
CITY OF CHOWCHILLA SPHERE OF INFLUENCE EXPANSION and MUNICIPAL SERVICE REVIEW

prepared for

The Madera Local Agency Formation Commission (LAFCO)

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1. Summary

The City of Chowchilla prepared a comprehensive update of its General Plan which includes a proposed Sphere of Influence (SOI) expansion. Madera LAFCO has initiated the SOI update in conformance with its responsibilities under State law to, *“review and update, as necessary, the adopted sphere not less than once every five years.”* (Government Code Section 56425(f)). An SOI expansion also requires consideration of a Municipal Service Review (MSR) prepared in conformance with the CKH Act.

Chowchilla’s 2040 General Plan identifies a “primary” Planning Area that encompasses approximately 14,000 acres. The “primary” Planning Area acreage includes land within the City’s existing City limits (3,891 acres), as well as approximately 10,109 acres outside of the existing City. For purposes of this analysis, it is important to note that the “primary” Planning Area boundaries reflect the City’s growth projections and amount of land needed for all projected growth and development to the year 2040, while retaining 50 percent land vacancy to maintain affordable land prices within the community.

The existing Chowchilla SOI contains approximately 9,800 acres but does not contain one of the city’s incorporated areas –the women’s prison sites and this site should be included in any SOI update. The proposed SOI contains an estimated 30,332 acres, about one half of which is agricultural land.

The major determinations and recommendations of the report are:

1. The “primary” Planning Area and the expanded SOI contain approximately 16,000 acres of Williamson Act contract land. Land subject to a contract can not be annexed unless a city has procedures in place to administer the Williamson Act. For the larger SOI, lands subject to the Williamson Act can not be included within an SOI expansion unless LAFCO makes specific findings.
2. The unincorporated area of Fairmead is a rural community located along SR 99 located about three miles southeast of Chowchilla. Evolving State legislation encourages the Commission, upon the review and update of a sphere of influence, to include the present and probable need for facilities and services of disadvantaged inhabited communities.

3. The “primary” Planning Area boundaries can accommodate the City’s growth projections and amount of land needed for all projected growth and development to the year 2040, while retaining 50 percent land vacancy to maintain affordable land prices within the community. It is recommended that the “primary” Planning Area be designated the Sphere of Influence for the City of Chowchilla.
4. A Secondary Sphere of Influence is recommended for: (1) the agricultural lands located in the expanded SOI outside of the “primary” Planning Area, and; (2) for the Fairmead Community. The recommended Secondary SOI is shown on Figure 5. If the Commission determines that a Secondary SOI is appropriate, service provision between the City and its Secondary SOI would be subject to the following criteria:
 - a. The following services are contemplated within the Secondary SOI by Madera County or the City of Chowchilla:
 - Infrastructure, including but not limited to: streets; street lights; parks; storm drainage collection and disposal; water supply, storage and distribution; water recharge; and sewer collection, treatment and disposal.
 - Public services, including but not limited to, police and fire services, solid waste collection and recycling, park recreation facility maintenance.
 - b. Extension of City services into the Secondary SOI shall not be permitted unless there is an agreement between LAFCo, Madera County, and the City of Chowchilla as to the services to be provided and that the services to be provided will not diminish the ability of the City to provide services to the existing City and the Sphere of Influence.
 - c. The agreement between LAFCo, Madera County, and the City shall include a Plan for Services and/or a municipal service review that demonstrates a need for the services to be provided and shall provide a credible estimate of cost for each service and a feasible

system of financing those costs as well as the ongoing maintenance and operation costs of those systems.

- d. Methods of financing capital costs shall be included in the Plan for Services and may include, but not be limited to, development fees, special districts, Community Development Block Grants, and state and federal grants and loans. The costs shall also include any projected local matching funds for grants or programs and the source of those matching funds. The financing analysis shall include an evaluation of a CFD or other similar financing mechanism to pay the costs of operation and maintenance to ensure that new development in the City as well as areas served outside the City are at parity and do not generate additional costs to existing residents of the City.
- e. The Secondary Sphere of Influence should have the same prior referral requirement by the County to the City of any proposed project as the Sphere of Influence. Any proposed project in the Secondary Sphere of Influence that does not propose to construct on- and off-site improvements to then current City of Chowchilla Standards should not be approved by the County. However, nothing in these policy guidelines shall be interpreted as negating or requiring modification to the Plan adopted by the County of Madera for the Community of Fairmead.
- f. The Plan for Services shall include analysis of governance alternatives for the Secondary Sphere of Influence. In the short term, a County Service Area or other special district may provide services; in the long term, the potential annexation to the City of Chowchilla should be investigated.
- g. Extension of City boundaries into the Secondary SOI shall not be permitted unless there is an agreement between LAFCO and the City as to the services to be provided to that area, including a Plan for Services as outlined herein.
- h. The preferred method of initiating a future annexation of the Community of Fairmead should include a petition of the resident registered voters. LAFCO staff and the

Commission should provide all feasible assistance necessary to facilitate such an application.

- i. The County of Madera and the City of Chowchilla are encouraged to update their policies related to referral and consultation as they relate to the portions of the Secondary Sphere designated as Urban Reserve on the Chowchilla General Plan. The intent of this policy is to avoid the development of agriculturally related activities which may be incompatible with future urban development.
5. The proposed secondary SOI includes land needs beyond the year 2040 time frame. By this inclusion, the City is articulating its long-term growth intentions to avoid potential future land use conflicts. Despite the size of the Sphere of Influence boundary, the City remains committed to efficient growth that avoids “leap frog” development and provides a variety of land uses and types of housing to serve all current and future residents.
 6. In consideration of the recommendation in this report for a primary and secondary sphere, it is concluded that the SOI expansion area represents reasonable and logical expansion of the City of Chowchilla if pursued in the manner presented in the adopted General Plan.
 7. The City will be able to provide services to new development within the updated SOI and continue to provide services to existing residents provided that the policies and standards contained in the General Plan and capital improvement program are implemented when considering annexations and development projects.
 8. Development within the proposed SOI expansion area is not expected to create a burden on City services and could generate a modest surplus of revenue over costs considering areas of commercial and industrial areas designated on the General Plan that are expected to contribute to economic development and a positive jobs/housing balance.
 9. Water supply appears to be sufficient for the existing City, but lowering of the groundwater table will occur without implementing water recharge. Long term water supply will be sustained with the

implementation of water recharge programs for both urban growth and continued agricultural production near the City.

10. There is remaining capacity in the wastewater treatment plant for modest expansion within the existing City Limits. Estimates suggest that the WWTP will be at 80% capacity by 2017. At that point, the City must prepare a plan for the Regional Water Quality Control Board on how the plant will be upgraded or replaced.
11. The Chowchilla Volunteer Fire Department (CVFD) serves the City and is solely a volunteer unit with a paid full time Fire Chief. It is the City's desire to add full-time firefighters and new public safety facilities (fire and police station). The City has implemented Development Impact Fees that offset the cost of providing new buildings, vehicles and equipment to meet the needs to growth.
12. Chowchilla Police Department facilities are undersized and additional space is needed to meet the needs of law enforcement as the City's population increases. Cost of the expansion or relocation will have to be addressed by a combination of new development and existing City financial resources.
13. With the understanding that the City will require fiscal analysis, monitoring, and mitigation for the costs of new development, there are no apparent short- or long-term fiscal constraints limiting the ability of LAFCO and the City of Chowchilla to include the expansion area within the Chowchilla SOI.
14. There are six Madera County maintenance districts within either the proposed primary or secondary Chowchilla SOI. Although LAFCO is not involved in the establishment of maintenance districts, nor does it adopt spheres of influence for the districts, it is anticipated in the long-term that these districts will be absorbed into the City of Chowchilla by virtue of their inclusion in the SOI. It is reasonable to conclude that the maintenance districts would be dissolved or converted to subsidiary districts with annexation to Chowchilla. The City, however, should develop policies of annexation which would provide for the phased improvement of facilities, including funding sources such as Community Development Block Grants, State water bond funds, State infrastructure loans,

or benefit assessment districts.

2. Introduction

Like most communities in the Central Valley, Chowchilla has experienced significant growth in recent years, and the City expects future growth that will require the annexation of unincorporated portions of Madera County. Due to this growth, as well as the need to review its development standards, the City prepared a comprehensive update of its General Plan which included a proposed Sphere of Influence (SOI) expansion. The General Plan update was adopted and the associated Final Environmental Impact Report certified by the Chowchilla City Council in April of 2011. Madera LAFCO has initiated the SOI update in conformance with its responsibilities under State law to, *“review and update, as necessary, the adopted sphere not less than once every five years.”* (Government Code Section 56425(f)).

An SOI is a boundary outside of a city’s corporate limits that designates the agency’s probable future service area and is generally considered a 20-year growth boundary. In this case, however, the Chowchilla General Plan has a growth horizon to 2040 and the City’s proposed SOI is tied to the 2040 date. SOIs provide for efficient services while discouraging urban sprawl and the premature conversion of agricultural and open space lands. SOI boundaries prevent overlapping jurisdictional boundaries and the duplication of services. The Madera Local Agency Formation Commission (LAFCO) is given the authority and responsibility to determine spheres of influence for all local governmental agencies in Madera County (Government Code Section 56425).

The fundamental role of the Madera LAFCO is to implement the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, as amended (CKH Act), consistent with local conditions and circumstances. An important tool utilized in implementing the CKH Act is the adoption of an SOI for a jurisdiction. This section, along with the following Municipal Service Review, provides the basis for review and update of the City of Chowchilla SOI.

The major goals of LAFCO as established by the CKH Act include:

- To promote orderly development by encouraging the logical formation and determination of boundaries and working to provide housing for families of all incomes;
- To discourage urban sprawl;

- To preserve open-space and prime agricultural lands by guiding development in a manner that minimizes resource loss;
- To promote logical formation and boundary modifications that direct the burdens and benefits of additional growth to those local agencies best suited to provide necessary services and housing;
- To make studies and obtain and furnish information which will contribute to the logical and reasonable development of local agencies and to shape their development so as to advantageously provide for the present and future needs of each county and its communities;
- To establish priorities by assessing community services needs with available financial resources and to encourage government structures that reflect local circumstances, conditions, and financial resources;
- To determine whether new or existing agencies can feasibly provide needed services in a more efficient or accountable where necessary, reorganization with other single purpose agencies that provide related services;
- As of January 2001, update SOIs as necessary but not less than every five years; and
- Conduct a review of all municipal services by jurisdiction, sub-region or other geographic area prior to, or in conjunction with, SOI updates or the creation of SOIs.

To approve an SOI update for the City of Chowchilla, LAFCO is required to make findings pursuant to Government Code Section 56425(e) et seq. with respect to the following four specific issues:

1. Present and planned land uses in the area, including agriculture, and open space lands;
2. Present and probable need for public facilities and services in the area;
3. Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide; and
4. Existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.

Discussion of the required findings is included in Section 3 of this report.

An SOI expansion also requires consideration of a Municipal Service Review (MSR) prepared in conformance with the CKH Act. The direct relationship between SOI reviews/updates and Municipal Service Reviews is found in Government Code Section 56430, which states, *“In order to prepare and to update spheres of influence in accordance with Section 56425, the Commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission.”* As part of an MSR, Government Code Section 56430 requires LAFCO to prepare written statements or determinations for the following six categories:

1. Growth and Population Projections for the Affected Area;
2. Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs or Deficiencies;
3. Financial Ability of Agencies to Provide Services;
4. Status of, and Opportunities for, Shared Facilities;
5. Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies; and
6. Any Other Matter Related to Effective or Efficient Service Delivery, As Required by Commission Policy.

Information and written determinations regarding each of the above issue areas is provided in Section 4 of this report.

Background and Project Description. The City of Chowchilla is located in northwestern Madera County (Figure 1). Chowchilla is one of two incorporated cities in Madera County, with 19,051 residents (California Department of Finance, 2010). This estimate includes the prison population at the California State Department of Corrections Central Valley Women’s Facility and at the Valley State Prison for Women (a combined total of 8,046 inmates). Excluding the prison population, the estimated population of Chowchilla is 11,005.

The community is crossed by three state highways - State Route (SR) 99, SR 233, and SR 152. SR 152 is located at the southern most boundary of the Planning Area. The City is also bisected east and west by the Union Pacific Rail Road line which runs parallel to SR 99. Chowchilla Municipal Airport, a general

aviation airport, is located in the central portion of the community. Agriculture land uses account for approximately 64 percent of the existing land use in the Planning Area including the developed City.

Chowchilla's 2040 General Plan shown in Figure 2 identifies a "primary" Planning Area that encompasses approximately 14,000 acres. The "primary" Planning Area acreage includes land within the City's existing City limits (3,891 acres), as well as approximately 10,109 acres outside of the existing City. For purposes of this analysis, it is important to note that the "primary" Planning Area boundaries reflect the City's growth projections and amount of land needed for all projected growth and development to the year 2040, while retaining 50 percent land vacancy to maintain affordable land prices within the community.

The "primary" Planning Area is generally bound by Highway 152 to the south and Ash Slough to the west. The northerly boundary extends north of Ash Slough, generally moving in a northeasterly direction towards the SR 99/Minturn Road interchange west of SR 99. East of SR 99, the area extends approximately one-half mile north of Ash Slough. The easterly boundary is generally defined by the alignment of Road 19 (North and South Manzanita Roads). The "primary" Planning Area includes two non-contiguous areas: (1) the 1,280 acre California Department of Corrections Central Valley Women's Facility and the Valley State Prison for Women, annexed to the City in 1996; and (2) the 155 acre planned wastewater treatment facility west of the City at the junction of Highway 152 and Ash Slough.

The "primary" Planning Area boundaries are established with regard to physical constraints and key growth assumptions listed below. The growth assumptions are only intended as a means to aid the City in projecting future growth and land use needs — they are not meant as goals or targets to be met by the City.

- 5.3 percent annual growth rate through the planning year 2040.
- 3.2 persons per single family unit and 2.3 to 2.8 persons per multi-family unit.
- An average of 5 to 8 single family units per gross acre and an average of 12 to 18 multi-family units per gross acre.
- 70 percent of the City's population will live in single family units, with the remaining 30 percent in multi-family units.

- 35 percent of the City will be comprised of non-residential (industrial/commercial) development.
- 20 percent of the City will be dedicated to public land needs (streets, schools, open space, parks, etc.).

In addition to the “primary” Planning Area, the General Plan map of Figure 2 identifies a proposed SOI expansion area that surrounds the “primary” Planning Area and includes lands planned and zoned for agriculture. The existing SOI shown in Figure 3 contains approximately 9,800 acres but does not contain the women’s prison sites and these sites should be included in any SOI update. The proposed SOI contains an estimated 30,332 acres, about half of which is agricultural land.

Chowchilla’s proposed SOI is generally bounded by Ash Slough and Road 11 on the west, Chowchilla River on the north, BNSF railroad and Road 19 on the east, about one-quarter mile south of State Highway 152 and Avenue 25 (west of Road 19 to intersect with the women’s prisons) on the south.

An unknown potential land use influence that could have significant effects on the City’s General Plan is the route selection for the California High Speed Rail right-of-way and the Heavy Maintenance Facility. If Alternative A-2 is selected which parallels Highway 99, substantial commercial land uses would be effected along with future circulation options. If Alternative A-1 is selected paralleling the BNSF railroad right-of-way east of the City, fewer land use impacts are expected. Selecting Alternative A-1 could also help promote the Heavy Maintenance Facility close to the City which would bring substantial new employment to the County and nearby communities.

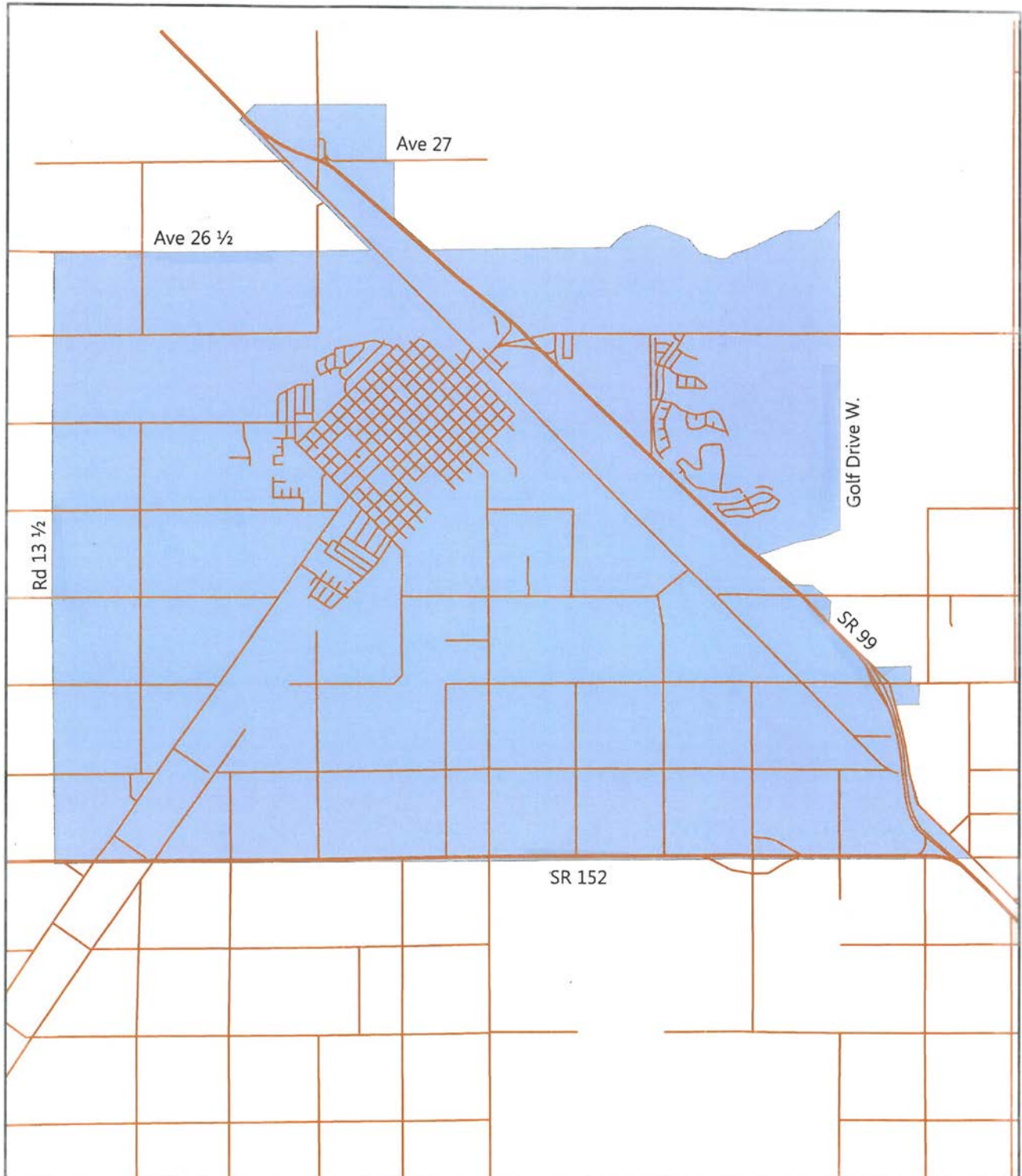
Compliance with CEQA - The City of Chowchilla, acting as lead agency per CEQA requirements, prepared a Draft and Final Environmental Impact Report (EIR) for the General Plan update, including the proposed SOI expansion. The DEIR addressed a full range of impacts associated with expansion of the Chowchilla SOI. The Chowchilla City Council made necessary findings and certified the Final EIR in April, 2011. The General Plan update, Final EIR and supportive resolutions have been made available to LAFCO as part of the SOI review process and are herein incorporated by reference.

Figure 1: Regional Location





Figure 3: Existing Chowchilla Sphere of Influence



3. CITY OF CHOWCHILLA SPHERE OF INFLUENCE UPDATE

In order to approve an SOI update for the City of Chowchilla, LAFCO is required to make findings in its Resolution Making Determinations pursuant to Government Code Section 56425(e) et seq. with respect to four specific issues required to approve a change to a sphere of influence:

1. 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 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.

This section addresses these issue areas.

3.1 Present and Planned Land Uses in the Area Including Agricultural and Open-Space Lands

The Chowchilla General Plan provides guidance for future growth of the community and the City has discretionary authority over projects such as land use, housing, and economic growth. Chowchilla is characterized by a wide range of land uses including residential, commercial, public, vacant land, and industrial. Residential is the predominate use within the City and is typified by medium density single-family detached housing. For a detailed discussion of growth and population projections, please see Section 4.1 of this report.

The General Plan would permit moderately increased residential densities and other development in a manner to assure effective land use transition between the planning area and existing agricultural/ rural residential uses. The Plan takes into account the existing capacities of public utilities and facilities needed in the planning area to support future growth, and costs for such improvements.

The goals and policies of the Chowchilla General Plan support Madera County objectives and policies which protect agricultural lands by maintaining large agricultural parcel sizes and preventing the development of these parcels until it is appropriate to be annexed into the City for development.

The City opposes untimely urban development in the unincorporated areas of its SOI. The City would also require a "right to farm" covenant to be recorded for all development adjacent to producing agricultural lands, in order to provide notice to future owners and protect the farming activities. Leapfrog development is discouraged, and the in-fill of existing vacant lands is encouraged over development on the periphery of the City.

It is the City's policy to allow and support land currently in agriculture and/or open space use within the City's sphere of influence designated for future development will be allowed as interim uses. The policy requires the operational characteristics of uses permitted within the agricultural zones be such that they will not adversely affect the existing or future use of the land within the Project area for urban purposes.

New development in the Planning Area would occur on the urban edge of the City which will expand the existing community in a logical and orderly manner. In its consideration of future development projects in the planning area, the Chowchilla City Council will determine on a case by case basis if the proposed development is timely and appropriate and if the conversion of the agricultural land to urban uses in the Project area is consistent with the goals and policies of the Chowchilla General Plan. In making its decision, the City may consider other factors important to the community, such as population growth, economic development, and creation of employment opportunities.

Conversion of agricultural land to urban uses is an important public policy issue in Madera County since new growth often brings about the conversion of agricultural land to urban, rural residential and other non-agricultural uses. A common issue is the transitional nature of farmland on city fringes. As these cities increase in population, agricultural land is often converted to urban land uses to support this growth.

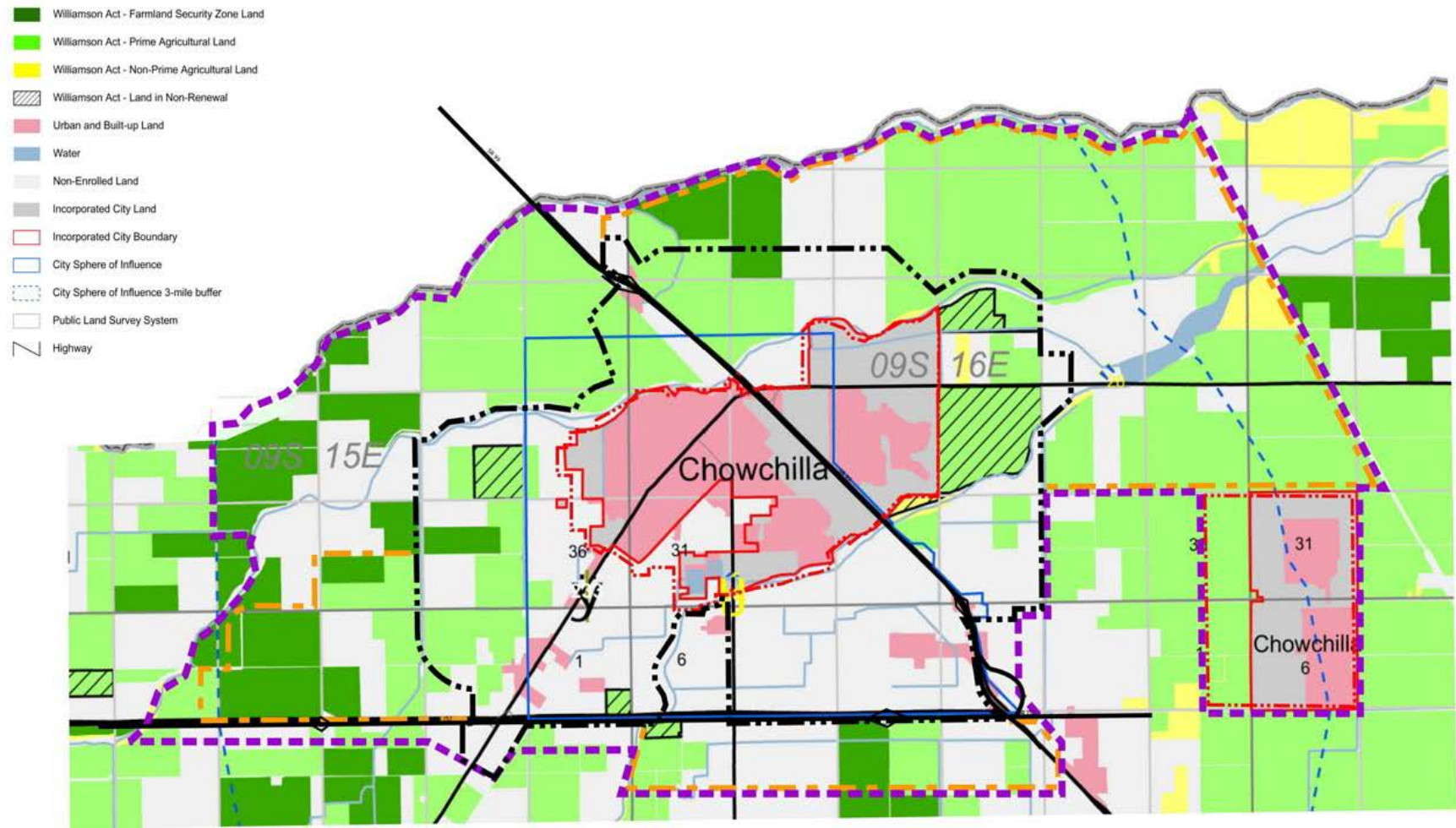
Implementation of the General Plan could result in a conflict with land currently zoned for agriculture as well as with existing Williamson Act contract lands. Figure 4 shows Williamson Act contracted land, both within the “primary” Planning Area and the larger proposed SOI. The “primary” Planning Area contains approximately 2,975 acres of land subject to Williamson Act contracts, of which 803 acres are designated as non-renewal. The larger SOI expansion area (outside the “primary” Planning Area) contains approximately 16,332 acres of which an estimated 13,000 acres are subject to Williamson Act contracts. None of the contracts within the larger SOI expansion area are subject to non-renewal.

The existence of Williamson Act contracted land has important implications for both annexation and SOI expansion. Pursuant to Government Code Section 51243, land subject to a contract can not be annexed unless a city has procedures in place to administer the Williamson Act and the city agrees to succeed to terms of the contract keeping the land in agricultural use. The adopted procedures would allow the City to accept a notice of non-renewal or an application to cancel the contract with the requirement that all finding required for cancelation be made by the City. Therefore, the City must allow agricultural uses to continue on lands under the Williamson Act until those contracts expire or are canceled, which could take up to 10 years after application for non-renewal is submitted.

For the larger SOI, Section 56426.6 of the Government Code prohibits inclusion of lands subject to the Williamson Act within an SOI expansion unless LAFCO finds either of the following:

1. That the change would facilitate planned, orderly, and efficient patterns of land use or provision of services, and the public interest in the change substantially outweighs the public interest in the current continuation of the contract beyond its current expiration date.
2. That the change is not likely to adversely affect the continuation of the contract beyond its current expiration date. In making a determination pursuant to this subdivision, the commission shall consider:
 - a. The policies and implementation measures adopted by the city or county that would administer the contract both before and after any ultimate annexation, relative to the continuation of agriculture or other uses allowable under the contract.
 - b. The infrastructure plans of the annexing agency.
 - c. Other factors that the commission deems relevant.

Figure 4: Williamson Act Contract Lands



Because the expanded SOI outside the “primary” Planning Area is planned for agriculture and no annexation or urban services are anticipated for this area, the first finding is not relevant. The second finding could likely be made given the City’s adopted procedures for implementing the Williamson Act and the intent to succeed to the contract provisions should annexation take place.

Of equal importance are LAFCO’s adopted policies and mandate to preserve open-space and prime agricultural lands by guiding development in a manner that minimizes resource loss. Placing a large amount of agricultural land within a sphere of influence does not necessarily promote the conservation of farmland as it implies long-term urbanization. To address this issue, the Chowchilla General Plan includes a Secondary Planning Area which encompasses the majority of land within the expanded SOI now in agricultural use. Due to the uncertainties of potential growth pressures from such projects as the High Speed Rail right-of-way or Heavy Maintenance Facility; the potential development incentives of a major new business park; supply facilities associated with the Heavy Maintenance Facility; or the relocation of the Chowchilla Airport, the Secondary Planning Area is proposed as Urban Reserve Agriculture to allow flexibility to address those potential growth pressures.

Additionally, planned growth in the Secondary Planning Area may be considered where other constraints within the “primary” Planning Area prevent needed growth of the City or where an integrated master plan development requires additional land beyond the boundaries of the “primary” Planning Area in specific locations. Therefore, the Secondary Planning Area allows conceptual master plans to be approved by the City within these areas if such opportunities should take place.

The General Plan expands the existing City into agricultural lands that surround the City. By this inclusion, the City is articulating its long-term growth intentions to avoid potential future land use conflicts, such as the development of animal confinement facilities (i.e., dairies, feedlots, poultry and egg production facilities, etc.) or other potentially undesirable or conflicting land use close to urban uses, subdividing of rural land into small (2 to 5 acre) parcels for residential use in the unincorporated territory, and the location of public facilities such as wastewater treatment plants or airports. Also included are the general alignments of major streets and bridges that will be needed to provide for adequate circulation improvements essential to support the needs of the General Plan land uses and land needs beyond the year 2040 time frame beyond. Nevertheless, the City remains committed to efficient growth that avoids “leap frog” development and provides a variety of land uses and types of housing to serve all current

and future residents. This commitment is particularly important to reserve and protect sufficient industrial land for economic development and job production and not allow encroachment by rural housing development that represents potential land use conflicts.

The General Plan contains a number of policies and implementation measures that promote the continuation of agriculture within the Planning Area until such time as growth requires additional land, and prohibits “leap frog” development. Primary examples include:

Policy LU-17.1: The City supports the Madera County General Plan objectives and policies that:

1. Direct new industrial and commercial development to cities;
2. Require new residential development to be contiguous to urban development and to annex to the City; and
3. Maintain limited agriculture land use designations within the City's General Plan Planning Area boundary.

Policy LU-17.2: The City supports the Madera County General Plan objectives and policies which protect agricultural lands by:

1. Maintaining large parcel sizes and preventing the development of incompatible urban uses;
2. Specifically maintaining large parcels adjacent to urban areas prior to conversion to urban uses; and
3. Preventing the division of parcels less than ten acres in size within the City's General Plan Planning Area.

In establishing a sphere of influence for Chowchilla, it is recommended that the Madera LAFCO adopt the “primary” Planning Area as the Chowchilla Sphere of Influence and also establish a Secondary Sphere of Influence for the SOI expansion area outside the “primary” Planning Area to incorporate those lands identified as the Secondary Planning Area on the Chowchilla General Plan. The guide for a secondary SOI is established by Gov. Code Sec. 56425, specifically subsection (e) (4), which stipulates that, in determining the sphere of influence of each local agency, the commission shall consider and

prepare a written statement of its determinations with respect to “*The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.*” In this case, the preservation of agricultural land, and the appropriateness of inclusion of large amounts of farmland within a proposed SOI expansion would be the economic community of interest.

3.2 The Present and Probable Need for Public Facilities and Services in the Area

High demand for public facilities and services is inherent in urban settings and will become necessary in the proposed sphere expansion area as annexations occur. Approval of the proposed SOI expansion area will have no immediate impact on the type and level of services now being provided by the County to residents in the unincorporated area. Designation of the sphere area will, however, provide the City with suitable assurance and means to properly plan for the most cost-efficient manner of adequate service provision to development proposed within its planned growth areas.

As demonstrated in Section 4.2 of this report, the City will be able to provide services to new development within the updated SOI and continue to provide a high level of service to existing residents provided that the policies and standards contained in the General Plan are implemented when considering annexations and development projects.

The City is in the process of upgrading and maintaining many of its public facilities, including roads, drainage facilities, and the wastewater treatment and collection system. Overall, facilities will need continued upgrading and maintenance to be able to serve existing and future residents. Development within the expanded SOI would be required to extend infrastructure to individual sites and pay pro-rata shares for other City services as a condition of project development.

Measures are recommended to be incorporated into future development as feasible and deemed appropriate. These measures should address impacts related to increased demand on public services and utilities. All projects should be evaluated to ensure adequate services will be provided. Appropriate measures should include provision of funding for services which cannot presently serve the proposed development; fire protection service; flood control and drainage; law enforcement services; sewer collection and treatment capacity; solid waste services; and water availability.

Likely costs to the City of Chowchilla would typically include maintenance of public infrastructure completed for projects in the SOI area. Possible programs to minimize or off-set these costs include formation of special districts such as a landscaping and lighting district or benefit assessment district, or private maintenance through homeowner's associations (i.e. open space, private roads).

The Capital Improvement Plan sets aside funding each year during the budget process to complete projects and is dependent on state revenues, the local economy, budget priorities, and the availability of low-interest loans. The City's existing plans for service and future development have considered regional growth projections and patterns in terms of promoting planned, orderly, and efficient patterns of urban development. Future transportation improvements will help alleviate traffic congestion.

3.3 The Present Capacity of Public Facilities and Adequacy of Public Services that the Agency is Authorized to Provide

For a detailed discussion of public facility availability, please see Section 4.1 of this report.

3.4 The Existence of Any Social or Economic Communities of Interest in the Area if the Commission Determines that They are Relevant to the Agency

The unincorporated area of Fairmead is a small, rural community located along SR 99 just south of SR 152. Chowchilla is approximately three miles to the northwest. The community includes a small core of compact blocks east of SR 99 and the Union Pacific railroad along Fairmead Boulevard. Fairmead is home to approximately 1,500 residents, the majority Hispanic and African American. The 2000 census shows a lower household income level compared to the rest of Madera County with nearly 34 percent of Fairmead's population at or below the poverty level. A high percentage of the population is elderly in need of services like transit and medical care. Although access to the community has historically been limited, Caltrans opened a new interchange in 2009 at Avenue 21 ½ and Road 20, less than one mile from the center of the community.

Fairmead has no commercial services and few public amenities. Two churches, the Galilee Missionary Baptist Church on Fairmead Boulevard and the Grace Tabernacle Church along Avenue 22 ¾, provide the only meeting spaces for residents. Fairmead Elementary School is located on Avenue 22 ¾ at Maple

Street. The school is part of the Chowchilla Elementary School District and serves only 5th and 6th graders. While some Fairmead children do attend the school, the majority of students are bussed in from surrounding areas.

Recent years have seen collaboration between the neighborhood group Fairmead Community and Friends and the Madera County Resource Management Agency to bring necessary improvements to Fairmead. Madera County has produced a draft Area Plan that seeks to address community-wide land use, transportation, and infrastructure issues. The County plan considers a longer-term strategy that would utilize new growth and development in the area to provide much-needed infrastructure improvements and an opportunity for the community to be more self-sustaining.

Primary challenges to the community include:

- Road surfaces and sidewalks, where they exist, are in substandard condition. Most streets lack pedestrian amenities such as sidewalks, shoulders, bike lanes, crosswalks and lighting.
- Water is provided by Madera County Maintenance District 33. The existing water network is unable to provide adequate fire suppression to all parts of the community and domestic water reliability has been an issue in the past. Recent upgrades include a 212,000 gallon tank and new pump that should assist in alleviating these problems.
- Wastewater is disposed of through septic tanks and leach fields as there is no wastewater treatment facility in the community. Aging leach fields and septic tanks can fail and contaminate groundwater and new systems are becoming more difficult to permit because of regional water quality concerns.
- There is no drainage system and there is frequent flooding or ponding in streets and localized areas. Stormwater runoff generally follows surface topography through the community except for a few curb and gutter installations. The county has drafted a Preliminary Drainage Master Plan for Fairmead through the Community Plan process. However, it represents a significant and costly undertaking.
- The streetlight network is incomplete and consists of 23 streetlights powered by PG&E that fall short of providing a safe nighttime environment for the community.

- SR 99 and the Union Pacific Railroad create a formidable barrier between the eastern and western portions of the community. Local connectivity is also inefficient as many streets are abandoned or unimproved.

In recognition of similar problems in incorporated communities throughout the Valley, the California legislature adopted in 2010 AB 853 (Arambula) that requires a commission, upon the review and update of a sphere of influence on or after July 1, 2010, to include in the review or update of each sphere of influence of a city or special district that provides public facilities or services related to sewers, nonagricultural water, or structural fire protection to include the present and probable need for facilities and services of disadvantaged inhabited communities. This bill would also require the agency to include in its written statement a determination with respect to the location and characteristics, including infrastructure needs or deficiencies, of any disadvantaged inhabited communities. Although this bill was subsequently vetoed by Governor Schwarzenegger, the concept of planning to assist disadvantaged "legacy" communities has been revisited by the legislature and new administration in Senate Bill 244 (Wolk).

In establishing a Sphere of Influence for the City of Chowchilla, it is recommended that the Madera LAFCO also establish a Secondary Sphere of Influence for the Fairmead Community planning area. A Secondary SOI may be established outside a City's SOI when the City is located near an unincorporated community with a demonstrated need for one or more urban services. The guide for a secondary SOI is established by Gov. Code Sec. 56425, specifically subsection (e) (4), which stipulates that, in determining the sphere of influence of each local agency, the commission shall consider and prepare a written statement of its determinations with respect to "*The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.*"

The LAFCO Executive Officer has had discussions with the City of Chowchilla and Madera County concerning the community of Fairmead and the concept of a Secondary Sphere of Influence. The City considers adding Fairmead to the City's proposed Sphere of Influence expansion problematic due to significant topographical considerations that would, in the City's opinion, make providing major infrastructure such as sewer and water service to Fairmead economically infeasible. Likewise, other concerns include capital investment in transportation improvements (including bridges, interchanges, and

railroad crossings) as well as the uncertainty of the route of the High Speed Rail system through this part of Madera County.

While the City continues to have doubts of the efficiency or effectiveness of a “secondary sphere” designation, the notion of a “secondary sphere” makes conceptual sense provided the major issues of capital cost and operational costs can be adequately addressed and there will be neither a diversion of the City’s land use planning with unanticipated growth pressures nor dilution of the City’s Development Standards for new development. In the City’s opinion, it will take substantial engineering, service provision planning for police and fire services, and financial studies to prove viability of implementing a secondary sphere of influence.

WRITTEN DETERMINATIONS ON THE PROPOSED CITY OF CHOWCHILLA SOI

The following written determinations are based on the information contained in the above section regarding the City of Chowchilla SOI update:

1. Chowchilla’s General Plan a “primary” Planning Area that encompasses approximately 14,000 acres. The “primary” Planning Area acreage includes land within the City’s existing City limits (3,891 acres), as well as approximately 10,109 acres outside the existing City.
2. The proposed SOI contains an estimated 30,332 acres, with about 15,150 acres designated for agriculture. Chowchilla discourages urban sprawl and encourages the preservation of open space and agriculture through implementation of policies contained in the Chowchilla General Plan and Final EIR.
3. The “primary” Planning Area contains approximately 2,975 acres of Williamson Act contract land. The larger SOI expansion area (outside the “primary” Planning Area) contains approximately 13,000 acres subject to Williamson Act contracts. Land subject to a contract can not be annexed unless a city has procedures in place to administer the Williamson Act and the city agrees to succeed to terms of the contract keeping the land in agricultural use.

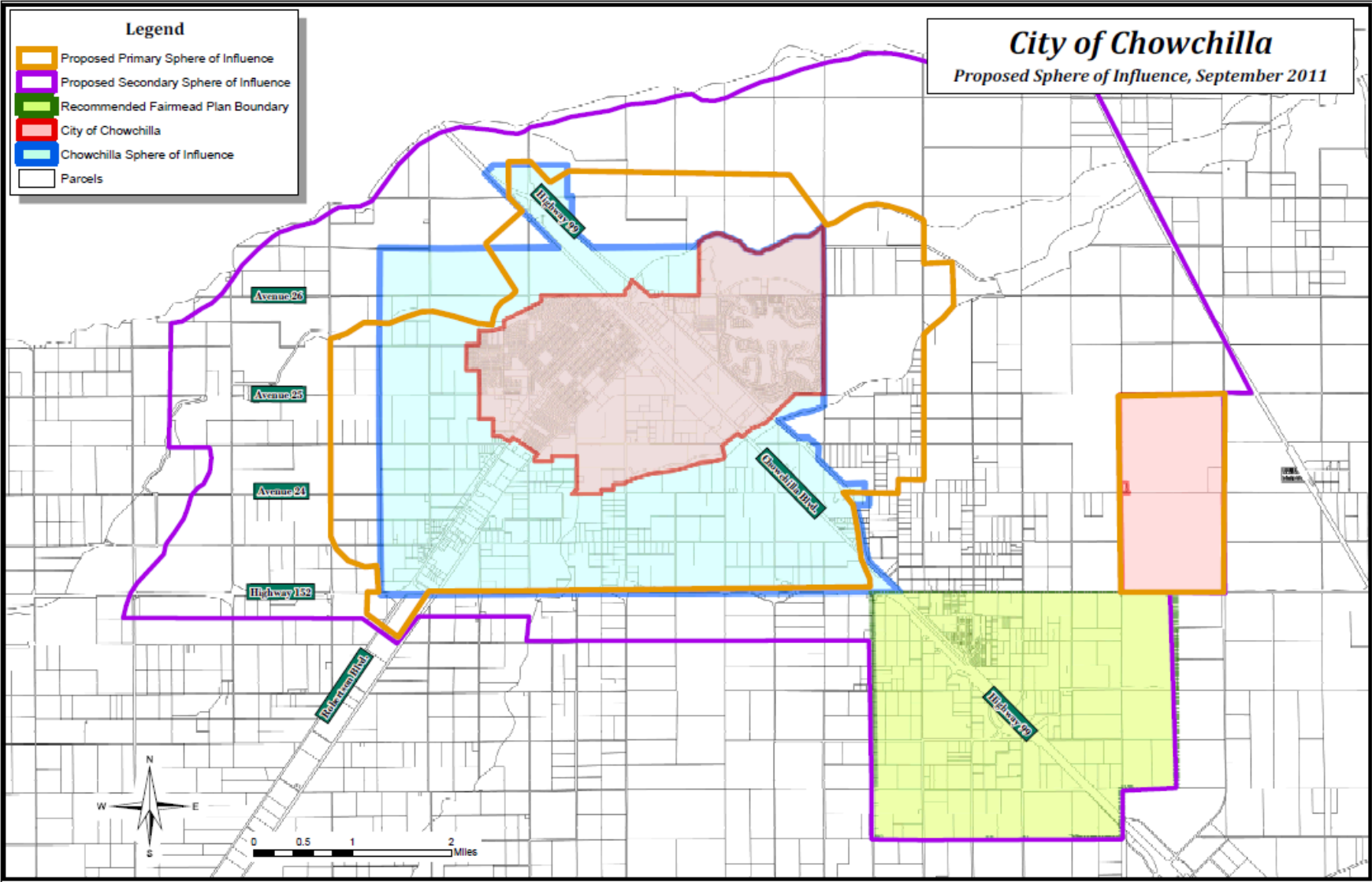
For the larger SOI, Section 56426.6 of the Government Code prohibits inclusion of lands subject to the Williamson Act within an SOI expansion unless LAFCO unless specific findings are made.

4. As demonstrated in Section 4.2 of this report, the City will be able to provide services to new development within the updated SOI and continue to provide a high level of service to existing residents provided that the policies and standards contained in the General Plan are implemented when considering annexations and development projects.
5. The unincorporated area of Fairmead is a rural community located along SR 99 located about three miles southeast of Chowchilla. Evolving State legislation encourages a commission, upon the review and update of a sphere of influence on or after July 1, 2010, to include the present and probable need for facilities and services of disadvantaged inhabited communities.
6. The “primary” Planning Area boundaries can accommodate the City’s growth projections and amount of land needed for all projected growth and development to the year 2040, while retaining 50 percent land vacancy to maintain affordable land prices within the community. It is recommended that the “primary” Planning Area be designated the Sphere of Influence for the City of Chowchilla.
7. A Secondary Sphere of Influence is recommended for: (1) the agricultural lands located in the expanded SOI outside of the “primary” Planning Area; and (2) for the Fairmead Community. The recommended Secondary SOI is shown on Figure 5. If the Commission determines that a Secondary SOI is appropriate, service provision between the City and its Secondary SOI would be subject to the following criteria:
 - a. The following services are contemplated within the Secondary SOI by Madera County or the City of Chowchilla:
 - Infrastructure, including but not limited to: streets; street lights; parks; storm drainage collection and disposal; water supply, storage and distribution; water recharge; and sewer collection, treatment and disposal.

- Public services, including but not limited to, police and fire services, solid waste collection and recycling, park recreation facility maintenance.
- b. Extension of City services into the Secondary SOI shall not be permitted unless there is an agreement between LAFCo, Madera County, and the City of Chowchilla as to the services to be provided and that the services to be provided will not diminish the ability of the City to provide services to the existing City and the Sphere of Influence.
- c. The agreement between LAFCo, Madera County, and the City shall include a Plan for Services and/or a municipal service review that demonstrates a need for the services to be provided and shall provide a credible estimate of cost for each service and a feasible system of financing those costs as well as the ongoing maintenance and operation costs of those systems.
- d. Methods of financing capital costs shall be included in the Plan for Services and may include, but not be limited to, development fees, special districts, Community Development Block Grants, and state and federal grants and loans. The costs shall also include any projected local matching funds for grants or programs and the source of those matching funds. The financing analysis shall include an evaluation of a CFD or other similar financing mechanism to pay the costs of operation and maintenance to ensure that new development in the City as well as areas served outside the City are at parity and do not generate additional costs to existing residents of the City.
- e. The Secondary Sphere of Influence should have the same prior referral requirement by the County to the City of any proposed project as the Sphere of Influence. Any proposed project in the Secondary Sphere of Influence that does not propose to construct on- and off-site improvements to then current City of Chowchilla Standards should not be approved by the County. However, nothing in these policy guidelines shall be interpreted as negating or requiring modification to the Plan adopted by the County of Madera for the Community of Fairmead.

- f. The Plan for Services shall include analysis of governance alternatives for the Secondary Sphere of Influence. In the short term, a County Service Area or other special district may provide services; in the long term, the potential annexation to the City of Chowchilla should be investigated.
- g. Extension of City boundaries into the Secondary SOI shall not be permitted unless there is an agreement between LAFCO and the City as to the services to be provided to that area, including a Plan for Services as outlined herein.
- h. The preferred method of initiating a future annexation of the Community of Fairmead should include a petition of the resident registered voters. LAFCO staff and the Commission should provide all feasible assistance necessary to facilitate such an application.
- i. The County of Madera and the City of Chowchilla are encouraged to update their policies related to referral and consultation as they relate to the portions of the Secondary Sphere designated as Urban Reserve on the Chowchilla General Plan. The intent of this policy is to avoid the development of agriculturally related activities which may be incompatible with future urban development.

Figure 5: Proposed Sphere of Influence for Chowchilla



4. MUNICIPAL SERVICE REVIEW

This MSR has been prepared in accordance with Section 56430 of the California Government Code and evaluates public services currently provided by the City and those necessary to serve the proposed new territory included in the SOI update request. Information, conclusions and written determinations regarding each of the six issue areas is provided for the Commission's consideration.

4.1 Growth and Population Projections for the Affected Area

Expansion of the Chowchilla SOI is being proposed in response to a number of factors including the City's interest in economic development. In addition, Chowchilla is situated in an area that will likely experience continued growth over the next 30 years. The City is proximate to major transportation facilities (SR 152 and SR 99) and it is assumed that housing in Chowchilla will remain less expensive than housing in Fresno, Clovis, and other larger municipalities.

The City of Chowchilla Planning Area consists of approximately 14,000 acres within a proposed Sphere of Influence of approximately 30,332 acres. Urban land uses in the Planning Area generally consist of residential, industrial, commercial, office, recreational, and public uses within and adjacent to Chowchilla. Limited residential, commercial, and agricultural uses occur outside the Chowchilla City limits. Most of the land surrounding the City is devoted to agriculture.

Population Trends. As of January 1, 2010, Chowchilla's population reached 19,051 residents which includes the prison population housed at the California State Department of Corrections Central Valley Women's Facility and at the Valley State Prison for Women. Excluding the prison population (estimated to be 8,046), an estimated 11,005 residents live in the City of Chowchilla. Prison populations have not been included in the City's long-term growth projections to avoid misleading City-wide land use or public facility and service requirements.

In 1980, the population of Chowchilla was 5,122, and by 1990 the population had increased to 5,930. This was an increase of approximately 15.8 percent, which was much lower than Madera County's and

California's increase in population for the same time period. From 1990 to 2000, the City's population increased to 7,540, which is a 27.2 percent increase in population from 1990 to 2000.

The annual population growth rate projected for the 2040 General Plan is 5.3 percent which is substantially higher than the City's overall historical growth rate between 2000 and 2008, but lower than the annual growth rates of 5.7 to 7.8 the City experienced between 2004 and 2008. The City's growth rate between 2000 and 2008 was three percent. Population growth projections through the year 2040 are shown in Table 1. The City's population is estimated to reach 56,256 by 2040. This projected population increase is based on population growth forecasted by the State for San Joaquin Valley cities that will bring Chowchilla from about 7.4% (non-group quarter persons) in 2009 to about 16.3% of the County's total population in 2040.

Table 1
Population Estimates and Projections, 2000 to 2040

Jurisdiction	2000	2010	2020	2030	2040
Madera County	124,696	162,114	212,874	273,456	344,455
Percent Growth		30.0%	31.3%	28.5%	26.0%
Chowchilla	7,450	11,949	20,026	33,565	56,256
Percent Growth		60.4%	67.6%	67.6%	67.6%

The majority of growth within the Chowchilla 2040 General Plan area will occur outside the current city limits, as there is a limited amount of developable acreage remaining within the city limits. Currently, Chowchilla's population is approximately 11,000, with approximately 3,960 dwelling units. It is projected by the City that the 2040 population within the existing city limits will increase by 8,450, or approximately 71 percent, to 20,400 persons. The number of dwellings is projected to increase by approximately 85 percent, to 7,315 units. The relatively large increase in population and housing units in the limited available vacant area within the city limits is due to intensification of densities in keeping with the San Joaquin Valley Blueprint. ¹

¹ Madera County's blueprint is part of an 8-county effort to integrate the San Joaquin Valley Blueprint principles into general plans. The 8-county effort has recently been integrated to form a preferred vision for future

General Plan Planning Area – Areas Outside of Existing City Boundaries. The City is anticipated to have substantial growth in population, housing, and employment beyond that which can be accommodated within existing City boundaries. The forecast population of persons residing outside the current city limits but within the Planning Area is approximately 35,855. The number of dwelling units outside the existing City is expected to increase from 450 to 13,220 units. The Chowchilla 2040 General Plan has addressed the need for more housing while increasing density per the guidance of the San Joaquin Valley Blueprint.

The Chowchilla 2040 General Plan Planning Area boundary, in conjunction with the establishment of an average residential density that is higher for new development than existing residential development, is a feature of the General Plan Update intended to minimize the conversion of agricultural lands to urban land uses.

Implementation of the General Plan Update will allow for a substantial increase in population, housing units, and employment in the City of Chowchilla and Planning Area. But as this substantial increase is planned for in the General Plan and measures have been taken to reduce the area needed to expand to the City's forecasted population, namely intensification of residential densities in accordance with the San Joaquin Valley Blueprint's recommendation.

Table 2 estimates the number of acres in each land use within the proposed Sphere of Influence.

development throughout the Valley to the year 2050. On April 1, 2009, the San Joaquin Valley Regional Policy Council took the following actions: 1) adopted a list of Smart Growth principles to be used as the basis of Blueprint planning; and 2) adopted Scenario B+ as the Preferred Blueprint Growth Scenario. Scenario B+ places a greater emphasis on preservation of agricultural land, protection of environmental resources, and more transportation infrastructure that crosses county boundaries. The number of dwellings per acre for all new residential construction to the year 2050 should average 6.8 units under the preferred alternative. It is understood that the major metropolitan areas such as Fresno, Bakersfield and Modesto will have higher densities and that smaller cities in the Valley may have somewhat lower densities to achieve this overall density. In a separate action, the Madera MCTC Board adopted a goal of 8.0 units/acre for new residential development for cities in Madera County.

Table 2
General Character of the Proposed Sphere of Influence

Portion of Planning Area	Acres	Percent of Planning Area
Within City Limits	3,891	12.8
2040 Planning Area (outside City Limits)	10,109	33.3
Outside Planning Area, Within Proposed SOI		16,332
53.9		
Total Sphere of Influence	30,332	100.0

Source: Valley Planning Consultants, 2009

The proposed SOI includes land needs beyond the year 2040 time frame. By this inclusion, the City is articulating its long-term growth intentions to avoid potential future land use conflicts such as: the development of animal confinement facilities (i.e., dairies, feedlots, poultry and egg production facilities, etc.) or other potentially undesirable or conflicting land use close to urban uses; subdividing of rural land into small (2 to 5 acre) parcels for residential use in the unincorporated territory; and the location of public facilities such as wastewater treatment plants or airports. Also included are the general alignments of major streets and bridges that will be needed to provide for adequate circulation improvements essential to support the needs of the General Plan land uses and land needs beyond the year 2040 time frame. Despite the size of the Sphere of Influence boundary, the City remains committed to efficient growth that avoids “leap frog” development and provides a variety of land uses and types of housing to serve all current and future residents. This commitment is particularly important to reserve and protect sufficient industrial land for economic development and job production and not allow encroachment by rural housing development that represents potential land use conflicts.

Land beyond the 2040 General Plan Planning Area boundaries, but within the City’s proposed Sphere of Influence is designated Agricultural or Open Space to ensure planned intersections along highways are not commercially developed beyond the City’s planned water and sewer systems, protect major recreation areas (such as Berenda Reservoir) and to discourage rural residential development between the 2040 General Plan Planning Area and the Chowchilla River and the Burlington Northern Santa Fe

railroad corridor. Urban development is to only occur within the City where and when public services and facilities are available.

Planning Area Absorption. The General Plan “primary” Planning Area land absorption requirements are based on population growth projections in Table 1. The land absorption requirements identified in Table 3 assumes the general continuation of the City’s existing land use “pattern” of diverse residential neighborhoods (albeit more dense) supported by an expansion of commercial and industrial land uses.

Table 3: Chowchilla General Plan Land Use Distribution

Land Use Category	Acres within City Limits	Acres in Growth Area	Subtotal Existing Plus Growth Area	Percentage of Land Use	Urban Reserve within Planning Area	Remainder in Sphere of Influence	Total Sphere of Influence
LDR	0	0	0	0.00%	0	339	339
MDR	1,162	3,620	4,782	34.18%	2,108	0	4,782
MHDR	309	891	1,200	8.57%	99	0	1,200
HDR	89	763	852	6.09%	70	0	852
MU	0	412	412	2.94%	110	0	412
NC	14	63	77	0.55%	51	0	77
DC	33	0	33	0.24%	0	0	33
SC	216	223	439	3.14%	56	0	439
SC-H	104	652	756	5.40%	0	0	756
MA	11	0	11	0.08%	0	0	11
LI	271	887	1,158	8.27%	0	0	1,158
HI	361	1,140	1,501	10.72%	0	0	1,501
OS	452	521	973	6.95%	222	27	1,000
Park	86	225	311	2.22%	212	0	311
ES	49	123	172	1.23%	96	0	172
MS	0	60	60	0.43%	50	0	60
HS	50	75	125	0.89%	60	0	125
PF	378	210	588	4.20%	23	155	743
Ag	0	0	0	0.00%	0	15,150	15,150
Major Roads	306	366	672	4.80%	274	661	1,333
	3,891	10,109	14,000	100%	3,431	16,332	30,332

Open Space includes land along Berenda and Ash Slough, and landscape land along Highway 99 and 152.

Based on the 2040 General Plan average annual population growth rate of 5.3 percent, the City will need an additional 10,109 acres over the General Plan's 30 year planning horizon. This basic land need takes into account the 50 percent market availability factor for residential land desired by the City. Table 3 excludes the 1,280 acre Central Valley Women's Facility and Valley State Prison for Women east of Highway 99.

Beyond the year 2040, the General Plan designates approximately 15,150 acres “Agriculture” within the expanded SOI. Land beyond the “primary” Planning Area boundaries, but within the proposed SOI is designated Agricultural or Open Space to ensure planned intersections along highways are not commercially developed beyond the City’s planned water and sewer systems, protect major recreation areas (such as Berenda Reservoir) and to discourage rural residential development between the “primary” Planning Area and the Chowchilla River and the Burlington Northern Santa Fe railroad corridor. Urban development is to only occur within the City where and when public services and facilities are available.

General Plan Policies that Provide Mitigation

The General Plan Update contains policies that will assist in reducing urban sprawl and encouraging efficient development patterns. The following list contains key policies that include specific, enforceable requirements and/or restrictions and corresponding performance standards.

Policy OS 1.1 Coordinate with Madera County in the creation of a greenbelt/open space buffer around the perimeter of the City of Chowchilla Sphere of Influence boundary.

Policy OS 1.3 Coordinate with Madera County to maintain viable agricultural land on the periphery of the City of Chowchilla Sphere of Influence boundary for purpose of resource and view protection and establish standards that protect views of these lands.

Policy OS-1.4 Support preservation of existing agricultural lands at the periphery of the City of Chowchilla Sphere of Influence.

Policy LU-7.3: New development on the fringes of the City shall recognize the right of agriculture to exist and continue to operate in proximity to the development. Deed restrictions may be required which inform future residents of the right of agriculture to continue within the limits of the law without interference or protest from nearby property owners.

Policy LU-17.1: The City supports the Madera County General Plan objectives and policies that:

1. Direct new industrial and commercial development to cities;
2. Require new residential development to be contiguous to urban development and to annex to the City; and
3. Maintain limited agriculture land use designations within the City's General Plan Planning Area boundary.

Policy LU-17.2: The City supports the Madera County General Plan objectives and policies which protect agricultural lands by:

1. Maintaining large parcel sizes and preventing the development of incompatible urban uses;
2. Specifically maintaining large parcels adjacent to urban areas prior to conversion to urban uses; and
3. Preventing the division of parcels less than ten acres in size within the City's General Plan Planning Area.

Policy LU-17.5: The City prefers contiguous urban development within the General Plan Planning Area; however this may not always be feasible or possible given short-term ownership and development financial constraints. Development farther than one half mile from existing urban uses shall be discouraged.

Policy LU-17.6: Urban development shall only occur within the City. Any urban development requiring basic City services shall occur within the incorporated City and within the Planning Area, subject to findings that the development is not a premature use of agricultural land.

Policy LU-17.7: Land designated on the Land Use Map as "Urban Reserve" and in agricultural production should not be converted to urban uses until all the following findings are made:

1. The subject land is in the Secondary Planning Area and a master plan has been prepared acceptable to the City and that there is a compelling reason why adequate growth within the Planning Area can not accommodate the planned growth in the City, or the growth is reasonably

necessary to serve the needs of the HSR Heavy Maintenance Facility, extension of major road facilities that provide improved access to the State system, or another major jobs producing industry.

2. That the development of the land will contribute to the establishment of a stable urban limit and represents contiguous urban development;
3. The land is needed to fill next ten year's projected growth;
4. More than 50 percent of the land designated in the City for urban uses has been developed or is under a tentative map;
5. The land is necessary to maintain 150% of projected urban need; and
6. Annexation would not otherwise create substantial infrastructure limitations.

Goals and policies in the Chowchilla General Plan do not restrict population growth or establish a population cap for the City. Given the City's stated desire for economic development, need for housing, and other factors, the projected growth in population is consistent with the long term goals and policies of the City.

WRITTEN DETERMINATIONS

The City's recently updated General Plan provides for the logical and reasonable growth and development of the City of Chowchilla.

1. There is a strong likelihood of growth in the SOI expansion area in the next ten to twenty years. The expansion area is located immediately adjacent to Chowchilla's existing City limits. Many planning steps need to be taken prior to new development occurring in the expansion area (i.e., SOI amendment, annexation, tentative tract maps, conditional use permits, environmental documentation, etc.), and these regulatory programs will ensure logical and efficient growth.
2. The City of Chowchilla is expected to grow by an average of approximately 1,500 persons per year to the year 2040. This is based on an average annual growth rate of 5.3%.
3. The majority of growth will occur outside the current city limits. It is projected by the City that the

2040 population within the existing city limits will increase from 11,000 to 20,400 persons. The large increase in population within the existing city limits is due to intensification of densities in keeping with the San Joaquin Valley Blueprint. Growth of approximately 35,000 new residents is expected outside the current city limits within the “primary” Planning Area.

4. The proposed secondary SOI includes land needs beyond the year 2040 time frame. By this inclusion, the City is articulating its long-term growth intentions to avoid potential future land use conflicts and to assure the general alignments of major streets and bridges that will be needed for adequate circulation improvements essential to support the needs of the General Plan land uses and land needs beyond the year 2040 time frame.
5. Despite the size of the Sphere of Influence boundary, the City remains committed to efficient growth that avoids “leap frog” development and provides a variety of land uses and types of housing to serve all current and future residents.
6. In consideration of the recommendation in this report for a primary and secondary sphere, it is concluded that the SOI expansion area represents reasonable and logical expansion of the City of Chowchilla if pursued in the manner presented in the adopted General Plan. The pattern of development suggested in the General Plan provides for a continuation of development patterns in the City with a transition to somewhat higher residential densities and mixed uses.

4.2 Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs or Deficiencies

Provision of public facilities and services will become necessary in the proposed SOI expansion area as annexations occur. Approval of the proposed SOI expansion will have no immediate impact on the type and level of services provided by the County to residents and landowners in unincorporated areas. Designation of the SOI will, however, provide the City and sphere expansion area property owners with the means to plan for cost-efficient provision of services to planned growth areas.

Essential infrastructure needs include water, wastewater, streets and highways, drainage, police and fire protection. A review of the City’s budget and capital improvement program shows infrastructure is being

planned to accommodate future urban growth as well as to provide adequate public safety and other services for its current residents.

The City provides the following municipal services, either directly or through contract:

- Police protection
- Fire protection through an agreement with the Madera County Fire Protection District
- Emergency medical and medical transport services
- Public parks, open space, and recreation programs
- Domestic water delivery
- Wastewater collection, treatment, and disposal
- Refuse collection and recycling
- Drainage and storm water disposal

General Plan Policies that Provide Mitigation

The General Plan contains policies that address potential impacts associated with public services. The following list contains key policies that include specific, enforceable requirements and corresponding performance standards that address potential impacts.

Policy PF – 1.1 New development shall be phased according to the available capacity of public facilities and services to serve new development.

Policy PF – 1.2 Encourage the concurrent (as opposed to piecemeal) annexation of adjacent unincorporated properties in order to facilitate the formation of assessment districts, benefit districts, and other financial mechanisms which will provide public facilities and services in an efficient and effective manner.

Policy PF – 1.3 Develop and maintain Master Plans for water, wastewater collection and treatment, and storm water collection and disposal which address future growth demands and address public facilities and services including schools in a coordinated and comprehensive manner.

Policy PF – 2.1 New development shall be responsible for the public facilities and service costs attached to each development project which include, but are not limited to, the acquisition of permanent open space, the provision of adequate school facilities, and the provision of streets, street lighting, sidewalks, landscaping, storm drains, and other infrastructure needs, including the preparation of master plans and financing strategies for these systems.

Policy PF – 2.2 New development shall be responsible for paying a financial contribution to mitigate the effect of the development on the provision of such public services as solid waste disposal, public education, water, drainage, sewer systems, and school facilities.

Water Supply

The City of Chowchilla is the purveyor of potable water service within the city limits. The Chowchilla Department of Public Works is responsible for the operation and maintenance of municipal wells and water lines. The California Department of Corrections Central Valley Women's Facility and Valley State Prison for Women have their own water supply system.

The City currently pumps about 4,189 acre feet of water per year for domestic purposes. The typical overall residential demand is about 210 gallons per day per capita. Water meters are required for all new development in the City which aids in the community's water conservation efforts. In 2009, there were approximately 3,653 water service connections, with all but 1,800 metered.

Implementation of the General Plan will require additional treatment capacity, storage capacity, and other conveyance facilities to meet projected water supply demands. The Chowchilla 2040 General Plan policies require that water supply infrastructure be provided at the same time as development. The City has more than 3,000 water customers and is required by State Law to prepare an Urban Water Management Plan (UWMP) and to update the UWMP every five years.

Chowchilla's system consists of a looped water system using a minimum of 8 – inch mains, with larger mains at 10 to 12 inches. The City prepared a Water Master Plan that identifies improvements to the existing system necessary to serve new development. Those improvements will require continued looping of lines and expansion of fire flow reserve capacities. More water system modeling is necessary

to determine weaknesses in the existing system, opportunities for additional storage, and interlinking the system. As the City grows, water well locations, storage tanks, and distribution pipelines must be planned as part of an overall system. The practice of locating wells to serve new developments must be maintained, while pursuing a more comprehensive network and integrated design to serve not only new development, but interconnecting with existing pipelines and new storage tanks. Such an approach will assist the City in developing cross-town pipelines and intermittent storage facilities to assure optimum quantity and quality of domestic water. This system could help reinforce portions of the City that have wells which are low producing and have potential water quality problems.

Chowchilla has adopted minimum fire flow requirements for residential, commercial, and industrial areas of the City. There are no major system constraints for future development; however problems exist in older sections of the City with deteriorating small six inch lines which should be addressed over time, through a retrofitting program. The City does not provide a significant number of domestic water connections outside of the City Limits. Typically, if water service is requested by properties in the unincorporated territory and extension of service is feasible, the property will be required to annex to the City before services are provided.

The 2040 Chowchilla General Plan Policies reflects the UWMP and contains other policies which discuss the construction and connection of on-site water supply infrastructure and the construction and funding for new wells and water treatment facilities.

Water supply appears to be sufficient for the existing City, but lowering of the groundwater table will occur without implementing water recharge. Long term water supply will be sustained with the implementation of water recharge programs for both urban growth and continued agricultural production near the City. Both urban and agricultural production (particularly in dry years or environmental cutbacks when surface water is limited) will increase the demand for groundwater and the need to participate in groundwater recharge activities.

The City's UWMP outlines a number of programs to reduce Chowchilla's water demands. The City offers onsite inspections of residences and businesses to identify sources of water waste, educate customers, and suggest control measures. In addition, the City implements an ongoing program to detect and repair leaks within its own system. New development within the City is required to install water meters, and the

City is currently considering a program to retrofit existing development with meters to provide an incentive to conserve. Also, as part of the normal plan check process, the City reviews project plans and specifications to ensure that sound water conservation practices are considered as part of the designs.

Finally, the City enforces its water waste restrictions through its Conservation Water Patrols and a series of escalating penalties for violations.

General Plan Policies

The General Plan contains the following key policies specific to the provision of water supply:

Policy PF – 4.2 The City shall condition approval of new development projects on the availability of adequate water supply and infrastructure to serve the new development.

Policy PF – 4.3 The City shall work cooperatively with other water management agencies to prepare a groundwater management program as needed to ensure sufficient water supply for the build-out of the General Plan.

Policy PF – 4.6 The City shall include in its Capital Improvement Program system-wide improvements to the water supply and delivery system which are required to maintain current levels of service while extending service to newly developing areas.

Sewer Service

The City's wastewater collection system is comprised of over 35 miles of gravity sewer pipelines and four wastewater pump stations. The City of Chowchilla Wastewater Treatment Plant (WWTP) provides secondary treatment and is permitted to treat 1.8 million gallons/day (mgd). The WWTP is located at the southwest corner of South 5th Street and Avenue 24½ (East Palm Parkway).

There is remaining capacity in the plant for modest expansion within the existing City Limits. It is estimated that the City's WWTP currently processes about 1.0 mgd. Estimates of time remaining within the existing WWTP based on a slowly recovering economy suggest that the WWTP will be at 80%

capacity by the year 2017. At that point the City must prepare a plan for the Regional Water Quality Control Board on how the plant will be upgraded or replaced.

The City's long term plan is to create a new residential wastewater treatment plant southwest of the City and divert all domestic flows to that new facility. The new WWTP is planned to be expanded incrementally and will be sited on sufficient land to accommodate 2040 build-out of residential and commercial uses. The City is considering a design process for disposal of wastewater that will allow productive reuse of effluent and reduce the potential for groundwater degradation. The current facility will become an industrial treatment plant and have substantial capacity for growth. Once domestic wastewater is diverted to a new facility, the existing facility will have more than 1.2 mgd available for industrial development.

Collection System. While the capacity of the wastewater treatment plant is not an immediate constraint to growth, the capacity of the collection and transportation system is a major constraint. The wastewater collection system is basically a gravity system with lift stations as necessary. The City has prepared a Sanitary Sewer Master Plan (2005) which forms the basis of the City's implementation program to expand the sewer collection system.

The present system can only accommodate projected growth within the existing City Limits. New development will be required to connect to a new interceptor sewer line planned to be constructed along the alignment of Avenue 24 to the new wastewater treatment facility.

Growth to the west of the City will be immediately served by the new sewer interceptor as the new wastewater treatment plant is planned to be located southwest of the City. Future growth to the east of the City will be responsible for constructing a new interceptor sewer line from east of Highway 99 along Avenue 24 to connect with the first phase sewer interceptor. The growth rate assumptions and projected residential densities contained in the current Sewer Master Plan are consistent with projections contained in this General Plan.

Implementation of the Chowchilla 2040 General Plan will substantially increase wastewater flows and require additional infrastructure and will require additional treatment capacity to accommodate anticipated demands. However, implementation of General Plan policies will require that wastewater conveyance and treatment capacity be provided at the same time as development.

Implementation of the General Plan will allow for increased development which will require improvements and modifications to existing wastewater facilities and require new wastewater conveyance infrastructure including collectors, trunks, and interceptor sewer lines and appurtenances. The SSMP identifies improvements and modifications needed to ensure sufficient capacity in both conveyance and treatment facilities and includes construction and operation costs associated with the proposed facilities under the existing City of Chowchilla General Plan. The SSMP will need to be updated to address growth under the updated Chowchilla General Plan. The SSMP identifies several future trunk sewer lines proposed in the Planning Area to accommodate the estimated effluent flows including the Rancho Calera Specific Plan Area, north of the existing Greenhills residential development.

Treatment Capacity. The City's existing wastewater treatment facility is an adequate size to serve the existing population and modest expansion. It could serve approximately another 2,200 dwelling units or a single large scale industrial user. As the City grows toward full 2040 build-out, additional capacity will be necessary due to the projected increase in population. A new waste water treatment facility, which is to be located outside of the Planning Area but within the Sphere of Influence (west of SR 99, adjacent to Ash Slough and SR 152), has been planned and discussed in the 2040 General Plan.

The total estimated new sewer demand for 2040 growth is 6,644,860 gpd will require the construction of a new WWTP. The proposed waste water treatment plant will have to be constructed before any large scale residential or commercial or industrial development, as projected by the 2040 General Plan Land Use Map, is implemented. The City's Draft General Plan recognizes the need for additional wastewater treatment capacity and contains policies in its Public Facilities and Services Element that address this need.

General Plan Policies

The General Plan contains the following key policies specific to the provision of wastewater services:

Policy PF – 4.1 Treatment facilities shall meet or exceed current standards set by federal, state, or local regulatory agencies.

Policy PF – 5.1 Continue to provide sewer services and operate major public facilities.

Policy PF – 5.2 Require new development to be responsible for construction of all sewer lines serving such development (including over sizing of sewers); the costs of over sizing shall be borne by the beneficiary of the over sizing.

Policy PF – 5.4 The City shall condition the approval of new development projects on the availability of adequate wastewater treatment capacity and infrastructure to serve the new development.

Solid Waste Disposal

The City's franchised refuse collection and disposal service is responsible for collecting residential, commercial and industrial waste in the City and is also responsible to meet or exceed the waste diversion goals required by AB 939. In 2008, the City sent 13,800 tons of solid waste to landfills of which 99 percent was sent to the Fairmead Sanitary Landfill. The City has a recycling program incorporating separation at the curb (mixed waste, mixed recyclables, and green waste) which is collected and processed through the Mammoth Material Recovery Facility (MRF) located at the Fairmead Landfill.

The Fairmead Sanitary Landfill, located just west of SR 99 at Road 19 and Avenue 22, has a maximum permitted capacity of 9,400,000 cubic yards and is permitted to serve the County (including the Cities of Chowchilla and Madera) through the year 2027.

Assuming implementation of mandatory diversion programs, the General Plan Update could generate approximately 22,336 tons of waste annually by year 2040. The Fairmead Landfill is projected to have sufficient disposal capacity to handle the current and estimated waste stream until 2027, after which it will be closed. Upon closure of the Fairmead Landfill, solid waste will be sent to other available landfills that will be in operation beyond 2027. Planning for the eventual closure and/or replacement of the landfill will occur during the timeframe of the 2040 General Plan.

General Plan Policies

The General Plan contains the following key policies specific to the provision of solid waste services:

Policy PF – 11.1 Promote the reduction of the amount of waste disposed of in landfills by: reducing the amount of solid waste generated (waste reduction); reusing as much of the solid waste as possible (recycling); utilizing the energy and nutrient value of the solid waste (waste to energy and composting); and properly disposing of the remaining solid waste (landfill disposal).

Policy PF – 11.2 The City of Chowchilla shall continue to coordinate on activities and studies with Madera County and others on waste management and recycling subject matters including, but not limited to, future Fairmead Sanitary Landfill expansion or new landfill facility requirements, waste stream disposal reduction programs, as feasible.

Fire Protection

The City of Chowchilla Volunteer Fire Department (CVFD) serves the City and its surrounding unincorporated area. The CVFD is solely a volunteer unit with a paid full time Fire Chief operating from a single fire station – Station 1. Station 1 is centrally located on North First Street. Fire dispatch for CVFD is handled through the City of Chowchilla Police Department. It is the CVFD desire is to maintain a ratio of 2.8 firefighters per 1,000 population. The City's acceptable standard for responding to an emergency service call is five minutes. Most of the City's present development lies within a five minute emergency response time service area from Station 1.

Madera County contracts with Cal Fire for prevention and suppression services in the unincorporated areas of Madera County, including the unincorporated area surrounding the City of Chowchilla. Given the level of urban development and the uncertainty of boundaries near the City Limits, a joint response including City of Chowchilla Volunteer Fire Department is part of the mutual aid agreement with Madera County. Madera County Fire Department Station 2 is located in the City of Chowchilla on North First Street. Other County Fire Department stations may also respond to a fire depending on the location and ability to commit equipment. Fire dispatch for Madera County Fire Department is handled by Cal Fire.

The CVFD and Madera County also have cooperative agreements with the California Department of Corrections for fire protection services. The CVFD will respond to a fire emergency at either the California Department of Corrections' Central Valley Women's Facility or Valley State Prison for Women.

For purpose of underwriting fire insurance, communities are classified with respect to their Insurance Services Office (ISO) ratings. The ISO ratings range on a scale of 1 to 10. An ISO rating of 1 represents the highest level of fire protection and an ISO rating of 10 represents the lowest level of fire protection. The availability of an adequate water supply and delivery system is a major consideration. In January 2009, the City of Chowchilla had an ISO rating of 5.

As the 2040 General Plan Planning Area develops, it is the City's desire to add full-time firefighters and to add new strategically placed public safety facilities (fire and police station) in the community. Additional fire fighting equipment will also be required as urban growth demands new public safety facilities stations to be constructed.

The City's next public safety facility, CVFD Station 2, is planned for the eastside of Highway 99 in the area of East Robertson Boulevard and Fig Tree Road in the Rancho Calera Specific Plan Area. City Station 2 will aid in reducing response times to the development areas east the Union Pacific Railroad corridor. Other public safety facilities are planned to serve the community as 2040 General Plan Planning Areas develops.

Emergency Medical Services. Ambulance services in the Chowchilla area are provided by Pistoiresi Paramedics located at 113 North R Street in Madera. This company provides three ambulatory units 24 hours a day as well as one additional on-call unit. To the extent that vehicles and crews are available, Pistoiresi Paramedics temporarily stations an ambulance at City Station 1. Emergency medical facilities are available at Chowchilla Memorial Hospital, Memorial Hospital in Los Banos, Mercy Hospital in Merced, and Madera Community Hospital in Madera.

No new emergency medical facilities are proposed in the Chowchilla 2040 General Plan. Although none are planned, there are a sufficient number of emergency medical facilities within the Chowchilla vicinity.

Implementation of the General Plan will include approximately 16,575 new residential units and approximately 2,900 additional acres being developed for commercial and industrial land uses by the year 2040 in the Planning Area. 45,480 new residents are projected. As population and other

development in the Planning Area increases, demands for fire protection and emergency medical services will also increase.

As the City grows, there will be the need for additional fire stations. The Chowchilla 2040 General Plan Land Use Map includes these additional fire stations. As the City grows toward the Planning Area Boundaries, new stations will be required to be built in order to meet acceptable response times. The Chowchilla 2040 Draft General Plan Public Safety Element provides policies that state the requirements for new fire station construction. The City has implemented Development Impact Fees that offset the cost of providing new buildings, vehicles and equipment to meet the needs to growth.

General Plan Policies

The General Plan contains the following key policies specific to the provision of fire protection and emergency medical services.

Policy PS – 4.1 New and redevelopment projects in a designated moderate fire hazard severity zone shall comply with the Wildland-Urban Interface Fire Area Building Standards.

Policy PS – 4.2 New and redevelopment projects in which the elimination of a wildland fire hazard would require the significant removal of, or damage to, established trees and other riparian vegetation associated with Ash Slough or Berenda Slough shall not be permitted.

Policy PS – 5.1 Ensure that new fire stations, personnel and equipment are provided to sufficiently meet the needs of the City as it grows in size and population.

Policy PS – 5.4 Pursue strategies to improve the City of Chowchilla's Insurance Service Office (ISO) rating.

Policy PS – 5.5 The City of Chowchilla shall continue to cooperate with the Madera County Fire Department in the provision of fire protection services through a mutual aid agreement.

Policy PS – 5.7 The City of Chowchilla shall ensure adequate fire flow requirements are maintained throughout the City.

Policy PS – 6.1 Provide for efficient and cost effective fire and emergency medical service to minimize potential injury, loss or destruction to persons or property.

Policy PS – 9.3 The City shall acquire land and construct additional structures for fire and police services to maintain acceptable response times throughout the General Plan Area.

Law Enforcement

The Chowchilla Police Department has one police station located at 122 Trinity Avenue. In January 2009, the ratio of sworn officers per 1,000 population was 1.3. The City's desired ratio of sworn officers per 1,000 population is 1.5 and to maintain an emergency response time of five minutes or less for all priority calls.

The CPD facilities are undersized for the number of police officers, dispatch employees, prisoner holding, and records retention requirements. Additional space is needed to accommodate existing law enforcement personnel and to meet the needs of law enforcement personnel and services as the City's population increases and Chowchilla's City Limits is extended. The City is evaluating alternatives for the expansion or relocation of the police facility. Public safety facilities (fire and police stations) can provide additional space and improved response times. Cost of the expansion or relocation will have to be addressed by a combination of new development and existing City financial resources. Expanding personnel requires significant capital investment for equipment such as vehicles, law enforcement supplies, and office space.

Implementation of the General Plan will include approximately 16,577 new residential units and approximately 2,900 additional acres being developed for commercial and industrial land uses by the year 2040 in the Planning Area. 45,480 new residents are projected. As population and other development in the Planning Area increases, demands for police protection and services will also increase. Based on the 2040 General Plan staffing ratio goal of 1.5 officers per every 1,000 persons,

development proposed under the General Plan Update will result in the need for approximately 84 total officers (figure calculated from the projected 2040 population of 56,256) in the Planning Area by 2040.

In order to facilitate the increase in officers, the City will need to construct a new Police Headquarters. The City is evaluating alternatives for the expansion or relocation of the police facility. Public safety facilities (fire and police stations) can provide additional space and improved response times. Cost of the expansion or relocation will have to be addressed by a combination of new development and existing City financial resources. Expanding personnel requires significant capital investment for equipment such as vehicles, law enforcement supplies, and office space. The 2040 General Plan discusses the need of a new Police Headquarters and contains policies that will help pay, in form of Development Impact Fees or other financing mechanisms, for the construction of a new facility, vehicles, and equipment.

General Plan Policies

The General Plan contains the following key policies specific to the provision of police services:

Policy PS – 7.1 Provide staff and financial resources to ensure adequate and equitable distribution of police services.

Policy PS – 7.3 Coordinate with the Madera County Sheriff's Department in its effort to provide law enforcement services within the unincorporated areas of the 2040 General Plan Planning Area.

Policy PS – 8.1 Maintain an average response time of five minutes or less for priority calls.

Policy PS – 8.2 Maintain a minimum ratio of 1.5 sworn officers per 1,000 population.

Policy PS – 9.3 Acquire land and construct additional structures for fire and police services to maintain acceptable response times throughout the General Plan Area.

Storm Drainage

The Planning Area is primarily flat with a lack of significant grade. The predominant method of runoff disposal is the use of retention basins excavated below ground level. Drainage from urbanized areas is typically directed to street curbs and gutters where it is carried to inlets located along the street and into the storm drain pipeline system. No natural channels are used for this primary conveyance. A small portion of Ash slough is currently utilized for run-off drainage but the City is preparing a plan to discontinue this use.

Within the next few years a pipeline connection will be made to a proposed drainage basin which will be located north of Berenda Slough near the intersection of South Chowchilla Boulevard and the proposed extension of West Palm Parkway. The storm drain pipeline and retention basin system is owned, operated, and maintained by the City of Chowchilla. Other strategic locations of basins are shown in the City's Stormwater Master Plan to accommodate mid-term growth. These facilities are typically located near CWD canals where water recharge may be provided over time. The Stormwater Master Plan will be updated periodically to keep pace with growth projections and appropriate locations.

It is estimated that 4,940 acre feet of stormwater runoff could be generated annually by implementation of the General Plan

The amount and type of runoff generated by development within the Planning Area will be greater than that under existing conditions due to increases in impervious surfaces such as roadways, parking lots, sidewalks, and roofs. The City of Chowchilla operates under a SWRCB General Permit for the Discharge of Stormwater from Small Municipal Separate Storm Sewer Systems also known as MS4s (Water Quality Order No. 2003-0005-DWQ). As required for coverage under this permit, the City has prepared a Storm Water Quality Management Program to implement and enforce Best Management Practices designed to reduce the discharge of pollutants from the City's storm drain systems to protect water quality. These BMPs include public participation and involvement, public education and outreach, construction site runoff control, illicit discharge detection and elimination, pollution prevention and good housekeeping, and post-construction runoff control

General Plan Policies

The General Plan Update contains policies that will assist in reducing water quality impacts. Those policies and implementation measures include specific, enforceable requirements and/or restrictions and corresponding performance standards that address this impact. Continued implementation of the City's Storm Drainage Master Plan will ensure that effective and adequate Best Management Practices will be in place throughout the Planning Area to minimize the pollutant load in storm drainage, thereby protecting surface water quality.

In addition, implementation of General Plan policies will further protect surface quality by requiring the Storm Water Quality Management Program to be updated to include newly available BMPs.

A drainage fee is required prior to development. In areas with no storm drainage facilities, construction of required drainage facilities or upgrades to existing facilities may be required by developers in lieu of fees. It is probable that the first project to be developed will be required to fund specific improvements beyond the project's anticipated usage. However, subsequent developers will pay drainage fees and monies will be returned to the original developer through reimbursement agreements.

Streets and Highways

The City's roadways serve a variety of modes of transportation – trucks, buses, bicycling and walking. Chowchilla's roadway network is a modified grid system consisting of arterials, collectors and local streets. Street orientation within the central core was determined by the orientation of the original railroad corridors, one of which is present today – the Union Pacific Railroad. Three State highways serve the City – State Route (SR) 99, SR 152 and SR 233.

The 2040 General Plan circulation system includes the development of roads for the City's major growth areas, the construction of new roadways to link new growth to the existing circulation system, and the classification of important roadways that comprise the City's street system. The circulation system for the 2040 General Plan is contained in the Circulation Element.

Cumulative planned land uses in Chowchilla and in surrounding municipalities will significantly alter the levels of traffic on the major regional roadway system. The cities of Chowchilla and Madera, as well as Madera County, the Madera County Transportation Commission, and Caltrans will need to participate in continued updates of the Madera County Regional Transportation Plan and Transportation Improvement Program. The City will coordinate transportation planning efforts with those of adjoining jurisdictions.

The City is committed to implement street improvements as recommended in the General Plan and has developed a framework for the mitigation of traffic impacts. A traffic fee is required to be paid to the City prior to the commencement of development. In areas where major streets are deficient, construction of necessary travel lanes for the project, or upgrades to existing streets may be required by developers in lieu of fees. It is probable that the first project to be developed in an area will be required to fund specific improvements beyond the project's anticipated usage. However, subsequent developers will pay traffic fees and monies will be returned to the original developer through reimbursement agreements.

Circulation improvements have been developed to address future traffic demand generated by overall growth anticipated by the General Plan. The implementation schedule will be determined through the annual city capital improvement program. Sources of funds for these general circulation improvements include gas tax funds, development fees, redevelopment financing, CDBG funds, and project-specific grants and loans.

California High Speed Rail. The California High Speed Rail Authority proposes a high-speed train system (HST) for intercity travel in California between Sacramento and the San Francisco Bay Area in the north, through the Central Valley, to Los Angeles. The north/south and east/west corridors for this system will converge in Madera County at or near Chowchilla.

While a no final determination has been made as to the precise corridor alignment for the HST, conceptual plans for the rail corridor indicate the high-speed trains will pass through the City of Chowchilla via the Highway 99/UPRR main rail corridor or north of Chowchilla or east of the General Plan Area via the BNSF railroad corridor. The high-speed rail train system does not include a rail station for the City of Chowchilla.

While the 2040 General Plan policy provisions assist in minimizing average daily traffic circulation impacts, several of the study roadways identified in the 2040 General Plan would require widening and / or re-classification to provide acceptable level of service under the build-out scenario proposed by the 2040 General Plan.

General Plan Policies

The General Plan contains the following key policies specific to reducing impacts to the City's circulation system:

Policy CI-1.4: Provide timely and effective means of programming and constructing street and highway improvements to maintain an overall Level of Service of "C", with an A.M. and P.M. peak hour Level of Service of "D" or better unless other public health, safety, or welfare factors determine otherwise.

Policy CI-1.5: Street improvements identified in the Capital Improvement Plan shall be prioritized with emphasis on reducing traffic congestion and improving circulation.

Policy CI-1.6: New development shall be required to mitigate traffic impacts associated with the project on the Highways, Arterial streets, Collector streets, and Local streets, including signalization, interchanges, public transit facilities, and other traffic facilities.

Policy CI-5.1: Work with new development to ensure that the fair share of street improvement costs are clearly identified early in the development process and that street development is consistent with the City's Capital Improvement Plan.

Parks and Recreation

The City of Chowchilla operates and maintains four parks ranging in size from 2 to 18 acres; two are designated as neighborhood parks and two are designated as community parks. All of the City's parks provide playground apparatus and family picnic areas. One of the major community parks the City operates and maintains is owned by the Chowchilla Water District - Berenda Reservoir Park which is located outside the 2040 General Plan Planning Area.

Meeting the parks and recreation needs of the present and projected population of the Chowchilla area is a responsibility of both the public and private sectors. The public sector – city, county, and schools – typically addresses recreational needs through the provision of public parks, playgrounds, and neighborhood and community centers. The private sector addresses community recreational needs through development movie theaters, private recreation and arcade centers and a variety of other businesses serving leisure demand.

The demand for major land intensive recreation activities, such as a golf course, could be addressed by either the public or private sector. Development of private golf courses are typically associated with integral housing development projects. Chowchilla's only golf course, a private membership golf course, is located east of Highway 99.

The City of Chowchilla has an adopted Parks and Recreation Master Plan. The City's Parks and Recreation Master Plan establishes long-range strategies for the development of public parks, open space, parkways, trails and other recreational facilities found in the 2040 General Plan Planning Area. The Master Plan includes detailed planning guidelines and design criteria, as well as development and improvement standards for public parkland, parkways, trails and recreation facilities in the City.

Implementation of the Chowchilla 2040 General Plan will increase the demand for existing facilities and require additional parks and recreational facilities to accommodate anticipated growth. The staffing and administrative needs for the City's Parks and Community Services Department will increase as a result of the population and additional park and recreational facilities associated with implementing the City of Chowchilla 2040 General Plan.

The estimated population in the Planning Area is anticipated to be 56,256 persons under 2040 conditions. Based on the standard of 3.0 acres of parkland per 1,000 population for neighborhood parks and 2.0 acres for community parks, the City will need to have approximately 169 neighborhood and 113 community park acres to meet the anticipated demand. New parks and facilities will be developed in response to population growth and as funding allows.

There are various funding measures currently in place for land dedications and basic park development, including Development Impact Fees, user fees, registration fees for recreation programs, other related

fees, and grants. In order to meet the projected growth within the service boundaries, the City will continue to use other sources of revenue including but not limited to Mello-Roos Community Facilities Districts (CFD), Redevelopment Agency Funding (for eligible projects), grants, and/or the expanded use of the District-wide Landscaping and Lighting District associated with recreation facilities.

General Plan Policies

The General Plan contains the following key policies specific to the provision of parks:

Policy PF 8.3 Encourage the clustering of public and quasi-public uses such as schools, parks, libraries, child care facilities, and community activity centers.

Policy OS-19.1 The City of Chowchilla will strive to have newly dedicated pocket parks and neighborhood parks constructed by residential developers in conjunction with their project, such that new residents have immediate access to park facilities.

Policy OS-19.2 Establish neighborhood parks at a ratio of three (3) acres of park land per 1,000 residents.

Policy OS-19.4 Locate parks adjacent to compatible use areas, such as residential uses, greenbelts, bicycle corridors, schools and natural waterways to optimize public access and to minimize the negative effects of adjacent land uses.

Policy OS-19.6 Establish community parks at a ratio of two (2) acres of park land per 1,000 residents.

Policy OS-20.1 Encourage private development of recreation facilities and complement and supplement the public recreational system.

Capital Improvement Plan

The City of Chowchilla Capital Improvement Program (CIP) identifies major capital improvement projects for the City. The CIP identifies funding sources and sets priorities for completion of major improvement

projects. The plan outlines funding sources for road improvement, road rehabilitation, bridge, drainage, parks and miscellaneous projects. Currently, the City's capital needs far exceed the funds available, leaving many projects unfunded.

WRITTEN DETERMINATIONS

1. The City will be able to provide services to new development within the updated SOI and continue to provide services to existing residents provided that the policies and standards contained in the General Plan and capital improvement program are implemented when considering annexations and development projects. It is reasonable to conclude that public services can be provided by the City of Chowchilla and that those services will meet or exceed levels of services that could be provided by the establishment of special districts.
2. The City is in the process of upgrading and maintaining many of its public facilities, including roads, drainage facilities, and the wastewater treatment and collection system. Overall, facilities will need continued upgrading and maintenance to be able to serve existing and future residents.
3. Developers within the expanded SOI would be required to extend infrastructure to individual sites and pay pro-rata shares for other City services as a condition of project development.
4. Overall, the City's facilities comply with environmental and safety standards and no major enforcement actions by state or federal agencies were identified.
5. Likely costs to the City would typically include maintenance of public infrastructure in the SOI area. Possible programs to minimize or off-set these costs include formation of special districts (landscaping and lighting district or benefit assessment district), or private maintenance through homeowner's associations (open space, private roads and facilities).
6. Development within the proposed SOI expansion area is not expected to create a burden on City services and could generate a modest surplus of revenue over costs considering areas of commercial and industrial areas designated on the General Plan that are expected to contribute to economic development and a positive jobs/housing balance.

7. Water supply appears to be sufficient for the existing City, but lowering of the groundwater table will occur without implementing water recharge. Long term water supply will be sustained with the implementation of water recharge programs for both urban growth and continued agricultural production near the City.
8. Implementation of the General Plan will require additional water treatment capacity, storage capacity, and other conveyance facilities to meet projected water supply demands. The Chowchilla 2040 General Plan policies require that water supply infrastructure be provided at the same time as development.
9. There is remaining capacity in the wastewater treatment plant for modest expansion within the existing City Limits. Estimates suggest that the WWTP will be at 80% capacity by 2017. At that point, the City must prepare a plan for the Regional Water Quality Control Board on how the plant will be upgraded or replaced.
10. The City's long term plan is to create a new residential wastewater treatment plant southwest of the City and divert all domestic flows to that facility. The new WWTP is planned to be expanded incrementally and will be sited on sufficient land to accommodate 2040 build-out of residential and commercial uses. The current facility will become an industrial treatment plant and have substantial capacity for growth.
11. The Fairmead Sanitary Landfill is permitted to serve the County (including the Cities of Chowchilla and Madera) through the year 2027, after which it will be closed. Eventual closure or replacement of the landfill will occur during the timeframe of the 2040 General Plan. However, this increased generation will not exceed landfill capacity or conflict with solid waste reduction measures.
12. The Chowchilla Volunteer Fire Department (CVFD) serves the City and is solely a volunteer unit with a paid full time Fire Chief. It is the City's desire to add full-time firefighters and new public

safety facilities (fire and police station). The City has implemented Developer Impact Fees that offset the cost of providing new buildings, vehicles and equipment to meet the needs to growth.

13. Chowchilla Police Department facilities are undersized and additional space is needed to meet the needs of law enforcement as the City's population increases. Cost of the expansion or relocation will have to be addressed by a combination of new development and existing City financial resources. Expanding personnel requires significant capital investment for equipment such as vehicles, law enforcement supplies, and office space.
14. The City is committed to implement street improvements as recommended in the General Plan and has developed a framework for the mitigation of traffic impacts. A traffic fee is required to be paid prior to development. In areas where major streets are deficient, construction of necessary travel lanes for the project, or upgrades to existing streets may be required by developers in lieu of fees.
15. Based on standards of 3.0 acres per 1,000 population for neighborhood parks and 2.0 acres per 1,000 for community parks, the City will need approximately 282 acres of new parkland to meet anticipated demand. There are various funding measures currently in place for land dedications and basic park development, including Development Impact Fees, user fees, registration fees for recreation programs, other related fees, and grants.

4.3 Financial Ability of Agencies to Provide Services

The City has in place a capital improvement program, development impact fees, and developer-required infrastructure improvements required from new projects and similar programs to monitor public service needs of new development. The City endeavors to avoid long-term City obligations for the capital improvement or maintenance of new development projects.

The City levies a series of development fees to address differing needs. All these fees are based on Government Code Section 66000 et seq., which requires the agency setting fees to identify the purpose of the fee, determine the reasonable relationship between the type of development charged the fee, and the amount of the fee and its use.

Most residential development does not generate enough property taxes in the long term to cover the costs of services and infrastructure maintenance. These deficiencies, however, are offset by such revenue streams as indirect sales and use taxes, user fees, development impact fees, and overall economic development programs that increase employment and retail commercial opportunities.

Likely costs to the City would typically include maintenance of infrastructure in the expanded SOI area. Possible programs to minimize and off-set public maintenance costs include private maintenance through homeowner's associations, as well as public maintenance through a benefit assessment district or utility district. The provision of landscape-lighting assessment districts is a valuable tool used in many communities to offset on-going maintenance costs.

Madera County now provides basic general government, road and public works services, and safety services to the proposed SOI expansion area. As the area is annexed to the City of Chowchilla over time, the City will assume these services. The addition of land and new development in the City will increase demands for City services, but it is believed that through the development review process, City needs, both short and long term, can be addressed before annexation proposals are presented for approval by LAFCO.

The City works with other jurisdictions to reduce or avoid unnecessary costs whenever possible. For example, the City maintains instant aid agreements with Cal Fire to reduce costs for fire protection, works with the County Sheriff's Department in neighborhood watch and other crime prevention programs, and coordinates with other special districts.

The City periodically adjusts fees and charges for services to recover City expenses. The fee schedule includes development related fees such as subdivisions, plan check, inspections, grading permits, animal licenses and shelter, police services and so forth. The City continually evaluates these rates and fees. This on-going analysis evaluates the fees being paid, the basis for establishing the amounts, and why increases or decreases may be recommended. The purpose of fee updates is to address the need to maintain the City's services at levels equal to the standards set by the City Council and to maintain effective policy and management control of all City services. There is no evidence that annexation to the

City of Chowchilla will result in unreasonable fees for City services and it is expected that fees for the SOI expansion area will be in line with citywide fees for such services.

Generally, it is unclear how incorporation of the SOI expansion area would impact utility or service rates. It is possible that annexation of these areas to the City will have an effect on future water and sewer rates, but such an analysis should be submitted by the City at the time of a specific annexation request. There is no evidence, however, that annexation to the City of Chowchilla will result in unreasonable fees for these services and it is expected that fees for the SOI area will be in line with citywide fees for such services.

Policies defined by the City will require annexed sites to cover their full costs, including one-time capital projects as well as long-term maintenance, repair, and replacement needs.

WRITTEN DETERMINATIONS

1. City policy requires that development “pay its own way,” meaning that existing residents shall not have to pay increased rates due to a new development being annexed to the City.
2. The City prepares an annual budget and strives to use the best practices in managing their financial resources.
3. The City has in place a variety of capital improvement plans, development impact fees, and developer-required mitigation in the form of infrastructure improvements required from new projects and similar programs to monitor public service needs of new development.
4. The likely fiscal benefits to the City from the proposed SOI expansion area could include modest levels of property tax collections from residential land development, as well as property and sales tax revenues from mixed use office, industrial, and commercial areas.
5. Likely costs to the City would typically include maintenance of public infrastructure in the SOI expansion area. Possible programs to minimize or off-set these costs include formation of special districts such as a landscaping and lighting district or benefit assessment district, or private

maintenance through homeowner's associations (i.e. open space, private roads).

6. At present, the County provides basic general government services to the proposed SOI expansion area. Once annexed to Chowchilla, the City would assume these services. There are no anticipated duplication of public services between the County, special districts, and the City of Chowchilla following subsequent annexation of the SOI expansion area.
7. A program of developer-obligated infrastructure improvements will provide installation of physical services to serve SOI sites and therefore will not become an obligation of the City.
8. With the understanding that the City will require fiscal analysis, monitoring, and mitigation for the costs of new development, there are no apparent short- or long-term fiscal constraints limiting the ability of LAFCO and the City of Chowchilla to include the expansion area within the Chowchilla SOI.

4.4 Status of, and Opportunities for, Shared Facilities

In the case of annexing new lands into a City, LAFCO can evaluate whether services or facilities can be provided in a more efficient manner if both the City and County share them. In some cases, it may be possible to establish a cooperative approach to facility planning by encouraging the City and County to work cooperatively in such efforts. As there are no existing County or other facilities in the expansion area, it may not be possible for the City to share facilities. In some cases, however, it is possible to continue cooperative approaches to facility planning. In the case of roadways, the opportunity to coordinate connections between collector and arterial roads will enhance regional traffic patterns and aid in emergency response times. The SOI expansion area also includes several potential facilities within the Chowchilla elementary and high school districts. The District provides sites with recreational amenities which will be shared by future residents of the SOI expansion area.

The distinction between City and County services in the SOI areas is presently clear. The City would assume services provided by the County as annexation takes place. These are not now, and would not be in the future, duplication of services in the SOI areas. There are no obvious opportunities for shared facilities in current City operations.

WRITTEN DETERMINATIONS

1. The annexation of the proposed SOI areas to Chowchilla may not lead to shared infrastructure with the County, as none presently exists in these areas. However, the potential to create shared relationships for providing some services is suggested and may be appropriate when providing certain services.
2. The distinction between City and County services in the SOI areas is presently clear. The City would assume services provided by the County as annexation takes place. These are not now, and would not be in the future, duplication of services in the SOI areas.

4.5 Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

Chowchilla is a general law city governed by a five-member City Council and utilizes a City Manager form of government. Agendas are posted at City Hall, the County library and the Community Center. The City also maintains a website.

The budgeting process allows residents to comment on budget allocations by area of the community and to hold each council member and the mayor accountable for expenditures. The City maintains a capital improvement program based on the budget and annually updates that plan as provided for by State law.

The expansion of Chowchilla's SOI will not have a significant effect on the governmental structure of the City. A full range of services as described earlier will be available to the citizens of the SOI area. The area will receive increased public works services from inclusion within the Chowchilla SOI.

It is possible that development within the expanded SOI may leave impacts to Madera County unresolved in whole or in part. An overall plan for development that is coordinated and jointly implemented in cooperation with the County holds the potential to improve the quality of life of both City and County residents by improving public safety response time, enhancing storm drainage and flood

control management, improving regional circulation and developing recreational and historical improvements.

LAFCO will require Chowchilla to prepare coordinated plans for infrastructure at the time of specific annexation requests. This will provide a check and balance system for incorporating new lands with the City, and would provide for the phased, balanced growth.

Chowchilla has taken several actions to improve its operating efficiency and has adopted a balanced budget for 2011-12. Because of the City's size, it can achieve economies of scale not generally available to smaller cities or special districts. These economies include water and wastewater improvements funded by user fees comparable to or less than surrounding communities; purchase of emergency equipment for police and fire protection; replacement of fleet equipment on a regular basis; and the provision of other services such as parks and recreation not available in unincorporated areas. The City appears headed in a positive direction with an eye towards maximizing revenues and cautiously recommending expenditures consistent with the City's priorities and the current economic environment.

The Rancho Calera Specific Plan, in particular, will enhance management of the development of land within the SOI expansion area. The Specific Plan represents a method to provide for high quality, orderly and sensible growth, and adequate and efficient public services for logical and appropriate municipal expansion into a major new growth area.

The City of Chowchilla has taken several actions to improve its operating efficiency. Due to the economic downturn, the City has had to increase operational efficiency in order to serve its residents more effectively. The City appears to be headed in a positive direction, under strong leadership with an eye towards maximizing revenues and cautiously recommending expenditures consistent with the City's priorities.

LAFCO may consider the agency's record of local accountability in its management of community affairs as a measure against the ability to provide adequate services to the SOI amendment area. The budgeting process allows residents to comment on budget allocations by area of the community and to hold each council member accountable for expenditures.

The City maintains relationships with local news media, providing information or interviews as requested. The City maintains regular agenda mailing and distribution lists, similar to most cities in the state in an effort to maintain public dialogue regarding land use and development projects in the community. Information for meetings is made available at the City offices and through public notices. The City supports directly or participates in local business groups and community promotion (Chamber of Commerce, Visitors Bureau, Economic Development Commission, etc.)

Elected and appointed officials are available by appointment and for special activities and events. Public participation is valued as evidenced by extensive legal noticing, workshop, and public information meetings held by the City.

WRITTEN DETERMINATIONS

1. The City has historically made reasonable efforts to maintain a public dialogue regarding land use and development projects in the community.
2. The City has maintained relationships with local news media, providing information or interviews as requested. Generally speaking locally elected and appointed officials pride themselves on being available to their constituencies.
3. The City conducts annual budget reviews and goal setting workshops that are designed to keep the public informed as to budgetary situations. It is possible for the public to participate in the budget hearing process and annual audits are completed by the City , and made available to the public upon request.
4. The SOI expansion areas will receive increased public works services from inclusion within the Chowchilla SOI and subsequent annexation. An overall plan for development that is coordinated and jointly implemented in cooperation with the County holds the potential to improve the quality of life for both City and County residents by improving public safety response time to the areas and improving regional circulation.
5. The City has historically made reasonable efforts to maintain a public dialogue regarding

programs and projects in the community. Generally speaking, local officials are readily available to their constituencies.

6. The City conducts annual budget reviews and goal setting workshops designed to keep the public informed as to budgetary situations. It is possible for the public to participate in the budget hearing process and annual audits are completed by the City, and made available to the public upon request.

4.6 Any Other Matter Related to Effective or Efficient Service Delivery, As Required by Commission Policy

The LAFCO Executive Officer has had discussions with the City of Chowchilla and Madera County concerning the community of Fairmead and the concept of a Secondary Sphere of Influence. This issue is discussed in detail in Section 3.4 of this report.

4.6.1 County Maintenance Districts Within the Proposed SOI

There are six Madera County maintenance districts within either the proposed primary or secondary Chowchilla SOI. Maintenance districts are formed and governed by the Board of Supervisors for the maintenance of public facilities in unincorporated areas and funding is primarily through property owner assessments. The districts may also benefit from grants and loans through Madera County.

Although LAFCO is not involved in the establishment of maintenance districts, nor does it adopt spheres of influence for the districts, it is anticipated in the long-term that these districts will be absorbed into the City of Chowchilla by virtue of their inclusion in the SOI. This section includes a brief analysis and written findings as they relate to the disposition of the districts. The maintenance districts are described below and shown on Figure 6:

1. **Maintenance District 33 - Fairmead.** Maintenance District 33 is located in Fairmead at Avenue 19½ and Highway 99. The district, formed in 1977 by Resolution No. 77-438, provides water and street light services. The water system provides service to 175 residential lots, Fairmead Elementary School, and 62 standby connections. Water production from two wells is approximately 330 gallons per minute (gpm),

with the main well producing 270 gpm and the second well producing 60 gpm. The main well pumps directly into a tank where water is chlorinated before entering distribution mains. The main well has auxiliary power and an auto dialer to report alarm conditions. The second well is used as a backup due to bacteriological and sand problems.

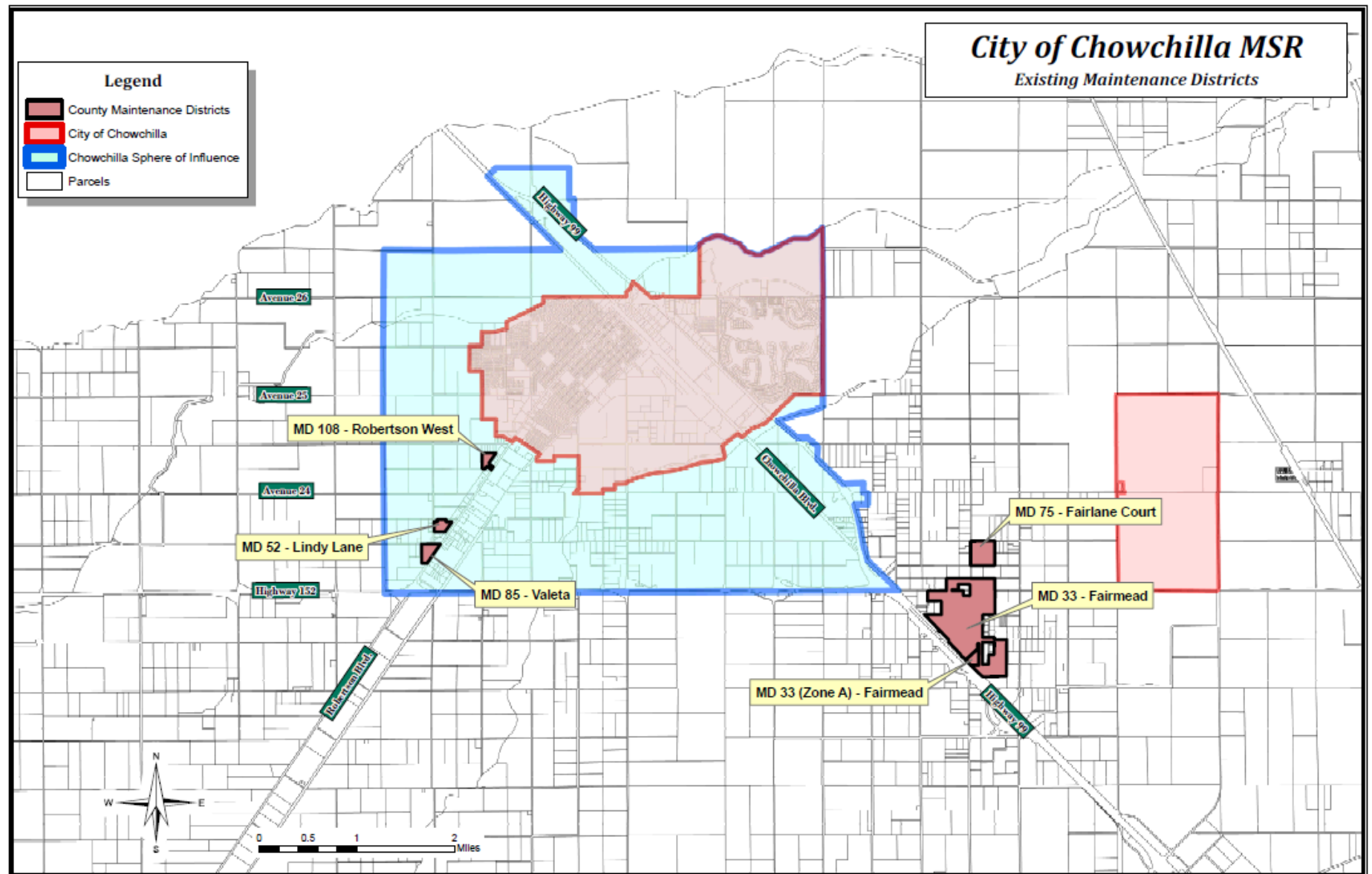
The distribution system has 20,532 feet of 6-inch pipe and 18 fire hydrants. There are no water meters in the system. A new 212,000 gallon storage tank and backup power generation system was completed in fall 2010 funded by a Community Development Block Grant. The improvements will help maintain system pressure during peak demand and supply water for fire protection. County staff is applying for additional funding for a new well. Water rates are \$102 per improved unit per quarter. Community residents have formed a water advisory committee and are meeting with County staff to provide input.

There are 25 streetlights within the district, but there is no assessment for streetlights; water system operations and maintenance provides funds for their operation. A proposition 218 election is needed to create an assessment for streetlight operations and maintenance.

2. Maintenance District 33-A - Fairmead Zone A. Maintenance District 33-A is located in Fairmead and was formed in 1992 by Resolution No. 92-356 for road maintenance. Zone "A" is approximately 9 acres in size and has approximately 32 parcels, 0.13 miles of paved road with curb and gutter, and 0.22 miles of unpaved road for a total of 0.35 miles of road. When the district was formed, an assessment of \$100 per parcel per year for road maintenance was approved. These are minor rural county roads included in the county maintained road system. The 2010-2011 budget for the district is \$22,900.

3. Maintenance District 52 - Lindy Lane. Maintenance District 52 is located southwest of Chowchilla on Robinson Boulevard north of Avenue 23½. The district was formed in 1991 by Resolution No. 91-273 for road maintenance. The district is approximately 10 acres in size, has approximately 10 parcels and 0.10 mile of paved road. When the district was formed, an assessment of \$100 per parcel per year for road maintenance was approved. These are non-County roads and not included in the County maintained road system. The 2010-2011 budget for the district is \$26,020.

Figure 6: County Maintenance Districts within the Proposed Chowchilla SOI



4. Maintenance District 75 - Fairlane Court. Maintenance District 75 is located north of Fairmead on Road 19½. Fairlane Court, approximately 40 acres in size, was formed in 1992 by Resolution No. 92-162 for road maintenance. The District has approximately 8 parcels and 0.19 mile of paved road. When the district was formed, an assessment of \$100 per parcel per year for road maintenance was approved. These are non-County roads and not included in the County maintained road system. The 2010-2011 budget for the district is \$15,650.

5. Maintenance District 85 - Valeta. Maintenance District 85 is located southwest of Chowchilla on Robinson Boulevard south of Avenue 23½ and was formed in 1993 by Resolution No. 93-370 to provide water service. The Valeta water system serves 19 improved lots and one standby connection. A 50-year old well is the only source of water and now produces 55 gpm after deepening, re-casing and equipping in August 2009. The well can either pump into a 2,500 gallon storage tank or directly into the distribution system which consists 2 and 4 inch PVC water mains. The system has no water meters, fire hydrants, emergency generator, or automatic dialer to report alarm conditions.

The current water rate for improved lots is \$295 per quarter. The cost of deepening and equipping the district well required a 10-year loan of \$40,000 from the Engineering Trust Account. The loan repayment is \$70 per quarter per improved lot, bringing the total quarterly assessment for an improved lot to \$365.

The district well has historically exceeded the maximum contaminant level (MCL) for nitrates. In 2008, an application was made for State Revolving Funds to resolve both water quality and quantity problems by inter-tying to or consolidating with the City of Chowchilla's water system. Even with the apparent resolution of the nitrate problem, the county will continue to pursue this path to provide a cost effective reliable long term solution for this district's water system.

6. Maintenance District - 108 Robertson West. Maintenance District 108 is located southwest of Chowchilla on Robinson Boulevard south of Avenue 24½ and was formed in 1999 by Resolution No. 99-068 for road maintenance. The district, approximately 10 acres in size, has approximately 5 parcels and 0.14 mile of paved road. When the district was formed, an assessment of \$175 per parcel per year for road maintenance was approved. These are non-County roads and not included in the County maintained road system. The 2010-2011 budget for the district is \$10,830.

Written Determinations

The maintenance districts are reviewed below with conclusions and written determinations for relevant issue areas from Section 56430 of the California Government Code for the Commission's consideration.

Growth and Population Projections for the Affected Area

Madera County has jurisdiction for land use decisions within the maintenance district boundaries. Should these district areas be annexed to the City of Chowchilla, such land use authority would shift to the City. Present and planned land uses will continue to remain residential with supportive commercial uses in Fairmead.

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

Within districts 33 (Fairmead) and 85 (Valeta), the need for water service is important and will not change. Districts 33-A, 52, 72, and 108 provide road maintenance which is also deemed an important service. At this time, there are no other cost-effective alternatives available for the provision of water and road maintenance.

Financial Ability of Agencies to Provide Services

The districts continue to work with limited financial resources to upgrade and/or maintain current facilities and services. In the long-term, the County may not have the fiscal resources to provide additional services to these areas in the future

Status of, and Opportunities for, Shared Facilities

The districts do not share any facilities with other agencies or districts. The water systems within Districts 33 and 85 may be compatible with standards of the City of Chowchilla, should annexation to the City take

place. The potential to create shared relationships for providing some services is suggested and may be appropriate when providing certain services.

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

It is reasonable to conclude that the maintenance districts would be dissolved or converted to subsidiary districts with annexation to the City of Chowchilla. The City, however, should develop policies of annexation which would provide for the phased improvement of facilities, including funding sources such as Community Development Block Grants, State water bond funds, State infrastructure loans, or benefit assessment districts.