

FINAL DRAFT

---

**MADERA LOCAL AGENCY FORMATION  
COMMISSION**

**MADERA AREA  
MUNICIPAL SERVICE REVIEW AND  
SPHERE OF INFLUENCE UPDATE**



OCTOBER 2018

---



**FINAL DRAFT**

# **MADERA AREA MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE**

**Prepared for:**

Madera Local Agency Formation Commission  
200 West Fourth Street  
Madera, CA 93637  
Contact Person: David Braun, Executive Officer  
Phone: (559) 675-7821

**Consultant:**



601 Pollasky Avenue, Suite 301  
Clovis, CA 93612  
Contact: Jerome Keene, Project Manager  
Phone: (559) 449-2400  
Fax: (559) 435-2902

October 2018

Cover Photo Credit: City of Madera Website

# **MADERA LOCAL AGENCY FORMATION COMMISSION**

## **Commissioners**

Tom Wheeler, County of Madera

Max Rodriguez, County of Madera

Charles Rigby, City of Madera

Waseem Ahmed, City of Chowchilla

J. Carol Graham, Public Member at Large

Andrew Medellin, City of Madera (City Alternate)

Brett Frazier, County of Madera (County Alternate)

Laura Young, Public Member at Large (Public Member Alternate)

## **Staff**

David Braun, Executive Officer

## **Legal Counsel**

Doug Nelson, LAFCo Counsel

**TABLE OF CONTENTS**

*Acronyms and Abbreviations*..... *vi*

***SECTION 1 - Introduction***..... ***1-1***

1.1 - Municipal Service Review Purpose ..... 1-1

1.2 - Summary of Issues..... 1-1

1.3 - Scope of this MSR ..... 1-4

1.4 - MSR Preparation, Review and Adoption Process ..... 1-4

1.5 - Required Topic Areas of Analysis ..... 1-4

1.6 - Assumptions Regarding Local Agency Structure..... 1-6

1.7 - LAFCo Powers ..... 1-7

1.8 - Key Considerations and Goals..... 1-8

1.9 - Services Comparison ..... 1-8

***SECTION 2 - Growth and Population Projections***..... ***2-1***

2.1 - Introduction ..... 2-1

2.2 - History of Madera ..... 2-1

2.3 - Planning and Growth Projections..... 2-2

2.4 - Anticipated Service Needs..... 2-5

    2.4.1 - General Plan Reserve Designations ..... 2-5

2.5 - Tax Sharing Agreements ..... 2-6

2.6 - Determinations ..... 2-9

***SECTION 3 - Disadvantaged Unincorporated Communities***..... ***3-1***

3.1 - Overview ..... 3-1

3.2 - Determinations ..... 3-4

***SECTION 4 - City of Madera***..... ***4-1***

4.1 - Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs or Deficiencies ..... 4-1

    4.1.1 - Capital Improvement Plan (Fiscal Years 2017/18 to 2021/22) ..... 4-1

    4.1.2 - Water..... 4-3

    4.1.3 - Wastewater..... 4-9

    4.1.4 - Fire Protection..... 4-16

    4.1.5 - Law Enforcement ..... 4-20

    4.1.6 - Parks and Community Services ..... 4-24

    4.1.7 - Road Maintenance ..... 4-30

    4.1.8 - Flood Control/Drainage ..... 4-33

    4.1.9 - Public Transportation ..... 4-39

    4.1.10 - Solid Waste Disposal ..... 4-44

    4.1.11 - Plans for Future Services..... 4-46

4.2 - Financial Ability to Provide Services ..... 4-48

    4.2.1 - City Budget..... 4-48

    4.2.2 - Rates and Fees..... 4-49

    4.2.3 - Proposition 218 ..... 4-50

    4.2.4 - Opportunities for Rate/Fee Restructuring..... 4-50

    4.2.5 - Determinations ..... 4-51

4.3 - Status of, and Opportunities for, Cost Avoidance and Shared Facilities ..... 4-52

    4.3.1 - Determinations ..... 4-53

4.4 - Accountability for Community Service Needs, including Governmental Structure and Operation Efficiencies ..... 4-54

    4.4.1 - Organizational Structure ..... 4-54

    4.4.2 - Practices and Performance..... 4-59

    4.4.3 - Determinations ..... 4-60

***SECTION 5 - County Service Areas ..... 5-1***

5.1 - County Service Area 3 – Parksdale ..... 5-1

    5.1.1 - Introduction ..... 5-1

    5.1.2 - Budget..... 5-3

    5.1.3 - Existing Facilities and Assets..... 5-4

    5.1.4 - Plans for Future Services ..... 5-9

    5.1.5 - Financial Ability to Provide Services ..... 5-11

    5.1.6 - Status of, and Opportunities for, Cost Avoidance and Shared Facilities..... 5-11

    5.1.7 - Opportunities for Rate Restructuring ..... 5-13

    5.1.8 - Governance ..... 5-13

    5.1.9 - Determinations ..... 5-13

***SECTION 6 - County Maintenance Districts..... 6-1***

6.1 - MD-19 – Parkwood..... 6-1

    6.1.1 - Introduction ..... 6-1

    6.1.2 - Budget..... 6-3

    6.1.3 - Existing Facilities and Assets..... 6-4

    6.1.4 - Plans for Future Services ..... 6-8

    6.1.5 - Financial Ability to Provide Services ..... 6-8

    6.1.6 - Status of, and Opportunities for, Cost Avoidance and Shared Facilities..... 6-9

    6.1.7 - Opportunities for Rate Restructuring ..... 6-10

    6.1.8 - Governance ..... 6-10

    6.1.9 - Determinations ..... 6-10

6.2 - MD-21 – Madera Acres..... 6-12

    6.2.1 - Introduction ..... 6-12

    6.2.2 - Budget..... 6-14

    6.2.3 - Existing Facilities and Assets..... 6-14

    6.2.4 - Plans for Future Services ..... 6-14

    6.2.5 - Financial Ability to Provide Services ..... 6-15

    6.2.6 - Status of, and Opportunities for, Cost Avoidance and Shared Facilities..... 6-15

6.2.7 - Opportunities for Rate Restructuring ..... 6-16  
6.2.8 - Governance ..... 6-16  
6.2.9 - Determinations ..... 6-16  
6.3 - MD-87 – Madera Southeast ..... 6-18  
6.3.1 - Introduction ..... 6-18  
6.3.2 - Budget..... 6-20  
6.3.3 - Existing Facilities and Assets..... 6-20  
6.3.4 - Plans for Future Services ..... 6-20  
6.3.5 - Financial Ability to Provide Services ..... 6-21  
6.3.6 - Status of, and Opportunities for, Cost Avoidance and Shared Facilities..... 6-21  
6.3.7 - Opportunities for Rate Restructuring ..... 6-21  
6.3.8 - Governance ..... 6-22  
6.3.9 - Determinations ..... 6-22

***SECTION 7 - Madera Valley Water Company..... 7-1***

7.1 - Overview ..... 7-1  
7.2 - Determinations ..... 7-1

***SECTION 8 - Sphere of Influence Review..... 8-1***

8.1 - Sphere of Influence Overview ..... 8-1  
8.1.1 - Present and Planned Land Uses ..... 8-1  
8.1.2 - Present and Probable Need for Public Facilities and Services ..... 8-6  
8.1.3 - Disadvantaged Unincorporated Communities ..... 8-6  
8.1.4 - Present Capacity of Public Facilities and Adequacy of Public Services..... 8-6  
8.1.5 - Existence of Any Social or Economic Communities of Interest..... 8-7  
8.1.6 - Sphere of Influence Recommendations..... 8-7

***SECTION 9 - Bibliography..... 9-1***

**LIST OF FIGURES**

Figure 1-1 - Regional Location ..... 1-2  
Figure 1-2 - Project Study Area..... 1-3  
Figure 2-1 - Planned Land Use Designations (General Plan)..... 2-4  
Figure 2-2 - Proposed Sphere of Influence from TSA ..... 2-8  
Figure 3-1 - Median Household Income (2016) ..... 3-2  
Figure 3-2 - DUC Areas..... 3-3  
Figure 4-1 - City of Madera – Existing Water System ..... 4-5  
Figure 4-2 - City of Madera – Proposed Buildout of Water System..... 4-6  
Figure 4-3 - City of Madera – Existing Wastewater System ..... 4-12  
Figure 4-4 - City of Madera – Proposed Buildout of Wastewater System..... 4-13  
Figure 4-5 - Existing Level of Service by Recreation Facilities..... 4-25

Figure 4-6 - City of Madera – Existing Storm Drainage System ..... 4-35  
Figure 4-7 - City of Madera – Proposed Buildout of Storm Drainage System ..... 4-36  
Figure 4-8 - MAX System Map ..... 4-40  
Figure 4-9 - City of Madera Organizational Chart ..... 4-56  
Figure 5-1 - County Service Area 3 - Parksdale ..... 5-2  
Figure 5-2 - CSA-3 Sewer System..... 5-6  
Figure 5-3 - CSA-3 Water System..... 5-7  
Figure 5-4 - CSA-3 Storm Drainage System ..... 5-8  
Figure 5-5 - City of Madera..... 5-10  
Figure 6-1 - Maintenance District 19 - Parkwood ..... 6-2  
Figure 6-2 - MD-19 Water System..... 6-5  
Figure 6-3 - MD-19 Sewer System..... 6-6  
Figure 6-4 - MD-19 Storm Drainage System..... 6-7  
Figure 6-5 - Maintenance District 21 – Madera Acres ..... 6-13  
Figure 6-6 - Maintenance District 87 – Madera Southeast ..... 6-19  
Figure 8-1 - Important Farmland Map (FMMP)..... 8-4  
Figure 8-2 - Williamson Act Contracts..... 8-5  
Figure 8-3 - Proposed Sphere of Influence City of Madera..... 8-11

**LIST OF TABLES**

Table 1-1 -Current, Authorized and Latent Powers Matrix ..... 1-10  
Table 2-1 -City of Madera Growth Estimates ..... 2-3  
Table 4-1 Capital Improvement Plan Funding Breakdown by Department ..... 4-1  
Table 4-2 -Number of Crimes Known by Madera Police Department ..... 4-21  
Table 4-3 -Comparison of Crimes per 1,000 Residents (2016) ..... 4-21  
Table 4-4 -Parkland within Madera by Type ..... 4-24  
Table 5-1 -CSA 3 Budget..... 5-3  
Table 5-2 -CSA 3, Zone A Budget..... 5-3  
Table 5-3 -CSA 3, Zone B (Self-Help) Budget..... 5-4  
Table 6-1 MD-19, Zone A Budget ..... 6-3  
Table 6-2 MD-19, Zone B (Sayre Ranch 3) Budget ..... 6-3  
Table 6-3 -MD-21 Budget..... 6-14  
Table 6-4 -MD-87 Budget..... 6-20

**LIST OF CHARTS**

Chart 4-1 -Water Department Revenues and Expenditures..... 4-7  
Chart 4-2 -Sewer Department Revenues and Expenditures..... 4-14  
Chart 4-3 -Fire Department Revenues and Expenditures ..... 4-18  
Chart 4-4 -Police Department Revenues and Expenditures ..... 4-22  
Chart 4-5 -Park and Community Services Department Revenues and Expenditures ..... 4-28  
Chart 4-6 -Street Division Revenues and Expenditures ..... 4-32  
Chart 4-7 -Fire Department Revenues and Expenditures ..... 4-37  
Chart 4-8 Transit Revenues and Expenditures ..... 4-42

Chart 4-9 Municipal Disposal Activities Revenues and Expenditures..... 4-45



## **ACRONYMS AND ABBREVIATIONS**

ACO	Non-routine Operating Expenditures
ADA	Americans with Disabilities Act
AF	Acre-Feet
CAL FIRE	California Department of Forestry and Fire Protection
CalPERS	California Public Employees Retirement System
CIP	Capital Improvement Program
CKH Act	Cortese-Knox-Hertzberg Local Government Reorganization Act
CPUC	California Public Utilities Commission
CSA	County Service Area
CWRCB	California Water Resources Control Board
DAR	Dial-A-Ride
DIF	Development Impact Fee
DUCs	Disadvantaged Unincorporated Communities
EMS	Emergency Medical Services
FTE	Full-time Equivalent
FY	Fiscal Year
GPM	Gallons per Minute
IS	Information Systems
ISO	Insurance Services Organization
LAFCo	Local Agency Formation Commission
LMZ	Landscape Maintenance Zone
LOS	Level of Service
LTF	Local Transportation Fund
MAX	Madera Area Express
MCC	Madera County Connection
MCCC	Madera Community College Center
MCTC	Madera County Transportation Commission
MD	Maintenance District
MFD	Madera Fire Department
MGD	Million Gallons per Day
MID	Madera Irrigation District
MPD	Madera Police Department
MSR	Municipal Service Review
MVWC	Madera Valley Water Company
PCS	Parks and Community Services
PVC	Polyvinyl Chloride
SMD	Southeast Madera Development Project
SOI	Sphere of Influence
WWTP	Wastewater Treatment Plant

## **SECTION 1 - INTRODUCTION**

### **1.1 - Municipal Service Review Purpose**

A Municipal Service Review (MSR) is a comprehensive assessment of the ability of existing local government agencies to effectively and efficiently provide municipal services to residents and users. The form and content of an MSR is specified by requirements in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) and in the State of California's Local Agency Formation Commission (LAFCo) MSR Guidelines, published in August 2003.

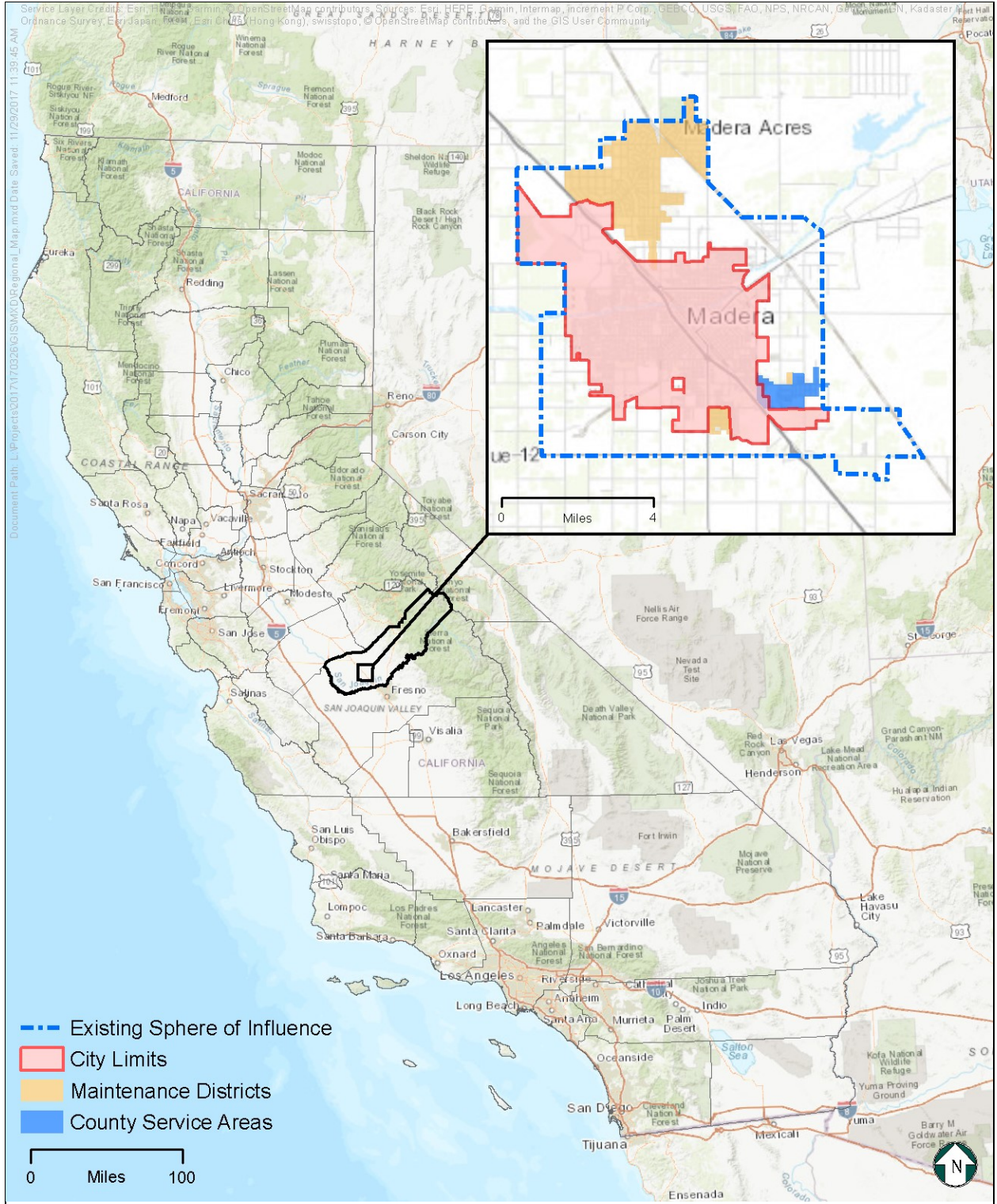
The CKH Act requires all LAFCOs, including Madera LAFCo, to prepare an MSR for each of its incorporated cities and its special districts. The fundamental role of LAFCo is to implement the CKH Act, which was adopted into State law to encourage the logical, efficient, and most appropriate formation of local municipalities, service areas, and special districts. MSRs are to be completed every five years, and must be completed prior to, or in conjunction with, an update of a city or special district Sphere of Influence (SOI) or before LAFCo initiates any reorganization of the boundaries of a special district.


This MSR was initiated by Madera LAFCo in the Fall of 2017 and is intended to provide Madera LAFCo with the necessary and relevant information related to the operations and management of the municipal service providers within the City of Madera's proposed updated SOI in western Madera County. Madera LAFCo desires to review the local governing landscape for service delivery and make recommendations for each agency that promote orderly growth and development while preserving surrounding agricultural and open space lands as well.

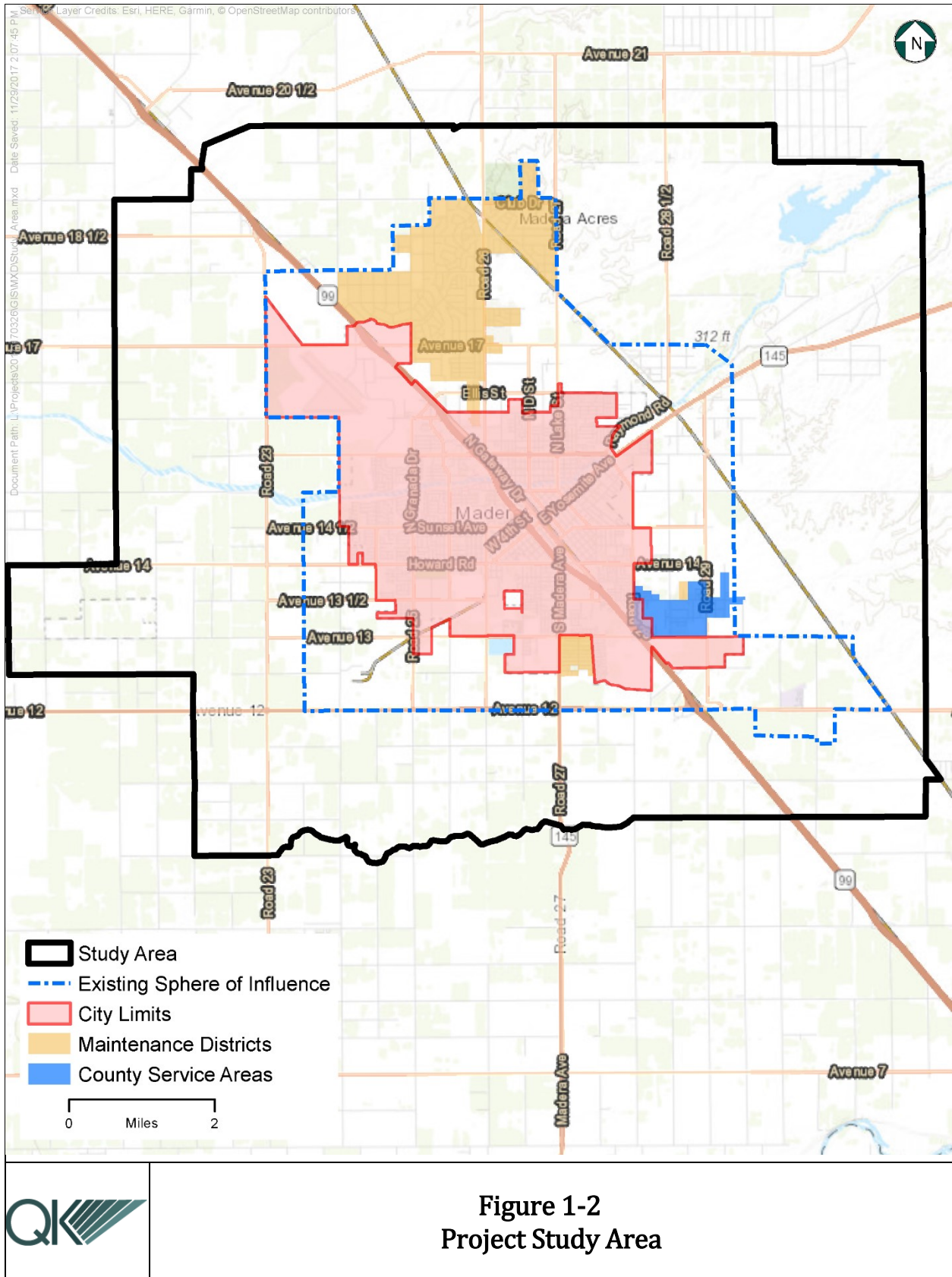
### **1.2 - Summary of Issues**

The Madera area is a community located within the San Joaquin Valley, off of State Highway 99, approximately 20 miles northwest of the City of Fresno (See Figure 1-1 and Figure 1-2). The 2016 American Community Survey estimated approximately 63,398 residents in the City of Madera. Developed areas surrounding the City include Parkwood (2,227 residents), Parksdale (3,022 residents), and the Madera Acres/Country Club (10,366 residents), within the unincorporated county. These areas include an additional 15,615 residents who are receiving a variety of municipal services, ranging from water, sewer and/or road maintenance services (American Community Survey, 2017).

This report focuses on reviewing agencies that provide services within the area and reviewing the probability that some of the services may be able to combine in some fashion by a single provider in order to eliminate possible confusion and/or inefficiencies in the governance structure currently employed.



 **Figure 1-1**  
**Regional Location**



### **1.3 - Scope of this MSR**

While LAFCo is not required to analyze private companies or maintenance districts (which are not considered special districts by the CKH Act), Madera LAFCo chose to review them in order to get a full picture of how services are being provided. There are other private water companies and systems that are identified in Section 3, but they are not studied in detail due to limited availability of information being released by each entity. The Madera Area MSR study area is outlined on the map in Figure 1-2.

Each of these entities provides one or more urban services in the Madera community. The agencies being studied are listed below:

- City of Madera
- County Service Area 3 (CSA-3)
- Maintenance District 19 (MD-19)
- Maintenance District 21 (MD-21)
- Maintenance District 87 (MD-87)
- Madera Valley Water Company

It should be noted that as part of the MSR, zones of benefit and any other alternated assessment mechanism, such as Community Facilities Districts, will also be examined and analyzed in order to determine the level of service provide within each entity.

### **1.4 - MSR Preparation, Review and Adoption Process**

The process of developing the MSR began with the collection of planning and budgetary documents and other records related to the provision of municipal services of each service provider.

The Draft MSR was prepared utilizing the gathered data from the County and City sources. A public meeting was held at the City of Madera City Council Chambers on September 26, 2018, to receive feedback regarding the Draft MSR. No comment letters were received by staff prior to the workshop, therefore only verbal comments received at the meeting were incorporated in the Final MSR.

A noticed hearing was scheduled at the City of Madera City Council Chambers on October 24, 2018, where comments from the public and adoption of the Final MSR, including its Determinations and Recommendations, could be considered. After input and comment from the public, the Commission approved the Final MSR.

### **1.5 - Required Topic Areas of Analysis**

This MSR contains analysis and conclusions, referred to as determinations, regarding six topic areas as set forth in the CKH Act. These areas of analysis focus on the essential operational and management aspects of each service provider, and together constitute a complete review of the ability of the providers to meet the service demands of the residents

and businesses within the Madera area. The six topic areas used for analysis in this MSR are as follows:

1. *Growth and Population Projections*

Service efficiency is linked to a service provider's ability to plan for the future needs of a city while also meeting existing service demands. This section reviews projected service demands and needs based upon existing and anticipated growth patterns and population projections. This is found in Section 2 -Growth and Population Projections.

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

Unincorporated disadvantaged communities, as defined by Water Code Section 79505.5, may lack basic infrastructure, such as water, sewer, or fire protection, because they may have been overlooked during the comprehensive land use planning process due to their socioeconomic status. To promote equality and environmental justice in accordance with adopted local policy and Senate Bill 244, which was adopted in 2011, the proximity of any disadvantaged community to existing service providers is analyzed and discussed in order to determine if the community should be included in the SOI of the District. This is found in Section 3 - Disadvantaged Unincorporated Communities

3. *Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs or Deficiencies*

Infrastructure can be evaluated in terms of condition, capacity, availability, quality and relationship to operational, capital improvement and finance planning. This section assesses the adequacy and quality of the service providers' physical infrastructure, and analyzes whether or not sufficient infrastructure and capital are in place (or planned for) to accommodate planned future growth and expansions. This information is found within each agency's section of the report.

4. *Financial Ability to Provide Services*

This section analyzes the financial structure and health of the district with respect to the provision of services. Included in this analysis is the consideration of rates, service operations, and the like, as well as other factors affecting the district's financial health and stability, including factors affecting the financing of needed infrastructure improvements and services. Compliance with existing State requirements relative to financial reporting and management is also discussed. This information is found within each agency's section of the report.

5. *Status of, and Opportunities for, Shared Facilities*

Practices and opportunities that may help to reduce or eliminate unnecessary costs are examined in this section. Occurrences of facility sharing are listed and assessed

for efficiency, and potential sharing opportunities that would serve to better deliver services are discussed. This information is found within each agency's section of the report.

6. *Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies.*

This section addresses the adequacy and appropriateness of the agency's existing boundaries and sphere of influence, and evaluates the ability of the district to meet their service demands under their existing government structure. Also included in this section is an evaluation of compliance by the agency with public meeting and records laws. This information is found within each agency's section of the report.

In this MSR, Growth and Population Projections are covered in Section 2 and Disadvantaged Unincorporated Communities are covered in Section 3. The other three topic areas are covered in Sections 4 through 7 and are organized by agency. Final determinations and recommendations are made in Section 8.

### **1.6 - Assumptions Regarding Local Agency Structure**

Every community provides municipal services a little differently. There are different types of agencies that are each allowed to provide a different mix of services. (See Table 1-1 for examples.) Some communities have only one city of special district and others have many. Sometimes the areas may overlap or receive services from multiple agencies. Madera LAFCo begins this analysis with a number of assumptions that are based on the preamble of the CKH Act.

The preamble of the CKH Act contains a number of legislative findings and declarations that serve as a general guide for LAFCOs and their purpose for being. The first and main declaration is that:

*It is the policy of the state to encourage orderly growth and development, which are essential to the social and economic well-being of the state.*

The legislature goes on to make further declarations in CKH Section 56001 about how the determination of orderly local government boundaries is important to orderly growth and development. The legislature also makes the following declarations in Section 56001. This is an appropriate place to begin the discussion of service provision in the Madera area:

*The Legislature finds and declares that a single multipurpose governmental agency is accountable for community service needs and financial resources and, therefore, may be the best mechanism for establishing community service priorities especially in urban areas.*

*Nonetheless, the Legislature recognizes the critical role of many limited purpose agencies, especially in rural communities.*

*The Legislature also finds that, whether governmental services are proposed to be provided by a single-purpose agency, several agencies, or a multipurpose agency, responsibility should be given to the agency or agencies that can best provide government services.*

The main issue to be addressed in this MSR is to determine what organization of local government structures and service providers can best encourage orderly growth and development and can best provide municipal services. Once that is determined by LAFCo, then questions of SOI and boundary change recommendations can be answered.

### **1.7 - LAFCo Powers**

LAFCo has the power to determine SOI for the City of Madera and each of the existing county service areas. An SOI is a plan for the probable physical boundaries and service area of a local agency. It is represented by a boundary line on a map. The boundary line shows the territory that is expected to eventually be within the agency's boundary, as determined by LAFCo. It is by this method that LAFCo makes policy statements about its intent for the future probable boundaries of a district. If LAFCo chooses to not adopt an SOI for a city or district, meaning that it chooses to adopt a "zero" sphere, then it is making the policy statement that its plan is for that agency to eventually be consolidated into another district. The preparation of an MSR is required prior to the amendment of a city or district's SOI.

Maintenance Districts and the privately-owned water companies are not considered special districts and LAFCo does not determine an SOI for them. However, these districts are included in the MSR to allow LAFCo to make determinations regarding their provisions of service in a manner that comprehensively reviews all services in the Madera area.

After the MSR is complete, and any SOIs have been modified, Madera LAFCo has the power to initiate changes of organization to reorganize and/or consolidate the districts. However, final approval of any change to district boundaries rests with the registered voters within the affected area being reorganized. If 50 percent or more of the registered voters provide LAFCo with a written protest of the reorganization, then it fails to be adopted. If 25 percent to 50 percent of registered voters provide a written protest, then the question of the reorganization is placed on the ballot of the next regularly scheduled election for voter approval. If less than 25 percent of registered voters provide a written protest to LAFCo, then LAFCo's approval of the reorganization would stand. Since the final determination of a reorganization of district boundaries rests with the people in the district being reorganized, LAFCo will likely want to see evidence that the people support the change before LAFCo approves it, and may want the citizens living within the districts to take the lead in proposing specific changes.



## 1.8 - Key Considerations and Goals

The MSR will use the following goals to evaluate the potential government structure options for the Madera area:

1. **Efficient provision of municipal services.** The ultimate goal of the preferred governance structure should be an efficient operating structure and stable fiscal basis required to effectively provide municipal services to the Madera area.
2. **Adequate revenue sources.** The ability to provide municipal services at adequate levels hinges upon stable revenue streams linked to the services for which the revenues are being collected.
3. **Proactive approach to governance structure.** Government agency reorganization proposals (e.g., municipal incorporations, major annexations, etc.) are necessarily complex procedures requiring substantial effort on the part of proponents, LAFCo and the affected agencies. These reorganizations are often more complex when contemplated on a reactive basis rather than a proactive basis. An understanding of a long-range approach to reorganization will assist in evaluating specific proposals to determine if they will bring the community closer to the desired end result.
4. **Avoidance of intergovernmental conflicts, competition, or issues.** Conflicts between local jurisdictions over control and other impacts across jurisdictions and competition for resources (e.g., fiscal revenue generators) often consume resources and weaken incentives to cooperate on important regional issues like transit service, water quantity and quality, air quality, and habitat conservation.
5. **Local preference.** There is often more than one feasible government structure that can potentially provide local municipal services. The residents and businesses of the community must have the opportunity to participate in choosing the method, especially since a governmental structure change will likely require some sort of election process for it to be implemented.

Local preference also may include agreements made between local agencies regarding where and how growth and development may occur within a region. These agreements have been identified within CKH as important for consideration during the MSR and SOI update process. The Commission “shall give great weight to the agreement to the extent that *it is consistent with [LAFCO] commission policies...* (emphasis added)” (Government Code §56425(b)).

## 1.9 - Services Comparison

The services that State law allow a city of a special district to provide vary. Some districts are only allowed to provide a very narrow range of services, while others can provide a wide range of services. Table 1-1 illustrates the services that each agency in the Madera area can provide.

The matrix in Table 1-1 specifies whether the services that can be provided are being provided now, are authorized but not being provided, or are latent.

**Provides** - means that the agency is authorized by LAFCo and State law to provide the service and that the service is currently being provided. These services may continue to be provided by the district at their discretion.

**Authorized** - means that the agency is authorized by LAFCo and State law to provide the service, but this service is not currently being provided by the district. The district has the authorization it needs from the State and LAFCo to begin providing these services at their discretion.

**Latent** - means that the agency is authorized by State law to provide the service, but districts are first required to gain LAFCo approval before it may begin providing the service. The process to gain LAFCo approval is described in CKH Section 56824.10 et seq. It is similar to an annexation process, requiring an initiating resolution from the district, followed by LAFCo approval after a public hearing.

**A blank box** - this means that state law does not allow that agency to provide that service. These services, if needed, would have to be provided directly by Madera County or by another agency that is authorized to provide the service.

**Table 1-1  
Current, Authorized and Latent Powers Matrix**

<b>Municipal Service Provided</b>	<b>CSA-3</b>	<b>MD-19</b>	<b>MD-21</b>	<b>MD-87</b>	<b>Madera Valley Water Company</b>	<b>City of Madera</b>
Water supply	Provides	Provides	Latent	Latent	Provides	Provides
Water distribution	Provides	Provides	Latent	Latent	Provides	Provides
Sewer collection & disposal	Provides	Provides	Latent	Latent		Provides
Storm drainage	Latent	Latent	Latent	Latent		Provides
Street maintenance	Provides	Latent	Provides	Provides		Provides
Street lighting	Latent	Provides	Latent	Latent		Provides
Street sweeping	Latent					Provides
Street landscaping	Latent					Provides
Street construction	Latent					Provides
Flood control	Latent					Provides
Solid waste collection, transfer, & disposal	Latent					Provides
Fire protection	Latent					Provides
Police protection	Latent					Provides
Ambulance service	Latent					Provides
Emergency medical service	Latent					Provides
Heat and power	Latent					Provides
Undergrounding of overhead electrical & communication facilities	Latent					Provides
Parks / recreation	Latent					Provides
Community facilities	Latent					Provides
Vector & pest control	Latent					Provides
Funding for land use planning	Latent					Provides
Funding for a municipal advisory council	Latent					Provides
Graffiti abatement	Latent					Provides
Weed & rubbish abatement	Latent					Provides

<b>Municipal Service Provided</b>	<b>CSA-3</b>	<b>MD-19</b>	<b>MD-21</b>	<b>MD-87</b>	<b>Madera Valley Water Company</b>	<b>City of Madera</b>
Soil conservation	Latent					Provides
Animal control	Latent					Provides
Transportation	Latent					Provides
Cemeteries	Latent					Provides
Airports	Latent					Provides
Open space habitat conservation	Latent					Provides

## **SECTION 2 - GROWTH AND POPULATION PROJECTIONS**

### **2.1 - Introduction**

The purpose of this section is to evaluate service demand based on existing and anticipated growth patterns and population projections. The MSR Guidelines call for LAFCo to determine historic and projected growth and absorption patterns in relationship to a service provider's boundaries and SOI. In addition, LAFCo is tasked with evaluating the impact and compatibility of such growth on and with land use plans, services, local government structures and growth patterns.

### **2.2 - History of Madera**

The City of Madera is located approximately 150 miles south of Sacramento and approximately 25 miles north of Fresno, in the San Joaquin Valley of central California. The City encompasses 15.8 square miles in southern Madera County, and is the county seat. It is located on relatively flat terrain with an average elevation of 272 feet above sea level. State Highway 99 bisects the City in a generally northwest/southeast direction. Highway 145 also runs through the City, and can be used to access State Route 41 to the east of the City.

The town of Madera was started in 1876 by the California Lumber Company. The site of the town was at the railroad terminus of the company's timber flume that ran down along the Fresno River from the Sierra Nevada mountains, bringing raw lumber down to be milled. The new town was named Madera after the Spanish word for lumber, and it sprang up with might and vigor. Within months, Madera contained about twenty private residences, two hotels, a saloon, a school, and a church. In 1896, Madera became the county seat of newly created Madera County, spurring the construction of a new courthouse, jail, zoo, and county park. The City of Madera was incorporated on March 27, 1907, and development continued along and around the main street, Yosemite Avenue.

The timber industry was the life and blood of Madera from 1876 to 1933, although its heartbeat sometimes faltered. Within a year after founding the town, the California Lumber Company found itself unravelling due to the devastating drought of 1877, which stalled development. In 1878, timber operations resumed under the newly incorporated Madera Flume and Trading Company, but a fire that destroyed the lumber yards in 1881 and the national depression of the 1890's weakened the company's existence.

The third, and last, major lumber company to operate within Madera was the Madera Sugar Pine Lumber Company. It operated for more than three decades, harvesting more than 50 million board feet of timber annually until the Great Depression brought the lumber industry to its knees. The Madera Sugar Pine Lumber Company and the lumberjacks that worked the local mills left a lasting legacy.

After the Depression, farming and agriculture, which had already been contributing to the City's economy, took up where timber harvesting left off. Today, Madera and Madera County

continue to boast a rich farming economy. On March 27, 2007, the City of Madera celebrated its 100<sup>th</sup> anniversary (City of Madera, 2018).

### **2.3 - Planning and Growth Projections**

The City of Madera General Plan was adopted in 2009 by the Madera City Council to provide land use development decision-making guidance and to provide a planning framework for the development of more detailed implementation plans and measures. A map depicting these planned land use patterns is shown in Figure 2-1.

Furthermore, the area surrounding the City of Madera is governed by the County of Madera. These areas include the communities of Parkwood, Parksdale and Madera Acres. Each of these communities receive services from a special district. However, they are currently governed by the County of Madera General Plan, which was adopted in 1994. The City, during their General Plan development, did take these areas into account and have planned accordingly in the event these areas were to be annexed.

In 2014, the City underwent the process of updating various infrastructure related master plan documents, which included the Water, Sanitary Sewer, Storm Drainage and Recycled Water. As part of the development of these documents, the City underwent the process of estimating population growth in order to properly plan for infrastructure growth.

The population projections begin utilizing the 2010 Decennial Census population count, which states that the City had a population of 61,416 residents. The population estimates then utilize an average growth rate of 3.5 percent per year to project future growth of the City. The studies conclude that the estimated population would be 219,318 residents by the year 2047.

Since the population estimates were generated utilizing the 2010 Census population, there is currently available information that would allow for these estimates to be updated accordingly. In Table 2-1, the population estimates have been updated to account for the more recent population information available and then the growth rate of 3.5 percent was utilized to project population out to 2047. Based on these updated figures, it is apparent that the infrastructure planning for the City would be able to support population growth beyond the 2047 horizon if current trends remain constant. However, anomalies or unforeseen events may occur over time that may spike growth in the City; therefore, the population estimates utilized by the City in their infrastructure master plans are adequate but should be monitored to ensure they are not being outpaced by growth.

**Table 2-1  
City of Madera Growth Estimates**

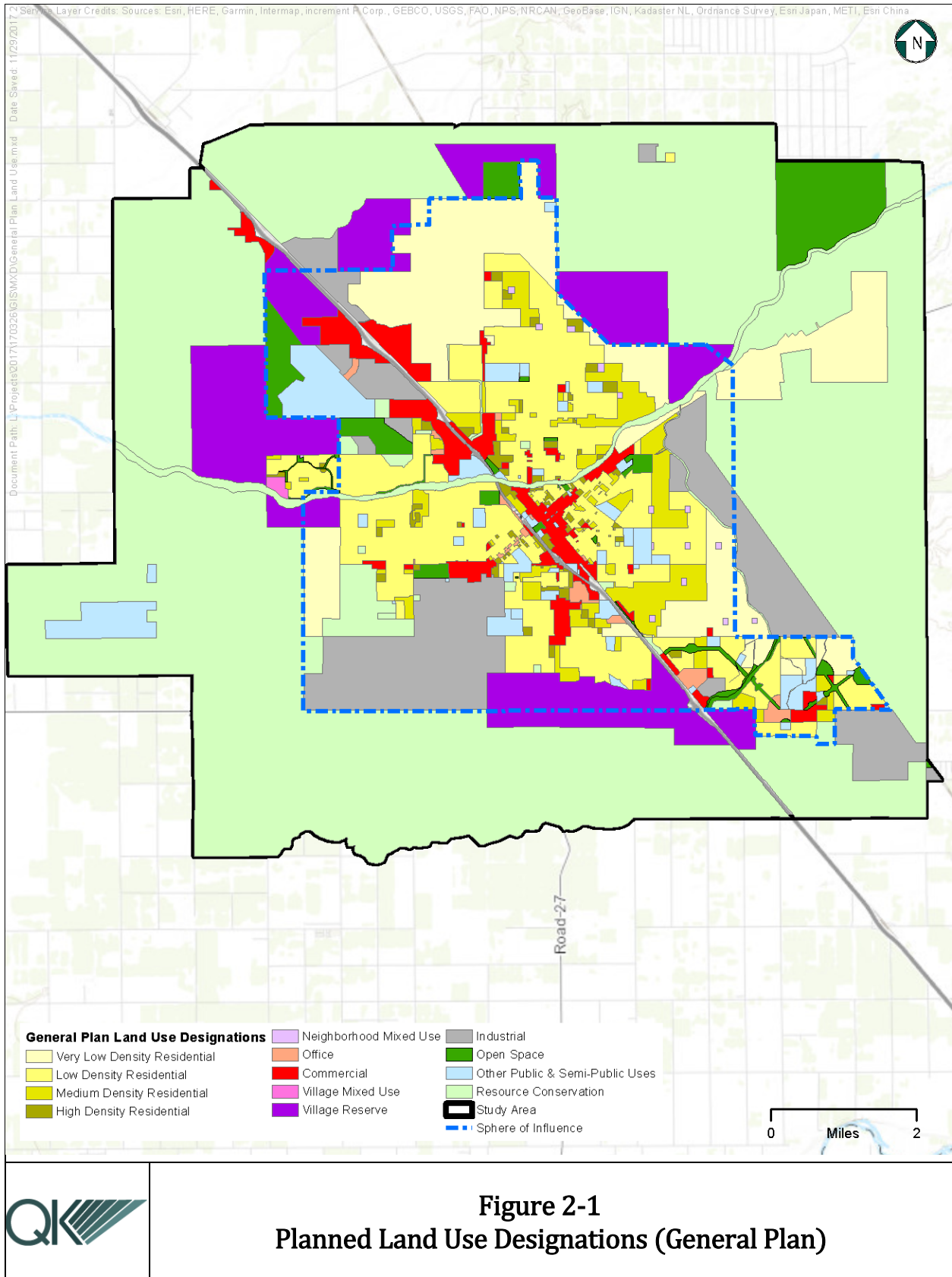
Forecast Year	Population Estimate	% Annual Growth	Forecast Year	Population Estimate	% Annual Growth
2010 Census	61,416 <sup>1</sup>		2019	72,355	3.5%
2011 (ACS)	60,221	-1.9%	2020	74,887	3.5%
2012 (ACS)	61,151	1.5%	2021	77,508	3.5%
2013 (ACS)	61,899	1.2%	2022	80,221	3.5%
2014(ACS)	62,559	1.1%	2023	83,029	3.5%
2015 (ACS)	63,053	0.8%	2024	85,935	3.5%
2016	65,260	3.5%	2025	88,942	3.5%
2017	67,544	3.5%	2026	92,055	3.5%
2018	69,908	3.5%	2027	95,277	3.5%
			2047	189,582	3.5%

Based on actual data currently available and supplemented using the 3.5 percent annual growth rate, the population in 2047 would be approximately 189,582 residents, which is about 30,000 less than the population forecast within the infrastructure master planning documents. However, for infrastructure planning purposes, the estimates would be acceptable as the infrastructure would be oversized to accommodate growth well beyond the planning horizon date.

Furthermore, there could be a possibility to include the outlying inhabited areas that are currently served by special districts. Within these areas, there currently lives approximately 13,000 additional residents, which would still be under the planning horizon population estimates for the infrastructure systems of the City. In some cases, the City is already providing some services to these communities so the possible inclusion of additional services through annexation could be relatively seamless. However, this discussion is expanded upon further within the corresponding services sections for both the City and the corresponding special district.

---

<sup>1</sup> According to the Census Bureau, there were approximately 591 individuals within group quarters, which may include persons that have been incarcerated. Subsequent years only include population counts located within households only as the inclusion of group quarters may fluctuate and therefore could give the illusion of growth or emigration from the City.





## **2.4 - Anticipated Service Needs**

The Madera area requires typical local services, such as water service, sewer service, police and fire protection, street maintenance, parks and recreation, schools, communication infrastructure, solid waste collection, and others.

Within the SOI, approximately 82 percent of the total parcels have been developed. However, the remaining 18 percent of the area that consists of undeveloped parcels has approximately 56 percent of the total acreage within the SOI. Furthermore, these undeveloped areas also have much larger available parcels to be developed and accommodate growth anticipated for the area, as shown in Section 2.3 and identified within the City's General Plan. These areas already have appropriate land uses within and around the City to accommodate growth. Furthermore, the City has done infrastructure master planning into these areas in order to ensure that services can be readily financed and extended.

The only area where the City did not do any infrastructure master planning was to accommodate possible needs of the Madera Acres area (MD-21). The area is currently serviced by individual septic systems and either Madera Valley Water Company or individual wells for water services. Road maintenance is performed through the maintenance district currently. In the event that Madera Valley Water Company were to be unviable, the City would be the logical next service provider for the area rather than the creation of another special district within the area. Therefore, the City and County should begin to work accordingly to accommodate the needs of the Madera Acres area in much the same fashion as the two have coordinated with Parkwood and Parksdale.

### **2.4.1 - GENERAL PLAN RESERVE DESIGNATIONS**

The City's General Plan identifies two types of reserve designations, Residential Reserve (overlay) and Village Reserve. Residential Reserve overlay designations are areas that are intended for development after 2015, according to the Housing Element. The Village Reserve designations are categories that require additional comprehensive planning prior to the submission of development projects, according to the Housing Element. These areas do not have specific densities or land use uses currently applied, so current anticipated needs are not known. The Village Reserve only have specific land use designations applied once the village level planning process is initiated and ultimately completed. This process is broken down into a three-step process in the City's General Plan:

- Step 1: Comprehensive Land Use and Implementation Planning
- Step 2: Detailed Neighborhood Plans
- Step 3: Development Proposals

As part of the comprehensive planning process, the City's General Plan requires Public Facilities Financing Plans (PFFP) that articulates the infrastructure and facilities required, their costs, financing mechanisms proposed and the feasibility of the financial burden the project would create prior to annexation (Policy LU-14). The anticipated service needs of

each Village area identified as reserve must analyze the backbone infrastructure and public service needs along with funding capacity.

## **2.5 - Tax Sharing Agreements**

As stated in Section 1.8 – Key Considerations, local preference of the local agencies is a key consideration during the review of the municipal service delivery and eventual growth pattern. Government Code §56425 discusses SOIs, as well as the considerations, that need to be taken under advisement by LAFCo when cities and counties enter into tax sharing agreements.

The process, as identified by CKH, details that an agreement to discuss the proposed new boundaries of the sphere take place between the City and County. The purpose of the discussions would be to explore development standards and planning and zoning requirements within the sphere to ensure that development within the sphere occurs in a manner that promotes the logical and orderly development of areas within the sphere. It is generally understood that these discussions and agreement are meant as an initial, preliminary proposal for the sphere boundary and not a final boundary, as LAFCO must first consider its local policies, rules, and laws before establishing an SOI.

The City and County engaged in discussions in 2017 to discuss a potential tax sharing agreement. It is noted that LAFCo was not a party to these discussions.

On June 6, 2017, the City and County of Madera adopted a Tax Sharing Agreement (TSA) that addressed the following primary areas:

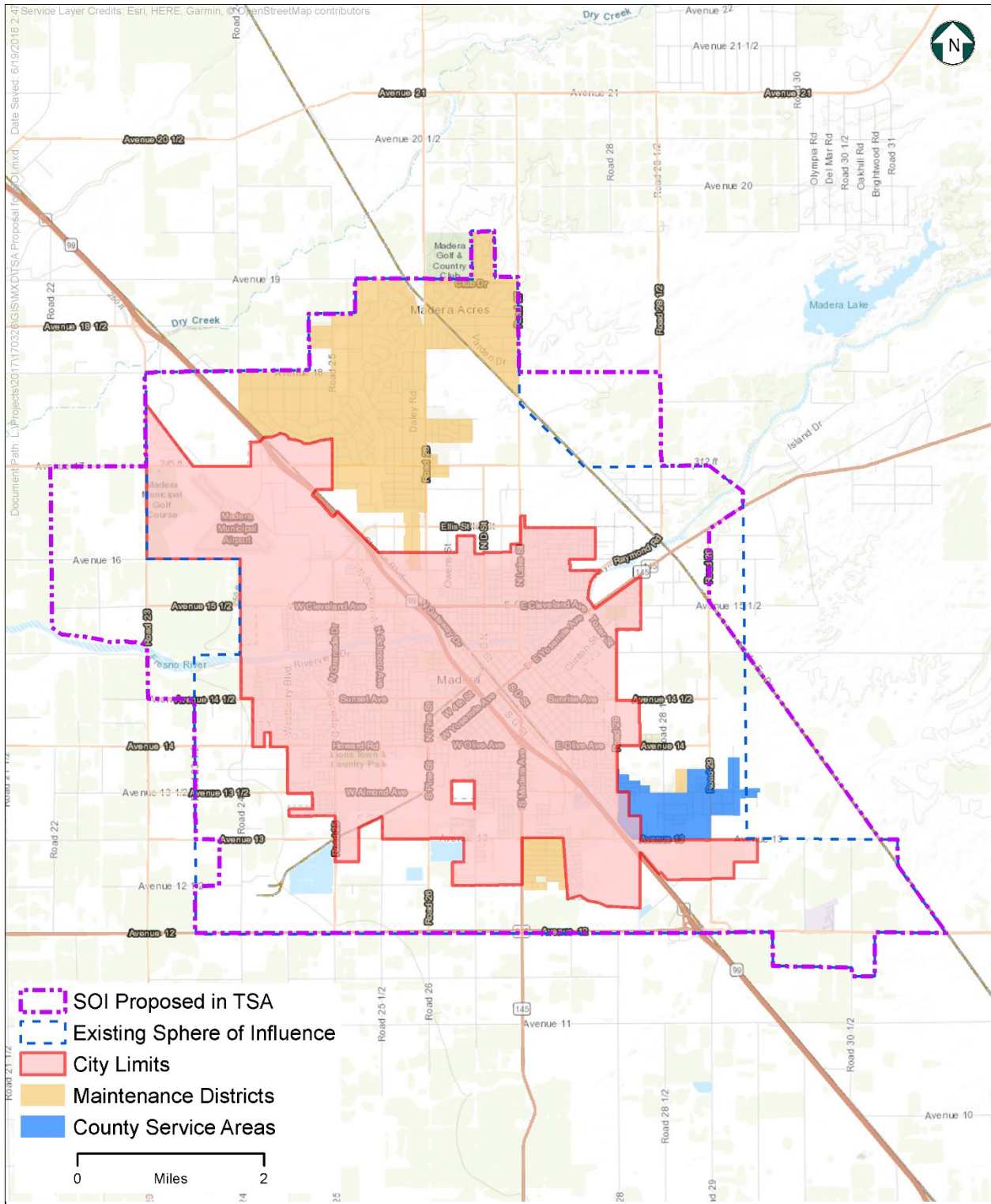
1. Property tax revenue exchange
2. Sales tax revenue exchange
3. Payment of library services by the City to the County
4. Law enforcement services extended to the Parkwood area
5. Development within and around the City's Urban Growth Boundary and General Plan planning area
6. Sphere of Influence boundary establishment

The development policies established and agreed to by the City and County promote consistency of standards and land use. This agreement does promote orderly development for projects within the County's jurisdiction that may eventually become part of the City within a reasonable timeframe. It also includes referral of projects to the City to determine if those projects are better suited to be processed and annexed to the City. These policies would be in line with general LAFCO principles and mandates of CKH to promote orderly development, as services and infrastructure will be consistent regardless of whether a project occurs in the County or City.

The proposed SOI boundary within the TSA identifies an area which the City and County agree that development is best suited to be in the City or where the City should be the

primary service provider, perhaps through extension of services agreements. The proposed SOI boundary agreed upon by the City and County is shown in Figure 2-2.

This boundary includes much of the City's urban development boundary as identified in their general plan. It includes existing communities of Madera Acres, Parkwood, Parksdale and Vista Grande Acres as well as the State Center Community College Specific Plan area and many rurally developed residential areas to the north and east. The boundary also consists of areas which are identified as village reserve by their general plan; but, many of these areas are also identified as prime farmland under the Farmland Mapping and Monitoring Program (FMMP) in addition to possibly being under Williamson Act contract.



**Figure 2-2**  
**Proposed Sphere of Influence from TSA**

## **2.6 - Determinations**

**Determination 2-1** - U.S. Census data indicates that the City had a 2010 population of 61,416, a 2023 population (5-year increment from present) of 83,029, and a population projection of 189,582 by 2047, according to the infrastructure master plans.

**Determination 2-2** - Based upon recent historical population trends from 2010 to 2015, the average annual growth rate was 0.6 percent for the City of Madera. Therefore, the current population is below the projections of various planning and infrastructure master plans.

**Determination 2-3** - The City plans for future growth through the implementation of policies and standards set forth in its General Plan. The City's General Plan was updated in 2009, and is a long-range guide for attaining the City's goals within its ultimate service area and accommodating its population growth. The City's General Plan provides a policy base to guide future growth within the City.

**Determination 2-4** - Present needs for public facilities and services are currently being met. Probable needs for public facilities and services are not currently anticipated to vary from present needs, as future demands are expected to remain relatively the same. Population increases are not currently anticipated to affect the City's ability to provide of services as growth is anticipated within the infrastructure master plans and General Plan.

**Determination 2-5** - The City contains policies in their General Plan that regulate future annexations.

**Determination 2-6** - The City and County have coordinated regarding surrounding communities, such as Parkwood and Parksdale, and the need to provide services comprehensively.

**Determination 2-7** - The City, County and, if applicable, the Madera Valley Water Company, should coordinate and discuss the extension of municipal level services to the Madera Acres community area.

**Determination 2-8** - The City and County have adopted a Tax Sharing Agreement that provides guidance for orderly and logical growth within proximity of the City of Madera.

**Determination 2-9** - In accordance with Government Code 56425(b), LAFCo shall give the proposed Sphere of Influence depicted in the adopted Tax Sharing Agreement great weight during the determination of a new SOI to the extent that it is consistent with LAFCo Commission rules and policies in addition to CKH.

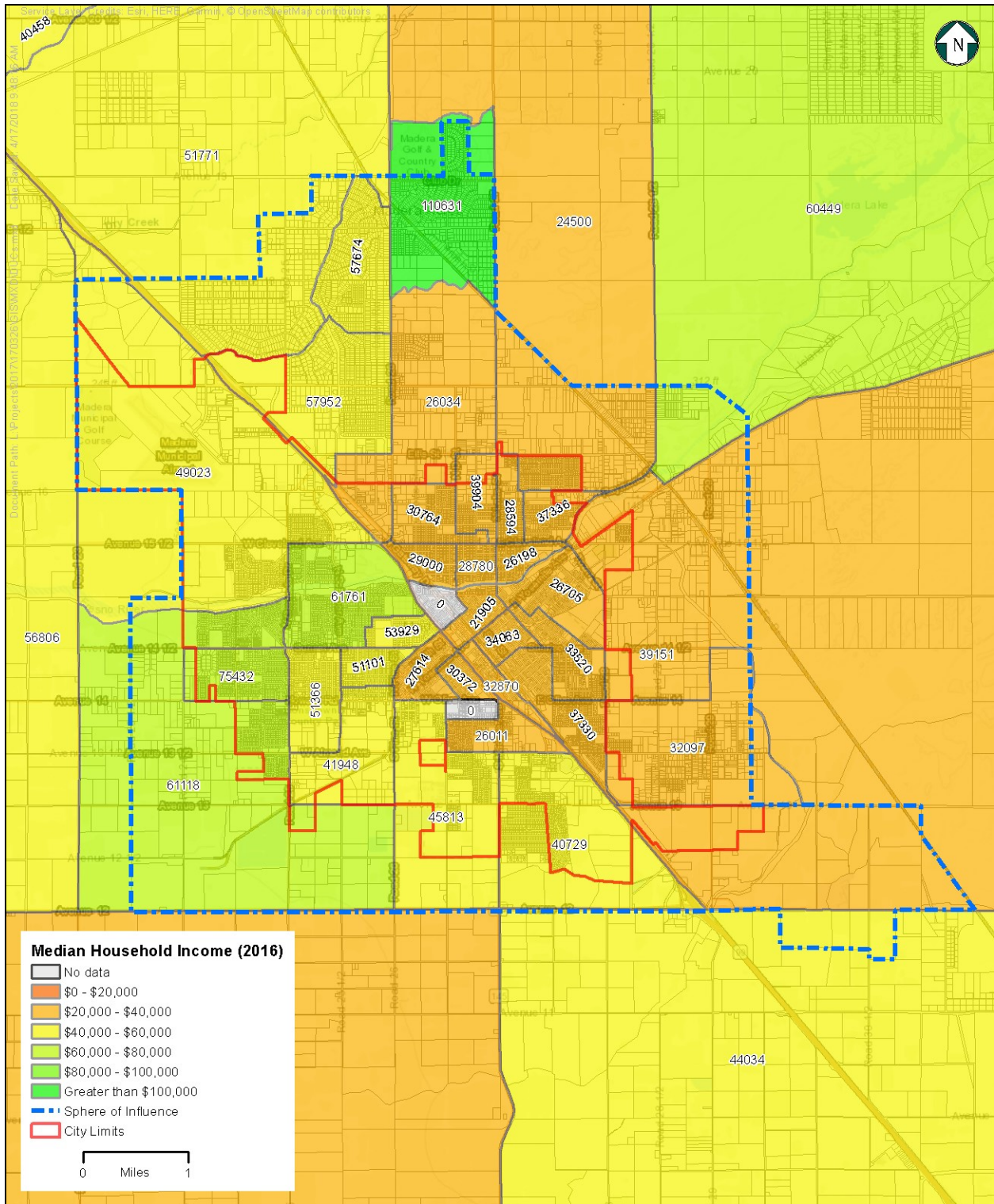
## **SECTION 3 - DISADVANTAGED UNINCORPORATED COMMUNITIES**

### **3.1 - Overview**

Disadvantaged Unincorporated Communities (DUCs) are defined as inhabited territory (12 or more registered voters) that constitutes all or a portion of a community with an annual median household income of \$51,026 which is less than 80 percent of the statewide annual median household income of \$63,783 in 2016 (United States Census Bureau, 2016). These communities were identified as an area of concern by Senate Bill 244 that was adopted into State Law in 2011. These communities may lack essential municipal services such as water or sewer as they may have been developed prior to infrastructure being installed in proximity to them. Fire protection is another service which needs to be reviewed in order to determine if these areas have adequate protection from the local service providers. Pursuant to State Law, LAFCo is required to identify any adjacent DUCs and determine if they should be included within any SOI amendment of an existing city or special district or potentially included during the consideration of any special district formation in the future. Lastly, Madera LAFCo has not adopted a policy or more specific definition of DUCs, therefore, the criteria within state law will be utilized. However, during their Housing and Land Use Element updates in 2014, the City specifically identified Parkwood (MD-19), Parksdale (CSA-3) and Vista Grande Acres, an existing neighborhood to the northeast, as DUCs as required by SB 244.

Within the Madera area, the special districts and private utility providers are the only entities which are currently providing potable water service. Wastewater service is provided in CSA-3 through an agreement with the City of Madera for capacity at the treatment plant as well as within MD-19B. Water service is provided through CSA-3 and MD-19A to their respective areas through a series of individual municipal wells. Fire protection by the City of Madera is done by collaborating with the Madera County Fire Department and CAL FIRE through mutual aid agreements. Therefore, although these areas are below the median income level, the appropriate services are currently being provided.

However, there are numerous areas outside the city limits which may also meet the definition of a DUC. Therefore, the only service required to be reviewed under the law is water service because the other two services either do not exist or there is only a single service provider already providing that service and inclusion in an SOI of a special district would not improve the level of service within the area. Figure 3-2 shows the DUCs identified by the City of Madera in addition to areas that need to be reviewed during annexation proposals by LAFCO as potentially being DUCs. These potential DUCs are currently below the income threshold only and must be reviewed and analyzed by LAFCo as being a neighborhood of 12 or more residents and lacking one of three services identified under the law (water, sewer and structural fire protection).



**Figure 3-1**  
**Median Household Income (2016)**

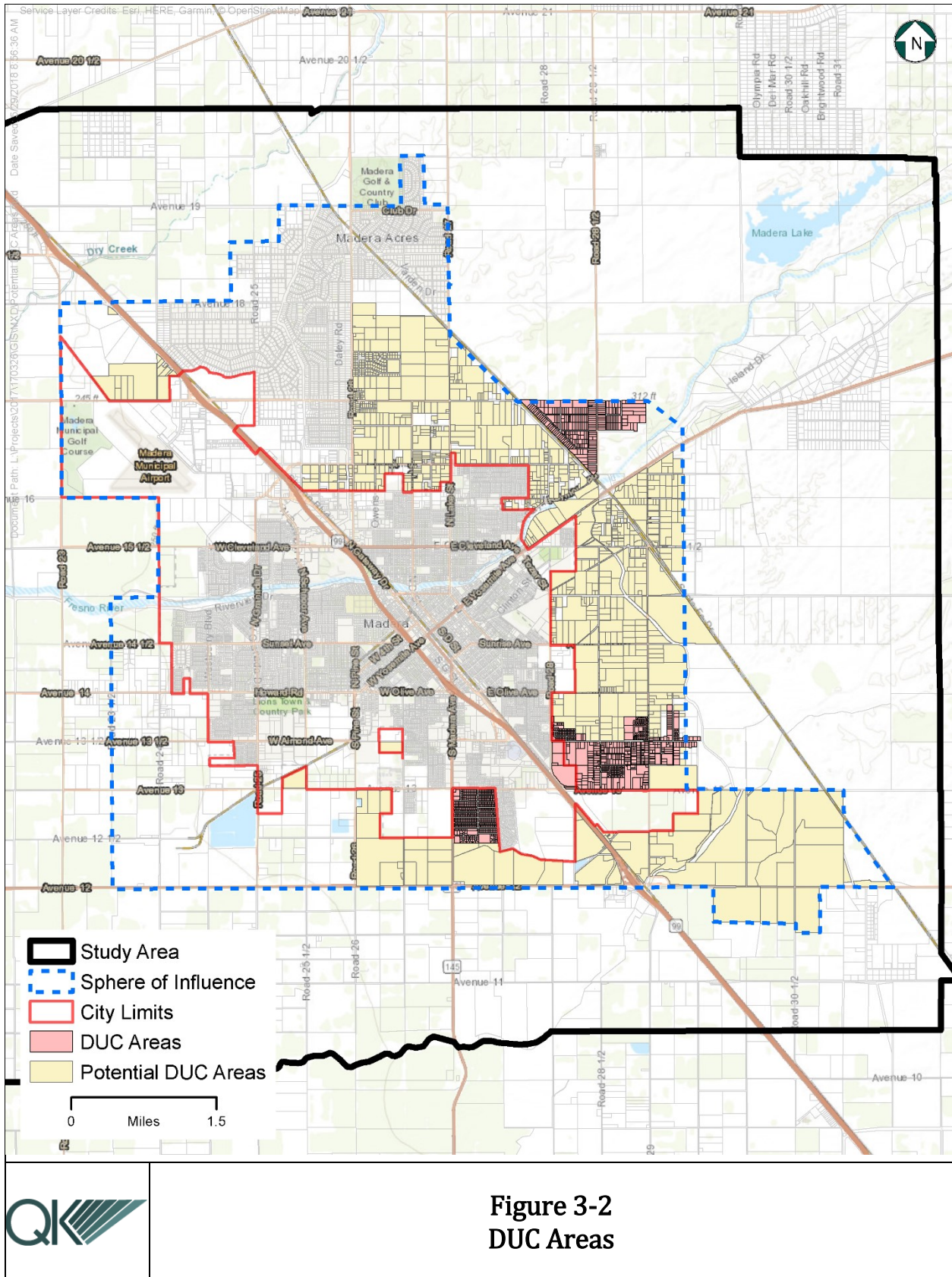


Figure 3-2  
DUC Areas



### **3.2 - Determinations**

**Determination 3-1** - There are Census Block Groups within the Madera area that have a median household income below \$51,026 (80 percent of the statewide median household income).

**Determination 3-2** - There are areas currently within the City's SOI that can be considered unincorporated disadvantaged communities due to median household income being below 80 percent of the statewide average.

**Determination 3-3** - There are areas within the SOI that currently receive water and/or sewer through a special district and fire protection services from CAL FIRE operated fire stations both in and outside the city limits. These areas would only be considered disadvantaged on the basis of income, not from a service delivery standpoint.

**Determination 3-4** - There are areas within the SOI that currently receive water and/or sewer through private facilities, such as wells and septic tanks, while receiving fire protection services from CAL FIRE operated fire stations both in and outside the city limits. These areas would only be considered disadvantaged from a service delivery standpoint and should be evaluated on a case by case basis to determine if it is a neighborhood of 12 or more registered voters to be included in a follow-up annexation, per State law.

**Determination 3-5** - There are areas within the SOI that currently receive water and/or sewer through a special district and fire protection services from CAL FIRE operated fire stations both in and outside the city limits. These areas would only be considered disadvantaged based on income, not from a service delivery standpoint.

## SECTION 4 - CITY OF MADERA

### 4.1 - Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs or Deficiencies

The purpose of this section is to evaluate the infrastructure needs and deficiencies of the City of Madera in terms of availability of resources, capacity to deliver services, condition of facilities, planned improvements, service quality, and levels of service.

LAFCo is responsible for determining that an agency requesting an SOI amendment is reasonably capable of providing needed resources and basic infrastructure to serve areas within the City and its SOI. It is important that these findings of infrastructure and resource availability are made when revisions to the SOI and annexations occur. LAFCo accomplishes this by evaluating the resources and services to be expanded in line with increasing demands.

#### 4.1.1 - CAPITAL IMPROVEMENT PLAN (FISCAL YEARS 2017/18 TO 2021/22)

The City's five-year Capital Improvement Plan (CIP) involved collaboration by the Engineering Division and Community Development to evaluate the City's Capital Improvement needs to accommodate the community both now and in the future. The five-year CIP is reviewed annually and includes projects from six departments: Airport, Community Development, Engineering, Fire, Parks and Community Services, Public Works, the Redevelopment Successor Agency and Transit. The largest contribution of funds goes to the Engineering Division for infrastructure projects (approximately \$92 million or 76.2 percent of the total CIP budget) (City of Madera, 2017).

**Table 4-1**  
**Capital Improvement Plan Funding Breakdown by Department**

Department	Project Funding	Overall Percentage
Airport	\$8,841,500	7.3%
Community Development	\$0	0.0%
Engineering	\$92,014,765	76.2%
Fire Department	\$8,837,000	7.3%
Parks and Community Services	\$3,045,218	2.5%
Public Works	\$325,000	0.3%
RDA Successor Agency	\$3,053,500	2.5%
Transit Program	\$4,676,000	3.9%
<b>Total</b>	<b>\$120,792,983</b>	<b>100%</b>

Source: City of Madera - Capital Improvement Plan - Fiscal Year 2017-18 To 2021-22

In addition, all current and potential projects are numerically scored and ranked based on identified priority, rate 1 to 3. However, there is no clear description or guiding policies that indicates how these priorities are derived. The only criteria listed within the CIP that was used were:

- Projects represent Improvements
- Projected to a maximum of ten (10) years
- Cost ranges from a minimum of \$5,000

The development of clear policies and quantifiable goals for the CIP would aid in its development of clear, justified projects and allow for year to year evaluation to determine the effectiveness of the CIP for staff, elected officials and the public. The City has adopted some policies for the general budgeting process as well as adopted some visioning principles in the General Plan; however, neither of these documents make mention of the CIP. The establishment of benchmarks and/or performance indicators would allow for the City to hold itself accountable on its progress and implementation of the adopted CIP.

### ***Determinations***

**Determination 4.1.1-1** – The City annually adopts a Capital Improvement Plan that identifies key capital projects that are needed to enhance services to residents.

**Determination 4.1.1-2** – The City should establish milestones, performance indicators and/or specific goals consistent with the visioning principles of the General Plan for the Capital Improvement Plan in order to benchmark its progress in achieving specific levels of service for its residents.

#### 4.1.2 - WATER

##### **Summary of Prior MSR Findings**

The 2003 MSR identified that the water system at that time was comprised of 13 active wells, a network of water mains with line sizes ranging from two inches to 14 inches in diameter, and an elevated storage tank with a capacity of one million gallons. At that time, the City had just updated the Water Master Plan that identified improvements to the year 2020. However, the primary deficiency identified in the 2003 MSR was the deficiency in water supply that needed to be addressed in the Southeast Service Area.

##### **Current Conditions**

The City completed an updated Water System Master Plan in 2014 that updated much of the information identified in the prior 2003 MSR.

The City's municipal water system now consists of 19 groundwater wells, a one-million-gallon storage reservoir, distribution mains, and fire hydrants. The City's generally flat topography slopes from east to west from 300 feet in the east to 240 feet in the west. With this generally flat topography, the City is maintained as a single pressure zone, with a single one-million-gallon elevated storage tank regulating system operation (Akel Engineering Group, Inc., 2014).

There are three wells that are currently not in use, or have limited use:

- Well No. 18 is only used during peak hours because the well operates on natural gas and is regulated by the San Joaquin Valley Air Pollution Control District. Future electrical appurtenances are planned for Well No. 18, and at the time of completion, the well is planned for normal operation.
- Well No. 26 is currently in use as a fire suppression well.
- Well No. 27 is not in use due to water quality concerns. This well is currently subject of review and cost analysis for resolving its water quality concerns, and may be reintegrated into the potable water supply.

The City currently has a supply capacity of 29.0 million gallons per day (MGD) during summer, and an existing peak hour demand of 31.9 MGD. The existing supply is currently deficient by approximately 2.9 MGD (Akel Engineering Group, Inc., 2016). This amount was derived in a more recent 2016 study prepared by Akel Engineering Group evaluating the adjacent special districts, MD-19 and CSA-3. This number varies from the Water Master Plan capacity numbers, but is more recent and was determined in collaboration with the City of Madera as well as the County. The City also includes estimates for the inclusion of the Madera Acres area (MD-21) in the event that water service is extended to this neighborhood.

However, groundwater in and around the City is declining at an average rate of two feet per year. The Water Master Plan proposed the following items to potentially alleviate or reduce the groundwater decline:

- **Recycled Water.** The treated effluent from the wastewater treatment plant may be used for irrigating landscape and for industrial process water, helping to limit the need for groundwater pumpage in these tasks.
- **In-lieu Recharge.** The City's treated wastewater effluent may be used for agricultural irrigation instead of groundwater pumping.
- **Surface Spreading.** This method utilizes stormwater runoff, and applies the runoff over a large surface area. This method, while providing the benefit of groundwater recharge, requires multiagency coordination and planning, which is not in place at this time.

The Water Master Plan identified that the most feasible means of limiting groundwater level declines for the City would be a combination of treated wastewater treatment plant effluent for percolation and in-lieu recharge with Madera Irrigation District. While recycled water use in the City would reduce the need for groundwater pumping, a feasibility study performed revealed that improvements may be cost prohibitive (Akel Engineering Group, Inc., 2014).

The Water Plan provides estimated improvements to services within the existing SOI as well as areas beyond that have been planned accordingly with the General Plan. The proposed improvements, if constructed, would be able to service the proposed build-out of the City in accordance with the population estimates provided. However, it does not appear that the proposed infrastructure improvements include areas of Madera Acres, likely due to the fact that the area may already receive services from another municipal provider (Water Valley Water Company) and/or incorporating any infrastructure improvements to the area may be cost prohibitive.

Additionally, there are areas outside of the existing SOI that would need to be added to an updated SOI prior to the City being able to legally extend infrastructure and service, either through annexation or an extra territorial service agreement. These areas include: River Road Estates, the Castellina Project area, and territory generally west of Road 24 and the municipal airport. As some of these areas are designated as Village Reserve in the General Plan, amendment of the SOI to include these areas may be considered premature currently as, according to the City's General Plan, these areas "require additional comprehensive planning prior to the submission of development projects (Pacific Municipal Consultants, 2009)." However, these areas, with the exception of River Road Estates, were included in the SOI proposed within the adopted TSA between the City and County. Therefore, once the appropriate comprehensive planning and other General Plan mandated processes have been completed, since facilities and infrastructure have already been planned accordingly, an annexation could then be supported by LAFCo.

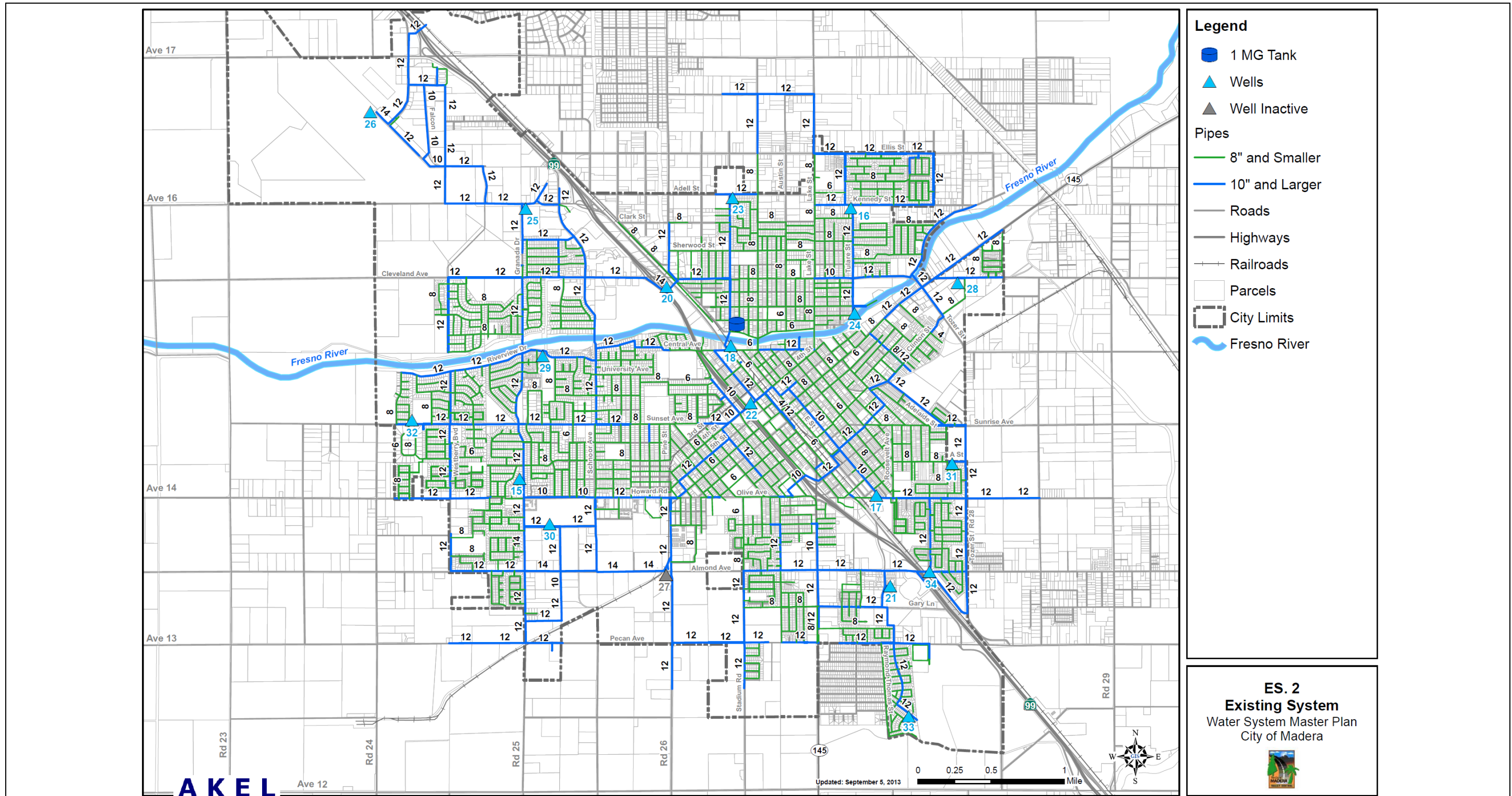


Figure 4-1  
City of Madera – Existing Water System (Akel Engineering Group, Inc., 2014)



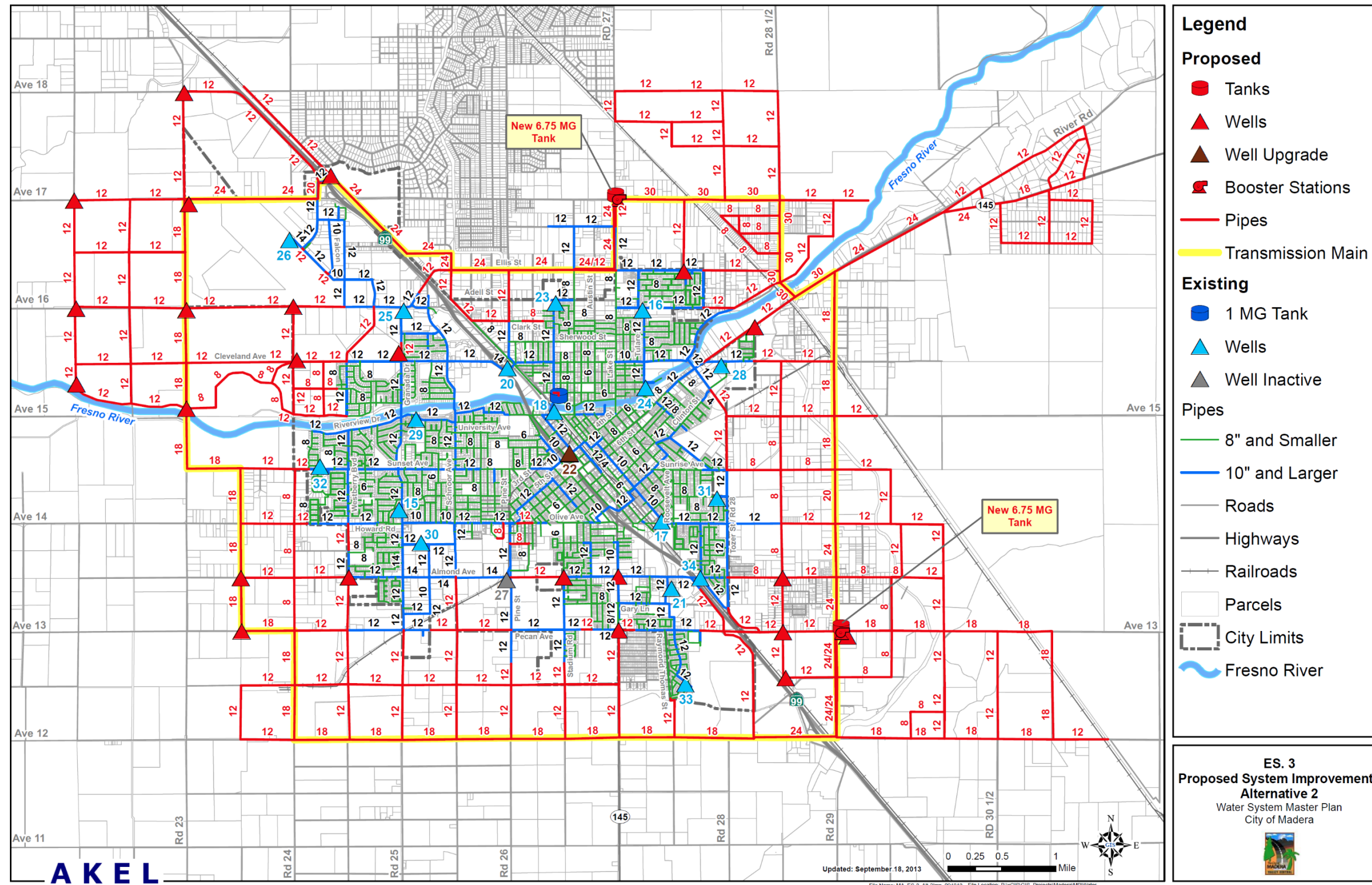


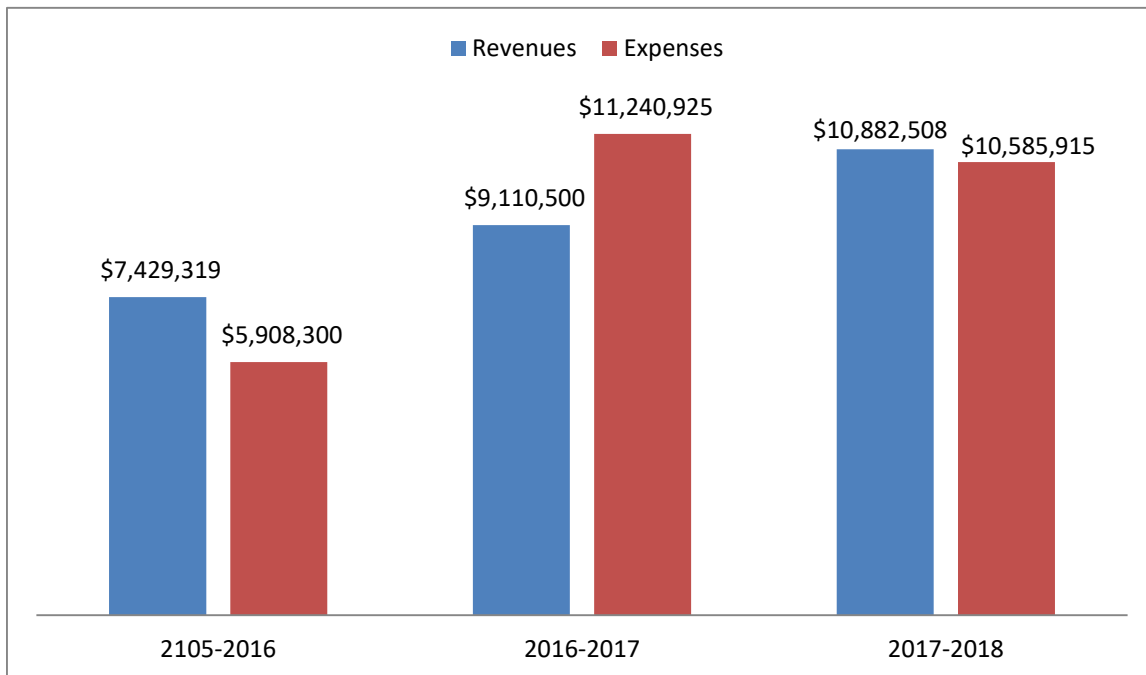
Figure 4-2  
City of Madera – Proposed Buildout of Water System (Akel Engineering Group, Inc., 2014)



**WATER DEPARTMENT FUNDING**

Within Public Works, the Water Department revenues are comprised of enterprise funds collected through user fees. As an enterprise fund, this service typically does not impact the General Fund as it generates revenues that can only be used to provide the identified service, in this case water delivery and supply. Revenue budgeted for water utility related activities total \$10.88 million in 2017-18, an increase of approximately 19.4 percent over the prior year’s budget.

**Chart 4-1  
Water Department Revenues and Expenditures (Maintenance and Operations)**



As shown in Chart 4-1, the department is a revenue generating department. Since the water utility operates as an enterprise fund, the department is not dependent on General Fund and special revenues. As a result, the water department comprises 0.0 percent of total expenditures of the City General Fund (City of Madera, 2017).

**Determinations**

**Determination 4.1.2-1** – The City operates a municipal water enterprise that services its residents.

**Determination 4.1.2-2** – The City has completed and adopted an Water System Master Plan in September 2014 to better identify and improve operations of the water system and plan for future needs of the City in accordance with population projects.



**Determination 4.1.2-3** – The City has planned to incorporate adjacent special districts as part of the overall water system master plan.

**Determination 4.1.2-4** – As development occurs within the SOI, the City should look to annex developed areas which it is already servicing to maintain an orderly water service delivery area.

### 4.1.3 - WASTEWATER

#### **Summary of Prior MSR Findings**

The 2003 MSR identified that the system at that time was comprised of 130 miles of sewer pipelines ranging from six to 48 inches in diameter, and includes four sewage lift stations and associated force mains. Wastewater is conveyed by the collection system to the City's Wastewater Treatment Plant (WWTP) located west of the city at the intersection of Avenue 13 and Road 21½. The City also conveys wastewater flows from Parksdale (CSA-3) and the southern portion of the Parkwood area (MD-19B), both located outside the City limits.

At that time, the City identified improvements in the 1997 update that looked into future design flows of the current SOI. The primary deficiencies in the 1997 Master Plan identified were:

- A new trunk sewer will be required to accommodate development in the area of Avenue 13 between Road 25 and State Highway 99. This area will not have sufficient capacity to convey future flows from the eastern and southern portions of the planning area. This area includes the Madera State Center Community College Specific Plan area.
- A new trunk sewer will be required to serve development north of Adell Street. The existing trunk sewers in Schnoor Avenue and Sherwood Way (including the fairgrounds Lift Station) that serve the northern portion of the City have only limited capacity to serve additional development to the north.
- Capacity relief for the Avenue 13 interceptor to the WWTP may be necessary by full build-out if reached. Extension of Road 28 and Road 24 112 interceptors and new trunk sewers to the east and the west, will be required to serve future growth in these areas.
- Sewers in the older, central portion of the system may have insufficient capacity. Sewers of concern include West Fourth Street, I Street, and Ninth Street.

#### **Current Conditions**

The City completed an updated Sewer System Master Plan in 2014 that updated much of the information identified in the prior 2003 MSR.

The City's municipal sewer system now consists of approximately 176 miles of up to 48-inch gravity sewer pipes that convey flows towards the Madera WWTP, on Road 21 ½ and Avenue 13. The 6-inch and 8-inch diameter pipes account for 57 percent of the total sewer pipe lengths. (Akel Engineering Group, Inc., 2014).

The wastewater flows collected and treated at the Madera WWTP vary monthly, daily, and hourly. While the dry weather flows are influenced by customer uses, the wet weather flows

are influenced by the severity and length of storm events. The flows experienced at the Madera WWTP have increased from 5.05 MGD in 2006 to 5.58 MGD in 2011 (Akel Engineering Group, Inc., 2014).

The joint infrastructure study conducted by Akel Engineering, Inc. did not identify any capacity issues with the Parkwood area sewer infrastructure. However, capacity issues were identified with the Parksdale conveyance system due to the sizing of the lift station and that the station would become deficient under future projected development that would be tributary to these sewer lines. Therefore, proposed improvements in the area are needed in order to properly convey wastewater through this area for future development and CSA-3 (Akel Engineering Group, Inc., 2016).

The City's regional wastewater treatment plant is located at 13048 Road 21 ½, approximately three (3) miles west of the City proper. The facility was originally constructed in 1972 and expanded in 2007 to the current capacity. The facility has an average daily flow of approximately 5.7 MGD, a design capacity of 10.1 MGD and has a peak dry weather flow capacity of 15.1 MGD (City of Madera, 2017).

The wastewater conveyance system is divided into five major basin areas that define the usage of major trunk lines. Trunk lines are used as the major conveyance lines that collect effluent from sewer laterals of properties throughout the city.

- The Westberry Collection Basin encompasses 3,142 acres in the western portion of the City. This basin includes the areas generally east of Road 24 and west of Granada Drive (Road 25) with Avenue 17 in the North and Pecan Avenue to the South. This basin includes the Airport and two trunk systems; the Airport Trunk and Westberry Trunk.
- The Schnoor Collection Basin encompasses 2,385 acres in the east-central and northern parts of the City. The two main trunks in this basin are the Sherwood Trunk which collects flows from the northern part of the City and the Schnoor Trunk which collects flows along Schnoor Avenue.
- The Fourth Street Collection Basin encompasses 1,489 acres in central Madera. This basin includes the northern portion of the Downtown area. The upper limit of this basin is Cleveland Avenue and the southern boundary is formed by Olive Avenue. This basin contains three major trunk systems: the Fourth Street Trunk, Sixth Trunk and Howard Trunk.
- The Stadium Collection Basin encompasses 1,148 acres in the south-central part of the City. This basin includes the southern portion of the downtown area and the Madera Community Hospital. The upper limit of this basin is approximately Highway 145 and the southern boundary is formed by Almond Avenue. This basin contains two trunk systems; the Stadium Trunk and Hospital Trunk.

- The Pecan Avenue Collection Basin encompasses 3,030 acres in the southern area of the City. This basin runs east-west along Pecan Avenue and north south along Road 28 from Pecan Avenue to Highway 145. This basin includes the Parkwood and Parksdale areas. Sewage flows from the Community College enter this basin from a force main near Avenue 13 (Pecan Avenue) and Road 29 ½. This basin contains two major trunk systems; the Road 28 Trunk and Pecan Trunk.

There are currently six total lift stations that are connected to the City's wastewater system that aid in conveying effluent which cannot be gravity flowed to the treatment plant. Four of those facilities are located within the city limits. The existing city lift stations were constructed between 1974 and 1994. The other two lift stations are located within CSA-3 and the State Center Community College campus.

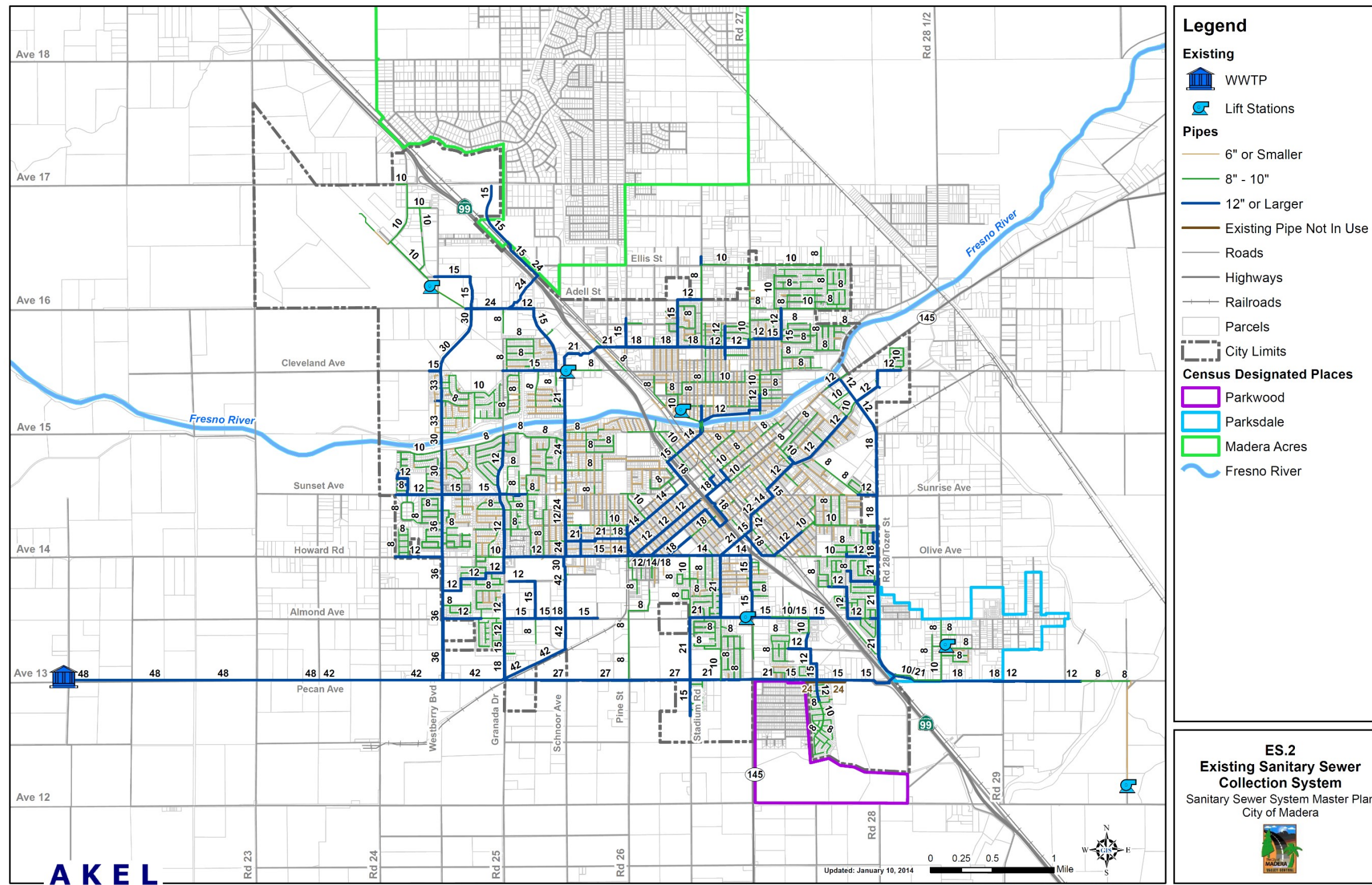


Figure 4-3  
City of Madera – Existing Wastewater System (Akel Engineering Group, Inc., 2014)



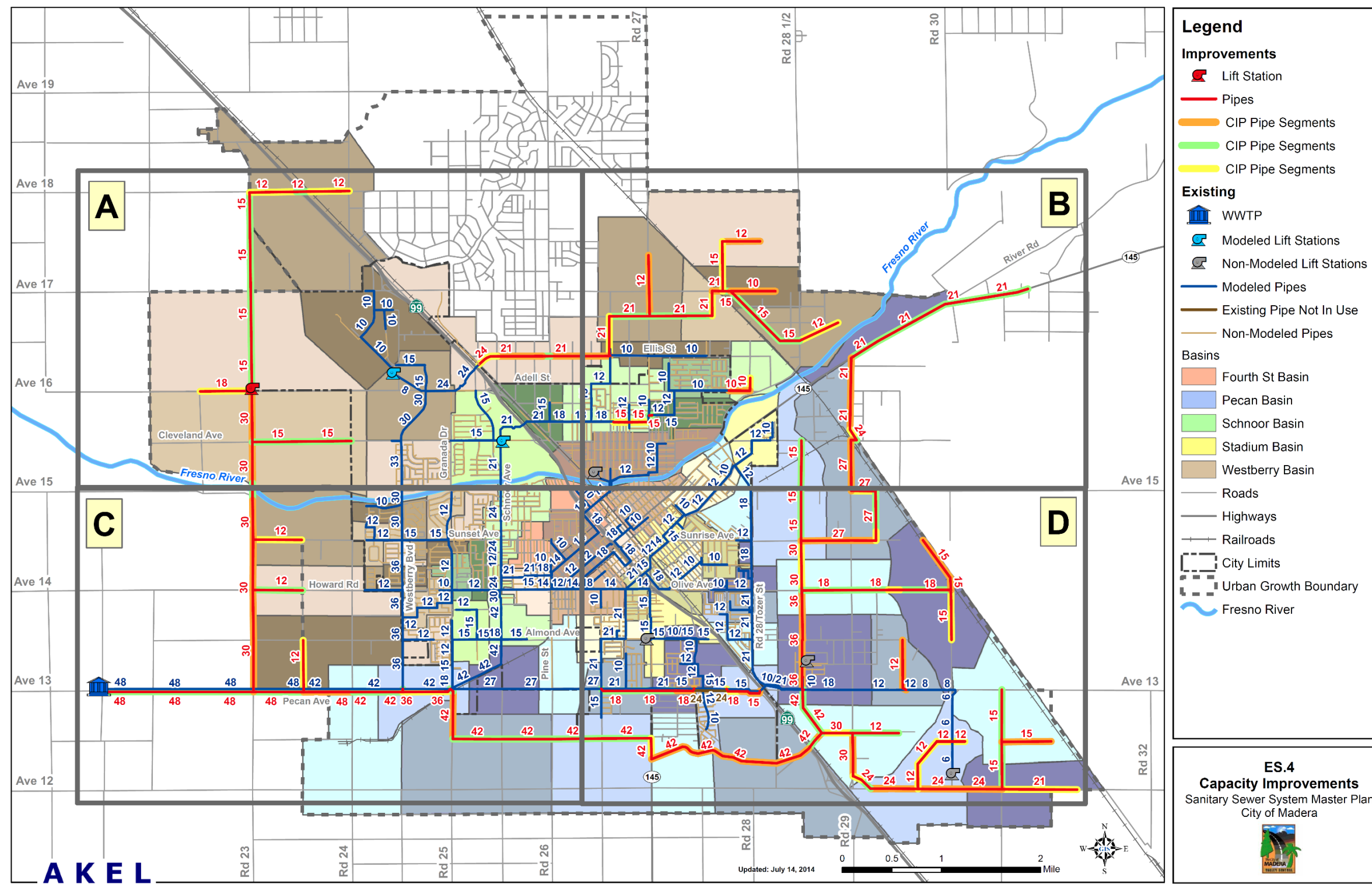


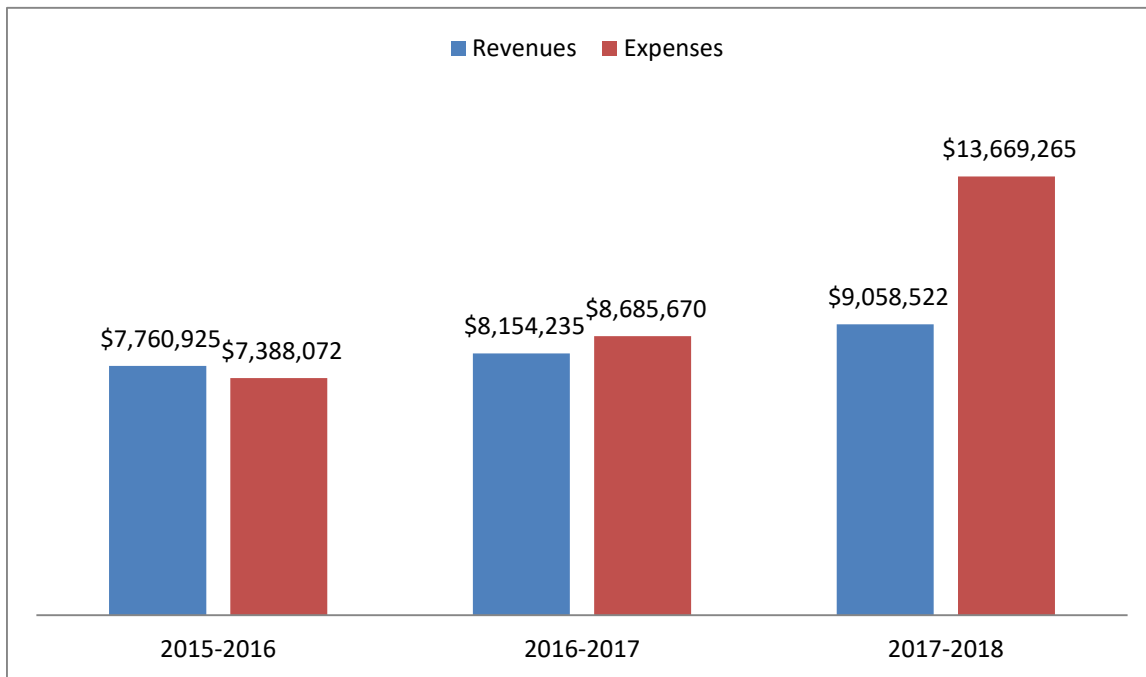
Figure 4-4  
City of Madera – Proposed Buildout of Wastewater System (Akel Engineering Group, Inc., 2014)



**SEWER DEPARTMENT FUNDING**

Within Public Works, the Sewer Department revenues are comprised of enterprise funds collected through user fees. As an enterprise fund, this service typically does not impact the General Fund as it generates revenues that can only be used to provide the identified service, in this case sewer service. Revenue budgeted for wastewater utility related activities total \$9.05 million in 2017-18, an increase of approximately 11.0 percent over the prior year’s budget.

**Chart 4-2  
Sewer Department Revenues and Expenditures**



As shown in **Chart 4-2**, the department is a revenue generating department. Since the wastewater utility operates as an enterprise fund, the department is not dependent on General Fund and special revenues. As a result, the sewer department comprises 0.0 percent of total expenditures of the City General Fund (City of Madera, 2017)

**Determinations**

**Determination 4.1.3-1** – The City operates a municipal sewer enterprise that services its residents.

**Determination 4.1.3-2** – The City has completed and adopted an Sewer System Master Plan in September 2014 to better identify and improve operations of the water system and plan for future needs of the City in accordance with population projects.

**Determination 4.1.3-3** – The City has planned to incorporate adjacent special districts as part of the overall sewer system master plan.

**Determination 4.1.3-4** – As development occurs within the SOI, the City should look to annex developed areas which it is already servicing to maintain an orderly sewer service delivery area.



#### **4.1.4 - FIRE PROTECTION**

##### **Summary of Prior MSR Findings**

Fire suppression services were reviewed by LAFCo in 2003 as part of the comprehensive MSR. The Fire Department operates under mutual aid agreements and memorandums of understanding with the County Fire Department to provide service in and around the City. Response times within the City at the time were stated as being under four (4) minutes.

At the time of the MSR, the City of Madera Fire Department indicated that the proposed expansion of the City's SOI will have little effect on existing levels of fire services. The Madera County Fire Department stated that they do not expect the proposed boundary change to affect their ability to provide continued fire protection and suppression services. However, it is anticipated that with future growth, there will be a change in the current level and/or location of staffing.

##### **Current Conditions**

The Madera Fire Department (MFD) is administered by the California Department of Forestry and Fire Protection (CAL FIRE) pursuant to a cooperative fire protection agreement. Policy direction remains with the Madera City Council and all permanent MFD staff are CAL FIRE employees. The Department provides a multitude of emergency and non-emergency services to the community. Services include: Fire suppression and prevention, emergency medical assistance, rescue, public service assistance, fire menace standbys (City of Madera, 2017).

The General Plan does not establish a goal for a minimum fire insurance services organization (ISO) rating. The Fire ISO rating appraises cities and counties on their fire protection services. (ISO rating is on a scale of 1 to 10, with 1 being best). The level of fire protection according to the General Plan in the City in 2008 was a "4" (Pacific Municipal Consultants, 2009).

##### **FACILITIES AND INFRASTRUCTURE**

The two City Fire Stations, located at 317 North Lake (Station #6) and 200 South Schnoor (Station #7), are staffed 24 hours a day. The Fire Department staffs two fire engines with 3 personnel each. One reserve fire engine and one mini pumper patrol is maintained and staffed as needed (City of Madera, 2017).

Other stations within the area are located within the unincorporated county but are obligated to provide mutual aid services to city events. Those stations are located at 14225 Road 28 (Station #1) and 25950 Avenue 18 ½ (Station #3). These facilities are also staffed and maintained by CAL FIRE and therefore coordination with the city stations is implemented through the agency's administrative personnel.

The current facilities were not identified as having any deficiencies during the last MSR cycle that reviewed the Fire Department infrastructure. In the Fiscal Year (FY) 2018-22 Capital Improvement Plan (CIP) Budget, the CIP identified three projects that would provide some upgrades to the existing facilities as well as construct a new facility in the northwest portion of town (City of Madera, 2017). These improvements are described below:

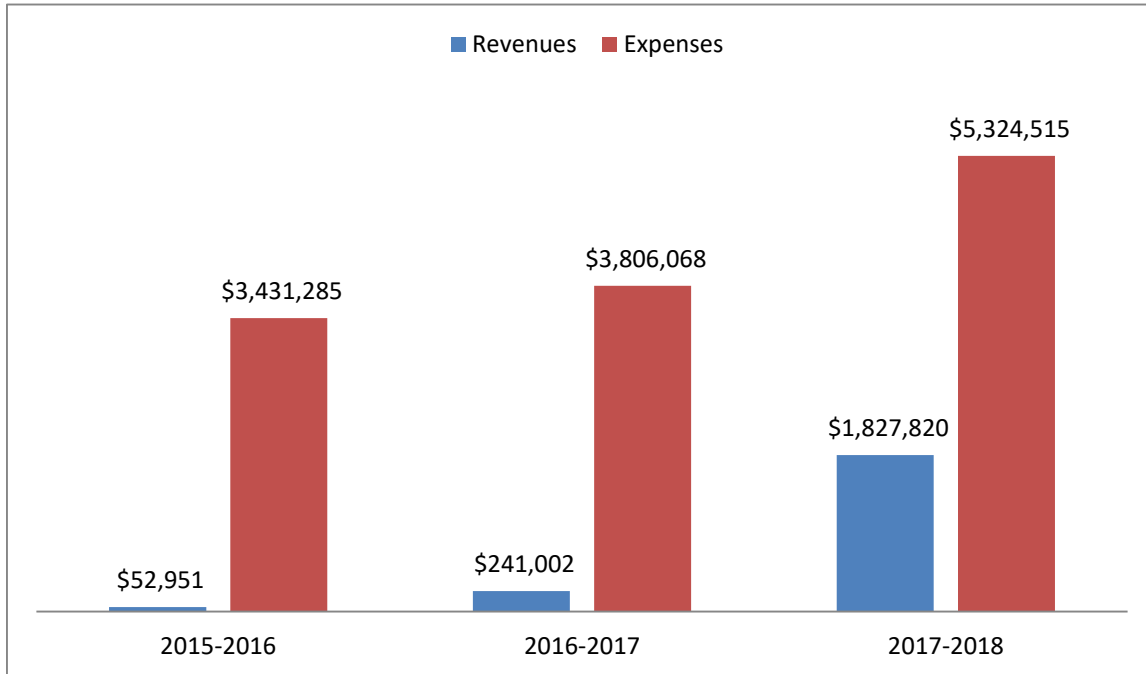
- Fire Station 6 - Parking Lot Paving - \$70,000
  - Repaving of parking lot of Fire Station No. 6 on Lake Street to be paid entirely through development impact fees.
- Fire Station 7 - Parking Lot Paving - \$67,000
  - Repaving of parking lot of Fire Station No. 7 on Schnoor Avenue to be paid entirely through development impact fees.
- Fire Station Construction, Northwest - \$8.70 million
  - Construction of a Fire Station in the northwest quadrant of the City to accommodate new growth that includes three to five acres of land with a 10,000 square foot building, apparatus, vehicles and equipment. Funds listed to fund the project include development impact fees (\$1.3 million), Measure K (\$0.95 million), and a lease/finance loan (\$6.45 million) for the facility.

The department also provides emergency medical services (EMS) in addition to fire suppression. Pistorosi Ambulance is contracted to provide EMS and keep staff and equipment at both city fire facilities.

### ***FIRE DEPARTMENT FUNDING***

The fire department revenues are comprised of General Fund, various grant accounts, Mello-Roos funds and Measure K special tax fund. Revenue budgeted for fire programs total \$5.324 million in 2017-18, an increase of approximately 39.8 percent over the prior year's budget. The increase is likely due to the revenues received from Measure K and the present amount would likely be similar into future fiscal years.

**Chart 4-3  
Fire Department Revenues and Expenditures**



As shown in **Chart 4-3**, the department is not a revenue generating department and is largely dependent on General Fund and special revenues, such as Measure K for services rendered. Of all expenditures city-wide, the fire department comprises 13.3 percent of total expenditures (City of Madera, 2017).

**Determinations**

**Determination 4.1.4-1** – The City provides fire protection and emergency medical services within the city limits through a cooperative fire protection agreement with CAL FIRE.

**Determination 4.1.4-2** – The City provides fire services through the use of General Fund and special revenues, such as Measure K.

**Determination 4.1.4-3** – The City actively maintains and upgrades facilities to meet the needs of its residents through the CIP.

**Determination 4.1.4-4** – The City should continue to program repairs to existing facilities and continue plans for the construction of a third fire station in order to meet the needs of staff in order to provide a level of service acceptable to residents.

**Determination 4.1.4-5** – The City should continue mutual aid agreements with adjacent agencies in order to provide overlapping and supplemented service within the city limits.

Determination 4.1.5-5 – The City should establish, maintain, and monitor a set of level-of-service criteria for fire protection services as a tool to assess the ability of the City to service growth.

#### **4.1.5 - LAW ENFORCEMENT**

##### **Summary of Prior MSR Findings**

Police and law enforcement services were reviewed by LAFCo in 2003 as part of the comprehensive MSR. The Police Department operates under mutual aid agreements and memorandums of understanding with the County Sheriff's Office to provide service in and around the City. At that time, the MSR identified that the staff level was not keeping up with the workload presented to the department.

At the time of the MSR, it was noted that the department would be impacted by an expanded SOI and subsequent annexations. The impact is on staffing and availability of officers to respond to an increase in calls due to population growth. These effects would need to be balanced by the addition of officers and support staff to accommodate residential growth and commercial development.

##### **Current Conditions**

The Madera Police Department (MPD) is comprised of 70 sworn officers, 23 non-sworn, 14 volunteers and seven chaplains. The Department supports a Detective Division (6 officers and a sergeant), Special Investigations unit (four MPD officers, Chowchilla Officer, Probation Officer, Sheriff's Deputy and MPD sergeant), a motor unit (four officers and a sergeant), one officer on the countywide Narcotics Enforcement Team, two School Resource officers assigned to the Madera Unified School District, one Housing Authority Officer and two Animal Control officers. The remaining personnel are assigned to patrol functions. With the passage of Measure K in 2016, the Department will make the following additions: One Police Lieutenant, Two Police Sergeants, Eight Officers, One Public Safety Dispatcher, One Records Clerk, One Network Administrator, Six Police vehicles and Safety equipment (City of Madera, 2017).

The City does not have an adopted standard for sworn officers per 1,000 residents within the General Plan, Health and Safety Element. It notes that at the time of the document (2008), the ratio of sworn officers to residents was 1.14 officer per 1,000 residents. With the current budget and incorporation of the Measure K revenues, the department is currently at a ratio of 1.16 sworn officers (74 sworn officers) per 1,000 residents (63,398 residents). This ratio is slightly higher than the prior ratio identified in 2003, and below the ratio of 1.2 sworn officers per 1,000 residents for the Western region of the United States for cities whose population is between 50,000 and 99,000 residents (Federal Bureau of Investigation, 2016).

Lastly, the City entered into a Tax Sharing Agreement with the County to provide police service to the unincorporated neighborhood of Parkwood. This community has not been included in the calculation of officers per 1,000 residents.

Based on the current staffing ratio, it does not appear that staffing levels have changed much since 2003 where the MSR at that time concluded that the level of service may not be sufficient to support an expansion of the SOI.

### **FACILITIES AND INFRASTRUCTURE**

The Police Department facility maintains its location at 330 South C Street. This facility is also in close proximity to the city hall, which is located 0.8 miles northwest of the Police Department.

The current facility was not identified as having any deficiencies during the last MSR cycle that reviewed the Police Department infrastructure. In the FY 2018-22 Capital Improvement Plan (CIP) Budget, the CIP identified no new improvement projects that would provide some upgrades to the existing facility.

### **CRIME STATISTICS**

Crime statistics for the City were obtained from the Federal Bureau of Investigation, Crime in the United States database and are shown in Table 4-2 below.

**Table 4-2**  
**Number of Crimes Known by Madera Police Department**

Category	2013	2014	2015	2016
Violent Offenses	568	415	450	505
Property Offenses	1,855	1,686	1,952	1,859
Arson	0	12	4	0

Source: Federal Bureau of Investigation, Crime in the United States,  
<https://ucr.fbi.gov/crime-in-the-u.s>

In 2016, the crime offenses known by the department was the second highest amount since 2013. This information is reflective of the department prior to the additional officers provided through Measure K. However, these figures are also reflective of the prior finding that the department was possibly lacking in coverage and unable to serve any expansion areas within the SOI. In comparison with cities in the western region in 2016, violent crimes are more than double the regional average with property crimes only slightly higher per 1,000 residents.

**Table 4-3**  
**Comparison of Crimes per 1,000 Residents (2016)**

Category	Madera	Western Region
Violent Offenses per 1,000 residents	9.0	4.1

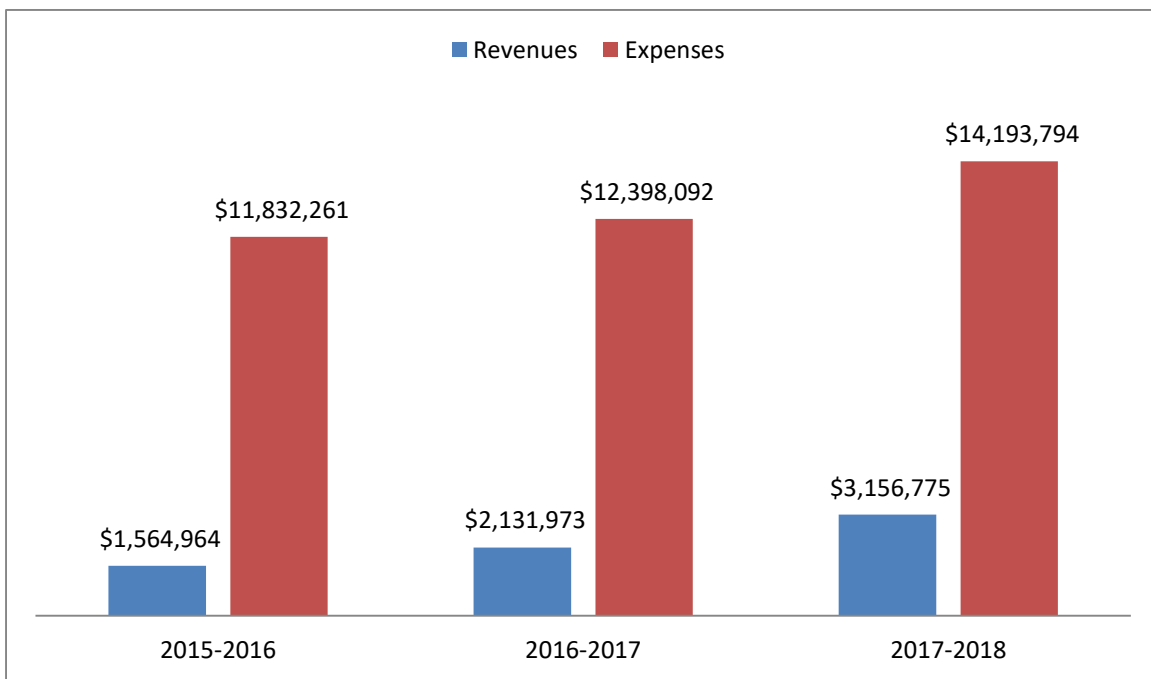
Property Offenses per 1,000 residents	29.5	27.4
--	------	------

Source: Federal Bureau of Investigation, Crime in the United States, <https://ucr.fbi.gov/crime-in-the-u.s>

**POLICE DEPARTMENT FUNDING**

The police department revenues are comprised of General Fund, various grant accounts, Mello-Roos funds and Measure K special tax fund. Revenue budgeted for police programs total \$14.193 million in 2017-18, an increase of approximately 17 percent over the prior year’s budget. The increase is likely due to the revenues received from Measure K and the present amount would likely be similar into future fiscal years.

**Chart 4-4  
Police Department Revenues and Expenditures**



As shown in Chart 4-4, the department is not a revenue generating department and is largely dependent on General Fund and special revenues, such as Measure K and reimbursements from grants or other agencies, such as the Madera Unified School District and Housing Authority, for services rendered. Of all expenditures city-wide, the police department comprises 36.1 percent of total expenditures (City of Madera, 2017).

**Determinations**

**Determination 4.1.5-1** – The Police Department is responsible for animal control and code enforcement, in addition to law enforcement services.

**Determination 4.1.5-2** – The City utilizes a variety of financing sources in order to offset the expenditures utilized by law enforcement.

**Determination 4.1.5-3** – The City’s current ratio of sworn officers to residents is slightly below the Western region of the United States for cities whose population is between 50,000 and 99,000 residents . The City may need to hire additional officers or employ other strategies to achieve acceptable levels of service in conjunction with an expansion of its service area and expanded SOI area.

**Determination 4.1.5-4** – The City should monitor crime statistics in years immediately following 2016 to determine if there is a need for additional patrol personnel to curtail the increase in crimes.

**Determination 4.1.5-5** – The City should establish, maintain and monitor a set of level-of-service criteria for police services as a tool to assess the ability of the City to service growth.



#### 4.1.6 - PARKS AND COMMUNITY SERVICES

##### Summary of Prior MSR Findings

The prior 2003 MSR did not cover or review parks and recreational services provided by the City.

##### Current Conditions

The Madera Parks and Community Services Department (PCS) is comprised of 25 full-time staff and more than 70 part-time employees, making up 28.95 full-time equivalent (FTE) employees. PCS provides a wide range of direct services to the public and is divided into three major operational Divisions: Administration; Recreation and Community Services; and Parks Maintenance. Departmental responsibilities include management, oversight and maintenance of a variety of different sized parks (including a sports complex), a trail that bisects Madera, greenbelts/paseos, a 179-acre municipal golf course, and other public green spaces which include median islands and approximately 80 Landscape Maintenance Zones (LMZs) throughout the City. Oversight and management of recreation facilities like community and youth centers, senior centers, an aquatics complex and a skate park are also key functions for PCS staff. Additional major responsibilities include management, design and implementation of recreation and community service programming for residents. Programmatic offerings include, but are not limited to: educational and leisure classes; youth and adult sports (including leagues and tournaments); swimming lessons and other aquatics programming; day camps; after school programs; leadership and career preparedness; drop-in recreation programs for youth including sports, crafts, technology and audio-engineering; and wellness, nutrition and recreation programs for senior citizens including those with special needs (City of Madera, 2017).

**Table 4-4**  
**Parkland within Madera by Type (Parks and Community Services Department, 2009)**

Category	Acres
Community Parks	108.97
Neighborhood Parks	12.21
Pocket Parks	2.77
Linear Parks	9.12
Trails	12.45
Golf Course	179.95
County Parks	5.49
<b>Parkland within City</b>	<b>325.47</b>
<b>Developed Parkland</b>	<b>145.52</b>

The City does have an adopted standard passive and active recreation areas set at a minimum of three (3) acres per 1,000 residents within the General Plan, Parks and Recreation Element. At the time of the document (2008), the ratio of passive and active recreation areas to

residents was 2.71 acres of park area (145.52 acres) per 1,000 residents (2008 population of 52,725 according to the Census Bureau). This ratio excludes the municipal golf course, which would increase the ratio to 6.12 acres per 1,000 residents. The current ratio appears to be similar or slightly lower because no major park areas have been developed since 2008. The Parks Department currently does not have an adopted Parks and Recreation Master Plan. However, the unadopted Parks and Recreation Master Plan, written the following year, also notes a deficiency of approximately 24.61 acres and an estimated deficiency of 111.06 acres in 2025, if the population was 93,733 residents. The document provides a needs assessment to guide the City on fixing many of the existing deficiencies within the parks and recreation system. It also notes various deficiencies in other recreation facilities throughout the City, as noted in Figure 4-5.

TABLE 4-2: EXISTING LEVEL OF SERVICE BY RECREATION FACILITIES								
Activity/ Facility	Existing City Facilities	Existing School Facilities	Proposed City Guidelines (1 per ...)	Guideline as number of facilities	Existing LOS (Populati on served per facility)	Existing Surplus Deficiency - City	Existing LOS (Population served per facility - City & MUSD)	Existing Surplus Deficiency - City & School
Athletic Field - Baseball, Softball	11	44	5,000	11	5,155	0	1,718	22
Adult	2	0	15,000	4	28,355	(2)	28,355	(2)
Youth	9	42	5,000	11	6,301	(2)	1,890	19
Basketball - Outdoor	4	33	5,000	11	14,178	(7)	2,766	9
Basketball Indoor	3	-	10,000	6	18,903	(3)	18,903	(3)
Community Garden	1	0	50,000	1	56,710	0	56,710	0
Dog Park	1	0	60,000	1	56,710	0	56,710	0
Golf 18-hole	1	0	50,000	1	56,710	0	56,710	0
Nature Center	0	0	55,000	1	0	(1)	0	(1)
Playground	5	15	5,000	11	11,342	(6)	4,537	1
Tables	34	0	2,000	28	1,668	6	1,668	6
Group	3	0	20,000	3	18,903	0	18,903	0
Skate Park	1	0	50,000	1	56,710	0	56,710	0
Soccer	14	37	3,500	16	4,051	(2)	1,745	16
Adult	1	0	10,000	6	56,710	(5)	56,710	(5)
Youth	13	32	3,500	16	4,362	(3)	1,956	13
Pool	1	2	30,000	2	56,710	(1)	28,355	0
Water Play area	1	0	15,000	4	56,710	(3)	28,355	(3)
Tennis	0	6	7,500	8	0	(8)	18,903	(5)
Volleyball	4	2	7,500	8	14,178	(4)	11,342	(3)
Football	0	4	20,000	3	0	(3)	28,355	(1)
Trails (miles)	12.45 mi	0.00	0.50 mi	28 mi	4,555	(16) mi	4,555	(16)mi

**Figure 4-5**  
**Existing Level of Service by Recreation Facilities**  
**(Table 4-2 from Parks Master Plan)**

According to the California Department of Parks and Recreation, the City currently has approximately 52 percent of its residents that live more than a half mile from park facilities. A half-mile walking radius is considered the maximum distance for viable walkable access to facilities, according to the American Planning Association. Additionally, the State also states that the City had more than 83 percent of its residents that live in areas with less than three (3) acres of parks or open space per 1,000 residents. This information would mean that only 17 percent of the City is currently consistent with the General Plan policy for park space (Department of Parks and Recreation, 2018). In comparison, throughout California, only 24 percent of residents live further than a half mile from a park and 62 percent of residents live in areas with three (3) acres of parks or less per 1,000 residents. Madera's rates are both higher than the State average but have been identified as a need in both the General Plan and Parks Master Plan.

### **FACILITIES AND INFRASTRUCTURE**

The City currently operates and maintains the following park facilities (Parks and Community Services Department, 2009):

- Community Parks
  - Lions Town and Country Park
  - Madera-Sunrise Rotary Sports Complex
  - Rotary Park
- Neighborhood Parks
  - Centennial Park
  - Knox Park
  - McNally Park
  - Pan-American Park
  - Parkwood Park (County)
- Pocket Parks
  - Community Garden
  - Maple Court Park
  - Riverview Park
  - Sunset Park
- Linear Parks
  - Clinton Park
  - Riverside Park
- Special Use Facility
  - Madera Municipal Golf Course
  - Vern McCullough Fresno River Trail

Within these facilities, the City also maintains additional recreational facilities, such as basketball courts, soccer and baseball/softball fields, and tennis and volleyball courts. A count of these facilities is listed in Figure 4-5.

The City also has multiple recreation centers and buildings that include (Department of Parks and Recreation, 2018):

- John W. Wells Youth Center is the City's largest indoor facility. It will provide a library/tech lab, gymnasium, recreation room, teen lounge, dance studio, sound studio, craft room, meeting rooms, and office space to accommodate the Parks & Community Services Administration and partners.
- The Pan-American Community Center is the City's second largest indoor space and includes a multipurpose room, a stage, a computer lab, a senior room, commercial

kitchen (without stove), dining room, patio and barbeque facilities, after-school programs, and the teen center.

- Frank A. Bergon Senior Center is the City's prominent senior facility and hosts the majority of the City's senior services and programs. The senior center includes a main dining room, billiards, a patio and barbeque facilities, and a commercial kitchen.
- The Madera Adult Day Care program hosts the adult respite care. The facility is owned by the County and operated by the City.
- The Westside Activity Center hosts some of the City's after-school programs. The facility includes a small kitchen and large main room. The Westside Activity Center is available for rent.

The current parks and recreational facilities were not reviewed during the last MSR cycle for the City. In the FY 2018-22 Capital Improvement Plan (CIP) Budget, the CIP identified eight projects that would provide some upgrades to the existing facilities totaling approximately \$3 million (City of Madera, 2017). These improvements are described below:

- ADA Improvements at Pan-Am and Bergon - \$65,000
  - Accessibility improvements at Pan-Am and Bergon centers in accordance with recommendation from the City of Madera's Americans with Disabilities Act (ADA) Self Evaluation and Transition Plan.
- Bike/Pedestrian Path, Fresno River Trail-Cleveland Ave - \$384,000
  - Construct bike/pedestrian path in Madera Irrigation District alignment north of Fresno River to Cleveland Avenue between Granada Dr. and Schnoor Avenue.
- Fresno River Trail - Gateway/UPRR Undercrossing - \$1,037,000
  - Engineering, environmental and construction for a trail undercrossing at Gateway Drive and the Union Pacific Railroad trestle.
- Fresno River Trail - Granada to Madera Irrigation District, North Bank - \$196,000
  - Construct Vern McCullough River bike path - north bank of Fresno River Trail from Granada Drive to MID alignment.
- Centennial Park Rehab – Lighting - \$430,000
  - Installation of security lighting and other improvements at the John Wells Youth Center.
- Pedestrian/Bike Facilities (Various) - \$241,000
  - Maintain bike/pedestrian trails and construct new bike lanes and paths.
- Sunrise Rotary Sports Complex - \$479,218
  - This is a multi-phase project. Phase 1 completed. Phase 2 is conduit, wiring and connections and coordination for installation of new soccer field lights. Phase 3 is construction of concrete curb and gutter, chain link fence and re-grading to improve drainage. Planned improvements also include paving dirt access roads and parking areas; providing landscaping, irrigation and lighting.
- Tulare/Cleveland/Raymond Bike Path - \$325,000

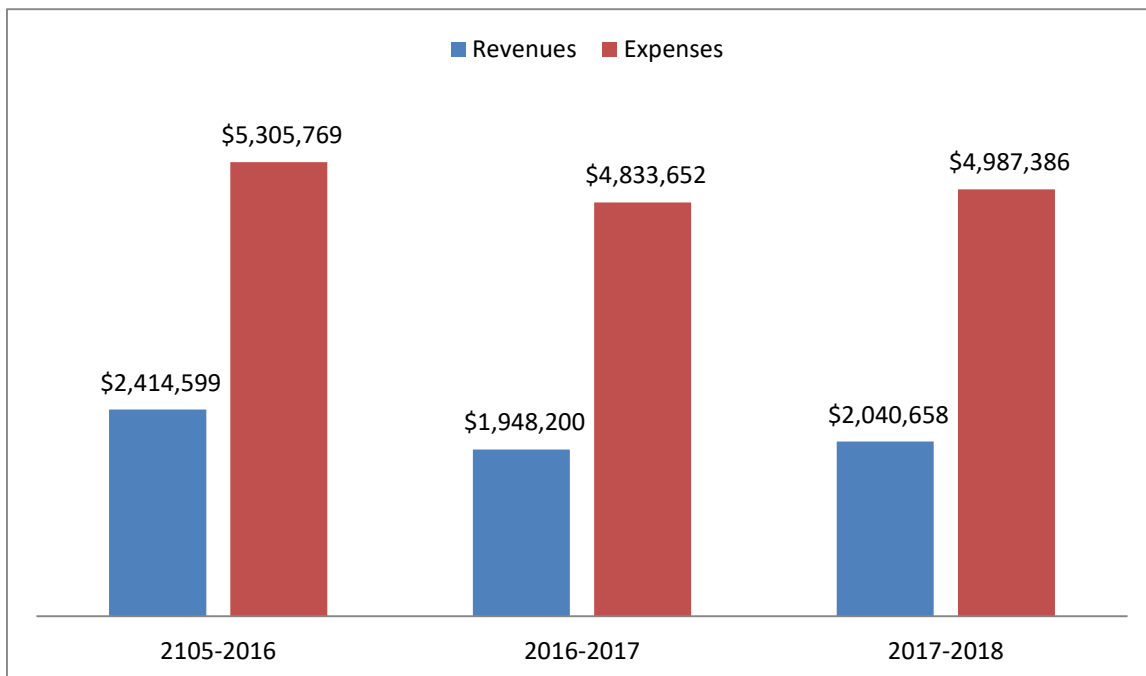
- From the current eastern end of the trail this project would create a Class II bike lane and street crossings to take trail to intersection of Raymond Road and Cleveland Avenue. A new Class I Bike Trail would be constructed running east between the River and Raymond Road to the eastern Madera City Limits.

Lastly, in an effort to acquire more land to develop park facilities, the City adopted an ordinance requiring new residential development to dedicate land relative to the number of residents that it will support. The ordinance reflects the requirements of the Quimby Act, which was adopted by the State Legislature in order to promote the acquisition and development of parks and open space for California residents. More specifically, this ordinance aims to implement General Plan policies to have three (3) acres of parks and open space areas per 1,000 residents (City of Madera Planning Commission, 2018).

**PARKS AND COMMUNITY SERVICES DEPARTMENT FUNDING**

The parks and community services department revenues are comprised of General Fund, various grant accounts, Mello-Roos funds and donations. Revenue budgeted for park programs total \$2.04 million in 2017-18, a slight increase of approximately 4.7 percent over the prior year’s budget. This increase is not likely the result of any major changes or additional programs but simply the result of inflation.

**Chart 4-5  
Park and Community Services Department Revenues and Expenditures**



As shown in **Chart 4-5**, the department generates approximately 40 percent of the revenues needed for department and is still dependent on General Fund and special revenues, County

reimbursements and grants. Of all expenditures city-wide, the parks and community services department comprises 12.3 percent of total expenditures (City of Madera, 2017).

### ***Determinations***

**Determination 4.1.6-1** – The City actively maintains parks and provides recreational services to the residents of Madera.

**Determination 4.1.6-2** – Parks and recreational facilities within the City amount to approximately 145 acres of land. This amounts to a ratio of roughly 2.15 acres per 1,000 persons (based on 2017 population estimate of 67,544), which is lower than the standard identified in the City’s General Plan.

**Determination 4.1.6-3** – The City utilizes the Capital Improvement Plan to maintain and repair its numerous recreational facilities within the city limits to promote an active lifestyle to its residents.

**Determination 4.1.6-4** – The City’s General Plan and Parks Master Plan both identified a need for additional park and recreation space to serve residents of the City.

#### **4.1.7 - ROAD MAINTENANCE**

##### **Summary of Prior MSR Findings**

Road Maintenance was reviewed by LAFCo in 2003 as part of the Streets and Highways section of the comprehensive MSR. The MSR identified that the Madera street system was comprised of 2 state highways, Highway 99 and Highway 145, 27 designated arterials, 19 designated collectors, 1 super collector (Sunset Avenue), and local streets.

At the time of the MSR, it was noted that most streets were operating at a high level of service (LOS), LOS C or better, but that portions of the state highways, and a few other major streets, including Granada Street, Schnoor Avenue, Cleveland Avenue, Fourth Street, and Lake Street, were operating below acceptable levels. The 2003 MSR determined that expansion of major street facilities to provide for future development within the SOI could be accommodated, but that lack of funding to maintain existing roads and to expand or build new facilities to meet high County growth rate demands would continue to be an issue.

##### **Current Conditions**

The Madera Public Works Department is responsible for maintaining the City's roads through its Street Division. The Street Division is divided into four sub-divisions: Street Maintenance, Street Cleaning, Storm Drainage and Graffiti Abatement. The Street Division is responsible for maintenance and repair of the City's streets, street signs, pavement markings, alleys, storm drainage systems, the annual leaf removal program, street sweeping, and graffiti cleanup. It is the goal of the Division to maintain streets in a safe condition and provide preventative maintenance to postpone the need for expensive reconstruction (City of Madera, 2018).

The Street Maintenance sub-division provides the function of routine maintenance of the existing street system including alleys. This includes activities such as minor repairs, alley grading, street sign maintenance. The Street Cleaning sub-division provides street sweeping services for all paved City streets. As of FY 2017-18, the Street Division staff consisted of a Division Manager, and 24.5 FTE employees (City of Madera, 2017).

##### **FACILITIES AND INFRASTRUCTURE**

The last MSR cycle noted that funding for the maintenance of existing and planned facilities might prove to be an issue with regards to the expansion of services within the SOI. The Madera County Transportation Commission (MCTC) 2014 Regional Transportation Plan and Sustainable Communities Strategy further indicated a funding shortfall for the maintenance and rehabilitation of roads within Madera County, but committed to continue seeking leverage opportunities through the Measure T program to maximize and prioritize available funding for local road maintenance and operations. Furthermore, the FY 2018-22 Capital Improvement Plan (CIP) Budget includes several projects that would provide upgrades to existing road infrastructure, as identified in the department's Pavement

Management Plan, and help plan for future projects (City of Madera, 2017). These improvements are described below:

- Micro-Paver Distress Survey - \$162,000
  - Professional consultant services to perform a pavement distress/conditions analysis of City streets.
- Pine Street Reconstruction - Howard to Fourth Street - \$515,000
  - Construct Reconstruction asphalt paving on Pine street from Howard to Fourth Street and widen road way. Install missing street lights.
- Surface Seals - AC Overlays - \$1,800,000
  - Pavement rehabilitation with various types of seal coats and AC overlays on various arterial and collector streets.
- Fresno River - Routine Maintenance of City Bridges Bank - \$50,000
  - Routine maintenance of various City bridges along the Fresno River to include vegetation removal, debris and obstruction removal and bridge footing and erosion protection. Based on Caltrans bridge inspection report.
- UPRR Crossing – Street Approach - \$529,000
  - Railroad approach paving to improve safety and riding comfort.

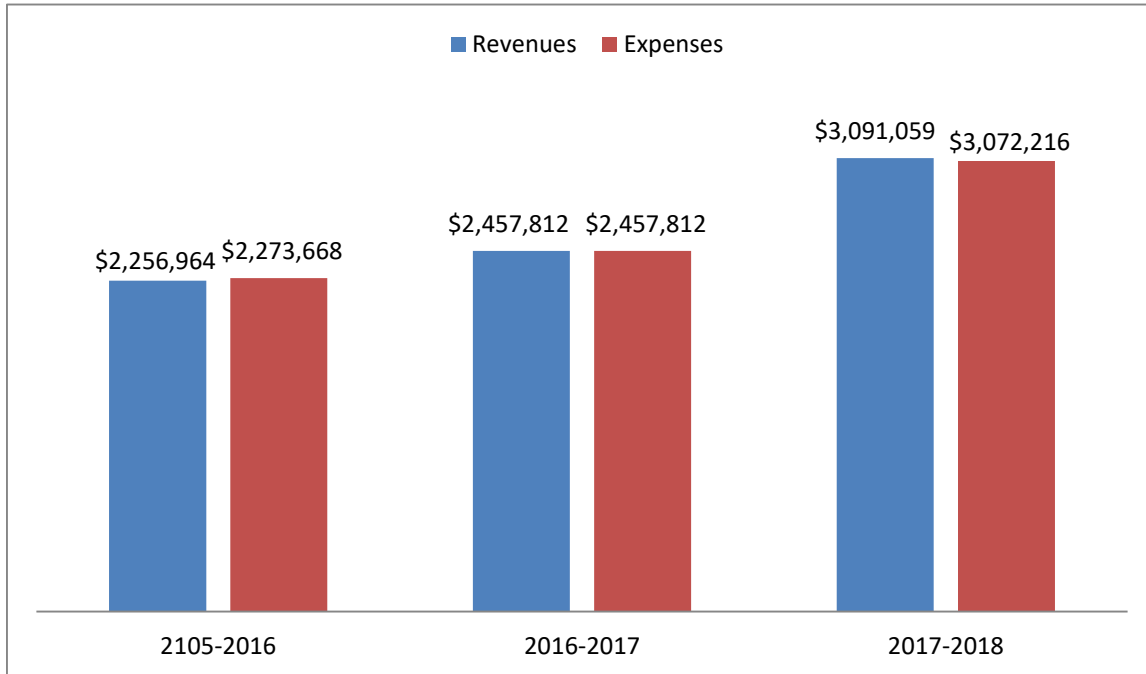
The CIP also includes street construction and reconstruction projects aimed at increasing service capacity, circulation, and safety for motorists and pedestrians alike.

### ***ROAD MAINTENANCE FUNDING***

Road maintenance is generally funded and scheduled through the City's CIP. Street Division revenues are comprised of General Fund, special revenues, and grants. Special revenues include Measure T, Gas Tax, and Local Transportation Funds (LTF). Revenue budgeted for streets totaled \$3.09 million in 2017-18, an increase of approximately 25.8 percent over the prior year's budget. This increase is the result of planned capital and infrastructure projects. According to the City's budget, \$1 million from the Gas Tax and \$1.57 million from Measure T will be transferred into the Public Works Department during FY 2017-18 for various streets repairs and maintenance as well as for minor street projects within the city limits.



**Chart 4-6  
Street Division Revenues and Expenditures**



As shown in Chart 4-6, the department generates almost all of the revenues needed for street services through special revenues. Of all expenditures city-wide, the street services division comprises 9.2 percent of total expenditures (City of Madera, 2017).

**Determinations**

**Determination 4.1.7-1** – The City actively maintains the existing road systems and provides street sweeping services within the City limits, with the exception of State Highways.

**Determination 4.1.7-2** – The City utilizes a Capital Improvement Plan, reimbursements from Gas Tax and Measure T to aid in the repair and maintenance of existing roadways within the city limits.

#### **4.1.8 - FLOOD CONTROL/DRAINAGE**

##### **Summary of Prior MSR Findings**

The 2003 MSR identified that the system at that time was comprised of storm drainage system is comprised primarily of gutter flow to pipelines ranging in size from 8 to 36 inches. Drainage is routed through storm drain lines to storage basins, the Fresno River, or irrigation canals and pipelines. Approximately twenty retention basins are located throughout the City's service area, ranging in size from under one acre-foot to over 100 acre-feet

At that time, the City's Storm Drainage Master Plan identified deficiencies particularly in older areas of the City which experience frequent and severe flooding. Many existing facilities discharge into Madera Irrigation District (MID) canals and pipelines that are in poor condition. To improve the reliability and efficiency of the system, the master plan recommended upgrading or phasing-out many existing pump stations and reducing discharge into irrigation facilities.

##### **Current Conditions**

The City completed an updated Storm Drainage Master Plan in 2014 that updated much of the information identified in the prior 2003 MSR.

The City's municipal storm drainage system services residential and non-residential lands within the city limits. This service area includes 7,730 acres of developed lands inside the city limits and 1,921 acres of undeveloped lands inside the city limits. At ultimate development of the General Plan, the City's storm drainage system is anticipated to service approximately 11,908 acres of residential land use, 12,324 acres of non-residential land use, and 38,442 of other land use, for a total of 62,673 acres inside the planning area, and not including Madera Acres.

The City currently utilizes 63 drainage basins to collect runoff into 37 retention basins throughout the City. The relatively flat topography, drainage basin boundaries are largely dictated by street drainage and existing facilities that convey stormwater to a set discharge basin may not coincide with the delineation of watershed boundaries. Drainage basins in the City may discharge to retention basins, pump stations, or direct outfalls to Madera Irrigation District canals or the Fresno River (Akel Engineering Group, Inc., 2014).

The conveyance system that moves runoff to drainage basins and capture areas in the City consists of approximately 45 miles of pipes, ranging from eight to 60 inches. The conveyance infrastructure is largely comprised of 18, 24 and 36-inch pipelines. An additional 20 pump stations are operated to discharge runoff to varying locations, such as the Fresno River or MID canals in addition to the retention basins.

Some facilities were identified as having deficiencies during the last MSR cycle that reviewed the storm drainage infrastructure. In the FY 2018-22 Capital Improvement Plan (CIP)

Budget, the CIP identified six projects that would provide some upgrades to the existing facilities (City of Madera, 2017).

These improvements are described below:

- Ellis St/Krohn St Retention Basin- \$105,000
  - Identifying a location, acquiring land and preparing preliminary estimates of costs in advance of engineering and construction.
- Granada Dr/Ave 12.5 Retention Basin - \$105,000
  - Identifying a location, acquiring land and preparing preliminary estimates of costs in advance of engineering and construction.
- NW Quad Storm Drain Improvement - \$7,400,000
  - Construct storm drain improvements within the Northwest quadrant in response to need and as identified in the Storm Drain Master Plan for that Area and/or reimburse developers for those same improvements if constructed as part of a development project. Includes 3 basins and 16 pipes of various sizes and lengths.
- Retention Basin Land Acquisition - \$140,000
  - Identifying, prioritizing and purchasing land at locations where development is anticipated to occur in the near term.
- SE Quad Storm Drain Improvements - \$17,500,000
  - Construct storm drain improvements within the Southeast quadrant in response to need and as identified in the Storm Drain Master Plan for that Area and/or reimburse developers for those same improvements if constructed as part of a development project. Includes 10 basins and 48 pipes of various sizes and lengths.

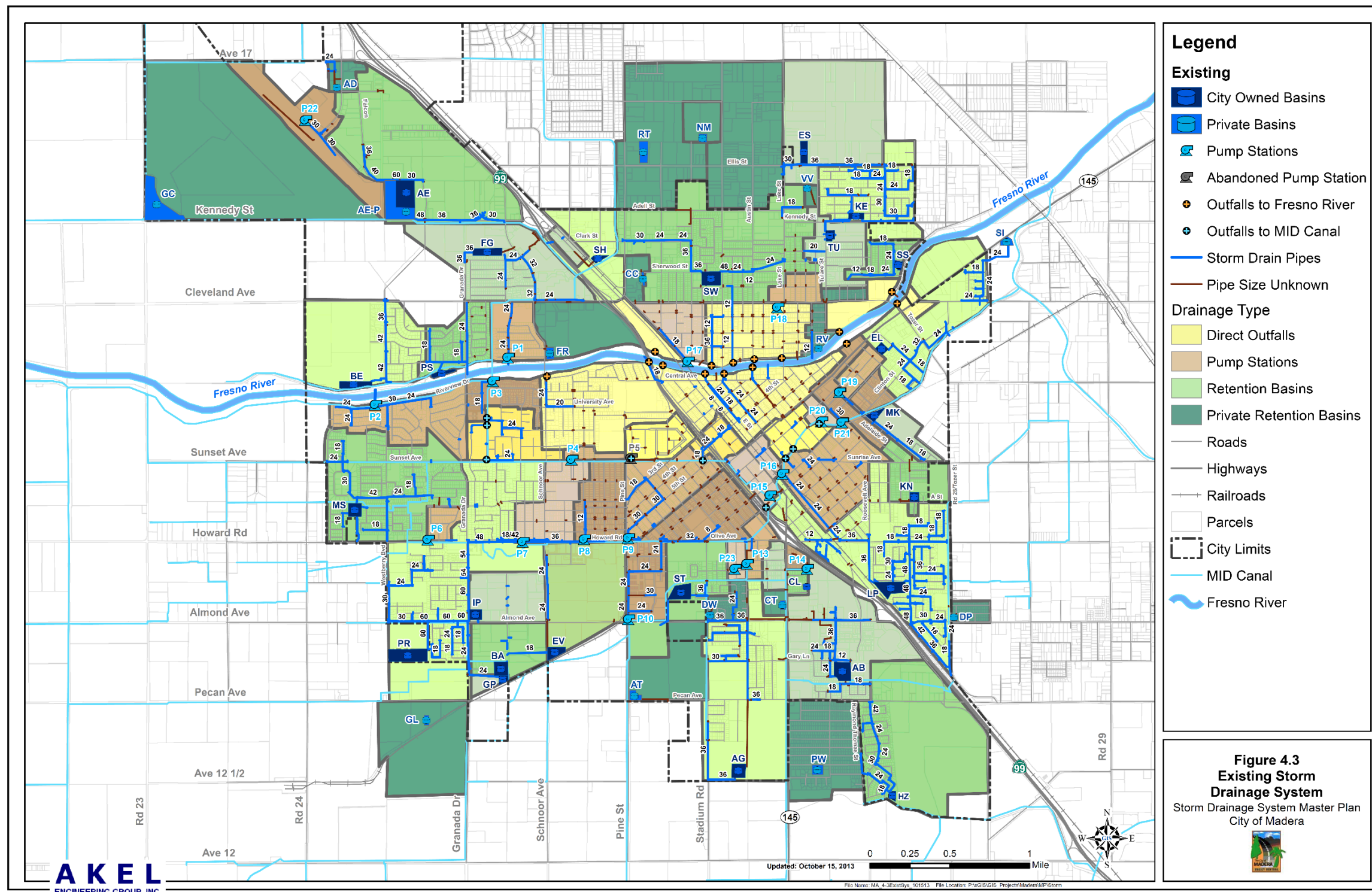


Figure 4-6  
 City of Madera – Existing Storm Drainage System (Akel Engineering Group, Inc., 2014)



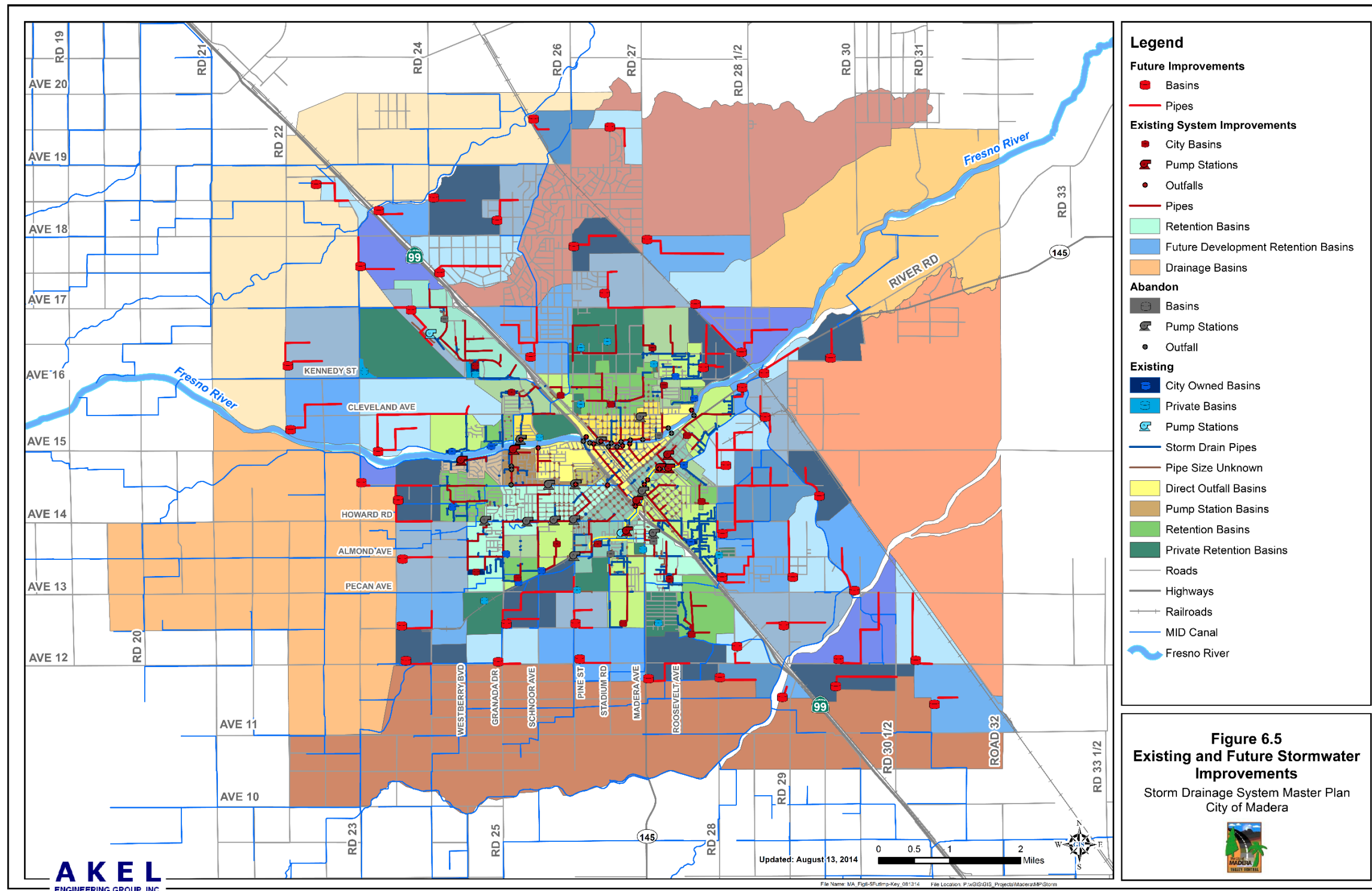


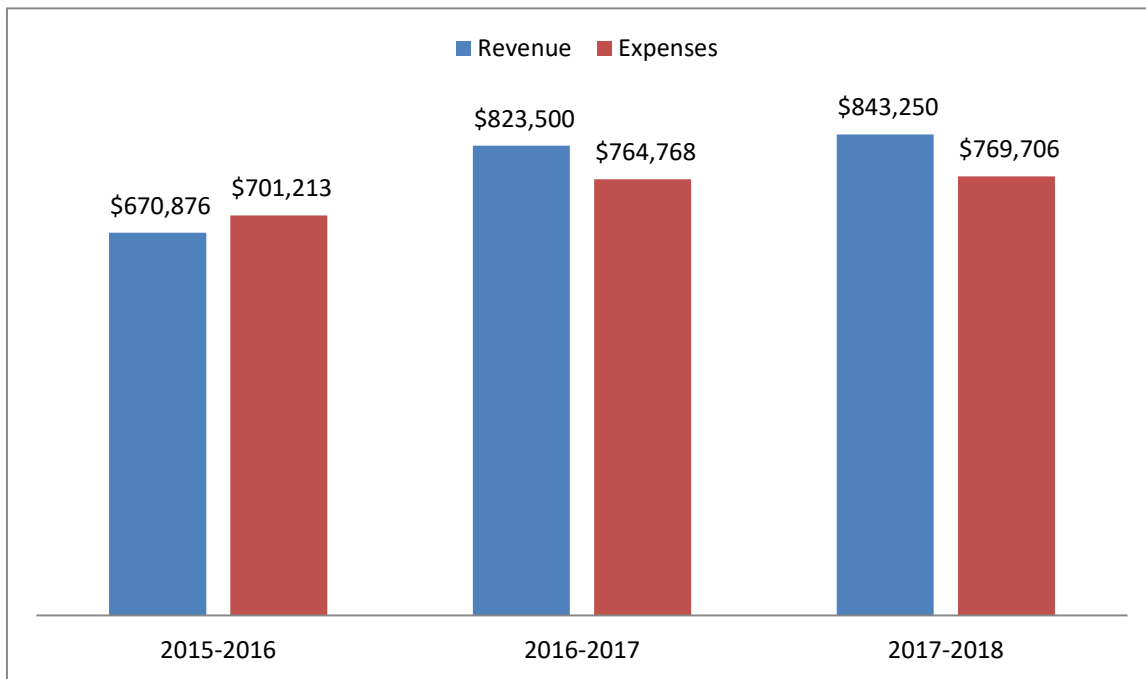
Figure 4-7  
 City of Madera – Proposed Buildout of Storm Drainage System (Akel Engineering Group, Inc., 2014)



**FLOOD CONTROL/DRAINAGE DEPARTMENT FUNDING**

The Flood Control/Drainage Department is a division of the Public Works Department. Revenues are comprised of General Fund, user fees, and penalties. Revenue budgeted for the department totaled \$843,250 in 2017-18, an increase of only approximately 2.3 percent over the prior year’s budget. The increase is likely due to the minor increase in fees due to inflation.

**Chart 4-7  
Flood Control and Drainage Division Revenues and Expenditures**



As shown in Chart 4-7, the department is a revenue generating department. Since the Flood Control Department does operate as an enterprise fund, the department is not solely dependent on General Fund and special revenues. The Flood Control Department comprises 0.7 percent of total expenditures of the Public Works Department (City of Madera, 2017).

**Determinations**

**Determination 4.1.8-1** – The City provides municipal flood control and drainage services for its residents.

**Determination 4.1.8-2** – The City has completed and adopted a Storm Drainage Master Plan in September 2014 to better identify and improve operations of the flood control system and plan for future needs of the City in accordance with population projections.

**Determination 4.1.8-3** – The City has planned to incorporate adjacent neighborhoods in the unincorporated county as part of the overall flood control master plan.

**Determination 4.1.8-4** – As development occurs within the SOI, the City should look to annex developed areas which it is already servicing to maintain an orderly flood control service area.

#### **4.1.9 - PUBLIC TRANSPORTATION**

##### **Summary of Prior MSR Findings**

Public transportation was reviewed by LAFCo in 2003 as part of the Streets and Highways section of the comprehensive MSR. The MSR identified that public transportation services were being provided by the City through Madera Dial-A-Ride demand response service, as well as four intra-City and County social service transit providers.

At the time of the MSR, it was noted that demand for public and private transit service is expected to increase as the City grows, coupled with changing requirements brought about by development and air quality issues. Identified transit issues included lack of funds, increasing costs, improving existing services, the inability to meet all requests for service, and lack of coordination between providers and other modes of transportation such as bicycle and rail.

##### **Current Conditions**

The City of Madera operates the Madera Area Express (MAX) transit system. MAX consists of both fixed route and demand-response (dial-a-ride) services. There are three (3) fixed routes; two (2) that operate within the city limits Monday through Friday, from 7:00AM to 6:30PM, and Saturdays from 9:00AM to 4:00PM, and one (1) that provides service to the Madera Community College Center (MCCC), located southeast of the City, Monday through Friday, from 7:00AM to 5:00 PM (Figure 4-6). Dial-A-Ride (DAR) service is provided within the city limits and within the Madera urban area seven (7) days a week; Monday through Friday, from 7:00AM to 6:30PM, Saturdays from 9:00AM to 4:00PM, and Sundays from 8:30 to 2:30. DAR is available for seniors, the disabled, and the general public (City of Madera, 2018). Service outside of the city limits is provide under contract with Madera County (MCTC, 2017).

MAX is administered by the City's Grants Department through a Grant Administrator/Transit Program Manager and a Program Manager. Transit service is provided through a contracted service provider.

The Madera General Plan envisions "a viable transit system that connects all parts of the City and links with regional destinations" and establishes goals and policies towards that end. The City has made numerous improvements to its transit service in recent years, including the implementation of fixed route service to MCCC in January of this year (2018). In addition, the City developed a new passenger shelter prototype, using a stakeholder driven process, and has placed approximately 61 new shelters since 2012 (MCTC, 2017).

Regional transportation is provided to Madera residents by Madera County Connection (MCC), a county-wide fixed route service, Greyhound, Amtrak, and CalVans, a public vanpool.



# Route 3 College

**SOUTHBOUND**

Departs from **Walgreens** at **15** minutes past every hour.

**NORTHBOUND**

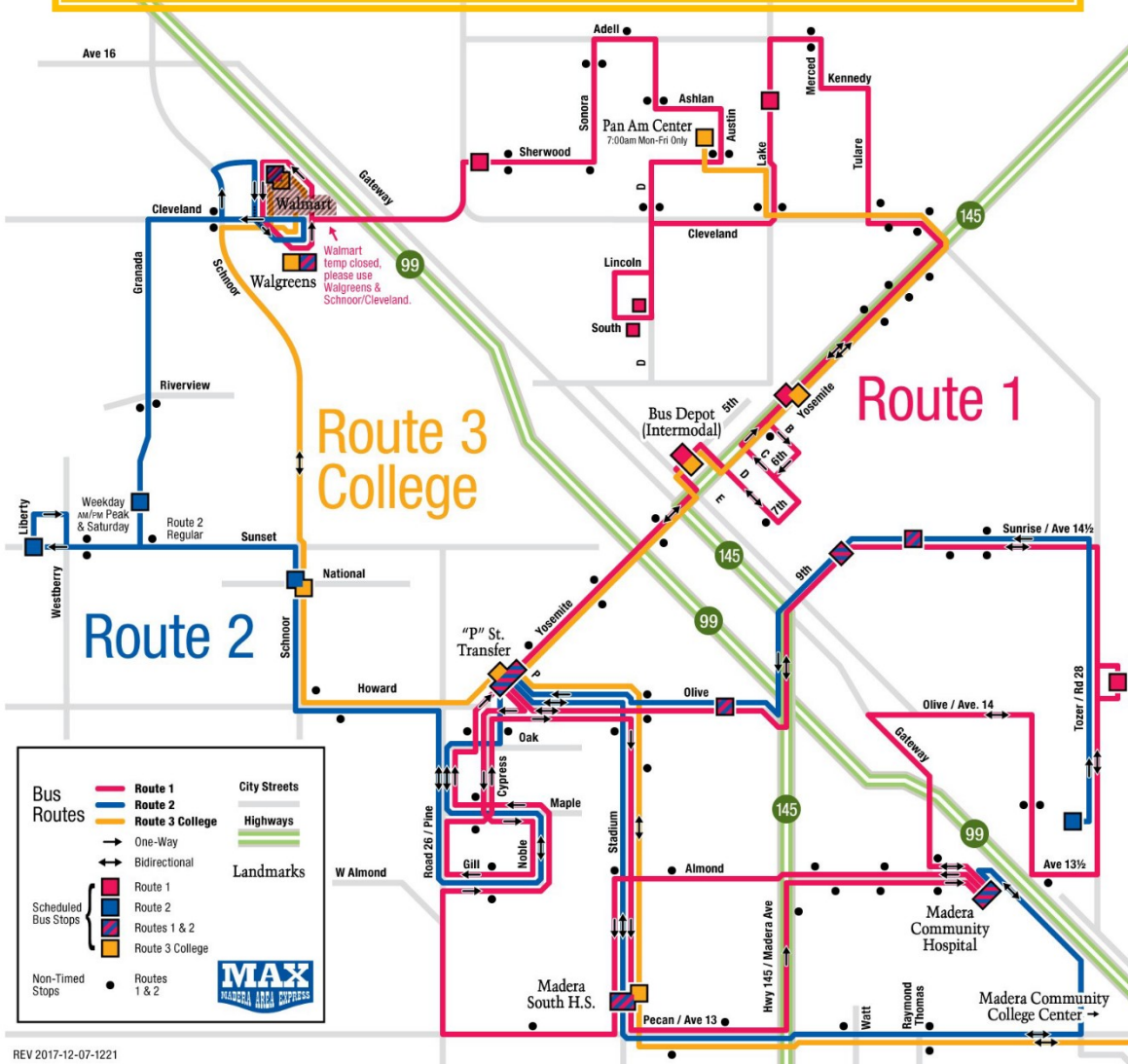
Departs from **MCCC** at **47** minutes past every hour.

**MON—FRI**  
**7AM - 5PM**

**COLLEGE ROUTE STOPS INCLUDE:**

- a. Walgreens
- b. Schnoor and National
- c. P Street (Transfer Point)
- d. Madera High South Campus
- e. Madera Community College Center

*There is a one-time morning connection express from the Pan Am Center at 7am. Transfer at P Street to get to the College. The rest of the day, get on a Route 1 bus and transfer at P Street.*



**Figure 4-8**  
**MAX System Map (MCTC, 2018)**

***FACILITIES AND INFRASTRUCTURE***

The City of Madera Intermodal Transit Facility is located at 123 North E Street in downtown Madera. The Intermodal Facility currently houses the MAX system, the Greyhound Bus terminal, and Madera Cab Company. Connections and transfers can be made between the various services originating there, as well as to MCC. The facility also provides public telephones, restrooms, and snacks (MCTC, 2017).

As of March 2017, the City's transit fleet consisted of 17 wheelchair lift-equipped buses. Six buses are used to operate the fixed route service, nine buses are used to operate Dial-A-Ride, and two buses are used as backup. Public Works (Fleet Services) is responsible for maintenance of all transit vehicles and equipment (MCTC, 2017).

Construction of a new joint-use Transit/Public Works Facility is underway. Currently, transit maintenance and administration take place at separate locations, creating operational inefficiencies. The new site will provide bus parking, fueling, washing, administrative and operational functions, equipment maintenance, and storage. The facility is scheduled to be completed by December 2018 (City of Madera, 2017).

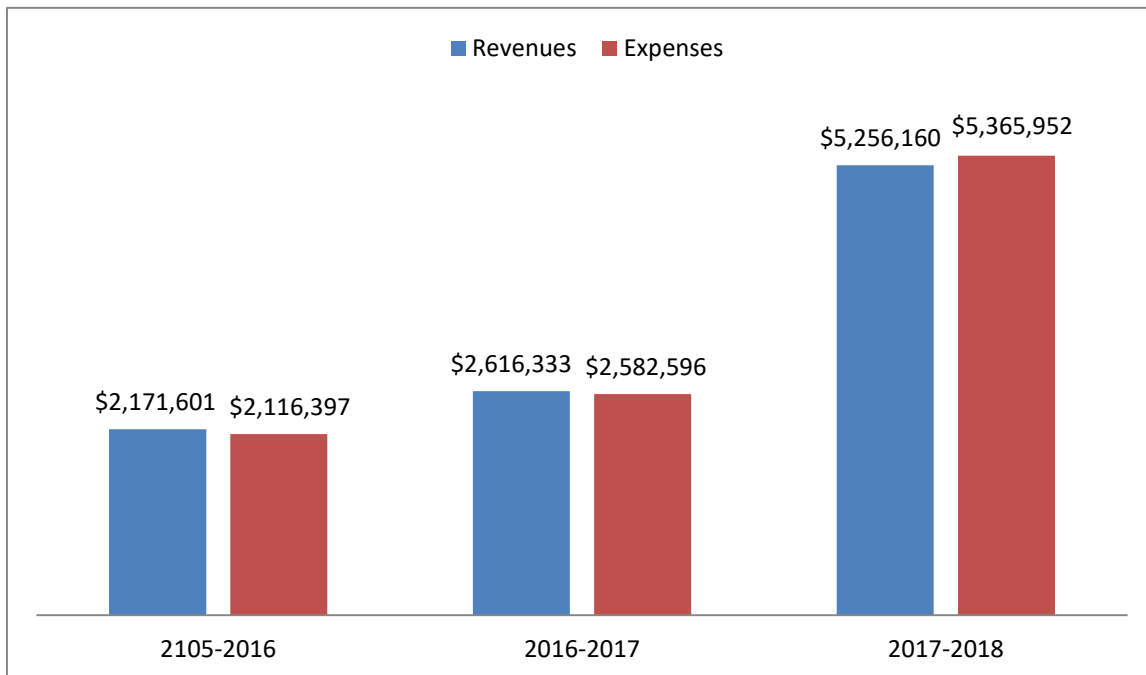
Facility and infrastructure deficiencies were not discussed during the last MSR cycle that reviewed Public Transportation. The FY 2018-22 Capital Improvement Plan (CIP) Budget identified four projects that would provide upgrades to existing transit infrastructure, including the construction of the new administration/maintenance facility, and the installation of various security and passenger improvements (City of Madera, 2017). In addition, the Madera County Short-Range Transit Development Plan for FY 2017/18-2021/22 outlines a five-year capital plan that addresses existing and future transit needs based on the five-year service and operating plan to improve transit service. These improvements are described below:

- MAX Bus Expansion/Replacement - \$889,900
  - Nine (9) buses; 6 replacement, 3 new.
- DAR Bus Expansion/Replacement - \$1.6 million
  - Twelve (12) buses; 11 replacement, 1 new.
- Bus Shelter Expansion - \$1.8 million
  - Forty-three (43) new shelters.
- Administration/Maintenance Facility - \$4.3 million
  - Construction of a joint-use Transit/Public Works Facility.
- Intermodal Transit Facility Rehab - \$200,000

**TRANSIT FUNDING**

Transit revenues are comprised of grants, passenger fares, and local transportation funds. The operation and maintenance of the Intermodal Facility is funded by collected rents and grants. Transit expenditures (exclusive of Intermodal Building activities) total \$5.365 million in 2017-18, an increase of approximately 107.7 percent over the prior year’s budget. This increase is due to revenue outlays and expenditures for the Transit Administration/Maintenance Facility.

**Chart 4-8  
Transit Revenues and Expenditures**



As shown in Chart 4-8, transit generates 100 percent of revenues needed through fares, grants, and transportation funds. Therefore, transit activities do not affect the General Fund. The deficit shown in FY 2017-18 is due to capital outlay for the Administrative/Maintenance Facility. Of all expenditures city-wide, transit services comprise 5.6 percent of total expenditures (City of Madera, 2017).

**Determinations**

**Determination 4.1.9-1** – The City provides fixed route and dial-a-ride service to its residents within the city limits and urban area boundary through the Madera Area Express (MAX) transit system.

**Determination 4.1.9-2** – Connections and transfers to regional service providers can be made at the City of Madera Intermodal Transit Facility.

**Determination 4.1.9-3** – The City’s transit capital and service needs are identified and planned for in the Madera County Short-Range Transit Development Plan, developed by MCTC.

#### **4.1.10 - SOLID WASTE DISPOSAL**

##### **Summary of Prior MSR Findings**

Solid waste services were reviewed by LAFCo in 2003 as part of the comprehensive MSR. The MSR identified that the City generated residential, commercial, industrial, construction/demolition, and self-haul waste, that was being disposed of at the County-owned Fairmead Landfill and Mammoth Recycling Center located northwest of Madera on the west side of Highway 99. The MSR also noted that any hazardous waste generated within the County was shipped to an approved Class III facility or as allowed by the Regional Water Quality Control Board and the California Integrated Waste Management Board. No issues with regards to solid waste disposal were discussed.

##### **Current Conditions**

The City contracts with Mid Valley Disposal for solid waste collection and disposal. The City provides residents and commercial properties with containers for trash, green waste, and recycling. Collected waste is taken to the landfill or to a Mid Valley Disposal's Transfer Station for processing before being delivered to a composting or recycling facility (City of Madera, 2018).

Solid Waste and Recycling is administered by the Public Works Department through 4 full-time staff members. The staff performs regulatory reporting to the State, and implements grant programs that promote recycling efforts, including beverage containers, used oil, used tires, and household hazardous waste, and works with the contractor to provide city-wide solid waste disposal services. The service contractor is responsible for billing roll-off customers (those with rolling bins), but all other utility billing is provided by the City's Financial Services Department (City of Madera, 2017). Current rates begin at \$23.22 per month for single and multi-family dwelling units, and \$29.46 per month for commercial customers. Street cleaning fees are also included in solid waste bills (City of Madera, 2018).

##### **FACILITIES AND INFRASTRUCTURE**

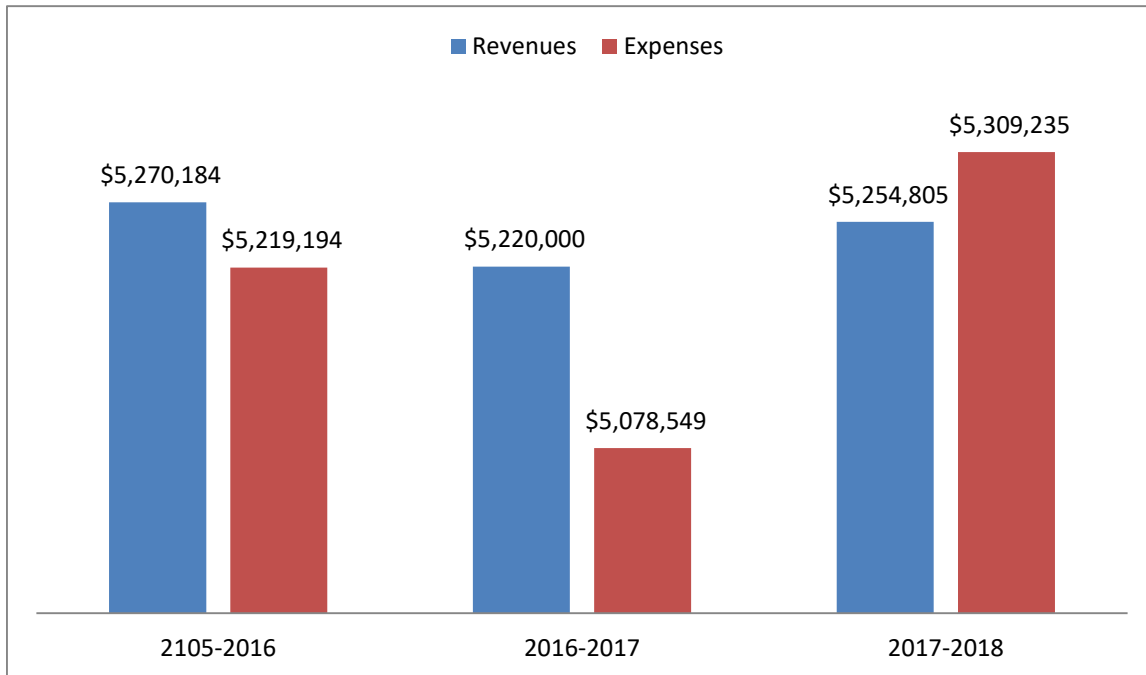
All personnel staging, logistical oversight, vehicle maintenance and storage for the solid waste disposal contract is performed out of Mid Valley Disposal's recycle and transfer station. Facility and infrastructure deficiencies are identified and discussed during contract negotiations for service.

##### **SOLID WASTE DISPOSAL FUNDING**

The City's Solid Waste Fund is an Enterprise Fund primarily funded by user fees. Recycling promotions are funded through grants. The Municipal Disposal Activities budget funds the personnel, equipment, and contracted services that provide for refuse disposal. Waste disposal expenditures (exclusive of grant programs) total \$5.309 million in 2017-18, an increase of approximately 4.5 percent over the prior year's budget. This increase appears to be the result of operating transfers to other funds, and a slight increase in operating

expenses; a seasonal part-time Maintenance Worker I position is being upgraded to full-time to address the increasing demand for repairs to the City’s aging refuse carts. Contract services account for 69.7 percent of budget expenditures in 2017-18 (City of Madera, 2017).

**Chart 4-9  
Municipal Disposal Activities Revenues and Expenditures**



As shown in Chart 4-9, municipal disposal activities are projecting a deficit in 2017-18. According to the City’s budget, the Solid Waste Fund as a whole, is projecting a \$684,000 deficit for FY 2017-18. This is due to a five-year rate freeze that was imposed on user fees approximately four years ago. The City plans to reassess the fund balance and the potential need for rate increases as the end of the freeze draws near. Of all expenditures city-wide, solid waste comprises 17.8 percent of total expenditures (City of Madera, 2017).

**Determinations**

**Determination 4.1.10-1** – The City provides residents and commercial properties with solid waste collection and disposal through a contract with Mid Valley Disposal.

**Determination 4.1.10-2** – The City’s Solid Waste Enterprise Fund is projecting a deficit for FY 2017-18.

**Determination 4.1.10-3** – The City should prepare a Rate Study every five years to ensure that solid waste disposal fees are providing sufficient revenues to sustain solid waste services.

#### **4.1.11 - PLANS FOR FUTURE SERVICES**

As previously discussed, the City has adopted land use designations within the General Plan throughout the Study Area, which encompasses the entire existing SOI and beyond. Furthermore, the City has done extensive infrastructure planning for these areas as well as made the effort to serve existing unincorporated communities, some of which are already connected to water and/or sewer services. These communities include Parkwood, Parksdale and River Road Estates (along Highway 145).

However, the Madera Acres area (MD-21), as previously stated in this section, was not included in the infrastructure planning documents prepared for future growth. This area currently receives services from Madera Valley Water Company for a portion of the district and others are serviced by individual wells. All parcels within the area operated independent, private septic systems as well. Road maintenance is the only service provided by the existing maintenance district.

Considering that the Madera Acres area has been included within the SOI of the City since its last review and update and there are growing statewide health and safety concerns related to septic systems, infrastructure planning for the area should be undertaken in the event an agreement and funding between the City, County and possibly the Madera Valley Water Company could be reached to place the community on a water and sewer system. This process would likely include extensive negotiations and should not necessarily hold up projects in the vicinity. Any agreement should also incorporate the existing policies for Village A within the City's General Plan to assure orderly development and consistent standards for the area.

However, it should be noted that before any extension of services of either water or sewer infrastructure or annexation by the City to this area can be completed, there must be some public outreach as well as support by the residents. Any annexation proposal requires specific approval by property owners which constitute more than 50 percent of the property value of the proposed annexation area or more than 50 percent of the registered voters of said area if there are more than 12 registered voters inhabiting the proposal. The support of either would satisfy the General Plan policy for Village A (Madera Acres) that requires support from residents.

Apart from these communities, the City has done ample infrastructure planning to address growth within the existing SOI to accommodate projections for the next five years. These infrastructure documents also include improvements and recommendations needed to improve any possible deficits in water and sewer capacity within the existing systems.

#### **Determinations**

**Determination 4.1.11-1** – The City has plans to expand service to adjacent areas as indicated in the adopted infrastructure master plans.

**Determination 4.1.11-2** – The City may be a service provider in the future for adjacent, existing communities within the SOI in the event that one of the service providers requires assistance or no longer is able to operate.

**Determination 4.1.11-3** – Infrastructure planning for the Madera Acres area should be undertaken by the City of Madera prior to the next review of its SOI.

**Determination 4.1.11-4** - Any proposal for annexation, extension of service, or other incorporation of Madera Acres into the City shall be supported by the residents and follow the guidelines for protest hearing and/or elections in accordance with CKH.



## **4.2 - Financial Ability to Provide Services**

This section analyzes the financial structure and health of the City of Madera with respect to the provision of services. Included in this analysis is the consideration of rates, service operations, and the like, as well as other factors affecting the City's financial health and stability, including factors affecting the financing of needed infrastructure improvements and services.

An examination of financing includes an evaluation of the fiscal impacts of potential development, and probable mechanisms to finance needed improvements and services. Evaluating these issues is important to ensure new development does not excessively burden existing infrastructure and the ability of the City to fund existing improvements and services.

An examination of rate restructuring should identify impacts on rates and fees for services and facilities and recognize opportunities to positively impact rates without decreasing service levels. The focus of this required element of the MSR is whether there are viable options to increase the City's efficiency through rate restructuring prior to any SOI adjustment.

Annual audit reports and financial statements for the City were reviewed in accordance with the MSR Guidelines. The purpose of this review is to determine fiscal viability, suitability of current funding practices, and potential fiscal impacts resulting from new legislation.

### **4.2.1 - CITY BUDGET**

The FY 2017-18 Budget reflects the City Council's goals and continues funding sufficient to maintain basic service levels. The budget is built upon guiding policies and is prepared in stages by fund type, allowing each fund's budget to be presented to City Council and discussed individually. The City's projected revenue for all funds is \$89.7M. The projected expenses total \$96.4M (City of Madera, 2017). The budget deficit is largely due to an increase in personnel costs, an increase in maintenance and operations costs (due to the method of calculating facilities maintenance costs), and capital projects associated with the sewer fund. The budget also shows a \$3.5M increase in public safety (over FY 2016-17) related mostly to Measure K revenues.

The major factors and obstacles affecting the FY 2017-18 Budget, as identified by the City, are:

- A general flattening of revenues across the board.
- Increase in personnel costs due to a 3 percent cost of living adjustment and memorandum of understanding (MOU) approved during FY 2015-16, and increased costs in healthcare and the California Public Employees Retirement System (CalPERS).
- Infrastructure repairs and upgrades related to the City's Enterprise Funds.

The two primary sources of revenue for the City consist of the Sales Tax (including Measure K) and Property Tax which combined, total 55 percent of the total General Fund revenue for the City. Other revenue sources of the City include Enterprise Funds, Special Revenue, and Internal Services (City of Madera, 2017). The City's Grants Department pursues additional sources of funding from outside agencies.

The primary sources of expenses for the City consists of public safety (Police and Fire Services), sewer and water operations and infrastructure, and general governmental services which includes Public Works and Parks and Recreation. Within those expenses, the salaries and benefits of all employees are included.

The City notes throughout their budgetary message and commentary of the FY 2017-18 budget that, like many other cities in California, they are experiencing pension costs spikes. The City's pension plan system, CalPERS, is a defined benefit program with employer and employee contributions expressed as a percentage of base pay. Employer contributions have been steadily increasing as a result of the recession and ongoing unfunded liabilities in the system. In an attempt to mitigate these increases, the City implemented 2<sup>nd</sup> tier retirement formulas for new classic employees and created new formulas for employees who are new to the CalPERS system. However, the need for increased contributions to CalPERS will be the defining narrative in the City's General Fund and service delivery for the next five years, and it is highly unlikely that the City's projected compensations will be sustainable without significant (and unacceptable) reductions in public services (City of Madera, 2017).

Overall, the City has adopted policies and strategies that drive the development of a sound budgetary structure. The City maintains goals and performance measures to gauge their effectiveness from year to year. A summary of key achievements is also presented to the City Council to allow for proper planning to reallocate funds accordingly in order to meet missed benchmarks. As a show of their effectiveness for budgeting, the City received a "Operating Budget Excellence" Certificate of Award from the California Society of Municipal Finance Officers. The certificate recognizes meritorious achievement in operational budgeting and reflects a highly professional budget document and the underlying budgeting process through which the budget is implemented. The receipt of this award is an indication of the City's implementation of appropriate financing/funding practices (City of Madera, 2017).

#### **4.2.2 - RATES AND FEES**

The City periodically sets rates and fees for various services it provides through the Master Fee Schedule. The most current fee list is the 2017-2018 City of Madera Master Fee Schedule. The listed fees include:

- Facility rental and program fees.
- Building permit fees for review and inspection.
- Fire inspection fees.
- Planning and environmental review fees.
- Engineering review and inspection fees.
- Code violation fines.

- Business license fees.
- Police service and various permit fees.

All other services (e.g., natural gas, cable, etc.) are provided by existing providers whose rates are established through mechanisms that are not governed by the City. If and when the City ultimately assumes jurisdiction of additional areas in the SOI, the City would then set the standard rates and fees in these newly incorporated areas for any and all services provided by the City.

#### **4.2.3 - PROPOSITION 218**

Proposition 218 (Prop 218) restricts local government's ability to impose assessment and property related fees and requires elections to approve many local governmental revenue raising methods. This initiative, approved in 1996, applies to nearly 7,000 cities, counties, special districts, schools, community college districts, redevelopment agencies, and regional organizations. It ensures that all new taxes and most charges on property owners are subject to voter approval and especially to the tools of using property related fees to fund governmental services instead of property related services. Of potential concern is the long-term effect the proposition has created in a local government's ability to fill the growing divide between infrastructure needs and the provision of governmental services for the new infrastructure.

According to City staff, Prop 218 has not proven to be a factor in limiting the City's ability to charge rates sufficient to cover service costs in the critical areas of sewer and water; no significant community protest has been made under Prop 218 for sewer and water rate adjustments over the last 10 years.

Based on the requirements of Prop 218, an election, rather than protest hearing, is necessary to amend assessments for Landscape Maintenance District Zones of Benefit. City staff stated that the majority of elections have failed, resulting in circumstances where assessments are inadequate to cover the preferred level of maintenance. The City has internalized maintenance efforts within the zones and tailored the level of maintenance to maximize service and minimize disruption with available funds.

#### **4.2.4 - OPPORTUNITIES FOR RATE/FEE RESTRUCTURING**

The City's Fee Schedule is subject to periodic comprehensive revisions and updates. The latest updated fee schedule went into effect with adoption of the 2017-2018 City of Madera Master Fee Schedule. The City's Financial Budget Policies include the following revenue policies to ensure that rates and fees are adequate to cover the costs associated with the operations and infrastructure needs of City services (City of Madera, 2017):

- The user fees and charges for each Enterprise Fund will be set to fully support the total direct and indirect costs of the activity. Indirect costs include the cost of annual depreciation of capital assets and overhead charges.

- Development Impact Fees will be established to provide for the cost of infrastructure improvements from new growth instead of being a burden to existing tax payers.

In addition, the City's Vision-Goal of a "Well-Planned City" includes a performance measure to review Development Impact Fees (DIFs) every 2 years or less, and evaluate all other fees as often as needed, but not less than every three years (City of Madera, 2017). Therefore, there is no evidence to suggest that the City would not be able to provide services to areas within the SOI and charge fees consistent with citywide fees for such services. Further, since the City's common practice is to review these fees on a scheduled basis, it can be assumed that future years will follow the same review and update procedure to ensure that full cost recovery is obtained for services rendered.

#### **4.2.5 - DETERMINATIONS**

**Determination 4.2-1** – The City annually conducts an open, transparent budgeting process aimed at balancing the needs of the City with the financial resources available.

**Determination 4.2-2** – The City attempts to utilize other forms of revenue available besides sales/property taxes and fees, such as grants, in order to supplement its revenue stream.

**Determination 4.2-3** – The City levies a series of fees and rates to offset the operations, maintenance, and infrastructure costs of the services it provides. Rates and fees are set through the Master Fee Schedule.

**Determination 4.2-4** – The services provided by the City are subject to Proposition 218, but no significant community protest has been made under Prop 218 for sewer and water rate adjustments over the last 10 years.

**Determination 4.2-5** – There is no evidence suggesting that the City would be unable to provide services to the SOI areas and charge fees consistent with citywide fees for services. Since the City's common practice is to review these fees and adopted revised fees on a scheduled basis, it can be assumed that future years will follow the same review and update procedure in order to ensure that full cost recovery is obtained for services rendered.

### **4.3 - Status of, and Opportunities for, Cost Avoidance and Shared Facilities**

Practices and opportunities that may help to reduce or eliminate unnecessary costs are examined in this section, along with cost avoidance measures that are already being utilized. Occurrences of facilities sharing are listed and assessed for efficiency. Potential sharing opportunities that could result in better delivery of services is also discussed.

An examination of cost avoidance opportunities should identify practices and opportunities that may help eliminate unnecessary or excessive costs to provide services. Such costs may be derived from a variety of factors including: duplication of service efforts and facilities; inefficient budgeting practices; higher than necessary administration and operating cost ratios; inefficient use of outsourcing opportunities; and inefficient service boundaries.

An examination of opportunities for shared facilities should determine if public service costs can be reduced as a result of identification and development of opportunities for sharing facilities and resources. The benefits of sharing costs for facilities are numerous, including: pooling of funds to enjoy economies of scale; reduced service duplications; diversion of administrative functions of some facilities; reduced costs; and providing better overall service.

Maximizing opportunities to share facilities allows for a level of service that may not otherwise be possible under normal funding constraints; however, facilities sharing opportunities are not without their challenges. When a municipality enters into a shared agreement, it generally relinquishes a portion of its control of the facility. Additionally, the facility may not be entirely suited to accommodate the municipality's needs.

The City has demonstrated its desire to work with surrounding agencies to provide quality service to residents in a cost-effective manner. The Madera Fire Department is administered by CAL FIRE pursuant to a cooperative fire protection agreement and maintains a mutual aid agreement with the Madera County Fire Department. In addition, the City provides police service to the unincorporated neighborhood of Parkwood through a tax sharing agreement with the County.

Therefore, although there is much collaboration already between the City and other agencies, the City should consider reviewing their agreements annually in order to determine if further cost savings could be realized beyond the current economies of scale.

The Madera City Hall houses most of the City departments except for Parks & Community Services, Public Works, Code Enforcement, Police and Fire. The City utilizes interdepartmental staff resource sharing to the extent practicable, which in turn allows them to jointly utilize facility space as well. The FY 2018-22 Capital Improvement Plan (CIP) Budget includes a future placeholder of \$19.86 million for the relocation and expansion of City Hall to accommodate medium-to long term projected growth. The project will occur in conjunction with community growth as demands for service exceed the capacity of existing facilities (City of Madera, 2017).

The City of Madera Intermodal Transit Facility houses the MAX system, the Greyhound Bus terminal, and Madera Cab Company, and provides a connection/transfer point with County bus services (MCC). Furthermore, construction of a new joint-use Transit/Public Works Facility is underway which will allow for transit administration and maintenance to be provided more efficiently at one location.

#### **4.3.1 - DETERMINATIONS**

**Determination 4.3-1** – The City participates in cooperative fire protection agreement with CAL FIRE and a mutual aid agreement with the Madera County Fire Department for additional fire protection service.

**Determination 4.3-2** – The City should annually review the agreements of which the City participates in order to establish if further cost savings could be realized beyond the current economies of scale.

**Determination 4.3-3** – The City utilizes interdepartmental staff resource sharing to the extent practicable, which in turn allows them to jointly utilize facility space as well.

**Determination 4.3-3** – The City utilizes shared facility space with other local and regional transportation providers to facilitate coordination and transfers between services.

#### **4.4 - Accountability for Community Service Needs, including Governmental Structure and Operation Efficiencies**

This section addresses the adequacy and appropriateness of the City of Madera's existing boundary and sphere of influence, assesses the management structure and overall managerial practices of the City, and evaluates the ability of the City to meet its service demands under its existing government structure. Also included in this section is an evaluation of compliance by the City with public meeting and records laws.

An examination of government structure should consider the advantages and disadvantages of various government structures that could provide public services. In reviewing potential government structure options, consideration may be given to service delivery quality and cost, regulatory or government frameworks, financial feasibility, operational practicality, and public preference.

An examination of local accountability should evaluate the accessibility to and levels of public participation with the agency's management and decision-making processes. The MSR Guidelines note measures such as legislative and bureaucratic accountability, public participation, and easy accessibility to public documents and information as important in ensuring public participation in the decision-making process.

##### **4.4.1 - ORGANIZATIONAL STRUCTURE**

The City of Madera operates under the council-manager form of government; council members are the leaders and policy makers elected to represent the community and to develop policies that meet the needs of the City's residents. The City Administrator acts as the manager and is appointed by the City Council to carry out City policies. All other department heads in the City serve under supervision of the City Administrator. The City consists of eight departments, which include City Administration, Finance, Human Resources, Information Systems, Community Development, Parks and Community Services, Police Services, and Fire Services. The City Manager's Office has the responsibility to ensure the needs and concerns of the community and the City organization are properly addressed to ensure Madera's government is operating effectively and efficiently to best serve its citizens (City of Madera, 2018).

The City Council is responsible for governing as well as establishing the overall priorities and direction for the City's municipal government. The Council's responsibilities include the adoption of City ordinances and policies, approval of programs, services, projects, contracts and agreements, adoption of the annual budget, and establishment of short- and long-term goals for the City. Actions of the Council, including opportunities for public involvement and public hearings, are regulated in accordance with applicable statutes and City procedures.

The Madera City Council is an elected body of seven. City Council members are elected by district, and the Mayor is elected at large. All council members are elected for 4-year terms. Terms are staggered so that elections occur every two years. The Mayor Pro Tem position rotates annually through the council members.

The City operates with approximately 265 regular, full-time employees, and 169 part-time/seasonal staff. The organizational chart for the City is illustrated on Figure 4-9. The City also collaborates with numerous community organizations to supplement staff services through the use of volunteers.

There are nine appointed advisory commissions and boards who assist the City Council in making policy decisions:

- Americans with Disabilities Act (ADA) Advisory Council
- Airport Advisory Commission
- Beautification Committee
- Civil Service Commission
- Community Development Block Grant (CDBG) Review and Advisory Committee (RAC)
- Loan Review Committee
- Planning Commission
- Parks and Recreation Advisory Board
- Transit Advisory Board

Citizens have an opportunity to participate in the implementation of local policies by serving on a board or commission. Each commission and board is comprised of citizens who work to provide services to the community while assisting the Council in achieving goals established by the citizens and elected officials. A summary of the City's departments and the various services they provide to the residents of Madera is provided below. The information was taken directly from the City's Fiscal Year 2017/2018 Final Budget and the City's website.

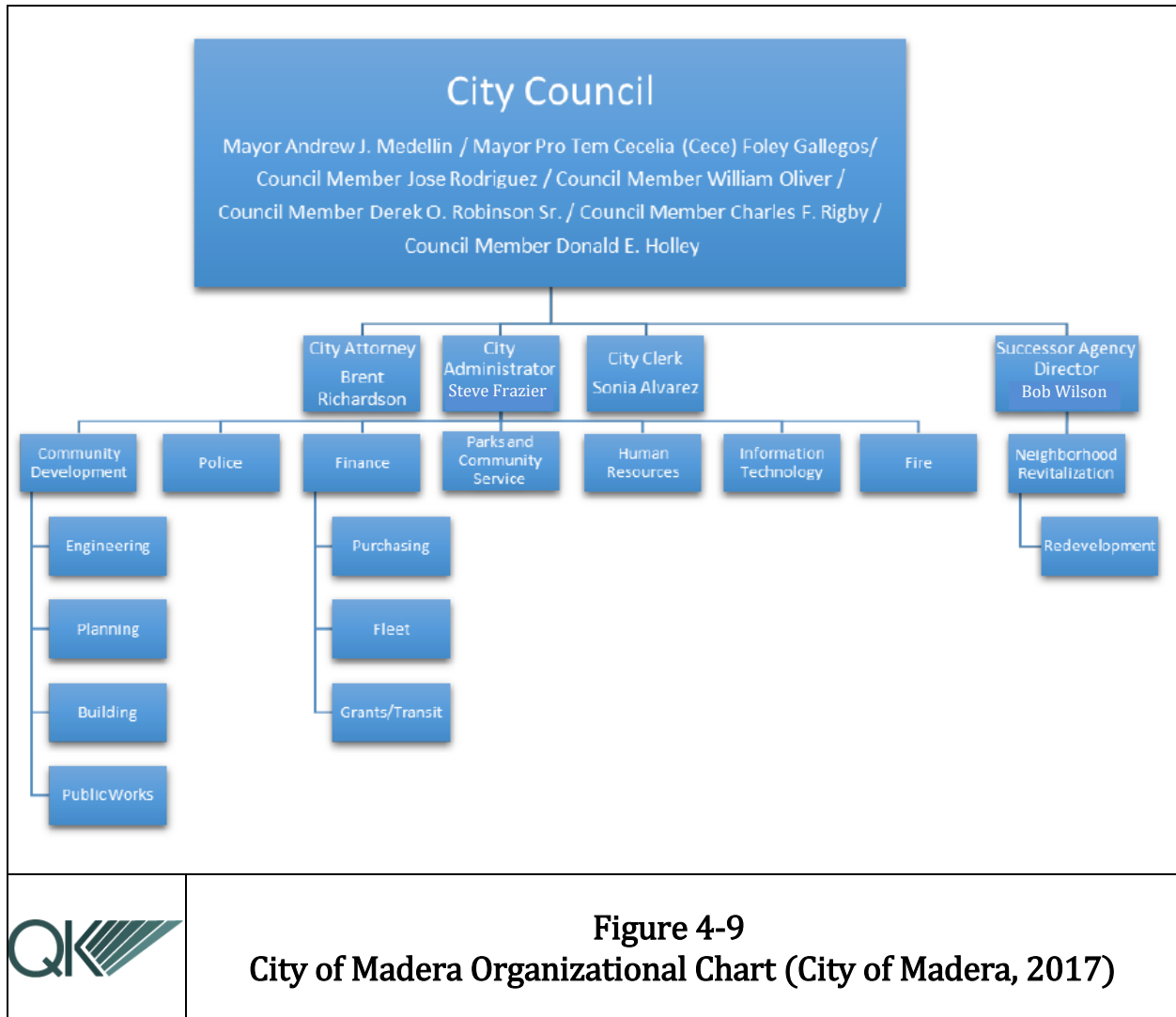
### ***City Administration***

The City Administration Department has the responsibility to ensure the needs and concerns of the community and the City organization are properly addressed to ensure Madera is a good place to live and conduct business. City Administration provides strategic leadership and guidance to the City operations and services to the City of Madera through the following areas:

- Administration: The City Administrator provides organizational leadership necessary to implement Council programs and policies; ensures organizational transparency and fiduciary responsibility; and maintains the City's internal service delivery team.
- Neighborhoods: The City Administrator's Office seeks to foster engaged neighborhoods by proactively providing public information, creating community partnerships, and facilitating citizen involvement. This includes a Citizen's Academy, an eight-week introductory course in the mechanics of City government.

The City Administrator prepares a budget for the council's consideration; recruits, hires, and supervises the government's staff; serves as the council's chief adviser; and carries out the council's policies.





**Finance Department**

The Financial Services Department (Finance) provides various accounting and business services for the City of Madera. Included in these services are: financial reporting, general ledger maintenance, payroll, accounts payable, accounts receivable, purchasing, utility billing and collections, business licensing, debt management, investment portfolio management and the preparation and maintenance of the City's annual budget. Financial Services also oversees the Fleet Services and Grants divisions (departments).

Fleet Services consists of the Equipment Maintenance and Equipment Acquisition departments. These departments serve all the City as well as Housing Authority, Transit, and Police NICB vehicles.

Grants administers the City's portfolio of grants and pursues additional sources of funding from outside agencies. Additionally, the department administers a number of City programs

including the Madera Area Express (MAX) transit system and the City's various housing programs.

### ***Human Resources Department***

The Human Resources/Risk Management Department manages personnel, employee relations and risk management programs. These activities include recruitment, employee benefits, personnel records, labor negotiations and contract administration, classification and compensation, training, insurance/self-insurance, claims management, safety/loss control, and emergency preparedness.

### ***Information Systems Department***

The Information Systems (IS) Department is responsible for installing, maintaining and supporting all facets of technology for the City departments and staff members. The IS Department delivers hands-on and remote services to all City departments while also managing and maintaining the City's network systems and main data servers. Support includes over 275 desktop, laptop, and tablet computers, the city-wide phone system, mobile phones, mobile data and devices, the City financial system, Police Department dispatch and records systems, and the city wireless network which connects city buildings and provides free wireless in all of these buildings.

IS staff is also responsible for creating and updating current policy for technology and systems, creating and maintaining the central technology budget for the City, and researching and recommending new technology that will help support the City's service delivery and communication with the public.

### ***Community Development Department***

The Community Development Department consists of the following divisions (departments): Planning, Building, Engineering, and Public Works.

The Planning Department is responsible for long range planning within the city, the maintenance and application of the City's Zoning Ordinance and the processing and approval of site-specific development proposals to include rezoning, tentative maps, use permits and site plan reviews. Planning staff members also serve as staff to the Madera Planning Commission.

The Building Department is responsible for overseeing all activities associated with on-site construction. The department administers the building permit process from the intake of building plans through the issuance of a certificate of occupancy. The department provides full service delivery of information to ensure code compliance during the construction process through plan check and inspection processes. The City's fire prevention function is also maintained through the Building Department, which manages an interim Fire Marshall services contract with Fire Safety Solutions.

The Engineering Department is responsible for the design and management of public facility construction projects throughout the City, as well as for reviewing and approving private development projects that either connect to, or construct parts of, the City's public utility systems. Primary functions include preparing and/or approving design drawings, conducting the bidding process for public improvements, and providing construction oversight and inspection services where applicable. The department also conducts and reviews special engineering studies and is responsible for conducting speed surveys which are used to establish speed limits within the city.

The Public Works Department is responsible for maintaining and managing operations for the City's public utility systems. Services provided by the department include ensuring sufficient clean fresh water; reliable sewer services; street maintenance; storm drainage systems; street cleaning; maintenance of street pavement, street lights, traffic signals; public building maintenance, and maintenance of the City's Airport. The Department is composed of the following divisions: Facilities/Electrical Maintenance, Streets & Storm Drainage, Water & Sewer, Waste Water Treatment Plant, Solid Waste & Recycling, and Administration & Airport.

### ***Parks and Community Services Department***

The Parks and Community Services (PCS) Department consists of the following divisions: Administration, Recreation & Community Services, and Parks Maintenance.

The Administration Division is devoted to the management and oversight of the Department's fiscal, contractual, purchasing, safety, policy and procedure, grants-making, grant oversight, marketing, and IT functions for the PCS Department. Administrative Division employees prepare most communications with other City Departments, including City Council, and are responsible for considerable amount of the Department's marketing and fund-raising efforts. Administrative Staff prepare bid documents, project specifications and create contracts/agreements with outside agencies.

The Recreation & Community Services Division is associated with the provision of recreation programs and activities. The PCS Department offers a variety of free, low-cost and fee-based recreation and enrichment programs such as after-school recreation, Kids Camp, themed program weeks, Youth Commission, audio engineering, technology programs, robotics classes, nature-themed programs, leadership, cooking/wellness classes, cheer/dance, drop-in recreation activities and other general recreation programs.

The Parks Maintenance Division provides maintenance for all the City's park space, trail space and public green space. Day-to-day operations include maintenance of turf, trees, landscape, trails, public restrooms, picnic areas and pavilions. The Parks team is also engaged in maintaining green space irrigation, the urban forest and field preparation for sports activities, tournaments and special events.

### ***Police Department***

The City of Madera appoints its Chief of Police. The Chief of Police, one Commander and three Lieutenants manage 65 sworn officers, 23 non-sworn, 14 volunteers and 7 chaplains.

The Police Department consists of 15 specialized divisions: Administration, Animal Control, Canine, Crisis Negotiation Team, Detectives, Dispatch, Honor Guard, Motor Unit, Operations, Patrol, Police Records, Property and Evidence, School Resources Officer, Special Investigations Unit, and SWAT.

The Police Department also has a variety of crime prevention programs aimed at providing community interaction with local law enforcement and educating the community on how to prevent crimes from occurring.

### ***Fire Services Department***

The Fire Department is administered by the CAL FIRE pursuant to a cooperative fire protection agreement. Policy direction remains with the Madera City Council and all permanent Fire Department staff are CAL FIRE employees. The Department provides a multitude of emergency and non-emergency services to the community. Services include: fire prevention and suppression, emergency medical assistance, rescue, public assistance, fire menace standby, safety inspections, and review of building plans for compliance with applicable codes and ordinances.

#### ***4.4.2 - PRACTICES AND PERFORMANCE***

The Mayor presides over Council meetings, which are held on the first and third Wednesday of each month at 6:00 p.m. in the Council Chambers at City Hall located at 205 W. 4<sup>th</sup> Street, Madera, CA 93637. Council meetings vary on length, depending on the number of items on the agenda.

The City is required to follow the open meeting law set forth in the Brown Act (California Government Code Section 54950 et seq.). The intent of this legislation is to ensure that deliberations and actions of a legislative body be conducted openly and that all persons be permitted to attend any meeting except as otherwise provided in the law. Agendas must be posted at least 72 hours in advance of a meeting, and information made available to the Council must also be available to the public.

There appear to be ample opportunities for public involvement and input at regularly scheduled meetings. The agenda is posted at City Hall, posted on the City's website and emailed out to those on their subscription list. Council agendas and packets are posted and available for Final at least 72 hours (usually Friday) before each regularly scheduled Council meeting. Public notices (pursuant to the Government Code) are published to advertise certain types of hearings and press releases are issued to inform the public on significant city-wide issues and projects. The City also communicates with the public through direct

mailed notices, contributed articles in the local newspaper, utility newsletters, and social media.

The ratio of managers to workers appears to be appropriate; the City is not top heavy in managers, and the department heads are actively involved in departmental operations and service provision. The City and its departments follow various policies and procedures related to personnel, provision of services, customer relations and relationships with other agencies. Through the annual budget process, the City employs various techniques aimed at improving operational efficiency, such as eliminating duplicate services, personnel and equipment, reducing administrative costs when possible, and prioritizing service delivery needs to facilitate the use of limited resources to meet the highest priority need. Recent cost-saving measures include a soft hiring freeze and limits on travel expenses (City of Madera, 2017).

The management structure of the City is relatively simple and is well suited to the type of operations undertaken by the City; the linear management structure ensures an appropriate reporting mechanism and accountability. Furthermore, it allows for clear delineation of duties throughout the City for which the public can easily identify and bring forward their own issues, questions or projects. According to City staff, reorganization has occurred since the recession, and is ongoing. No alternative structures of the staff would result in more efficient operations, and the existing structure is considered appropriate for the City.

The City's budget process is a key mechanism used to review efficiencies in the management of City services and programs. The annual budget process includes a review of previous year accomplishments, upcoming year goals and programs, and specific funding to carry out those programs. The budget is adopted through a public hearing process by the City Council.

As a municipality, the City is structured to meet the needs and expectations of urban/suburban levels of development. As a multiple service provider with established service systems, the City is able to efficiently provide a comprehensive range of services. With existing and planned development within the SOI, the extension of infrastructure and services into these areas would be logical and generally more efficient than if provided by other utilities. Provision of services and infrastructure by the City into the SOI should not overlap or conflict with other service providers. The inclusion of the SOI areas into the City is not anticipated to have a significant effect on the governmental structure of the City.

#### **4.4.3 - DETERMINATIONS**

**Determination 4.4-1** – City Council members are elected by district, and the Mayor is elected at large. The Mayor Pro Tem position rotates annually through the council members.

**Determination 4.4-2** – The City conducts open meetings in compliance with the Brown Act that allows for complaints and comments regarding services and potential conflicts or inefficiencies to be identified to the City Council by residents.

**Determination 4.4-3** – The City utilizes an organizational structure that obtains efficiency through departments heads who oversee multiple divisions.

**Determination 4.4-4** – The City makes Council agendas and other information that details operations and services provided by the City available to the public at City Hall, on its website, and via email (Council agendas).

**Determination 4.4-5** – The current City structure is efficient, transparent and meets expectation of its residents with the resources available.

## **SECTION 5 - COUNTY SERVICE AREAS**

### **5.1 - County Service Area 3 – Parksdale**

#### **5.1.1 - INTRODUCTION**

County Service Area 3 (Parksdale) is located southeast of the Madera city limits. It encompasses the area between Road 28 on the west, Road 29½ on the east, Avenue 14 on the north, and Avenue 13 on the south. The service area is in Madera County Supervisorial District 4 and provides road maintenance, water and sewer service to residential and commercial connections within the District's boundaries. It is comprised of three zones of benefit that provide a variation of services and overlap in some areas. It is directly adjacent to Maintenance District 87 – Madera Southeast which also provides road maintenance service (Figure 5-1).

The Parksdale Water System, State Identification Number 2010006, provides water service to both CSA-3 and CSA-3B for a total of 666 improved units and 37 standby water units. The system consists of 3 wells with a combined production of 2,500 gallons per minute. All wells pump directly into a hydro-pneumatic tank then into the distribution system. One of the wells also has emergency power backup. The distribution consists of 33,654 feet of 6 and 8-inch AC water mains with 62 fire hydrants.

The Parksdale Sewer System provides wastewater collection service to 677.10 improved units and 37 standby units in CSA-3 and CSA-3B. CSA-3's sewer collection system conveys wastewater through the District to an intertie with the City of Madera for treatment at the City's Wastewater Treatment Plant. This collection system consists of 33,754 feet of 6, 8 and 10-inch sewer mains, a sewer pumping station and a sewer metering station.

CSA-3, Zone B, provides services for Self Help Enterprises residential subdivision. The assessed services in this zone of benefit include water, sewer, parks and landscaping, street light, storm drain, road maintenance, and fire protection.

Road maintenance within the District serves approximately 190 parcels with 1.11 miles of paved roads including curb and gutter. CSA-3, Zone C, was formed on July 17, 1990 by Resolution 90-161 and is approximately 64.07 acres in size. When the zone was formed a direct assessment of \$100.00 per parcel per year for road maintenance was approved. These are non-County roads and not included in the County's maintained system. Robbins Lane was annexed into the Service Area on November 14, 2000 by resolution 2000-235 (Public Works Department, 2017).

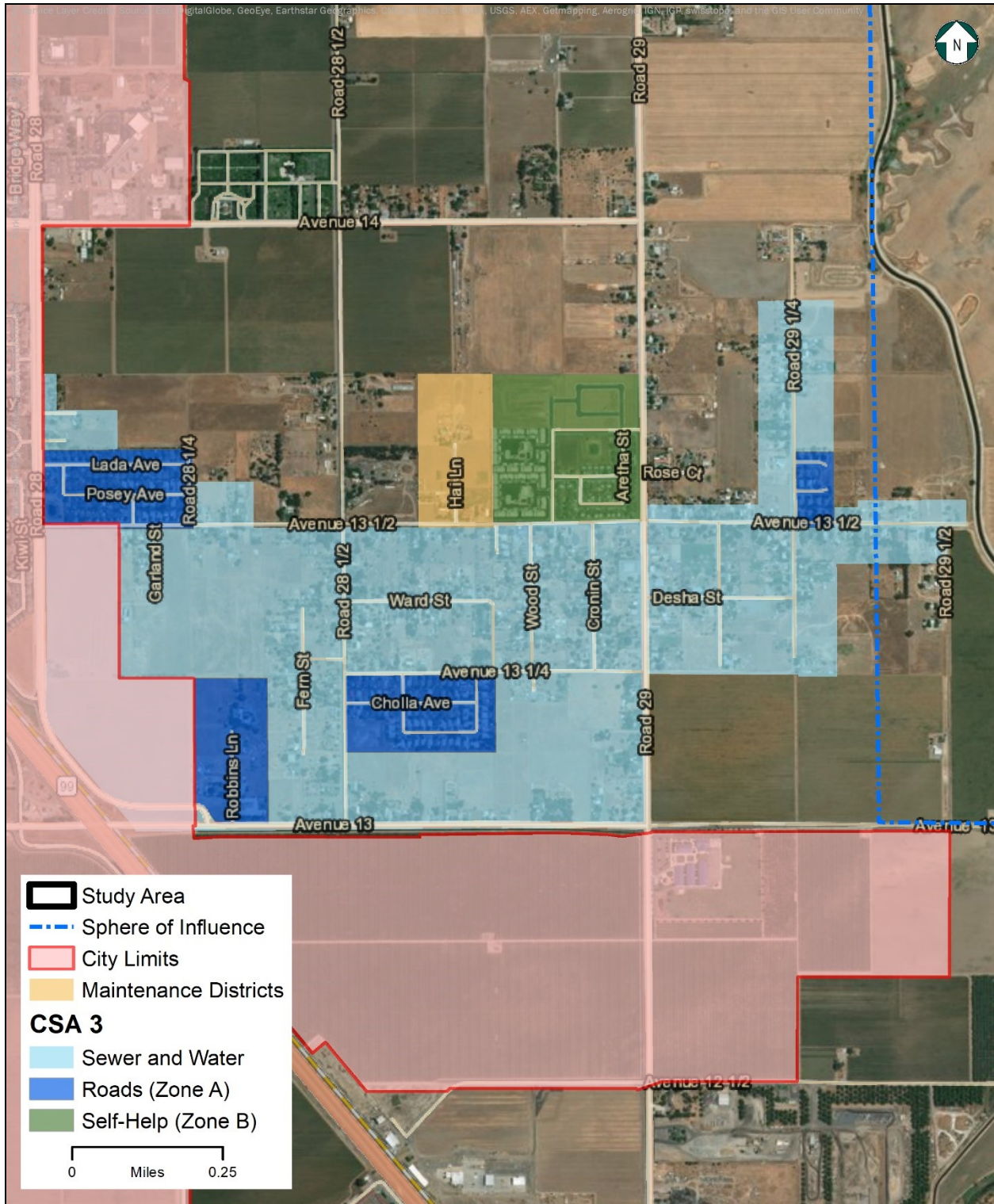


Figure 5-1  
County Service Area 3 - Parksdale



**5.1.2 - BUDGET**

The water and sewer rates were originally set on October 11, 2005, by Ordinance No. 611. The 2017-18 Fiscal Budget adopted monthly rates for CSA-3 were \$27.05 per unit for water and \$41.15 for sewer (\$10.09 for sewer collection, and \$31.06 to the City of Madera for treatment). There are also street lights in the system, but no current assessments for them.

On December 12, 2017, the Board of Supervisors proposed and adopted to set a new water and sewer rate for CSA-3 in order to alleviate the \$349,569.29 accumulated County funded debt to be paid over within three years of adoption. The new monthly rates increase annually from 2018 to 2021. The new rates for 2018 for CSA-3 are \$46.82 per unit for water and \$28.79 for sewer, with a portion still going to the City of Madera for treatment. These fees will increase annually until 2021 where the fees will be \$51.18 per unit for water and \$31.45 for sewer. The rate increase did not establish a rate for streetlight maintenance within the district.

**Table 5-1  
CSA-3 Budget**

	<b>Actual 2015-2016</b>	<b>Estimated 2016-2017</b>	<b>Budgeted 2017-2018</b>
Beginning Cash Balance	\$38,824.39	\$78,322.22	\$10,303.55
Revenues	\$486,453.61	\$519,725.76	\$479,247.55
Expenses	<u>\$485,780.17</u>	<u>\$509,422.21</u>	<u>\$479,247.55</u>
Ending Cash Balance	\$78,322.22	\$10,303.55	\$---

Source: Department of Public Works, Municipal Services Division, 2017

CSA-3, which is the balance of the district, provides water and sewer services to its customers. The revenue collected and expended allow for maintenance, improvements and other routine operations. Part of the revenue collected for the sewer enterprise is transferred to the City of Madera for the capacity and treatment of wastewater at the regional treatment plan located to the west of the city. With the recent proposed increase in rates, it would appear that revenues would be sufficient to support the enterprise of both services.

**Table 5-2  
CSA-3, Zone A Budget**

	<b>Actual 2015-2016</b>	<b>Estimated 2016-2017</b>	<b>Budgeted 2017-2018</b>
Beginning Cash Balance	\$247,481.38	\$266,440.30	\$285,715.06
Revenues	\$20,920.00	\$20,010.51	\$19,500.00
Expenses	<u>\$1,961.08</u>	<u>\$735.75</u>	<u>\$305,215.06</u>
Ending Cash Balance	\$266,440.30	\$285,715.06	\$---

Source: Department of Public Works, Municipal Services Division, 2017

**Table 5-3  
CSA-3, Zone B (Self-Help) Budget**

	<b>Actual 2015-2016</b>	<b>Estimated 2016-2017</b>	<b>Budgeted 2017-2018</b>
Beginning Cash Balance	\$237,806.98	\$366,373.27	\$496,966.15
Revenues	\$189,827.40	\$205,497.83	\$269,581.51
Expenses	<u>\$61,261.11</u>	<u>\$74,904.98</u>	<u>\$577,213.95</u>
Ending Cash Balance	\$366,373.27	496,966.15	\$189,333.68

Source: Department of Public Works, Municipal Services Division, 2017

Note: All the service financial information was combined for ease of illustration.

Services delivered in Zone B include water, sewer, road maintenance, street lights, storm drainage, fire protection, and parks. It appears that funds from street lights, roads, fire protection, and storm drainage are not being expended by the District. The fund balances for these services may be used for a larger project in the future; however, it is unclear what these funds are being utilized or are planned for.

### **5.1.3 - EXISTING FACILITIES AND ASSETS**

The CSA-3 water system, summarized on Table 3, consists of 6-inch, 8-inch, and 12-inch diameter water pipelines in a network from Rd 29 ¼ in the east to Rd 28 in the west. A majority of the piped system, composed of asbestos cement pipe, was constructed between 1978 and 1990, with additional periodic development taking place as recently as 2011. The system is supplied by three wells located throughout the district, which are each capable of supplying over 700 gallons per minute (gpm). There is one other well in the Parksdale system that is currently inactive due to mechanical failure (Akel Engineering Group, Inc., 2016).

The CSA-3 sewer system consists of 6-inch to 10-inch diameter pipelines that collect flows from an area generally bound by Avenue 13 in the south, Road 28 in the west, the Madera Canal in the east, and Avenue 13 ½ in the north (Figure 8). There is some development just north of Avenue 13 ½ that also flows to the Parksdale sewer system. The sewer system was constructed between 1978 and 1990, with intermittent development between 1990 and 2011. The sewer system is constructed entirely of PVC pipe (Akel Engineering Group, Inc., 2016).

The CSA-3 storm drainage system is divided into 5 separate hydrologic subbasins. Each of the subbasins is described as follows:

- For the Ducor-Posey subbasin, sheet flow is collected by two 18-inch storm drains, which discharge into the Ducor-Posey retention basin that has a capacity of approximately 6 acre feet (AF).

- The Madera Homes subbasin runoff is collected collected by curb and gutter and directed to a retention basin with a capacity of approximately 23 AF.
- The Parksdale subbasin runoff also is collected by curb and gutter and directed to a retention basin with a capacity of approximately 10 AF.
- For the P26 and P27 subbasins, no storm drainage infrastructure exists to convey stormwater runoff to existing detention basins. Currently, the land use is mostly agricultural and rural residential, and runoff infiltrates or sheet flows onto agricultural land to the south (Akel Engineering Group, Inc., 2016)

Other assets possessed by CSA-3 include financial reserves, as shown in the most recent adopted budget. These assets total about \$190,000 obligated to Zone B for the Self-Help Enterprises subdivision and multiple family project (Department of Public Works, Municipal Services Division, 2015). However, these funds are likely to be obligated to future infrastructure projects, as identified and implemented in future budgets and/or capital improvement plans for the zone of benefit.

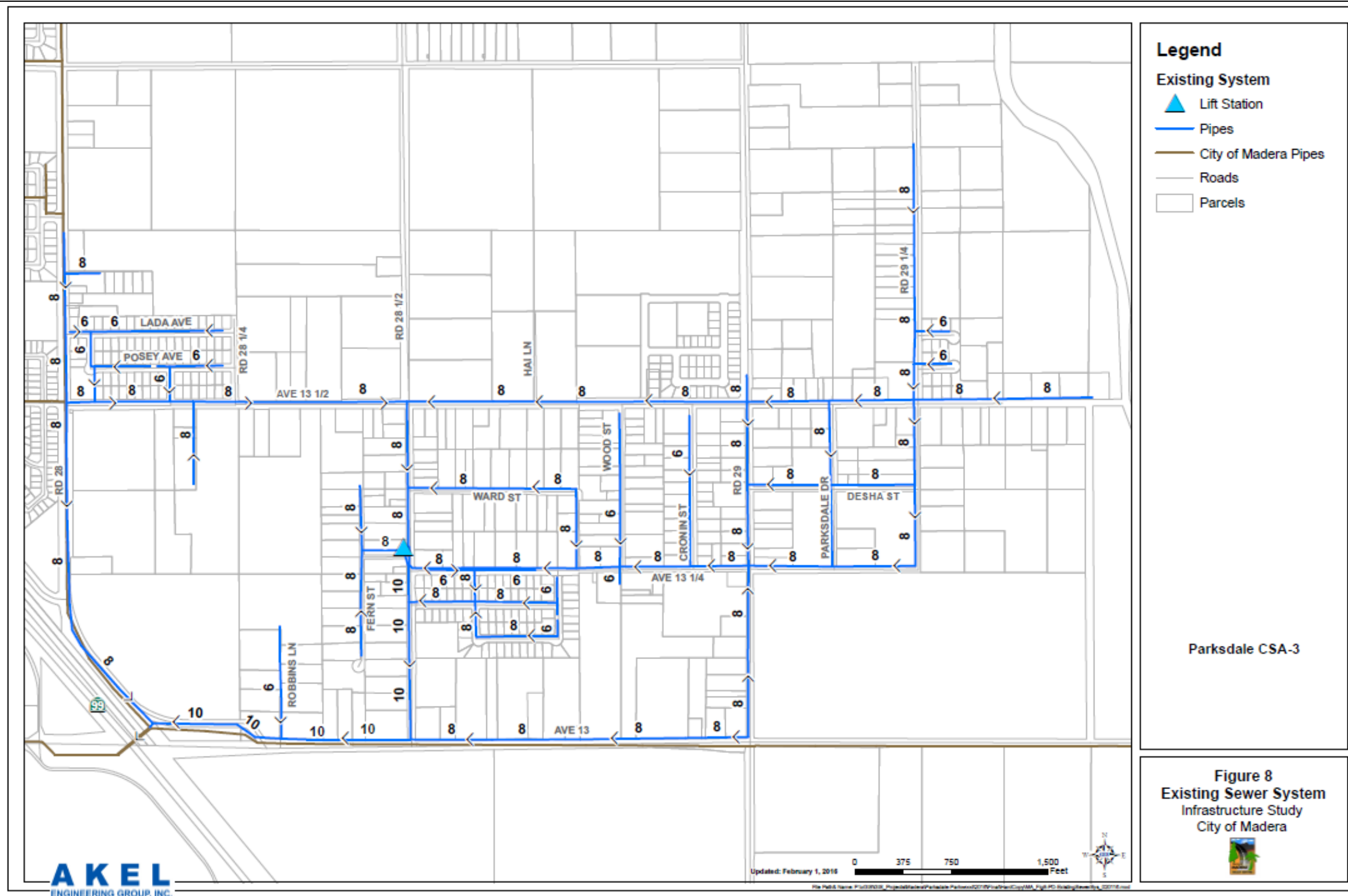


Figure 5-2  
CSA-3 Sewer System (Akel Engineering Group, Inc., 2016)



Figure 5-3  
CSA-3 Water System (Akел Engineering Group, Inc., 2016)



Figure 5-4  
CSA-3 Storm Drainage System (Akел Engineering Group, Inc., 2016)

#### **5.1.4 - PLANS FOR FUTURE SERVICES**

CSA-3 utilizes City infrastructure for wastewater services in the form of capacity at the treatment plant as well as conveyance through City lines. However, CSA-3 maintains its own separate water system that is outside the infrastructure of the City. These services would be the two primary candidates for collaboration and consolidation by the two agencies.

In regards to the wastewater system, CSA-3 currently collects effluent within the existing system of pipes located within Parksdale. It is then conveyed to the City's conveyance infrastructure and sent west to the regional wastewater treatment plant. The City has prepared an overall Sewer Master Plan that has the installation of numerous new conveyance lines within the vicinity of CSA-3. These lines would address some of the concerns regarding a potential bottleneck through the existing line along Avenue 13. These new lines would be approximately 42 inches in diameter and would aid in carrying effluent from Parksdale as well as other new development proposed on the east side of Highway 99 (Figure 5-5). Therefore, any new development as part of CSA-3 should be mindful of the need to construct in a manner consistent with the City's Sewer Master Plan as its implementation would better service to the district (Akel Engineering Group, Inc., 2014).

The water system for CSA-3 is different from the sewer system due to the fact that the City provides no supplemental infrastructures for its operation. The water system is completely independent and operated solely by CSA-3. There are no plans to accommodate additional growth within the system and therefore no master plan has been created by the District. The infrastructure study conducted collaboratively by the City and County does state that connecting the system to the City's water system at Lada Avenue, Avenue 13 ½, and Knox Street, each along Road 28, could create reliability for the community with proper fire flow while also providing an additional 2.1 million gallons of water per day (MGD). However, it should be noted that the City's system is currently deficient in a peak hour scenario by 2.9 MGD and the addition of Parksdale would increase this deficit by 3.2 MGD to 6.1 MGD. Therefore, additional or supplemental water sources would be needed in order to ensure that the consolidation of the two systems is not deficient for its customers during peak times (Akel Engineering Group, Inc., 2016).

Road maintenance service is managed through a series of individual zones of benefit areas within CSA-3. Additionally, with road maintenance, there is no need to convey anything to another location and therefore the management of the roads is relatively centered just within the areas identified. There has not been a comprehensive plan developed for the ongoing expansion of roadway services within CSA-3 as most roadways are developed as new projects are constructed and assessed accordingly for their own maintenance. However, all roads should be developed to City standards in an effort to make annexation or consolidation of CSA-3 to the City more feasible.

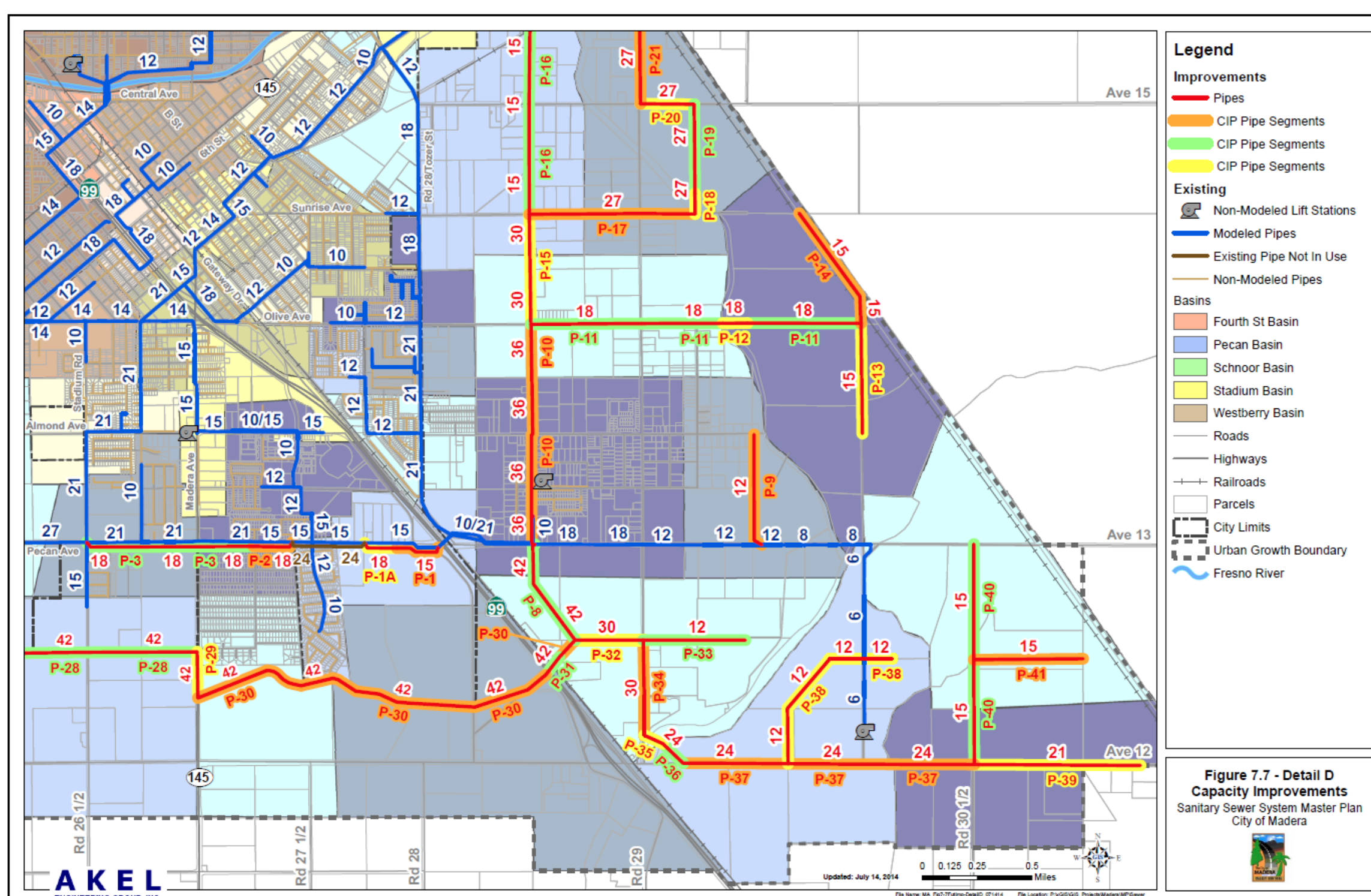


Figure 5-5  
City of Madera  
Sewer Master Plan Improvements in Parksdale Area





### **5.1.5 - FINANCIAL ABILITY TO PROVIDE SERVICES**

CSA-3 is divided into three main areas that are being assessed differently. One area receives road maintenance services in addition to water and sewer, one area is a unique development with multiple services in addition to water and sewer (Self-Help Enterprises development) and then the balance of the district which receives water and sewer service only. Within these areas, separate rates have been established in order to cover the costs of the services being provided.

The majority of the district receives water and sewer services through CSA-3. This area is simply referred to as CSA-3. The rates for this area were received in October 2017 following the completion of an engineering report that took into account the revenues and expenses needed to operate the district. The revised rates for water and sewer represented a 98 percent increase from the previous rates, from \$37.14 to \$73.40 (Public Works Department, 2017). However, the increase was needed in order to ensure the operations of the district to not accumulate debt or the need to take on unnecessary loans.

CSA-3, Zone B consists of the Self-Help Enterprises subdivision and multiple family development located along Avenue 13 ½ and Road 29. In addition to water and sewer, this area receives some form of lighting, parks, drainage, roads, fire and district administration services through the rates collected. The rates were established in 2010 when the project was established and constructed. These rates include an escalator tied to the annual Consumer Price Index that will allow for adjustments with inflation in order to ensure that the district funds are adequate over time.

Road maintenance within Zone C of CSA-3 serves approximately 190 parcels with 1.11 miles of paved roads including curb and gutter. When the zone was formed a direct assessment of \$100.00 per parcel per year for road maintenance was approved. These are non County roads and not included in the County's maintained system. Robbins Lane was annexed into the Service Area on November 14, 2000 by resolution 2000-235. The rate of \$100 per parcel was not based on an engineering study and has not been adjusted for inflation, whereas CSA-3, Zone B is tied directly to the annual Consumer Price Index. Therefore, this rate is likely deficient to provide an appropriate level of maintenance for the residents that receive the service. As has been the case historically throughout Madera County, road maintenance districts may have been established without utilizing proper techniques to establish what the true costs of providing the service actually is and as a result, the rates being utilized limit the ability of staff to provide typical and needed repairs. Therefore, CSA-3 should revisit this rate and attempt to establish a funding mechanism appropriate for providing this service.

### **5.1.6 - STATUS OF, AND OPPORTUNITIES FOR, COST AVOIDANCE AND SHARED FACILITIES**

The main assets for these districts are the infrastructure. However, most of the infrastructure cannot be moved, but some can be shared. The City and County underwent the preparation of an infrastructure study that analyze the existing infrastructure within CSA-3, in addition to MD-19, to determine the current condition and whether it was feasible for the systems to be connected to the City. The study identified the potential benefit to the

City's systems with consolidation as well as the potential inconsistencies that would need to be improved prior to consolidation.

In the event that these facilities were to be consolidated with the City system, the following improvements would need to be made in order to accommodate future conditions, according to the report (Akel Engineering Group, Inc., 2016):

- Water Improvements
  - New connections to the City of Madera water system at Lada Avenue, Avenue 13 ½, and Knox Street, each along Road 28.
  - To meet the fire flow requirements in the extreme eastern portion of the Parksdale area, it is recommended that a new 12-inch connection to the City system at the intersection of Road 28 ½ and Avenue 14 be constructed in lieu of replacing the entire length of 8-inch pipeline on Avenue 13 ½.
- Sewer Improvements
  - Capacity expansion of the new lift station will be required to service future development.
- Storm Drainage Improvements
  - Ducor-Posey basin: Expand the existing retention basin by 3 acre-feet (AF) or construct of a 24-inch overflow pipe, which would tie into the City of Madera Las Palmas basin system
  - Madera Homes basin: Expand the existing retention basin by 2 AF.

According to Akel Engineering, the total improvement costs in order to bring the infrastructure of CSA-3 to an acceptable level for future customers would be approximately \$5.7 million (\$3.3 million for water/sewer improvements and \$2.4 million for storm drainage improvements). Future customers, the cost is approximately \$10 million to accommodate their estimate needs based on land use modelling.

For current conditions, the study breaks down the improvements into different priority levels to be implemented through 2045. Existing deficiencies would be the items that would need to be completed, at a minimum, either before or after CSA-3 has been consolidated or annexed to the City. The costs for immediate items that need to be addressed total approximately \$1.7 million, with the entire proposed improvement program totaling approximately \$3.3 million.

It is noted that subsequent to the preparation of this infrastructure study, the City of Madera filed an application to annex the Community of Parksdale. This annexation was filed to meet a condition of approval to the Southeast Madera Development (SMD) annexation to the south (DUC condition). The application indicates that the City of Madera would make improvements to the infrastructure over time to correct deficiencies. Likely revenue sources identified were CSA-3 resources transferred to the City, revenue collected from utility bills, grants and development impact fees.

### **5.1.7 - OPPORTUNITIES FOR RATE RESTRUCTURING**

As stated in Section 5.1.5 - rates have been established for the sewer and water service throughout the district as well as within the Self-Help Enterprises development (Zone B). Zone C, which handles only road maintenance, still has an established rate of \$100 per parcel, which is likely deficient to provide the needed level of service.

Therefore, the only opportunity for rate restructuring should only occur within Zone C where an new rate should be established for proper road maintenance.

### **5.1.8 - GOVERNANCE**

All of the CSAs and MDs are governed by the Madera County Board of Supervisors. Staff from Madera County Public Works Department operates and maintains the infrastructure within the District, as well as providing the Board with recommended budgets and accounting reports. Based on self-reported information, it appears that the District maintains its financial and other records and conducts its required meetings in compliance with applicable laws governing public agencies. Maintenance requests can be made by the public through the County website and also through a downloadable Smartphone application.

### **5.1.9 - DETERMINATIONS**

**Determination 5.1-1** - The County provides a variation of services (primarily water, sewer, and road maintenance) through three zones of benefit in County Service Area 3 (Parksdale), utilizing rates set by the County Board of Supervisors.

**Determination 5.1-2** - Part of the revenue collected for the sewer enterprise is transferred to the City of Madera for a portion of the capacity and treatment of wastewater at the regional treatment plant located to the west of the city.

**Determination 5.1-3** - The County adopts a budget annually for County Service Area 3 (Parksdale).

**Determination 5.1-4** - The sewer and water rates established for County Service Area 3 (Parksdale) were last set on December 12, 2017 and appear to be sufficient to support the provision of services provided.

**Determination 5.1-5** - The rate established for County Service Area 3 – Zone C (Parksdale) does not reflect a true cost for providing road maintenance and repair, as it was not adopted with an engineer’s study and does not include adjustments for inflation. The flat rate is likely deficient to provide the needed level of service of road maintenance.

**Determination 5.1-6** - The Parkwood and Parksdale Water, Sewer, and Storm Drainage Infrastructure Study was conducted collaboratively by the City and County in 2016 to determine existing conditions, identify capacity and condition deficiencies, recommend

improvements to serve potential future growth, and determine the feasibility for consolidation with the City.

**Determination 5.1-7** - The Infrastructure Study identified that initial costs to improve the system could be prohibitive in order to bring the infrastructure to a level that would make it efficient for the City to take on service delivery. Therefore, the County should investigate opportunities for additional funding options in order to repair and improve the infrastructure to make it more feasible and less of a burden on the City in the event it is annexed or consolidated.

**Determination 5.1-8** - All roadways should eventually be developed to City standards in an effort to make future annexation or consolidation of County Service Area 3 (Parksdale) to the City more feasible.

**Determination 5.1-9** - The County should explore the establishment of a new rate, or the addition of a yearly inflation multiplier for proper road maintenance. This would require a successful vote of the property owners involved.

**Determination 5.1-10** - County Service Area 3 (Parksdale) is considered a DUC and was required to be annexed or considered for annexation as part of the SMD annexation. The City of Madera has filed an annexation application for Parksdale with LAFCo.

## **SECTION 6 - COUNTY MAINTENANCE DISTRICTS**

### **6.1 - MD-19 - Parkwood**

#### **6.1.1 - INTRODUCTION**

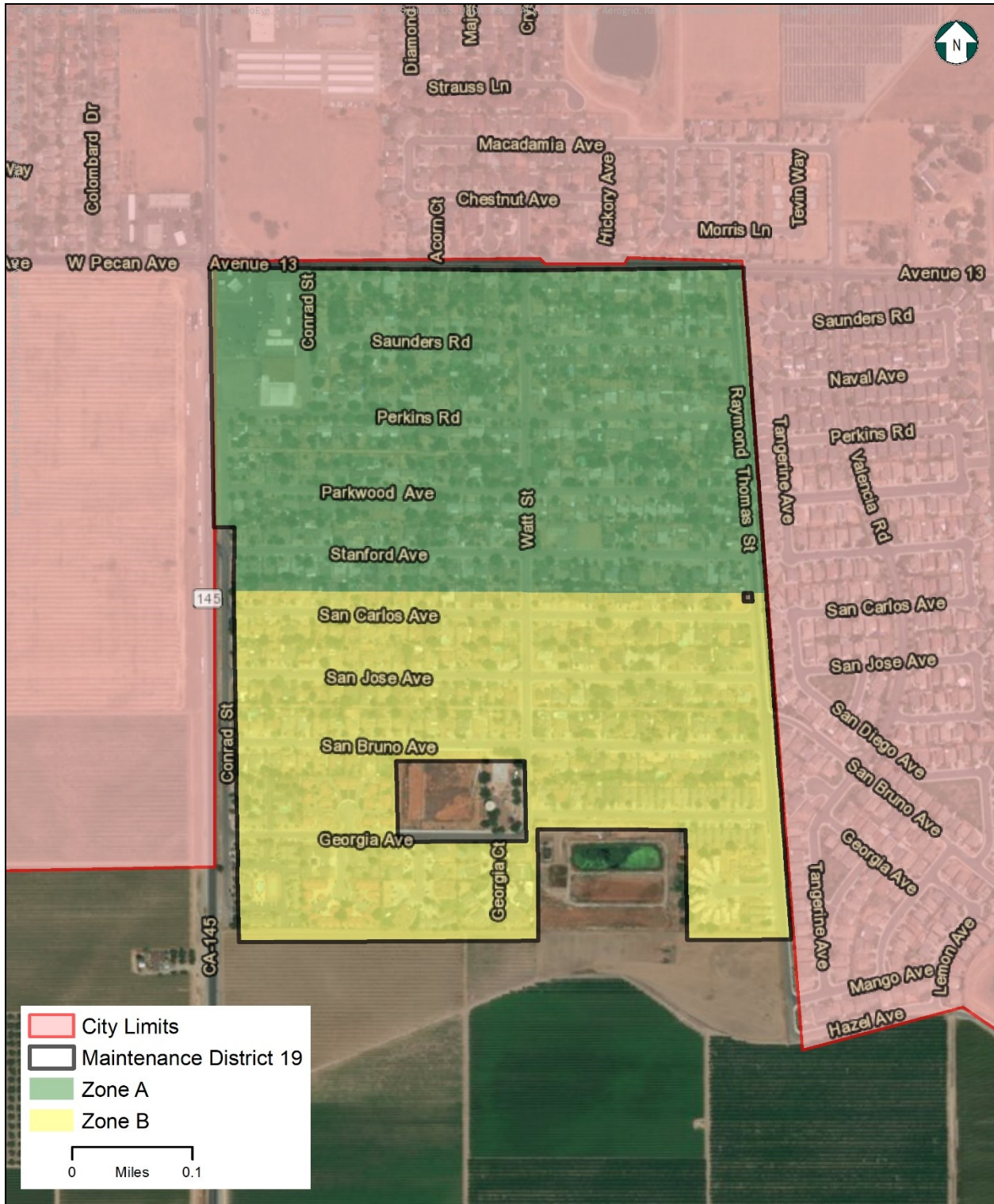
Maintenance District 19 (Parkwood) is located in Madera County Supervisorial District 4. The District was formed on July 18, 1978 by Resolution No. 78-427. Parkwood is located south of the Madera City Limits in the area of Highway 145 and Avenue 13. The District provides water, sewer, and lighting services within all, or a portion, of its boundaries. It is comprised of two zones MD-19A and MD-19B (Sayre Ranch 3) (Figure 6-1).


The Parkwood Water System, State Identification Number 2010004, provides water service to MD-19A and MD-19B for a total of 632.6 improved units. The system consists of 3 wells (only 1 of which is active), hydro-pneumatic tanks and the distribution lines. The distribution system currently has no reservoirs and is comprised of 21,085 feet of 6 and 8-inch AC mains.

Through grant funding provided by the Federal Government, a storage tank was built to provide a quarter million gallons of storage and help with peak water demands. A booster pump station takes stored water from the tank to pressurize the distribution system.

The Parkwood Sewer System, MRP# 85-109, provides sewer service to Zone A which consists of 287.6 improved units. The system consists of a clay pipe collection system, one raw sewage pumping station, extended aeration treatment process and evaporation/percolation ponds. The area within MD-19B is provided sewer service by the City of Madera.

A total of 72 street lights are maintained within this District. MD-19A includes 31 street lights that are maintained by Special District's personnel. Additionally, there are 41 street lights included in MD-19B which are maintained by PG& E (Public Works Department, 2017).



 **Figure 6-1**  
**Maintenance District 19 - Parkwood**

Source: County of Madera

**6.1.2 - BUDGET**

The water and sewer rates for zone A were set on September 10, 2013, by Resolution 2013-141. The total monthly utility charge for an improved unit in MD-19A is \$78.57. The \$78.57 breakdown includes \$28.07 for water service, \$42.11 for sewer service, \$1.05 for street lights and \$7.34 for ACO (non-routine operating expenditures). All rates include an annual Consumer Price Index adjustment which began July 1, 2016.

**Table 6-1**  
**MD-19, Zone A Budget**

	<b>Actual 2015-2016</b>	<b>Estimated 2016-2017</b>	<b>Budgeted 2017-2018</b>
Beginning Cash Balance	\$83,790.70	\$44,371.23	\$6,000.69
Revenues	\$240,885.45	\$244,453.74	\$264,879.00
Expenses	<u>\$280,304.92</u>	<u>\$282,824.28</u>	<u>\$270,879.69</u>
Ending Cash Balance	\$44,371.23	\$6,000.69	\$---

Source: Department of Public Works, Municipal Services Division, 2017

The water and street light rates for zone B were also last set on September 10, 2013 (Resolution 2013-142). The rates for this zone are \$35.47 per month which includes \$27.66 for water service, \$1.68 for street lights and a \$7.33 ACO charge. There is one standby (unimproved) unit billed at \$8.15 per month. As with rates in zone A, rates within this zone also include an annual Consumer Price Index adjustment which began on July 1, 2016. Sewer services to MD-19B are provided by the City of Madera.

**Table 6-2**  
**MD-19, Zone B (Sayre Ranch 3) Budget**

	<b>Actual 2015-2016</b>	<b>Estimated 2016-2017</b>	<b>Budgeted 2017-2018</b>
Beginning Cash Balance	\$16,661.03	\$90,638.82	\$157,250.44
Revenues	\$116,116.94	\$123,565.64	\$132,915.00
Expenses	<u>\$42,139.15</u>	<u>\$56,974.02</u>	<u>\$290,165.44</u>
Ending Cash Balance	\$90,638.82	\$157,250.44	\$---

Source: Department of Public Works, Municipal Services Division, 2017

The revenue collected and expended within MD-19 allow for maintenance, improvements and other routine operations of the services provided. Part of the revenue collected for the sewer enterprise is transferred to the City of Madera for a portion of the capacity and treatment of wastewater at the regional treatment plant located to the west of the city. Under the current rate structure, it would appear that revenues would be sufficient to support the enterprise of all services.

### 6.1.3 - EXISTING FACILITIES AND ASSETS

The MD-19 water system consists of mostly 6-inch and 8-inch diameter water pipelines in a looped network from Avenue 13 in the north to Georgia Avenue in the south (Figure 6-2). The piped system was primarily constructed between 1953 and 1979 and is mostly asbestos cement pipe. The system is supplied by a single well located on the eastern edge of Parkwood Park, which is capable of supplying 400 gpm and is controlled by a variable frequency drive motor. There are two other wells in the Parkwood system that have been decommissioned (Akel Engineering Group, Inc., 2016). According to County staff, a 300,000 gallon storage tank and boost pump station were installed in 2016.

The MD-19 sewer system is separated into two separate systems (Figure 6-3). Approximately half of the District (223 acres) is serviced by the City of Madera WWTP while the other half is served by the small Parkwood WWTP (Akel Engineering Group, Inc., 2014). The systems are described as follows:

- **North System:** This is generally bound by Stanford Avenue in the south and Avenue 13 in the north, and consists of pipes ranging in size from 6-inches to 10-inches in diameter. Pipes in this system are predominantly non-reinforced concrete and vitrified clay pipe and were constructed between 1953 and 1955. Sewer flows are generally conveyed west to Conrad Street where they are then conveyed south, first in an 8-inch, and then in a 10-inch pipeline, before discharging into the Parkwood Wastewater Treatment Plant.
- **South System:** The southern system is generally bound by Georgia Avenue in the south and San Carlos Avenue in the north and consists of pipes ranging in size from 6-inches to 12-inches in diameter. Pipes in this system are predominantly polyvinyl chloride (PVC) and were constructed between 1978 and 1979. Sewer flows are conveyed to Watt Street, before flowing north and connecting to the City of Madera sewer system on Avenue 13 (Akel Engineering Group, Inc., 2016).

The MD-19 storm drainage system is limited, and consists of mostly curb and gutter, allowing sheet flow to the south (Figure 6-4). Sheet flow is collected by two 18-inch storm drains, which discharge into the Parkwood retention basin. The Parkwood retention basin has an approximate capacity of 23 acre-feet (AF), and is a dual use facility. The western most portion is closed via chain-link fence and serves as an initial discharge point for storm water, with a small ditch which provides some water quality benefit. The eastern portion of the basin can be used as a park facility in the dry season (Akel Engineering Group, Inc., 2016).





Figure 6-2  
MD-19 Water System (Akел Engineering Group, Inc., 2016)






**Legend**

Existing System

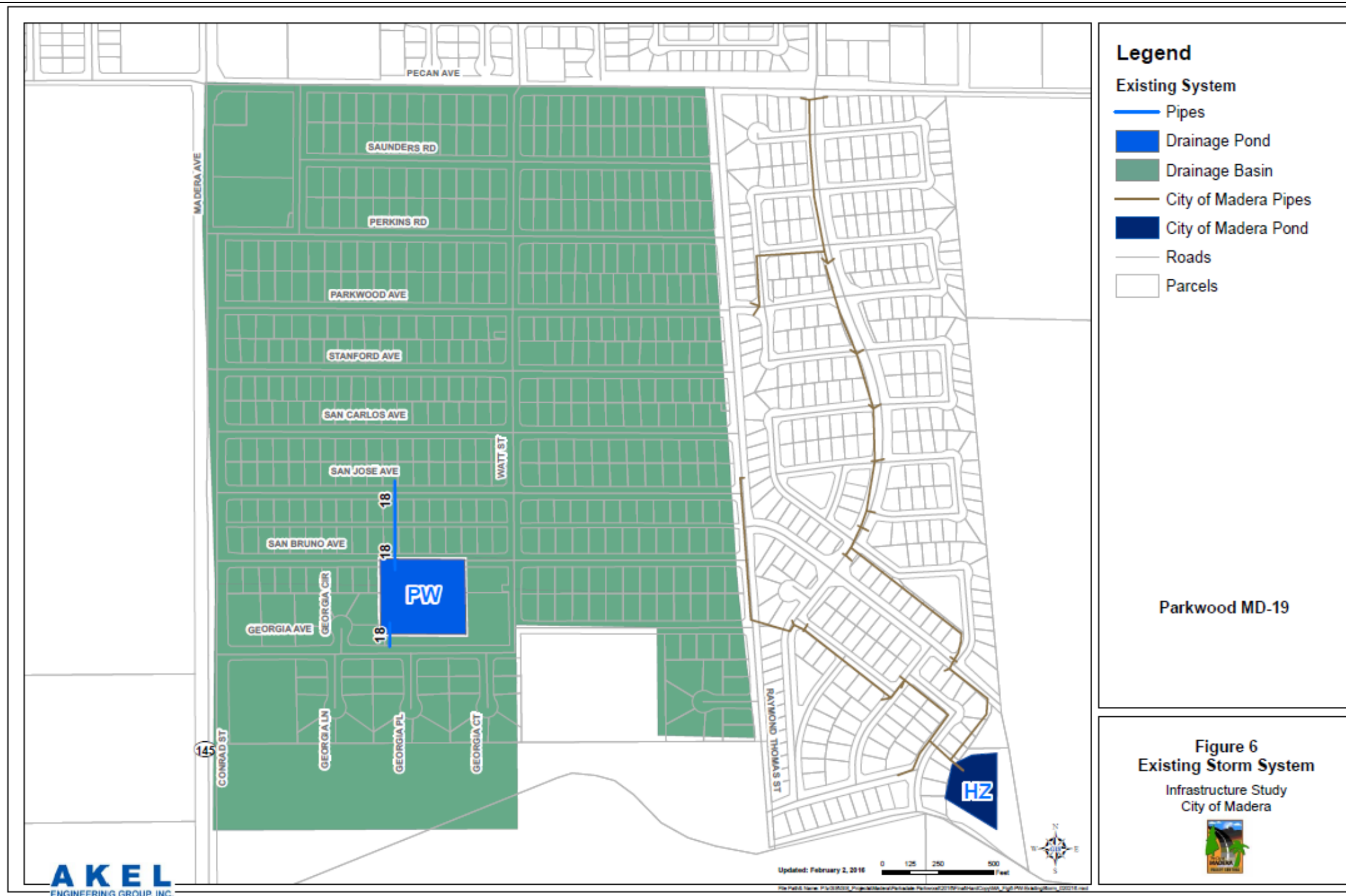
- WWTP
- Pipes
- City of Madera Pipes
- Roads
- Parcels

Parkwood MD-19

**Figure 5**  
Existing Sewer System  
Infrastructure Study  
City of Madera




**Figure 6-3**  
MD-19 Sewer System (Akel Engineering Group, Inc., 2016)



**AKEL**  
ENGINEERING GROUP, INC.

Updated: February 2, 2016 0 125 250 500 Feet



Figure 6-4  
MD-19 Storm Drainage System (Akel Engineering Group, Inc., 2016)

#### **6.1.4 - PLANS FOR FUTURE SERVICES**

MD-19 utilizes City infrastructure for a portion of wastewater services in the form of capacity at the treatment plant as well as conveyance through City lines. However, MD-19 maintains its own separate water system that is outside the infrastructure of the City. These services would be the two primary candidates for collaboration and consolidation by the two agencies.

In regard to the wastewater system, MD-19 currently collects effluent within the existing system of pipes. Half of Zone B then flows north to the City's conveyance infrastructure and is then sent west to the City of Madera WWTP. The other half (Zone A) flows south to the Parkwood WWTP. The City has prepared an overall Sewer Master Plan that has the installation of new conveyance lines along the southern boundary of MD-19. These new lines would be approximately 42 inches in diameter and would aid in carrying effluent from Parkwood as well as other new developments proposed on the east side of Madera (see Figure 5-5 in Section 5.1.4). Therefore, any new development within MD-19 should be mindful of the need to construct in a manner consistent with the City's Sewer Master Plan as its implementation would provide better service to the district (Akel Engineering Group, Inc., 2014). The County has no plans to increase wastewater services within the District.

The water system for MD-19 is different from the sewer system due to the fact that the City provides no supplemental infrastructures for its operation. The water system is completely independent and operated solely by MD-19. However, it should be noted that the City provides backup water to the District on the occasions when its water system fails. There are no plans to accommodate additional growth within the system and therefore no master plan has been created by the District. However, according to City staff, there is a project in the planning phase that would add a second well in order to correct deficiencies in State and Fire requirements for capacity.

An infrastructure study conducted collaboratively by the City and County in 2016 states that connecting the system to the City's water system at Avenue 13 and Watt Street, and at Raymond Thomas Road and Georgia Avenue could create reliability for the community with proper fire flow while also providing an additional 0.6 million gallons of water per day (MGD). However, it should be noted that the City's system is currently deficient in a peak hour scenario by 2.9 MGD and the addition of Parkwood would increase this deficit by 0.7 MGD to 3.6 MGD. Therefore, additional or supplemental water sources would be needed in order to ensure that the consolidation of the two systems is not deficient for its customers during peak times (Akel Engineering Group, Inc., 2016).

#### **6.1.5 - FINANCIAL ABILITY TO PROVIDE SERVICES**

MD-19 is divided into two main areas that are being assessed differently. Zone A receives sewer services in addition to water and lighting, while zone B receives water and lighting service only. Within these areas, separate rates have been established in order to cover the costs of the services being provided.

The Board of Directors of maintenance districts, which is the County Board of Supervisors, annually adopts budgets for each of these districts as proposed by Public Works Department. All of these districts' budgets reflect general operations and maintenance.

As previously stated, the service rates for both zones were last set on September 10, 2013. The total monthly utility charge for an improved unit in MD-19A is \$78.57; \$28.07 for water service, \$42.11 for sewer service, \$1.05 for street lights and \$7.34 for ACO. The rates for zone B are \$35.67 per month; \$27.66 for water service, \$1.68 for street lights and a \$7.33 ACO charge. There is one standby (unimproved) unit within zone B that is billed at \$8.15 per month. These rates include an escalator tied to the annual Consumer Price Index that will allow for adjustments with inflation in order to ensure that the district funds are adequate over time.

Based on self-reported information, the County is in the process of adopting new measures that require a rate increase analysis for each district to be completed every five years, and has retained a contractor to complete rate studies for all water/wastewater districts. The impending rate study will ensure that the revenues collected within the District are sufficient to support the services provided.

#### **6.1.6 - STATUS OF, AND OPPORTUNITIES FOR, COST AVOIDANCE AND SHARED FACILITIES**

Infrastructure is the district's main asset. Most of this infrastructure cannot be moved, but some can be shared. As previously discussed, water and wastewater services are two primary candidates for collaboration and consolidation between the City and the County. The two agencies undertook the preparation of an infrastructure study that analyzed the existing infrastructure within MD-19, in addition to CSA-3, to determine current conditions and whether it was feasible for the systems to be connected to the City. The study identified the potential benefit to the City's systems with a consolidation as well as the potential inconsistencies that would need to be improved prior to consolidation.

In the event that these facilities were to be consolidated with the City system, the following improvements would need to be made in order to accommodate future conditions, according to the report (Akel Engineering Group, Inc., 2016):

- Water Improvements
  - New connections to the City of Madera water system at Avenue 13 and Watt Street, and at Raymond Thomas Road and Georgia Avenue.
- Sewer Improvements
  - Decommission the existing Parkwood wastewater treatment plant, and re-routing of sewer flows from the north half of Parkwood to the existing City sewer system.
- Storm Drainage Improvements
  - Expand the existing retention basin by 7 acre-feet (AF), which would impact its use as a park facility, or divert the overflow volume west, to the City of Madera Agajanian Basin.

According to Akel Engineering, the total improvement costs in order to bring the infrastructure of MD-19 to an acceptable level for existing customers would be approximately \$6.7 million, including \$2.9 million for the decommissioning of the existing wastewater treatment plan. For future customers, the cost is approximately \$325,290 to accommodate their estimated needs based on land use modelling.

For current conditions, the study breaks down the improvements into different priority levels to be implemented through 2045. Existing deficiencies would be the items that would need to be completed, at a minimum, prior to MD-19 being consolidated or annexed to the City. The costs for immediate items that need to be addressed total approximately \$4.8 million, with the entire proposed improvement program totaling approximately \$6.7 million.

In the event that the system was consolidated with the City, there could be some potential cost savings to customers through the economy of scale gained. However, the initial costs to improve the system could be prohibitive in order to bring the infrastructure to a level that would make it efficient for the City to take on service delivery. Therefore, MD-19 should investigate opportunities for additional funding options in order to repair and improve the infrastructure to make it more feasible and less of a burden on the City in the event it is annexed or consolidated.

#### **6.1.7 - OPPORTUNITIES FOR RATE RESTRUCTURING**

As stated in Section 5.1.5 - rates have been established for the water, sewer, and street light service throughout the District. According to staff, the County is in the process of adopting new measures that require a rate increase analysis for each district to be completed every five years, in order to ensure adequate funding for service provision. Furthermore, the County has contracted with a consultant to prepare a rate study for the District. Rates were last set in 2013.

#### **6.1.8 - GOVERNANCE**

All of the CSAs and MDs are governed by the Madera County Board of Supervisors. Staff from Madera County Public Works Department operates and maintains the infrastructure within the District, as well as providing the Board with recommended budgets and accounting reports. Based on self-reported information, it appears that the District maintains its financial and other records and conducts its required meetings in compliance with applicable laws governing public agencies. Maintenance requests can be made by the public through the County website and also through a downloadable Smartphone application.

#### **6.1.9 - DETERMINATIONS**

**Determination 6.1-1** - The County provides water, sewer, and lighting services within all, or a portion, of Maintenance District 19 (Parkwood), utilizing rates set by the County Board of Supervisors.

**Determination 6.1-2** – Part of the revenue collected for the sewer enterprise is transferred to the City of Madera for a portion of the capacity and treatment of wastewater at the regional treatment plant located to the west of the city.

**Determination 6.1-3** - The Parkwood and Parksdale Water, Sewer, and Storm Drainage Infrastructure Study was conducted collaboratively by the City and County in 2016 to determine existing conditions, identify capacity and condition deficiencies, recommend improvements to serve potential future growth, and determine the feasibility for consolidation with the City.

**Determination 6.1-4** - The County adopts a budget annually for Maintenance District 19 (Parkwood).

**Determination 6.1-5** - The rates established for Maintenance District 19 (Parkwood) were last set on September 10, 2013 and appear to be sufficient to support the provision of all services provided.

**Determination 6.1-6** - the County is in the process of adopting new measures that require a rate increase analysis for each district to be completed every five years, which will ensure that the revenues collected within the District are sufficient to support the services provided.

**Determination 6.1-7** - The Infrastructure Study identified that initial costs to improve the system could be prohibitive in order to bring the infrastructure to a level that would make it efficient for the City to take on service delivery. Therefore, the County should investigate opportunities for additional funding options in order to repair and improve the infrastructure to make it more feasible and less of a burden on the City in the event it is annexed or consolidated.

**Determination 6.1-8** - Maintenance District 19 (Parkwood) is considered a DUC and would be required to be included within a follow-up annexation in the event there is a proposal for annexation by the City in proximity to the district.

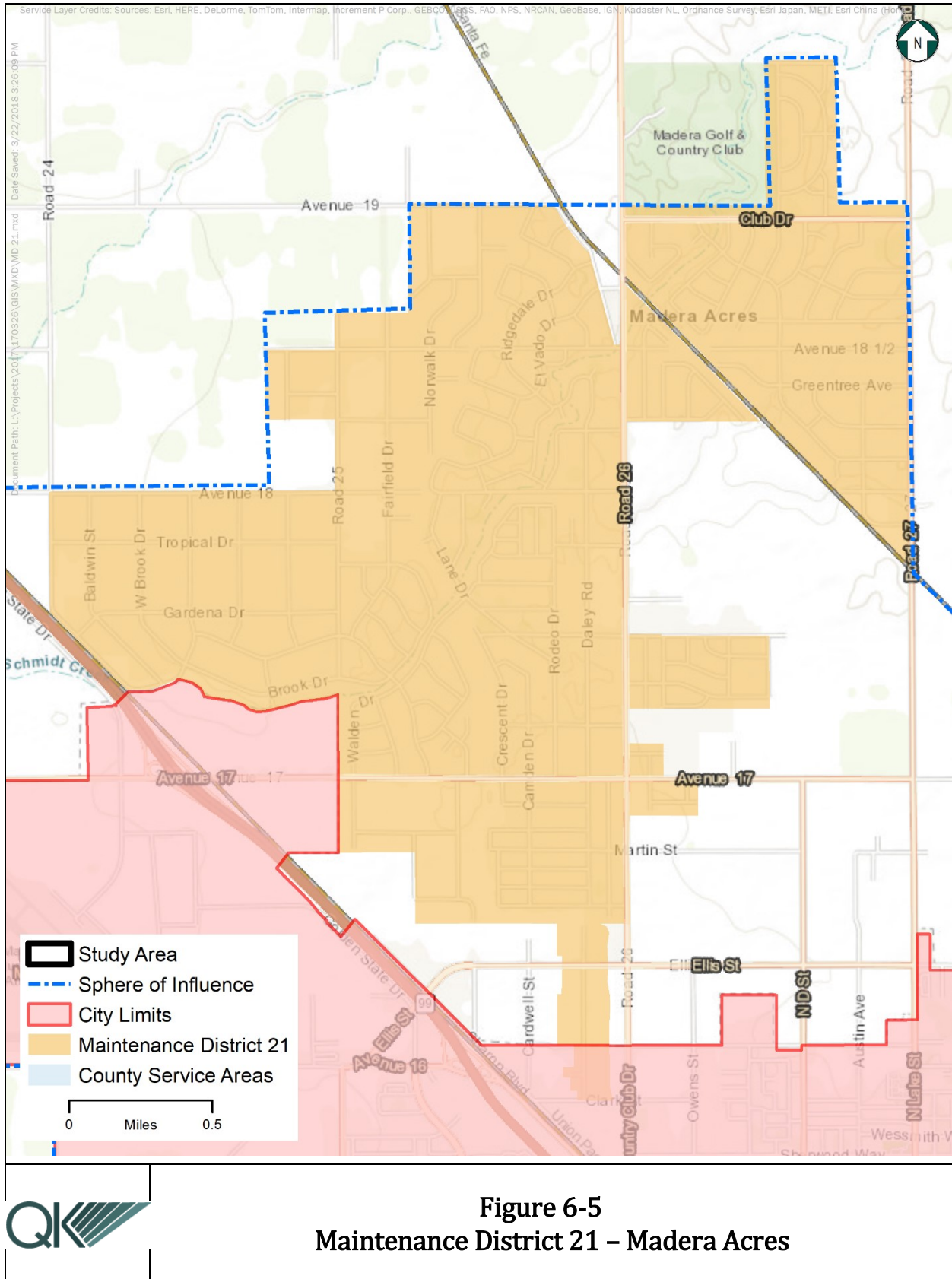
## **6.2 - MD-21 – Madera Acres**

### **6.2.1 - INTRODUCTION**

Maintenance District 21 (Madera Acres) is located in Madera County Supervisory District 2, one mile north of the City of Madera and accessed from Road 26 and west from Road 27. MD-21 includes Madera Highlands, Madera Estates, Madera Knolls, Madera Country Club and the Madera Acres Subdivisions (Figure 6-5). The District serves approximately 2,892 parcels, providing road maintenance to 61.13 miles of paved roads.

MD-21 was formed November 23, 1965, by Resolution No. 65-310 and is approximately 2,780 acres in size. This Resolution combined five smaller districts that were contiguous to each other in an effort to create a larger tax base to provide citizens improved public services. It was declared that the cost of operating and maintaining the associated improvements shall be assessed upon the real property lying within the boundaries of the District. However, an assessment for road maintenance was never created to establish this funding mechanism. These roads are minor rural County roads which are included in the County's maintained road system.





### 6.2.2 - BUDGET

As previously stated, an assessment for road maintenance was never created to establish a funding mechanism for this District. This District is pre-Proposition 13 and thus receives a portion of property taxes to assist in road maintenance. The District also utilizes Measure T (½ cent sales tax for transportation projects) funding for limited maintenance.

In 2013, the County prepared an Assessment Engineer's Report for the District, with resident's consent. The report explored the creation of a benefit assessment to allow increased services for road maintenance drainage, and traffic issues, but the assessment was never implemented.

**Table 6-3**  
**MD-21 Budget**

	<b>Actual 2015-2016</b>	<b>Estimated 2016-2017</b>	<b>Budgeted 2017-2018</b>
Beginning Cash Balance	\$152,729.27	\$180,665.39	\$243,715.10
Revenues	\$234,236.94	\$257,155.33	\$228,110.00
Expenses	\$206,300.82	\$194,105.62	\$471,825.10
Ending Cash Balance	\$180,665.39	\$243,715.10	\$---

Source: Department of Public Works, Municipal Services Division, 2017

The District's budget for fiscal year 2017-2018 includes \$438,956 for road maintenance, \$10,654 for insurance and fees, \$1,500 for sewer and water charges, and \$20,715 for contingencies.

### 6.2.3 - EXISTING FACILITIES AND ASSETS

MD-21's only assets are the roads themselves. MD-21 provides road maintenance to 61.13 miles of paved roads that serve mostly large rural residential lots, and commercial uses (along Highway 99). Most of these roads were constructed in the 50s and 60s, and do not conform to current County road standards. Many of these roads were constructed by shaping the existing native soil and covering it with asphalt oil or "oil-caking." These roads lack base material and structure found in modern asphalt roadways. In addition to exceeding their life expectancy, many of these roads have deficiencies of width, drainage and shoulders (County Road Department, August 2013).

### 6.2.4 - PLANS FOR FUTURE SERVICES

According to County staff, the County currently has no plans to expand service within MD-21. The District was originally established to provide improved service to the residents of the area by combining five smaller districts, but a road maintenance assessment was never established to fund the service. Therefore, with limited funding only limited maintenance is performed on these non-standard roadways, to keep them in as safe a condition as possible.

However, all roads should eventually be developed to City standards in an effort to make future annexation or consolidation of MD-21 to the City more feasible.

As a pre-Prop 13 district, MD-21 generates approximately \$200,000 in annual tax revenue for road maintenance purposes. Any additional funding must come from other resources. In a mailer sent out to property owners of the district in 2013, to assess interest in creation of a maintenance assessment, the County stated that it would cost nearly \$8.5 million to overlay all the roads in this District (at the 2013 asphalt overlay price of approximately \$140,000 per mile). Property owners expressed interest in exploring a maintenance assessment fee, but the proposed fee did not receive the majority votes required of Proposition 218 to implement it.

Given the District's lack of funding and the age of the roadways, it is apparent that the level of service being provided is below the industry standards for repair and maintenance. Annual tax revenues are not sufficient to allow for comprehensive construction activities consistent with industry practices for proper maintenance. At the current funding, roads could only incur very minor repairs, such as potholes, and would lead to continued deterioration of the local roadways within the districts.

Therefore, the County should review the rate structure for road maintenance to ensure that appropriate funds are being collected in order to provide a level of service that is acceptable to the residents. The additional amount should supplement the money received through the pre-Prop 13 status of the district as to not further burden the residents by removing these revenues.

### **6.2.5 - FINANCIAL ABILITY TO PROVIDE SERVICES**

MD-21 receives no direct assessment for road maintenance. Funding comes from a portion of property taxes and Measure T (½ cent sales tax for transportation projects), when available.

The Board of Directors of maintenance districts, which is the County Board of Supervisors, annually adopts budgets for each of these districts as proposed by Public Works Department. All of these districts' budgets reflect general operations and maintenance.

Expenditures vary from year to year, based on necessary maintenance and available funding. The fact that the District's roads are included in the County's maintained road system, allows for the expenditure of some County Road Department funds on them, but higher volume roads within the County take precedence over rural roads, such as those within MD-21. Unless a new funding source is identified, available funding will continue to provide only limited maintenance and repair to the non-standard roads within the District.

### **6.2.6 - STATUS OF, AND OPPORTUNITIES FOR, COST AVOIDANCE AND SHARED FACILITIES**

Maintenance is provided by the Madera County Road Department (Public Works – Maintenance and Operations Division). It is obviously not possible to share road assets

between districts, but maintenance equipment, County staff, materials, storage yards, budgeting, and accounting procedures are coordinated into a combined system.

In the event that MD-21 is annexed to the City, costs to improve the system to current City standards for roads and drainage could prove prohibitive. Therefore, MD-21 should investigate opportunities for additional funding options in order to repair and improve the road system to make it more feasible and less of a burden on the City in the event it is annexed or consolidated.

### **6.2.7 - OPPORTUNITIES FOR RATE RESTRUCTURING**

As stated in Section 5.1.5 - MD-21 receives no direct assessment for road maintenance. The District was originally formed in 1965 by combining several small districts to allow for greater economy of scale in order to repair and maintain a wider range of roads as part of one project rather than multiple projects. However, an assessment for the newly formed district was never established to set rates for service.

The County should continue to explore the creation of a maintenance assessment with residents of the district. This would require approval of the property owners by a majority vote through a Proposition 218 election process.

### **6.2.8 - GOVERNANCE**

All of the CSAs and MDs are governed by the Madera County Board of Supervisors. Staff from Madera County Public Works Department operates and maintains the infrastructure within the District, as well as providing the Board with recommended budgets and accounting reports. Based on self-reported information, it appears that the District maintains its financial and other records and conducts its required meetings in compliance with applicable laws governing public agencies. Maintenance requests can be made by the public through the County website and also through a downloadable Smartphone application.

### **6.2.9 - DETERMINATIONS**

**Determination 6.2-1** - The County maintains 61.13 miles of minor rural County roadways within Maintenance District 21 (Madera Acres).

**Determination 6.2-2** - An assessment for road maintenance was never created to establish a funding mechanism for Maintenance District 21 (Madera Acres), so Measure T funding and a portion of property taxes collected is used to provide maintenance.

**Determination 6.2-3** - Most of the roads in Maintenance District 21 (Madera Acres) do not conform to current County road standards; many of the roads lack base material and structure, and have deficiencies of width, drainage, and shoulders.

**Determination 6.2-4** - The level of service that is able to be provided within Maintenance District 21 (Madera Acres) is limited to due to the lack of a rate structure to provide a funding source for maintenance and repairs of roadways.

**Determination 6.2-5** - All roads should eventually be developed to City standards in an effort to make future annexation or consolidation of Maintenance District 21 (Madera Acres) to the City more feasible.

**Determination 6.2-6** - The County adopts a budget annually for Maintenance District 21 (Madera Acres).

**Determination 6.2-7** - The County should continue to explore the creation of an appropriate rate assessment with residents of the district for road maintenance. This would require approval of the property owners by a majority vote through a Proposition 218 election process.

**Determination 6.2-8** - During the next Master Plan Updates for Water, Sewer and Storm Drainage, the City should study the Maintenance District 21 (Madera Acres) area and plan infrastructure accordingly, in an effort to make the future annexation or consolidation of the area more feasible.

## **6.3 - MD-87 – Madera Southeast**

### **6.3.1 - INTRODUCTION**

Maintenance District 87 (Madera Southeast) is located in Madera County Supervisory District 4, two miles southeast of the City of Madera and accessed north from Avenue 13 ¼. The District serves 4 parcels, providing road maintenance to 0.13 miles of paved roadway. It is directly adjacent to County Service Area 3 – Parksdale which also provides road maintenance service (Figure 6-6).

Madera Southeast was formed on January 25, 1994 by Resolution 94-97 and is approximately 20 acres in size. When the District was formed a direct assessment of \$100.00 per parcel, per year for road maintenance was approved. These are non-County roads and not included in the County's maintained road system.

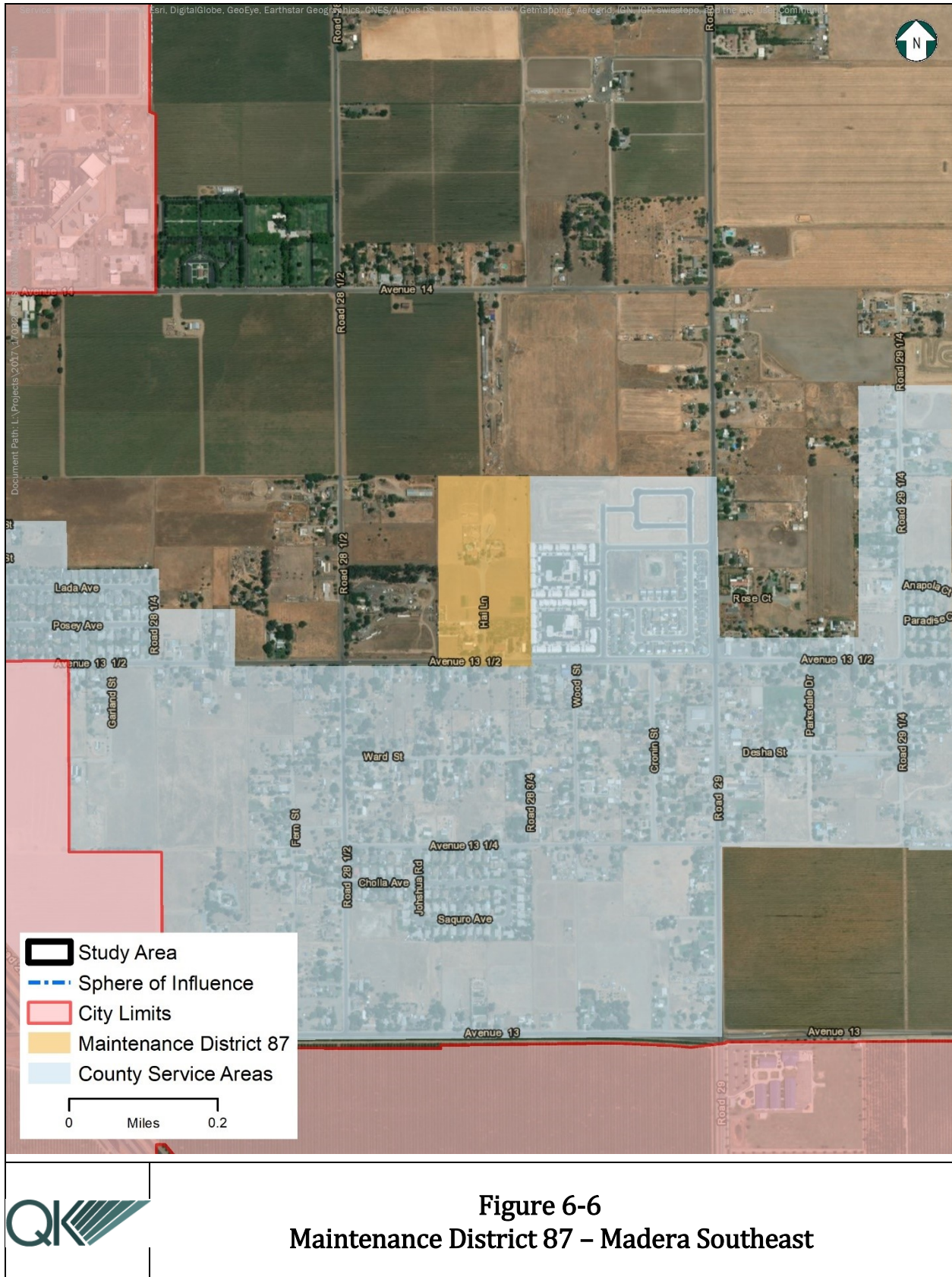


Figure 6-6  
Maintenance District 87 – Madera Southeast

### 6.3.2 - BUDGET

As previously stated, funding for road maintenance within MD-87 comes from a direct assessment of \$100.00 per parcel, per year. This assessment was set on January 25, 1994 when the District was formed. These are non-County roads and not included in the County's maintained road system.

**Table 6-4  
MD-87 Budget**

	<b>Actual 2015-2016</b>	<b>Estimated 2016-2017</b>	<b>Budgeted 2017-2018</b>
Beginning Cash Balance	\$10,677.00	\$11,136.04	\$11,600.29
Revenues	\$464.04	\$474.25	\$445.00
Expenses	<u>\$5.00</u>	<u>\$10.00</u>	<u>\$12,045.29</u>
Ending Cash Balance	\$11,136.04	\$11,600.29	\$---

Source: Department of Public Works, Municipal Services Division, 2017

It appears that funds are currently not being expended for road maintenance by the District. Annual expenses in FY 2015-16 and FY 2016-17 show the cost of insurance. Fund balances may be used for a larger project in the future; however, it is unclear what MD-87 funds are planned for.

### 6.3.3 - EXISTING FACILITIES AND ASSETS

MD-87's only assets are the roads themselves. MD-87 provides road maintenance to 4 residential parcels with 0.13 miles of paved roads.

### 6.3.4 - PLANS FOR FUTURE SERVICES

According to County staff, the County currently has no plans to expand service within MD-87. Although the District is adjacent to CSA-3, which also provides road maintenance services, MD-87 was established to only provide road maintenance service to the neighborhood. The County's policy had been to establish a new district when a new development, such as a parcel map or subdivision, occurs, even if the new development was adjacent to an existing district.

It would appear that the 4 parcels that comprise MD-87 may have been able to have been annexed to CSA-3, an existing district with an established rate structure for road maintenance, in order to eliminate a duplication of service. CSA-3 (Zone C), formed on July 17, 1990, provides road maintenance to approximately 190 parcels with 1.11 miles of paved roads including curb and gutter. CSA-3 also collects an assessment of \$100.00 per parcel, per year for road maintenance.



Therefore, the County should consider merging this area with CSA-3, Zone C to minimize the presence of unnecessary districts when other districts are capable of providing similar services. Additionally, the County should review the rate structure for road maintenance to ensure that appropriate funds are being collected in order to provide a level of service that is acceptable to the residents. The collection of \$100 has not been adjusted for inflation nor was it an established amount from an engineering report and therefore should be reviewed accordingly.

### **6.3.5 - FINANCIAL ABILITY TO PROVIDE SERVICES**

The Board of Directors of maintenance districts, which is the County Board of Supervisors, annually adopts budgets for each of these districts as proposed by Public Works Department. All of these districts' budgets reflect general operations and maintenance.

Road maintenance within MD-87 serves 4 parcels with 0.13 miles of paved roadway. When the zone was formed a direct assessment of \$100.00 per parcel per year for road maintenance was approved. These are non-County roads and not included in the County's maintained system. The rate of \$100 per parcel was not based on an engineering study and has not been adjusted for inflation. Therefore, this rate is likely deficient to provide an appropriate level of maintenance for the residents that receive the service. As has been the case historically throughout Madera County, road maintenance districts may have been established without utilizing proper techniques to establish what the true costs of providing the service actually is and as a result, the rates being utilized limit the ability of staff to provide typical and needed repairs. Therefore, MD-87 should revisit this rate and attempt to establish a funding mechanism appropriate for providing this service.

### **6.3.6 - STATUS OF, AND OPPORTUNITIES FOR, COST AVOIDANCE AND SHARED FACILITIES**

Maintenance is provided by the Madera County Road Department (Public Works – Maintenance and Operations Division). It is obviously not possible to share road assets between districts, but maintenance equipment, County staff, materials, storage yards, budgeting, and accounting procedures are coordinated into a combined system.

In the event that MD-87 is annexed to the City in the future, costs to improve the system to current City standards for roads and drainage could prove prohibitive. Therefore, MD-87 should investigate opportunities for additional funding options in order to repair and improve the road system to make it more feasible and less of a burden on the City in the event it is annexed or consolidated.

### **6.3.7 - OPPORTUNITIES FOR RATE RESTRUCTURING**

MD-87 has an established flat rate of \$100 per parcel annually, which is likely deficient to provide the needed level of service of road maintenance. Therefore, one opportunity for rate restructuring would be the establishment of a new rate, or the addition of a yearly inflation multiplier for proper road maintenance. This would require a successful vote of the property owners involved.

### **6.3.8 - GOVERNANCE**

All of the CSAs and MDs are governed by the Madera County Board of Supervisors. Staff from Madera County Public Works Department operates and maintains the infrastructure within the District, as well as providing the Board with recommended budgets and accounting reports. Based on self-reported information, it appears that the District maintains its financial and other records and conducts its required meetings in compliance with applicable laws governing public agencies. Maintenance requests can be made by the public through the County website and also through a downloadable Smartphone application.

### **6.3.9 - DETERMINATIONS**

**Determination 6.3-1** - The County maintains 0.13 miles of non-County roadway within Maintenance District 87 (Madera Southeast), utilizing a direct assessment of \$100.00 per parcel, per year.

**Determination 6.3-2** - The County should consider consolidating Maintenance District 87 (Madera Southeast) with neighboring CSA-3, Zone C, which also provides road maintenance, to minimize the presence of unnecessary districts.

**Determination 6.3-3** - The rate established for Maintenance District 87 (Madera Southeast) does not reflect a true cost for providing road maintenance and repair, as it was not adopted with an engineer's study and does not include adjustments for inflation. The flat rate is likely deficient to provide the needed level of service of road maintenance.

**Determination 6.3-4** - The County adopts a budget annually for Maintenance District 87 (Madera Southeast).

**Determination 6.3-5** - The roadway should eventually be developed to City standards in an effort to make future annexation or consolidation of Maintenance District 87 (Madera Southeast) to the City more feasible.

**Determination 6.3-6** - The County should explore the establishment of a new rate, or the addition of a yearly inflation multiplier for proper road maintenance. This would require a successful vote of the property owners involved.

## **SECTION 7 - MADERA VALLEY WATER COMPANY**

### **7.1 - Overview**

Madera Valley Water Company (MVWC), a privately-owned company authorized and regulated by the California Public Utilities Commission (CPUC) and California Water Resources Control Board (CWRCB), provides water to customers in the northern Madera area, primary within Madera Acres (MD-21). MVWC has 1,942 service connections serving approximately 7,163 residents. The service area of 2.25 square miles includes five individual wells and two inactive wells. Groundwater pumping is the sole source of domestic water within the service area (California State Water Resources Control Board, 2017).

MVWC holds regularly scheduled meetings that are open for public participation on the first Wednesday following the first Monday of each month at 6:00 pm at 18454 Road 26, Madera, 93638 (Madera Valley Water Company, 2017).

As the MVWC is a private company, LAFCo has no jurisdiction to regulate or compel consolidation or annexation with MVWC and other agencies. The inclusion of MVWC is strictly for context and inclusion of all service providers within the Madera area. The MVWC is critical to the local landscape of municipal service delivery as it provides domestic water service to over 7,000 people in the area.

Coordinated municipal service delivery is the overarching goal of LAFCo. Should the time arise where MVWC ceases operation or is willing to consider annexation to another agency, LAFCo, the City and County should all coordinate in order to develop feasibility recommendations for the best results. Ideally, the MVWC system should be consolidated with MD-21, a new county service area, or connected to supplement the City's water system infrastructure in the area, if possible. Again, significant coordination and investigation would need to take place prior to any of these being undertaken.

### **7.2 - Determinations**

**Determination 7-1** – The Madera Valley Water Company is a private utility that provides water to approximately 7,163 residents within its 2.25 square mile service area within the Madera Acres area, north of the City of Madera.

**Determination 7-2** - Madera Valley Water Company is a privately-owned company not subject to the oversight or jurisdiction of LAFCo.

**Determination 7-3** – In the event the Madera Valley Water Company is unable to continue to provide services, for whatever reason, the City and County shall coordinate with the Madera Valley Water Company to determine the best feasible method to provide consolidated services with existing agencies.

## **SECTION 8 - SPHERE OF INFLUENCE REVIEW**

### **8.1 - Sphere of Influence Overview**

As part of any Sphere of Influence review, LAFCo is required to consider all of the information presented in the Municipal Service Review conducted for that agency. Additionally, LAFCo must also make written statement of its determinations for that agency regarding the following:

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. The present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

After a written determination has been made with respect to the aforementioned areas of review, LAFCo may adopt a Sphere of Influence (SOI) that is appropriate for the agency's provision of service.

This section of the report fulfills the requirements of Government Code Section 56425 and allows LAFCo to adopt an SOI that is consistent with the written determinations for the Madera area.

#### **8.1.1 - PRESENT AND PLANNED LAND USES**

The City has adopted a General Plan that dictates present and future land use policy for City growth. The County also has a General Plan that dictates land uses within the unincorporated area surrounding the City. The two agencies have entered into a Tax Sharing Agreement that coordinates development around the city limits and generally directs projects to develop with the City of Madera rather than the County. The City's General Plan includes areas for immediate development as well as reserve areas to accommodate growth of the period of the document, at least 20 years and possibly beyond. However, it should be noted that SOI boundaries are reviewed every five (5) years and generally considered a boundary of an identical timeframe.

The SOI covers adjacent, existing communities which may need services in the future in the event that their service provider is no longer able to operate. The City would be able to possibly step in as successor agency in the future.

There are areas within the city limits that have previously been annexed and have remained undeveloped. These areas could accommodate some of the growth anticipated during the next five years. Additionally, the City has already designated some adjacent areas for growth

as a village neighborhood, mainly Village D. This area, located south of the airport along the western edge of the city limits and SOI, is adjacent to existing development and would be a logical area of growth for the City. An additional small portion of CSA-3 should be included within the SOI amendment, as it was previously excluded during the last update, to facilitate the district's annexation to the City.

In regards to farmland and open space, the City is surrounded by agricultural activities on just about all sides of the city limits and SOI. More specifically, the City is directly adjacent to prime and farmland of statewide importance along the western and southern edges of the City (Figure 8-1). This fact is also reflected in the presence of many Williamson Act contracts which are active and require that the land remain under acceptable agricultural activities for a period of no less than 10 years (Figure 8-2). The only area proposed to be immediately developed in the General Plan would be a portion of Village D (west) and the State Center Community College Specific Plan (southeast). As both areas have already undergone environmental review and been designated for urban uses, they would be appropriate for inclusion within the SOI.

In addition, the primarily industrially planned area on the easterly side of the City which is within the TSA's proposed SOI, has been designated for urban uses and has undergone environmental review. This area has relatively less prime farmland and would be appropriate for inclusion within the SOI.

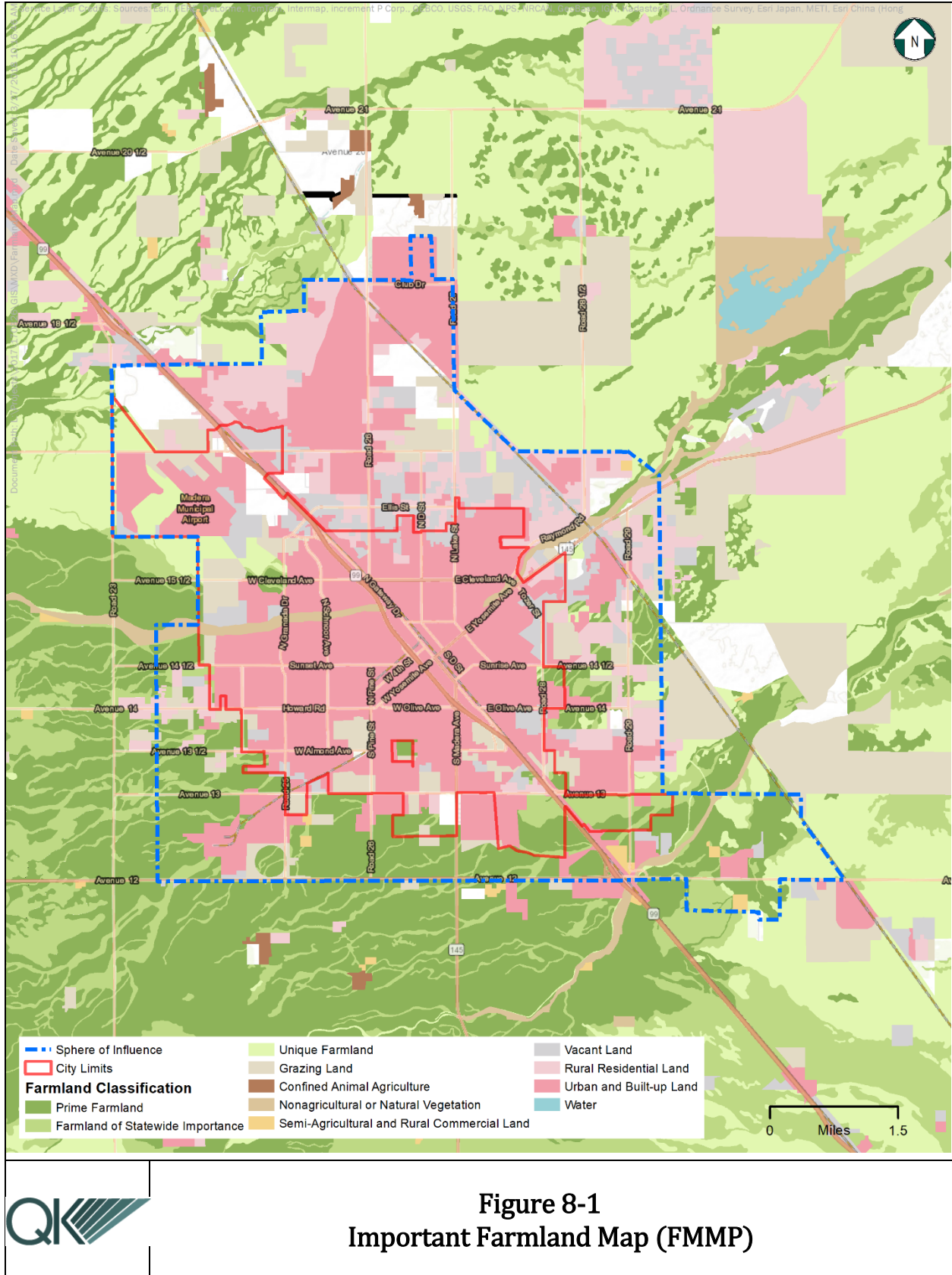
### ***Relationship with Tax Sharing Agreement***

As discussed in Section 2.5, the City and County have entered into a Tax Sharing Agreement (TSA). As part of that agreement, a proposed boundary for the SOI along with extensive development policies to promote orderly and coordinated growth were also agreed upon. It should be noted that the proposed SOI was developed without input from LAFCO; however, LAFCO must still give the agreement "great weight" in its determination of a SOI so long as the proposal is consistent with local rules and policies as well as CKH.

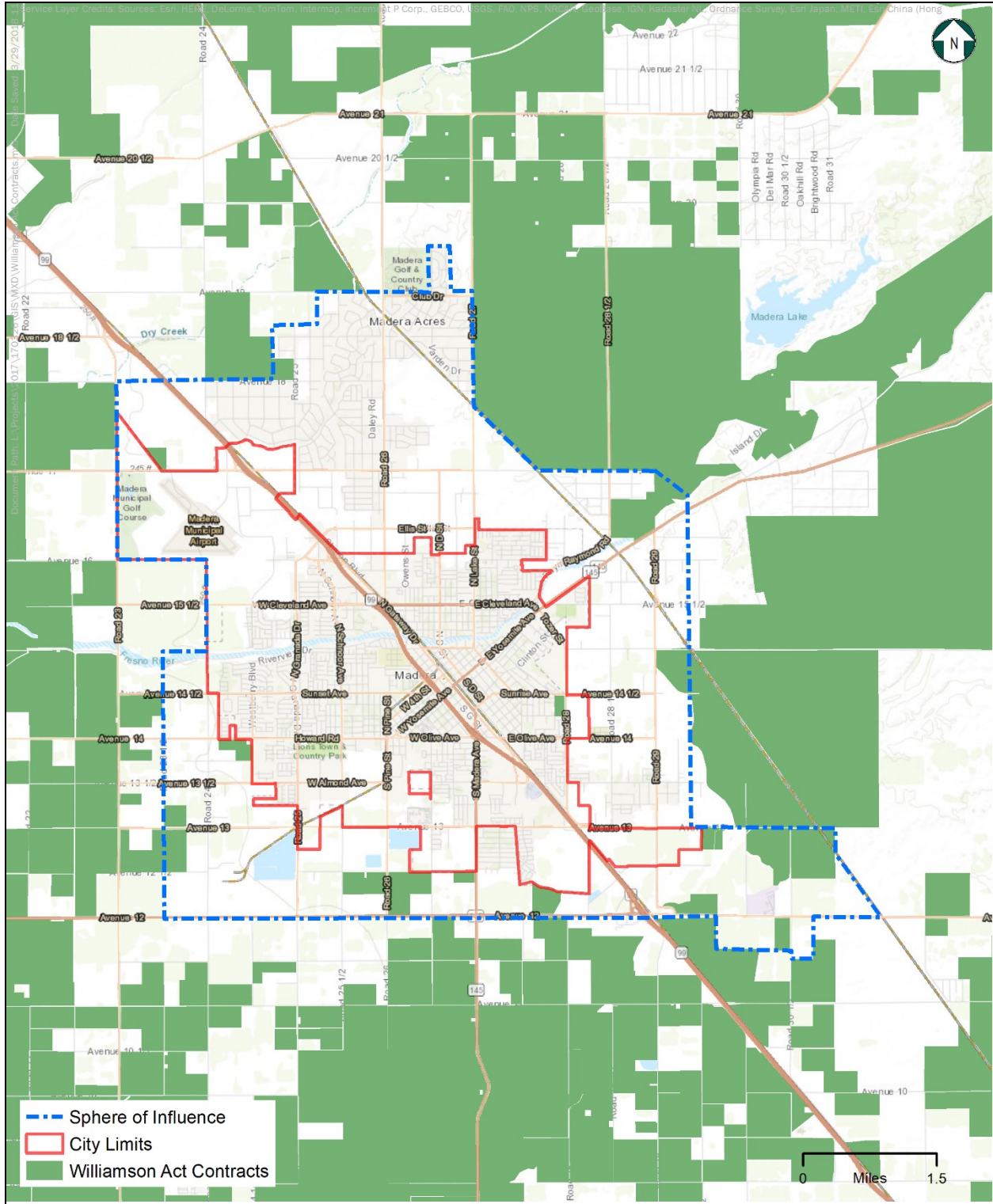
The proposed SOI within the TSA includes areas that are both planned with designated land uses as well as planned with a reserve designation. The City utilizes a Village Reserve designation that requires a supplemental level of comprehensive planning that includes utilizing the Building Block approach to neighborhoods as denoted in the General Plan as well as facilities financing and implementation prior to consideration of a development proposal. Areas designated reserve also have to go through additional environmental review in order to mitigate any new impacts, such as conversion of prime farmland, not identified in the General Plan as well as implement very specific policies to the identified village.

As the City has designated these areas within the Urban Growth Boundary and the County has agreed that these areas should be subject to City standards in the event they were to develop within the County, it would be appropriate to include these areas within the SOI with the added condition that the three step process of Comprehensive Land Use and Implementation Planning, Detailed Neighborhood Plans and a Development Proposal along

with a Public Facilities Financing Plan be completed prior to a village being annexed to the City, as denoted in the City's General Plan.



**Figure 8-1**  
Important Farmland Map (FMMP)



**Figure 8-2**  
**Williamson Act Contracts**





### **8.1.2 - PRESENT AND PROBABLE NEED FOR PUBLIC FACILITIES AND SERVICES**

The City provides a wide range of services to its residents while being supplemented by other agencies within its city limits. The City also coordinates through secondary agreements to collaborate with neighboring agencies, such as the County or special districts, to best provide services in a comprehensive manner.

Additionally, the City has undertaken significant effort to master plan infrastructure to areas within the study area, including adjacent special districts with the exception of the Madera Acres area (MD 21). This area is serviced by individual septic tanks for sewer and by both private wells and the Madera Valley Water Company for domestic water. The City should consider, during its next infrastructure plan update, including the Madera Acres area as well as the Madera Valley Water Company service area in order to further attempt to work towards a single service provider in the area.

### **8.1.3 - DISADVANTAGED UNINCORPORATED COMMUNITIES**

The City provides water and/or wastewater service within the SOI to CSA-3 and MD-19. However, there are other disadvantaged unincorporated communities (DUC) impacted as it relates to water and wastewater service as shown in Figure 3-2.

However, the City, in collaboration with CAL FIRE, does provide structural fire protection within its limits. Within the SOI, the CAL FIRE also provides structural fire protection services. The City and County have mutual aid agreements in order to provide enhanced service within and around the City, some of which are identified as DUC in Section 3. Therefore, there would be little to no change in service with annexation of DUCs as it pertains to fire services

There are DUCs within the SOI, however, given the fact that the City has extended services beyond its limits within some of these areas, future annexations should be reviewed on a case by case basis to determine if there is a neighborhood needing services that would warrant a subsequent annexation.

### **8.1.4 - PRESENT CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES**

The City currently provides a level of service which appears satisfactory to meet the needs of its current residents. However, according to the infrastructure report that included adjacent areas of CSA-3 and MD-19, the City would be deficient in both water and sewer capacity if both areas along with the building out of the plans was completed. Therefore, the City would need to provide additional capacity to accommodate future growth within the existing SOI of planned and developed areas.

The improvements needed may be added through the CIP or other projects with allocated funding, such as grants or specific allocations from the General Fund. The CIP could aid in providing enhancements to public facilities or infrastructure for future growth and new

residents. The annual establishment of the CIP gives the City the ability to allocate or divert funds from areas of lesser need to areas of critical need.

The potential and proposed growth areas, specifically to the west, would be able to be serviced under the existing infrastructure provided by the City. However, again, the City will need to monitor capacities of their infrastructures in future SOI amendments due to the documented shortcomings of capacity for building of their water and sewer master plans.

### **8.1.5 - EXISTENCE OF ANY SOCIAL OR ECONOMIC COMMUNITIES OF INTEREST**

As stated in Section 3, there are currently communities of social or economic interest within or adjacent to the existing SOI, denoted as DUCs. These areas have been identified and will need to review for inclusion on future annexations in proximity to the neighborhoods. Areas which already receive water, sewer and fire protection may still need to be included in follow-up annexations to the City in order to provide equitable law enforcement services. Law enforcement service levels should be reviewed as part of annexation proposals that are in proximity to DUCs.

Additionally, other municipal services that would be extended to an annexation proposal should be compared with the adjacent DUCs area to determine if there would be a benefit or improvement in service levels to the neighborhood with a follow-up annexation. If the proposal would be cost prohibitive, the DUC area should be forwarded to the County to attempt to bring the services through available funding sources, such as grants or loan interest loan programs, in order to facilitate transition to the City.

### **8.1.6 - SPHERE OF INFLUENCE RECOMMENDATIONS**

As shown in the MSR and throughout the determinations of this document, the City of Madera is currently providing services at an acceptable level to its citizens. The City is also accountable to its customers through the City Council, which are elected at-large. It has conducted appropriate reviews of the infrastructure systems both through the annual CIP process as well as updating the water, sewer and storm drainage master plans in 2014. However, further review of these systems, which in some cases do include providing some component of services to both MD-19 and CSA-3, may be lacking in sufficient capacity to allow for full build out of the infrastructure systems.

The growth envisioned within the General Plan includes both into the west and eastern areas of the existing SOI. There are some designations which stretch to the north, past MD-21, which are not yet planned within the aforementioned infrastructure master plans. Additionally, some areas designated for growth are within designated prime farmland and Williamson Act contracted lands. Lastly, the City has completed two large annexations, the Ventana Specific Plan and the Southeast Madera Development (SMD) project, that have yet to break ground and begin construction.

The existing SOI also includes the State Center Community College Area Plan as well. The plan was adopted by both the City and County to encourage coordinated growth within the

area to the City's standard, in an effort to accommodate future growth of approximately 4,500 dwelling units for the greater Madera area. The SMD project is within the plan area and is the first project to be approved. The City's General Plan designates the area as a village and includes the following policy regarding its development:

*"Consistent with overall City land use policy, development of uses in the Specific Plan should take place in the city and be preceded by annexation to the City of Madera. Attention must be given to hydrology and drainage facilities, development of the trails system per the Specific Plan, and financing of infrastructure improvements."*

As the area is included in the master plans of the City, it appears that growth can also be accommodated within the State Center Community College Specific Plan area in accordance with the adopted General Plan of the City, as it was included and planned accordingly as "Village I."

Village D of the General Plan is directly adjacent to the city limits along the western edge. It includes planned land uses as well as an area of village reserve area. It is among the only areas currently including planned land uses and that is not predominantly designated as prime farmland and/or currently subject to a Williamson Act contract. Its inclusion within an SOI amendment would be appropriate as it has already been planned with urban land uses. Further, the inclusion of the northern area of village reserve directly adjacent to the planned land uses would create a reasonable and orderly SOI boundary for development as well as service delivery.

Village B of the General Plan to the north and east of the city limits is a planned reserve area. This area is currently the subject of a development proposal in the unincorporated county. Inclusion of Village B within the SOI is reasonable in order to allow for the annexation of this development into the City of Madera or an extra-territorial service agreement for the City of Madera to serve the area.

The industrially planned property on the east side of the City has planned land use and contains relatively little prime farmland. While there appears to be a significant amount of industrially planned property within the existing SOI that remains underdeveloped, the inclusion of this property is acceptable since it is part of SOI agreed to in the TSA, has been through the environmental review process and designated for urban uses.

It is noted that two relatively small areas are proposed to be removed from within the Sphere of Influence. The first area is east of the Santa Fe Railroad Tracks and south of Highway 145 roughly between the Road 29 and Road 29 ½ alignments. The second area is south of Pecan Avenue and east of the Road 23 ½ alignment. Removal of these areas seems reasonable as they have not been planned for urban uses on the Madera General Plan.

In regard to the special districts within the area, there are no plans to expand the districts beyond what is already served. In some cases, the districts are within the SOI of the City of Madera due to the City providing some primary or ancillary service to the district. Therefore,

the SOI or future service areas of the maintenance districts, which by law do not have SOI's, are appropriate and should remain unchanged.

The TSA entered into by the County and City denotes an agreement for orderly development for areas within the Urban Growth Boundary of the City. Both parties agree to coordinate growth and development to a specific standard and includes referral of projects for appropriate review and/or processing to assure compliance with these standards. The areas include the entirety of various village and reserve areas. Therefore, it is reasonable to include the balance of each village within the SOI so long as these areas complete the necessary processes identified in the General Plan for comprehensive land use, neighborhood, infrastructure and financing implementation plans. These supplemental plans must be included within any annexation proposal to be considered by the Commission. These areas are denoted in Figure 8-3 as Village Reserve Annexation Areas.

In conclusion, based on the analysis provided within this report, the SOI for the City of Madera may be amended to include Villages B and D and the industrially planned property east of the city limits. This would create an orderly and reasonable SOI boundary and future city limits to service the existing residents as well as possible future growth needs of communities within it. The SOI of CSA-3 should remain unchanged as there are no plans for expansion and the district should eventually be annexed to the City, as it is included within the General Plan and SOI. The remaining maintenance districts, which do not have SOIs, should remain unchanged and considered for annexation in the future, as they are within the SOI of the City of Madera.

**Recommendation 8-1** – It is recommended that the City of Madera's Sphere of Influence be amended as shown in Figure 8-3.

**Recommendation 8-2** - As required by the City of Madera General Plan, any proposal within the Village Reserve Annexation Areas, as denoted in Figure 8-3, shall include proof of completion of the following items:

- Comprehensive Land Use and Implementation Planning
- Detailed Neighborhood Plans
- Development Proposals
- Public Facilities Financing Plan

**Recommendation 8-3** – The City may still accommodate growth within existing undeveloped areas within the city limits as well as within the State Center Community College Specific Plan area.

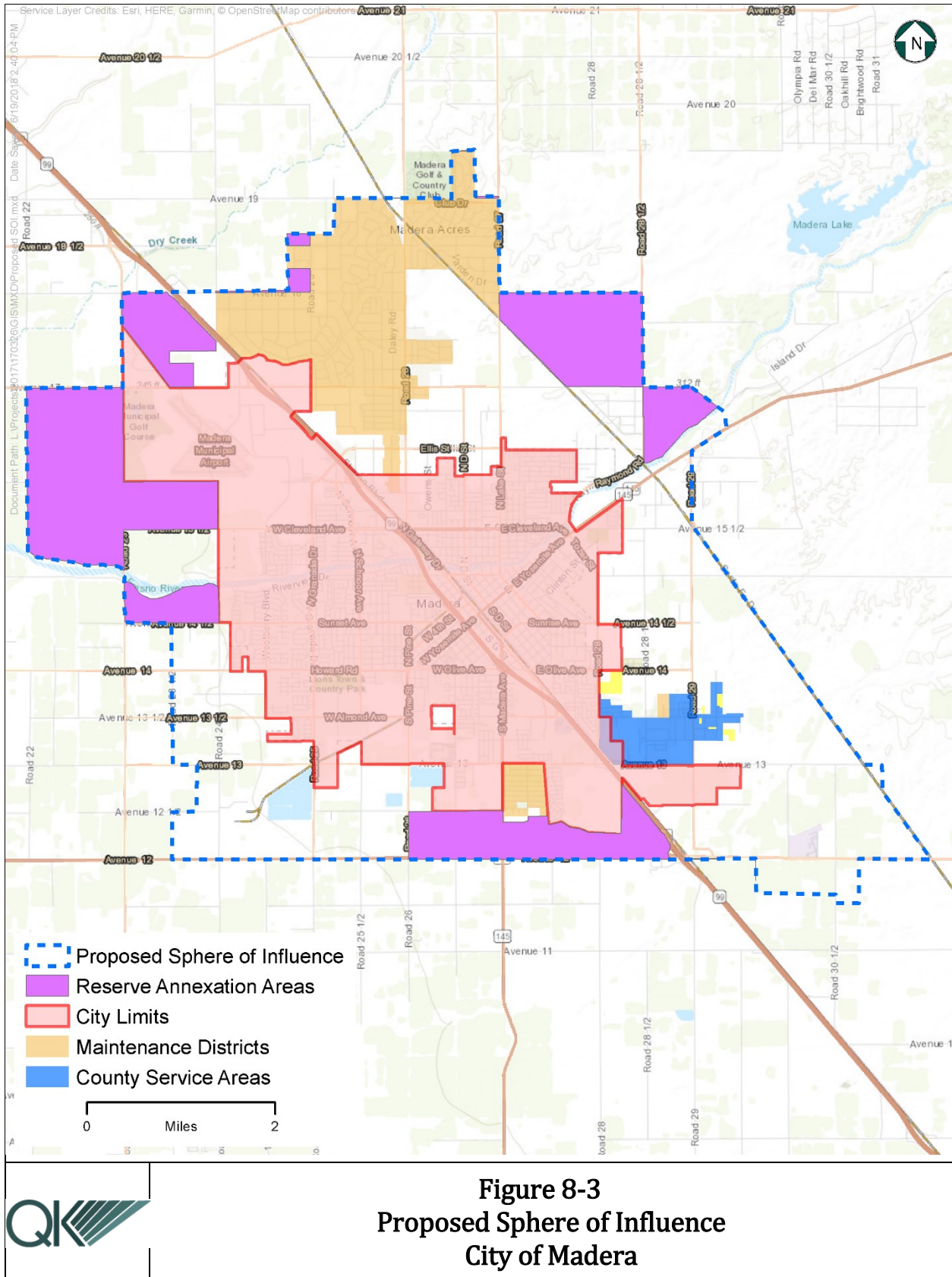
**Recommendation 8-4** – Inclusion of the entirety of Villages B and D and the industrially planned property east of the City, which has been planned with urban land use designations as well as village reserve areas, is orderly and logical for future development and municipal service delivery.

**Recommendation 8-5** – The City shall be considered a logical service provider for adjacent, existing communities in the event that one of the current services providers is no longer solvent or able to provide services.

**Recommendation 8-6** – The Sphere of Influence for County Service Area #3 should remain unchanged, with minor changes to include the entirety of the district within the SOI of the City of Madera, which was previously omitted, as no growth is anticipated to be serviced by the district.

**Recommendation 8-7** – Service areas of the Maintenance Districts #19, #21 and #87 should remain unchanged as no growth is anticipated to be serviced by any of these districts.

**Recommendation 8-8** – All special districts, meaning both county service areas and maintenance districts, within the study area shall be considered for annexation to the City at a time when infrastructure can be provided that meets the City’s development standards. Coordination and good-faith efforts between the County and the City to ensure infrastructure can be provided in a fiscally responsible manner that is equitable shall be conducted between staff on an as-needed basis.



## SECTION 9 - BIBLIOGRAPHY

- Akel Engineering Group, Inc. (2014). *City of Madera - Sanitary Sewer System Master Plan*. Madera.
- Akel Engineering Group, Inc. (2014). *City of Madera - Storm Drainage System Master Plan*. Madera: City of Madera.
- Akel Engineering Group, Inc. (2014). *City of Madera - Water System Master Plan*. Madera: City of Madera.
- Akel Engineering Group, Inc. (2016). *Parkwood and Parksdale - Water, Sewer, and Storm Drainage Infrastructure Study*. Fresno.
- American Community Survey. (2017). *Demographic and Housing Estimates - 2012-2016 American Community Survey 5-Year Estimates*. Washington, D.C.: Census Bureau.
- California Public Utilities Commission - Water Division. (2006). *Standard Practice for Collecting and Processing Customer Rates, Fees and Charges under General Order 96-B*. San Francisco: State of California.
- California State Water Resources Control Board. (2017, April 10). *Water System Details*. Retrieved from CA Drinking Water Watch: [https://sdwis.waterboards.ca.gov/PDWW/JSP/WaterSystemDetail.jsp?tinwsys\\_is\\_number=2704&tinwsys\\_st\\_code=CA&counter=0](https://sdwis.waterboards.ca.gov/PDWW/JSP/WaterSystemDetail.jsp?tinwsys_is_number=2704&tinwsys_st_code=CA&counter=0)
- City of Madera. (2017). *2017-2018 Master Fee Schedule*. City of Madera.
- City of Madera. (2017). *Capital Improvement Plan (CIP) - Fiscal Year 2017-18 to 2021-22*. Madera: City of Madera.
- City of Madera. (2017). *Fiscal Year 2017/2018 Final Budget*. 2017: City of Madera.
- City of Madera. (2018, January and March). Retrieved December 15, 2017, from City of Madera: <https://www.cityofmadera.ca.gov/>
- City of Madera. (2018, March 16). *City of Madera Transit*. Retrieved from City of Madera: <https://www.cityofmadera.ca.gov/home/departments/transit/#tr-madera-area-express-max-2456011>
- City of Madera Planning Commission. (2018). *Staff Report - Ordinance Text Amendment - OTA 2017-02 - Park Land Acquisition - Quimby Act Compliance*. Madera: City of Madera.
- County Road Department. (August 2013). *Assessment Engineer's Report for Maintenance District #21*. Madera County.

- Department of Parks and Recreation. (2018). *Park Access Report*. Sacramento: State of California. Retrieved from <http://www.parksforcalifornia.org/parkaccess>
- Department of Public Works, Municipal Services Division. (2015). *Proposed Budget for Special Districts*. Madera: County of Madera.
- Federal Bureau of Investigation. (2016). *Table 24 - Full Time Law Enforcement Officers*. Washington, D.C.: Department of Justice. Retrieved from <https://ucr.fbi.gov/crime-in-the-u.s/2016/crime-in-the-u.s.-2016/tables/table-24>
- Federal Bureau of Investigation. (2016). *Table 6 - Offenses Known to Law Enforcement*. Washington, D.C.: Department of Justice.
- Madera Valley Water Company. (2017). *2016 Consumer Confidence Report*. Madera.
- MCTC. (2017). *Madera County Short Range Transit Development Plan FY 2017/18 - 2021/22*. Madera County.
- MCTC. (2018, March 16). *Madera County Transit Systems*. Retrieved from Madera County Transportation Commission: <http://www.maderactc.org/public-transit/>
- Pacific Municipal Consultants. (2009). *City of Madera General Plan*. Madera: City of Madera.
- Parks and Community Services Department. (2009). *Parks and Recreation Master Plan*. Madera: City of Madera.
- Provost & Pritchard Consulting Group. (2014). *Madera Integrated Regional Water Management Plan*. Madera: Madera County.
- Public Works Department. (2017). *CSA-3 Parksdale - Water and Sewer Rate Study Executive Summary*. Madera: Madera County.
- Public Works Department. (2017). *Special District Budget - FY 2017-2018*. Madera: Madera County.
- Toler, P. (2016, August 9). Email Correspondence. Madera, CA.
- United States Census Bureau. (2016). *Selected Economic Characteristics, 2012-2016 American Community Survey 5-Year Estimates*. Washington, D.C.