

YOLO  
LOCAL  
AGENCY  
FORMATION  
COMMISSION



COMMISSION  
CHAIR  
OLIN WOODS  
Public Member

**To:** Yolo LAFCo

VICE CHAIR  
BABS SANDEEN  
Councilmember  
City of West Sacramento

**From:** Christine Crawford, Executive Officer

DON SAYLOR  
Supervisor – 2<sup>nd</sup> District

**Date:** December 1, 2020

TOM STALLARD  
Councilmember  
City of Woodland

**Re: Supplemental Material for LAFCo Agenda Item 9  
Attachment B - MSR/SOI for the Yolo County Flood  
Control & Water Conservation District (YCFCWCD)**

GARY SANDY  
Supervisor – 3<sup>rd</sup> District

ALTERNATES  
RICHARD DELIBERTY  
Public Member

On December 1, 2020, staff received a request from YCFCWCD for some additional minor corrections to the MSR. The pages with proposed edits are attached for review.

DUANE CHAMBERLAIN  
Supervisor – 5<sup>th</sup> District

Staff recommends these changes be incorporated into LAFCo's adoption of the MSR at Thursday's public hearing.

WADE COWAN  
Mayor  
City of Winters

STAFF

CHRISTINE M. CRAWFORD, AICP  
Executive Officer

TERRI TUCK  
Admin Specialist/Commission Clerk

MARK KRUMMENACKER  
Financial Analyst

COUNSEL  
ERIC MAY

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**AGENCY PROFILE**

In response to a request by the Yolo County Board of Supervisors, the State Legislature created the Yolo County Flood Control & Water Conservation District (YCFCWCD) as an independent special district in 1951 through General Law 9307, Statutes of 1951, Chapter 1647. The District was formed to fill a major regional gap in securing and delivering water resources for Yolo County to support its rich agricultural base and protect its environmental, economic, and local water resources. In 1967, District voters authorized a \$2.1 million revenue bond to acquire the Clear Lake Water Company and operate the enterprise, including management of Clear Lake, to which the District purchased water rights having a priority of 1912. Clear Lake provided an active storage of 320,000 acre-feet natural flow on Cache Creek that is a critical irrigation delivery system for Yolo County’s agricultural base.

Today, allowable releases from Clear Lake by YCFCWCD are regulated by the Solano Decree (1978, revised 1995), one of two court decrees governing the operation of the Cache Creek Dam, and are based on water levels measured by the “Rumsey Gage.”<sup>1</sup> The Solano Decree regulates summer water levels and establishes allowable releases for the year based on the spring water level. If the gage level is at or above 7.56 feet Rumsey on May 1, up to 150,000 acre-feet of water may be released. Conversely, if the gage level does not reach above 3.22 feet Rumsey on May 1, no water may be released that year. Gage levels between those extremes result in an appropriate allowable release.

YCFCWCD relies on a customer allocation system in shortage years that seeks to provide an equitable distribution to landowners while continuing to encourage the prioritization of surface water use over groundwater, and implementation of conservation-oriented irrigation technologies to reduce overall demand. According to District staff, YCFCWCD employs a tiered rate structure ~~across a three-year period~~ to charge market-reasonable rates while adjusting for water availability and promoting financial stability for the District. In an effort to prevent over-drafting of groundwater resources, YCFCWCD has been a proactive leader regionally in groundwater management studies, best practices, and monitoring. Conjunctive use initiatives seek to maintain the sustainability of the aquifer system, particularly in shortage years. This is important in the historical context of the construction of Indian Valley Reservoir, which the Integrated Regional Water Management Plan references DWR’s 1987 characterization of the reservoir as a factor in the large recovery of groundwater levels in Yolo County. YCFCWCD’s infrastructure has played a major role in shaping Yolo County’s balanced utilization of surface water and groundwater to support its regional agricultural economy.

Reduced water supply, combined with the cost to purchase a supply, has led farmers to change their cropping patterns and also utilize Yolo County’s groundwater as a viable source of irrigation water. YCFCWCD took a lead role in forming the Water Resources Association and the Yolo Subbasin Groundwater Authority JPA in 2017.

Hydroelectric Power Generation

YCFCWCD allowed the Indian Valley Hydroelectric Partnership to construct the Indian Valley Dam Hydroelectric Project in 1983 (ultimately acquired by YCFCWCD in 1999) and constructed the Cache Creek Dam Hydroelectric Project in 1986. The District holds State Water Resources Control Board (“SWRCB”) water rights that allow it to utilize water from Clear Lake and Indian Valley dams for hydroelectric power generation. ~~Unfortunately, the YCFCWCD’s Cache Creek Dam hydroelectric facility is currently decommissioned— and not generating power; however, power generation facilities at Indian Valley Dam and Cache Creek Dam provide~~ ~~generation for Pacific Gas & Electric (“PG&E”) Valley Clean Energy~~

Cache Creek Dam



<sup>1</sup> County of Lake, May 2009, *History of Clear Lake*,

[http://www.co.lake.ca.us/Government/Directory/Water\\_Resources/Clear\\_Lake\\_Information/History\\_of\\_Clear\\_Lake.htm](http://www.co.lake.ca.us/Government/Directory/Water_Resources/Clear_Lake_Information/History_of_Clear_Lake.htm).

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

<b>Facilities</b>	
<i>Distribution</i>	Distribution system includes more than 160 miles of irrigation and drainage facilities, most of which consist of earthen or unlined channels. Major facilities managed by YCFCWCD include three dams, two hydroelectric plants ( <u>only Indian Valley Reservoir's Hydroelectric Facility is currently operating</u> ), two reservoirs, and a network of mostly earthen canals and laterals. Originally built in 1914, Capay Diversion Dam was modernized in 1994 with the addition of an inflatable dam above the original concrete dam. The new dam, billed at that time as the "longest single bladder dam in the world," can be raised or lowered in 30 minutes to divert water from Cache Creek into two main YCFCWCD distribution canals, the Winters Canal and West Adams Canal.
<i>Storage</i>	Clear Lake (150,000 acre-feet allocation when full) and Indian Reservoir Dam (300,000 acre-feet allocation when full).
<b>Hydroelectric Supplies</b>	
<b>Generation</b>	Indian Valley Reservoir has a 3.0MW Hydroelectric Facility, which allows YCFCWCD to sell hydropower during irrigation releases. The Hydroelectric Facility consists of two large-scale turbine generators and one low-flow turbine generator, the latter of which is used for minimum stream flow releases.
<b>Distribution</b>	As of November 2020, the YCFCWCD has a contract for selling power to Valley Clean Energy
<b>Governance &amp; Staffing</b>	
<b>Governance Structure</b>	<u>Name</u>
	Jim Mayer (Chair)
	Bruce Rominger (Vice Chair)
	Tom Barth
	Mary Kimball
	Eric Vink
<b>Management</b>	General Manager (GM): Tim O'Halloran
	Assistant GM – Engineering & Administration: Kristin Sicke
	Assistant GM – Water Resources: Max Stevenson
<b>Other Agency Memberships</b>	Member agency of WRA and YSGA. Lead agency in numerous regional water and flood management efforts, including the FloodSAFE Yolo 2.0 Program.

<sup>2</sup> During a meeting on 11/6/2020, the Assistant GM indicated term re-appointment was pending, however, Yolo County was behind on needed appointments due to COVID-related priorities.

District water users must file applications for water service on or before April 1 of each year. When the water supply is less than demand, YCFCWCD allocates water by dividing it among the assessed acreage and a percentage allocation is determined. This percentage of water is provided to each landowner and they decide whether to use it, transfer allocation, or to not use it and return it to the District pool for all landowners to use. Once the District determines the total water available and total demand, detailed metering and records are maintained and shared with users on a monthly basis.

The water conveyance system includes more than 475-160 miles of irrigation and drainage facilities, most of which consist of earthen or unlined channels. Major facilities managed by YCFCWCD include three dams, two hydroelectric plants, two reservoirs, and a network of mostly earthen canals and laterals. Originally built in 1914, Capay Diversion Dam was modernized in 1994 with the addition of an inflatable dam above the original concrete dam can be raised or lowered in 30 minutes to divert water from Cache Creek into two main YCFCWCD distribution canals, the Winters Canal and West Adams Canal.

The Indian Valley Hydroelectric Facility is located at the base of Indian Valley Reservoir and consists of a powerhouse with two large-scale turbine generators and one low-flow turbine generator. The large-scale turbine generators are used during irrigation releases and the low-flow turbine generator is used for stream flow releases after the irrigation season ends. As of November 2020, the YCFCWCD has a contract for selling power to Valley Clean Energy, a locally governed electricity provider in Yolo County.

YCFCWCD has sufficient trained staff to meet service needs within the District service area. The District has agency capacity to meet the service needs of existing agricultural lands within the district boundary. During drought years of limited allocation, YCFCWCD has policies in place on how it fairly allocates scarce water supplies among landowners (as described above).

- b) *Are there any issues regarding the agency's capacity to meet the service demand of reasonably foreseeable future growth?*

No. Please see the responses to items 1a-c).

- c) *Are there any significant infrastructure needs or deficiencies to be addressed for which the agency has not yet appropriately planned (including deficiencies created by new state regulations)?*

No. The YCFCWCD is currently planning projects and costs involved in complying with the implementation of SB X7-7 and SB 88, new water measurement and accounting regulations. The YCFCWCD is continually trying to prepare for new regulations as related to dam ownership and liability given the 2017 Oroville Spillway Incident.

- d) *If the agency provides water, wastewater, flood protection, or fire protection services, is the agency not yet considering climate adaptation in its assessment of infrastructure/service needs?*

No. The YCFCWCD considers climate adaption in its assessment of infrastructure and service needs. The policies noted in item 3a) above addresses how agricultural water will be allocated during drought years. In addition, the District has been replacing its wood power poles to non-flammable materials to better withstand wildfire events. The YCFCWCD experienced two large fires at Indian Valley Reservoir, which burned power poles, the transmission line, and related power infrastructure. The YCFCWCD worked with the California Office of Emergency Services to receive state reimbursement for replacing the wooden power poles and line. The wooden power poles were replaced with steel poles to ensure the poles would not be affected in future fires around Indian Valley.

- e) *Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency's sphere of influence?*

No. Please see the response to 2a-b.

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

Through riparian rights and pre-1914 and post-1914 water rights, YCFCWCD surface water supplies originate from Cache Creek, Clear Lake, and Indian Valley Reservoir. It has 450,000 acre-feet of storage available in Clear Lake and Indian Valley Reservoir when at full capacity. Delivery is based on demand each year upon request of farmers. During water shortages, landowners rely more heavily on groundwater supplies through private production wells than normal years. When the water supply is less than demand, YCFCWCD allocates water by dividing it among the assessed acreage and a percentage allocation is determined. Once the District determines the total water available and total demand, detailed metering and records are maintained and shared with users on a monthly basis. The water conveyance system includes more than 475-160 miles of irrigation and drainage facilities, most of which consist of earthen or unlined channels. Major facilities managed by YCFCWCD include three dams, two hydroelectric plants, two reservoirs, and a network of mostly earthen canals and laterals. As of November 2020, the YCFCWCD has a contract for selling power to Valley Clean Energy, a locally governed electricity provider in Yolo County.

The District has sufficient trained staff to meet service needs within its service area. The YCFCWCD is currently planning projects and related costs involved in complying with the implementation of new water measurement and accounting regulations. In addition, the YCFCWCD is continually trying to prepare for new regulations as related to dam ownership and liability given the 2017 Oroville Spillway Incident. The YCFCWCD experienced two large fires at Indian Valley Reservoir, which burned power poles, the transmission line, and related power infrastructure. The YCFCWCD worked with the California Office of Emergency Services to receive state reimbursement for replacing the wooden power poles and lines. with steel poles to ensure the poles would not be affected in future fires around Indian Valley Reservoir.

**4. FINANCIAL ABILITY**

Financial ability of agencies to provide services.

	<b>YES</b>	<b>MAYBE</b>	<b>NO</b>
a) Is the subject agency in an unstable financial position, i.e. does the 6-year trend analysis indicate any issues?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Does the subject agency fail to use generally accepted accounting principles, fully disclosing both positive and negative financial information to the public and financial institutions including: summaries of all fund balances and charges, summaries of revenues and expenditures, five-year financial forecast, general status of reserves, and any un-funded obligations (i.e. pension/retiree benefits)?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
c) Does the agency need a reconciliation process in place and followed to compare various sets of data to one another; discrepancies identified, investigated and corrective action is taken. For small agencies, this would include comparing budgets to actuals, comparing expenses from one year to the next, etc.?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) Does the agency board fail to receive periodic financial reports (quarterly or mid-year at a minimum); reports provide a clear and complete picture of the agency's assets and liabilities?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**5. SHARED SERVICES AND FACILITIES**

Status of, and opportunities for, shared facilities.

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

**Discussion:**

- a) *Are there any opportunities for the organization to share services or facilities with neighboring, overlapping or other organizations that are not currently being utilized?*

No. YCFCWCD is a model district in how it has embraced shared services in various forms. It continues to fill gaps in a number of areas of water resource management, environmental stewardship, and flood management. The YCFCWCD plays a role regionally with the Water Resources Association in implementing the Integrated Regional Water Management Plan, including: Groundwater Monitoring Program; Surface Water Monitoring Program; Groundwater Model Enhancement Program; Water Resources Infrastructure Database Enhancement Program; and Aquatic Habitat and Fish Opportunities Assessment. Where YCFCWCD is not the lead agency, the District is actively involved as a member agency and participant, as has been discussed with respect to the Subsidence Monitoring Program.

YCFCWCD also recognized the regional need to address flood control management issues both inside and outside of the District. YCFCWCD has taken a leadership role in a jointly funded effort with the County of Yolo and City of Woodland to develop new regional flood control management policies and implement early projects, including the Lower Cache Creek Settling Basin. The floodSAFE Yolo Pilot Program is integrated into the Integrated Regional Water Management Plan and the floodSAFE California program.

In 2017, YCFCWCD took over some flood control services from the Madison-Esparto Regional County Service Area (MERCSA) which were redundant and allowed LAFCo to dissolve the CSACounty Service Area. YCFCWCD is also a member of, and provides contract staffing to, the Water Resources Association and the Yolo Subbasin Groundwater Agency JPA.

**Shared Services MSR Determination**

YCFCWCD is a model district in how it has embraced shared services in various forms. It continues to fill gaps in a number of areas of water resource management, environmental stewardship, and flood management. The YCFCWCD plays a role regionally with the Water Resources Association of Yolo County in implementing the Integrated Regional Water Management Plan and the Yolo Subbasin Groundwater Agency in developing the Yolo Subbasin Groundwater Sustainability Plan. In 2017, YCFCWCD took over some flood control services from the Madison-Esparto Regional County Service Area (MERCSA) which were redundant and allowed LAFCo to dissolve it. YCFCWCD is also a member of, and provides contract staffing to, the Water Resources Association and the Yolo Subbasin Groundwater Agency JPA.