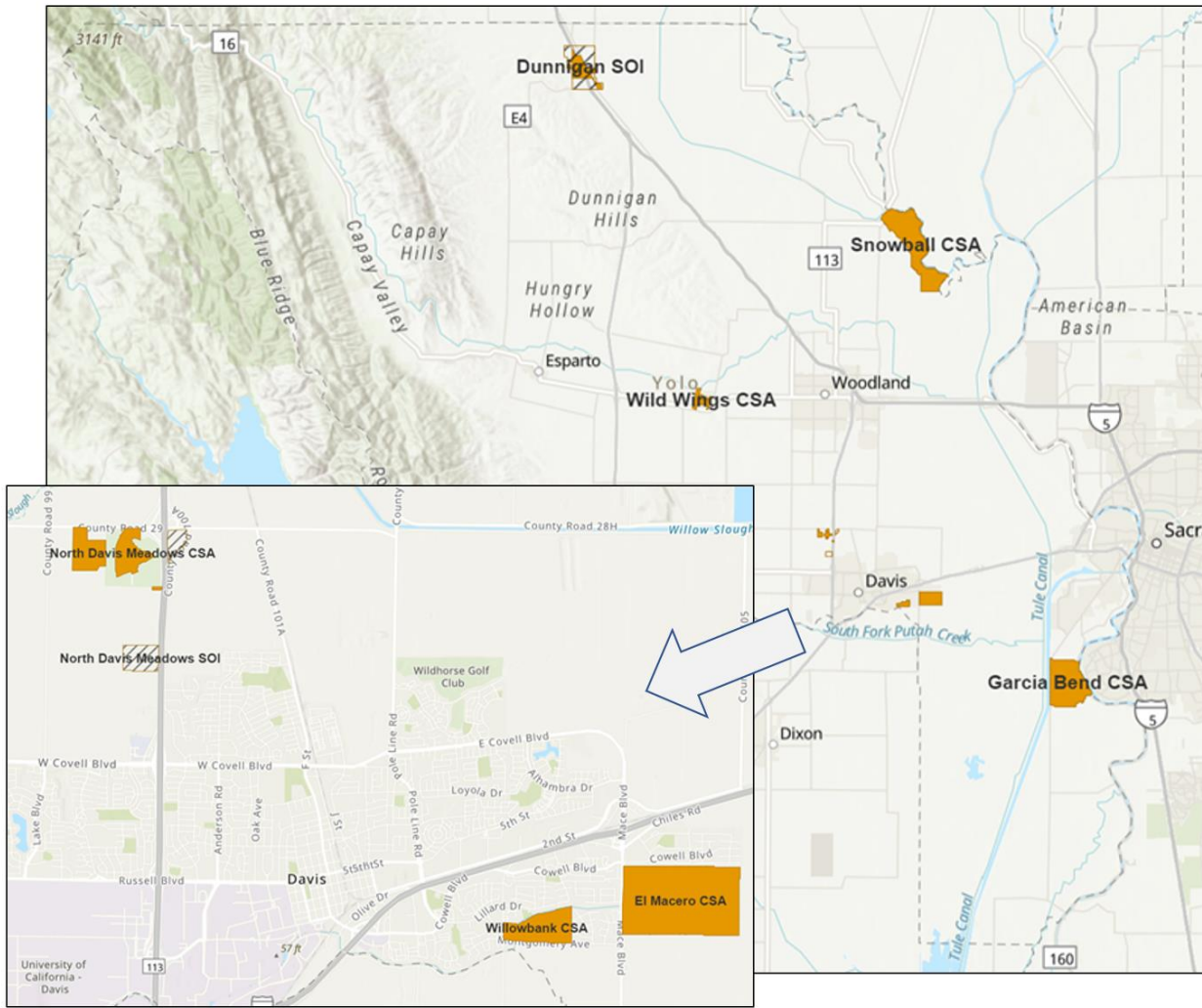
Yolo County has utilized County Service Areas (CSAs) for over 50 years to provide services to the residents of some unincorporated areas. The basic premise of a CSA is for communities or a designated area to self-fund a service (or multiple services) by charging a direct assessment or property-related fee for services such as water and/or sewer service, road and/or drainage maintenance, street lighting, fire protection, flood protection, and/or landscaping. As the name implies, a CSA is administered by County staff under the direction of the County Board of Supervisors (BOS).

A CSA may be established to provide many types of extended municipal services within an unincorporated area which the County is authorized by law to perform, and which the County does not also perform to the same extent on a countywide basis. State Law Governing County Service Areas (Sections 25210.1-25338, Government Code).

## Existing CSAs and Services Provided

The following map includes all the seven (7) CSAs in Yolo County, five (5) of which are included in this MSR/SOI. Because the purpose of an MSR is to review all the agencies that provide certain service or services within a given area and to assess various alternatives for improving efficiency and affordability of infrastructure and service delivery, two of the CSAs were combined with the review of other districts that provide like services. Garcia Bend CSA was included in the Fire Protection Agencies MSR/SOI and Snowball CSA was included in the Reclamation Districts and Local Maintaining Agencies MSR/SOI.

County Service Areas Location



CSAs, Authorized Services, and Applicable MSR/SOI

CSA	Authorized Services	MSR/SOI
Dunnigan	Street lighting	Included
El Macero	Water Sewer Street (maintenance & ROW landscaping) Drainage	Included
Garcia Bend	Fire protection	Fire Protection Agencies (LAFCo 21-05)
North Davis Meadows	Water Sewer Landscaping Street lighting Drainage	Included

<b>CSA</b>	<b>Authorized Services</b>	<b>MSR/SOI</b>
Snowball	Flood control	Reclamation Districts and Local Maintaining Agencies February 22, 2018
<b>Wild Wings</b>	Water Wastewater Recreation (golf course)	<b>Included</b>
<b>Willowbank</b>	Water (service inactive)	<b>Included</b>

### CSA Common Fees Comparison

The table below compares the single-family residential fees for common services across those CSAs that provide multiple services. El Macero CSA also has a condominium rate charged to 37 parcels but it's not included here because they are unique to El Macero (additional detail can be found in each CSAs MSR). The costs for infrastructure and services vary widely and are based on the necessities of development and geography. The water and sewer rates include an amount for system maintenance and replacement as needed.

**FY 2022/23 CSA Single Family Residential Rates for Common Services<sup>1</sup>**

	<b>El Macero (403)*</b>	<b>N. Davis Meadows (95)</b>	<b>Wild Wings (339)</b>
Water	\$47 (base fee) + actual use on annual property tax bill	\$2,071 (not metered) +\$4,157 (City connection project loan repayment)	\$1,073 (up to 250k gal/yr) +\$241 for arsenic treatment
Sewer	\$568	\$2,044	\$3,011
Landscaping/ Recreation	incl. in \$180 street fee	\$486	\$1,768 (golf course)

\* Number of single-family residential parcels charged for each CSA to give a sense of economies of scale

CSA fee structures have evolved independently and may benefit from a more consistent fee structure. Charging monthly would even be better to give more immediate resident feedback regarding actual water usage. El Macero CSA pays City water rates based on usage, but it's charged through the CSA on an annual basis (direct billing from City is recommended in its MSR). North Davis Meadows is in the process of connecting to City water and will pay City of Davis water rates monthly based on usage. Wild Wings CSA water is provided by its own wells and the CSA Manager is planning to update the rate structure to be a more tiered rate. Willowbank CSA is not shown because residents are already direct billed and pay City of Davis water rates based on usage.

El Macero CSA has a much lower sewer charge than the North Davis Meadows and Wild Wings CSAs, however, El Macero negotiated a special rate per a 2015 amendment to Agreement No. 75-97 settling a City-County billing dispute. North Davis Meadows CSA sewer is processed by the City of Davis, but sewer has not been included thus far in agreements for direct billing (only water). Some CSA fee for sewer would need to continue because North Davis Meadows utilizes individual grinder pumps at each individual connection to ensure effluent blockages do not occur flowing the approximately 1.5 miles south to Davis for treatment. Wild Wings CSA will continue to utilize its own wastewater treatment plant which needs significant upgrades.

Comparing landscape fees is not "apples to apples" as the area and level of maintenance varies widely. However, one thing that stands out is how much lower the El Macero CSA street fee is (which includes

<sup>1</sup> County of Yolo Resolution No. 22-61 regarding charges on the 2022-23 tax roll for CSAs

paving, sweeping, and right of way landscaping/lighting) for its much larger community as compared to the North Davis Meadows CSA landscape fee. El Macero CSA’s street fee hasn’t been updated since 1994 (a recent attempt failed by a narrow margin) and is unable to maintain intended services at this outdated funding level.

### **CSA Advisory Committees**

Government Code Section 25212.4 states the BOS may appoint one or more advisory committees to give advice regarding a county service area’s services and facilities. The board may provide for the appointment, qualifications, terms, procedures, meetings, and ethical conduct of the members of an advisory committee. Any comments by an advisory committee are wholly advisory and it is not the responsibility or within the authority of an advisory committee to make decisions, manage, or direct the delivery of services and facilities.

The BOS has formed advisory committees for the following CSAs:

<b>CSA</b>	<b>Status</b>	<b>No. of Members</b>
Dunnigan	Not active	5 members
El Macero	Active	5 members
Garcia Bend	None	NA
North Davis Meadows	Active	5 members
Snowball	None	NA
Wild Wings	Active	5 members <sup>2</sup>
Willowbank	Active	7 members

### **Overall CSA Governance/Management LAFCo Observations**

Of the 7 total CSAs in Yolo County, 4 provide only one service (two of which are not included in this MSR, bundled instead with like services as noted previously). Dunnigan’s street lighting services currently organized as a CSA is probably an excessive form of government for what could be more simply managed with a lighting district, however additional services for Dunnigan have been considered in the past and are currently being considered again through the Yolo County Dunnigan Community Plan update in process. Therefore, any decisions regarding changing the governance of this CSA should wait for the outcome of this infrastructure feasibility study and municipal service analysis. The Willowbank CSA (water service) hasn’t provided water service itself since 1999 and LAFCo recommends it should be dissolved altogether.

For the remaining 3 CSAs that provide multiple services (El Macero, North Davis Meadows and Wild Wings), El Macero and North Davis Meadows CSAs are either already connected, or in the process of connecting, to City of Davis water and/or sewer services and sharing services with other agencies to the greatest extent feasible. Other than implementing direct City billing, no additional government efficiencies are currently seen.

Wild Wings CSA must operate more standalone due to its location and currently requires significant attention. Its wastewater treatment plant (WWTP) experienced a catastrophic failure in 2018 and the recent drought beginning in 2019 has put water reliability at significant risk. The Wild Wings CSA is already considering options for needed improvements to its WWTP, working on drilling a new well, and studying the long-term feasibility of connecting to a municipal water system at either Esparto CSD, Madison CSD, or the City of Woodland. Yolo County is actively working on feasibility studies and infrastructure upgrades

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<sup>2</sup> Temporarily has 6 members per a recent settlement agreement and will drop back down to 5 members with attrition. See Wild Wings CSA MSR for more information.

but needs to provide better support to the CSA Manager to focus on resolving these significant long-term infrastructure sustainability issues.

### Overarching CSA Recommendations for Yolo County

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During this MSR/SOI process, several issues came up that span many or all the CSAs and/or the following overarching recommendations are recommended:

#### CSA Sustainability

- Continue to focus Yolo County staff time and resources on resolving the significant long-term municipal water and sewer service sustainability issues for the Wild Wings CSA as noted in the MSR.

#### CSA Governance

- Initiate a LAFCo application to dissolve the Willowbank CSA and the BOS should form a Willowbank Community Advisory Committee in its place, with the BOS District 4 Office as liaison. Consider a 5-member committee instead of the current 7 members, which is a legacy of the original CSA representation reflecting consolidation of three neighborhood water systems.
- For the Davis-area CSAs (El Macero and North Davis Meadows), continue to pursue shared services with the City of Davis as much as possible including exploring options with the City of Davis for direct billing of City water and sewer services reflective of agreed-upon rate structures and ensuring that any direct billing methodologies are efficient, legally defensible, and administration is financially viable.
- Allow the Dunnigan Community Plan Update process currently underway by the Department of Community Services to run its course considering the feasibility of adding water and/or sewer municipal services. If additional services ultimately do not work out such that the CSA would continue to operate only as a pass-through for PG&E street lighting charges, consider the cost/benefit of dissolving the Dunnigan CSA and forming a lighting district in its place.
- Formally disband the Dunnigan CSA Advisory Committee. It is not currently active and is not needed for the CSA's sole existing service as a PG&E pass through district. The advisory committee can be reformed if additional services are added to the CSA in the future.

#### CSA Staff Support

- Direct Human Resources to perform a desk audit of what's referred to as the "CSA Manager" position and create a class specification and salary range for it. There has been high turnover in this position since the last MSR and the "CSA Manager" is required to exercise much greater responsibility and decision-making than the current Community Services Analyst classification/salary being used for this role. In addition, this position would benefit from more financial and administrative staff support so it can perform at a higher level and more goals can be accomplished overall.

## **ORGANIZATION OF THIS MSR/SOI STUDY**

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

**DUNNIGAN CSA AGENCY PROFILE**

Dunnigan County Service Area (CSA) #11 was formed on January 8, 1991, as a single function special district responsible for managing a contract with PG&E for street lighting services in the town of Dunnigan. At the time of its formation, the CSA was also given latent power to provide all services allowable for CSAs by California law, which it may activate by seeking approval of the LAFCo Commission.

The LAFCo formation documents<sup>1</sup> indicate the Dunnigan CSA was formed because there was an existing street lighting system the residents wished to improve and maintain, and there was a need for a governmental entity to provide a structure for the service. County Environmental Health was also concerned about inadequate sewage disposal in the community and it was thought a CSA could help resolve the issue. In addition, there was community development pressure and the County’s Growth Management Plan designated the Dunnigan area for possible growth. For all these reasons, a CSA was formed.

Dunnigan CSA is governed by the County Board of Supervisors (BOS) and is treated as a special district under the LAFCo Law. The Board of Supervisors has appointed a five-member advisory committee, but it has been inactive for several years. As directed by California Government Code Section 25212.4, an 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.

**Dunnigan CSA Boundary and Sphere of Influence Map**



Adopted by LAFCo on June 26, 2014

<sup>1</sup> Executive Officer’s Report Formation of the Dunnigan CSA LAFCo Proceeding No. 839, October 17, 1990.



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The CSA covers over 600 acres of land in northern Yolo County, and its service area comprises most of the inhabited and commercial areas in the town of Dunnigan. It is bounded by County Road 6 on the south, County Road 2 on the north, Southern Pacific railroad tracks to the east, and County Road 88 to the west. The CSAs sphere of influence was coterminous with its service boundaries, and both remained the same since the time of its formation until June 26, 2014 when LAFCo approved a sphere of influence (see map above) due to advisory committee interest to potentially expand the CSA’s lighting network.

The CSA contracts with Pacific Gas and Electric (PG&E) to supply electricity for its public lighting system, as well as to install, maintain, and service the light poles across much of the developed area in the community of Dunnigan. Consequently, the CSA does not own or operate any equipment, although it is financially responsible for all one-time and ongoing costs associated with the street lighting network. The CSA largely functions as a pass-through agency, collecting funds from the Dunnigan residents to pay the PG&E bills for the public street lighting service. The CSA is funded by collecting fees for this service which are charged on an annual basis and added to the property tax bill. The charge for street lighting services in the Dunnigan CSA for each parcel is \$19 per year.

The CSA is currently staffed and managed by the County’s Department of Community Services. The CSA is billed for the staff time of the CSA administrative support team, County finance staff, and County legal counsel, when such services are utilized.

**MUNICIPAL SERVICE REVIEW**

**POTENTIALLY SIGNIFICANT MSR DETERMINATIONS**

The MSR determinations checked below are potentially significant, as indicated by 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
- Disadvantaged Unincorporated Communities
- Capacity, Adequacy & Infrastructure to Provide Services
- Financial Ability
- Shared Services
- Accountability
- Broadband Access
- Status of Previous MSR Recommendations

**LAFCo MUNICIPAL SERVICE REVIEW:**

- On the basis of this initial evaluation, the required determinations are not significant, and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).
- The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

**1. Growth and Population**

Growth and population projections for the affected area.

	<b>Significant Issue</b>	<b>Potentially Significant</b>	<b>No Issue</b>
a) <i>Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Do changes in demand suggest a change in the agency's services?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

There are no new large growth areas designated or anticipated by the County that would impact street lighting service levels. The existing Dunnigan CSA boundaries include the historic town and all the land zoned for residential and commercial uses along I-5 between County Road (CR) 2 and CR 5<sup>2</sup>. There is some land zoned Highway Service Commercial between CR 5 and CR 6 that is not in the current CSA boundaries, but it is within the CSA's SOI and could be annexed if desired.

Yolo County is embarking on a process to update its Dunnigan Community Plan which is not anticipated to designate any new large growth areas but may suggest needed municipal services to the community.

**Growth and Population MSR Determination:**

Significant population growth is not anticipated for the Dunnigan community and the CSA has an SOI that was approved in 2014 that already allows for expansion if needed. Yolo County is embarking on a process to update its Dunnigan Community Plan which is not anticipated to designate any new growth areas but may suggest municipal water and sewer services. Any changes could be incorporated into the next MSR/SOI Update cycle in fiscal year 2027/28 or sooner if needed.

**Recommendation(s):**

None.

**2. Disadvantaged Unincorporated Communities**

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

	<b>Significant Issue</b>	<b>Potentially Significant</b>	<b>No Issue</b>
a) <i>If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer, and structural fire protection?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

<sup>2</sup> Yolo County Zoning Open Data GIS Layer, updated: February 3, 2021

**Disadvantaged Unincorporated Communities MSR Determination:**

The portion of the CSA east of I-5 is classified as a disadvantaged unincorporated community<sup>3</sup>. However, the CSA does not provide sewer, municipal and industrial water, or structural fire protection services. Disadvantaged communities are not being denied access to street light services.

**Recommendation(s):**

None.

**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.

	Significant Issue	Potentially Significant	No Issue
a) <i>Are there any deficiencies in the <b>infrastructure, equipment, and capacity of agency facilities</b> to meet <u>existing</u> service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable <u>future</u> needs?</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
c) <i>Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) <i>Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

Dunnigan CSA was formed in 1991 to provide street light services. The CSA operates as a pass-through district to pay PG&E service bills. Pacific Gas and Electric (PG&E) to supplies electricity, installs, maintains, and services the light poles. The CSA does not own or operate any equipment. The light poles utilize LED lighting technology.

Existing CSA Services Authorized/Provided	Service Provider
Street Lighting	PG&E

In a Draft Dunnigan CSA Lighting Plan dated March 2014, the advisory committee identified the following six priorities for additional lighting due to public safety concerns:

1. Road 5 at Road 88A (road is narrow and dangerous)
2. Road 5 at 88B (road is narrow and dangerous)
3. Road 4 at Highway 99W (dangerous corner with poor visibility)
4. Road 89, south of its split from Highway 99 (fast moving traffic in both directions)

<sup>3</sup> CALAFCO Statewide DUCs Refined GIS Layer, RSG, Inc. December 10, 2021

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- 5. North of the post office parking lot, on the west side of Highway 99
- 6. West of I-5 on the south side of Road 4, between Road 88A and Road 88B

LAFCo amended the CSA’s sphere of influence in 2014 to accommodate future annexation of these areas should additional lighting be funded and installed. However, the 2014 Lighting Plan has not been implemented.

The Yolo County Planning Division is currently working on an update to its Dunnigan Community Plan and have hired consultants to conduct an infrastructure feasibility study for providing water and wastewater services<sup>4</sup>. They are studying the feasibility of obtaining water from the Tehama canal and/or Cal-American Water to extend service from CR 8. The Infrastructure Feasibility Study (IFS) conducted by EPS and Cunningham Engineering and the report is expected by the end of 2022. The Community Plan update began in July and is expected to wrap up in the Spring of 2023. The updated Community Plan may have significant implications for the Dunnigan CSA and if feasible, may require the CSA to add municipal services and potentially modify boundaries. If water and/or sewer services prove feasible, it will take additional years to develop a financing and implementation plan. Any changes could be incorporated into the next MSR/SOI Update cycle in fiscal year 2027/28 or sooner if needed.

The CSA is currently staffed and managed by the County’s Department of Community Services. The CSA is billed for the staff time of the CSA administrative support team, County finance staff, and County legal counsel, when such services are utilized.

**Capacity and Adequacy MSR Determination:**

PG&E provides the CSA’s street lighting services and has capacity to provide adequate services. The CSA currently operates only as a financing mechanism to collect funds to pay the PG&E bills. However, the Yolo County Planning Division is currently working on an update to its Dunnigan Community Plan and have hired consultants to conduct an infrastructure feasibility study for providing water and wastewater services. The updated Community Plan may have significant implications for the Dunnigan CSA and, if feasible, may require LAFCo to add CSA latent powers and modify boundaries. Any changes could be incorporated into the next MSR/SOI Update cycle in fiscal year 2027/28 or sooner if needed.

**Recommendation(s):**

None.

<b>4. Financial Ability</b>			
Financial ability of agencies to provide services.			
	<b>Significant Issue</b>	<b>Potentially Significant</b>	<b>No Issue</b>
a) <i>Is the subject agency in a stable financial position, i.e. does the 5-year trend analysis indicate any issues?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Is there an issue with the organization’s revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) <i>Is the organization’s revenue sufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

<sup>4</sup> Email from JD Trebec, Yolo County Senior Planner dated August 24, 2022

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- |  |                          |                          |                                     |
|--|--------------------------|--------------------------|-------------------------------------|
| d) <i>Does the subject agency have a capital improvement plan (CIP)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy to fund it?</i>  | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| e) <i>Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?</i>   | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| f) <i>Is the agency insured or in a risk management pool to manage potential liabilities?</i>  | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| g) <i>Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency have accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| h) <i>Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?</i>   | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

**Discussion:**

The 2022/23 property-related fees, assessments and/or special taxes for the Dunnigan CSA<sup>5</sup> is as shown the table below:

<b>Dunnigan CSA</b>	<b>Annual Charge Per Parcel</b>	<b>No. of Parcels Charged</b>
Street Lighting	\$19.00	343

The Dunnigan CSA does not own or operate any equipment, although it is financially responsible for all one-time and ongoing costs associated with the street lighting network. The CSA functions as a pass-through agency, collecting funds from the Dunnigan residents to pay the PG&E bills for the public street lighting service. The CSA is funded by collecting fees for this service which are charged on an annual basis and added to the property tax bill. The charge for street lighting services in the Dunnigan CSA for each parcel is \$19 per year.

The following table shows the 5-year financial trend for the Dunnigan CSA<sup>6</sup>:

<sup>5</sup> County of Yolo Resolution No. 22-61 regarding charges on the 2022-23 tax roll for CSAs

<sup>6</sup> Yolo County Financial Data INFOR reports

**YOLO LAFCo MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

**DUNNIGAN COUNTY SERVICE AREA  
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES**

	2018	2019	2020	2021	2022
<b>Revenue</b>					
Interest	\$ 618	\$ 1,318	\$ 1,476	\$ 18	\$ (1,262)
Special assessment	6,536	6,536	6,517	6,517	6,517
<b>Total Revenue</b>	<b>7,154</b>	<b>7,854</b>	<b>7,993</b>	<b>6,535</b>	<b>5,255</b>
<b>Expenditures</b>					
County administration	481	1,268	352	383	1,244
Services and supplies	799	748	616	343	343
Utilities	5,497	5,691	5,584	4,164	4,322
<b>Total Expenditures</b>	<b>6,777</b>	<b>7,707</b>	<b>6,552</b>	<b>4,890</b>	<b>5,909</b>
<b>Net income (loss)</b>	<b>377</b>	<b>147</b>	<b>1,441</b>	<b>1,645</b>	<b>(654)</b>
<b>Beginning Fund Balance</b>	<b>45,619</b>	<b>45,996</b>	<b>46,143</b>	<b>47,584</b>	<b>49,229</b>
<b>Ending Fund Balances</b>	<b>\$ 45,996</b>	<b>\$ 46,143</b>	<b>\$ 47,584</b>	<b>\$ 49,229</b>	<b>\$ 48,575</b>
<b>Fund Balances</b>					
Restricted - Unexpended grants	\$ 20,538	\$ 20,608	\$ 21,042	\$ 21,262	\$ -
Assigned - General reserve	192	-	-	-	-
Unassigned	25,266	25,535	26,542	27,967	48,575
<b>Total Fund Balances</b>	<b>\$ 45,996</b>	<b>\$ 46,143</b>	<b>\$ 47,584</b>	<b>\$ 49,229</b>	<b>\$ 48,575</b>
<b>Y-T-Y Change in total Fund Balances</b>					
Amount Increase (Decrease)	\$ 377	\$ 147	\$ 1,441	\$ 1,645	\$ (654)
Percentage Increase (Decrease)	0.83%	0.32%	3.12%	3.46%	-1.33%

**Financial Ability MSR Determination:**

The CSA functions as a pass-through agency, collecting funds from the Dunnigan residents to pay the PG&E bills for the public street lighting service. Utilities costs went down in 2021 likely due to PG&E switching the streetlights to LED which uses less electricity. The CSA is collecting sufficient revenue to pay for PG&E services, but County administration and a negative interest adjustment resulted in a slight net loss in 2022. However, the CSA has a relatively large fund balance to absorb cost overages.

**Recommendation(s):**

None.

**YOLO LAFCo MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

**5. Shared Services and Facilities**

Status of, and opportunities for, shared facilities.

	Significant Issue	Potentially Significant	No Issue
a) <i>Are there any opportunities for the organization to share services or facilities with neighboring, overlapping, or other organizations that are not currently being utilized?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

None.

**Shared Services MSR Determination:**

PG&E is already providing CSA services. No additional opportunities to either share services or facilities exist.

**Recommendation(s):**

None.

**6. Accountability, Structure, and Efficiencies**

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

	Significant Issue	Potentially Significant	No Issue
a) <i>Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
b) <i>Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results <u>not</u> reviewed in an open meeting?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) <i>Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) <i>Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
e) <i>Does the organization need to improve its public transparency via a website (see <a href="https://www.yololafco.org/yolo-local-government-website-transparency-scorecards">https://www.yololafco.org/yolo-local-government-website-transparency-scorecards</a>)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

CSAs are dependent districts with the Board of Supervisors as the decision-making body and County staff providing services. Therefore, board capacity, policies and audits are not an issue as these are handled by Yolo County. There have been four CSA managers in the past five years and the program has moved from the Department of Community Services to the County Administrator's Office and back again. Despite these changes, CSA operations have improved with the evolutions of program operations and current staff are

well-trained and very knowledgeable. However, Yolo County should value this key position and take steps to retain employees and reduce turnover. This is a unique position, and it may warrant its own class specification and pay scale. A recommendation to address retaining CSA Manager employees is included in the Overview Section because it's related to management of all the CSAs as a whole and not this CSA in particular. The CSA received an 87% score in the 2021 Yolo Local Government Website Transparency Scorecard.

The Dunnigan CSA has a five-member advisory committee, but the terms have expired for its three members and it is not active. LAFCo recommends an advisory committee is not needed for a CSA that operates merely as a pass-through agency to pay PG&E bills.

<b>Name / Title</b>	<b>Start</b>	<b>End</b>
Erich Linse /	04/26/2016	01/31/2020
Anita Tatum /	01/28/2020	01/31/2022
Junior Guzman /	10/12/2021	01/31/2022
Vacant Seat #2 /		01/31/2024
Vacant Seat #1 /		01/31/2026

The 1991 LAFCo formation documents indicate a CSA was originally chosen as the form of governance to handle street lighting services because a municipal sewer and significant community growth were anticipated at the time, which would require a form of local government with more comprehensive powers. However, significant growth is no longer identified in the Yolo County General Plan and the Dunnigan Specific Plan was removed in 2017<sup>7</sup>.

However, Yolo County is currently embarking on a Dunnigan Community Plan update process and is studying the feasibility of adding water and wastewater services. The Dunnigan CSA may be an excessive form of government for just street lighting services (which could be more simply handled by a lighting assessment district), but if water and/or wastewater services are anticipated, a CSA agency structure makes sense. It's premature to make government structure decisions for this MSR/SOI until the feasibility of adding infrastructure and municipal services plays out and would be more appropriate for the next MSR/SOI Update cycle in five years.

**Accountability, Structure, and Efficiencies MSR Determination:**

Yolo County is the decision-making body for CSAs and provides staff and handles accountability issues such as policies, required filings and audits. The Dunnigan CSA is an excessive form of government for what operates as a pass-through district to pay PG&E street lighting bills. However, if water and/or wastewater services are anticipated, maintaining a CSA agency structure would be appropriate. Any decisions on governmental structure should be deferred until Yolo County has determined the feasibility of adding infrastructure and municipal services. Its advisory committee is currently inactive and should be disbanded (and can be reformed if additional services are added in the future).

**Recommendation(s):**

- Allow the Dunnigan Community Plan Update process currently underway by the Department of Community Services to run its course considering the feasibility of adding water and/or sewer municipal services. If additional services ultimately do not work out such that the CSA would continue to operate only as a pass-through for PG&E street lighting charges, consider the cost/benefit of dissolving the Dunnigan CSA and forming a lighting district in its place.
- Formally disband the Dunnigan CSA Advisory Committee. It is not currently active and is not needed for the CSA's sole existing service as a PG&E pass through district. The advisory committee can be reformed if additional services are added to the CSA in the future.

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<sup>7</sup> Yolo County 2030 Countywide General Plan



**7a. Broadband Access**

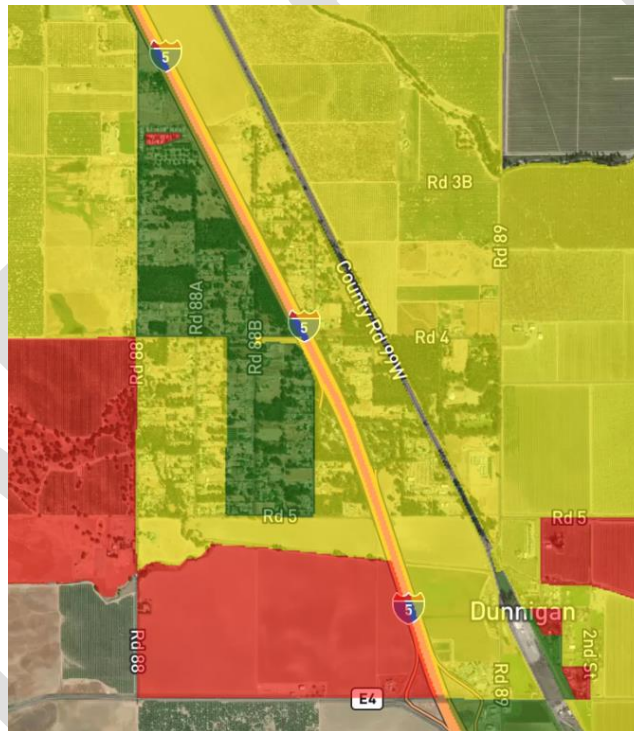
Any other matter related to effective or efficient service delivery, as required by commission policy.

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

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

**Discussion:**

Below is the 25/3 Mbps served status for the Dunnigan CSA<sup>8</sup>.



Asymmetric DSL service is provided by AT&T up to 25/3 in the green areas and 25/2 Mbps in the yellow areas. Some portions of the historic downtown are unserved, shown in red. Broadband adoption at 25/3 Mbps is between 20% - 40%. AT&T does provide low-income subscription rates; however, it is only eligible on one device and many users opt to use it on their smartphone.

<sup>8</sup> California Interactive Broadband Map, December 31, 2019 data

**Broadband Access MSR Determination:**

The Dunnigan community is mostly underserved by AT&T and broadband adoption at 25/3 Mbps is only between 20% - 40%. Dunnigan is already included in Yolo County's list of priority communities identified for potential state/federal grant funding to improve broadband infrastructure.

**Recommendation(s):**

None.

**7b. Status of Previous MSR Recommendations**

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

	<b>Significant Issue</b>	<b>Potentially Significant</b>	<b>No Issue</b>
a) <i>Are there any recommendations from the agency's previous MSR that have not been implemented?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

<b>2017 MSR Recommendations</b>	<b>Status</b>
1. Prior to expanding the number of streetlights in the CSA, the County should determine if there is public support to pass a Proposition 218 election to increase revenues to finance them.	NA - streetlights not expanded.
2. If there is sufficient public support, conduct a rate study and a Proposition 218 process to increase funds.	NA
3. Process an application with LAFCo to annex into the CSA any new parcels that may be assessed if the Proposition 218 measure is successful.	NA
4. The CSA should consider means to reduce the CSA's professional services expenditures. The County may wish to consider whether an advisory committee is necessary to manage the street lighting contract with PG&E and/or consider transferring contract management to another local district to reduce administration costs.	Completed. Yolo County reduced professional services expenditures.
5. The CSA should assess definitively whether the existing cash in treasury provides sufficient reserve or if additional funds are needed. The CSA should establish a dedicated reserve for unexpected costs by placing some of the cash in treasury into a reserve. In addition, the County Department of Financial Services should move the \$20,000 intended for a CSA lighting plan into a restricted account.	Determined infrastructure replacement is PG&E's responsibility, not CSA's.  Funds for CSA lighting plan was moved into restricted account but reverted to unassigned in 2022.
6. If the CSA chooses to move forward with expanding its lighting infrastructure, it will need to conduct Proposition 218 proceedings to increase its special assessment for street lighting but will first need to	NA

**YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

commission a rate study to determine the expected cost and appropriate rates for providing the service.	
7. Yolo County should apply its Budget and Financial Management policies to each CSA as a separate enterprise fund. Specifically, the Dunnigan CSA's structural deficits need to be addressed, a reserve needs to be established, and Capital Improvement Planning may need to occur, if necessary, depending on determination of the County's liability to replace streetlights.	Completed
8. County staff needs to prioritize its plan to provide quarterly financial reports for each CSA that clarify in detail the various funds, fund balances, sources of revenue for each fund, and a more detailed list of expenditures in each fund or for each service and provided to the Board of Supervisors and the advisory committees.	Completed. Advisory committee inactive.
9. The County should consider transferring the CSA's services to another local district and dissolve the Dunnigan CSA accordingly.	LAFCo explored this with the Dunnigan FPD but it was unwilling to take on services.
10. The County's CSA website should be updated to post all available information, including annual budgets and quarterly financial reports specific to the particular CSA, municipal service rates, advisory committee members, all minutes of advisory committee meetings, agendas, and announcements for the next meeting in a readily apparent location.	Completed

**Status of Previous MSR Recommendations Determination:**

The 2017 MSR found issues with the advisory committee and poor CSA management driving up staff administration costs. Yolo County has since addressed management issues and the lack of an advisory committee creating unnecessary staff work has also helped keep costs down. Many 2017 recommendations addressed the advisory committee's desire to expand the streetlight network which didn't come to fruition.

**Recommendation(s):**

None.

**SPHERE OF INFLUENCE STUDY**

A Sphere of Influence (SOI) is an area delineated on a map and approved by LAFCo that indicates where potential future agency annexations could be proposed. The Dunnigan CSA already has an SOI for potential expansion, and based on the MSR there is no need to update it.

On the basis of the Municipal Service Review:

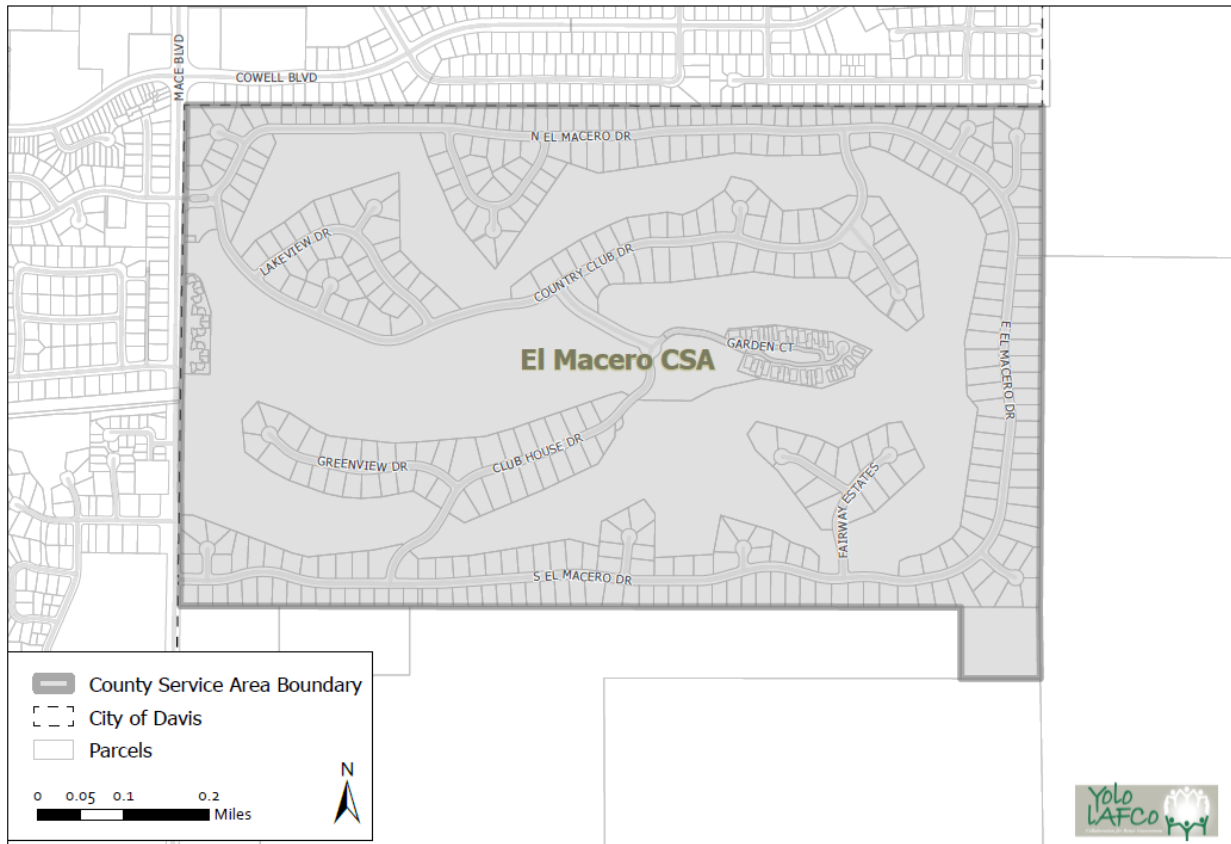
- Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency's SOI is recommended and SOI determinations HAVE NOT been made.
- Staff has reviewed the agency's Sphere of Influence 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.

**EL MACERO CSA AGENCY PROFILE**

The El Macero County Service Area #1 (CSA) was established on February 16, 1969 to provide extended services to the El Macero unincorporated community. The CSA was formed as a replacement to the El Macero Sewer Maintenance District that provided wastewater services and the El Macero Unit #1 Maintenance District that provided water services. The nature of services offered has evolved over time. At formation, the CSA was authorized to provide water, wastewater, and storm drainage services that it had assumed from the former maintenance districts. In 1971, the Board of Supervisors (BOS) authorized street sweeping and street lighting services. In 1994, the BOS approved the addition of street improvements/maintenance and street right of way landscaping work.

El Macero CSA is located just southeast of the City of Davis, and immediately abuts the City’s boundaries. The CSA is bounded to the north by the back property lines of residential properties lying north of North El Macero Drive, Sandy Circle, and Caddy Court, along the City of Davis city limits. To the east the CSA abuts the back property lines of residential properties lying east of Caddy Court East El Macero Drive, and Eagle View Court, and to the south the CSA is bounded by the back property lines of residential and County-owned properties lying south of Eagle View Court and South El Macero Drive. To the west, the CSA’s bounds are the centerline of Mace Boulevard and the City of Davis city limits. The CSA’s sphere of influence (SOI) is coterminous with its boundaries.

**El Macero County Service Area Boundary and Sphere of Influence\***



\* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo on September 22, 2022

The CSA includes 410 parcels zoned for single family homes, 53 parcels zoned for multi-family residences along with their associated common areas, the El Macero Country Club and three County-owned parcels.

## YOLO LAFCo MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

In 2015, the County approved a 16-unit townhome development on previous El Macero Country Club corporation yard area that do not receive services through the CSA even though the land is included in the CSA boundary. In 2020, LAFCo approved an extension of water and sewer services to 27384 Eagle View Court (APN 033-011-024) due to health and safety reasons. On September 22, 2022 LAFCo approved a CSA SOI amendment and annexation of this parcel into the CSA.

El Macero CSA is governed by the BOS and is treated as a special district under the LAFCo Law. The BOS is advised as to the maintenance and operation of the CSA by a five-member advisory committee comprised of local El Macero residents who are appointed to the committee by the BOS. The advisory committee meets on a regular basis to discuss the ongoing issues pertinent to the El Macero CSA. As directed by California Government Code Section 25212.4, the advisory committee's role is to provide advice to the BOS 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 currently staffed and managed by the County's Department of Community Services. The CSA is billed for the staff time of the CSA administrative support team, the County finance staff, and County legal counsel, when such services are utilized.

### MUNICIPAL SERVICE REVIEW

#### POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

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

- |   |   |
|---|---|
| <input type="checkbox"/> Growth and Population  | <input type="checkbox"/> Shared Services  |
| <input type="checkbox"/> Disadvantaged Unincorporated Communities                           | <input checked="" type="checkbox"/> Accountability, Structure, and Efficiencies |
| <input checked="" type="checkbox"/> Capacity, Adequacy & Infrastructure to Provide Services | <input type="checkbox"/> Broadband Access                                       |
| <input checked="" type="checkbox"/> Financial Ability                                       | <input checked="" type="checkbox"/> Status of Previous MSR Recommendations      |

#### LAFCo MUNICIPAL SERVICE REVIEW:

- On the basis of this initial evaluation, the required determinations are not significant, and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).
- The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

**YOLO LAFCo MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

**1. Growth and Population**

Growth and population projections for the affected area.

	Significant Issue	Potentially Significant	No Issue
a) <i>Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Do changes in demand suggest a change in the agency's services?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

None.

**Growth and Population MSR Determination:**

The El Macero CSA is considered built out and significant population change that would impact the agency's service needs and demands is not anticipated.

**Recommendation(s):**

None.

**2. Disadvantaged Unincorporated Communities**

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

	Significant Issue	Potentially Significant	No Issue
a) <i>If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer, and structural fire protection?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

None.

**Disadvantaged Unincorporated Communities MSR Determination:**

There are no disadvantaged unincorporated communities within or contiguous to the El Macero CSA<sup>1</sup>.

**Recommendation(s):**

None.

<sup>1</sup> CALAFCo Statewide DUCs Refined GIS Layer, RSG, Inc. December 10, 2021

**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.

	<b>Significant Issue</b>	<b>Potentially Significant</b>	<b>No Issue</b>
a) <i>Are there any deficiencies in the <b>infrastructure, equipment, and capacity of agency facilities</b> to meet <u>existing</u> service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
b) <i>Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable <u>future</u> needs?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) <i>Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) <i>Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

El Macero CSA was formed in 1969 as a replacement to the El Macero Sewer Maintenance District and the El Macero Unit #1 Maintenance District that provided water services. Storm drainage services provided by the City of Davis was included in the CSA formation. In 1971, the BOS authorized street sweeping and street lighting services. In 1994, the BOS approved the addition of street improvements/maintenance and landscaping work. The following services (and corresponding funds) are provided by the CSA. The CSA advisory committee has subcommittees that focus on issues related to service areas.

<b>Existing CSA Services Authorized/Provided</b>	<b>Service Provider</b>
Municipal Water	City of Davis
Sewer/Wastewater	City of Davis
Streets: paving, maintenance, sweeping, and landscaping/lighting	Yolo County
Drainage (outflow from the EMCSA)	City of Davis

Water

El Macero CSA provides water to its residents through a contract with the City of Davis for operations and maintenance of the CSA-owned system. The County, on behalf of El Macero CSA (formerly the El Macero Unit No. 1 Maintenance District), initially entered into an agreement with the City for maintenance and operations of the CSA's water system in November 1966. A new agreement was signed in 1977. According to the agreement the City is responsible for furnishing all power, labor, equipment, materials, and supplies necessary to operate and maintain the water distribution and supply facilities in the CSA. In return, the CSA pays compensation to the City in the form of water rates that are consistent with those paid by city residents. El Macero CSA retains ownership of the water distribution system. However, the City is responsible for replacement of the existing system should there be wear or a failure. CSA residents have in the past paid for significant infrastructure needs to serve the area (i.e., construction of a new well).

Since the 2016 MSR, the Woodland-Davis Clean Water Agency completed its regional surface water supply project to bring surface water from the Sacramento River to the area to eliminate reliance on well water. Through the CSA's interties with the City, the surface water is also provided to El Macero. Since project

completion and the CSA-owned well (EM3) was no longer being used by the City, well use was leased to the El Macero Country Club for golf course irrigation.

#### Sewer/Wastewater

El Macero CSA provides wastewater to its residents through a contract with the City of Davis for operations and maintenance of the CSA-owned collection system. The County, on behalf of El Macero CSA (formerly the El Macero Sewer Maintenance District), entered into an agreement with the City for maintenance and operations of the CSA's wastewater system in November 1966. According to the agreement, the City is responsible for furnishing all power, labor, equipment, materials, and supplies necessary to operate and maintain the wastewater collection facilities in the CSA. In return, the CSA pays compensation to the City of the aggregate of service charges for all water service connections. The CSA retains ownership of the collection system within its boundaries, while the City is responsible for replacement of the existing system in the event of failure. As part of the agreement with the City, the CSA assisted with the financing of the City's wastewater treatment plant.

The City provides operation and maintenance of the CSA's wastewater collection system. Effluent is then transported to the City's Water Pollution Control Plant for treatment and disposal. The CSA's collection system was originally constructed in the 1960s during the development of the community. There are no concerns regarding capacity of the wastewater system at this time. There are no flow meters to track the amount of effluent flow produced within the CSA. However, given the low number of sewer system overflows, it can be determined that there is sufficient wastewater capacity to serve existing demand in the El Macero CSA.

#### Street Paving, Maintenance, Sweeping, and Landscaping/Lighting

The CSA finances road maintenance and improvements and other services related to the streets, including street sweeping, entrance lighting, and median landscaping. Large improvement projects are put out to bid for completion. Median landscaping services are provided by a private contractor. Street sweeping services are provided by a private contractor. Entrance lights are solar and are maintained by the landscape vendor.

The El Macero CSA has paid for a higher condition level of its streets as compared to other County residential roads. However, a recent Prop 218 election to increase road fees failed and services are being reduced to stay within available funding. The street fund will no longer be able to accumulate the necessary funds to maintain the streets and landscaping at the same higher level as before. Although street paving, maintenance, sweeping and landscape/lighting is not an essential municipal service, the El Macero CSA Advisory Committee needs to calibrate community expectations and recommend how these services should be prioritized going forward. Reduced street related services may become inadequate over time but it's not a capacity issue, it's a lack of funding issue (see also Financial Ability Section).

#### Drainage Outflow

There is a drainage channel that runs along the boundary of the CSA, into which drainage flows from the surrounding City and County areas, as well as from within the CSA. The City of Davis maintains the El Macero Drainage Channel and pump station by agreement with the County and the Yolo County Flood Control and Water Conservation District (YCFCWCD). Fees for the EMCSA's contribution were historically paid out of the street fund as an outflow of street drainage. However, as years went by lands changed ownership, and split parcels which caused disruptions in the percentage each jurisdiction was responsible for. Per a 2009 letter, YCFCWCD was not collecting all the assessments required to pay its share and opted to terminate the drainage agreement, which ended in 2010. Because the agreement was terminated, the City of Davis stopped billing the EMCSA.

In 2018, the City of Davis approached the County to charge EMCSA drainage fees again, and the County indicated a willingness to pay for the drainage it contributes. The City of Davis began a drainage study to determine the contribution percentage, but the study was put on hold due to COVID and the drought. The City is currently restarting the drainage study process, so drainage fees will likely be reinstated. But currently, no drainage fees have been paid by the EMCSA since 2010.



**Capacity and Adequacy of Public Facilities and Services MSR Determination**

There are no significant capacity and adequacy issues identified for the EMCSA. The CSA advisory committee has subcommittees that focus on issues related to each of the services provided. The City of Davis provides water services, and the Woodland-Davis Clean Water Agency completed its regional surface water supply project in 2016 to bring surface water from the Sacramento River to the area to eliminate reliance on well water, although with the current extreme drought conditions increased groundwater pumping may have reduced perceived water quality. The City provides operation and maintenance of the CSA's wastewater collection system. Effluent is then transported to the City's Water Pollution Control Plant for treatment and disposal. There are no concerns regarding capacity of the wastewater system at this time. The El Macero CSA has paid for a higher condition level of its streets as compared to other County residential roads; however, a recent Prop 218 election to increase road fees failed so street maintenance and right of way landscaping is being reduced in line with available funding such that services may become inadequate over time.

**Recommendation(s):**

- Although street paving, maintenance, sweeping and landscape/lighting is not an essential municipal service, the El Macero CSA Advisory Committee needs to calibrate community expectations and recommend how the limited \$180 annual street fee funding should be prioritized going forward. Services either need to be reduced to stay within available funding and/or potentially separate out the street fee into more specific components and attempt another Prop 218 increase.

**4. Financial Ability**

Financial ability of agencies to provide services.

	<b>Significant Issue</b>	<b>Potentially Significant</b>	<b>No Issue</b>
a) <i>Is the subject agency in a stable financial position, i.e. does the 5-year trend analysis indicate any issues?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) <i>Is the organization's revenue sufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
d) <i>Does the subject agency have a capital improvement plan (CIP)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy to fund it?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) <i>Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
f) <i>Is the agency insured or in a risk management pool to manage potential liabilities?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**YOLO LAFCo MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

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

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

**Financial Background**

The El Macero CSA revenue currently consists of property taxes (AB 8), service charges and assessments that are enrolled on the property tax bills, interest, and a small amount from intergovernmental subventions.

Prior to the passage of Proposition 13 in 1979, the CSA services were funded primarily from property taxes. At that, time local governments, special districts and CSAs were able to set their own property tax rates to fund their operations. However, Proposition 13 limited government agencies' tax raising abilities by capping the tax rate on real estate to 1% of the property's full cash value. The proposition decreased property taxes by assessing values at their 1976 value and restricted annual increases of assessed value to an inflation factor, not to exceed 2% per year. This limited the amount of property taxes that could be raised by the CSA, thus as the growth of expenditures exceeded the growth of property taxes the CSA had to start charging service fees. The property tax revenue has in affect over the years reduced the amount required from service charges. Service charges now account for over 96% of revenue in fiscal year 2022. Future service charge increases are subject to the provisions of Proposition 218 which require proper notification to affected citizens and voter approval.

Interest income is earned on all funds deposited with the County Treasury which operates like a mutual fund. The County, CSAs, and most special districts and schools are all participants in the County Treasury. Each quarter, the County Treasurer allocates investment earnings (interest income and gains and losses on investments) based on a fund's average daily balance during the quarter. Prior to 2016 the quarterly allocation of investment earnings included "unrealized" gains/losses and "accrued" interest, which were amounts not actually received by the Treasury. This allocation was based on adjusting cash and investments to fair market value (FMV). After 2016, the quarterly investment earnings allocation only includes the actual gains/losses realized and interest received by the County Treasury. The FMV adjustment, which is required by Government Accounting Standards Board Statement No. 31, "*Accounting and Financial Reporting for Certain Investments and for External Investment Pools*". This statement requires that cash and investments in the County Treasury, and at the fund level, be adjusted to FMV for financial statement reporting purposes. Since this FMV adjustment includes unrealized gains/losses and accrued interest, the Department of Financial Services has advised pool participants to not include this balance as available funds for budgetary purposes. The FMV of investments is recalculated at the end of each fiscal year. These adjustments are reordered in a separate cash account and investment earnings revenue account for analysis purposes. Intergovernmental revenues are reimbursements from the State for the homeowners' property tax exemption.

Prior to 2017, El Macero CSA accounting transactions were recorded in a single fund. Since, the County's Department of Financial Services has created four funds to segregate revenues and expenditures by activity: Administration, Streets, Water, and Sewer. This change in accounting provides more transparency and to simplifies the reporting to the residents of El Macero.

**Discussion<sup>2</sup>:**

The 2022/23 property-related fees, assessments and/or special taxes for the El Macero CSA<sup>3</sup> is as shown the table below:

<b>El Macero CSA Services</b>	<b>Service Provider</b>	<b>Annual Charge Per Parcel</b>	<b>No. of Parcels Charged</b>
Water: <ul style="list-style-type: none"> <li>• Single Family (base fee)</li> <li>• Condominium (base fee)</li> <li>• Vacant (base fee)</li> <li>• El Macero Country Club (base fee)</li> <li>• Passthrough (actual use)</li> </ul>	City of Davis	\$47.02 \$47.02 \$47.02 \$47.02 Varies	403 37 7 1 Varies
Sewer/Wastewater: <ul style="list-style-type: none"> <li>• Single Family</li> <li>• Condominium</li> <li>• El Macero Country Club</li> </ul>	City of Davis	\$568.06 \$408.04 \$7,550.22	403 37 1
Street (maintenance, drainage, sweeping, and landscaping): <ul style="list-style-type: none"> <li>• Residential</li> <li>• El Macero Country Club</li> </ul>	Yolo County	\$180.00 \$3,600.00	447 1
Drainage (outflow from the EMCSA)	City of Davis	NA	NA

Increases in service charges are subject to voter approval as described above. The following is a listing of Prop 218 proceedings, over the past 5 years, and the results:

- 7/28/2015 – Water rates (passed)
- 7/09/2019 – Water and sewer rates (passed)
- 1/12/2021 – Streets rates (failed)

<sup>2</sup> Yolo County Financial Data INFOR reports

<sup>3</sup> County of Yolo Resolution No. 22-61 regarding charges on the 2022-23 tax roll for CSAs

**YOLO LAFCo MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

**EL MACERO COUNTY SERVICE AREA  
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES**

	2018	2019	2020	2021	2022
<b>Revenue</b>					
Service charges	\$ 1,020,410	\$ 1,213,638	\$ 1,268,111	\$ 1,409,912	\$ 1,535,433
Property taxes (AB8)	96,681	101,180	105,215	109,320	118,222
Interest	36,316	46,591	48,746	(5,323)	(50,761)
Intergovernmental	684	706	701	714	712
	-	-	-	-	-
<b>Total Revenue</b>	<b>1,154,091</b>	<b>1,362,115</b>	<b>1,422,773</b>	<b>1,514,623</b>	<b>1,603,606</b>
<b>Expenditures</b>					
<b>Administration</b>					
County	18,770	31,817	34,831	23,024	29,844
Legal	7,013	13,633	72,782	38,637	29,238
Accounting	2,429	2,338	2,331	1,785	4,459
Other	4,579	2,100	-	654	1,046
<b>Total Administration</b>	<b>32,791</b>	<b>49,888</b>	<b>109,944</b>	<b>64,100</b>	<b>64,587</b>
<b>Streets</b>					
Landscaping	26,642	32,495	71,527	42,232	47,712
Street maintenance	4,555	12,121	9,218	9,553	14,349
Street paving	777,664	119,487	-	-	64,480
	808,861	164,103	80,745	51,785	126,541
<b>Water</b>	<b>828,638</b>	<b>930,001</b>	<b>1,081,125</b>	<b>1,238,677</b>	<b>1,012,122</b>
<b>Sewer</b>	<b>200,523</b>	<b>201,191</b>	<b>219,202</b>	<b>220,006</b>	<b>237,539</b>
<b>Total Expenditures</b>	<b>1,870,813</b>	<b>1,345,183</b>	<b>1,491,016</b>	<b>1,574,568</b>	<b>1,440,789</b>
<b>Net income (loss)</b>	<b>(716,722)</b>	<b>16,932</b>	<b>(68,243)</b>	<b>(59,945)</b>	<b>162,817</b>
<b>Beginning Fund Balance</b>	<b>1,915,938</b>	<b>1,199,216</b>	<b>1,216,148</b>	<b>1,147,905</b>	<b>1,087,960</b>
<b>Ending Fund Balances</b>	<b>\$ 1,199,216</b>	<b>\$ 1,216,148</b>	<b>\$ 1,147,905</b>	<b>\$ 1,087,960</b>	<b>\$ 1,250,777</b>
<b>Fund Balances</b>					
<b>Assigned:</b>					
Water	\$ 569,664	\$ 503,123	\$ 188,449	\$ 44,651	\$ 223,251
Sewer	-	229,984	313,745	326,133	312,343
Streets	574,601	482,783	480,888	494,285	428,885
<b>Unassigned</b>	<b>54,951</b>	<b>258</b>	<b>164,823</b>	<b>222,891</b>	<b>286,298</b>
<b>Total Fund Balances</b>	<b>\$ 1,199,216</b>	<b>\$ 1,216,148</b>	<b>\$ 1,147,905</b>	<b>\$ 1,087,960</b>	<b>\$ 1,250,777</b>
<b>Y-T-Y Change in total Fund Balances</b>					
Amount Increase (Decrease)	(716,722)	16,932	(68,243)	(59,945)	162,817
Percentage Increase (Decrease)	-37.41%	1.41%	-5.61%	-5.22%	14.97%
<b>Administration exp percentage</b>	<b>1.75%</b>	<b>3.71%</b>	<b>7.37%</b>	<b>4.07%</b>	<b>4.48%</b>

The El Macero CSA is financially sound. The total fund balance remained relatively flat from 2018 to 2022, increasing by \$51,561. Revenues have generally kept pace with on-going operational expenditures. The cost of residential water provided by the City of Davis has increased an average of 12% each fiscal year from 2018 to 2021, but then went down by 18% in 2022. The residents are billed one year in arrears when

the actual expenditure amount and usage data becomes available from the City of Davis. Over 2018-2022, 66% of total expenditures are water related, 16% streets (maintenance, landscaping, and sweeping), 14% wastewater, and 4% administration.

As a dependent district of the County, all accounting records are processed and maintained by the County's Department of Financial Services (DFS). All transactions are subject to the policies and procedures of the County, which comply with the Government Accounting Standards Board, the accounting standards setting body for governments. In addition, the accounting and financial reporting of the CSA is also in compliance with the California State Controller's Office. However, due to delayed billings by the City of Davis and other service providers, expenditures reported on the County's accounting system through 2019 may not reflect the actual cost of service for any particular year. For example, as allowed by general accepted accounting principles, estimates of expenses owed at year end were recorded instead of the actual cost due to delayed billings by service providers. The accruals were reversed at the beginning of the following fiscal year, as required by accounting practice, so that only the amounts actually billed and paid by the CSA would be recorded in the ledgers. The County and City of Davis have worked together to resolve this lag in invoicing.

County staff provides financial reports to the advisory committee at least quarterly. As part of this process, detailed general ledger reports are generated showing all transactions posted to each account, which are then reviewed by County staff. All discrepancies are referred to DFS staff for investigation and if necessary is corrected.

Yolo County has been sued by Richard Lauckhart (or the El Macero Owners for Fair Taxes created by him), and he continues to allege there is \$4 million of property taxes (AB 8 funds) missing and there are "295 invoices" (which include all transactions, they are not all invoices) charged to the CSA account that should not be. LAFCo staff has reviewed all information provided by Richard Lauckhart. Underlying these allegations is a misunderstanding about the CSA's use of property tax revenue, which is used each year to pay for CSA costs that are not otherwise paid for by other assessments and fees. Therefore, a portion of or all these funds are spent each year and have not built up into some reserve that was misappropriated by the County. Based on LAFCo's review of the CSA's finances, all revenues paid by residents for the CSA were solely used for CSA purposes and all unexpended fund(s) at year-end remained in the CSA fund(s) to be available for future years. Regarding CSA invoices, LAFCo staff reviewed over 50% of all invoices and backup (more than typical auditor review for quality control) as well as 100% of the City of Davis invoices, and confirmed that all were appropriate. There are ample internal controls and segregation of duties in approving El Macero CSA transactions. The cost of legal services to the El Macero CSA responding to these allegations continues to be significant due to citizen Public Records Act requests and costs defending lawsuits but are expected to decrease in the current fiscal year.

Per Agreement No. 77-90 for water and Agreement 75-97 for sewer, the City of Davis operates and maintains the water and wastewater systems within the CSA, including replacing any portion of the system which wears out or fails. Therefore, no additional CSA reserve is needed to protect against unexpected water and sewer system costs. However, the CSA needs to carry an ongoing cash balance to cover the water and sewer costs paid to the City while the costs are collected from property owners through the property tax bills, which can result in a delay of several months before the CSA is reimbursed. The CSA does not have any debt.

The El Macero CSA has paid for a higher condition level of its streets as compared to other County residential roads. However, a recent Prop 218 election to increase road fees failed and the \$180 assessment from 1994 will continue to be charged. The street fund will no longer be able to accumulate the necessary funds to maintain the streets and landscaping at the same higher level as before. Although street paving, maintenance, sweeping and landscape/lighting is not an essential municipal service, the El Macero CSA Advisory Committee should recommend how the limited \$180 annual street fee funding should be prioritized going forward. Services either need to be reduced to stay within available funding and/or potentially separate out the street fee into more specific components and attempt another Prop 218 increase. As a comparison, the North Davis Meadows CSA has a much higher landscaping fee (\$486 per year) that solely funds landscaping and does not also include street improvements.

**Financial Ability MSR Determination:**

The CSA is financially sound. The 5-year trend indicates revenues and expenditures are in balance and the fund balance is increasing slightly. There are concerns from a few residents about the propriety of the accounting of the CSA funds. However, LAFCo’s five-year review of transactions confirmed that all revenues deposited to the CSA were solely used for CSA purposes and that all unexpended fund(s) at year-end remained in the CSA fund(s) to be available for future years. Prior to 2017, El Macero CSA accounting transactions were recorded in a single fund. Currently, four funds are used to segregate revenues and expenditures by activity: Administration, Streets, Water, and Sewer. This change in accounting provides more transparency and to simplify the reporting to the residents of El Macero. Drainage charges for the outfall provided by the City of Davis have been on hold pending a new City drainage study to determine EMCSA’s contribution.

Revenues have generally kept pace with on-going operational expenditures. The rate/fee is sufficient to fund an adequate level of service except for the street paving, maintenance, sweeping, and landscaping/lighting fee of \$180 per year approved in 1994 (a recent Prop 218 election to increase this fee failed). The water and sewer rates include an amount for system maintenance and replacement as needed. Excluding water usage fees, ongoing expenditures have remained relatively flat. The cost of residential water provided by the City of Davis has increased 2018 – 2021, but then went down in 2022 (keeping in mind water is currently paid one year in arrears). Over 2018-2022, 66% of total expenditures are water related, 16% streets (maintenance, landscaping, and sweeping), 14% wastewater, and 4% administration. The cost of legal services is significant due to citizen Public Records Act requests and costs defending a lawsuit but are expected to decrease in the current fiscal year.

**Recommendation(s):**

- Although street paving, maintenance, sweeping and landscape/lighting is not an essential municipal service, the El Macero CSA Advisory Committee needs to calibrate community expectations and recommend how the limited \$180 annual street fee funding should be prioritized going forward. Services either need to be reduced to stay within available funding and/or potentially separate out the street fee into more specific components and attempt another Prop 218 increase.

**5. Shared Services and Facilities**

Status of, and opportunities for, shared facilities.

	<b>Significant Issue</b>	<b>Potentially Significant</b>	<b>No Issue</b>
a) <i>Are there any opportunities for the organization to share services or facilities with neighboring, overlapping, or other organizations that are not currently being utilized?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

None.

**Shared Services MSR Determination:**

The El Macero CSA already obtains shared water and sewer services provided by the City of Davis. Street improvements/maintenance and landscaping services is contracted out on a per project basis by the Yolo County Department of Community Services and uses pooled purchasing wherever possible.

**Recommendation(s):**

None.

**6. Accountability, Structure, and Efficiencies**

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

	Significant Issue	Potentially Significant	No Issue
a) <i>Are there any recommended changes to the organization’s governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
b) <i>Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results <u>not</u> reviewed in an open meeting?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) <i>Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization’s program requirements and financial management?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) <i>Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization’s program requirements and financial management?</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
e) <i>Does the organization need to improve its public transparency via a website (see <a href="https://www.yololaftco.org/yolo-local-government-website-transparency-scorecards">https://www.yololaftco.org/yolo-local-government-website-transparency-scorecards</a>)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion<sup>4</sup>:**

Changes to the EI Macero CSA’s operations to have the City provide direct billing to residents for water and sewer services would improve accountability and efficiency. Water fees are especially complicated because water is charged based on usage, where sewer is a flat fee calculated annually. And the water pass-through is always one year in arrears. Within a fiscal year, City of Davis is collecting water usage amounts and then in July each year, the EMCSA is sent one amount due for the entire community. The EMCSA pays the water charges to the City in advance of collecting the amounts from the residents, for example in fiscal year 2018-19 the CSA collected the water charges for 2017-18 but paid the City for usage for fiscal year 2018-19, thus creating a structural deficit each year. The CSA Manager calculates the annual water charge for each property, and then generates the annual direct charge for the next year’s property tax roll.

The current method of paying for water service has several issues and inefficiencies:

- When a property is sold, the new resident is responsible for paying for the water usage of the previous resident(s) through the remainder of the fiscal year, which may not be fair depending on the difference in usage.
- This delayed method of collecting fees annually from residents on the property tax bill does not lend itself to water conservation efforts, because fees are not necessarily noticed (with monthly fluctuations) as directly by the homeowner. Residents can access the City’s Aquahawk data to see their usage, but this requires diligence on the resident’s part.
- The EI Macero CSA pays the water charges to the City in advance of collecting the amounts from the residents, creating a structural deficit each year. Cash reserves from the operations fund is used to float during these timing differences to alleviate the need to borrow funds.

<sup>4</sup> County Service Areas Government Code Sections 25210 – 25217.4

- The CSA Manager estimates it requires 4-5 hours of time per year to consolidate monthly billings, verify accuracy, and prepare the tax roll, with this administrative cost being passed on to the residents.

LAFCo therefore recommends the City bill EI Macero CSA residents directly for water and sewer fees. The sewer charges should reflect the 2015 amendment to Agreement No. 75-97 settling the billing dispute.

The CSA has a five-member advisory committee to advise the BOS regarding CSA services and facilities. Per Government Code Section 25212.4 the BOS may appoint one or more advisory committees to give advice to the BOS regarding a county service area’s services and facilities and may provide for the appointment, qualifications, terms, procedures, meetings, and ethical conduct of the members of an advisory committee. Therefore, it’s within the purview of the BOS to decide if and how it provides for these items. There have been resident complaints about the advisory committee and term limits. LAFCo staff believe CSA advisory committee member institutional memory is valuable and don’t necessarily see a need for term limits, but the BOS should adhere to its policy whatever it is. In February 2021 the BOS Clerk amended the appointment process to ensure justification to exceed the two-term limit be publicly available prior to BOS action to appoint advisory committee members. All advisory committee seats are currently filled<sup>5</sup>.

<b>Name / Title</b>	<b>Start</b>	<b>End</b>
Steve Lynch /	01/29/2019	01/31/2023
John McDonough /	01/29/2019	01/31/2023
Diane Cronan /	01/28/2020	01/31/2024
Sandra Uhrhammer /	12/15/2020	01/30/2025
Kristin Kelleher Wong /	09/27/2022	01/31/2025

There have been four CSA managers in the past five years and the program has moved from the Department of Community Services to the County Administrator’s Office and back again. Despite these changes, CSA operations have improved with the evolutions of program operations and current staff are well-trained and very knowledgeable. However, Yolo County should value this key position and take steps to retain employees and reduce turnover. This is a unique position, and it may warrant its own class specification and pay scale. A recommendation to address retaining CSA Manager employees is included in the Overview Section because it’s related to management of all the CSAs as a whole and not this CSA in particular.

The EI Macero CSA is included in the annual audit of the County’s Annual Comprehensive Financial Report (ACFR). The CSA is reported as a blended component unit and accounted for as a special revenue fund. According to the State Controller’s Office, the County’s audited ACFR meets general audit requirements and the ACFR satisfies the requirements of Government Code 25214(c) and 26909<sup>6</sup>. In June 2021, the EI Macero Owners for Fair Taxes filed a complaint in Yolo County Superior Court alleging Yolo County is required to audit the EM CSA separately, rather than as a blended component of the County’s audit (the Court denied the petition). The EMCSA received an 94% website transparency score in 2021<sup>7</sup>.

**Accountability, Structure, and Efficiencies MSR Determination**

The CSA is covered by County governance and policies and is included in the County’s annual audit. Although CSA operations have had four managers in the past five years and under two departments, CSA operations have improved with the evolutions of program operations and current staff are well-trained and very knowledgeable. There have been complaints from a few residents regarding the advisory committee

<sup>5</sup> County of Yolo Agenda Quick Term Tracker module 10/27/2022

<sup>6</sup> Per email dated July 6, 2021 from Sandeep Singh, Manager, Local Government Policy Section Office of State Controller, Local Government Programs and Services Division

<sup>7</sup> <https://www.yololafco.org/yolo-local-government-website-transparency-scorecards>



and term limits, however it's within the purview of the BOS to decide if and how it provides for appointment, qualifications, terms, procedures, meetings, and ethical conduct of the members.

Changes to the EMCAS's operations to provide for direct City billing for water and sewer services would improve accountability and efficiency. The El Macero CSA pays the water charges to the City in advance of collecting the amounts from the residents, creating a structural deficit each year. Cash reserves from the operations fund is used to float during these timing differences to alleviate the need to borrow funds. This practice is inefficient and leaves the EMCSA somewhat at risk financially. In addition, new homeowners end up paying for the water usage of previous residents, which is inequitable. And paying water charges annually on a property tax bill undermines water conservation efforts. For all these reasons, LAFCo again recommends the City bill El Macero CSA residents directly for water and sewer fees, rather than through the CSA.

**Accountability, Structure and Efficiencies MSR Recommendation(s)**

- For the Davis-area CSAs (El Macero and North Davis Meadows), continue to pursue shared services with the City of Davis as much as possible including exploring options with the City of Davis for direct billing of City water and sewer services reflective of agreed-upon rate structures and ensuring that any direct billing methodologies are efficient, legally defensible, and administration is financially viable.

**7a. Broadband Access**

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

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

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

**Discussion<sup>8</sup>:**

Below is the 25/3 Mbps served status for the El Macero CSA. The green color indicates areas served by at least 25/3 Mbps download/upload speeds.



**Broadband Access MSR Determination:**

The CPUC map indicates cable modem DOCSIS technology is available from Comcast at speeds up to 1,000/35 Mbps (download/upload speeds). Broadband adoption at 25/3 Mbps is reported to be greater than 80% (the highest category).

**Recommendation(s):**

None.

**7b. Status of Previous MSR Recommendations**

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

	Significant Issue	Potentially Significant	No Issue
a) <i>Are there any recommendations from the agency's previous MSR that have not been implemented?</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

**Discussion:**

The 2016 MSR had several recommendations and most of them have been implemented.

2016 MSR Recommendations	2022 Status
1. The County, in consultation with the CSA advisory committee, should develop options for future maintenance and improvements to roads, including a feasibility and cost/benefit analysis of potentially privatizing the El Macero road system for maintenance by the HOA. The analysis should review the potential for any unintended	Privatizing roads was considered by the CSA Advisory Committee and it recommended that HOA street maintenance would be more difficult and create negative consequences. Therefore, this recommendation was

<sup>8</sup> California Interactive Broadband Map, December 31, 2019 data

**YOLO LAFCo MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

2016 MSR Recommendations	2022 Status
consequences to this change in service structure, in particular with respect to homeowner costs, public safety enforcement and solid waste collection.	not pursued and LAFCo accepts this outcome.
2. LAFCo recommends that County staff compile a long-term capital improvement plan for the CSA with a focus on anticipated street needs over the next few decades to ensure that the assessment being charged is sufficient to finance projected costs.	CSA staff prepared a scope of work for this CIP in 2018 per LAFCo's recommendation. However, as noted under Capacity and Adequacy of Public Facilities Section the Prop 218 to support these efforts failed such that the CSA will not be able to fund it. See new recommendations in Capacity and Adequacy of Public Facilities Section.
3. The reserve level of El Macero CSA should be reviewed to determine if it is appropriate to the needs of the CSA and the service structure after a capital improvement plan is developed to determine all capital needs of the CSA.	See status for #2. Considering the Prop 218 for street improvements failed and water/sewer system maintenance is handled by the City of Davis and included in the fee structure, a reserve study is not currently needed.
4. In order to enhance transparency, it is recommended that the County develop a worksheet or bill that can be distributed to the residents at the same time as the property tax bill to clearly demonstrate how the charges are determined.	Done. The intent of this recommendation was addressed by property tax bills showing separate charges.
5. The County, in consultation with the CSA Advisory Committee, should consider amending the County-City contract to provide for direct billing for services by the City of Davis to El Macero residents to further enhance efficiency and transparency and save the CSA in administration fees to the County for billing. This recommendation assumes the existing sewer rate that has already been agreed upon by the City and the County would be retained for the duration of the existing term of agreement and future rates would continue to be negotiated between the CSA and the City of Davis, as necessary.	This recommendation has not been implemented. LAFCo has reiterated this recommendation again in this MSR.

**Status of Previous MSR Recommendations Determination:**

Of the five recommendations from the 2016 MSR, four are no longer needed or are inapplicable. The one outstanding recommendation regarding the City of Davis directly billing residents for water and sewer fees has been restated in this MSR.

**Status of Previous Recommendations MSR Recommendation**

See Capacity and Adequacy of Public Facilities and Accountability, Structure and Efficiencies MSR Recommendations.

**SPHERE OF INFLUENCE STUDY**

A Sphere of Influence (SOI) is an area delineated on a map and approved by LAFCo that indicates where potential future agency annexations could be proposed. El Macero CSA’s SOI is currently coterminous with its jurisdictional boundary, meaning no future annexations are anticipated or allowed unless LAFCo changes the SOI.

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.

DRAFT

**NORTH DAVIS MEADOWS CSA AGENCY PROFILE**

North Davis Meadows County Service Area (CSA) #10 was established on May 12, 1987 to provide water, sewer, stormwater, landscaping, and street lighting services. The original CSA boundary included Unit I of the subdivision with 56 single family residential (SFR) lots. In 1995 LAFCo annexed Unit II with 39 additional SFR lots and a two-acre California Department of Fish and Wildlife habitat parcel which runs along the western boundary of the Unit II. In addition to Unit II, three additional parcels were annexed at the landowner request because they might benefit from CSA services in the future (but have yet to connect): The Newton, Nicholas Farms (Korte), and Dugger parcels. The Davis Municipal Golf Course surrounds the North Davis Meadows I subdivision, and the golf course is adjacent to the North Davis Meadows II subdivision; however, the golf course is not within the CSA's boundaries.

**North Davis Meadows County Service Area Boundary and Sphere of Influence**



Adopted by Yolo LAFCo on January 23, 1996

North Davis Meadows CSA is governed by the County Board of Supervisors (BOS) and is treated as a special district under the LAFCo Law. The Board of Supervisors is advised as to the maintenance and operation of the CSA by a five-member advisory committee. This advisory committee meets three times a year to discuss the ongoing issues pertinent to the CSA. 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.

**YOLO LAFCo MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

The North Davis Meadows CSA is currently staffed and managed by the County’s Department of Community Services. The CSA is billed for the staff time of the CSA administrative support team, the County finance staff, and County legal counsel, when such services are utilized.

**MUNICIPAL SERVICE REVIEW**

**POTENTIALLY SIGNIFICANT MSR DETERMINATIONS**

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

- |   |  |
|---|--|
| <input type="checkbox"/> Growth and Population  | <input type="checkbox"/> Shared Services                             |
| <input type="checkbox"/> Disadvantaged Unincorporated Communities                           | <input type="checkbox"/> Accountability, Structure, and Efficiencies |
| <input checked="" type="checkbox"/> Capacity, Adequacy & Infrastructure to Provide Services | <input type="checkbox"/> Broadband Access                            |
| <input type="checkbox"/> Financial Ability  | <input type="checkbox"/> Status of Previous MSR Recommendations      |

**LAFCo MUNICIPAL SERVICE REVIEW:**

- On the basis of this initial evaluation, the required determinations are not significant, and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).
- The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

1. Growth and Population	Significant Issue	Potentially Significant	No Issue
Growth and population projections for the affected area.			
a) <i>Will development and/or population projections over the next 5-10 years impact the subject agency’s service needs and demands?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Do changes in demand suggest a change in the agency’s services?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

None.

**Growth and Population MSR Determination:**

The North Davis Meadows CSA has little opportunity for new development or growth. Only one of the north Davis Meadows lots has yet to be built on. There are no changes in service demand that would suggest a change in the agency’s services.

**Recommendation(s):**

None.

**2. Disadvantaged Unincorporated Communities**

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

	Significant Issue	Potentially Significant	No Issue
a) <i>If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any “inhabited unincorporated communities” (per adopted Commission policy) within or adjacent to the subject agency’s sphere of influence that are considered “disadvantaged” (80% or less of the statewide median household income) that do not already have access to public water, sewer, and structural fire protection?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>If “yes” to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If “no” to a), this question is marked “no” because it is either not needed or not applicable.</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

None.

**Disadvantaged Unincorporated Communities MSR Determination:**

There are no disadvantaged unincorporated communities within or contiguous to the North Davis Meadows CSA<sup>1</sup>.

**Recommendation(s):**

None.

**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.

	Significant Issue	Potentially Significant	No Issue
a) <i>Are there any deficiencies in the <b>infrastructure, equipment, and capacity of agency facilities</b> to meet <u>existing</u> service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Are there any issues regarding the agency’s capacity and ability to meet the service demand of reasonably foreseeable <u>future</u> needs?</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

<sup>1</sup> CALAFCO Statewide DUCs Refined GIS Layer, RSG, Inc. December 10, 2021

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c) *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?*

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

**Discussion:**

North Davis Meadows County Service Area (CSA) provides water, sewer, stormwater, landscaping, and street lighting services as noted below.

<b>Existing CSA Services Authorized/Provided</b>	<b>Service Provider</b>
Municipal Water	City of Davis
Sewer/Wastewater	CSA/City of Davis
Stormwater/Drainage	YCFCWCD
Landscaping	CSA
Street Lighting	PG&E

Water

The North Davis Meadows CSA provides water service to the North Davis Meadows I and the North Davis Meadows II subdivisions through a March 22, 1988 agreement with the City of Davis. The City of Davis maintains the CSA's water distribution and well system, including fire hydrants. The Korte, Newton, and Moore parcels are connected to private well systems. The CSA wells and water system are maintained and operated by the City of Davis in a manner similar to and in accordance with standards of wells in the City of Davis. North Davis Meadows' SFR water connections are not currently metered.

The North Davis Meadows water supply exceeds the MCL for nitrates and hexavalent chromium. A stricter primary drinking water standard was enacted for hexavalent chromium in 2014, and since that time, the system has been in violation of the standard as the wells consistently test higher than the MCL. In order to resolve water quality issues, Yolo County has been pursuing a connection with the City of Davis water system.

The project will connect the North Davis Meadows community water system to the City of Davis' water distribution system. The proposed improvements will include construction of a six-inch diameter pipeline in John Jones Road/County Road 99D to connect CSA homes to the existing city water distribution system. The connection is to be sized to meet only the North Davis Meadows community needs with no capacity available for other properties. This pipeline would connect homes to the existing 14-inch diameter pipe in John Jones Road near the entrance road to the City's west tank area.

Litigation from three landowners challenging the fees needed to connect to City water supply has delayed the connection for years. Yolo County prevailed in the lawsuit and the subsequent appeal (*Wolstoncroft v. County of Yolo*, 68 Cal.App.5th 327 (2021)), and the project is moving forward. The CSA Manager applied for and was awarded \$7.6 million of State Revolving Fund grant funding and is working with state to finish financial agreement. A loan will still be required to complete the project because the 2018 construction estimate was \$8.25 million, which has increased considering inflation and increased construction costs. The construction plans are completed and waiting to go out for bid. The estimated construction timeline is July – December 2023. Connections will be metered and have an added backflow device. The City will bill residences directly for water service.



Sewer

The City of Davis agreed to accept wastewater flows from the North Davis Meadows CSA on May 19, 1998.<sup>2</sup> Within the CSA, only the North Davis Meadows I and the North Davis Meadows II subdivisions receive wastewater service from the CSA wastewater collection system. Of the homes in the two subdivisions, 82 are connected to the sewage collection system and also have individual grinder pumps; the remaining homes have individual septic systems. The agreement with the City sets the maximum number of connections at 95. The CSA also allowed the Teichert properties to connect to the sewer main for sewer collection services. Teichert paid a connection fee and pays annual charge to the CSA based on the amount of flow (LAFCo authorized extended services in 2006 to the Teichert property, which is within the CSA's SOI but not its current boundaries).

The CSA is responsible for the operation and maintenance of the infrastructure on each residential lot in the CSA that receives wastewater service. Each lot that receives service contains a wastewater grinder pump and wastewater service line. The grinder pump system minimizes the likelihood of obstructions in the existing line. The line extends to the main wastewater line on which the parcel fronts or accesses. Maintenance of the grinder pumps is provided by private companies by contract. The CSA has instituted a grinder replacement program to replace up to 17 grinders annually as needed.

The wastewater system consists of collection and transmission facilities that collect effluent and transmit the effluent to a point of collection with an existing transmission main of the City of Davis. A four-inch low pressure sewer pipeline generally extends from the CSA properties south along County Road 99D to an existing City of Davis sewer manhole located just north of the intersection of County Road 31 with County Road 99D. The effluent enters the existing sewer system of the City and is conveyed to treatment and disposal facilities of the City. There are no concerns regarding capacity and adequacy of the wastewater system currently.

Stormwater

The North Davis Meadows CSA is in a flood prone area. The CSA manages drainage through the use of natural gravity flow, drainage ditches, swales (shallow ditches), the golf course, and holding ponds. The CSA provides for the spraying, excavating, and clearing of perimeter ditches in both subdivisions and partners with the City of Davis Golf Course to provide ditch maintenance in the North Davis Meadows I area. The CSA maintains a cement culvert along County Road 29. The CSA is also responsible for drainage extending outside the CSA through a 1986 drainage facilities agreement between the former Barlo Farms parcel and the Davis Golf Course Estates (North Davis Meadows CSA). The agreement splits maintenance costs 50% each between the CSA and the Barlo property. The Barlo property is located at the southwest corner of County Road 29 and 101-A. Surface water from the CSA and the Davis Municipal Golf Course drains through the County-maintained roadside ditches along County Road 29, then through the "Barlo" ditches, along the westerly boundary of the Barlo property to approximately the midpoint of and east through the Barlo property to County Road 101 A. The CSA contracts with the Yolo County Flood Protection and Water Conservation District (YCFCWCD) to maintain the Barlo drainage ditches.

Landscaping

The CSA provides for the maintenance of open space and median strips throughout and around the North Davis Meadows subdivisions through landscaping activities, which include mowing, trimming, spraying, etc. These areas include median strips along the main roads Silverado Drive and Fairway Drive, the golf course, space between home lots and the golf course, along roads, around the drainage pond, and in the habitat buffer west of North Davis Meadows II. The CSA provides the service via contract with private landscaping

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<sup>2</sup> Agreement No. 98-87.

services. The CSA will need to consider options to redesign its common landscape areas and street medians to be drought resistant and the current assessments will not cover the new City water rates.

Street Lighting

The CSA contracts with Pacific Gas and Electric (PG&E) to supply electricity for its public lighting system, as well as to install, maintain, and service the light poles in the community. The light poles utilize LED lighting technology. The CSA does not own or operate any equipment, although it is financially responsible for all one-time and ongoing costs associated with the street lighting network. The CSA functions as a pass-through agency, collecting funds from the North Davis Meadows residents to pay the PG&E bills for the public street lighting service. The PG&E street lighting is LED technology and the electricity is provided by Valley Clean Energy, which utilized more sustainable energy sources.

**Capacity and Adequacy MSR Determination:**

The North Davis Meadows water supply exceeds the MCL for nitrates and hexavalent chromium enacted in 2014, and since that time, the system has been in violation of the standard as the wells consistently test higher than the MCL. To resolve water quality issues, Yolo County has been pursuing a connection with the City of Davis water system, which has been delayed due to landowner litigation but is moving forward and expected to be completed by the end of 2023. However, the City of Davis is currently indicating individual service agreements with each landowner will be required, which will be time consuming to get signed, notarized, recorded for each parcel. For the wastewater system, the CSA maintains grinder pumps on individual parcel connections, but the effluent is treated by the City of Davis and there are no concerns about capacity and adequacy. The CSA contracts with the Yolo County Flood Protection and Water Conservation District (YCFWCWD) to maintain the CSA's stormwater runoff through the Barlo drainage ditches. The CSA provides the service via contract with private landscaping services. The CSA will need to consider options to redesign its common landscape areas and street medians to be drought resistant and the current assessments will not cover the new City water rates. The PG&E street lighting is LED technology and the electricity is provided by Valley Clean Energy, which utilized more sustainable energy sources.

**Recommendation(s):**

- The North Davis Meadows CSA will need to consider options to redesign its common landscape areas and street medians to be drought tolerant because the current assessments will not cover the new City water rates.

**4. Financial Ability**

Financial ability of agencies to provide services.

	<b>Significant Issue</b>	<b>Potentially Significant</b>	<b>No Issue</b>
a) <i>Is the subject agency in a stable financial position, i.e. does the 5-year trend analysis indicate any issues?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) <i>Is the organization's revenue sufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) <i>Does the subject agency have a capital improvement plan (CIP)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy to fund it?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

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- |  |                          |                          |                                     |
|--|--------------------------|--------------------------|-------------------------------------|
| e) <i>Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?</i>   | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| f) <i>Is the agency insured or in a risk management pool to manage potential liabilities?</i>  | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| g) <i>Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

**Discussion<sup>3</sup>:**

The 2022/23 property-related fees, assessments and/or special taxes for the North Davis Meadows CSA<sup>4</sup> is as shown the table below:

North Davis Meadows CSA	Annual Charge Per Parcel	No. of Parcels Charged
Water	\$2,070.64	95
Water Project Loan Repayment	\$4,157.00	94
Water Project Loan Repayment (vacant parcel)	\$3,339.00	1
Sewer	\$2,043.96	82
Stormwater	\$158.18	95
Landscaping	\$486.30	95
Street Lighting	\$130.38	95

<sup>3</sup> Yolo County Financial Data INFOR reports

<sup>4</sup> County of Yolo Resolution No. 22-61 regarding charges on the 2022-23 tax roll for CSAs

**YOLO LAFCo MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

**NORTH DAVIS MEADOWS CSA NO. 10 - TOTAL  
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES**

	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>
<b>Revenue</b>					
Special assessment	\$ 357,481	\$ 336,078	\$ 411,490	\$ 1,603,214	\$ 820,399
Interest	2,411	6,615	27,509	(1,446)	(23,691)
County funding	-	-	-	-	-
Other revenue	5,580	3,624	(1,811)	-	-
<b>Total Revenue</b>	<b>365,472</b>	<b>346,317</b>	<b>437,188</b>	<b>1,601,768</b>	<b>796,708</b>
<b>Expenditures</b>					
County staff support	44,186	40,824	16,637	18,007	32,883
Services and supplies	67,375	128,466	138,167	104,037	99,909
City of Davis Services	217,928	214,120	190,677	131,154	117,576
Other utilities	39,075	36,308	38,998	31,492	54,275
Debt service	5,722	13,551	16,675	7,997	972
Equipment & system improvements	290,396	31,999	-	-	125,832
	-	-	-	-	-
	-	-	-	-	-
<b>Total Expenditures</b>	<b>664,682</b>	<b>465,268</b>	<b>401,154</b>	<b>292,687</b>	<b>431,447</b>
<b>Net income (loss)</b>	<b>(299,210)</b>	<b>(118,951)</b>	<b>36,034</b>	<b>1,309,081</b>	<b>365,261</b>
<b>Beginning Fund Balance</b>	<b>(249,310)</b>	<b>(548,520)</b>	<b>(667,471)</b>	<b>(631,437)</b>	<b>677,644</b>
<b>Ending Fund Balances</b>	<b>\$ (548,520)</b>	<b>\$ (667,471)</b>	<b>\$ (631,437)</b>	<b>\$ 677,644</b>	<b>\$ 1,042,905</b>
<b>Fund Balances</b>					
Water	\$ (482,798)	\$ (652,076)	\$ (674,170)	\$ 576,131	\$ 879,642
Sewer	(65,722)	(15,395)	35,614	79,717	130,156
Drainage	-	-	(1,349)	2,504	5,157
Lighting	-	-	1,776	5,988	9,887
Landscaping	-	-	6,692	13,304	18,063
<b>Total Fund Balances</b>	<b>\$ (548,520)</b>	<b>\$ (667,471)</b>	<b>\$ (631,437)</b>	<b>\$ 677,644</b>	<b>\$ 1,042,905</b>
<b>Y-T-Y Change in total Fund Balances</b>					
Amount Increase (Decrease)	\$ (299,210)	\$ (118,951)	\$ 36,034	\$ 1,309,081	\$ 365,261
Percentage Increase (Decrease)	120.02%	21.69%	-5.40%	-207.32%	53.90%

**YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

**NORTH DAVIS MEADOWS CSA NO. 10 - BY ACTIVITY  
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES**

	2018	2019	2020	2021	2022
<b><u>Water</u></b>					
<b>Revenue:</b>					
Special assessment	139,238	112,114	182,047	1,368,594	582,819
Interest	2,077	3,820	22,738	(1,235)	(19,065)
<b>Total revenue</b>	<b>141,315</b>	<b>115,934</b>	<b>204,785</b>	<b>1,367,359</b>	<b>563,754</b>
<b>Expenditures:</b>					
County staff support	39,494	25,797	6,913	8,445	24,235
Services and supplies	14,742	84,156	79,629	40,713	40,241
City of Davis Services	122,165	118,357	94,914	35,391	21,813
Other utilities	30,874	28,055	30,674	25,155	47,150
Debt service	5,722	10,253	14,749	7,354	972
Equipment & system improvements	290,396	31,999	-	-	125,832
<b>Total expenditures</b>	<b>503,393</b>	<b>298,617</b>	<b>226,879</b>	<b>117,058</b>	<b>260,243</b>
<b>Net Income (Loss)</b>	<b>(362,078)</b>	<b>(182,683)</b>	<b>(22,094)</b>	<b>1,250,301</b>	<b>303,511</b>
<b><u>Sewer</u></b>					
<b>Revenue:</b>					
Special assessment	155,226	158,998	162,468	165,745	167,605
Interest	334	2,795	5,105	(681)	(3,583)
<b>Total revenue</b>	<b>155,560</b>	<b>161,793</b>	<b>167,573</b>	<b>165,064</b>	<b>164,022</b>
<b>Expenditures:</b>					
County staff support	2,390	2,257	2,500	5,447	2,795
Services and supplies	25,305	10,148	16,375	19,108	15,025
City of Davis Services	95,763	95,763	95,763	95,763	95,763
Debt service	-	3,298	1,926	643	-
<b>Total expenditures</b>	<b>123,458</b>	<b>111,466</b>	<b>116,564</b>	<b>120,961</b>	<b>113,583</b>
<b>Net Income (Loss)</b>	<b>32,102</b>	<b>50,327</b>	<b>51,009</b>	<b>44,103</b>	<b>50,439</b>
<b><u>Drainage</u></b>					
<b>Revenue:</b>					
Special assessment	12,872	13,270	13,680	14,060	14,284
Interest	-	-	(115)	127	(153)
Other revenue	5,580	3,624	(1,811)	-	-
<b>Total revenue</b>	<b>18,452</b>	<b>16,894</b>	<b>11,754</b>	<b>14,187</b>	<b>14,131</b>
<b>Expenditures:</b>					
County staff support	2,302	3,306	1,441	755	553
Services and supplies	11,257	12,102	11,662	9,579	10,925
<b>Total expenditures</b>	<b>13,559</b>	<b>15,408</b>	<b>13,103</b>	<b>10,334</b>	<b>11,478</b>
<b>Net Income (Loss)</b>	<b>4,893</b>	<b>1,486</b>	<b>(1,349)</b>	<b>3,853</b>	<b>2,653</b>

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	2018	2019	2020	2021	2022
<b><u>Lighting</u></b>					
<b>Revenue:</b>					
Special assessment	10,637	10,966	11,305	11,590	11,774
Interest	-	-	(66)	128	(333)
<b>Total revenue</b>	<b>10,637</b>	<b>10,966</b>	<b>11,239</b>	<b>11,718</b>	<b>11,441</b>
<b>Expenditures:</b>					
County staff support	-	2,708	1,165	1,186	421
Services and supplies	-	2,320	95	95	95
Other utilities	8,081	8,132	8,203	6,225	7,026
<b>Total expenditures</b>	<b>8,081</b>	<b>13,160</b>	<b>9,463</b>	<b>7,506</b>	<b>7,542</b>
<b>Net Income (Loss)</b>	<b>2,556</b>	<b>(2,194)</b>	<b>1,776</b>	<b>4,212</b>	<b>3,899</b>
<b><u>Landscaping</u></b>					
<b>Revenue:</b>					
Special assessment	39,508	40,730	41,990	43,225	43,917
Interest	-	-	(153)	215	(557)
<b>Total revenue</b>	<b>39,508</b>	<b>40,730</b>	<b>41,837</b>	<b>43,440</b>	<b>43,360</b>
<b>Expenditures:</b>					
County staff support	-	6,756	4,618	2,174	4,879
Services and supplies	16,071	19,740	30,406	34,542	33,623
Other utilities	120	121	121	112	99
<b>Total expenditures</b>	<b>16,191</b>	<b>26,617</b>	<b>35,145</b>	<b>36,828</b>	<b>38,601</b>
<b>Net Income (Loss)</b>	<b>23,317</b>	<b>14,113</b>	<b>6,692</b>	<b>6,612</b>	<b>4,759</b>

Water rates were increased significantly in 2021 to pay for project costs to connect to the City of Davis and there was a bump in 2021 to repay a 2017 County loan to front these costs. The CSA Manager applied for and was awarded \$7.6 million of State Revolving Fund grant funding to help fund the water connection project and is working with the State to finish the financial agreement. A loan will still be required to complete the project because the 2018 construction estimate was \$8.25 million considering inflation and increased construction costs. The City will bill residences directly for water service. The sewer, drainage, lighting, and landscaping accounts all appear stable.

**Financial Ability MSR Determination:**

The North Davis Meadows CSA is in a stable financial position and the 5-year trend does not indicate any issues. Revenues are sufficient to fund an adequate level of service and necessary infrastructure. Although the CSA was awarded a \$7.6 million loan from the State Revolving Fund, a loan will be necessary to bridge the gap to construct the water project connecting to the City of Davis. The amount of the loan needed has not been determined yet because the project has not yet gone out for bid, but the loan amount is expected to be manageable. With the City of Davis maintaining the water (once connected) and sewer system, a substantial CIP is not needed.

**Recommendation(s):**

None.

**5. Shared Services and Facilities**

Status of, and opportunities for, shared facilities.

	Significant Issue	Potentially Significant	No Issue
a) <i>Are there any opportunities for the organization to share services or facilities with neighboring, overlapping, or other organizations that are not currently being utilized?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

None.

**Shared Services MSR Determination:**

The CSA is already sharing services as feasible. The City of Davis will be providing water service once the water project is completed) and treating the community’s wastewater. YCFCWCD is maintaining the drainage system. For landscaping, the CSA either performs some of the work in-house from other County Departments, contracts with private landscaping services, or contracts with the City of Davis for work around the golf course. Pacific Gas and Electric (PG&E) provides electricity for its public lighting system, as well as to install, maintain, and service the light poles in the community. There are no known additional opportunities to share services.

**Recommendation(s):**

None.

**6. Accountability, Structure, and Efficiencies**

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

	Significant Issue	Potentially Significant	No Issue
a) <i>Are there any recommended changes to the organization’s governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
b) <i>Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization’s program requirements and financial management?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) <i>Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization’s program requirements and financial management?</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
d) <i>Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results <u>not</u> reviewed in an open meeting?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) <i>Does the organization need to improve its public transparency via a website (see <a href="https://www.yololaftco.org/yolo-local-government-website-transparency-scorecards">https://www.yololaftco.org/yolo-local-government-website-transparency-scorecards</a>)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion<sup>5</sup>:**

The North Davis Meadows CSA is in the process of connecting to City of Davis water and residents will be direct billed. The CSA should pursue potentially direct billing also for City sewer, which is already connected/provided.

The CSA has a five-member advisory committee to advise the BOS regarding CSA services and facilities. All seats are currently filled<sup>6</sup>.

<b>Name / Title</b>	<b>Start</b>	<b>End</b>
Tera Pitman /	07/07/2020	01/31/2024
Joe Connolly /	09/13/2022	01/31/2024
Francisca Johnson /	11/23/2021	01/31/2026
Kathy Greenhalgh /	11/23/2021	01/31/2026
Clara Nability /	01/11/2022	01/31/2026

The CSA is staffed and managed by the County’s Department of Community Services. The CSA is billed for the staff time of the CSA administrative support team, County finance staff, and County legal counsel, when such services are utilized. There have been four CSA managers in the past five years and the program has moved from the Department of Community Services to the County Administrator’s Office and back again. Despite these changes, CSA operations have improved with the evolutions of program operations and current staff are well-trained and very knowledgeable. However, Yolo County should value this key position and take steps to retain employees and reduce turnover. This is a unique position, and it may warrant its own class specification and pay scale. A recommendation to address retaining CSA Manager employees is included in the Overview Section because it’s related to management of all the CSAs as a whole and not this CSA in particular.

**Accountability, Structure, and Efficiencies MSR Determination:**

There are no recommended changes to the organization’s governmental structure that will increase accountability and efficiency. Regarding operations, the North Davis Meadows CSA is in the process of connecting to City of Davis water and residents will be direct billed. The CSA should pursue potentially direct billing for City sewer also, which is already connected/provided. Board and staff capacity, and audits are not an issue as these are handled by Yolo County. A recommendation to address retaining CSA Manager employees is included in the Overview Section because it’s related to management of all the CSAs as a whole. Advisory committee seats are currently all filled. The CSA received a 94% score in the 2021 Yolo Local Government Website Transparency Scorecard.

**Recommendation(s):**

- For the Davis-area CSAs (El Macero and North Davis Meadows), continue to pursue shared services with the City of Davis as much as possible including exploring options with the City of Davis for direct billing of City water and sewer services reflective of agreed-upon rate structures and ensuring that any direct billing methodologies are efficient, legally defensible, and administration is financially viable.

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<sup>5</sup> County Service Areas Government Code Sections 25210 – 25217.4

<sup>6</sup> County of Yolo Agenda Quick Term Tracker module 9/13/2022



**7a. Broadband Access**

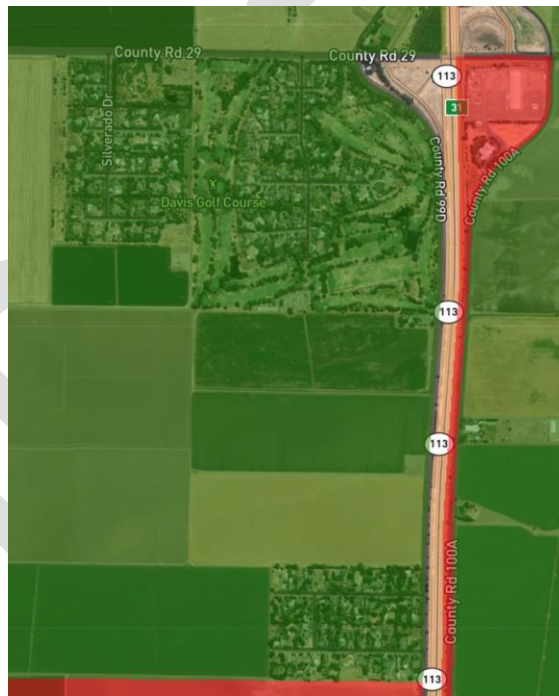
Any other matter related to effective or efficient service delivery, as required by commission policy.

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

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

**Discussion<sup>7</sup>:**

Below is the 25/3 Mbps served status for the North Davis Meadows CSA. The green color indicates areas served by at least 25/3 Mbps download/upload speeds.



**Broadband Access MSR Determination:**

The CPUC map indicates fixed wireless technology is available from Cal.net Inc. at speeds up to 25/3 Mbps (download/upload speeds), however, Om Networks a local internet service provider based in Davis installed a fiber project in the North Davis Meadows community that provides up to at least 1 gig speeds, and

<sup>7</sup> California Interactive Broadband Map, December 31, 2019 data

**YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

apparently this provider is not included in the CPUC data online. Broadband adoption at 25/3 Mbps is reported to be between 60% and 80%, but it's likely higher in the CSA due to its relative affluence.

**Recommendation(s):**

None.

**7b. Status of Previous MSR Recommendations**

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

	<b>Significant Issue</b>	<b>Potentially Significant</b>	<b>No Issue</b>
a) <i>Are there any recommendations from the agency's previous MSR that have not been implemented?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

The 2016 MSR had several recommendations and all of them have been implemented.

<b>2016 MSR Recommendations</b>	<b>2022 Status</b>
The County CSA Manager should conduct an analysis of the existing fee structure to ensure that fees continue to cover necessary costs of all services provided. In particular, there are no fees specific to the drainage, landscaping, and street lighting services. The cost of providing these services should be reviewed and fees set accordingly.	Done
Funding for the drainage, landscaping, and street lighting services should be tracked and accounted for separately in the North Davis Meadows CSA's financial reports.	Done
The County CSA Manager should develop an annual drainage maintenance plan. The plan should include a schedule and a map to identify current conditions, critical locations, and problems such as timing in regard to wildlife or other considerations, and establish a regular maintenance schedule to ensure adequate maintenance occurs on an ongoing basis.	Done
The potential for outsourcing or transferring drainage and flood control services to the Yolo County Flood Control and Water Conservation District should be evaluated by the CSA Manager, in consultation with the advisory committee.	Done
The County should account for the North Davis Meadows Assessment District as a separate entity from the North Davis Meadows CSA to accurately represent where liability for payment of the debt lies.	Done
The CSA Manager should pursue an agreement with the City to bill North Davis Meadows residents directly for water services.	Done

**Status of Previous MSR Recommendations Determination:**

Yolo County has implemented all of the 2016 MSR recommendations for the North Davis Meadows CSA.

**SPHERE OF INFLUENCE STUDY**

A Sphere of Influence (SOI) is an area delineated on a map and approved by LAFCo that indicates where potential future agency annexations could be proposed. The North Davis Meadows CSA has an SOI and based on the MSR there is no need to update it.

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.

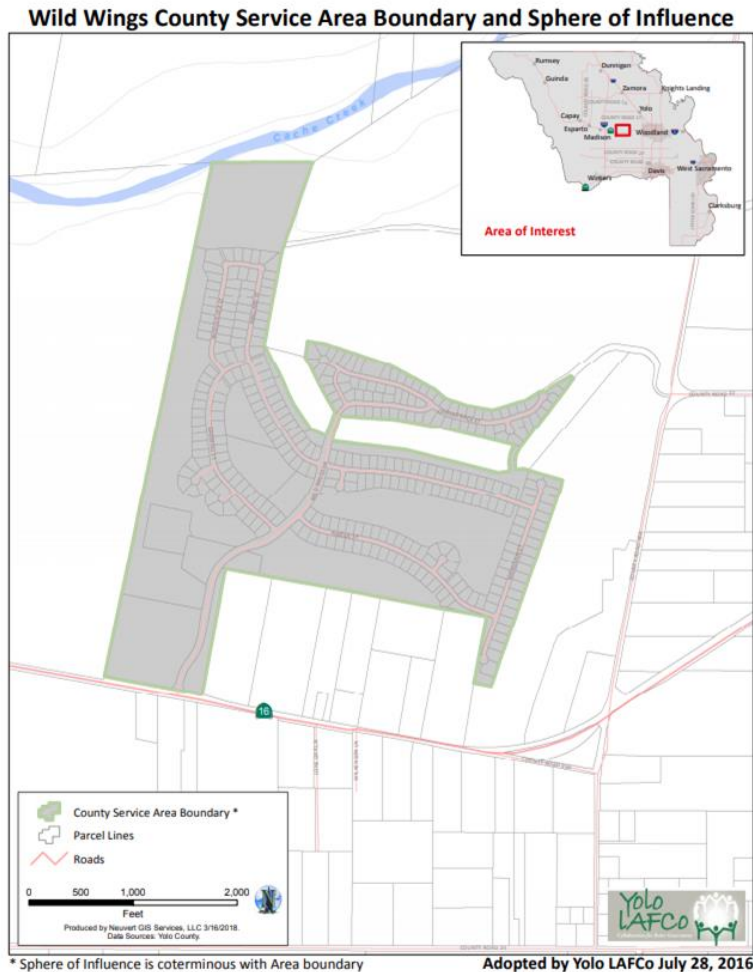
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**WILD WINGS CSA AGENCY PROFILE**

The Wild Wings community subdivision is 5 miles west of the City of Woodland along Highway 16. It is immediately south of the Yolo Fliers Club and west of the Watts-Woodland Airport. The Wild Wings development is a planned community of single-family residential housing with a public nine-hole golf course. There are 338 single-family homes, a clubhouse, and several buildings related to wastewater treatment and water supply.

The Wild Wings County Service Area (CSA) #15 was formed May 25, 2004 to provide wastewater disposal and domestic water supply to the Wild Wings community. At the time of its formation, the CSA was also given latent powers to provide the same community services that are currently provided by the Wild Wings Owners Association, which include the following: road maintenance, streetlight maintenance, street sweeping and street cleaning, erosion/storm drainage, solid waste services and refuse removal, tree maintenance, and park and recreation. The CSA was provided these services as latent powers in case the CSA was required to assume any of them from the Owners Association. In accordance with California Government Code 25213.5, in order to activate a latent power, the CSA must seek approval from LAFCo.

In 2008 the CSA added park and recreation services, allowing the Wild Wings CSA to purchase and operate the Wild Wings Golf Course. The privately owned golf course was having financial trouble, 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 for the operation and management of the golf course since its acquisition in March 2009. The current jurisdictional boundaries are shown below.



In January 2016 an island parcel within the Wild Wings community subdivision (i.e., a parcel not within the sphere of influence or the CSA boundary itself) was provided emergency extended water and wastewater services. On July 28, 2016, this parcel was annexed into the CSA. This has been the only annexation for the Wild Wings CSA since it was formed in 2004. In August 2019 the Wild Wings CSA was authorized by LAFCo to provide extended water services outside current jurisdictional boundaries to the adjacent Watts-Woodland Airport. An extended Sphere of Influence (SOI) to delineate this extended service area is recommended (see SOI Update section for Wild Wings page 5-19).

Wild Wings CSA is governed by the County Board of Supervisors (BOS) and is treated as a special district under the LAFCo Law. The BOS is advised by a five-member advisory committee<sup>1</sup> composed of local Wild Wings residents. The advisory committee has a recreation/golf subcommittee on golf course activities. 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 currently staffed and managed by the County's Department of Community Services. The CSA is billed for the staff time of the CSA administrative support team, the County finance staff, and County legal counsel, when such services are utilized. The Wild Wings community has reached full build-out.

**MUNICIPAL SERVICE REVIEW**

**POTENTIALLY SIGNIFICANT MSR DETERMINATIONS**

The purpose of MSRs is to review the agency's services and assess various alternatives for improving efficiency and affordability of infrastructure and service delivery including, but not limited to, consolidation of governmental agencies.

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

- |   |  |
|---|--|
| <input type="checkbox"/> Growth and Population  | <input checked="" type="checkbox"/> Shared Services                        |
| <input type="checkbox"/> Disadvantaged Unincorporated Communities                           | <input type="checkbox"/> Accountability, Structure, and Efficiencies       |
| <input checked="" type="checkbox"/> Capacity, Adequacy & Infrastructure to Provide Services | <input type="checkbox"/> Broadband Access                                  |
| <input checked="" type="checkbox"/> Financial Ability                                       | <input checked="" type="checkbox"/> Status of Previous MSR Recommendations |

**LAFCo MUNICIPAL SERVICE REVIEW:**

- On the basis of this initial evaluation, the required determinations are not significant, and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).
- The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

<sup>1</sup> The advisory committee temporarily has 6 members per a recent settlement agreement and will drop back down to 5 members with attrition. See Accountability section for more information.

**1. Growth and Population**

Growth and population projections for the affected area.	Significant Issue	Potentially Significant	No Issue
a) <i>Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Do changes in demand suggest a change in the agency's services?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

None.

**Growth and Population MSR Determination:**

The Wild Wings development is comprised of 338 lots and none are vacant. Therefore, the CSA has little opportunity for new development or growth. There are no changes in demand that would suggest a change in the agency's services.

**Recommendation(s):**

None.

**2. Disadvantaged Unincorporated Communities**

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

	Significant Issue	Potentially Significant	No Issue
a) <i>If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any "inhabited unincorporated communities" (per adopted Commission policy) within or adjacent to the subject agency's sphere of influence that are considered "disadvantaged" (80% or less of the statewide median household income) that do not already have access to public water, sewer, and structural fire protection?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>If "yes" to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If "no" to a), this question is marked "no" because it is either not needed or not applicable.</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

None.

**Disadvantaged Unincorporated Communities MSR Determination:**

There are no disadvantaged unincorporated communities within or contiguous to the Wild Wings CSA<sup>2</sup>.

<sup>2</sup> CALAFCO Statewide DUCs Refined GIS Layer, RSG, Inc. December 10, 2021.

**Recommendation(s):**

None.

**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.

	Significant Issue	Potentially Significant	No Issue
a) <i>Are there any deficiencies in the <b>infrastructure, equipment, and capacity of agency facilities</b> to meet <u>existing</u> service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?</i>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) <i>Are there any issues regarding the agency's capacity and ability to meet the service demand of reasonably foreseeable <u>future</u> needs?</i>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) <i>Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) <i>Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

**Discussion:**

The Wild Wings CSA was formed May 25, 2004 to provide wastewater disposal and domestic water supply to the Wild Wings community. In 2008 the CSA added park and recreation services, allowing the Wild Wings CSA to purchase and operate the Wild Wings Golf Course.

Existing CSA Services Authorized/Provided	Service Provider
Municipal Water	SUSP
Sewer/Wastewater	SUSP
Golf Course	KemperSports
Drainage (new service needed)	YCFCWCD

Under supervision of Yolo County CSA staff, the current operator under contract with the CSA for maintenance and operation of the water and sewer facility is the California Rural Water Association Specialized Utilities Services Program (SUSP). Golf course management is currently provided by KemperSports; however, the CSA is considering making a change as discussed below.

Water

The Wild Wings CSA provides domestic water services to Wild Wings residents. The water system's primary well (Pintail Well) supplies water to the homes and the secondary well (Canvasback Well) irrigates the golf course and serves as an emergency backup well with restrictions. The Canvasback Well cannot be used due to a State Department of Public Health compliance order for arsenic. CSA staff have tried hiring a consultant in 2011 and adjusting the pump in 2019 and 2021 to no avail. In recent years, due to dropping water levels in the well, the CSA has stopped pumping the Canvasback Well in June each year to maintain a sufficient emergency supply for the community. The CSA also maintains the associated pumps, hydro-pneumatic tanks, 360,000-gallon storage tanks, and chlorination facilities for both wells. The CSA added a fee to cover the cost of treating arsenic levels in the water to address water quality issues.

The ongoing drought has affected the CSA's well water levels significantly. The Yolo County Board of Supervisors adopted a [Local Drought Emergency](#)<sup>3</sup> resolution at the July 27, 2021 meeting for the unincorporated areas of the County and adopted a resolution urging a 25% voluntary reduction in water use within the Wild Wings CSA in response to the current drought emergency. The resolution also confirms the authority of the Director of Emergency Services to implement emergency orders and regulations imposing mandatory restrictions as necessitated by water supply conditions. Wild Wings residents have met or exceeded the water reduction levels since April 2022. However, the current rate structure for Wild Wings includes a flat rate for household use up to 250,000 gallons per year. Therefore, there is little financial incentive for residents to conserve water. The CSA is putting together an RFP for new rate study to revamp rates and fees to be based on consumption, which would better incentivize water conservation.

The CSA is currently working on addressing water supply and redundancy issues by constructing a new well (Wood Duck Well). ~~The bid for constructing this well has been awarded which is out to bid~~, and the design work is in progress on the site planning, the pump station, and the arsenic treatment facility. It is estimated the Wood Duck Well will begin construction in December 2022 and take 9-12 months to complete and be online. The project is mostly grant funded and the grant expires December 29, 2023. It may also be possible to lower the pump in the Pintail Well; however, it will not be attempted until the Wood Duck Well is completed for redundancy.

All three wells will be interconnected with the arsenic treatment system which was included in the grant funding so the CSA will have \$1.7 million for a brand-new arsenic treatment facility. A consultant designed and pilot test the arsenic system and is finalizing the design and will be installed by December 2023.

The geology below Wild Wings is not conducive to groundwater reserves despite well redundancy. Therefore, Yolo County is also studying a potential connection with existing water systems at either the City of Woodland, Esparto CSD, or Madison CSD. With grant funding, an RFP has been issued for a feasibility study and the Office of Emergency Services (OES) has applied for additional grant funding to pay for the engineering to potentially connect Esparto CSD, Madison CSD, and Wild Wings CSA to the City of Woodland. The grant has not been awarded yet.

Therefore, while there are very significant water supply issues with the drought conditions and climate change, the CSA has a plan in place and is already working to address water supply redundancy issues by constructing an additional well in the short-term in addition to promoting water conservation efforts and studying the feasibility of potentially connecting to a nearby water system in the long-term.

#### Sewer

The Wild Wings CSA is responsible for providing wastewater collection and disposal for the Wild Wings community. The wastewater treatment facility (WWTP) facility is sited in a walled compound near the entrance to the Wild Wings development. The sewage treatment facilities consist of the collection system, a force main, two pump stations, and a 101,000 gallons per day (gpd) peak flow tertiary treatment plant. The WWTP currently processes about 55,000 gpd, on average, and up to 161,000 gpd during its highest measured peak flow, at which times the excess sewage is diverted to the emergency storage pond.

The WWTP has an existing 24-hour emergency storage pond which has a capacity of about 313,000 gallons. The pond is lined with 2 feet of compacted clay which is overlain by a High-Density Polyethylene (HDPE) liner. The WWTP is equipped with a standby emergency generator which comes on automatically whenever there is a power outage at the site.

Approximately 21 million gallons of recycled water are currently produced by the WWTP each year. The recycled water is delivered to the Wild Wings Golf Course where it is used to irrigate the turf. Recycled

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<sup>3</sup> July 27, 2021 BOS Staff Report:

[https://yoloagenda.yolocounty.org/agenda\\_publish.cfm?id=&mt=BOS&get\\_month=7&get\\_year=2021&dsp=agm&seq=11249&rev=0&ag=3353&ln=99636&nseq=&nrev=&pseq=&prev=#ReturnTo99636](https://yoloagenda.yolocounty.org/agenda_publish.cfm?id=&mt=BOS&get_month=7&get_year=2021&dsp=agm&seq=11249&rev=0&ag=3353&ln=99636&nseq=&nrev=&pseq=&prev=#ReturnTo99636)



water makes up 38% of the water used by the golf course, the remaining amount typically in recent years comes from the Canvasback well, due to the increased levels of arsenic.

The Wild Wings WWTP was constructed in 2004 and has been fraught with issues for years. In 2018 following the last MSR, there was a complete failure of the WWTP, and it was discovered that the project developer failed to install the permit-approved system with necessary redundancy and the CSA implemented short-term rehabilitation measures. The Wild Wings Owners Association filed a lawsuit against the County for mismanagement and improperly imposing fees. Yolo County accepted some responsibility and agreed to pay \$70,000 for a redundant plant which has since been completed. The lawsuit has been settled.

Since 2018, the County has been studying long-term options. A feasibility study was completed in November 2018 that outlined six options to increase the WWTP's reliability and meet State standards. Those options were as follows:

- Option 1 – Build a second wastewater treatment plant the same size as the existing
- Option 2 – Build additional emergency storage
- Option 3 – Provide a combination of redundant and standby equipment
- Option 4 – Build a second smaller wastewater treatment plant
- Option 5 – Connect to the City of Woodland's wastewater system
- Option 6 – Do nothing

Since 2019, the CSA advisory committee has discussed the presented options and have narrowed the choices down to two: Option 3 – Provide a combination of redundant and standby equipment or Option 4 – Build a second smaller WWTP.

Option 3 was estimated in 2018 to cost \$725,000 with annual operation and maintenance costs of \$75,000/year. Option 4 was estimated in 2018 to cost \$2,249,000 with annual operation and maintenance costs of \$83,000/year. The addition of a second smaller plant (Option 4) would allow the main plant to be taken offline for maintenance and there would be system redundancy. Option 3 adds a second filtration and disinfection unit but relies on being able to rent and assemble the needed tankage, pumps, and SCADA system to divert sewage into a temporary system when an emergency occurs. The ability to assemble the equipment in a short time frame is questionable and may result in the WWTP being unable to meet permit requirements, which could lead to fines and Notices of Violation from the state. The CSA Manager is finalizing a resident survey because it's critical there is community support to pass a Prop 218 to fund whichever project is selected. The CSA Manager will also be pursuing grant funding.

The CSA needs to decide quickly which option to construct and incorporate costs into a Prop 218 study. The sewer assessment to fund the recommended option will be considered along with the upcoming Prop 218. The WWTP permit with the State Water Resources Control Board (SWRCB) is up for renewal. This occurs about every 10 years for all wastewater facilities. SWRCB gave the CSA additional time to address WWTP issues due to the lawsuit mentioned above. However, the permit is up for renewal and must meet state requirements for reliability and redundancy, which it currently does not.

Therefore, while there are very significant WWTP issues with the current system, the CSA is actively working on a solution subject to additional Prop 218 funding.

#### Parks and Recreation (Golf Course)

The Wild Wings 9-hole golf course provides an important community function by operating as the WWTP discharge spray field. The golf course was originally 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 to sell it to the CSA for a \$1. The Yolo County Board of Supervisors voted to move forward with an approach to acquire and operate the Wild Wings Golf Course on October 21, 2008 based on resident 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. In recent years, the management of the golf course has been poor resulting in unclean facilities and damaged greens. The CSA is considering all its options for the future of the course.

As mentioned above, recycled water from the WWTP is delivered to irrigate the Wild Wings Golf Course, which is 38% of the total water used. The remaining water is typically provided by the Canvasback Well which is the community emergency backup well due to arsenic issues. During recent drought years however, non-potable water has been purchased from a nearby farmer who refills an onsite storage pond to irrigate the golf course. This water purchase was implemented due to insufficient water levels in the wells.

Regarding operational issues, the golf course has struggled financially and operationally for years. If the golf course continues to struggle to find an adequate operator and/or have financial issues, the CSA should consider whether continued golf course recreational services are warranted and consider scaling the golf course operation down to its essential function as a WWTP discharge spray field that can be used as community open space. The greenspace would need to regular maintenance of the irrigation lines and landscape services.

Flood Control and Drainage (New Service Need)

Onsite stormwater is handled via the street system and drainage runoff infrastructure maintained by the HOA, including a portion of drainage on the western side that flows into Cache Creek at a cost covered by HOA landscape fees. The eastern portion of Wild Wings contributes to storm water runoff that has drains to a channel north of the Watts Airport. Over the years, the channel has not been adequately maintained and therefore increased the backup of water on the airstrip during flood events. This is especially critical as Watts Airport has the contract to provide maintenance on emergency helicopters for the Yolo County Sherriff, CAL FIRE, etc. The CSA Manager has recently worked out an agreement where the CSA, Watts Airport, and the Yolo Fliers Club will all equally contribute to paying for the channel to be maintained by the Yolo County Flood Control and Water Conservation District (YCFCWCD). The YCFCWCD already maintains some ponds onsite, so it is efficient to simply add this to the scope of services. Since payments will be coming to the CSA to pay the agreement, the CSA should establish a separate fund and fee for transparency purposes.

**Capacity and Adequacy MSR Determination:**

The Wild Wings CSA is facing significant capacity and adequacy issues regarding all its municipal services, with the most critical being water and wastewater. The recent drought has significantly impacted water supply and the CSA is currently in the process of constructing an additional well and studying the feasibility of connecting to other municipal systems in the surrounding area. Regarding wastewater, the development was originally signed off with insufficient WWTP infrastructure inferior to what was required in the development agreement. Yolo County settled a lawsuit with the Wild Wings Owners Association and agreed to compensate the CSA for certain costs associated with applying for State funding to install a redundant system at the wastewater treatment plant. The golf course provides an essential service as a WWTP spray field and is having recreational facility adequacy issues due to poor management; however, the CSA is already looking at ending the current contract and finding a new operator.

Therefore, although there are significant deficiencies, the CSA has a plan in place and is moving forward on water supply and golf course solutions. However, more progress needs to be made regarding selecting an option to address the WWTP deficiencies. The permit is up for renewal and SWRCB has indicated it will take approximately one year but would not renew it without forward progress on a solution. The CSA Manager is hoping to address all these fee issues in one Prop 218 process.

**Recommendation(s):**

- Continue to focus Yolo County staff time and resources on resolving the significant long-term municipal water and sewer service sustainability issues for the Wild Wings CSA as noted in the MSR.
- Continue studying the feasibility of connecting to other municipal water systems in the surrounding area to improve water supply security/redundancy.

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- The Wild Wings CSA WWTP discharge permit from SWRCB is up for renewal. The CSA needs to select and move forward with an option quickly to increase the WWTP’s reliability and meet State standards.
- If the golf course continues to struggle to find an adequate operator and/or have financial issues, the CSA should consider leasing out the golf course operations to an outside provider, so it is no longer a CSA day to day management responsibility.
- The Wild Wings CSA needs to provide a new flood control and drainage service and fund to be added (and LAFCo should consider adding flood control and drainage to the CSA’s powers). Separating this new service and fee into its own fund would be more transparent.
- If any future requests for water or sewer service extensions outside Wild Wings CSA boundaries are submitted, the CSA should carefully consider its capacity to serve additional connections.

**4. Financial Ability**

Financial ability of agencies to provide services.

	<b>Significant Issue</b>	<b>Potentially Significant</b>	<b>No Issue</b>
a) <i>Is the subject agency in a stable financial position, i.e. does the 5-year trend analysis indicate any issues?</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
b) <i>Is there an issue with the organization’s revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) <i>Is the organization’s revenue sufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
d) <i>Does the subject agency have a capital improvement plan (CIP)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy to fund it?</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
e) <i>Does the agency have any debt, and if so, is the organization’s debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
f) <i>Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)? Does the agency have accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
g) <i>Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency’s assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
h) <i>Is the agency insured or in a risk management pool to manage potential liabilities?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

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**Discussion<sup>4</sup>:**

The Wild Wings CSA as a whole is currently financially stable. Overall, it operated at a loss during FYs 2018-2019, but in the last three years it has increased revenues and has been able to increase its total fund balances.

**WILD WINGS COUNTY SERVICE AREA - TOTAL  
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES**

	2018	2019	2020	2021	2022
<b>Revenue</b>					
Charges for services	\$ 573,079	\$ 590,008	\$ 613,891	\$ 823,116	\$ 756,269
Special assessments	1,441,914	1,990,260	2,036,959	2,076,734	2,099,433
Interest	35,380	59,722	80,689	2,210	(89,993)
Inergovernmental grants	-	-	-	-	244,298
Other County funding	-	-	-	-	30,000
Other revenue	-	-	77,745	7,425	104,725
<b>Total Revenue</b>	<b>2,050,373</b>	<b>2,639,990</b>	<b>2,809,284</b>	<b>2,909,485</b>	<b>3,144,732</b>
<b>Expenditures</b>					
County support	74,764	61,009	42,949	50,438	109,690
Contracted management	75,000	75,000	75,000	75,000	75,000
Operating costs	1,367,361	1,491,969	1,219,042	1,540,381	2,071,442
Utilities	318,343	343,838	385,439	344,647	412,649
Other expenditures	-	352	2,317	2,336	30,219
Debt service (principal and interest)	12,836	1,288	33,238	29,093	28,199
Capital Assets:					
Buildings and improvements	722,743	740,125	158,355	432,430	311,515
Equipment	-	-	66,480	55,894	16,395
<b>Total Expenditures</b>	<b>2,571,047</b>	<b>2,713,581</b>	<b>1,982,820</b>	<b>2,530,219</b>	<b>3,055,109</b>
<b>Net income (loss)</b>	<b>(520,674)</b>	<b>(73,591)</b>	<b>826,464</b>	<b>379,266</b>	<b>89,623</b>
<b>Beginning Fund Balance</b>	<b>2,710,573</b>	<b>2,189,899</b>	<b>2,116,308</b>	<b>2,942,772</b>	<b>3,322,038</b>
<b>Ending Fund Balances</b>	<b>\$ 2,189,899</b>	<b>\$ 2,116,308</b>	<b>\$ 2,942,772</b>	<b>\$ 3,322,038</b>	<b>\$ 3,411,661</b>
<b>Fund Balances</b>					
Nonspendable	\$ 29,648	\$ 23,200	\$ 19,050	\$ 22,151	\$ 17,597
Assigned - Capital asset replacement	1,383,923	1,570,949	1,988,685	2,421,012	2,716,032
Unassigned	776,328	522,159	935,037	878,875	678,032
<b>Total Fund Balances</b>	<b>\$ 2,189,899</b>	<b>\$ 2,116,308</b>	<b>\$ 2,942,772</b>	<b>\$ 3,322,038</b>	<b>\$ 3,411,661</b>

The 2022/23 property-related fees, assessments and/or special taxes for the Wild Wings CSA<sup>5</sup> is as shown the table below. Sewer assessments for residents more than doubled over the last 5 years and infrastructure improvements to the WWTP are required that will necessitate another rate increase. Wild Wings CSA sewer assessments are already much higher as compared to El Macero and North Davis Meadows CSAs which can take advantage of economies of scale with the City of Davis WWTP.

<sup>4</sup> Yolo County Financial Data INFOR reports

<sup>5</sup> County of Yolo Resolution No. 22-61 regarding charges on the 2022-23 tax roll for CSAs

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<b>Wild Wings CSA Rates</b>	<b>Annual Charge Per Parcel</b>	<b>No. of Parcels Charged</b>
Water Base Rate (up to 250,000 gpy)	\$1,073.42	339
Water Overage (\$0.30 per 100 gallons)	varies	varies
Water Treatment (arsenic)	\$241.00	339
Sewer Base Rate	\$3,010.86	338
Sewer (water loan repayment)	\$256.60	338
Golf Course	\$1,768.00	338

The Wild Wings CSA has funds accounting for each of its three services: water, sewer, and the golf course. Five-year trends are shown for each service and an overall total for the CSA.

**WILD WINGS COUNTY SERVICE AREA - WATER  
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES**

	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>
<b>Revenue</b>					
Charges for services	\$ 151,623	\$ 225,152	\$ 233,032	\$ 233,032	\$ 239,618
Special assessments	434,476	521,650	537,057	451,475	458,936
Interest	26,100	62,286	77,315	(4,831)	(54,933)
Intergovernmental grant	-	-	-	-	244,298
Other County funding	-	-	-	-	30,000
Other revenue	-	-	16,988	7,425	4,725
<b>Total Revenue</b>	<b>612,199</b>	<b>809,088</b>	<b>864,392</b>	<b>687,101</b>	<b>922,644</b>
<b>Expenditures</b>					
County support	27,865	21,218	18,207	27,018	68,513
Contracted management	-	-	-	-	-
Operating costs	204,229	269,455	169,406	297,662	907,330
Utilities	79,968	48,595	85,687	39,181	89,911
Other expenditures	-	352	2,317	2,336	6,436
Debt service (principal and interest)	-	-	-	-	-
Capital Assets:					
Buildings and improvements	185,590	180,393	134,709	336,861	254,770
Equipment	-	-	-	-	16,395
<b>Total Expenditures</b>	<b>497,652</b>	<b>520,013</b>	<b>410,326</b>	<b>703,058</b>	<b>1,343,355</b>
<b>Net income (loss)</b>	<b>114,547</b>	<b>289,075</b>	<b>454,066</b>	<b>(15,957)</b>	<b>(420,711)</b>
<b>Beginning Fund Balance</b>	<b>1,942,018</b>	<b>2,056,565</b>	<b>2,345,640</b>	<b>2,799,706</b>	<b>2,783,749</b>
<b>Ending Fund Balances</b>	<b>\$ 2,056,565</b>	<b>\$ 2,345,640</b>	<b>\$ 2,799,706</b>	<b>\$ 2,783,749</b>	<b>\$ 2,363,038</b>
<b>Fund Balances</b>					
Assigned - Capital asset replacement	\$ 1,383,923	\$ 1,570,949	\$ 1,988,685	\$ 2,421,012	\$ 2,716,032
Unassigned	672,642	774,691	811,021	362,737	(352,994)
<b>Total Fund Balances</b>	<b>\$ 2,056,565</b>	<b>\$ 2,345,640</b>	<b>\$ 2,799,706</b>	<b>\$ 2,783,749</b>	<b>\$ 2,363,038</b>

The water fund has increased its fund balance slightly over the five-year trend. Water expenditures have gone up significantly in 2021 and 2022 to address drought issues and drilling a new well. The CSA Manager

**YOLO LAFCo MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

indicates sufficient revenue is assessed for water, but she plans to conduct a Prop 218 to restructure water rates because the current rates are largely flat rate and could better reflect the cost of providing the service, with the added benefit of better incentivizing water conservation. In addition, the golf course is currently charged a potable water rate although it uses recycled and raw water.

**WILD WINGS COUNTY SERVICE AREA - SEWER  
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES**

	2018	2019	2020	2021	2022
<b>Revenue</b>					
Charges for services	\$ 33,926	\$ 26,704	\$ 27,639	\$ 27,639	\$ 26,704
Special assessments	467,438	\$ 894,010	\$ 925,302	\$ 1,050,659	\$ 1,065,897
Interest	4,786	(11,148)	(5,021)	5,023	(21,118)
Other revenue	-	-	-	-	100,000
<b>Total Revenue</b>	<b>506,150</b>	<b>909,566</b>	<b>947,920</b>	<b>1,083,321</b>	<b>1,171,483</b>
<b>Expenditures</b>					
County support	41,291	25,161	9,811	6,849	14,626
Contracted management	-	-	-	-	-
Operating costs	601,216	639,758	460,418	592,065	507,256
Utilities	52,826	43,387	39,081	44,668	70,882
Other expenditures	-	-	-	-	23,783
Debt service (principal and interest)	-	-	16,988	7,425	4,725
Capital Assets:					
Buildings and improvements	537,153	559,732	22,285	3,565	-
Equipment	-	-	-	-	-
<b>Total Expenditures</b>	<b>1,232,486</b>	<b>1,268,038</b>	<b>548,583</b>	<b>654,572</b>	<b>621,272</b>
<b>Net income (loss)</b>	<b>(726,336)</b>	<b>(358,472)</b>	<b>399,337</b>	<b>428,749</b>	<b>550,211</b>
<b>Beginning Fund Balance</b>	<b>582,346</b>	<b>(143,990)</b>	<b>(502,462)</b>	<b>(103,125)</b>	<b>325,624</b>
<b>Ending Fund Balances</b>	<b>\$ (143,990)</b>	<b>\$ (502,462)</b>	<b>\$ (103,125)</b>	<b>\$ 325,624</b>	<b>\$ 875,835</b>
<b>Fund Balances</b>					
Unassigned	\$ (143,990)	\$ (502,462)	\$ (103,125)	\$ 325,624	\$ 875,835
<b>Total Fund Balances</b>	<b>\$ (143,990)</b>	<b>\$ (502,462)</b>	<b>\$ (103,125)</b>	<b>\$ 325,624</b>	<b>\$ 875,835</b>

In 2018, the WWTP had a catastrophic failure without reserves to pay for new equipment and additional operating costs. The sewer fund had to borrow from the water fund and is in the process of paying it back. As visible in the 5-year trend, sewer assessments have more than doubled. The CSA is now collecting adequate funds and the sewer fund balance is rebounding; however, as discussed in the Capacity Section, a long term WWTP redundancy solution needs to be determined, which will need to raise assessments even more with a corresponding Prop 218 election.

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**WILD WINGS COUNTY SERVICE AREA - GOLF COURSE  
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES**

	2018	2019	2020	2021	2022
<b>Revenue</b>					
Charges for services	\$ 387,530	\$ 338,152	\$ 353,220	\$ 562,445	\$ 489,947
Special assessments	540,000	574,600	574,600	574,600	574,600
Interest	4,494	8,584	8,395	2,018	(13,942)
Other County funding	-	-	-	-	-
Other revenue	-	-	60,757	-	-
<b>Total Revenue</b>	<b>932,024</b>	<b>921,336</b>	<b>996,972</b>	<b>1,139,063</b>	<b>1,050,605</b>
<b>Expenditures</b>					
County support	5,608	14,630	14,931	16,571	26,551
Contracted management	75,000	75,000	75,000	75,000	75,000
Operating costs	561,916	582,756	589,218	650,654	656,856
Utilities	185,549	251,856	260,671	260,798	251,856
Other expenditures	-	-	-	-	-
Debt service (principal and interest)	12,836	1,288	16,250	21,668	23,474
Capital Assets:					
Buildings and improvements	-	-	1,361	92,004	56,745
Equipment	-	-	66,480	55,894	-
<b>Total Expenditures</b>	<b>840,909</b>	<b>925,530</b>	<b>1,023,911</b>	<b>1,172,589</b>	<b>1,090,482</b>
<b>Net income (loss)</b>	<b>91,115</b>	<b>(4,194)</b>	<b>(26,939)</b>	<b>(33,526)</b>	<b>(39,877)</b>
<b>Beginning Fund Balance</b>	<b>186,209</b>	<b>277,324</b>	<b>273,130</b>	<b>246,191</b>	<b>212,665</b>
Ending Fund Balances	<b>\$ 277,324</b>	<b>\$ 273,130</b>	<b>\$ 246,191</b>	<b>\$ 212,665</b>	<b>\$ 172,788</b>
<b>Fund Balances</b>					
Nonspendable	\$ 29,648	\$ 23,200	\$ 19,050	\$ 22,151	\$ 17,597
Unassigned	247,676	249,930	227,141	190,514	155,191
<b>Total Fund Balances</b>	<b>\$ 277,324</b>	<b>\$ 273,130</b>	<b>\$ 246,191</b>	<b>\$ 212,665</b>	<b>\$ 172,788</b>

The golf course fund had increased revenues during the pandemic; however, even with this significant increase in revenue, operating costs have exceeded revenues in the last 4 years. Expenses could be reduced if the golf course was charged a recycled water rate instead of a more expensive potable rate, but this would not change the economic outlook of the golf course. There is a small fund balance to cushion these increased expenses, but this trend cannot continue. As discussed in the Capacity Section, the County is in the process of negotiating the management contract with KemperSports and needs to find a new operator or consider leasing the golf course out altogether.

**Financial Ability MSR Determination:**

The Wild Wings CSA as a whole is currently financially stable. Overall, it operated at a loss during FYs 2018-2019, but in the last three years it has increased revenues and has been able to increase its fund balance. Sewer assessments for residents more than doubled over the last 5 years and infrastructure improvements to the WWTP are required that will necessitate another rate increase. The CSA Manager is currently working very hard to increase the resiliency of water and wastewater services and establish a sound reserve for capital improvements. Much of this resiliency has been funded through state grants via applications submitted by the CSA Manager but property fees will likely increase. A new water rate structure is needed, and a Prop 218 process is already planned which would better reflect actual water use and incentivize conservation practices. The golf course has operated at a loss since it was absorbed in 2009; however, the CSA is working on revising the operator agreement and looking at other options to stabilize

this service and its costs. The advisory committee is actively involved and receives financial updates at each quarterly meeting.

**Recommendation(s):**

None.

**5. Shared Services and Facilities**

Status of, and opportunities for, shared facilities.

	<b>Significant Issue</b>	<b>Potentially Significant</b>	<b>No Issue</b>
a) <i>Are there any opportunities for the organization to share services or facilities with neighboring, overlapping, or other organizations that are not currently being utilized?</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

**Discussion:**

Wild Wings is located 5 miles east of Madison and 8 miles east of Esparto along SR 16. Both Madison and Esparto have municipal water, sewer, and parks/recreation services managed by independent community services districts (CSDs). Yolo County is studying the feasibility of connecting to water systems in the City of Woodland, Esparto CSD, or Madison CSD. It may also be possible to share water and sewer operations and maintenance services with these entities if the systems are connected.

Golf course management is a specialized service. The only other municipal golf course in the unincorporated area is outside of Davis, 13 miles away. The adjacent Yolo Fliers Club is a private 18-hole golf course and may an option to maintain the Wild Wings Golf Course, but such an arrangement would need to be approved by its members. It may be more efficient and financially feasible to manage 27-holes together, rather than 9-holes on its own.

**Shared Services MSR Determination:**

CSAs are already managed in a consolidated fashion by Yolo County. However, the County is studying the feasibility of consolidating Wild Wings CSA infrastructure by connecting to water systems in the City of Woodland, Esparto CSD, or Madison CSD. It may also be possible to share water and sewer operations and maintenance services with these entities if the systems are connected. The CSA Manager is also considering leasing out the golf course.

**Recommendation(s):**

See Capacity and Services Section.



**6. Accountability, Structure, and Efficiencies**

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

	Significant Issue	Potentially Significant	No Issue
a) Are there any recommended changes to the organization’s governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
b) Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results <u>not</u> reviewed in an open meeting?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization’s program requirements and financial management?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization’s program requirements and financial management?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
e) Does the organization need to improve its public transparency via a website (see <a href="https://www.yololaftco.org/yolo-local-government-website-transparency-scorecards">https://www.yololaftco.org/yolo-local-government-website-transparency-scorecards</a> )?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion<sup>6</sup>:**

The Wild Wings CSA must operate more standalone due to its geographic isolation and is unable to take advantage of significant economies of scale (i.e., it has 339 connections to spread its significant water and WWTP costs). Therefore, parcels must bear relatively higher fees as compared to the El Macero and North Davis Meadows CSAs which share infrastructure with the City of Davis. But other than potentially connecting to another agency’s water system (hopefully with grant funding), LAFCo does not see organizational or structural options to reduce costs other than managing its services as efficiently as possible.

In 2015/16 the Yolo County Grand Jury issued a report titled, Wild Wings CSA Management and Service Concerns<sup>7</sup> that found lack of transparency and accessibility of information regarding CSA operations and a need to ensure the CSA is fully funding reserve accounts. In 2021, Yolo County entered into a tentative settlement of a lawsuit with the Wild Wings Owners Association. Under the terms of the tentative settlement, the County explored the possibility of creating a Wild Wings Community Services District (CSD) as an independent agency to operate the CSA’s water, sewer, and park/recreational services, instead of being governed by the Board of Supervisors. The County created a Community Advisory Committee to consider and make recommendations to the Board of Supervisors regarding the formation of a CSD. The Committee met 7 times from June through August 2021 and ultimately, at the August 31, 2021 BOS meeting, based on resident surveys and committee recommendation, the BOS decided not to pursue formation of a CSD. This terminated the 2021 tentative settlement, and the County and Wild Wings Owners Association entered a final settlement in 2022.

<sup>6</sup> County Service Areas Government Code Sections 25210 – 25217.4

<sup>7</sup> <https://www.yolocounty.org/living/grand-jury/yolo-county-grand-jury-reports>

**YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

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The CSA has a five-member advisory committee to advise the Board of Supervisors regarding CSA services and facilities. No seats are currently vacant.<sup>8</sup> As part of the 2022 settlement agreement between the County and the Wild Wings Owners Association, the Association is authorized to appoint a member to the committee. This temporarily increased the committee’s membership to six members until the term of one of the other members ends in January 2024, at which point the committee would revert to five members.

<b>Name / Title</b>	<b>Start</b>	<b>End</b>
Rick Fenaroli /	08/05/2022	01/31/2024
Georgia Cochran /	02/11/2020	01/31/2024
Douglas Williams /	01/28/2020	01/31/2024
Scott Picanso /	11/23/2021	01/31/2026
Mark Ullrich /	11/23/2021	01/31/2026
Joan Kingery /	01/11/2022	01/31/2026

The CSA is currently staffed and managed by the County’s Department of Community Services. The CSA is billed for the staff time of the CSA administrative support team, County finance staff, and County legal counsel, when such services are utilized. There have been four CSA managers in the past five years and the program has moved from the Department of Community Services to the County Administrator’s Office and back again. Despite these changes, CSA operations have improved with the evolutions of program operations and current staff are well-trained and very knowledgeable. However, Yolo County should value this key position and take steps to retain employees and reduce turnover. This is a unique position, and it may warrant its own class specification and pay scale. A recommendation to address retaining CSA Manager employees is included in the Overview Section because it’s related to management of all the CSAs as a whole and not this CSA in particular.

**Accountability, Structure, and Efficiencies MSR Determination:**

There are no recommended changes to the organization’s governmental structure (i.e., a change from a CSA to some agency, such as a CSD) that will increase accountability and efficiency even though Wild Wings parcels must bear relatively higher fees as compared to the El Macero and North Davis Meadows CSAs. In 2021, Yolo County explored the possibility of creating a Wild Wings Community Services District (CSD) as an independent agency to operate the CSA’s water, sewer, and park/recreational services instead of the County. Ultimately at the August 31, 2021 BOS meeting, based on resident surveys and committee recommendation, the BOS decided not to pursue formation of a CSD. LAFCo concurs that the Wild Wings community is not large enough to operate effectively as an independent CSD. LAFCo does not see organizational or structural options to reduce costs other than managing its services as efficiently as possible.

Board and staff capacity, filing Form 700s, policies, and audits are not an issue as these are handled by Yolo County. The CSA is staffed and managed by the County’s Department of Community Services and turnover in the CSA Manager has been an issue since the last MSR. The CSA is billed for the staff time of the CSA administrative support team, County finance staff, and County legal counsel, when such services are utilized. The CSA received a 91% score in the 2021 Yolo Local Government Website Transparency Scorecard and will continue to be scored each year.

**Recommendation(s):**

None.

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<sup>8</sup> County of Yolo Agenda Quick Term Tracker module 9/13/2022

**7a. Broadband Access**

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

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

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

**Discussion<sup>9</sup>:**

Below is the 25/3 Mbps served status for the Wild Wings CSA. The green color indicates areas served by at least 25/3 Mbps download/upload speeds.



**Broadband Access MSR Determination:**

The CPUC map indicates asymmetric DSL technology is available from AT&T at speeds up to 75/20 Mbps (download/upload speeds), however there have been anecdotal reports of service connections being capped and actual service at lower speeds than reported. Fixed wireless is also available from Esparto Broadband Inc. at speeds up to 50/20 Mbps. Some residents also report using Starlink satellite services. According to the CPUC broadband data, adoption at 25/3 Mbps is reported to be between 20% and 40% in the area, but it’s likely higher in the CSA due to its relative affluence.

**Recommendation(s):**

None.

<sup>9</sup> California Interactive Broadband Map, December 31, 2019 data

**7b. Status of Previous MSR Recommendations**

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

	<b>Significant Issue</b>	<b>Potentially Significant</b>	<b>No Issue</b>
a) <i>Are there any recommendations from the agency's previous MSR that have not been implemented?</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

**Discussion:**

The 2014 MSR had several recommendations and most of them have been implemented.

<b>2014 MSR Recommendations</b>	<b>2022 Status</b>
1. LAFCo encourages the CSA to continue working with the Yolo-Solano Air Quality Management District (AQMD) to resolve odor issues at the wastewater treatment facility. Please notify LAFCo of any significant issues and/or milestones during the Notice of Violation process including any clearance notice from the AQMD that the case has been resolved and closed.	AQMD case resolved and closed.
2. The CSA should continue working with the California Department of Public Health to resolve its Compliance Order and should notify LAFCo of any significant issues and/or milestones during the process.	Compliance Order is in progress; the Canvas Back Well only operates as a standby well. A grant has been secured for an arsenic treatment system and additional well site which will be constructed in the next 15 months.
3. For each budget cycle, the CSA should provide an estimate of anticipated costs, and then adjust as needed, rather than leaving unknown costs out of the budget altogether thus requiring significant amendments mid-year.	Completed.
4. If allowable according to the CSA's recent Proposition 218 ballot initiative, the CSA should consider placing funds aside for maintenance or treatment at the wastewater facility.	Wild Wings CSA completed reserve study in 2021
5. When planning for future Proposition 218 initiatives, the CSA should consider the need for dedicated reserves for significant upcoming maintenance issues.	Completed. See #4.
6. The County should consider providing additional staff resources to the CSA or provide whatever support may be necessary to resolve internal and external customer service issues. The County should implement the recommendations in the 2013-14 Grand Jury report "Proposition 218 Protest Election Process: The Yolo Way" to improve its Proposition 218 protect election process.	Additional County staff resources have not been provided.  Recommendations to improve Prop 218 process have been implemented.

**Status of Previous MSR Recommendations Determination:**

The 2014 MSR recommendations for the Wild Wings CSA have mostly been addressed; however, Yolo County has not dedicated additional staff resources to manage the CSAs.

**Recommendation:**

- The County should provide additional accounting and administrative staff support to the CSA Manager so this time can be better utilized to address CSAs significant infrastructure issues.

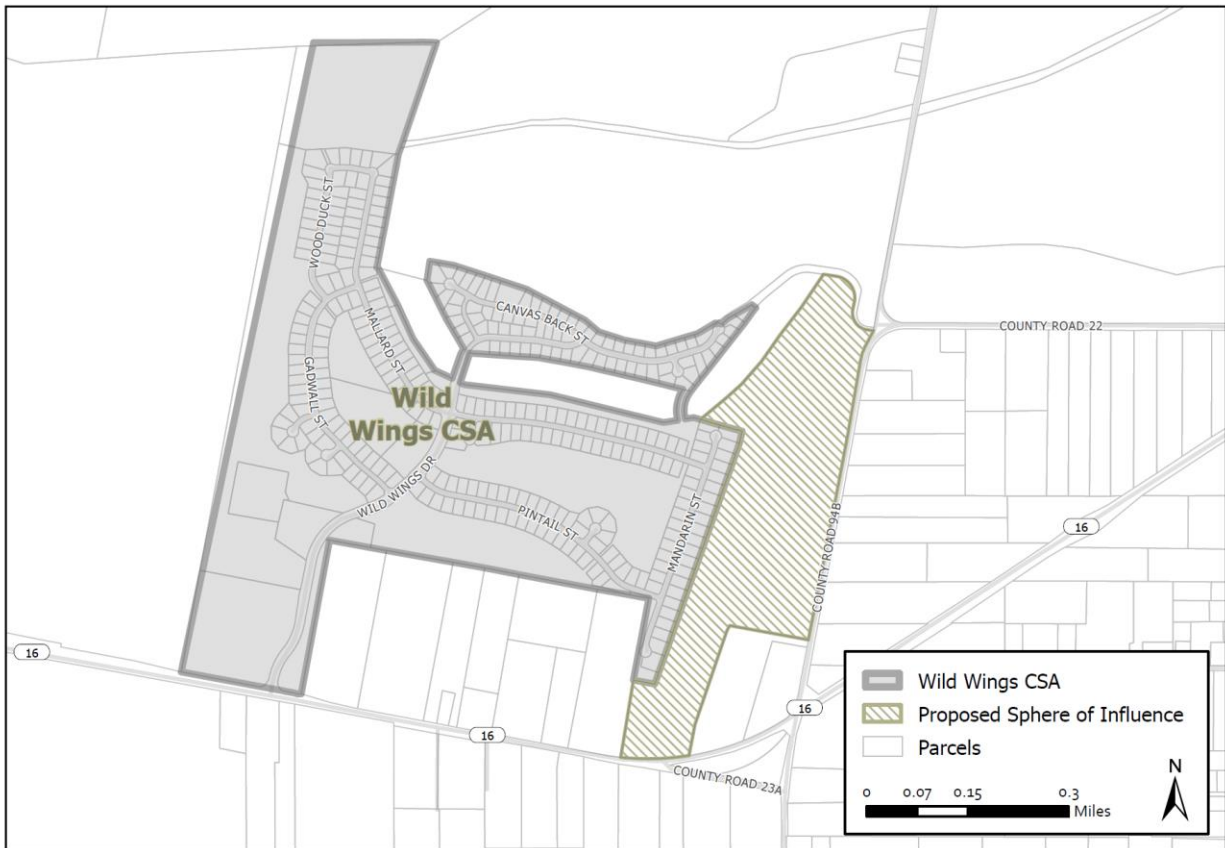
**SPHERE OF INFLUENCE STUDY**

A Sphere of Influence (SOI) is an area delineated on a map and approved by LAFCo that indicates where potential future agency annexations could be proposed. Wild Wings CSA's SOI is currently coterminous with its jurisdictional boundary, meaning no future annexations are anticipated or allowed unless LAFCo changes the SOI. However, in August 2019 the Wild Wings CSA was authorized by LAFCo to provide extended water services to the adjacent Watts-Woodland Airport. Therefore, the SOI should be updated to include the airport in the CSA's SOI to allow for future annexation.

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.

**Wild Wings CSA and Proposed Sphere of Influence**



**POTENTIALLY SIGNIFICANT SOI DETERMINATIONS**

The SOI determinations below are significant or potentially significant as indicated by the answers to the key policy questions in the checklist and corresponding discussion on the following pages.

**YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

- Present and Planned Land Uses
- Need for Public Facilities and Services
- Capacity and Adequacy of Provide Services
- Social or Economic Communities of Interest
- Disadvantaged Unincorporated Communities

**1. PRESENT AND PLANNED LAND USES**

The present and planned land uses in the area, including agricultural and open-space lands.

	Significant Issue	Potentially Significant	No Issue
a) <i>Would the SOI conflict with planned, orderly and efficient patterns of urban development? Would the SOI impact the identity of any existing communities (e.g. community boundaries, postal zones, school, or other service boundaries)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Would the SOI result in the loss of prime agricultural land or open space?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) <i>Would the SOI conflict with any natural or made-made boundaries that would impact where services can reasonably be extended?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) <i>Is there a conflict with the adopted SACOG Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

None.

**Present and Planned Land Uses SOI Determination**

The SOI Update reflects an extension of CSA water services approved in 2019 to the Watts-Woodland Airport. The territory is already developed, would not result in the loss of agricultural land or open space, and there is no conflict with SACOG's MTP/SCS.

**2. NEED FOR PUBLIC FACILITIES AND SERVICES**

The present and probable need for public facilities and services in the area.

	Significant Issue	Potentially Significant	No Issue
a) <i>Would the SOI conflict with the Commission's goal to increase efficiency and conservation of resources by providing essential services within a framework of controlled growth?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**YOLO LAFCo MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

- |  |                          |                          |                                     |
|--|--------------------------|--------------------------|-------------------------------------|
| b) <i>Would the SOI expand services that could be better provided by a city or another agency?</i>   | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| c) <i>Does the SOI represent premature inducement of growth or facilitate conversion of agriculture or open space lands?</i>   | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| d) <i>Are there any areas that should be removed from the SOI because existing circumstances make development unlikely, there is not sufficient demand to support it?</i>  | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| e) <i>Have any agency commitments been predicated on expanding the agency's SOI such as roadway projects, shopping centers, educational facilities, economic development or acquisition of parks and open space?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

**Discussion:**

None.

**Need for Public Facilities and Services SOI Determination**

Water services were extended to the Watts-Woodland Airport following approval in 2019 to respond to health issues with the previously existing well. Services were best provided by the Wild Wings CSA and the territory was already developed, so it did not induce growth.

**3. CAPACITY AND ADEQUACY OF PROVIDED SERVICES**

The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

	Significant Issue	Potentially Significant	No Issue
a) <i>Are there any issues regarding the agency's capacity to provide adequate services in the proposed SOI territory and ability to extend services?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

None.

**Capacity and Adequacy of Provided Services SOI Determination**

Water services have already been extended to the territory. It is not anticipated that the airport would utilize any other services except drainage.

**4. SOCIAL OR ECONOMIC COMMUNITIES OF INTEREST**

The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

	<b>Significant Issue</b>	<b>Potentially Significant</b>	<b>No Issue</b>
a) <i>Are there any social or economic communities of interest in the area if the commission determines that they are relevant to the agency (see also MSR checklist question 2b)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

None.

**Social or Economic Communities of Interest SOI Determination**

There are no social or economic communities of interest in the SOI area.

**5. DISADVANTAGED UNINCORPORATED COMMUNITIES**

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.

	<b>Significant Issue</b>	<b>Potentially Significant</b>	<b>No Issue</b>
a) <i>If the subject agency provides public services related to sewers, municipal and industrial water or structural fire protection (same as MSR checklist question 2a) does the proposed SOI exclude any disadvantaged unincorporated community (per MSR checklist question 2b) where it either may be feasible to extend services or required to be included under SB 244?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

None.

**Disadvantaged Unincorporated Communities SOI Determination**

There are no disadvantaged unincorporated communities in the SOI territory.



**WILLOWBANK CSA AGENCY PROFILE**

Willowbank County Service Area (CSA), also known as CSA #12, is a 131-lot residential community located just outside the southeastern city limits of Davis. The CSA is surrounded by the city on three sides and lies between Putah Creek and Montgomery Avenue with its western border adjacent to Drummond Avenue and its eastern boundary between Meadowbrook Drive and Torrey Street. The CSA's SOI is coterminous with its boundaries.

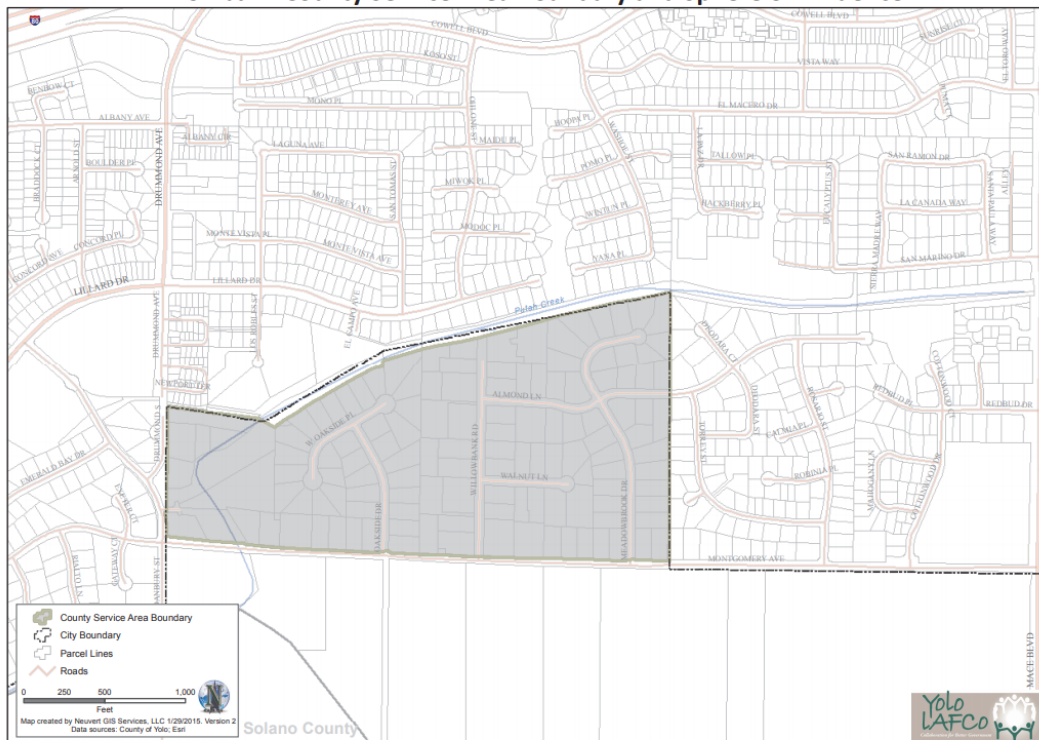
The CSA was established in December 1996 to provide water for domestic use and fire protection purposes, constructing a new water system to replace the Oaksdie, Meadowbrook, and Willowbank Mutual Water Companies, all of which were dissolved when the CSA was formed. However, in order to address ongoing water quality issues, the CSA connected to the City's water system in 1999. Authorization to provide any additional CSA services must be approved by LAFCo.

The City has separately extended wastewater services to three parcels within Willowbank CSA on or near Drummond Avenue with LAFCo approval. The agreement for these services is between the City and each homeowner and the CSA is not involved.

Willowbank CSA is governed by the County Board of Supervisors (BOS) and is treated as a special district under the LAFCo Law. The BOS is advised by an appointed seven-member advisory committee composed of local Willowbank residents. The advisory committee typically meets every other month. As directed by California Government Code Section 25212.4, the advisory committee's role is to provide advice to the BOS 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 currently staffed and managed by the County's Department of Community Services. The CSA is billed for the staff time of the CSA administrative support team, the County finance staff, and County legal counsel, when such services are utilized.

**Willowbank County Service Area Boundary and Sphere of Influence\***



\* Note: Sphere of Influence is coterminous with boundary

Adopted by Yolo LAFCo July 28, 2016

**MUNICIPAL SERVICE REVIEW**

**POTENTIALLY SIGNIFICANT MSR DETERMINATIONS**

The MSR determinations checked below are potentially significant, as indicated by 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
- Disadvantaged Unincorporated Communities
- Capacity, Adequacy & Infrastructure to Provide Services
- Financial Ability
- Shared Services
- Accountability, Structure, and Efficiencies
- Broadband Access
- Status of Previous MSR Recommendations

**LAFCO MUNICIPAL SERVICE REVIEW:**

- On the basis of this initial evaluation, the required determinations are not significant, and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).
- The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

<b>1. Growth and Population</b>	<b>Significant Issue</b>	<b>Potentially Significant</b>	<b>No Issue</b>
Growth and population projections for the affected area.			
a) <i>Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Do changes in demand suggest a change in the agency's services?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

The CSA is comprised of single-family residential dwellings on 131 lots. These properties are zoned Low Density Residential/ Planned Development No. 65 (R-L/ PD-65). Most of the lots have been built on, and there is little opportunity for new development or growth within the community.

Three years after CSA formation, the CSA began contracting with the City of Davis for water services. The City of Davis is best able to provide water services and no changes in CSA services are recommended.

**Growth and Population MSR Determination:**

Significant growth is not anticipated for the Willowbank CSA that would suggest increase for or a change in services.

**Recommendation(s):**

None.

**2. Disadvantaged Unincorporated Communities**

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

	Significant Issue	Potentially Significant	No Issue
a) <i>If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any “inhabited unincorporated communities” (per adopted Commission policy) within or adjacent to the subject agency’s sphere of influence that are considered “disadvantaged” (80% or less of the statewide median household income) that do not already have access to public water, sewer, and structural fire protection?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>If “yes” to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If “no” to a), this question is marked “no” because it is either not needed or not applicable.</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Disadvantaged Unincorporated Communities MSR Determination:**

There are no disadvantaged unincorporated communities within or contiguous to the Willowbank CSA<sup>1</sup>.

**Recommendation(s):**

None.

**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.

	Significant Issue	Potentially Significant	No Issue
a) <i>Are there any deficiencies in the <b>infrastructure, equipment, and capacity of agency facilities</b> to meet <u>existing</u> service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Are there any issues regarding the agency’s capacity and ability to meet the service demand of reasonably foreseeable <u>future</u> needs?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) <i>Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency’s sphere of influence?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) <i>Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

<sup>1</sup> CALAFCO Statewide DUCs Refined GIS Layer, RSG, Inc. December 10, 2021

**YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

**Discussion:**

The CSA was established in December 1996 to provide water for domestic use and fire protection purposes, constructing a new water system to replace the Oakside, Meadowbrook, and Willowbank Mutual Water Companies, all of which were dissolved when the CSA was formed. However, in order to address ongoing water quality issues, the CSA connected to the City's water system in 1999.

Existing CSA Services Authorized	Service Provider
Municipal Water	City of Davis

The Willowbank CSA ceased providing municipal water services when it began contracting with the City of Davis in 1999. During the 2016 MSR, the advisory committee was considering the feasibility of providing a separate non-potable irrigation system via an existing well, which would have become a CSA service. However, the idea was ultimately abandoned.

**Capacity and Adequacy MSR Determination:**

Water services have been provided by the City of Davis since 1999 per agreement between Yolo County and the City and municipal services are no longer provided via the Willowbank CSA. There are no current or anticipated issues with the City's capacity and adequacy of water services.

**Recommendation(s):**

None.

<b>4. Financial Ability</b>			
Financial ability of agencies to provide services.			
	Significant Issue	Potentially Significant	No Issue
a) <i>Is the subject agency in a stable financial position, i.e. does the 5-year trend analysis indicate any issues?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) <i>Is the organization's revenue sufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) <i>Does the subject agency have a capital improvement plan (CIP)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy to fund it?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) <i>Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

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

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

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

**Discussion:**

The 2022/23 property-related fees, assessments and/or special taxes for the Willowbank CSA<sup>2</sup> is as shown the table below:

Willowbank CSA	Annual Charge Per Parcel	No. of Parcels Charged
Administration	\$35.00	131

Willowbank CSA's only revenue is \$35 assessed to each of its 131 parcels each year to fund CSA administration. The City of Davis bills parcels directly for water service and the CSA is not being used as a financial mechanism to fund services.

To finance new infrastructure necessary to connect to the City's water system, the Willowbank Water Assessment District was formed in 1999 to issue bonds and carry the debt, which was paid off in 2020.<sup>3</sup> The Willowbank Water Assessment District was a separate entity from the CSA.<sup>4</sup>

Below is the five-year financial trend for the Willowbank CSA<sup>5</sup>. The CSA advisory committee receives regular financial reports.

<sup>2</sup> County of Yolo Resolution No. 22-61 regarding charges on the 2022-23 tax roll for CSAs

<sup>3</sup> County of Yolo, Willowbank Water Assessment District Official Statement for Limited Obligation Improvement Bonds, Series 2000, May 10, 2000.

<sup>4</sup> Yolo County Board of Supervisors, Resolution No. 00-17.

<sup>5</sup> Yolo County Financial Data INFOR reports

**YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

**WILLOWBANK COUNTY SERVICE AREA NO. 12  
STATEMENT OF REVENUE, EXPENDITURES AND CHANGES IN FUND BALANCES**

	2018	2019	2020	2021	2022
<b>Revenue</b>					
Interest	10	53	138	(14)	(223)
Special assessment	4,235	4,235	4,585	4,585	4,585
<b>Total Revenue</b>	<b>4,245</b>	<b>4,288</b>	<b>4,723</b>	<b>4,571</b>	<b>4,362</b>
<b>Expenditures</b>					
County administration	2,786	1,621	3,499	1,068	1,294
Services and supplies	576	810	725	423	131
Other expenditures	-	-	-	-	451
<b>Total Expenditures</b>	<b>3,362</b>	<b>2,431</b>	<b>4,224</b>	<b>1,491</b>	<b>1,876</b>
<b>Net income (loss)</b>	<b>883</b>	<b>1,857</b>	<b>499</b>	<b>3,080</b>	<b>2,486</b>
<b>Beginning Fund Balance</b>	<b>67</b>	<b>950</b>	<b>2,807</b>	<b>3,306</b>	<b>6,386</b>
<b>Ending Fund Balances</b>	<b>\$ 950</b>	<b>\$ 2,807</b>	<b>\$ 3,306</b>	<b>\$ 6,386</b>	<b>\$ 8,872</b>
<b>Fund Balances</b>					
Unassigned	\$ 950	\$ 2,807	\$ 3,306	\$ 6,386	\$ 8,872
<b>Total Fund Balances</b>	<b>\$ 950</b>	<b>\$ 2,807</b>	<b>\$ 3,306</b>	<b>\$ 6,386</b>	<b>\$ 8,872</b>
<b>Y-T-Y Change in total Fund Balances</b>					
Amount Increase (Decrease)	\$ 883	\$ 1,857	\$ 499	\$ 3,080	\$ 2,486
Percentage Increase (Decrease)	1317.91%	195.47%	17.78%	93.16%	38.93%

**Financial Ability MSR Determination:**

The Willowbank CSA is financially stable with no debt or CIP needed. The Willowbank CSA fund balances are very small relative to other CSAs, which reflects the absence of providing municipal services.

**Recommendation(s):**

None.

**5. Shared Services and Facilities**

Status of, and opportunities for, shared facilities.

	Significant Issue	Potentially Significant	No Issue
a) <i>Are there any opportunities for the organization to share services or facilities with neighboring, overlapping, or other organizations that are not currently being utilized?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

None.

**Shared Services MSR Determination:**

The City of Davis is already providing all CSA water services including operations and maintenance. No additional opportunities to share services or facilities exist.

**Recommendation(s):**

None.

**6. Accountability, Structure, and Efficiencies**

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

	<b>Significant Issue</b>	<b>Potentially Significant</b>	<b>No Issue</b>
a) <i>Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?</i>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) <i>Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results <u>not</u> reviewed in an open meeting?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) <i>Is the agency insured or in a risk management pool to manage potential liabilities?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) <i>Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) <i>Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?</i>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
f) <i>Does the agency have adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
g) <i>Does the organization need to improve its public transparency via a website (see <a href="https://www.yololafco.org/yolo-local-government-website-transparency-scorecards">https://www.yololafco.org/yolo-local-government-website-transparency-scorecards</a>)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion<sup>6</sup>:**

The CSA has not provided any municipal services since 1999 and it is inefficient to maintain the CSA government structure. When LAFCo recommended dissolution in 2016 there was concern the advisory committee would cease to operate which has been valuable and taken on additional responsibilities regarding community issues. However, a CSA is not required to justify an advisory committee and give it standing. Yolo County has administrative policies pertaining to advisory boards, commissions, committees, and councils and can establish one for any purpose it deems appropriate. Therefore, a community advisory

<sup>6</sup> County Service Areas Government Code Sections 25210 – 25217.4

## YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY

committee could continue notwithstanding the CSA and would have the freedom to discuss more community wide issues and not be legally limited to discussing the CSA's water service only. The policies require a County department be identified as a liaison and LAFCo recommends the BOS Department (District 4 Office) should be identified as the responsible department and assigned liaison. The current oversight by the Department of Community Services is not needed because no municipal services are being provided, and the District 4 Office already provides effective oversight.

The CSA is currently staffed and managed by the County's Department of Community Services. The CSA is billed for the staff time of the CSA administrative support team, County finance staff, and County legal counsel, when such services are utilized. There have been four CSA managers in the past five years and the program has moved from the Department of Community Services to the County Administrator's Office and back again. Despite these changes, CSA operations have improved with the evolutions of program operations and current staff are well-trained and very knowledgeable. However, Yolo County should value this key position and take steps to retain employees and reduce turnover. This is a unique position, and it may warrant its own class specification and pay scale. A recommendation to address retaining CSA Manager employees is included in the Overview Section because it's related to management of all the CSAs as a whole and not this CSA in particular. Board capacity, filing Form 700s, policies and audits are not an issue as these are handled by Yolo County. The CSA received a 94% score in the 2021 Yolo Local Government Website Transparency Scorecard.

The CSA has an active seven-member advisory committee which can be retained notwithstanding the CSA for its primary purpose in recent decades of advising the District 4 Office on Willowbank community issues. Below is the seven-member advisory committee members and terms, which is seven members because of the CSA's history of combining the three previous Oakside, Meadowbrook, and Willowbank water companies (two members from each neighborhood, plus one member at large). Currently one seat is shown vacant<sup>7</sup>, although John Lindsey has also recently stepped down after relocating outside the CSA leaving two vacant positions.

Name / Title	Start	End
Elizabeth McCapes /	01/15/2019	01/31/2023
John Lindsey /	02/23/2021	01/31/2024
Olin Woods /	02/25/2020	01/31/2024
Brian Morrissey /	01/26/2021	01/31/2025
Vacant Seat #1 /		01/31/2025
Anne Todgham /	01/25/2022	01/31/2026
Arthur Lawyer /	02/22/2022	01/31/2026

### Accountability, Structure, and Efficiencies MSR Determination:

The purpose of a CSA is to finance and provide needed municipal facilities and services. The Willowbank CSA ceased providing water service in 1999, which has since been provided by the City of Davis. The City bills residents directly for water service and the CSA is no longer needed or being used as a mechanism to finance and provide municipal services. The CSA has an active seven-member advisory committee which has been valuable to the community and BOS District 4 Office in taking on additional responsibilities. Yolo County has administrative policies pertaining to advisory boards, commissions, committees, and councils and can establish one for any purpose it deems appropriate. Therefore, a Willowbank Community Advisory Committee could continue notwithstanding the CSA if desired. The CSA legal framework to the existing advisory committee is constraining and inefficient because it adds unnecessary legal requirements such as: limiting agenda items to the CSA's municipal services; being audited as part of the County's Annual County Financial Report (ACFR), filing annual State Controller's Office reports; and LAFCo MSRs, among others. The BOS can establish a Willowbank Community Advisory Committee and should be identified as

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<sup>7</sup> County of Yolo Agenda Quick Term Tracker module 9/13/2022



**YOLO LAFCO MUNICIPAL SERVICE REVIEW/SPHERE OF INFLUENCE STUDY**

the responsible department and assigned liaison (District 4 office). The current oversight by the Department of Community Services is not needed because no municipal services are provided, and the District 4 Office already provides effective oversight. A CSA for Willowbank is an excessive and unnecessary governance structure for its remaining value sustaining a community advisory committee and is not an efficient use of County resources.

**Recommendation(s):**

- Initiate a LAFCo application to dissolve the Willowbank CSA and the BOS should form a Willowbank Community Advisory Committee in its place, with the BOS District 4 Office as liaison. Consider a 5-member committee instead of the current 7 members, which is a legacy of the original CSA representation reflecting consolidation of three neighborhood water systems.

**7a. Broadband Access**

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

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

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

**Discussion<sup>8</sup>:**

Below is the 25/3 Mbps served status for the Willowbank CSA. The green color indicates areas served by at least 25/3 Mbps download/upload speeds.



<sup>8</sup> California Interactive Broadband Map, December 31, 2019 data

**Broadband Access MSR Determination:**

Cable Modem DOCSIS 3.1 technology is available from Comcast at speeds up to 1,000/35 Mbps (1 gig) download/upload speeds. Broadband adoption at 25/3 Mbps is greater than 80%, the highest category. Comcast offers low-income subscription rates.

**Recommendation(s):**

None.

**7b. Status of Previous MSR Recommendations**

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

	<b>Significant Issue</b>	<b>Potentially Significant</b>	<b>No Issue</b>
a) <i>Are there any recommendations from the agency's previous MSR that have not been implemented?</i>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Discussion:**

The 2016 MSR found that unless long-term planning determined otherwise, the Willowbank CSA was no longer needed and dissolving it would promote efficient government services. A separate non-potable water irrigation system was being considered in 2016, but the potential service did prove feasible. The CSA has not added any additional services since its formation.

<b>2016 MSR Recommendations</b>	<b>2022 Status</b>
1. The County should consider a long-term plan for services and determine if there is a desire to add additional services to the Willowbank CSA in the future.	No services have been added.
2. LAFCo recommends that an advisory committee for the Willowbank CSA is warranted at this time to address whether a separate irrigation system is desired. However, once a decision has been reached regarding the irrigation system, the County should consider whether an advisory committee is still needed.	The idea for a separate irrigation system was abandoned.
3. If additional services are not anticipated, the County should consider dissolving the Willowbank CSA because it is no longer needed and would promote more efficient government services.	The CSA is still active.
4. If the County determines that the CSA will remain per the Accountability, Structure and Efficiencies section recommendations, review Willowbank CSA's assessment to ensure it is adequate to continue covering the CSA's administration costs. Simultaneously, Willowbank CSA's expenditures should be reviewed to ensure they are appropriate to the amount of work attributed to the CSA, and to determine whether an advisory committee is necessary given the amount of administrative costs to oversee its minimal functions.	The CSA is still active, and fees have not changed, although it's operations no longer exceed revenue.
5. Account for the Willowbank Water Assessment District as a separate entity from the Willowbank CSA to accurately represent where liability for payment of the debt lies.	Debt was paid off in 2020.

**Status of Previous MSR Recommendations Determination:**

Despite the 2016 recommendations, Willowbank CSA remains an active special district with its advisory committee and no municipal services have been added. A recommendation for Yolo County to initiate a LAFCo application to dissolve the Willowbank CSA and consider an advisory committee in its place is included in the Accountability, Structure, and Efficiencies section.

**Recommendation(s):**

See Accountability, Structure, and Efficiencies section.

**SPHERE OF INFLUENCE STUDY**

A Sphere of Influence (SOI) is an area delineated on a map and approved by LAFCo that indicates where potential future agency annexations could be proposed. Willowbank CSA's SOI is currently coterminous with its jurisdictional boundary, meaning no future annexations are anticipated or allowed unless LAFCo changes the SOI.














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.



Attachment C

List of Attached Correspondence to LAFCo Regarding MSR/SOI for the County Service Areas

-  2021.06.01 R Fenaroli - Wild Wings CSA.pdf
-  2021.06.05 J Bazinet - El Macero CSA.pdf
-  2021.06.06 C Salquist - El Macero CSA.pdf
-  2021.06.07 N Zane - NDM CSA.pdf
-  2021.06.14 B Dendy - El Macero CSA.pdf
-  2021.06.24 R Lauckhart - El Macero CSA.pdf
-  2021.06.30 Wild Wings CSA Response to HOA letter to LAFCO 6-30-21.pdf
-  2021.07.07 G Cochran - Wild Wings CSA.pdf
-  2021.09.29 R Lauckhart - El Macero CSA.pdf
-  2021.10.21 S. White - Dunnigan CSA.pdf
-  2022.05.13 R Lauckhart - El Macero CSA.pdf
-  2022.07.07 R Lauckhart - El Macero CSA.pdf
-  2022.11.01 R Lauckhart - El Macero CSA.pdf
-  2022.11.07 R Fenaroli - Wild Wings CSA.pdf

June 1, 2021

## Wild Wings County Service Area

Simply put, the Wild Wings Home Owners Association believes that a Community Services District, managed and directed by members of the community, would be a vast improvement over the current CSA. As a CSD, the community would have a vested interest to effectively manage the CSD. Under Yolo County, sewage rates have increased over 100% in the last three years. A directly elected Board would be accountable to the ratepayers, a process that currently does not exist.

Yolo County assigns a manager (with no special skills or education) to direct the CSA. There have been four managers directing the Wild Wings CSA since 2016. The current CSA utilizes two contractors (*SUSP* for water & sewer and *Kemper* for golf) to perform all the functions except billing. We believe an active Board could easily provide direction and continuity to these vendors, far better than Yolo County has shown. We also believe that a CSD can provide the same or better level of service at the same costs as Yolo County currently charges and will submit a pro-forma budget after completion of investigating current spending.

The Wild Wings HOA filled a lawsuit against Yolo County and the utility operator in January 2019 following the failure of the Waste Water Treatment Plant WWTP in 2017. The HOA feels that the failure of the WWTP was foreseeable based on a history of poor management and control by the County. The Wild Wings Community has been forced to pay over \$1.4M in repairs as a result of decisions made by Yolo County and National O&M (operator). Yolo County refused to hold National O&M responsible for their actions, instead blaming a lack of redundancy of WWTP system. The HOA believes there is no basis for this claim as the system had operated successfully for 13 years with many instances of repairs & service, and the County itself had accepted the WWTP system from the developer in 2004, without any reference to a lack of redundancy and no operator prior to 2017 claimed issues with the system design.

As part of the litigation (1), Yolo County has agreed to the HOA request to fund an independent review of the CSA and pay for any costs associated with formation of a CSD, assuming LAFCo approves such a change. The HOA is continuing their lawsuit against National O&M & EEI for damages as a result of the 2017 WWTP failure.

Yolo County has managed the CSA for 17 years and collected over \$1.2M in fees from ratepayers. Wild Wings amounts to 68% of all CSA spending according to County records (Nov 20-21 actual). The County wants Wild Wings to support the other CSA's. Only Yolo County has profited from this arrangement. The County has no vested interest in providing services as efficiently and effectively as possible. As long as there is no impact to the General Fund, County Staff has seen fit to waste Wild Wings residential taxes as they relate

to the CSA. They (County) have failed miserably to adequately manage the CSA and there has been virtually no accountability over the years. It took the Grand Jury in 2016 to force changes to operations of the CSA, community involvement through the Advisory Committee did nothing.

County has covered up these issues for years and LAFCo has relied heavily on input from County Staff, not service complaints from the community when doing their reviews.

We believe that an objective review of the Wild Wings CSA will show that Yolo County is incapable of managing the CSA. Over 17 years the County through incompetence and lack of accountability, has shown itself unwilling to represent the needs of the community. Investigation will show instance after instance where it was a member of the community that had to identify an issue or problem, not the County. We believe a directly elected Board, accountable to the community as a Community Services District is the best approach going forward.

We ask LAFCo for an objective review, without influence from County Staff, who we believe have a vested interest in keeping Wild Wings a CSA. The Board of Directors and membership of the HOA endorses converting the Wild Wings County Service Area to a Community Services District.

## Issues & Problems

### 1) Lack Of Accountability

- a. Catastrophic Failure Of WWTP in 2017 Due To Actions By County & Operator (National O&M)
- b. County Released Operator From Liability When National Threatened To Sue County **(2)**
- c. Wild Wings HOA Lawsuit A Result Of WWTP Failure And Subsequent \$1.4M In Damages To Community **(3)**
- d. Residents Forced To Pay 100% Of Repairs Resulting From WWTP Failure / No Cost To County
- e. Cover-Up Of Issues To LAFCo During MSR's

### 2) Incompetence

- a. Failure To Read & Understand Contract Provisions – SUSP Fee Increase
- b. Failure To Insure Water Meters Are Correctly Read
- c. Failure To Charge Additional Fees To Homeowners Who Overuse Water
- d. Failure To Insure Water Balance Report Is Done At Least Quarterly
- e. Failure To Identify & Charge HOA For Water Usage
- f. Failure To Prevent WWTP Failure

### 3) Gross Mismanagement

- a. Requests Made For Updated Engineers Report Beginning In 2010
- b. Took 14 Years For Updated Engineers Report / Not Done Until 2018 **(4)**
- c. Lack Of Engineers Report Delayed Adequate Funding Of Maintenance Projects
- d. Allowed Operator To Delay Or Cancel Necessary Maintenance Work Leading To WWTP Failure
- e. Failure To Implement Collection Of Arsenic Fees until 2015
- f. Failure To Provide Adequate Amount Drinking Water, Wells Need To Be Lowered

### 4) Breach Of Fiduciary Responsibility

- a. History Of Ongoing Issues / Website Not Current
- b. No Reported Actual Spending For Last Fiscal Year (2019/2020)
- c. Last Annual Spending Report On Website Is 2018/2019 **(5)**
- d. No County Audit Of Spending
- e. Actual Spending v. Budget Plan Not Aligned
- f. Recent Fee Increase To SUSP (Utilities Operator). Error Was \$21,000 **(6)**
- g. No Reserve Study Ever Done For Sewer Assets To Determine The Base After 2017 Failure Of WWTP. Community Has Requested Study On Several Occasions
- h. No Reporting On Percentage Reserve Funded v. Asset Base
- i. Cavalier Attitude When It Comes To Spending Ratepayer Funds
- j. Not Holding Vendors Accountable To Performance Or Service Guarantees / Warranties (water meters)
- k. Not Holding National O&M Responsible For 2017 WWTP Failure



**5) Grand Jury Report (2016)**

- a. Unresponsive Community Complaints Prompted Inquiry
- b. Scathing Report On Management & Operations Of CSA (7)
- c. Community Complained For 10 Years About CSA Manager
- d. Grand Jury Report Forced County To Replace CSA Manager & Move Accountability To Another Department
- e. Many Other Issues Regarding Communications & Co-mingling Reserve Funds

**6) Prop 218 Election – June 2018**

- a. County Used Scare Tactics To Determine Outcome / Porta Potties In Backyards
- b. 140+ Voters Voted No (About 75% of total vote in favor of rejection)
- c. Minimal Info Provided By County Prior To Vote / No Town Hall Meetings
- d. Text Of 218 Notification Purposely Minimizes The 112% Rate Increase For Sewer (8)
- e. County Told Residents That \$450,000 Would Be Borrowed From Water Fund, Then Repaid To Cover WWTP Repairs
- f. Actual Cost For Repairs >\$1.4M
- g. Cover-Up By County Of Poor Maintenance Practices & No Oversight
- h. County Blamed Problem On Lack Of System Redundancy / Not True
- i. No Tracking Of WWTP Expenses Until Request From Community
- j. Loan Repayment Not Entered Until 2020 After Community Inquiry

**7) Not Addressing Conservation Measures Adequately**

- a. No Enforcement Of Overwatering
- b. Failure To Consider Incentives To Reduce Water Consumption During Drought

**8) Storm Water Collection**

- a. Refusal To Have LAFCo Change CSA Designation To Include Storm Water After Acquiring Golf Course (9)
- b. Failure To Provide Ownership Or Control Over Parcel ADB

**9) Management Turnover**

- a. 4 Managers in 5 Years
- b. No Continuity Of Managers Or Administration
- c. No Special Skills Of CSA Administrators
- d. Management Of CSA Has Shifted From Public Works To Administrators Office To Community Services Over 17 Years

**10) Arsenic Debacle**

- a. Community Requested For Years That Funds Be Collected (10)
- b. County Ordered By State In 2009 To Develop Implementation Plan (11)
- c. County Was Presented In 2012 Various Options For Arsenic Treatment With Pilot Plant Cost Estimated At \$20,000 v. \$300,000 Actually Spent (12)
- d. RFP For Arsenic System Created In 2012, CSA Did Nothing Until 2019 (13)
- e. State Water Quality Control Board Had Agreed To Program Designed To Test Arsenic Levels While Operating Pintail Well (2012)
- f. County Waited Until 2015 To Begin Collecting For Arsenic Treatment
- g. Have Spent Over \$300,000 For Engineering & Studies. No System Operational Today (14)

## 11) Golf Course

- a. Failure To Hold Kemper Accountable For Low Levels Of Play Prior To Covid-19
- b. Failure To Hold Kemper Accountable For Failing To Meet Income & Expense Projections
- c. Failure To Have Open Bid On Renewal Of Golf Course Contract
- d. Failure To Hold Golf Course Accountable For Water Use / Conservation, Including Ponds
- e. Failure To Investigate Cost Savings Opportunities Within Wild Wings
- f. Failure To Reduce Measure O Costs Below \$1,700 max

## 12) Lack Of Preparation

- a. Wells Not In Proper Condition For Drought

## 13) Poor Communications

- a. Website Not Current
- b. Historical Spending Missing

## 14) Failure To Plan

- a. Lack Of Forward Thinking
- b. No Strategic Plan

- COUNTY ADMINISTRATOR
  - + County Administrator Divisions
  - + Budget & Finance
  - + Yolo County Sustainability
- County Service Areas (CSA)
  - CSA Meeting Calendar
    - + Dunnigan CSA
    - + El Macero CSA
    - + Garcia Bend CSA
    - + North Davis Meadows CSA
    - + Snowball CSA
  - Wild Wings CSA
    - Wild Wings Golf Club
    - Wild Wings CSA Charges
    - Wild Wings CSA Financial Information**
  - + Willowbank CSA
- Clarksburg Lighting Assessment

Government » General Government Departments » County Administrator » County Service Areas (CSA) » Wild Wings CSA »

## WILD WINGS CSA FINANCIAL INFORMATION

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Yolo County is committed to financial transparency. Guided by the principles of operational excellence, the Department of Financial Services is currently working on several initiatives to ensure that relevant and meaningful financial information is available to County staff and the public. One such initiative is the use of technology and web-based tools to provide financial data in a format that is more user-friendly and understandable than standard spreadsheets or financial reports. To this end, Yolo County has partnered with OpenGov to develop an online financial transparency portal where users can view County financial data through an interactive graphical interface.

- To view Wild Wings CSA information via this tool, click this [OpenGov link](#)
- In left-hand menu select **County Service Areas**
- Select **Wild Wings**
- Select service of interest, i.e. Water Operations
  - Choices to filter and view data can be found in the left-hand menu
  - Summary and transactional data can be found below the chart

More information related to OpenGov is available on the OpenGov portal. Meanwhile, while the system is still under development, select reports below for additional budget and fund balance information.

[Wild Wings CSA 2019-20 Budget](#)

[Wild Wings CSA 2018-19 Quarterly Financial Report](#)

















[Wild Wings CSA Water 2017-18 Quarterly Financial Report](#)

[Wild Wings CSA Sewer 2017-18 Quarterly Financial Report](#)

[Wild Wings CSA Golf 2017-18 Quarterly Financial Report](#)

[Wild Wings CSA Actual-Budget 2016-2018  
County Financial Reports](#)

List of additional documents submitted:

<input type="checkbox"/> Name	Date modified	Type	Size
 (A1)WW Settlement - Signed 210511.pdf	6/1/2021 8:24 PM	Adobe Acrobat D...	8,739 KB
 (A2)Greenberg Letter to C. Scarlata National O&M 180221.pdf	6/1/2021 8:24 PM	Adobe Acrobat D...	1,618 KB
 (A3)WWTP Costs 2017-2019 201004.pdf	6/1/2021 8:24 PM	Adobe Acrobat D...	108 KB
 (A4)041018FinalEngineersFeeRep.pdf	6/1/2021 8:25 PM	Adobe Acrobat D...	832 KB
 (A5)FY1819FinalQuarterly.pdf	6/1/2021 8:25 PM	Adobe Acrobat D...	403 KB
 (A5a)ActualBudget15-18.pdf	6/1/2021 8:25 PM	Adobe Acrobat D...	283 KB
 (A6) SUSP Fee Increase 2021.pdf	6/1/2021 8:25 PM	Adobe Acrobat D...	7,276 KB
 (A7)Grand Jury Report 2016 WildWingsCountyServiceArea.pdf	6/1/2021 8:25 PM	Adobe Acrobat D...	316 KB
 (A8)Prop218 2018.pdf	6/1/2021 8:27 PM	Adobe Acrobat D...	6,432 KB
 (A9)Storm Water 2012-0404-Letter to HOA and CSA.docx	6/1/2021 8:27 PM	Microsoft Word D...	65 KB
 (A10)CSA Formation 2004 - Arsenic Funding.pdf	6/1/2021 8:27 PM	Adobe Acrobat D...	9,757 KB
 (A11)Arsenic Letter to State 091215.pdf	6/1/2021 8:27 PM	Adobe Acrobat D...	1,140 KB
 (A12)Arsenic Treatment Options 1203.xlsx	6/1/2021 8:27 PM	Microsoft Excel W...	22 KB
 (A13)RFP v3.0 - WILD WINGS COMMUNITY WATER SYSTEM.do...	6/1/2021 8:27 PM	Microsoft Word D...	42 KB
 (A14)FINALWildWingsArsenicPropo.pdf	6/1/2021 8:27 PM	Adobe Acrobat D...	644 KB
 (A15)Current Financials 2105.pdf	6/1/2021 8:27 PM	Adobe Acrobat D...	5,561 KB

## Christine Crawford

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**From:** JANICE BAZINET <janbazinet@comcast.net>  
**Sent:** Saturday, June 5, 2021 3:54 PM  
**To:** LAFCO  
**Subject:** El Macero Water

To Whom It May Concern:

A few years ago, I was so excited to learn that El Macero would finally have the same wonderful water that Sacramento enjoys, and we would no longer have dingy faucets and sinks, calcified deposits everywhere, and best of all we would be able to grow azaleas, gardenias, etc.

What happened? I'm paying lots more for water, but nothing has changed.

Please advise. Thank you.

Jan Bazinet

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## Christine Crawford

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**From:** Claudia Salquist <csalquist@gmail.com>  
**Sent:** Sunday, June 6, 2021 9:44 PM  
**To:** LAFCO  
**Subject:** El Macero

LAFCO-pleased with CSA services. Thank you for supporting & protecting us against our residence who wishes to waste funds on lawsuits. Thank you Jim Provenza for supporting El Macero, and helping us have a wonderful community.

Sent from my iPhone

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## Christine Crawford

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**From:** Professor Nolan Zane <nwzane@ucdavis.edu>  
**Sent:** Monday, June 7, 2021 5:40 PM  
**To:** LAFCO  
**Subject:** Municipal Services Review of the North Davis Meadows County Service Area

Overall, we are satisfied with the our CSA services. The only recommendation I have would be to have some type of monthly or bi-annual information letter in which all the CAS services and contact information are listed especially with active links so we can access the services in an efficient manner. For example, most NDM residents have grinder pumps that at times need servicing. The contractor for servicing the pumps does have an informative web site but I do not believe that web site info has been disseminated to residents. I had to call the CSA # for grinder pump service and then was given the web site URL to obtain a service call from the contractor. Seems a bit inefficient to me. The publishing of a link that we can then use to access various types of CSA services (e.g., grinder pump service, street light replacement, sewer service) would be helpful.

-Dr. Nolan Zane

--

Nolan Zane, Ph.D.  
Professor Emeritus  
Department of Psychology and Department of Asian American Studies University of California, Davis Mailing Address:  
Department of Psychology  
University of California, Davis  
One Shields Ave.  
Davis, CA 95616  
Phone: (530) 752-5419  
nwzane@ucdavis.edu

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## Christine Crawford

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**From:** Bill Dendy <bdendy38@gmail.com>  
**Sent:** Monday, June 14, 2021 4:15 AM  
**To:** LAFCO  
**Subject:** MSR for El Macero CSA

I have been a resident of El Macero for about 40 years. During that time I have closely observed the governance of the EM County Service Area. During that time we have been fortunate to be in the District represented by a succession of very fine and dedicated County Supervisors: Betsy Marchand, Dave Rosenberg, Mariko Yamada and Jim Provenza. They have always been attentive and responsive to our needs. They have kept an eye on our finances, helped guard against unfair charges by the City of Davis for water and sewer services, and seen to it that our streets are properly maintained. They have listened to the voices in the community, making good use of the CSA Advisory Committee in that regard. For its part, the Committee does a really good job of monitoring and supporting County staff that is assigned to manage CSA affairs, and reaches out to residents to tap into the well of knowledge and expertise here.

In all those years I have never seen any credible evidence of misappropriation of CSA funds; if mistakes were made by County staff, or by the City, they were quickly identified and corrected.

My one recommendation is that the management of CSAs should be made as independent as is reasonably possible within the County organizational structure such that it can oversee and help to protect our unique interests and implement Board policy, free of undue interference from other County departments and free to report directly to the Board.

Sent from my iPad

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## Christine Crawford

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**From:** Richard Lauckhart <lauckjr@hotmail.com>  
**Sent:** Wednesday, June 23, 2021 10:26 PM  
**To:** Christine Crawford; Terri Tuck; Mark Krummenacker; Olin Woods  
**Cc:** Bill Aaronson; Paul Guyer  
**Subject:** LAFCO meeting June 24, 2021...Agenda Item 10  
**Attachments:** Complaint v2 re audit.pdf; Matters for Yolo audit Complaint.docx

Commissioner Woods, Ms. Crawford and LAFCO staff-

I will be joining your meeting tomorrow June 24 by phone.

I live in El Macero and write a newsletter called CommonSenseforElMacero.

I am also President of the not-for-profit company "El Macero Owners for Fair Taxes" (EMOFT).

As Christine, Terri and Mark are well aware, EMOFT has serious concerns with how the County is running the El Macero County Service Area (EMCSA)

**I have provided documents (evidencing EMOFT concerns) to LAFCO for their review in the current/ongoing El Macero CSA MSR.**

I am attaching a few of those documents to this email as follows:

- 1) A copy of the lawsuit that has been recently filed by EMOFT against Yolo County [*Yolo County Superior Court case CV-2021-1097*] (See Attached Complaint). In this Complaint EMOFT is asking the Court to order Yolo County to conduct the legally required and much needed audit of EMCSA funds. \$3 million has gone missing from our funds and the County refuses to explain where that money went and refuses to have the legally required audit conducted.
- 2) A document that describes what EMOFT will be telling the court and the auditors.

**It is unclear to me why at this point late in the effort to perform the MSR of the El Macero CSA that LAFCO would decide to delay this work a year. That makes no sense and seems to play into the hands of Yolo County who does not want these matters to be made public now.**

**I respectfully request that the MSR for the EMCSA not be delayed.**

Richard Lauckhart  
President  
El Macero Owners for Fair Taxes  
916-769-6704

[THIS EMAIL ORIGINATED FROM OUTSIDE YOLO COUNTY. PLEASE USE CAUTION AND VALIDATE THE AUTHENTICITY OF THE EMAIL PRIOR TO CLICKING ANY LINKS OR PROVIDING ANY INFORMATION. IF YOU ARE UNSURE, PLEASE CONTACT THE HELPDESK (x5000) FOR ASSISTANCE]



## **Richard Lauckhart Comments to LAFCO for current MSR review for the El Macero CSA**

### **I. Executive Summary of these comments:**

There are many problems with the EMCSA as discussed in the body of these comments. The EMCSA is supposed to be governed by the Yolo County BOS, but they delegate and are hands off. The BOS ignores comments made at their BOS meetings regarding problems with the EMCSA. It appears the BOS simply delegates its responsibilities to its staff. While they delegate, they give no written direction on how to perform the needed work. And while on Oct 26, 2017 the BOS contracted with and paid a consulting firm (NBS Government Finance Group) to perform a review of the County's process and systems for CSA's (review to be performed starting November 1, 2018 and work completed June 30, 2018), the Board inexplicably never provided any report that the consultant prepared as a result of the engagement.

Given these facts, LAFCO should recommend the following:

- 1) Change the billing for El Macero homes for water and sewer to come straight from the City of Davis...removing Yolo County from involvement. Same as is done for Willowbank CSA area.
  
- 2) Stop the collection of reserve funds for drilling a future well. If El Macero homeowners in the future decide they want to drill a new well (an unlikely decision) those future home owners can figure out how to fund that.
  
- 3) Stop the collection of reserve funds to repave the Yolo County owned streets in El Macero. The streets have just been repaved. If future home owners want to repave the streets again those future homeowners can figure out how to fund that.
  
- 4) Stop the water operations charge. With City of Davis doing the billing directly there is no need for this Special Assessment.
  
- 5) The only purpose for the EMCSA and its Advisory Committee is to deal with the AB8 funds (aka General Funds) that the state allocates to the EMCSA.
  
- 6) Have El Macero home owners choose the EMCSA Advisory Committee members instead of the BOS appointing them.

### **II. Background:**

The most recent MSR report on the EMCSA was finalized on July 28, 2016. I provided extensive comment to LAFCO during their development of that MSR. The final report was very good and provided a number of excellent recommendations. But the Yolo BOS chose not to adopt most of those recommendations. They did not give any reason for failing to adopt other than saying they were not required to adopt LAFCO recommendations.

LAFCO kicked of its most recent MSR of the EMCSA on February 18, 2021. I provided several key documents to LAFCO and met with Christine Crawford and Mark Krummenacker on June 7, 2021 for an hour to elaborate on the key matters of concern.

That MSR then was formally delayed by LAFCO for a year so that LAFCO could deal with more pressing matters.

The MSR for the EMCSA restarted in the summer of 2022. Hence these comments now.

### **III. Body of Lauckhart Comments:**

I am attaching to these comments the following documents provided to LAFCO in the spring of 2021 regarding this EMCSA MSR;

- a) Key documents I sent to LAFCO on April 1, 2021
  - a. A spreadsheet indicating the lack of progress by Yolo County on the recommendations made by LAFCO in July 28, 2016
  - b. A document entitled "The El Macero County Service Area.... Everything you need to know" dated July/August of 2020.
  - c. A Declaration of a Forensic Accountant describing the problems with EMCSA Accounting of is funds
  - d. Minutes of the meeting with Chad Rinde and members El Macero Owners for Fair Taxes regarding the need for the County to conduct an audit of EMCSA funds
- b) The agenda used for the June 7, 2021 meeting with Christine Crawford and Mark Krummenacker

I include these 2021 documents again in comments I am filing today.

Since the one-year delay of the LAFCO current MSR for the EMCSA a number of important matters have occurred as follows:

- a) Yolo County stated it would not agree to having an audit of EMCSA funds until the EMCSA Advisory Committee recommended they do so. Such an audit request by the Advisory Committee should have been a "no-brainer." But the EMCSA Advisory Committee refused to request the audit be conducted. A shocking decision by the Advisory Committee.
- b) The lawsuit demanding the legal required audit was commenced. The lawsuit pointed out that a decision to conduct and audit would not be a problem for Yolo County since the cost of the audit would be paid for from EMCSA reserve funds. But the County refused to agree to have such an audit and instead elected to charge EMCSA funds to pay for lawyers to oppose having an audit. The County chose to spend \$57,000 of our EMCSA funds to avoid having to spend \$15,000 on an audit. El Macero homeowners are shocked by this decision by Yolo County.

- c) The lawsuit asked the judge to find that Yolo County abused its discretion in deciding not to conduct an audit. He refused to find that Yolo County abused its discretion and the judge did not require the audit be conducted.
- d) Without the audit, El Macero owners are left on their own to find out where the funds they provide to Yolo County go. The Yolo County Comprehensive Financial Review (CAFR) does not provide that information.
- e) While Yolo County provides financial statements at quarterly EMCSA Advisory Committee meetings, they do not provide the supporting invoices that support entries into the General Ledger statements of the EMCSA accounts.
- f) The EMCSA Advisory Committee approves those financial statement without ever reviewing the underlying supporting invoices for those General Ledger entries. The Advisory Committee does not feel it necessary to review these details before approving the financial statements. Any prudent Advisory Committee would review these details before approving the financial statements. The EMCSA Advisory Committee is not well known in the community and does not properly represent homeowners in El Macero.
- g) Given no audit of EMCSA funds and given no other way to determine where our funds went, the only tool El Macero homeowners have to determine how much money we should have in our funds is to make Public Record Act requests.
- h) Since the YOLO BOS refuses to authorize an audit of EMCSA funds, I need to perform my own calculations of annual beginning fund balances, annual fund receipts, annual fund expenditures, interest accruals on balances, and end of year fund balances. I have previously done calculations through June 30, 2020 based on the settlement in my lawsuit in 2016 and what I learned from Public Record Act requests between 2016 and 2020.
- i) On April 12, 2022, I made a Public Record Act request to provide documents showing the expenses we have incurred in our EMCSA funds for FY 2020-2021 and FY 2020-2022. That will allow me to update my fund balances calculations through the end of this Fiscal Year.
- j) On May 24 Kimberly Villa, Community Service analyst for Yolo County, sent to me 295 invoices that were charged to our El Macero accounts. That is a lot of invoices for 2 years of charges to El Macero accounts. Most of these invoices were approved for payment from EMCSA funds by Kimberly Villa of Yolo County.
- k) In reviewing the 295 invoices that Kimberly sent to me last week, **it appears there are not good controls over the procedures Yolo County uses to perform accounting of EMCSA Funds.**
- l) I am not able to find that the BOS (*or anybody at Yolo County*) has developed written procedures/guidelines that the County has given to Kimberly Villa (and her predecessors) for how to deal with invoices provided to her/them.
- m) On October 17, 2017, Yolo County contracted with NBS Government Finance Group (NBS) to perform a formal review of the systems and procedures applicable to CSAs. I provided a number of documents to NBS. NBS promised to address the matters I provided to them in the report they performed for the County. I have not found any document that indicates what resulted from this October 17, 2017 contract between Yolo County and NBS.
- n) On May 31, 2022 I sent a Public Record Act request to Yolo County asking for:
  - 1) Any and all written procedures/guidelines that the County has given to Kimberly Villa (and her predecessors) for how to deal with invoices provided to her/them.
  - 2) Any and all documents that indicate what resulted from this October 17, 2017 contract between Yolo County and NBS.

o) On June 10, 2022 responded as follows:

*“The County will provide the applicable documents that govern the CSA Manager’s processing and payment of invoices for the CSAs.” No indication of when that response would be provided.*

*“The request [regarding the NBS work] encompasses certain documents that are subject to the attorney-client privilege and attorney work product doctrine and are therefore exempt from disclosure under Government Code § 6254(k). In addition, the request also encompasses documents that are subject to the deliberative process privilege, and the public interest served by nondisclosure clearly outweighs the public interest served by disclosure of the record. See Gov. Code § 6255. The County has provided all non-privileged documents related to the NBS contract to your attorney in response to your subpoena dated February 5, 2019. The documents are too voluminous to e-mail, so if you are interested in receiving another copy of these documents, please submit a check made out to “County of Yolo” in the amount of \$20 to my attention at 625 Court Street, Room 201, Woodland, CA 95695, and the CD will be burned and mailed to you. If the cost to produce the copies is less than \$20, a refund will be issued.*

On June 10, 2022 I responded as follows to the County’s response:

“I have in my possession all the documents provided to my attorney under his subpoena dated February 5, 2019. The information I sent to NBS was included in that response. But there was no final or draft report provided by that subpoena. I can only surmise that for some reason NBS destroyed all drafts of their report.”

Apparently, Yolo County does not intend to provide to the public any information regarding the NBS work. Why would that be?

#### **IV. Findings:**

The EMCSA is clearly a mess.

- El Macero homeowner money is being spent on (a) unnecessary legal costs, (b) costs of Yolo County having to respond to Public Record Act requests, and (c) cost of administering billings to El Macero homeowners for water and sewer service provided by the City of Davis.
- The BOS delegates its responsibilities to Yolo County staff without providing any guidance.
- The BOS hired a consultant to review their accounting process and make any suggested recommendations. The BOS never provided El Macero homeowners any draft or final report from that contract.
- The EMCSA Advisory Committee contains members that are (a) well over their term limits, (b) do not ask homeowners about matters when making recommendations to the BOS, and (c) Committee members that that are highly disrespectful to homeowners they disagree with. That kind of behavior should not be tolerated by the BOS who have appointed them to perform public business. The BOS has been advised of these problems and asked to remedy them. The BOS ignores those requests.

A major shakeup of the EMCSA needs to be made. LAFCO needs to make that recommendation.

## V. Conclusion

LAFCO should recommend the following:

- 1) Change the billing for El Macero homes for water and sewer to come straight from the City of Davis...removing Yolo County from involvement. Same as is done for Willowbank CSA area.
- 2) Stop the collection of reserve funds for drilling a future well. If El Macero homeowners in the future decide they want to drill a new well (an unlikely decision) those future home owners can figure out how to fund that.
- 3) Stop the collection of reserve funds to repave the Yolo County owned streets in El Macero. The streets have just been repaved. If future home owners want to repave the streets again those future homeowners can figure out how to fund that.
- 4) Stop the water operations charge. With City of Davis doing the billing directly there is no need for this Special Assessment.
- 5) The only purpose for the EMCSA and its Advisory Committee is to deal with the AB8 funds (aka general funds) that the state allocates to the EMCSA.
- 6) Have El Macero home owners choose the EMCSA Advisory Committee members instead of the BOS appointing them.

Respectfully provided by:

Richard Lauckhart

El Macero

Editor of the El Macero "Common Sense for El Macero" newsletter

President of El Macero Owners for Fair Taxes

**Matters that will be raised to the court re need for an audit and raised to the auditor**

I. The El Macero County Service Area has 6 funds/accounts as follows:

a) **Three Special Assessment reserve funds:**

- 1) \$60/year/lot Special Assessment started in 1992 to fund a new well if/when necessary. This fund ended in 2006 when it was determined no future well will ever be needed because the City of Davis moved from Well Water for El Macero to river water. Neither El Macero home owners nor Yolo County needed the well. The well was turned over to the separate/private El Macero Country Club for their use. Per the Lauckhart/Yolo County Settlement Agreement dated March of 2017, this fund had a balance of \$619,144.10 as of July 1, 2016. Yolo County then took this money away in July of 2017 which they claim they needed to pay to the City of Davis for El Macero water consumption in 2015 and 2016. Annette Stalker, a forensic account has testified that this accounting change was not legitimate and that this money was never paid to the City of Davis and Yolo County just pocketed the money. Further, it would not be a legitimate use of this money to pay for water consumption in El Macero in 2015 and 2016 because the money was paid by homeowners from 1992-2006. By law it could not be used to pay for water consumption by homeowners who lived here in 2015 and 2016.<sup>1</sup>
- 2) \$180/year/lot Special Assessment started in 1993 to pay for improvement to Yolo County owned streets that were over and above what improvements Yolo County would normally pay for in other Yolo County owned streets. Per the Lauckhart/Yolo County Settlement Agreement dated March of 2017, this fund had a balance of \$1,210,814.30 as of July 1, 2016. The County is currently collecting \$83,700 per year in additional funds to add to this reserve.

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<sup>1</sup> The money that was raised starting in 1992 was to build a reserve to fund a replacement well if the well along Mace (near the 12th green) ever failed. El Macero homeowners were obligated to have a working well along Mace to give to the City of Davis in order for them to incorporate it into their well system to help serve our water needs in El Macero. El Macero homeowners were given a rate break by the City of Davis because we provided them a well.

But in about 2006, the City of Davis concluded their well system needed to be replaced with River Water from the Sacramento River. Interesting story on how they got the rights to the River Water. But the bottom line was that the City told El Macero homeowners we no longer needed to give them a well and they did not want well water any more. El Macero homeowners water rates went up considerably since we no longer got credit for our well and we had to pay for the new system to get Sacramento River water.

The well along Mace was still functional, but was not good quality. So rather than simply abandon it, the El Macero Country Club wanted it to help them water their fairways. So, El Macero homeowners turned the well over to them. The money that had been collected to drill a new well was never used to drill a new well since no new well was needed and the Mace well also was not needed by El Macero homeowners. The problem is that the County decided to use the well reserve money El Macero homeowners had contributed over the years for other county purposes. The County claims they needed to pay the city of Davis that money because of the water consumption El Macero homeowners owed the city of Davis for the years 2015 and 2016. But the County collected from all of us on our property tax bills what we owed the City of Davis for our 2015-2016 water consumption. In effect the County billed El Macero homeowners two times for the same water consumption and pocketed one of those large billed amounts. The Forensic Accountant smoked that out in her research and has written a Declaration to that effect.

3) \$50/year/lot Special Assessment started in 1997 to fund Yolo County administrative costs of orchestrating the pass-through of City of Davis water billings to El Macero homeowners on the Yolo County property tax billings to El Macero homeowners. Per the Lauckhart/Yolo County Settlement Agreement dated March of 2017, this fund had a balance of \$540,191.74 as of July 1, 2016. In the year 2019, this fee was reduced to \$42/year/lot. Because the \$540,191.74 was far more than was needed to pay for its purpose, this Special Assessment should have been reduced to zero. The County conducted an illegal Proposition 218 vote to convert the \$50/year/lot assessment to \$42/year/lot. This matter is being litigated and is currently with the Court of Appeals. The County is currently collecting \$19,530 per year to add to this reserve fund.

**b) Two Special assessment “pass through” funds:**

- 1) A fund to collect from El Macero homeowners the money they owe the City of Davis for **water consumption**. This fund has never been audited. The City provides the water, reads the meters and then bills Yolo County for the consumption of everyone in the El Macero County Service Area. Sometimes the City is late in billing Yolo County. There are no late fees or other penalties if El Macero is late in paying the bills due to the need to collect the payments from El Macero lot owners via property tax bills. If Yolo County is more than two years late in paying the City of Davis, the only remedy the City has is to require Yolo County to allow the City of Davis to bill/collect directly to/from El Macero homeowners. The City has never taken that step. The collections and payments by Yolo County have never been audited. Annette Stalker, a forensic accountant has testified that for the year 2015-2016 Yolo County collected money for water consumption from El Macero homeowners and paid that money to the City of Davis. She found that the County's claim that it paid for this water consumption from \$60 Well Reserve fund was in fact not correct. Yolo County is collecting on the order of \$800,000 per year under this EMCSA Special assessment.
- 2) A fund to collect from El Macero homeowners the money they owe the City of Davis for **sewer services**. This fund has never been audited. The City provides sewer services for El Macero lot owners and then bills Yolo County for sewer service for everyone in the El Macero County Service Area. Yolo County is collecting on the order of \$280,000 per year under this EMCSA Special assessment.

- c) **An “AB8” fund.** El Macero gets an allocation of state property taxes under a law referred to as “AB8”: [https://www.edcgov.us/Government/Auditor-Controller/PropTax/pages/distribution\\_of\\_proposition\\_13\\_s\\_1\\_general\\_property\\_tax.aspx](https://www.edcgov.us/Government/Auditor-Controller/PropTax/pages/distribution_of_proposition_13_s_1_general_property_tax.aspx)  
There has been no comprehensive review of El Macero CSA receipts and expenditures from this fund. The money is supposed to be used as desired by El Macero homeowners. It is not supposed to be used to replenish EMCSA reserve funds that were inappropriately used by the county for Yolo County general purposes. Last year El Macero CSA was allocated \$103,000 by the state under AB8.

The total **annual** revenues received by the EMCSA funds from these 6 funds is currently \$1,286,230.

- ii. Yolo County does not provide standard income statement and balance sheets for these funds. An “Ad-Hoc” Committee of El Macero residents have provided recommendations on how Yolo County needs to fix its accounting of El Macero CSA funds. Yolo County refuses to make those changes, saying it would be too burdensome. **Yolo County**

**needs to comply with Generally Accepted Accounting Principles no matter how burdensome! An audit should make that finding.**

- III. There is a major/material difference in what Yolo County says there are in El Macero CSA funds and what others in El Macero believe should be in those funds. In the Three Reserve Funds and the AB8 funds alone there is a material difference. El Macero homeowner calculations for the balances in these three funds as of July 1, 2020 are:

	Balance as of 7/1/2020
Restricted: Water Fund (\$50 fee)	\$ 668,840.37
Restricted: Street Fund (\$180 fee)	\$ 1,225,298.62
Restricted: Water Well Fund (\$60 fee)	\$ 659,355.99
AB8 funds	\$ 1,678,619.04
Total	\$ 4,232,114.02

**Yolo County balances are considerably lower than these.** At the May 20, 2021 EMCSA Advisory Committee meeting, Tim Lien and Chad Rinde stated *“As of July 1, 2020 our 4 reserve funds combined are probably in the 1.1 – 1.2 Million dollar range.”* Why would they not have a firm accurate balance for that date? Answer: They do not report year end cumulative balances for their funds like they should be doing!

**AN AUDIT IS NEEDED!**



June 28, 2021

Dear LAFCO,

The Wild Wings HOA sent you a letter regarding Wild Wings switching to a Community Service District (CSD) versus our current County Service Area (CSA). We believe that a substantial amount of information in that letter is either false, partially false or over exaggerated. Please see our response in red that reflect what we believe is more accurate

Sincerely,

Wild Wings County Service Area Advisory Committee Members

June 1, 2021

## Wild Wings County Service Area

Simply put, the Wild Wings Home Owners Association believes that a Community Services District, managed and directed by members of the community, would be a vast improvement over the current CSA. As a CSD, the community would have a vested interest to effectively manage the CSD. Under Yolo County, sewage rates have increased over 100% in the last three years. A directly elected Board would be accountable to the ratepayers, a process that currently does not exist. **The Fees are established through the Prop 218 process, which is voted on by the community. The County does not establish any fee increases without going through the Prop 218 process.**

Yolo County assigns a manager (with no special skills or education) to direct the CSA. There have been four managers directing the Wild Wings CSA since 2016. **Early on, we believe that the County staff assigned to the Wild Wings CSA were less than adequate, however, we don't believe this has been an issue especially in the last four years. The County managers have been doing a good job serving our community and they have been accountable and accessible.** The current CSA utilizes two contractors (*SUSP* for water & sewer and *Kemper* for golf) **and Luhdorff and Scalmanini Engineers, Ponticello Engineering, City of Davis WWTP for off hauling, Western Site contractors, Fremouw Hazardous waste haulers, Yolo Flood Control, Nelson Electric, Kirby Pump, Eaton Pump, Odel Pump, and others** to perform all of the functions except billing. **The County provides other**

**services besides billing for the CSA. These services are shown on the Financial Statements and appear under the headings of:**

- **Prof & Spec SVC – Auditg & Acctg (which covers annual financial audits, billing for sub-contractors, handling of tax assessments, handling of lease agreements for golf course equipment, handling the payments for permits with the state water and wastewater boards and local air boards.**
- **Prof & Spec SVC – Info Tech SVC (which covers IT tech services that are used by the WWTP servers and monitoring equipment and also the golf course computers and printers. They provide the IT equipment and the support.**
- **Prof & Spec SVC – Legal SVC (which covers attorney fees for all the contracts, review of all Requests for Proposals such as the recent tank painting, homeowner issue resolution, vetting of public announcements to the community, vetting lease agreements for golf course equipment etc.)**
- **Prof & Spec SVC – Others (which covers Management by the County CSA manager, which includes attendance at and presentations to the Board of Supervisor meetings, preparation and attendance at CSA meetings, monthly meetings with Kemper, monthly meetings with SUSP, unannounced site visits, preparation of financial documents, preparation of budgets, preparation of RFP's, assessing vendor proposals, Yolo Flood Control Fees for pond management, managing and meeting with Engineering Consultants for water and waste water functions, water meter statements (assembly of data, stuffing and mailing statements), Meetings with the Water Resource Association for drought preparedness and collaboration with other water purveyors. Posting agendas on site, reviewing meeting minutes, posting information to the web sites. Reviewing the monthly operation reports to the Regional Water Control Board, generator reports to air district, review of daily lab reports for the WWTP and water system, bio solids reports for the landfill, review and mailings of the consumer confidence reports, hazardous waste manifests for transporting used chlorine barrels, monitoring**

**SCADA alarms at the plant for pump failures, high flow alarms, power outages, etc. and responses to community phone calls and emails.**

We believe an active Board could easily provide direction and continuity to these vendors, far better than Yolo County has shown. We also believe that a CSD can provide the same or better level of service at the same costs as Yolo County currently charges and will submit a pro-forma budget after completion of investigating current spending.

The Wild Wings HOA filled a lawsuit against Yolo County and the utility operator in January 2019 following the failure of the Waste Water Treatment Plant WWTP in 2017. The HOA feels that the failure of the WWTP was foreseeable based on a history of poor management and control by the County. The Wild Wings Community has been forced to pay over \$1.4M in repairs as a result of decisions made by Yolo County and National O&M (operator). Yolo County refused to hold National O&M responsible for their actions,

**The county collected \$94,877.39 from National for their actions. The County paid \$192,673 to National to pay the local vendors such as the pump company, and the sewage haulers, and chlorine suppliers, etc. so that the local vendors (not National) would be made whole. County council determined that it would cost less to the CSA to settle with National then to continue the suit. County also paid \$50,000 of County funds to the CSA to pay for a redundancy evaluation of the WWTP.**

instead blaming a lack redundancy of WWTP system. The HOA believes there is no basis for this claim as the system had operated successfully for 13 years with many instances of repairs & service, and the County itself had accepted the WWTP system from the developer in 2004, without any reference to a lack of redundancy and no operator prior to 2017 claimed issues with the system design.

**Redundancy is a concept that is used to increase reliability in emergency situations rather than for normal operations. Having redundancy reduces the chances of failure of the system when something unforeseen goes wrong. In addition, if there is no redundancy in the system it makes routine maintenance more difficult and costly to perform as there is no constructed place on site that sewage can be moved to once the 3-day capacity emergency pond is full.**

**Cal Am did alert the committee that it was difficult to do certain repairs without redundancy when they had to re-line the tanks on the WWTP. It was also expensive because they had to bring in portable units to keep the plant operating during the repairs.**

**In addition, redundancy is required by the State Water Resources Control Board for WWTP's.**

As part of the litigation (1), Yolo County has agreed to the HOA request to fund an independent review of the CSA and pay for any costs associated with formation of a CSD, assuming LAFCo approves such a change. The HOA is continuing their lawsuit against National O&M & EEI for damages as a result of the 2017 WWTP failure.

Yolo County has managed the CSA for 17 years and collected over \$1.2M in fees from ratepayers. Wild Wings amounts to 68% of all CSA spending according to County records (Nov 20-21 actual). The County wants Wild Wings to support the other CSA's.

**Wildwings accounts for a large percentage of the spending because they are the largest CSA in the county and the only CSA that has a tertiary wastewater treatment system in addition to 2 the wells and tank system, both of which are more expensive to operate and maintain. The County is not allowed by law to use money from one CSA to fund another CSA.**

Only Yolo County has profited from this arrangement. The County has no vested interest in providing services as efficiently and effectively as possible. As long as there is no impact to the General Fund, County Staff has seen fit to waste Wild Wings residential taxes as they relate to the CSA. They (County) have failed miserably to adequately manage the CSA and there has been virtually no accountability over the years. It took the Grand Jury in 2016 to force changes to operations of the CSA, community involvement through the Advisory Committee did nothing.

**There is no evidence to support that Yolo County has profited from the CSA arrangement. The County has a vested interest based on the fact the community members are voters and the Board of Supervisors (Which is our CSA's Board of Directors) are elected officials. Most of the complaints in the Grand Jury investigation were not very substantial in nature, however there were changes made by the county. One of the complaints was that there was a lack of meetings, this was correct. One reason was that there were only three people on the Advisory Committee due to people moving out of the area and the**

**difficulty in finding replacements to the Committee making it difficult to get a quorum at that time in order to hold a meeting.**

County has covered up these issues for years and LAFCo has relied heavily on input from County Staff, not service complaints from the community when doing their reviews.

We believe that an objective review of the Wild Wings CSA will show that Yolo County is incapable of managing the CSA. Over 17 years the County through incompetence and lack of accountability, has shown itself unwilling to represent the needs of the community. Investigation will show instance after instance where it was a member of the community that had to identify an issue or problem, not the County. We believe a directly elected Board, accountable to the community as a Community Services District is the best approach going forward.

We ask LAFCo for an objective review, without influence from County Staff, who we believe have a vested interest in keeping Wild Wings a CSA. The Board of Directors and membership of the HOA endorses converting the Wild Wings County Service Area to a Community Services District.

## Issues & Problems

### 1) Lack Of Accountability

- a. Catastrophic Failure Of WWTP in 2017 Due To Actions By County & Operator (National O&M)
- b. County Released Operator From Liability When National Threatened To Sue County (2)

**County collected \$94,877.39 from National for their actions**

- c. Wild Wings HOA Lawsuit A Result Of WWTP Failure And Subsequent \$1.4M In Damages To Community (3)
- d. Residents Forced To Pay 100% Of Repairs Resulting From WWTP Failure / No Cost To County

**County paid \$50,000 to the CSA for a Redundancy Report**

- e. Cover-Up Of Issues To LAFCo During MSR's

### 2) Incompetence

- a. Failure To Read & Understand Contract Provisions – SUSP Fee Increase
- b. Failure To Insure Water Meters Are Correctly Read
- c. Failure To Charge Additional Fees To Homeowners Who Overuse Water  
**A water overage charge of \$0.30/100 gallons is charged to residents who go over their allotment. Originally the charge was \$.06/100 gallons, but was raised through prop 218 in 2013. Refer to tax assessment information**
- d. Failure To Insure Water Balance Report Is Done At Least Quarterly

**A water balance is provided by SUSP and reported quarterly at the CSA meetings. Refer to the SUSP reports dated January 2021 pg 2 and April 2021 pg 4 for most current results.**

- e. Failure To Identify & Charge HOA For Water Usage

**The HOA water usage is being tracked and monitored by the CSA. The HOA is not being billed because the homeowners are already paying the HOA portion of the water bill through their water assessment. Refer to the 2018 Engineers Fee Report for a discussion on how the fees are structured. Homeowners pay for all water used by the community as a whole and the golf course pays for all water used by the golf course, on a percentage basis.**

- f. Failure To Prevent WWTP Failure

**National O&M was primarily responsible for the failure; they were warned regularly by the County to keep up with routine maintenance and repairs. For whatever reason they did not purchase necessary equipment when it was needed. They also discharged sludge into the wastewater pond where the grey water is stored before its used for irrigation on the Golf Course. Cleaning that pond was a considerable expense.**

### **3) Gross Mismanagement**

- a. Requests Made For Updated Engineers Report Beginning In 2010 Took 14 Years For Updated Engineers Report / Not Done Until 2018 **(4) The Engineers Fee Reports are now being updated on an every 5-year schedule starting in 2018. Next update is scheduled for 2023. This is now resolved**
- b. Lack Of Engineers Report Delayed Adequate Funding Of Maintenance Projects **resolved**
- c. Allowed Operator To Delay Or Cancel Necessary Maintenance Work Leading To WWTP Failure **resolved**
- d. Failure To Implement Collection Of Arsenic Fees until 2015 **Arsenic fee collection on tax assessments actually began in tax year 2012/2013. The Fee collected is**

**\$241/household/yr. Multiplying \$241 x 338 households x 8 years plus interest equates to the \$685,418 that is shown on the financial records for the current balance in the arsenic fund.**

- e. Failure To Provide Adequate Amount Drinking Water, Wells Need To Be Lowered

**The wells were lowered in 2018 when water levels reached alarming levels. There has been no failure to provide drinking water. The county is working to ensure that that does not occur. One pump needs to be lowered due to the drought covering the western United States. The other pump is already at the bottom of the well. Planning is underway for the drilling of an additional well. It is hoped that the additional well can be installed at the Canvas Back well site so that the existing building, tank and booster pumps can be utilized for the new well. An engineering review of this option for a new well is schedule for later in June 2021.**

**4) Breach Of Fiduciary Responsibility**

- a. History Of Ongoing Issues / Website Not Current

**True, currently being updated (issue should be resolved by next week)**

- b. No Reported Actual Spending For Last Fiscal Year (2019/2020)

**Actual spending was reported and the financial records presented in the December 2, 2020 CSA meeting after the closing of the 2020 Fiscal Year books. Balance sheets were also provided for the 4 preceding years. Refer to meeting minutes for 12-2-2020**

- c. Last Annual Spending Report On Website Is 2018/2019 (5)

- d. No County Audit Of Spending ?

- e. Actual Spending v. Budget Plan Not Aligned ?

- f. Recent Fee Increase To SUSP (Utilities Operator). Error Was \$21,000 (6)

**True, previously mentioned and resolved prior to any action being taken.**

- g. No Reserve Study Ever Done For Sewer Assets To Determine The Base After 2017 Failure Of WWTP. Community Has Requested Study On Several Occasions

**The Engineers Fee Report completed in 2018 after the WWTP issues calculated the amount that needed to be collected for reserves with an inflation amount to be applied. An actual annual reserve study is not required for County operated facilities, unlike HOA's, which are required to have annual reserve studies. The Engineers Fee Report states that \$200,738 plus inflation be collected each year for the WWTP reserves (Annual Capitol Replacement Costs). A full reserve study has been conducted on the CSA holdings in 2021 and the report is about to be released.  
**Resolved****

- h. No Reporting On Percentage Reserve Funded v. Asset Base  
**Not required, but will be reported by the County going forward. Resolved**
- i. Cavalier Attitude When It Comes To Spending Ratepayer Funds ?
- j. Not Holding Vendors Accountable To Performance Or Service Guarantees / Warranties (water meters) ?
- k. Not Holding National O&M Responsible For 2017 WWTP Failure  
**Answered above**
- l.

**5) Grand Jury Report (2016) (This is all in the past – and has been rectified)**

- a. Unresponsive Community Complaints Prompted Inquiry
- b. Scathing Report On Management & Operations Of CSA (7)
- c. Community Complained For 10 Years About CSA Manager
- d. Grand Jury Report Forced County To Replace CSA Manager & Move Accountability To Another Department
- e. Many Other Issues Regarding Communications & Co-mingling Reserve Funds

**6) Prop 218 Election – June 2018**

- a. County Used Scare Tactics To Determine Outcome / Porta Potties In Backyards.

**When community members asked in a public meeting what the worst-case scenario might be if the WWTP failed to operate the County relayed information as to what had happened to another community in southern Californian**



**that had their WWTP fail and they had to resort to porta pottys.**

- b. 140+ Voters Voted No (About 75% of total vote in favor of rejection)  
**The Prop 218 is a protest vote. Meaning you are only asked to vote if you are *against* the measure being proposed. *Ultimately the majority of the community did not vote against the increase and according to law, the measure passed.***
- c. Minimal Info Provided By County Prior To Vote / No Town Hall Meetings  
**As soon as the problems were known to the County the County reported to the CSA at the meetings beginning on February 7, 2018 that WWTP funds were being depleted and that a loan would be needed to bridge the gap, and that further information would be provided at each upcoming CSA meeting. See meeting minutes. Future Agenda Items “Address sewage treatment plant problems and costs”, posted 02-07-18.**

**CSA Meeting on April 4, 2018 CSA management stated that Engineers Fee report had been completed and that existing sewage fees were not adequate. That a Prop 218 would be requested from the Board of Supervisors on April 24, 2018. That all residents could come to the meeting to be heard. Budgets were also handed out at the meeting assuming that the Prop 218 passed and another showing the financial situation if the Prop 218 didn't pass. New rates were given out at the meeting**

**Meeting on 6-6-18 CSA management told community that a Proposition 218 fee change was mailed to residents and that the sewer fee would be going up considerably from \$1,385 to \$2,936 for 5 years and then be reduced to \$2,646 after the water loan was repaid. Refer to meeting minutes dated 6-6-18.**

**The minutes and the Engineers Fee Reports were all posted in a timely manner on the CSA website.**

**The following is an excerpt from the Prop 218 Notice that was sent to all residents.**

***“Due to unexpected expenses incurred in 2017-18 as a result of lack of redundancy in the wastewater treatment plant, deferred maintenance of the plant and State discharge permit compliance issues, all available sewer funds were depleted and additional funds needed to facilitate significant rehabilitation of the wastewater recycling facility to ensure continued, uninterrupted service to your homes. A temporary loan of \$450,000 from the Water Fund was necessary to address the deficit in the Sewer Fund, and will be repaid also through the sewer rate change.”***

- d. Text Of 218 Notification Purposely Minimizes The 112% Rate Increase For Sewer (8) ?
- e. County Told Residents That \$450,000 Would Be Borrowed From Water Fund, Then Repaid To Cover WWTP Repairs **This is True**  
Actual Cost For Repairs >\$1.4M

**Residents were told in a CSA meeting on February 7, 2018 that “*Since all sewer reserves will be used and a loan is likely necessary to complete the required rehabilitation of the plant and address the Notice of Violation, we will likely have to pay back a loan and replace the reserve funds in a short time frame. Changes in fees will be discussed during the next CSA meeting.*” from the meeting minutes.**

**Reserves at that time were \$582,000. There was not any language that the repairs only cost \$450,000. Rather, it was stated that the reserves of \$582,000 were depleted for the repairs and that an additional amount of \$450,000 would be needed to complete repairs. Due to other issues**

**arising after that date additional monies were needed to finish the work. That additional money was obtained from the operating budgets during 2018 and 2019.**

- f. Cover-Up By County Of Poor Maintenance Practices & No Oversight ?
- g. County Blamed Problem On Lack Of System Redundancy / Not True

**As stated above, the county publicly notified the residents on May 10<sup>th</sup>, 2018 in the Propositions 218 Notice that:**

***“Due to unexpected expenses incurred in 2017-18 as a result of lack of redundancy in the wastewater treatment plant, deferred maintenance of the plant and State discharge permit compliance issues, all available sewer funds were depleted and additional funds needed to facilitate significant rehabilitation of the wastewater recycling facility to ensure continued, uninterrupted service to your homes. A temporary loan of \$450,000 from the Water Fund was necessary to address the deficit in the Sewer Fund, and will be repaid also through the sewer rate change.”***

- h. No Tracking Of WWTP Expenses Until Request From Community  
**The county tracked expenses throughout the project, that was how it was determined how much money had been spent from the reserves, and how much money needed to be borrowed. Expense information was released to the community upon request.**

- i. Loan Repayment Not Entered Until 2020 After Community Inquiry

**7) Not Addressing Conservation Measures Adequately**

- a. No Enforcement Of Overwatering  
**In progress, language is being prepared to present to the Board of Supervisors to see if they will adopt enforcement policies.**
- b. Failure To Consider Incentives To Reduce Water Consumption During Drought

**See above**

**8) Storm Water Collection**

- a. Refusal To Have LAFCo Change CSA Designation To Include Storm Water After Acquiring Golf Course (9)

**This issue was brought to the attention of the County in 2010. At that time the county investigated the options regarding the operation and ownership of the community stormdrain system. County counsel Mr. Pogledich concluded that:**

***“The CSA’s responsibilities are limited to facilities within the physical boundaries of the Wild Wings Golf Course.”***

**Refer to letter dated May 11, 2012 from Robyn Drivon (County Counsel) to Rick Fenaroli.**

- b. Failure To Provide Ownership Or Control Over Parcel ADB

**ADB is a lake that in conjunction with lake CO belongs to the Watts Airport. The stormwater on the eastern side of the community flows through these two lakes on its way to the Moore Canal. Watts Airport granted easement rights for the community storm drainage system as follows:**

***“An Easement for the purpose of digging, constructing, reconstructing, repairing and forever maintaining thereon, a drainage canal, ditch or pipeline and a detention basin of such dimensions as Grantee shall deem necessary for drainage purposes, together with the spoil banks and appurtenant structures thereof, on over and across.”***

**This easement was granted to Wildwings LLC. That is the company that the developer used to construct the Wildwings community. The developer has since dissolved this company prior to signing over the easement to the HOA or CSA. The other storm drainage easement that was granted to the Wildwings LLC was signed over to the HOA for all future maintenance.**

**Therefore, even though the CSA did not have the legal requirement to maintain the pond the CSA worked with the property owner to ensure continued access to the Watts property and paid for the maintenance work for the benefit of the community. The county is in the process of resolving the legal standing of the easement.**

**9) Management Turnover**

a. 4 Managers in 5 Years

**True, however, the HOA had 7 managers in 6 years**

b. No Continuity Of Managers Or Administration

c. No Special Skills Of CSA Administrators

d. Management Of CSA Has Shifted From Public Works To Administrators Office To Community Services Over 17 Years

**10) Arsenic Debacle**

a. Community Requested For Years That Funds Be Collected **(10)**

b. County Ordered By State In 2009 To Develop Implementation Plan **(11)**

c. County Was Presented In 2012 Various Options For Arsenic Treatment With Pilot Plant Cost Estimated At \$20,000 v. \$300,000 Actually Spent **(12)**

**Costs to date for the arsenic project are as follows:**

- **\$28,650 for Production and Demand Analysis, Conceptional Design, and RFP for Vendor Treatment System for Pilot Testing. This is the total that has been spent.**

**Pilot testing for 2 options are in progress and will cost about:**

- **\$15,000 to test AdEdge Adsorption media**
- **\$20,000 to test Applied Process Equipment Adsorption media**

**Future spending estimated for the report on the pilot testing results and the engineer's recommendations and to produce final drawings, specifications, and cost estimates so that funding can be obtained is estimated at \$96,835.**

- d. RFP For Arsenic System Created In 2012, CSA Did Nothing Until 2019  
**(13)**
- e. State Water Quality Control Board Had Agreed To Program Designed To Test Arsenic Levels While Operating Pintail Well (2012)
- f. County Waited Until 2015 To Begin Collecting For Arsenic Treatment  
**Already discussed – Collection began 8 years ago in 2012**
- g. Have Spent Over \$300,000 For Engineering & Studies. No System Operational Today **(14)**  
**Already discussed above, \$28,650 has been spent, \$35,000 is in progress.**

**The following items have been budgeted and contracted for the future and will occur over the next couple of years. \$96,835 for design, \$25,620 for required Environmental Documentation, \$16,060 for Permitting, \$100,260 for bid solicitation, contractor questions, bid review, recommendations, pre-construction meeting and then construction including (inspection, submittal reviews, RFI,s and change order reviews, 20 bi-weekly construction meetings, and 10 milestone inspections, 4 hrs/wk of on-site inspection for 40 weeks. Followed by startup and commissioning for \$24,405, which includes training the operators, ensuring that the facility was built to the specifications and operates to code, preparations of the final reports and as-built drawings, and notifications to the state.**

#### **11) Golf Course**

- a. Failure To Hold Kemper Accountable For Low Levels Of Play Prior To Covid-19
- b. Failure To Hold Kemper Accountable For Failing To Meet Income & Expense Projections
- c. Failure To Have Open Bid On Renewal Of Golf Course Contract  
**This was discussed at CSA meetings in the past when a community member asked. The answer was the committee didn't feel comfortable putting out the contract for bid mainly since Kemper was helping us out with cash flow. This has been resolved over time. Also, Kemper has not**

**raised their management fee in the 13 years they have been with us. It's very likely putting the contract out to an RFP could raise our management fees. An RFP is scheduled for 2023.**

- d. Failure To Hold Golf Course Accountable For Water Use / Conservation, Including Ponds

**Kemper has not put water into 10 of their 13 ponds since 2015 as part of their conservation measures. During the last drought in 2015 Kemper stopped watering all the native areas and reduced watering to the roughs by 50% which resulted in an overall reduction of about 33% of total water used on the golf course. Kemper went from using about 475,000 gallons per night in the summer to an average of about 320,000 gallons per night which resulted in an overall reduction of about 33%.**

**Water that is in any of the ponds on the golf course other than the first pond as you enter the community, is not from the golf course adding water to the ponds. But rather, the water is from the storm drainage system and is coming from water draining off the homeowner's lawns, going down the gutter, which then drain into the ponds. On occasion there has been water put into certain ponds to prevent odors that some community members complained about. It was discussed thoroughly at the CSA meetings to keep water in the pond at the entrance for aesthetics. The majority of the community members present were in favor of this. Plus, the water keeps the cattails in check, it cost \$10,000 to clean up the cattail's in the pond at the entrance years ago. No water is being put into any ponds currently due to the severe drought.**

Failure To Investigate Cost Savings Opportunities Within Wild Wings ?

- e. Failure To Reduce Measure O Costs Below \$1,700 max

**Measure O costs have fluctuated:**

- **\$1,492 FY 11/12**
- **\$1,700 FY 12/13**
- **\$1,700 FY 14/15**
- **\$1,700 FY 15/16**
- **\$1,600 FY 16/17**
- **\$1,600 FY 17/18**
- **\$1,700 FY 18/19**
- **\$1,700 FY 19/20**

**12) Lack Of Preparation**

a. Wells Not In Proper Condition For Drought

- **The first 14 years the pumps were in operation the water levels dropped about 100 feet.**
- **The pumps were lowered by about 100 feet in 2018 and looking at historical data and taking into account future warmer temperatures, and increased pumping from other users, the CSA anticipated that the pumps would be able to operate with that additional cushion of 100 feet of water for 7 to 10 years.**
- **However, in just 2.5 years the water levels have dropped significantly, and the pumps need to be lowered again.**
- **Currently, the water level in the wells have dropped below all historical data and faster than at any time in the past.**

**13) Poor Communications**

a. Website Not Current

**In progress**

b. Historical Spending Missing

**In progress**

**14) Failure To Plan**

a. Lack Of Forward Thinking

b. No Strategic Plan



## Christine Crawford

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**From:** Georgia Cochran <glc49@sbcglobal.net>  
**Sent:** Wednesday, July 7, 2021 5:23 PM  
**To:** LAFCO  
**Subject:** Municipal Services Review - Wildwings

Feedback has been requested for the current MSR being conducted by LAFCO. While I understand that the timetable may have slipped, I want to ensure that a few items that were inaccurately addressed in the prior MSR (2014) are covered again this time.

Page 7 of the prior report indicates that the area lies within the Esparto Unified School District. This is inaccurate - approximately 1/3 of the area lies within the Esparto Unified area (areas west of Wildwings Drive), the remaining two-thirds of the development (areas east of Wildwings Drive and north of Hole #16 on the Yolo Fliers Club are within the Woodland Joint Unified School District.

I hope this can be corrected in the upcoming review.

Page 12 of the prior report 'Water Capacity' indicates that our system has the capacity for an additional 89 domestic water connections - I would surely hope that this gets reviewed again - given that we are spending large \$ to lower the pumps to ensure that our community has a domestic water system, I cannot believe that this system currently has the capacity to add 90 additional connections - while that may be the case in future years to come, given the entire state's water woes and feast (drought) and famine (wet) climate that LAFCO would not somehow attest that this system has any additional capacity.

Page 13 of the report 'Wastewater Capacity' - indicates that the current system has capacity for 220 additional sewer connections. I believe this needs to be re-visited. The system was initially over designed, but given the issues of *treatment* and *odors* the wastewater plant is dealing with and the fact that during certain months of the year, the system is running above capacity - I would hope that LAFCO does not consider any ability for the current system to expand beyond the Wildwings development.

As a member of the County Service Area Advisory Committee for many years - we have received requests on multiple occasions for water and/or sewer connections - I do not know what the County's General Plan has in store for this area, but I believe it would be prudent - that if development occurs in the surrounding area, that it is not dependent upon the current Wildwings water and wastewater systems.

I may have additional comments as I am still reviewing the prior report.

Thanks for your attention.

Georgia Cochran  
Wildwings resident since 2005

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## Christine Crawford

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**From:** Richard Lauckhart <lauckjr@hotmail.com>  
**Sent:** Wednesday, September 29, 2021 12:34 PM  
**To:** Christine Crawford  
**Subject:** Re: Update on Public Draft of the EMCSA MSR...

Last time your consultant did a very good job. But she was independent. your failure to address the documents I provided to you is inexcusable.

Richard

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**From:** Christine Crawford <Christine.Crawford@yolocounty.org>  
**Sent:** Wednesday, September 29, 2021 12:32 PM  
**To:** Richard Lauckhart <lauckjr@hotmail.com>  
**Subject:** RE: Update on Public Draft of the EMCSA MSR...

We ensured the MSR looked into and addressed the concerns you raised.  
The MSR does make reference to resident concerns.  
The MSR reviews the CSA and doesn't audit your documents directly.

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**From:** Richard Lauckhart [mailto:lauckjr@hotmail.com]  
**Sent:** Wednesday, September 29, 2021 12:24 PM  
**To:** Christine Crawford <Christine.Crawford@yolocounty.org>  
**Subject:** Re: Update on Public Draft of the EMCSA MSR...

Christine-

Why was there no mention of the lawsuit or other documents I provided you in response to your request before you wrote your draft?

Simple question.

Richard

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**From:** Christine Crawford <[Christine.Crawford@yolocounty.org](mailto:Christine.Crawford@yolocounty.org)>  
**Sent:** Wednesday, September 29, 2021 11:32 AM  
**To:** Richard Lauckhart <[lauckjr@hotmail.com](mailto:lauckjr@hotmail.com)>  
**Subject:** RE: Update on Public Draft of the EMCSA MSR...

Richard,

Your personal attacks of me and my staff are unprofessional and unwarranted.

We will address your comments on the draft in a civil and factual manner when we circle back to the CSAs in early 2022.

I don't appreciate you attempting to manipulate other readers by your bcc. It is obvious you did so because there is no reason otherwise to email LAFCo's draft report back to me.

**Christine M. Crawford, AICP**  
**Yolo LAFCo Executive Officer**  
(916) 798-4618 – mobile  
(530) 666-8048 – office

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**From:** Richard Lauckhart [<mailto:lauckjr@hotmail.com>]  
**Sent:** Wednesday, September 29, 2021 11:16 AM  
**To:** Christine Crawford <[Christine.Crawford@yolocounty.org](mailto:Christine.Crawford@yolocounty.org)>  
**Subject:** Re: Update on Public Draft of the EMCSA MSR...

Christine-

I am shocked that your draft says that the County accomplishes an audit of EMCSA funds through the Annual Financial Review. You have apparently decided that the lawsuit filed by El Macero Owners for Fair Taxes lawsuit is without merit. Not surprising since Eric May is your attorney.

I am also shocked by the income statements and balance sheets you show for the last 5 years. Those are completely different than the ones I provided to you. Apparently, you have decided my income statements and balance sheets are wrong. Your report does not even mention my calculations, nor do you provide any evidence that my calculations are wrong.

It appears that Eric May and the County have hijacked this MSR.

Richard Lauckhart  
President  
El Macero Owners for Fair Taxes

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**From:** Christine Crawford <[Christine.Crawford@yolocounty.org](mailto:Christine.Crawford@yolocounty.org)>  
**Sent:** Wednesday, September 29, 2021 10:10 AM  
**To:** Richard Lauckhart <[lauckjr@hotmail.com](mailto:lauckjr@hotmail.com)>  
**Subject:** RE: Update on Public Draft of the EMCSA MSR...

Hi Richard,

The draft MSR was posted this morning. Here's the link: <https://www.yololafco.org/county-service-areas>

I don't anticipate getting back to working on the MSR for the CSAs until early 2022 – FYI.

Thanks,  
Christine

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**From:** Richard Lauckhart [<mailto:lauckjr@hotmail.com>]  
**Sent:** Friday, September 24, 2021 6:12 PM  
**To:** Christine Crawford <[Christine.Crawford@yolocounty.org](mailto:Christine.Crawford@yolocounty.org)>  
**Subject:** Update on Public Draft of the EMCSA MSR...

Christine-

When do you expect to release the Public Draft of the EMCSA MSR?

Richard Lauckhart

El Macero

916-769-6704

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## Christine Crawford

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**From:** Susan W <skilwit@gmail.com>  
**Sent:** Monday, October 25, 2021 11:04 AM  
**To:** LAFCO  
**Subject:** Dunnigan County Service Area (CSA) Input

Hi,

I don't know if it's too late, but I had some input regarding the Dunnigan area.

I'm a resident of Dunnigan.

One issue I have witnessed on multiple occasions in my part of Dunnigan is the Dunnigan Creek overflowing easily during rains - flooding roads and nearby properties. It needs to be dredged deeper to handle the water capacity.

Another concern is the siren on top of the Adam's Dryer on County Road 99W. It is unnecessary due to modern communication methods, and it a constant nuisance.

Not sure if these are areas of control lafco has regarding the issues I noted, but figured I'd let you know in case they are. If possible, could you forward these issues to appropriate authorities if they are out of your realm of authority?

Thank you for your time.

Sincerely,

Susan White

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## Christine Crawford

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**From:** Richard Lauckhart <lauckjr@hotmail.com>  
**Sent:** Friday, May 13, 2022 12:54 PM  
**To:** Christine Crawford  
**Subject:** Re: Your attendance tonight was very helpful....

There is some confusion on this matter. **You can ask the City of Davis who they think own the water and sewer infrastructure in El Macero.**

But from my perspective, that is not the key matter in the matter of the audit.

The key matter is whether or not the County abused their discretion when they refused to conduct and audit. And the County said they would have agreed to conduct the audit if the EMCSA Advisory Committee recommended they do so. We will soon learn how much of El Macero money the County spent on legal fees trying to avoid spending \$15,000 on an audit when the County responds to my Public Records Act request.

And at some point all those Advisory Committee members will need to be replaced because they have termed out. Hopefully at the point we can get Advisory Committee members appointed that care about the 50 members of "El Macero Owners for Fair Taxes."

Meanwhile, here is a question for you. You have scheduled a June 30 LAFCO meeting re the Stille Property Annexation to El Macero. **Can I comment on that matter in writing now? If so, how do I do that?**

Richard Lauckhart  
El Macero  
916-769-6704

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**From:** Christine Crawford <Christine.Crawford@yolocounty.org>  
**Sent:** Friday, May 13, 2022 12:32 PM  
**To:** 'Richard Lauckhart' <lauckjr@hotmail.com>  
**Subject:** RE: Your attendance tonight was very helpful....

Hi Richard,

Look at IV Term of Agreement lines 18-24: "all property...which shall have been operated and maintained pursuant to the provisions herein, shall remain the property of the County of Yolo acting by and through the CSA".

Thanks for sharing the agreement,  
Christine

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**From:** Richard Lauckhart <lauckjr@hotmail.com>  
**Sent:** Thursday, May 12, 2022 9:36 PM  
**To:** Christine Crawford <Christine.Crawford@yolocounty.org>  
**Subject:** Your attendance tonight was very helpful....

Christine-

As usual there was very small attendance at the EMCSA AC meeting tonight. Your attendance had a very settling effect on the dynamics. People were reluctant to disrespect me with you in attendance.

Regarding the matter of who owns the water and sewer infrastructure in El Macero, I am attaching:

1) The Water Agreement between the City of Davis and Yolo County re El Macero. At III, it says the City shall finance, operated and maintain the water system as long as County makes timely payment. At III (F) it says that for each year the City operates, maintains and develops the water system County shall pay City, only from revenue derived from the County Service Area, an amount equal to the City's operation and maintenance costs. There is nothing in this agreement that says the County owns the water and infrastructure in El Macero.

2) Michael Thomas (attorney for El Macero Owners for Fair Taxes) Declaration in Audit lawsuit. This Declaration includes transcripts of the depositions of Chad Rinde and Kimberly Villa. Note, both Rinde and Villa testify that the water and sewer infrastructure located in El Macero are owned by the City of Davis. What caused the Judge to write in his opinion that the water and sewer infrastructure in El Macero is owned by Yolo County? That statement is wrong as is well understood by many in El Macero.

We can discuss further when you restart the MSR for El Macero CSA.

Richard Lauckhart  
916-769-6704

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## Christine Crawford

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**From:** Richard Lauckhart <lauckjr@hotmail.com>  
**Sent:** Thursday, July 7, 2022 11:20 AM  
**To:** Christine Crawford  
**Cc:** Paul Guyer; Bill Aaronson; mark.krummenacker@yolocounty.org; Mark Krummenacker  
**Subject:** Re: Balances in EMCSA reserve funds as of June 20, 2022...  
**Attachments:** Settlement adjusted through 2022 with AB8 Balances thru 2022.xlsx; LAFCO MSR draft comments June 2022 v5.docx

**Follow Up Flag:** Follow up  
**Flag Status:** Completed

Christine-

Attached is the spreadsheet I referred to. My June 13, 2022, email to the EMCSA Advisory Committee (provided below) discusses this document.

Attached are the draft El Macero Owners for Fair taxes comments and recommendation on the LAFCO EMCSA MSR. This draft may be modified as we get further into the process.

Richard Lauckhart

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**From:** Christine Crawford <Christine.Crawford@yolocounty.org>  
**Sent:** Thursday, July 7, 2022 11:01 AM  
**To:** 'Richard Lauckhart' <lauckjr@hotmail.com>  
**Cc:** Paul Guyer <guyerjpaul@gmail.com>; Bill Aaronson <ecmaa392@gmail.com>; mark.krummenacker@yolocounty.org <mark.krummenacker@yolocounty.org>; Mark Krummenacker <Mark.Krummenacker2@yolocounty.org>  
**Subject:** RE: Balances in EMCSA reserve funds as of June 20, 2022...

Hi Richard,

Your email mentions forwarding a spreadsheet, but I do not see it attached. Could you please resend it?

Please also go ahead and email me the El Macero Owners for Fair Taxes comments and recommendations on the LAFCo MSR and I'll start taking a look at them.

Thanks,  
Christine

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**From:** Richard Lauckhart <lauckjr@hotmail.com>  
**Sent:** Wednesday, July 6, 2022 7:13 AM  
**To:** Christine Crawford <Christine.Crawford@yolocounty.org>; mark.krummenacker@yolocounty.org; Mark Krummenacker <Mark.Krummenacker2@yolocounty.org>  
**Cc:** Paul Guyer <guyerjpaul@gmail.com>; Bill Aaronson <ecmaa392@gmail.com>  
**Subject:** Fw: Balances in EMCSA reserve funds as of June 20, 2022...



Christine and Mark-

Christine advises me that "Mark Krummenacker is already working on the 5-year financial trends for the remaining CSAs and bringing El Macero CSA up to 2022".

It sounds like there are some things happening on the El Macero CSA MSR. I do not want to miss an opportunity to bring things to your attention early in this restart process.

First, I am forwarding the email and spreadsheet I sent to the Advisory Committee on my calculations of EMCSA Reserve fund balances as of June 30, 2022. **See Email below** in which I suggest a sit down with the EMCSA Advisory Committee to go over my calculations. They have not responded to my request. The County has provided income statements and balance sheets for EMCSA funds, but they only provide the general ledger numbers and do not provide any legitimate back-up for the numbers they enter into the General Ledger. That is not legitimate accounting practice. The Advisory Committee does not ask for such back-up from Yolo County. The Advisory Committee is not properly representing El Macero homeowners including the 50 members of the non-for-profit company, "El Macero Owners for Fair Taxes.."

**I offer to sit down with Mark to go over my attached spreadsheet as he brings the El Macero CSA up to 2022.**

Second, the Board of "El Macero Owners for Fair Taxes" has prepared extensive comment and recommendation for the LAFCO MSR for the El Macero CSA. I would like to send that to you and meet with you about those extensive comments early enough in the restarted EMCSA MSR process that they can get proper attention. **When would you suggest I do that?**

I note that Yolo County LAFCO is one of the few LAFCOs in the state who do not have their own staff. Because of funding issues, Yolo County LAFCO relies on Yolo County staff. That may be OK for some purposes, but I find it a huge conflict of interest for Eric May to be legal counsel for LAFCO. He is Yolo County's lead lawyer in opposing my efforts to fix things such as having an audit of Yolo County funds. Mr. May is the attorney that advised NBS to not finish their report on CSA accounting procedures and to destroy all drafts. Mr. May has written many emails to me criticizing my efforts and my approach to trying to get problems fixed. I am not sure what you can do about this, but **the LAFCO Board should be made aware of the conflict of interest.**

Richard Lauckhart  
President, El Macero Owners for Fair Taxes  
916-769-6704

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**From:** Richard Lauckhart  
**Sent:** Monday, June 13, 2022 10:29 PM  
**To:** zLIEN <[timlien@sbcglobal.net](mailto:timlien@sbcglobal.net)>; zLYNCH <[srldds@sbcglobal.net](mailto:srldds@sbcglobal.net)>; [dcronan646@sbcglobal.net](mailto:dcronan646@sbcglobal.net)  
<[dcronan646@sbcglobal.net](mailto:dcronan646@sbcglobal.net)>; Sandy Uhrhammer <[scuhammer40@gmail.com](mailto:scuhammer40@gmail.com)>; John McDonough  
<[jmcdonoughattyguy@yahoo.com](mailto:jmcdonoughattyguy@yahoo.com)>  
**Cc:** Kimberly Villa <[Kimberly.Villa@yolocounty.org](mailto:Kimberly.Villa@yolocounty.org)>  
**Subject:** Balances in EMCSA reserve funds as of June 20, 2022...

EMCSA Advisory Committee-

I have previously used Public Record Act requests to compute balances in the EMCSA reserve accounts through June 30, 2020. That balance was \$4,231,737.36.

Based on the response to my Public Record Act request to get copies of the invoices charged to these EMCSA Reserve Accounts for the next two Fiscal Year, I have now updated my calculations to June 30, 2022. The balances is now \$4,811,212.90.

Attached is the updated spreadsheet showing my calculations.

Steve Lynch recently publicly stated he spent many hours trying to understand my earlier calculations but could not figure out what I did. I suggest that Steve (and others with interest) sit down with me and my attached spreadsheet and discuss what I did and how I got my detailed numbers.

Because of the many problems I have documented regarding the 295 invoices I received from my PRA request, I did not include most of the cost from these invoices because the documents either were improperly charged to EMCSA accounts or because there was not sufficient information provided for many of the charges to agree they were properly charged. For example, there was no legitimate back-up for the legal charges expensed to the El Macero General Fund (aka AB8) account.

Let me know if you want to have a sit down to go over my attached spreadsheet so I can answer your questions.

Richard Lauckhart

[THIS EMAIL ORIGINATED FROM OUTSIDE YOLO COUNTY. PLEASE USE CAUTION AND VALIDATE THE AUTHENTICITY OF THE EMAIL PRIOR TO CLICKING ANY LINKS OR PROVIDING ANY INFORMATION. IF YOU ARE UNSURE, PLEASE CONTACT THE HELPDESK (x5000) FOR ASSISTANCE]

[THIS EMAIL ORIGINATED FROM OUTSIDE YOLO COUNTY. PLEASE USE CAUTION AND VALIDATE THE AUTHENTICITY OF THE EMAIL PRIOR TO CLICKING ANY LINKS OR PROVIDING ANY INFORMATION. IF YOU ARE UNSURE, PLEASE CONTACT THE HELPDESK (x5000) FOR ASSISTANCE]

## **Richard Lauckhart Comments to LAFCO for current MSR review for the El Macero CSA**

### **I. Executive Summary of these comments:**

There are many problems with the EMCSA as discussed in the body of these comments. The EMCSA is supposed to be governed by the Yolo County BOS, but they delegate and are hands off. The BOS ignores comments made at their BOS meetings regarding problems with the EMCSA. It appears the BOS simply delegates its responsibilities to its staff. While they delegate, they give no written direction on how to perform the needed work. And while on Oct 26, 2017 the BOS contracted with and paid a consulting firm (NBS Government Finance Group) to perform a review of the County's process and systems for CSA's (review to be performed starting November 1, 2018 and work completed June 30, 2018), the Board inexplicably never provided any report that the consultant prepared as a result of the engagement.

Given these facts, LAFCO should recommend the following:

- 1) Change the billing for El Macero homes for water and sewer to come straight from the City of Davis...removing Yolo County from involvement. Same as is done for Willowbank CSA area.
  
- 2) Stop the collection of reserve funds for drilling a future well. If El Macero homeowners in the future decide they want to drill a new well (an unlikely decision) those future home owners can figure out how to fund that.
  
- 3) Stop the collection of reserve funds to repave the Yolo County owned streets in El Macero. The streets have just been repaved. If future home owners want to repave the streets again those future homeowners can figure out how to fund that.
  
- 4) Stop the water operations charge. With City of Davis doing the billing directly there is no need for this Special Assessment.
  
- 5) The only purpose for the EMCSA and its Advisory Committee is to deal with the AB8 funds (aka General Funds) that the state allocates to the EMCSA.
  
- 6) Have El Macero home owners choose the EMCSA Advisory Committee members instead of the BOS appointing them.

### **II. Background:**

The most recent MSR report on the EMCSA was finalized on July 28, 2016. I provided extensive comment to LAFCO during their development of that MSR. The final report was very good and provided a number of excellent recommendations. But the Yolo BOS chose not to adopt most of those recommendations. They did not give any reason for failing to adopt other than saying they were not required to adopt LAFCO recommendations.

LAFCO kicked of its most recent MSR of the EMCSA on February 18, 2021. I provided several key documents to LAFCO and met with Christine Crawford and Mark Krummenacker on June 7, 2021 for an hour to elaborate on the key matters of concern.

That MSR then was formally delayed by LAFCO for a year so that LAFCO could deal with more pressing matters.

The MSR for the EMCSA restarted in the summer of 2022. Hence these comments now.

### **III. Body of Lauckhart Comments:**

I am attaching to these comments the following documents provided to LAFCO in the spring of 2021 regarding this EMCSA MSR;

- a) Key documents I sent to LAFCO on April 1, 2021
  - a. A spreadsheet indicating the lack of progress by Yolo County on the recommendations made by LAFCO in July 28, 2016
  - b. A document entitled "The El Macero County Service Area.... Everything you need to know" dated July/August of 2020.
  - c. A Declaration of a Forensic Accountant describing the problems with EMCSA Accounting of is funds
  - d. Minutes of the meeting with Chad Rinde and members El Macero Owners for Fair Taxes regarding the need for the County to conduct an audit of EMCSA funds
- b) The agenda used for the June 7, 2021 meeting with Christine Crawford and Mark Krummenacker

I include these 2021 documents again in comments I am filing today.

Since the one-year delay of the LAFCO current MSR for the EMCSA a number of important matters have occurred as follows:

- a) Yolo County stated it would not agree to having an audit of EMCSA funds until the EMCSA Advisory Committee recommended they do so. Such an audit request by the Advisory Committee should have been a "no-brainer." But the EMCSA Advisory Committee refused to request the audit be conducted. A shocking decision by the Advisory Committee.
- b) The lawsuit demanding the legal required audit was commenced. The lawsuit pointed out that a decision to conduct and audit would not be a problem for Yolo County since the cost of the audit would be paid for from EMCSA reserve funds. But the County refused to agree to have such an audit and instead elected to charge EMCSA funds to pay for lawyers to oppose having an audit. The County chose to spend \$57,000 of our EMCSA funds to avoid having to spend \$15,000 on an audit. El Macero homeowners are shocked by this decision by Yolo County.

- c) The lawsuit asked the judge to find that Yolo County abused its discretion in deciding not to conduct an audit. He refused to find that Yolo County abused its discretion and the judge did not require the audit be conducted.
- d) Without the audit, El Macero owners are left on their own to find out where the funds they provide to Yolo County go. The Yolo County Comprehensive Financial Review (CAFR) does not provide that information.
- e) While Yolo County provides financial statements at quarterly EMCSA Advisory Committee meetings, they do not provide the supporting invoices that support entries into the General Ledger statements of the EMCSA accounts.
- f) The EMCSA Advisory Committee approves those financial statement without ever reviewing the underlying supporting invoices for those General Ledger entries. The Advisory Committee does not feel it necessary to review these details before approving the financial statements. Any prudent Advisory Committee would review these details before approving the financial statements. The EMCSA Advisory Committee is not well known in the community and does not properly represent homeowners in El Macero.
- g) Given no audit of EMCSA funds and given no other way to determine where our funds went, the only tool El Macero homeowners have to determine how much money we should have in our funds is to make Public Record Act requests.
- h) Since the YOLO BOS refuses to authorize an audit of EMCSA funds, I need to perform my own calculations of annual beginning fund balances, annual fund receipts, annual fund expenditures, interest accruals on balances, and end of year fund balances. I have previously done calculations through June 30, 2020 based on the settlement in my lawsuit in 2016 and what I learned from Public Record Act requests between 2016 and 2020.
- i) On April 12, 2022, I made a Public Record Act request to provide documents showing the expenses we have incurred in our EMCSA funds for FY 2020-2021 and FY 2020-2022. That will allow me to update my fund balances calculations through the end of this Fiscal Year.
- j) On May 24 Kimberly Villa, Community Service analyst for Yolo County, sent to me 295 invoices that were charged to our El Macero accounts. That is a lot of invoices for 2 years of charges to El Macero accounts. Most of these invoices were approved for payment from EMCSA funds by Kimberly Villa of Yolo County.
- k) In reviewing the 295 invoices that Kimberly sent to me last week, **it appears there are not good controls over the procedures Yolo County uses to perform accounting of EMCSA Funds.**
- l) I am not able to find that the BOS (*or anybody at Yolo County*) has developed written procedures/guidelines that the County has given to Kimberly Villa (and her predecessors) for how to deal with invoices provided to her/them.
- m) On October 17, 2017, Yolo County contracted with NBS Government Finance Group (NBS) to perform a formal review of the systems and procedures applicable to CSAs. I provided a number of documents to NBS. NBS promised to address the matters I provided to them in the report they performed for the County. I have not found any document that indicates what resulted from this October 17, 2017 contract between Yolo County and NBS.
- n) On May 31, 2022 I sent a Public Record Act request to Yolo County asking for:
  - 1) Any and all written procedures/guidelines that the County has given to Kimberly Villa (and her predecessors) for how to deal with invoices provided to her/them.
  - 2) Any and all documents that indicate what resulted from this October 17, 2017 contract between Yolo County and NBS.

o) On June 10, 2022 responded as follows:

*“The County will provide the applicable documents that govern the CSA Manager’s processing and payment of invoices for the CSAs.” No indication of when that response would be provided.*

*“The request [regarding the NBS work] encompasses certain documents that are subject to the attorney-client privilege and attorney work product doctrine and are therefore exempt from disclosure under Government Code § 6254(k). In addition, the request also encompasses documents that are subject to the deliberative process privilege, and the public interest served by nondisclosure clearly outweighs the public interest served by disclosure of the record. See Gov. Code § 6255. The County has provided all non-privileged documents related to the NBS contract to your attorney in response to your subpoena dated February 5, 2019. The documents are too voluminous to e-mail, so if you are interested in receiving another copy of these documents, please submit a check made out to “County of Yolo” in the amount of \$20 to my attention at 625 Court Street, Room 201, Woodland, CA 95695, and the CD will be burned and mailed to you. If the cost to produce the copies is less than \$20, a refund will be issued.*

On June 10, 2022 I responded as follows to the County’s response:

“I have in my possession all the documents provided to my attorney under his subpoena dated February 5, 2019. The information I sent to NBS was included in that response. But there was no final or draft report provided by that subpoena. I can only surmise that for some reason NBS destroyed all drafts of their report.”

Apparently, Yolo County does not intend to provide to the public any information regarding the NBS work. Why would that be?

#### **IV. Findings:**

The EMCSA is clearly a mess.

- El Macero homeowner money is being spent on (a) unnecessary legal costs, (b) costs of Yolo County having to respond to Public Record Act requests, and (c) cost of administering billings to El Macero homeowners for water and sewer service provided by the City of Davis.
- The BOS delegates its responsibilities to Yolo County staff without providing any guidance.
- The BOS hired a consultant to review their accounting process and make any suggested recommendations. The BOS never provided El Macero homeowners any draft or final report from that contract.
- The EMCSA Advisory Committee contains members that are (a) well over their term limits, (b) do not ask homeowners about matters when making recommendations to the BOS, and (c) Committee members that that are highly disrespectful to homeowners they disagree with. That kind of behavior should not be tolerated by the BOS who have appointed them to perform public business. The BOS has been advised of these problems and asked to remedy them. The BOS ignores those requests.

A major shakeup of the EMCSA needs to be made. LAFCO needs to make that recommendation.

## V. Conclusion

LAFCO should recommend the following:

- 1) Change the billing for El Macero homes for water and sewer to come straight from the City of Davis...removing Yolo County from involvement. Same as is done for Willowbank CSA area.
- 2) Stop the collection of reserve funds for drilling a future well. If El Macero homeowners in the future decide they want to drill a new well (an unlikely decision) those future home owners can figure out how to fund that.
- 3) Stop the collection of reserve funds to repave the Yolo County owned streets in El Macero. The streets have just been repaved. If future home owners want to repave the streets again those future homeowners can figure out how to fund that.
- 4) Stop the water operations charge. With City of Davis doing the billing directly there is no need for this Special Assessment.
- 5) The only purpose for the EMCSA and its Advisory Committee is to deal with the AB8 funds (aka general funds) that the state allocates to the EMCSA.
- 6) Have El Macero home owners choose the EMCSA Advisory Committee members instead of the BOS appointing them.

Respectfully provided by:

Richard Lauckhart

El Macero

Editor of the El Macero "Common Sense for El Macero" newsletter

President of El Macero Owners for Fair Taxes

## Christine Crawford

---

**From:** Christine Crawford  
**Sent:** Tuesday, November 1, 2022 1:11 PM  
**To:** 'Richard Lauckhart'  
**Cc:** Paul Guyer; Bill Aaronson  
**Subject:** RE: Further comments on your draft MSR...

The admin draft for the EM CSA was just posted [HERE](#) for tomorrow's advisory committee special meeting (as noted in my 10/28 email).

If you have any written (and hopefully consolidated) comments, I will be combining all the CSA MSRs and incorporating any warranted edits into a public draft that will post on the LAFCo website (to coincide with the public hearing notice published in the Davis Enterprise and Woodland Democrat on Nov 9<sup>th</sup>, 21-day notice before the 12/1 LAFCo hearing). And LAFCo will continue to take public comments up until the close of the public hearing on 12/1.

Regarding the Fire Protection Agencies MSR, I met with the East Davis FPD fire commissioners specifically.

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**From:** Richard Lauckhart <[lauckjr@hotmail.com](mailto:lauckjr@hotmail.com)>  
**Sent:** Tuesday, November 1, 2022 12:15 AM  
**To:** Christine Crawford <[Christine.Crawford@yolocounty.org](mailto:Christine.Crawford@yolocounty.org)>  
**Cc:** Paul Guyer <[guyerjpaul@gmail.com](mailto:guyerjpaul@gmail.com)>; Bill Aaronson <[ecmaa392@gmail.com](mailto:ecmaa392@gmail.com)>;  
[mark.krummenacker@yolocounty.org](mailto:mark.krummenacker@yolocounty.org); Mark Krummenacker <[Mark.Krummenacker2@yolocounty.org](mailto:Mark.Krummenacker2@yolocounty.org)>  
**Subject:** Re: Further comments on your draft MSR...

We would prefer you talk with us before releasing your draft. But if you choose not to do that we assume we will be afforded the same opportunities to talk with you after you release the draft that the fire area folks requested and got.

Rich

Sent from my iPhone

On Oct 31, 2022, at 3:39 PM, Christine Crawford <[Christine.Crawford@yolocounty.org](mailto:Christine.Crawford@yolocounty.org)> wrote:

Please see my previous email. As I have stated, LAFCo staff have reviewed all the information submitted, investigated your allegations, and will address them in the El Macero MSR.

---

**From:** Richard Lauckhart <[lauckjr@hotmail.com](mailto:lauckjr@hotmail.com)>  
**Sent:** Monday, October 31, 2022 3:25 PM  
**To:** Christine Crawford <[Christine.Crawford@yolocounty.org](mailto:Christine.Crawford@yolocounty.org)>  
**Cc:** Paul Guyer <[guyerjpaul@gmail.com](mailto:guyerjpaul@gmail.com)>; Bill Aaronson <[ecmaa392@gmail.com](mailto:ecmaa392@gmail.com)>;  
[mark.krummenacker@yolocounty.org](mailto:mark.krummenacker@yolocounty.org); Mark Krummenacker <[Mark.Krummenacker2@yolocounty.org](mailto:Mark.Krummenacker2@yolocounty.org)>  
**Subject:** Re: Further comments on your draft MSR...

What is disturbing to many of us is that Yolo County is charging our accounts for invoices that they should not be doing. And not carrying over unused AB8 funds. Will you be looking in to these matters? What suggestions would you have for dealing with these matters? An audit would seem to be the sensible thing to do I am unclear on why you are getting bothered by what we are asking.



Richard

Sent from my iPhone

On Oct 31, 2022, at 2:10 PM, Christine Crawford <[Christine.Crawford@yolocounty.org](mailto:Christine.Crawford@yolocounty.org)> wrote:

Richard –

Are you really suggesting and expect others on this email string to believe that if I don't agree with your demands/allegations the only logical conclusion must be that I'm part of some corrupt conspiracy and my head should roll? I am very confident in my professional integrity. I'm open to your passionate expression of opinions but not you bullying and threatening me. As I have stated, LAFCo staff have reviewed all the information submitted, investigated your allegations, and will address them in the El Macero MSR.

As always, I will share correspondence with the LAFCo members in the staff report packet but I need to create some boundaries after these disturbing emails and I'm not going to directly engage with you further on this.

Christine

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**From:** Richard Lauckhart <[lauckjr@hotmail.com](mailto:lauckjr@hotmail.com)>  
**Sent:** Sunday, October 30, 2022 3:30 PM  
**To:** Christine Crawford <[Christine.Crawford@yolocounty.org](mailto:Christine.Crawford@yolocounty.org)>; Paul Guyer <[guyerjpaul@gmail.com](mailto:guyerjpaul@gmail.com)>; Bill Aaronson <[ecmaa392@gmail.com](mailto:ecmaa392@gmail.com)>; [mark.krummenacker@yolocounty.org](mailto:mark.krummenacker@yolocounty.org); Mark Krummenacker <[Mark.Krummenacker2@yolocounty.org](mailto:Mark.Krummenacker2@yolocounty.org)>  
**Subject:** Further comments on your draft MSR...

Christine-

When it comes to Finance and Government, questions arise as to whether things are being done legitimately or is there corruption. Corruption in government is not uncommon in our country.

Who deserves our trust?

With respect to El Macero, Yolo County has to distinct parts:

- a) Yolo County general - Accounting Legitimate?
- b) EMCSA - evidence shows accounting is not legitimate!

Questions are:

- 1) Where is the EMCSA money?
- 2) Who is helping the money disappear from the EMCSA accounts?

What was the crime and who all conspired to take that money from El Macero funds?

Another question is, will LAFCO help unwind the problem? Or is LAFCO in fact a part of the conspiracy...either (a) by being asleep on the job or (b) by being an active part of the conspiracy.

El Macero homeowners are getting smarter about these matters and are **expecting** LAFCO to wake up and help address the problems. Homeowners would like to believe that LAFCO would act to stop the stealing of our money, but they are beginning to wonder if that will happen.

As I have previously mentioned, Yolo Financial reports indicate expense **amounts**, but do not provide the invoices that **support** those expenses. LAFCO itself acknowledged this fact in your last MSR for the EMCSA and recommended that Yolo County fix that problem. Yolo County has chosen not to do that. So, I had to make a Public Record Act requests for the invoices supporting the expenses charged to El Macero accounts over the last two years. It took Yolo County over two months to provide that information. They provided 295 invoices. As I have previously advised you, the majority of the money expensed to EMCCA accounts from those invoices was not properly charged to EMCSA accounts. I would expect LAFCO to investigate to see if my findings are not correct. **I would like to sit down with whoever does that investigation.**

**It would be a huge injustice if LAFCO does not perform that investigation in this MSR.**

Richard Lauckhart  
President - El Macero Owners for Fair Taxes

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**From:** Richard Lauckhart <[lauckjr@hotmail.com](mailto:lauckjr@hotmail.com)>  
**Sent:** Friday, October 28, 2022 10:40 PM  
**To:** Christine Crawford <[Christine.Crawford@yolocounty.org](mailto:Christine.Crawford@yolocounty.org)>; Paul Guyer <[guyerjpaul@gmail.com](mailto:guyerjpaul@gmail.com)>; Bill Aaronson <[ecmaa392@gmail.com](mailto:ecmaa392@gmail.com)>; [mark.krummenacker@yolocounty.org](mailto:mark.krummenacker@yolocounty.org) <[mark.krummenacker@yolocounty.org](mailto:mark.krummenacker@yolocounty.org)>; Mark Krummenacker <[Mark.Krummenacker2@yolocounty.org](mailto:Mark.Krummenacker2@yolocounty.org)>  
**Subject:** Regarding the email you sent me today about the El Macero MSR....

Christine-

Your email to me sent at 4:45 PM today indicates that you have read through my comments and made sure the MSR covers the Common Sense for El Macero issues. I am not sure what you read through but attached are two documents I

sent you on July 7, 2022, that should be addressed in your draft. It seems to me that many of the items are missing. For example, there appears to be no reference to the missing \$4 million. [*See attached excel spreadsheet and compare to Yolo County balances in these accounts.*]

Also, there is no mention of the 295 invoices that Yolo County charged our account, which invoices clearly are charging things to EMCSA accounts that should not be charged to the EMCSA accounts.

There is no mention of the LAFCO recommendations from the last MSR that Yolo County has refused to adopt. Why have LAFCO do all of this work if Yolo County simply ignores the LAFCO recommendations? While that may be technically legal, it seems that LAFCO should be pointing out the problems with your doing a lot of work and Yolo County simply deciding to ignore the work.

When the elected politicians to the Yolo BOS, (a) ignore concerns about missing EMCSA funds, (b) refuse to have an audit performed, and (c) do not respond in any way to the many comments I make to them at their Board meetings; that is intentional taking of our El Macero funds and using them for things the BOS wants to use them for rather than using them in El Macero like the BOS is supposed to be doing. **That is classic political CORRUPTION!**

LAFCO NEEDS TO AT LEAST ATTEMPT TO POINT OUT THESE PROBLEMS. [Note, when people learned that the Security and Exchange Commission (SEC) was told that Bernie Madoff was running a Ponzi Scheme, but the SEC ignored that fact for 16 years, heads eventually rolled at the SEC].

El Macero Owners for Fair Taxes feel that somebody needs to be listening to what we have learned about how the Yolo County BOS is being corrupt in its treatment of El Macero homeowners.

LAFCO is supposed to be a watch dog. If you fail to raise these points you are as problematic as was the SEC when it came to Bernie Madoff.

We look forward to your meeting with us as soon as possible.

Richard Lauckhart  
President, El Macero Owners for Fair Taxes

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**From:** Richard Lauckhart <[lauckjr@hotmail.com](mailto:lauckjr@hotmail.com)>  
**Sent:** Thursday, July 7, 2022 11:19 AM  
**To:** Christine Crawford <[Christine.Crawford@yolocounty.org](mailto:Christine.Crawford@yolocounty.org)>  
**Cc:** Paul Guyer <[guyerjpaul@gmail.com](mailto:guyerjpaul@gmail.com)>; Bill Aaronson <[ecmaa392@gmail.com](mailto:ecmaa392@gmail.com)>; [mark.krummenacker@yolocounty.org](mailto:mark.krummenacker@yolocounty.org) <[mark.krummenacker@yolocounty.org](mailto:mark.krummenacker@yolocounty.org)>; Mark Krummenacker <[Mark.Krummenacker2@yolocounty.org](mailto:Mark.Krummenacker2@yolocounty.org)>  
**Subject:** Re: Balances in EMCSA reserve funds as of June 20, 2022...

Christine-

Attached is the spreadsheet I referred to. My June 13, 2022, email to the EMCSA Advisory Committee (provided below) discusses this document.

Attached are the draft El Macero Owners for Fair taxes comments and recommendation on the LAFCO EMCSA MSR. This draft may be modified as we get further into the process.

Richard Lauckhart

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**From:** Christine Crawford <[Christine.Crawford@yolocounty.org](mailto:Christine.Crawford@yolocounty.org)>  
**Sent:** Thursday, July 7, 2022 11:01 AM  
**To:** 'Richard Lauckhart' <[lauckjr@hotmail.com](mailto:lauckjr@hotmail.com)>  
**Cc:** Paul Guyer <[guyerjpaul@gmail.com](mailto:guyerjpaul@gmail.com)>; Bill Aaronson <[ecmaa392@gmail.com](mailto:ecmaa392@gmail.com)>; [mark.krummenacker@yolocounty.org](mailto:mark.krummenacker@yolocounty.org) <[mark.krummenacker@yolocounty.org](mailto:mark.krummenacker@yolocounty.org)>; Mark Krummenacker <[Mark.Krummenacker2@yolocounty.org](mailto:Mark.Krummenacker2@yolocounty.org)>  
**Subject:** RE: Balances in EMCSA reserve funds as of June 20, 2022...

Hi Richard,

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Please also go ahead and email me the El Macero Owners for Fair Taxes comments and recommendations on the LAFCo MSR and I'll start taking a look at them.

Thanks,  
Christine

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**From:** Richard Lauckhart <[lauckjr@hotmail.com](mailto:lauckjr@hotmail.com)>  
**Sent:** Wednesday, July 6, 2022 7:13 AM  
**To:** Christine Crawford <[Christine.Crawford@yolocounty.org](mailto:Christine.Crawford@yolocounty.org)>;  
[mark.krummenacker@yolocounty.org](mailto:mark.krummenacker@yolocounty.org); Mark Krummenacker  
<[Mark.Krummenacker2@yolocounty.org](mailto:Mark.Krummenacker2@yolocounty.org)>  
**Cc:** Paul Guyer <[guyerjpaul@gmail.com](mailto:guyerjpaul@gmail.com)>; Bill Aaronson <[ecmaa392@gmail.com](mailto:ecmaa392@gmail.com)>  
**Subject:** Fw: Balances in EMCSA reserve funds as of June 20, 2022...

Christine and Mark-

Christine advises me that "*Mark Krummenacker is already working on the 5-year financial trends for the remaining CSAs and bringing El Macero CSA up to 2022*".

It sounds like there are some things happening on the El Macero CSA MSR. I do not want to miss an opportunity to bring things to your attention early in this restart process.

First, I am forwarding the email and spreadsheet I sent to the Advisory Committee on my calculations of EMCSA Reserve fund balances as of June 30, 2022. **See Email below** in which I suggest a sit down with the EMCSA Advisory Committee to go over my calculations. They have not responded to my request. The County has provided income statements and balance sheets for EMCSA funds, but they only provide the general ledger numbers and do not provide any legitimate back-up for the numbers they enter into the General Ledger. That is not legitimate accounting practice. The Advisory Committee does not ask for such back-up from Yolo County. The Advisory Committee is not properly representing El Macero homeowners including the 50 members of the non-for-profit company, "El Macero Owners for Fair Taxes.."

**I offer to sit down with Mark to go over my attached spreadsheet as he brings the El Macero CSA up to 2022.**

Second, the Board of "El Macero Owners for Fair Taxes" has prepared extensive comment and recommendation for the LAFCO MSR for the El Macero CSA. I would like to send that to you and meet with you about those extensive comments early enough in the restarted EMCSA MSR process that they can get proper attention. **When would you suggest I do that?**

I note that Yolo County LAFCO is one of the few LAFCOs in the state who do not have their own staff. Because of funding issues, Yolo County LAFCO relies on Yolo County staff. That may be OK for some purposes, but I find it a huge conflict of interest for Eric May to be legal counsel for LAFCO. He is Yolo

County's lead lawyer in opposing my efforts to fix things such as having and audit of Yolo County funds. Mr. May is the attorney that advised NBS to not finish their report on CSA accounting procedures and to destroy all drafts. Mr. May has written many emails to me criticizing my efforts and my approach to trying to get problems fixed. I am not sure what you can do about this, but **the LAFCO Board should be made aware of the conflict of interest.**

Richard Lauckhart  
President, El Macero Owners for Fair Taxes  
916-769-6704

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**From:** Richard Lauckhart  
**Sent:** Monday, June 13, 2022 10:29 PM  
**To:** zLIEN <[timlien@sbcglobal.net](mailto:timlien@sbcglobal.net)>; zLYNCH <[srldds@sbcglobal.net](mailto:srldds@sbcglobal.net)>; [dcronan646@sbcglobal.net](mailto:dcronan646@sbcglobal.net) <[dcronan646@sbcglobal.net](mailto:dcronan646@sbcglobal.net)>; Sandy Uhrhammer <[scuhammer40@gmail.com](mailto:scuhammer40@gmail.com)>; John McDonough <[jmcdonoughattyguy@yahoo.com](mailto:jmcdonoughattyguy@yahoo.com)>  
**Cc:** Kimberly Villa <[Kimberly.Villa@yolocounty.org](mailto:Kimberly.Villa@yolocounty.org)>  
**Subject:** Balances in EMCSA reserve funds as of June 20, 2022...

EMCSA Advisory Committee-

I have previously used Public Record Act requests to compute balances in the EMCSA reserve accounts through June 30, 2020. That balance was \$4,231,737.36.

Based on the response to my Public Record Act request to get copies of the invoices charged to these EMCSA Reserve Accounts for the next two Fiscal Year, I have now updated my calculations to June 30, 2022. The balances is now \$4,811,212.90.

Attached is the updated spreadsheet showing my calculations.

Steve Lynch recently publicly stated he spent many hours trying to understand my earlier calculations but could not figure out what I did. I suggest that Steve (and others with interest) sit down with me and my attached spreadsheet and discuss what I did and how I got my detailed numbers.

Because of the many problems I have documented regarding the 295 invoices I received from my PRA request, I did not include most of the cost from these invoices because the documents either were improperly charged to EMCSA accounts or because there was not sufficient information provided for many of the charges to agree they were properly charged. For example, there was no

legitimate back-up for the legal charges expensed to the El Macero General Fund (aka AB8) account.

Let me know if you want to have a sit down to go over my attached spreadsheet so I can answer your questions.

Richard Lauckhart

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## Christine Crawford

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**From:** Rick Fenaroli <borgotaro@sbcglobal.net>  
**Sent:** Monday, November 7, 2022 10:29 AM  
**To:** Christine Crawford  
**Cc:** Rick Fenaroli  
**Subject:** Wild Wings MSR

Hi Christine,

Hope this finds you well. The message board has been running your ppt for about a month. Don't know if you've had any feedback.

Regarding the community input itself, the historical complaint regarding past MSR's was that nearly all the responses used in the report came from County Staff and included no investigation of concerns or complaints from the community. Responses from the County were considered factually accurate, without checking. How can the MSR be based primarily on County input, when of course life is rosy from their perspective? They neither pay the bills nor are they accountable.

Georgia Cochran voiced her concerns at the meeting and she along with others have provided input that has not been included or acted upon. These are many of the complaints about the CSA that have continued for years. The 2015-2016 Grand Jury Report slammed the County for general management, fiscal issues, and lack of transparency. To review the contents of the 2014 MSR and compare it to the GJR, you would think it was two different entities. I will be curious as to whether there is any reference to the Grand Jury Report in this latest MSR? It was only because of the GJR that the County finally took action after years of receiving complaints.

At the October CSA meeting you witnessed discussions about the desire to remove Kemper as the manager of the golf course. Nothing is new here as the community has been complaining for years about Kemper. It now takes a crisis before we act. This is the same way the CSA has operated for years. We don't even follow parliamentary rules when it comes to voting. There are 6 members on the Board and only 3 members were present, not enough for a quorum. Yet we voted, and Staff has taken this to the Board of Supervisors as an "official" vote when it's not. This is yet another example of poor service provided by the the County.

The water delivery system (wells) have been an ongoing issue for years. The County never took proactive measures to improve the performance or volume of water from the wells until 2019 (or so) then it became a mad rush to lower pump wells or install larger motors. The collection of funds for arsenic removal was authorized back when the community was built in 2004/5, but funds were never collected until residents complained that we were operating for years with only (1) potable well. Back in 2012 residents provided multiple options for arsenic removal. The County never adopted any of the suggestions, then 8 years later hired consultants to spend residents money to study the problem and make recommendations. To date, we haven't done anything (equipment) related to arsenic.

When the WWTP failed in 2017 the County failed to hold the operator responsible. The County itself refused to accept any responsibility. If anything describes the dysfunctionality of the CSA, it was this event. In the end, the HOA had to sue the County to protect the interests of the residents. Will the MSR include any reference to the HOA suing and recovering damages from the County regarding management of the CSA?



There are countless examples of County mismanagement of the CSA and their ongoing failure to hold vendors accountable. You saw the example of Kemper's management of the golf course. Here are two others;

Last year, Staff went to the BOS with a request to increase the pay to the operator of the water/sewer system (SUSP). They asked for a 5% increase per the contract. In reality the request was for over 8.5% (\$26,000). In addition Staff had not read the contract and SUSP was only entitled to 1.4% (\$5,000). The BOS voted to approve the increase. It was only because the public questioned the fee increase that Staff realized the error and the BOS voted to rescind the fee increase. I don't remember the exact difference between what was proposed and what was actually due, but I recall something like \$21,000 additional in fees that residents would have been paying because of lack of oversight. Staff had never communicated with the CSA Advisory Committee in advance of the fee increase.

Staff just submitted an RFP for review by community members for potential utility (water/sewer) connections with other agencies. I happened to be one of the two community members who volunteered to review the proposals. The scoring only has cost as 5% of the total evaluation criteria, vendor references had more value. We were never told the costs of each proposal. When questioned, County Procurement said "it (cost) doesn't matter because there are enough funds in the grant to cover all of the proposals". As a taxpayer, I find that attitude by Staff to be completely unacceptable.

Management of the CSA is certainly better with Kim Villa, she is by far the best manager the CSA has ever had. She does a good job from my perspective. That said, there is still no ownership or accountability. As long as there is no fee impact to the general fund, the BOS rubberstamps everything they see. The County fought the inclusion of an independent voice on the CSA, finally giving the HOA representation on the CSA this year. The County still controls the other 5 seats and only selects citizens aligned with County perspectives.

The only meaningful changes in 17 years have occurred when the Grand Jury investigated the CSA. I think it's time for another "look under the hood" from an impartial 3rd party, to see what's really happening.

Regards,

Rick

**Rick Fenaroli**

**Borgo Taro Partners** PO BOX 8003, Woodland, CA 95776

[borgotaro@sbcglobal.net](mailto:borgotaro@sbcglobal.net)

530.304.7149 fax 530.666.5984

Business Analysis- Project Mgt - Process Engineering - CA Lic #869065

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**LAFCO**

**Meeting Date:** 12/01/2022

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**Information**

**SUBJECT**

Consider and adopt the Yolo LAFCo 2023 Meeting Calendar

**RECOMMENDED ACTION**

Consider and adopt the Yolo LAFCo 2023 Meeting Calendar.

**FISCAL IMPACT**

None.

**REASONS FOR RECOMMENDED ACTION**

The intent of an annual calendar is to provide the Commission with an overview of the year and consideration of events that affect meeting dates, and to set the regular meeting dates for the year.

**BACKGROUND**

Staff has considered meeting dates as set by Yolo LAFCo Administrative Policies and Procedures; impact of holidays; CALAFCO events; county and city association annual events; and, traditional break periods for meetings. Given these considerations the attached calendar proposes an overview of anticipated LAFCo meetings for the 2023 calendar year. This calendar does not preclude the call of special meetings as needed or cancellation of meetings, if appropriate.

Please note that the regular April LAFCo meeting coincides with the CALAFCO Staff Workshop. For this reason staff has moved the April meeting to the 20th and it conflicts with a regular SACOG meeting.

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**Attachments**

ATT A-2023 LAFCo Meeting Calendar

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**Form Review**

**Inbox**

Christine Crawford

Form Started By: Terri Tuck

Final Approval Date: 11/08/2022

**Reviewed By**

Christine Crawford

**Date**

11/08/2022 01:57 PM

Started On: 11/07/2022 11:13 AM



# Yolo LAFCo 2023 Meeting Calendar

## JANUARY

S	M	T	W	T	F	S
1	2	3	4	5	6	7
8	9	10	11	12	13	14
15	16	17	18	19	20	21
22	23	24	25	26	27	28
29	30	31				

## FEBRUARY

S	M	T	W	T	F	S
			1	2	3	4
5	6	7	8	9	10	11
12	13	14	15	16	17	18
19	20	21	22	23	24	25
26	27	28				

## MARCH

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			1	2	3	4
5	6	7	8	9	10	11
12	13	14	15	16	17	18
19	20	21	22	23	24	25
26	27	28	29	30	31	

## APRIL

S	M	T	W	T	F	S
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30						

## MAY

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21	22	23	24	25	26	27
28	29	30	31			

## JUNE

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## JULY

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23	24	25	26	27	28	29
30	31					

## AUGUST

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			1	2	3	4
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12	13	14	15	16	17	18
19	20	21	22	23	24	25
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## SEPTEMBER

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30						

## OCTOBER

S	M	T	W	T	F	S
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15	16	17	18	19	20	21
22	23	24	25	26	27	28
29	30	31				

## NOVEMBER

S	M	T	W	T	F	S
			1	2	3	4
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12	13	14	15	16	17	18
19	20	21	22	23	24	25
26	27	28	29	30		

## DECEMBER

S	M	T	W	T	F	S
						1
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9	10	11	12	13	14	15
16	17	18	19	20	21	22
23	24	25	26	27	28	29
30	31					

MEETING CALENDAR EVENTS	
	CSAC Legislative Conference (Apr 11-14)
Yolo LAFCo Meetings	Cap to Cap (Apr 22-26)
County Holidays	NACo Annual Conference (Jul 21-24)
CALAFCO Staff Workshop (Apr 26-28)	RCRC Annual Conference (Sep 20-22)
CALAFCO Conf.-Monterey (Oct 18-20)	League of Cities Conference (Sep 20-22)
	CSAC Annual Meeting (Nov 13-17)



**LAFCO**

**Meeting Date:** 12/01/2022

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**Information**

**SUBJECT**

A report by the Executive Officer on recent events relevant to the Commission and an update of staff activity for the month. The Commission or any individual Commissioner may request that action be taken on any item listed.

- a. CALAFCO Conference Review
  - b. 12.01.22 Long Range Planning Calendar
  - c. EO Activity Report - September 19 through November 18, 2022
- 

**Attachments**

ATT a-Outstanding Commissioner (Saylor) & Mike Gotch (Crawford) Nominations 2022  
ATT b-12.01.2022 Long Range Planning Calendar  
ATT c-EO Activity Report Sep19-Nov18

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**Form Review**

Form Started By: Terri Tuck  
Final Approval Date: 11/07/2022

Started On: 11/07/2022 10:59 AM







## Achievement Award Nomination Form

**NOMINEE - Person or Agency Being Nominated**

Name:

Organization:

Address:

Phone:

E-mail:

**NOMINATION CATEGORY** (check one – see category criteria on attached sheet)

- Outstanding CALAFCO Volunteer
- Outstanding CALAFCO Associate Member
- Outstanding Commissioner
- Outstanding LAFCo Professional
- Mike Gotch Excellence in Public Service (choose one category below)
  - Protection of agricultural and open space lands and prevention of sprawl*
  - Innovation, collaboration, outreach and effective support of the evolution and viability of local agencies, promotion of efficient and effective delivery of municipal services*
- Legislator of the Year (must be approved by the full CALAFCO Board)
- Lifetime Achievement Award

**NOMINATION SUBMITTED BY:**

Name:

Organization:

Address:

Phone:

E-mail:

**EXECUTIVE SUMMARY**

In no more than 250 words, summarize why this recipient is the most deserving of this award.

Commissioner Don Saylor (County Member) has served Yolo LAFCo continuously since February 2011, including 4 years as Vice Chair.

As a new commissioner in 2011, Commissioner Saylor was instrumental in fighting to maintain LAFCo as a full-time agency despite pressure otherwise with the recent retirement of its longtime EO and financial hardships of the Great Recession. He immediately recognized LAFCo's unique potential as a regional convener and championed hiring a full-time EO to expand Yolo LAFCo's opportunities to assist local agencies with shared services and personally mentored the new EO in this role.

Don Saylor is a steadfast and progressive leader as highlighted by the extraordinary collaborative, innovative and creative solutions more fully described in the nomination summary to local issues that go above and beyond LAFCo's legal mandate and add value for local agencies. These include shared services, convening local leader summits called "YED-talks", using the MSR tool to assist with JPA oversight, and conducting agency website transparency scorecards.

This past year, Yolo LAFCo came through a very controversial MSR of its 15 fire protection districts where Commissioner Saylor's allegiance to LAFCo and the BOS was tested. He always remained cognizant of which "hat" he was wearing and acted appropriately.

Commissioner Saylor will be sorely missed when his term ends later this year. While he may not have served CALAFCO directly, he has attended conferences and fully supported the EO serving as DEO for four years. He is truly deserving of CALAFCO consideration and this prestigious award.

**NOMINATION SUMMARY (2-pages maximum or 1,000 words) Sorry I couldn't get this field to expand, this is 937 words excepting nomination criteria numbered headings.**

**1. Nominee must be a Commissioner of a LAFCo in good standing with the Association.**

**2. Nominee shall be a Commissioner for the full year in which the nomination is being made.**

Don Saylor was sworn in February 2011 as the County Member and served as the Vice Chair from 2018 to 2022. He has served as a Commissioner for the full year of this nomination period. Commissioner Saylor has decided not to run for reelection and his term will end this year. Therefore, Don Saylor meets (and exceeds) all the nomination criteria, has not previously received this award, and his leadership at Yolo LAFCo is highly deserving as detailed below.

**3. Proven leadership of the commission and the community through collaborative, innovative and creative solutions to local issues is required.**

### **Proven Leadership**

When the previous Yolo LAFCo Executive Officer retired, LAFCo was at a crossroads. As a slow growth county, there were not many proposal applications to keep staff busy full time and Yolo LAFCo considered contracting out the EO position part time with agency funding in crisis following the Great Recession. However, Commissioner Saylor recognized LAFCo's unique potential as a regional convener and championed hiring a full-time EO to expand Yolo LAFCo's opportunities to assist local agencies with shared services and helped personally mentor the new EO into this role.

Don Saylor is a steadfast and progressive leader as highlighted by the following extraordinary collaborative, innovative and creative solutions to local issues that go above and beyond LAFCo's legal mandate.

### **Shared Services**

Commissioner Saylor has consistently championed and remains passionate about shared services to fulfill LAFCo's mission promoting efficient government services. Commissioner Saylor forged collaboration between Yolo LAFCo and SACOG on shared services, working closely with its Policy & Innovation Committee. Yolo LAFCo also conducted several informational studies to assist local agencies with issues of common interest:

- Yolo County Animal Services Study 2012 and 2013 Governance Study
- Yolo Broadband Strategic Plan 2015 <https://www.yololafco.org/yolo-broadband>

YED-Talks: In 2012 Yolo LAFCo began convening YED-talks (Yolo, education, and discovery, i.e., our local take on TED talks). A biannual summit of city, county, and school district elected officials and executive staff in Yolo County gathering to hear engaging informational speakers regarding issues of common interest. These summits have continued for over ten years regarding wide-ranging topics such as: broadband, poverty/homelessness, cannabis regulation, public engagement, and racism. These summits were quite literally Commissioner Saylor's creation and now we work with a planning committee to select and develop summit topics organized and facilitated by Yolo LAFCo <https://www.yololafco.org/yed-talks>.

MSRs for Key JPAs: Leading up to fiscal years 2019/20 and 2020/21, there was a JPA in the county that experienced a financial meltdown involving the Grand Jury that left city and county managers looking at

each other wondering who was watching over these JPAs they had created. Through a collaborative, innovative and creative shared services workshop process, it was decided together with the cities and County that Yolo LAFCo was well-positioned to fill this oversight gap. Don Saylor was eager to take on this additional responsibility and championed Yolo LAFCo as a valued, progressive partner agency leading shared services.

Considering MSR are not legally required of JPAs, it really underscores the extraordinary service beyond our legal mandate and collaborative efforts by Don Saylor to press LAFCo's value as a partner agency with the cities and County (i.e., JPA member agencies) to provide MSR-like service reviews of selected types of JPAs. In 2019, LAFCo began conducting JPA Service Reviews which is an innovative and creative solution to providing needed oversight to those JPAs in the county that provide municipal services. Under his guidance during the last two-year nomination period, LAFCo has adopted five JPA Service Reviews for the following agencies <https://www.yololafco.org/joint-powers-agencies-authorities-service-reviews>:

- Yolo Emergency Communications Agency, March 28, 2019
- Yolo County Public Agency Risk Management Insurance Authority, December 18, 2019
- Yolo Subbasin Groundwater Agency, October 29, 2020
- Valley Clean Energy Alliance, April 22, 2021
- Yolo Habitat Conservancy, May 27, 2021

Website Transparency Scorecards: An additional innovative outcome from the shared services workshop, Yolo LAFCo also conducts annual Yolo Local Government Website Transparency Scorecards beginning 2019 <https://www.yololafco.org/yolo-local-government-website-transparency-scorecards> to evaluate local agency websites for key transparency information as an indicator to agency health and accountability.

**4. The overall impact of the leadership of the Commissioner shall be considered.**

**5. Proven effective results and outcomes shall be demonstrated in the nomination.**

#### Exercising Political Will and "Wearing a LAFCo Hat"

During FY 2021/22, Yolo LAFCo embarked on a challenging MSR/SOI Update of our 15 fire protection districts, which have been suffering similar challenges as fire agencies statewide. Two years prior, the FPDs began petitioning Yolo County for a portion of its Prop 172 funding. After several years of committee meetings and unsuccessful proposals to address FPD financial sustainability, the County ended up deferring to the LAFCo MSR process.

In March, LAFCo had a meeting to discuss governance and reorganization options to recommend in the MSR. Suggestions to reorganize one of the FPDs in the County, raised the ire of another Yolo County Supervisor, and proceeded to bully and pressure staff to change the recommendations. Commissioner Saylor, although a County member, stayed extraordinarily clear about his role on LAFCo and was resolute in making the appropriate decision countywide from a LAFCo-perspective, knowing the Board of Supervisors would have a different set of priorities as it considers LAFCo's recommendations.

After a year-long process and four meetings/hearings before LAFCo, the Fire Protection Agencies MSR/SOI was recently adopted on July 28, 2022. Commissioner Saylor supported staff throughout this process and encouraged staff not to yield to the extreme pressure and compromise LAFCo's mission.

Commissioner Saylor takes his responsibilities very seriously and demonstrated consistently exercising independent judgment for the greater good despite the controversy and blowback. This is but one example of how Don Saylor exercises the political will to “do the right thing” always, despite the strong political pressure to maintain the status quo.

Commissioner Saylor will be sorely missed on Yolo LAFCo when his term ends later this year. He is truly deserving of CALAFCO consideration and this prestigious award.





## **Achievement Award Nomination Form**

**NOMINEE - Person or Agency Being Nominated**

Name:

Organization:

Address:

Phone:

E-mail:

**NOMINATION CATEGORY** (check one – see category criteria on attached sheet)

- Outstanding CALAFCO Volunteer
- Outstanding CALAFCO Associate Member
- Outstanding Commissioner
- Outstanding LAFCo Professional
- Mike Gotch Excellence in Public Service (choose one category below)
  - Protection of agricultural and open space lands and prevention of sprawl*
  - Innovation, collaboration, outreach and effective support of the evolution and viability of local agencies, promotion of efficient and effective delivery of municipal services*
- Legislator of the Year (must be approved by the full CALAFCO Board)
- Lifetime Achievement Award

**NOMINATION SUBMITTED BY:**

Name:

Organization:

Address:

Phone:

E-mail:

**EXECUTIVE SUMMARY**

In no more than 250 words, summarize why this recipient is the most deserving of this award.

Christine Crawford recently completed a yearlong “in-house” MSR/SOI Update for 15 fire protection districts (FPDs) herself with the help of a part-time finance analyst.

There was heightened political pressure on this process because:

- The FPDs are petitioning Yolo County to share a portion of the Proposition 172 Public Safety sales tax revenue approved by California voters in 1993;
- The County’s attempts at resolution failed, so it instead chose to defer (punt) to the LAFCo MSR process shifting pressure to LAFCo;
- Chronic missed calls by underperforming FPDs were impacting other departments via mutual/automatic aid agreements creating public safety crisis, and
- Absence of a chief in two FPDs that are disadvantaged.

Ms. Crawford worked with a subcommittee of local chiefs and successfully concluded this process 7/28/2022 with 13 of 15 FPDs accepting the MSR recommendations and 2 FPDs objecting. She attended individual FPD board and organized outreach meetings for a total of 33 meetings. She suffered verbal abuse, intimidation, and attempts to discredit the process from individuals fearing change to the status quo.

After initial pushback, 8 of 9 FPDs signed joint operation agreements (JOAs) implementing her recommendations before they were even adopted by LAFCo. Two FPDs were recommended for dissolution and reorganizing remaining contract FPD boundaries to better align with city service areas.

She’s working with Yolo County to be the “carrot and the stick” for the MSR recommendations and the BOS plans to consider the MSR recommendations at its 8/30/2022 meeting and hopefully initiate dissolution/reorganization of some of its FPDs.



**NOMINATION SUMMARY (1,000-word maximum – sorry, could not get this field to expand on form – this is 986 words)**

***Clear demonstration that the actions rise above expected or common functions or actions.***

Christine embarked on this ambitious process conducting the MSR “in-house” and working with a subcommittee of FPD chiefs through a transparent process. She attended individual FPD board meetings and organized areawide outreach meetings for each recommended JOA region for a total of 33 meetings. She suffered verbal attacks, intimidation, and attempts to discredit the process along the way from individuals fearing change to the status quo. The last MSR prepared by Citygate Associates in 2016 had largely been ignored and there was significant pressure put on this process because Yolo County deferred any financial decisions until LAFCo completed its work and recommendations regarding FPD sustainability. Ms. Crawford demonstrated extraordinary determination in the face of opposition.

***The actions reduced or eliminated common institutional roadblocks.***

Most of Yolo’s FPDs were formed in the 1930s and include “good old boy” and anti-government culture roadblocks. Christine was told multiple times, “if it ain’t broke, don’t fix it” and “this is a solution in search of a problem”. It took significant patience and multiple outreach meetings to soften this stance and build trust with the local chiefs.

With a solid foundation and policy framework based in CKH, EO Crawford developed the following MSR/SOI governance recommendations for its 15 FPDs:

- 9 of the FPDs create 3 regional JOAs (that may hopefully pave the way for future consolidations)
- 2 FPDs be dissolved/annexed into the remaining 4 contract districts, reorganized to align each boundary with 4 existing city service areas.

These recommendations support the much-needed evolution and viability of local agencies and promotion of efficient and effective delivery of municipal services.

***The actions clearly prove a truly extraordinary public service outcome that is systemic and sustainable.***

Christine led the MSR subcommittee with the following stated values and principles:

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

Despite initial pushback, 8 of the 9 FPDs that were recommended for JOAs actually created and signed them before the MSR recommendations were even adopted by LAFCo! Therefore, positive outcomes have already occurred. The actions will resolve accountability issues by dissolving 1 significantly underperforming FPD, resolving another contract FPD currently served by 3 different agencies and 2 dispatch agencies, and 1 city that provides service to 3 FPDs with varying contract costs and terms for the same service.

Yolo County plans an item to consider LAFCo’s recommendations and decide on an implementation strategy at its August 30, 2022 meeting. It is hoped the County will initiate FPD dissolution/reorganization per MSR recommendations to make permanent systemic changes.

***Identified unique circumstances and factors leading to the solution/project.***

Yolo's FPDs were formed from 1927-1974, 10 as dependent FPDs to the BOS (all but 1 delegated to a local fire commission) and 5 FPDs formed as independent districts. Since the local FPDs were formed mostly in the 1930s, several reorganizations had kept up with evolving service delivery, but governance reorganizations stopped in the 1990s. And during the 1980s and 1990s, the City of West Sacramento incorporated, and cities began taking over services for nearby FPDs, but FPD boundaries didn't keep up with these service changes.

Currently Yolo is blanketed with 15 FPDs, 11 that provide direct services and 4 that contract with cities. One of these FPDs is significantly underperforming, and unfortunately, needs to be dissolved and its services taken over by local cities by annexing to those existing contract districts. Some of the FPDs can be served by local cities while most are too remote. Two of the FPDs have most of their territory identified as disadvantaged reflected by lower property tax and assessment revenue. Some FPDs can afford paid personnel and reserve programs, while others are all volunteer. Some FPDs have strong community identity that allow for successful all volunteer programs, where many communities no longer can. For all these reasons, Ms. Crawford needed to uniquely tailor MSR recommendations to the array of FPDs and each's unique circumstances.

***The innovative steps taken by the LAFCo or entity/entities/individual to solve the problem, overcome the situation, or to take action.***

JOAs were an innovation for Yolo FPDs used elsewhere in the state. Two of the FPDs formed a JOA on their own as LAFCo was getting started in its MSR process. LAFCo was able to leverage that innovation as something that came from within their own chief's association and champion it elsewhere in Yolo to achieve "functional consolidations" with less resistance than a legal consolidation (but hopefully paving the way). Ms. Crawford needed to find a way to strengthen existing volunteer FPDs and not alienate those communities because there is not sufficient funding for countywide paid personnel.

***Clear description of the results/outcomes of the work and the short- and long-term effects.***

There are no clear performance standards for rural FPDs, so Christine worked with the subcommittee to establish performance metrics for the number of responding personnel and apparatus which is determined "adequate" for both fire and rescue/EMS calls. New response time goals were also developed because NFPA's 14 minutes is actually for structure fires only and time is measured for all the responders to arrive on scene, not first response.

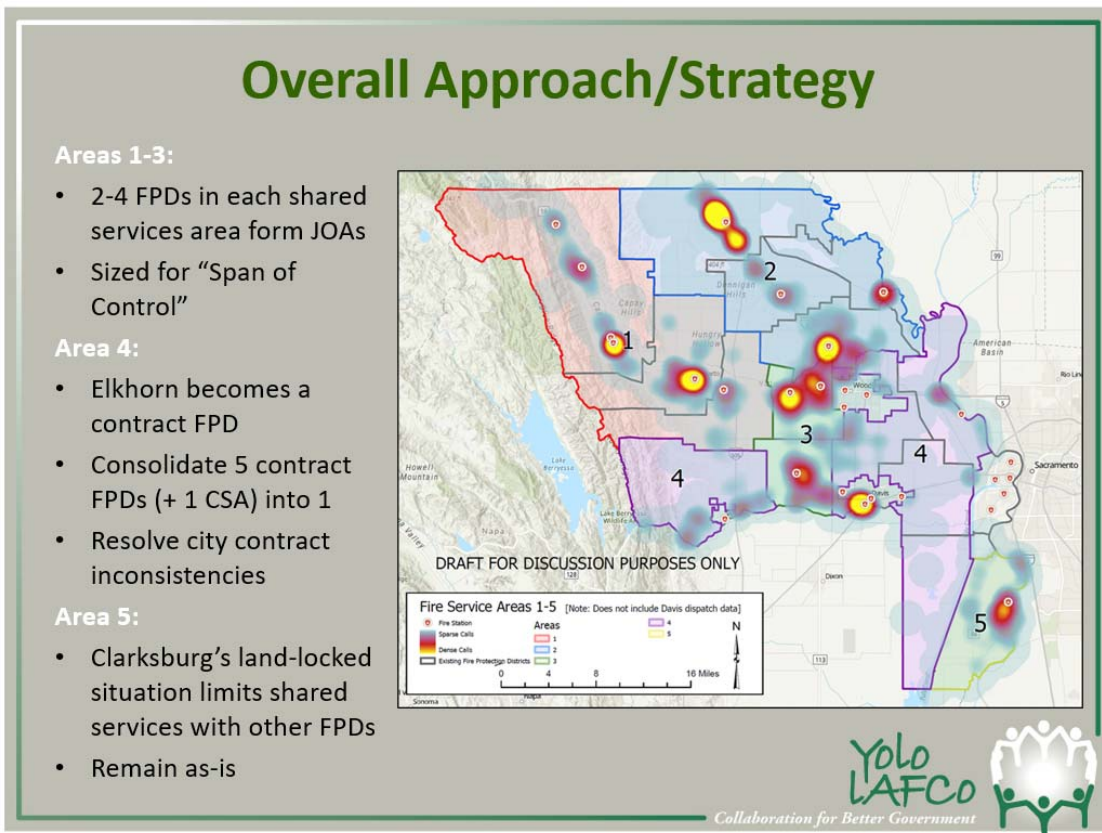
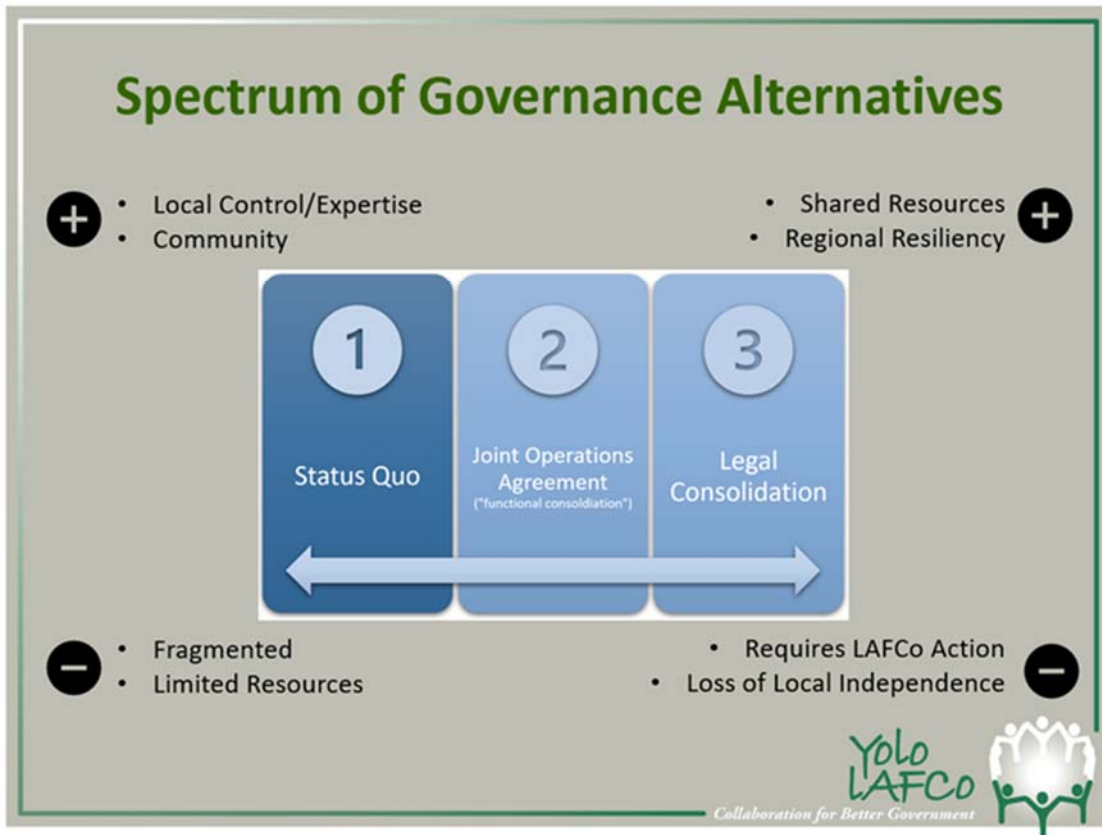
Results and effects include:

- Streamlined 9 of the FPDs into 3 regional JOAs
- Dissolve/annex 2 FPDs and reorganize them to align with the areas served by our 4 cities.
- Established recommended performance standards
- Established recommendations for annual written performance evaluations at FPD board meetings
- Provided policy templates for FPD use

***How this work can be promoted as a LAFCo best practice.***

Focus on the public policy goal, lay the framework to support the goal, metrics to objectively measure progress towards the goal, be transparent and collaborative along the way, and stay the course!

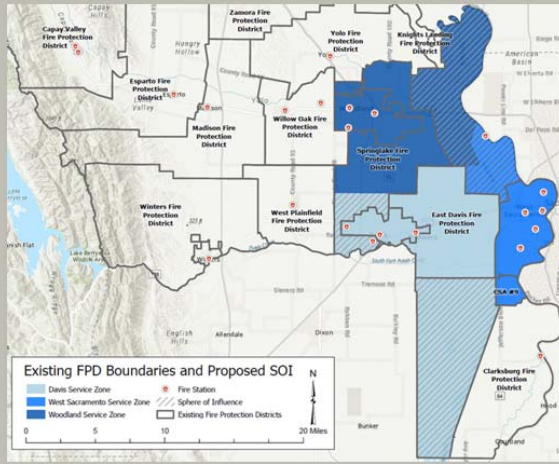
***Clear demonstration how this nomination meets all criteria.*** See above.



## Area 4 Reorganization to Absorb Elkhorn FPD

Recommendation:

- Springlake FPD would annex 22k acres of Elkhorn FPD
- Springlake FPD already has 3 different service providers and 2 separate dispatch agencies
- City of Davis serves 3 FPDs
- Boundaries have not kept up (and should evolve to align with) service providers
- Reorganization would NOT immediately change existing contracts or assessments (administered by successor agency as applicable)
- East Davis FPD would NOT be subsidizing other new areas
- County would make contracts and assessments more consistent over time



### LAFCo Executive Officer Outreach Meetings w/ FPD Officials During 2021/22 MSR Process to Date

FPD	No. of Meetings Attended	Meeting Dates with FPD Officials
Capay Valley	3	12/13/21; 2/21/22 (Area1); 4/7/22 (Area1 Chiefs only)
Clarksburg	2	11/11/21; 2/3/22;
Dunnigan	3	2/7/22(Chair & Asst Chair only); 2/9/22; 4/6/22;
East Davis	4	10/21/21; 2/17/22; 2/2/22; 5/16/22 (BOS, Chair & Asst Chair only)
Elkhorn	2	12/8/21; 2/9/22;
Esparto	3	10/14/21; 2/21/22 (Area1); 4/7/22 (Area1 Chiefs only)
Knights Landing	2	11/8/21; 3/14/22;
No Man's Land	0	BOS acts on behalf of FPD
Madison	4	11/8/21; 2/21/22 (Area1); 3/14/22; 4/7/22 (A1 Chiefs only)
Springlake	0	FPD declined - no need to meet
West Plainfield	2	10/26/21; 2/28/22 (Area3);
Willow Oak	2	11/2/21; 2/28/22 (Area3);
Winters	3	11/18/21; 2/17/22; 3/15/22 (City);
Yolo	2	11/1/21; 3/7/22;
Zamora	1	10/20/21;
<b>FPD Total</b>	<b>33</b>	
YCFA MSR Subcommittee	11	7/26/21; 8/19/21; 11/12/21; 1/2/22; 1/11/22; 1/25/22; 1/31/22; 2/1/22; 2/3/22; 3/7/22; 3/16/22; (probably more)
YC Ad Hoc	4	6/1/21; 7/6/21; 1/31/22; 3/10/22
<b>Grand Total</b>	<b>48</b>	



## Long Range Meeting Calendar – Tentative Items

### December 1, 2022 LAFCo Meeting

Meeting Date	Tentative Agenda Items
Jan 26, 2023	<ul style="list-style-type: none"> <li>• 2022 Local Agency Website Transparency Report</li> <li>• FY 22/23 Q2 Financial Update</li> <li>• Consider reappointment of Olin Woods as the Regular Public Member for a 4-year term ending February 2027</li> <li>• Select two Ad Hoc Legislative Committee Members to replace former City Member Tom Stallard &amp; former County Member Don Saylor</li> </ul>
Feb 23, 2023	<ul style="list-style-type: none"> <li>• Elect LAFCo Chair and Vice Chair for one year term ending February 1, 2024</li> <li>• Consider and adopt LAFCo Annual Work Plan for Fiscal Year 2023/24</li> </ul>
Mar 23, 2023	<ul style="list-style-type: none"> <li>• Draft LAFCo Budget for FY2023/24</li> <li>• MSR/SOI for the Yolo County Resource Conservation District</li> </ul>
Apr 20, 2023	<ul style="list-style-type: none"> <li>• FY 22/23 Q3 Financial Update</li> <li>• JPA Service Review for the Woodland-Davis Clean Water Agency</li> </ul>
May 25, 2023	<ul style="list-style-type: none"> <li>• Final LAFCo Budget for FY 2023/24</li> <li>• JPA Service Review for the WS Area Flood Control Agency (West SAFCA)</li> </ul>
Jun 22, 2023	<ul style="list-style-type: none"> <li>• Executive Officer Annual Performance Evaluation</li> <li>• Determination MSR/SOI not needed for the City of West Sacramento</li> </ul>

## New Applications Received Since Last Meeting Packet

Date Received	Application Name
	None



## LAFCo EO Activity Report September 19 through November 18, 2022

Date	Meeting/Milestone	Comments
09/23/2022	Stakeholder Meeting w/Supervisors Barajas & Sandy, County staff, & Fire Chiefs	Fire Sustainability Ad Hoc Committee Meeting
09/23/2022	Capital Region Coalition for Digital Inclusion - Quarterly Meeting	Attended
09/27/2022	BOS Meeting re: FPDs MSR/SOI Update w/County Staff Recommendations	Attended/Testified
09/28/2022	Meeting w/Springlake FPD	FPD MSR recommendations
10/03/2022	Meeting w/Kim Villa (County CSA Manager)	Wild Wings CSA MSR Review
10/04/2022	Meeting w/County staff	FPD Area 4 Reorganization Discussion
10/05/2022	Wild Wings CSA Meeting	Presented Draft MSR Recommendations
10/07/2022	Shared Services: Meeting w/District 2 Supervisors Deputy Tara Thronson & City of Davis' PIO Jenny Tan	Scoping YEDFall2022 Topic re: Collaboration Post COVID
10/11/2022	Meeting w/Kim Villa (County CSA Manager)	Willowbank CSA MSR Review
10/14/2022	Shared Services: Meeting w/Bernadette Austin (UCD Center for Regional Change) & District 2 Supervisors Deputy Tara Thronson	Facilitating Break Outs for Next Pressing Issue YEDFall2022
10/14/2022	Shared Services: Meeting w/Garth Lewis (YCOE)	Scoping YEDFall2022 Topic re: Collaboration Post COVID
10/14/2022	Shared Services: Meeting w/ UCD staff (Tod Stoltz and Bradley Pollock)	Scoping YEDFall2022 Topic re: Collaboration Post COVID
10/17/2022	Meeting w/Kim Villa (County CSA Manager)	North Davis Meadows CSA MSR Review
10/18/2022	Meeting w/Kim Villa (County CSA Manager)	EI Macero CSA MSR Review
10/25/2022	Willowbank CSA Meeting	Presented Re MSR recommendation to dissolve CSA and form CAC in its place
10/28/2022	Meeting w/County staff	GIS for Fire Sustainability Area 4 LAFCo Implementation
10/28/2022	YEDFall2022 Leaders Summit "The Yolo Way" – Post COVID	Participated/Facilitated
11/02/2022	EI Macero CSA Meeting	Presented re Draft MSR
11/03/2022	North Davis Meadows CSA Meeting	Presented Re Draft MSR
11/04/2022	Meeting w/County staff	FPD Area 4 Reorganization Process Discussion
11/16/2022	Willowbank CSA Meeting	Presented Re MSR Recommendation to Dissolve CSA and replace with CAC
11/17/2022	Meeting w/Supervisor Barajas	Dunnigan CSA MSR