

SACRAMENTO LOCAL AGENCY FORMATION COMMISSION
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Sacramento, California 95814
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April 2, 2014

TO: Sacramento Local Agency Formation Commission

FROM: Peter Brundage, Executive Officer

RE: **City of Sacramento Fairbairn Water Treatment Plant (WTP) Annexation to Sacramento Area Sewer District (SASD) (03-14) [CEQA Exempt]**

CONTACT: Donald J. Lockhart AICP, Assistant Executive Officer (916) 874-2937
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RECOMMENDATION

1. Find the California Environmental Quality Act (CEQA) Categorical Exemption as adequate and complete for the above cited project, and direct the Executive Officer to file the Notice of Exemption with the County Clerk Recorder
2. Approve the City of Sacramento Fairbairn WTP Annexation to the Sacramento Area Sewer District (SASD.)
3. Waive the Conducting Authority protest proceedings due to 100% landowner and agency consent.

Project Proponents:

City of Sacramento
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Project Description

The City of Sacramento City Council adopted Resolution No. 2014-0040 on February 11, 2014 to initiate these proceedings. The proposal requests Commission approval of the annexation of four contiguous parcels into the SASD. The affected territory consists of approximately 57 developed gross acres, within the City of Sacramento. The annexation is proposed by the City in response to the request by the SASD that the approximately 57 acres of City of Sacramento property be annexed into the Sacramento Area Sewer District. This annexation request is consistent with the SASD Ordinance and the Master Interagency Agreement. SASD currently provides wastewater collection and conveyance service to the affected territory.

Assessor Parcel Numbers (APN):	Area (in acres):
005-0010-011 (Treatment Plant)	33.22
005-0010-012 (Treatment Plant)	11.97
079-0200-001 (Ball Fields)	9.29
079-0200-046 (Parking for Ball Fields)	2.17
TOTAL AREA:	56.65

Background

The City's E.A. Fairbairn Water Treatment Plan (EAFWTP) on the American River was constructed in 1964, as a 32 million gallons per day (mgd) facility. In 1989, treatment capacity at EAFWTP was increased to 100 mgd. In 2005, total sustainable treatment capacity was further increased to 160 mgd with a peak hydraulic flow of 200 mgd.

The EAFWTP discharges wastewater into an onsite collection system that collects waste from the Water Quality Laboratory, Operations and Operations Laboratory, and Maintenance Building. The onsite collection system flows south along East Fairbairn Drive and discharges into the Sacramento Area Sewer District (SASD) collection system at College Town Drive and East Fairbairn Drive.

The plant's construction preceded the formation of the Sacramento Regional County Sanitation District (1973 - LAFC#35-73,) and SASD (1978 - LAFC# 57-77). Wastewater collection, conveyance, and treatment were originally provided via City of Sacramento services. Upon formation of the Sacramento Regional County Sanitation District (Regional San), in 1973, the Plant and related properties were included in the Regional San service area. The respective service areas of the two districts are largely, but not completely, coterminous. This SASD boundary oversight may be attributable to the general City service model of wastewater collection and conveyance into the Regional San system for treatment, as occurs elsewhere in the general vicinity. The affected territory is located within the SASD Sphere of Influence.

Additionally, facilities constructed at the Men's League Ball Fields located on the City- owned property immediately south of the EAFWTP (snack bar, restrooms, sinks, showers, etc.) discharge into the SASD collector system.

The lack of inclusion of these City properties in the SASD service area was a technical oversight. With improvements in GIS mapping, and utility billing technology services, this "disconnect" was

identified in 2011. The SASD has requested that approximately 57 acres of City of Sacramento property be annexed into the SASD. Upon notification from the SASD, the City has acted in a timely manner, and has responsively filed this request for annexation.

SASD is already providing wastewater collection and conveyance service for this property; the annexation will facilitate resource tracking allocation and billing.

The change in the service provider (to align with the actual current provider) would not result in any physical change in the environment. The attached Plan for Services more fully discusses the technical aspects of the proposal.

An alternate service solution which was studied by the City entailed the development of new facilities to connect to existing City sanitary sewer services. The City of Sacramento could extend sewer lines to the treatment plant, but at a cost exceeding the rates to be provided by SASD. This would involve constructing a new sewer lift station, several thousand feet of pipeline from the FWTP to Folsom Blvd and 61st St. and would cost approximately \$3.2 million (\$1.0 million for improvements and \$2.2 million for combined system impact fees – based on 200 mgd flow). This proposal is a much more effective and efficient use of public resources.

Sphere of Influence

The entire project is within the Sphere of Influence of SASD.

Existing and Surrounding Land Uses

Two parcels are the existing E.A. Fairbairn Water Treatment Plant (established 1964)– currently being upgraded with lagoons, flocculators, filters and a clearwell, as well as new mechanical equipment, piping systems, and electrical instrumentation and controls to increase capacity to 160 mgd, and two parcels south of College Town Drive that have baseball fields, concession stand and parking facilities. The Dan McAuliffe Memorial Ballpark (established 2000) at 3001 State University Drive East is currently leased to the Men’s League and Babe Ruth Baseball with the lease expiring on December 31, 2015.

The campus of CA State University Sacramento (CSUS) abuts the site to the west, the College Town student housing is to the immediate east, with Hwy 50 on the south, and the American River to the north.

City of Sacramento General Plan and Zoning Consistency

The project is consistent with the City of Sacramento General Plan and Zoning Code. The General Plan designates the affected territory Public/Quasi-Public, and Open Space and the current zoning is R-1-PC (American River Parkway Corridor) and R-1 (Single Family.)

LAFCo Standards, Policies and Procedures

The proposal is consistent with your LAFCo Policies, Standards and Procedures. The existing land uses are consistent with both the City General Plan and Zoning. This project is also consistent with the SASD policy that sanitary sewer service will only be provided to parcels that are zoned for urban development in accordance with the terms and conditions of the District.

Conducting Authority Proceedings

Staff recommends that the Conducting Authority protest proceedings be waived. The affected territory is owned solely by the project proponents. The affected property owners, and landowners within a 500 foot radius of the project site, have been notified of the date, time and place of the hearing on this proposal. The affected territory is deemed to be uninhabited, as there are fewer than 12 registered voters. No public or agency protest has been received.

Environmental Considerations

The California Environmental Quality Act (CEQA) requires analysis of agency approvals of discretionary “projects.” A “project,” under CEQA, is defined as “the whole of an action, which has a potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment.”

This annexation is exempt from the provisions of CEQA, pursuant to CEQA Guidelines section 15305 and section 15061(b)(3), in that the project constitutes a minor alteration in land use limitations and because it can be seen with certainty that the action would not have a significant effect on the environment.

Affected Agencies:

Sacramento Area Sewer District (SASD)

The affected agency has provided the following comments regarding the ability to provide service to the affected territory

The lands proposed for annexation are within the Sphere of Influence of the agency.

The Sacramento Area Sewer District (SASD) has reviewed the Fairbairn Water Treatment Plant (Fairbairn) and Dan McAuliffe Memorial Ballpark (Ballpark) annexation application to SASD and determined it has the means and capacity to continue to provide wastewater collection service to the affected territory.

Fairbairn and the Ballpark currently discharge wastewater into SASD's collection system at maintenance hole number 322-167-1004 which is located at the intersection of College Town and Fairbairn Drives. The connection point conveys sewage flows to SASD Pump Station S079 which then discharges to the Regional San Central Interceptor.

During the design phase of Fairbairn's new solids handling facility, it was determined that Fairbairn and the adjacent Ballpark were never annexed into SASD's Service Area. The date of the connections to SASD is not known, but the connections appear in site plans for a 2001 installation of a stop light at College Town Drive and Fairbairn Parkway.

Infrastructure/ Fees and Charges

The Impact Fee for Fairbairn to connect to SASD is \$58,500.00. The Impact Fee for the Ballpark to connect to SASD is \$922.00. The back-charges for monthly rates owed are \$37,497.93.

Other Affected Agencies

Although not an “affected agency”, staff provided project information to CSUS. No comments or objections were provided.

The City of Sacramento has initiated this annexation to clarify the existing service relationship of the affected territory with SASD.

EXECUTIVE OFFICER COMMENTS:

The proposal is consistent with the City of Sacramento General Plan, the Municipal Service Review of the Sacramento Area Sewer District (SASD,) and your Commission’s Local Policies, Standards, and Procedures. I respectfully recommend that your Commission:

1. Find the California Environmental Quality Act (CEQA) Categorical Exemption as adequate and complete for the above cited project, and direct the Executive Officer to file the Notice of Exemption with the County Clerk Recorder
2. Approve the City of Sacramento Fairbairn WTP Annexation to the Sacramento Area Sewer District (SASD.)
3. Waive the Conducting Authority protest proceedings due to 100% landowner and agency consent.

Respectfully submitted,

SACRAMENTO LOCAL AGENCY FORMATION COMMISSION

Peter Brundage Executive Officer

Attachments:

- A. Plan for Service
- B. Maps

dl:DL
(Fairbairn WTO Comm Memo)

PLAN FOR SERVICE

CITY OF SACRAMENTO FAIRBAIRN WTP

EXPANSION – SASD (LAF# 04-13)

This Plan For Services is prepared by the City of Sacramento to assist the Sacramento Local Agency Formation Commission to fulfill its responsibilities pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000.

Section 56001 of the Government Code reiterates and emphasizes the State Legislature's policies of:

- Discouraging urban sprawl and promoting orderly development
- Accommodating growth within the agencies which can best provide services
- Efficiently extending government services
- Collaboration of local officials in addressing regional growth issues
- Preserving open-space
- Providing housing for people of all incomes
- Giving responsibility to the agency that can best provide government services.

Pursuant to Sacramento LAFCo policies, a plan for services must provide information regarding the level, range, timing, financing, and necessary infrastructure. The annexation proposal must be consistent with the existing Spheres of Influence and Municipal Services Review, as well as any relevant special studies. The Plan For Services allows examines resource availability, applicability of local policies, and justification of proposed actions and boundary issues.

The Plan for Services includes:

1. A description of the level and range of each service to be provided to the affected territory.
2. An indication of when the service can be feasibly extended to the affected territory.
3. An identification of any improvement or upgrading of structures, roads, water or sewer facilities, other infrastructure, or other conditions the affected agency would impose upon the affected territory.
4. The estimated cost of extending the service and a description of how the service or required improvements will be financed. A discussion of the sufficiency of revenues for anticipated service extensions and operations is also required.
5. An indication of whether the annexing territory is, or will be, proposed for inclusion within an existing or proposed improvement zone/district, assessment district, or community facilities district.

Proposal

As required by the SASD Ordinance and the Master Interagency Agreement, the District requests that approximately 57 acres of City of Sacramento property be annexed into the Sacramento Area Sewer District. There is no physical service change, as the wastewater collection and conveyance service is currently provided by SASD rather than by the City's Department of Utilities. Accordingly, the scope of this Plan For Services is limited to this service.

Background

A major renovation of the Sacramento River Water Treatment Plant began in May 2013 as part of the Water Treatment Plants Rehab Project CIP Z14006000, which also will add solids handling and drying facilities at the EA Fairbairn Water Treatment Plant (EAFWTP) located off the American River. There are, however, no other structural or process modifications included at EAFWTP as part of the WTP Rehab Project.

The EAFWTP was constructed in 1964, as a 32 mgd (million gallons per day) facility with two flocculation/ sedimentation basins (Trains 1/2) and eight filters (1-8). In 1989, treatment capacity at EAFWTP was increased to 100 mgd, primarily by modifying filters 1-8. In 2005, total sustainable treatment capacity was further increased to 160 mgd with a peak hydraulic flow of 200 mgd. The 2005 construction included adding another two flocculation/ sedimentation basins (Trains 3/4) and another eight filters (filters 9-16).

During the design phase of EAFWTP solids handling facility, it was determined that the concentrate generated from the solids dewatering process must be disposed of to the sewer rather than be recycled through the water plant. Thus, the City is changing its residual solids handling process from solar residual solids drying lagoons and temporary mechanical dewatering to permanent mechanical dewatering centrifuge equipment and facility, and this process change will result in ongoing discharge of wastewater and dewatering decant that exceeds the capacity of SASD pump station S079 without extensive upgrades.

This additional flow to the sewer raised the question "is there adequate capacity in the SASD's collection system and does the City need to modify the SASD discharge permit?" After discussions with SASD staff, it was determined that the City doesn't have a current SASD discharge permit and the City property that includes EAFWTP and the baseball fields are not within the SASD service area.

EAFWTP discharges wastewater into an onsite collection system that collects waste from the Water Quality Laboratory, Operations and Operations Laboratory, bathrooms, showers, lunch room, and Maintenance Building. The onsite collection system flows south along East Fairbairn Dr. and discharges into SASD's collection system at College Town Dr. and East Fairbairn Dr. (Pump Station S079 which discharges to the SRCSD Central Interceptor).

SRCSO owns and operates the Arden Force Main, a pressurized interceptor sewer pipeline located adjacent to Fairbairn that conveys wastewater from the Arden Sewer Pump Station N19 to the Sacramento Regional Wastewater Treatment Plant. SRCSO has determined that the Arden Force Main has available capacity to accommodate the proposed additional wastewater flow from Fairbairn.

The plant's construction preceded the formation of the Sacramento Regional County Sanitation District (SRCSO, 1973 - LAFC#35-73,) and SASD (1978 - LAFC# 57-77). Wastewater collection, conveyance and treatment were originally provided via City of Sacramento services. Upon SRCSO formation, in 1973, the Plant and related properties were included in the SRCSO service area.

The subsequent lack of inclusion in the SASD service area was a technical oversight. With improvements in GIS mapping, and utility billing technology services, this "disconnect" was identified in 2013. Upon notification from the SASD, the City has acted in a timely manner, and has responsively filed this request for annexation.

Level and Range of each service to be provided to the affected territory

The Plant currently generates approximately 2.45 million gallons per month with a flow range between 30 and 200 gpm and as high as 350 gpm on a temporary basis. With the current rehabilitation project, the Plant will not increase wastewater discharges to SASD system. (The increased flows created from the dewatering facility will be discharged into SRCSDs force main interceptor.)

In addition to the discharges from the Water Treatment Plant, the adjacent ball fields (leased from the City) also generate minimal wastewater flows. The average and maximum wastewater flows from this facility are unknown and would require flow monitoring during baseball season to accurately determine the flows. There should not be any flows during the off-season.

Facilities generating wastewater flows are as follows:

- Snack Bar
 - 1 double sink
 - 1 single sink
- Utility/Storage Room
 - 1 toilet
 - 1 sink
 - 1 shower
- Men's Restroom
 - 3 sinks
 - 3 urinals
 - 1 handicap stall
 - 1 regular stall

- Women's Restroom
 - 2 sinks
 - 1 handicap stall
 - 4 regular stalls

The Sacramento Regional County Sanitation District is the current wastewater treatment service provider. No change is proposed.

On paper, the City of Sacramento is the current wastewater collection service provider. However, the City has been discharging wastewater into SASD facilities via maintenance hole number 322-167-1004, for some unknown period of time. The request is to formalize this discharge arrangement.

This ongoing informal service arrangement has not significantly adversely impacted SASD operations, or ratepayers.

Timing for Service Extension

Service is currently in place. This is a requested boundary adjustment (annexation) to facilitate service billing.

Infrastructure Modifications Required to Provide Service to the Affected Territory

The District has adequate capacity to service the 200 gpm of wastewater generated by the Water Treatment Plant and adjacent ball field.

Estimated Cost of Providing Infrastructure to Service the Affected Territory

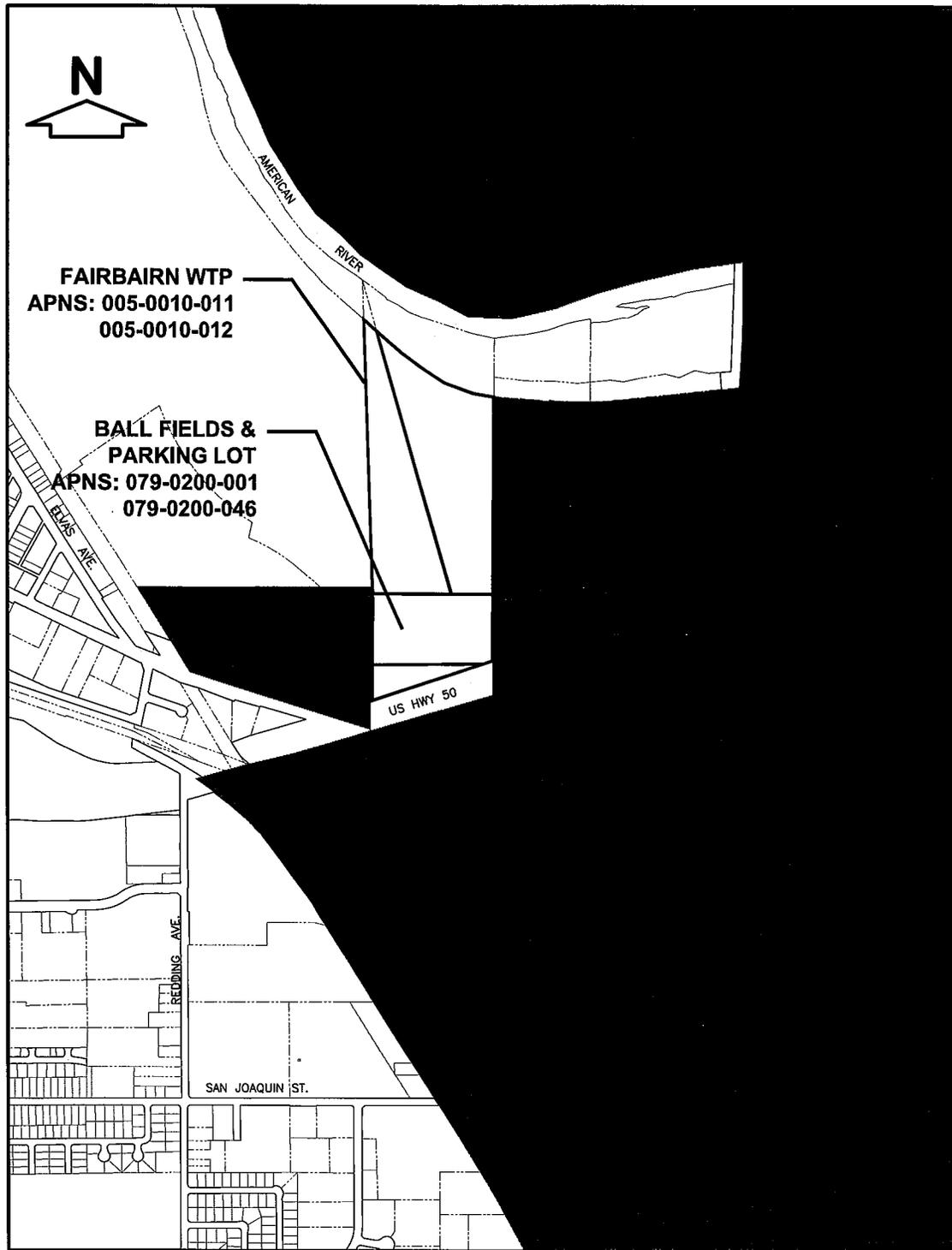
The District will incur no significant capital costs to accommodate the wastewater flows generated by the affected territory. The City will pay to SASD and SRCSD (at current fee schedule) the wastewater impact fees for the water treatment plant and ball fields.

The City has agreed to pay normal service charges for the past 3-years in which the City had been discharging wastewater into the SASD system. The City will pay normal service charges attributable to the Water Treatment Plant immediately following the effective date of this annexation. Monthly service charges for the ball fields will be the responsibility of the Men's League.

Inclusion in Financing Districts

The City is not being required to join any existing assessment district or community facilities district.

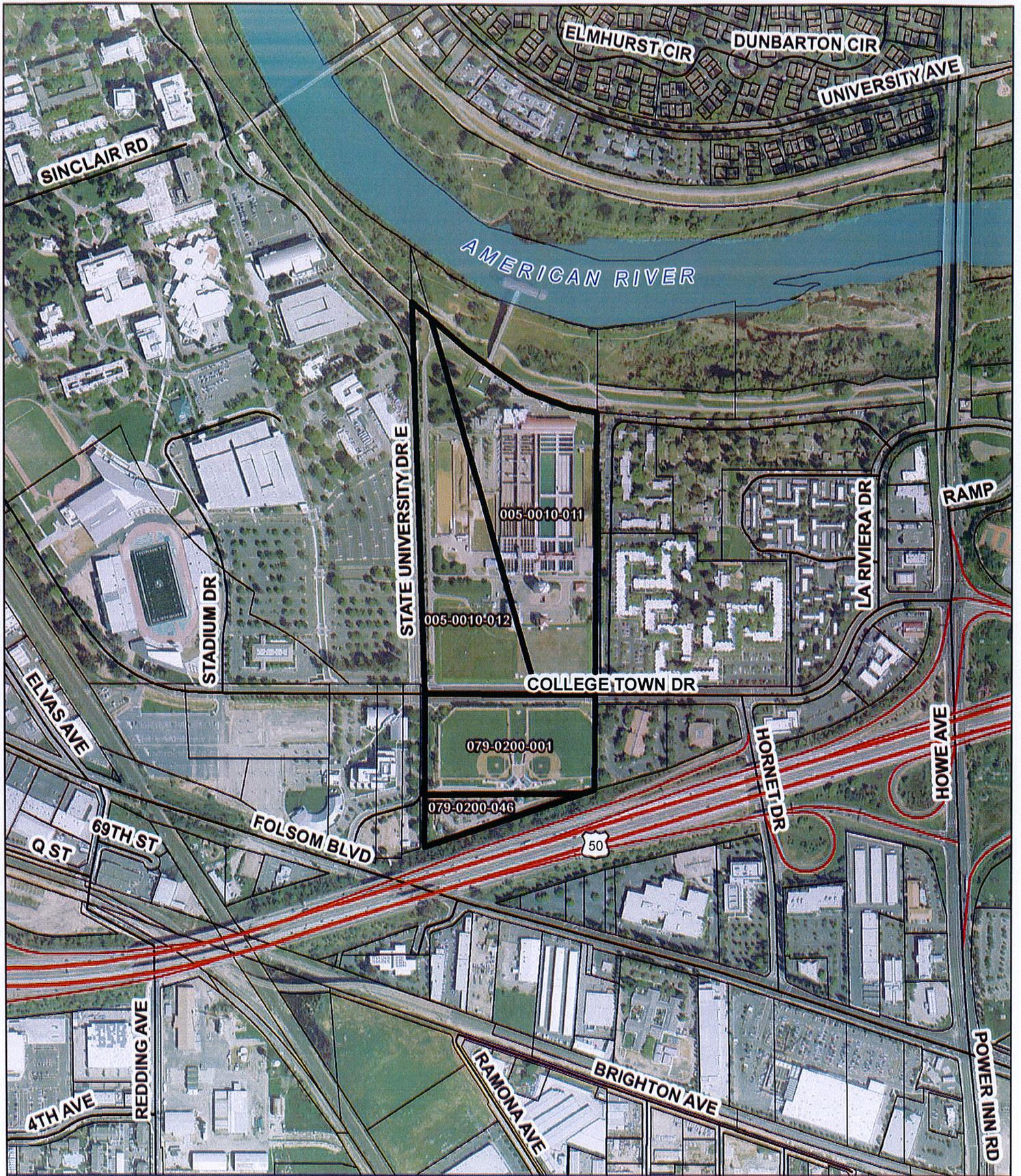
VICINITY MAP ANNEXATION INTO SASD SERVICE AREA FAIRBAIRN WATER TREATMENT PLANT CITY OF SACRAMENTO



NOTES:

1. SHADED AREA INDICATES CURRENT SASD SERVICE AREA
2. SUBJECT PARCELS ARE INSIDE THE SRCSD SERVICE AREA





City of
SACRAMENTO

Community Development

Resolution 2014-0040

Map Created: 10/23/13

Fairbairn WTP Annexation Project Area

February 11, 2014

