LAFCO

Yolo County Local Agency Formation Commission
625 Court Street, Suite 203, Woodland, CA 95695
lafco@yolocounty.org (email) www.yololafco.org (web)
(530) 666-8048 (office)

To: Olin Woods, Chair, and Members of the
Yolo County Local Agency Formation Commission

From: Elisa Carvalho, Assistant Executive Officer

Date: March 28, 2011

Subject: City of Woodland Municipal Service Review and Sphere of Influence Study and Environmental Impact Review (LAFCO No. S-034)

Recommended Action

1. Open the public hearing to receive comments on the Draft City of Woodland Municipal Service Review and Sphere of Influence Study and the environmental impact review; and
2. Accept the Draft City of Woodland Municipal Service Review and Sphere of Influence Study (Exhibit 1); and
3. Determine that the City of Woodland Municipal Service and Sphere of Influence Study is exempt from CEQA pursuant to CEQA Guidelines 15183 and Public Resources Code Section § 21083.3; and
4. Adopt the Draft City of Woodland Municipal Service Review and Sphere of Influence Study as Final.

Budget Impact

This study was prepared in-house by staff.

Reason for Recommended Action

The Public Hearing provides the Commission an opportunity for formal review of the study and an opportunity to make a recommendation regarding the Sphere of Influence

boundaries (see Figure 1.0-1). The Commission received a draft of the City of Woodland Municipal Service Review and Sphere of Influence Study in October 2010. Several changes were made to the Sphere of Influence after the Commission's initial receipt and review of the study. Yolo LAFCO included eight additional parcels in the Sphere of Influence. These parcels are located northeast and east of the City and they are represented as Areas "D" and "F" in the attached Sphere of Influence Evaluation Areas map (See Figure 9.0-1).

Environmental Review

The project is within the scope of the previously certified 1996 Woodland General Plan Environmental Impact Report (EIR). Various provisions of the California Environmental Quality Act (CEQA) limit the need for additional environmental review in this circumstance, including Public Resources Code § 21083.3 and CEQA Guidelines § 15183. Under these provisions, projects that are consistent with a community plan, general plan, or zoning for which an EIR has been certified "shall not require additional environmental review, except as might be necessary to examine whether there are project-specific significant effects which are peculiar to the project or its site."

Background

The Commission Received the Draft City of Woodland Municipal Service Review and Sphere of Influence Study on October 25, 2010. The Public Hearing for the Study and impact of environmental review was set for February 28, 2011 to allow time for City staff to review and comment on the study. The City asked LAFCO to continue the Study to March to allow additional time to hold a Workshop with the City Council to describe the process and conclusions in the Municipal Service Review and Sphere of Influence Study.

Several changes were included in the study as a result of City staff comments and City Council review. These changes were related to deep flooding issues, land use designations and facilities, population projections, and agricultural mitigation.

As mentioned, staff included eight parcels in the Recommended Sphere of Influence that were not included in the October Draft Study. Three of the parcels are located in the northwest portion of the City in Area "D" shown in Figure 9.0-1. The City had previously restricted growth in this area due to its designation in the deep flood zone. A 2002 FEMA flood map identified areas of increased flood depths (up to four feet) in the northeastern sections of the City. The City also had a policy in place (Policy 8.B.3) that prohibited development of areas that were subject to deep flooding. Due to new analysis that showed flood depths to be two feet less than previous FEMA data, FEMA has conditionally agreed to amend its maps. The City also recently repealed its policy restricting development in deep flood areas.

The remaining five parcels that were added to the Recommended Sphere of Influence are located east of the City in Area "F" shown in Figure 9.0-1. This area was initially excluded because the City's General Plan designates it as urban reserve; this type of land use is not defined. According to staff, a portion of this area will be used as a right-of-way for utilities,

primarily water transmission pipelines, in the Woodland-Davis Water Supply Project. Regional facilities for this project, including transmission pipelines, are expected to be completed by 2015. The Project is expected to be completed and operational by 2016.

The City was concerned that population projections in the study were too high and did not accurately reflect the economic downturn. Staff initially used Department of Finance Numbers and City growth assumptions to project the City's population to 2020 and 2030. As a result of the City's concerns, LAFCO staff also provided SACOG and Department of Finance numbers and projections as a means of comparison. SACOG and the City indicated that that numbers being used were pre-recession and may not reflect actual growth over the next 20 years. LAFCO staff, again, updated the population numbers when the 2010 Census Data numbers came out in an attempt to reflect lower growth rates; however, since the projections were based on the City's own growth assumptions these numbers might still seem high. In every case, the projections indicate that the City has not dedicated sufficient land to accommodate growth. The City felt that the assumptions in the Sphere of Influence indicated that the City's 2002 General Plan needed to be updated and that additional density options may need to be reviewed and could possibly address the remaining required growth.

The City was concerned about conclusions regarding agricultural mitigation. The Study indicated that the City did not have an agricultural mitigation policy. According to City staff, the City uses the County's Agricultural Mitigation Ordinance for mitigation on projects.

Other changes to the study generally include clarification or expansion of information that was already included in the study.

Sphere of Influence Recommendations

The areas recommended for inclusion in the City of Woodland Sphere of Influence represent the most logical areas for future growth.

Staff recommended areas for the Sphere of Influence that were evaluated in previous studies, are already developed, constitute existing islands in the City (substantially surrounded by growth), are intended for potential municipal uses, and are small and not suitable for farming.

Areas that were excluded have not been evaluated in previous studies, are large viable parcels that are still being farmed, include or are adjacent to Williamson Act, split parcels, and/or are not adjacent to the City.

Attachments:

Exhibit 1: City of Woodland Municipal Service Review and Sphere of Influence Study
Figure 1.0-1: Proposed City of Woodland Sphere of Influence
Figure 9.0-1: Sphere of Influence Evaluation Areas

Draft City of Woodland

Municipal Service Review/ Sphere of Influence Update

Yolo Local Agency Formation Commission

March 28, 2011

TABLE OF CONTENTS

LIST OF FIGURES

1.0 EXECUTIVE SUMMARY

ABOUT THE CITY OF WOODLAND

The City of Woodland is located in eastern Yolo County, generally where I-5 and Highway 113 intersect. The City is approximately four miles north of the City of Davis and three to five miles west of the Sacramento River. The City encompasses 14.5 square miles and is largely surrounded by prime agricultural land on the north, west, and south. A portion of the City is in the Cache Creek floodplain, which is located north and northwest of the City and subject to a 100 year flood. The City, which was incorporated in 1871, is the County seat of Yolo County.

The City provides a full range of municipal services including library; storm drainage; water and wastewater; police and fire protection; planning and zoning; parks and recreation; construction and maintenance of streets, roads, and infrastructure; and general administrative support services. With a current population of 55,468, the City has seen moderate but steady growth over the last decade.

PURPOSE OF THIS DOCUMENT

This Municipal Service Review (MSR) is required to update the City's Sphere of Influence (SOI) to ensure that adequate public services can be provided within the probable physical boundaries and service area of the City over the next 20 years. A Sphere of Influence Update was prepared, based on the determinations with this report.

In addition, the City's current SOI does not accurately reflect the current areas for new growth to meet growth demands over the 20-year planning period. The City's available residential, industrial, and commercial land base is building out at a steady pace and additional lands are needed to accommodate projected growth. This SOI Update will identify the areas where growth is most appropriate, and where future annexations may occur.

ACTIONS FOR APPROVAL

Actions for approval of this SOI Update include:

1. Completion of this Combined Municipal Service Review/Sphere of Influence Update;

2. Completion of the environmental review consistent with the California Environmental Quality Act (CEQA);

3. Public outreach and notification; and

4. Yolo Local Agency Formation Commission (LAFCo) approval and adoption of the Municipal Service Review and Sphere of Influence Update for the City of Woodland.

PROPOSED SPHERE OF INFLUENCE

Property has not been removed from the current sphere. The primary differences between the SOI last adopted in 2002 and the proposed SOI include changes to the proposed 10- and 20-year line. **Figure 1.0-1** shows the proposed SOI, with **Figure 1.0-2** showing the existing SOI, and **Figure 1.0-3** showing the changes.

Proposed City of Woodland Sphere of Influence

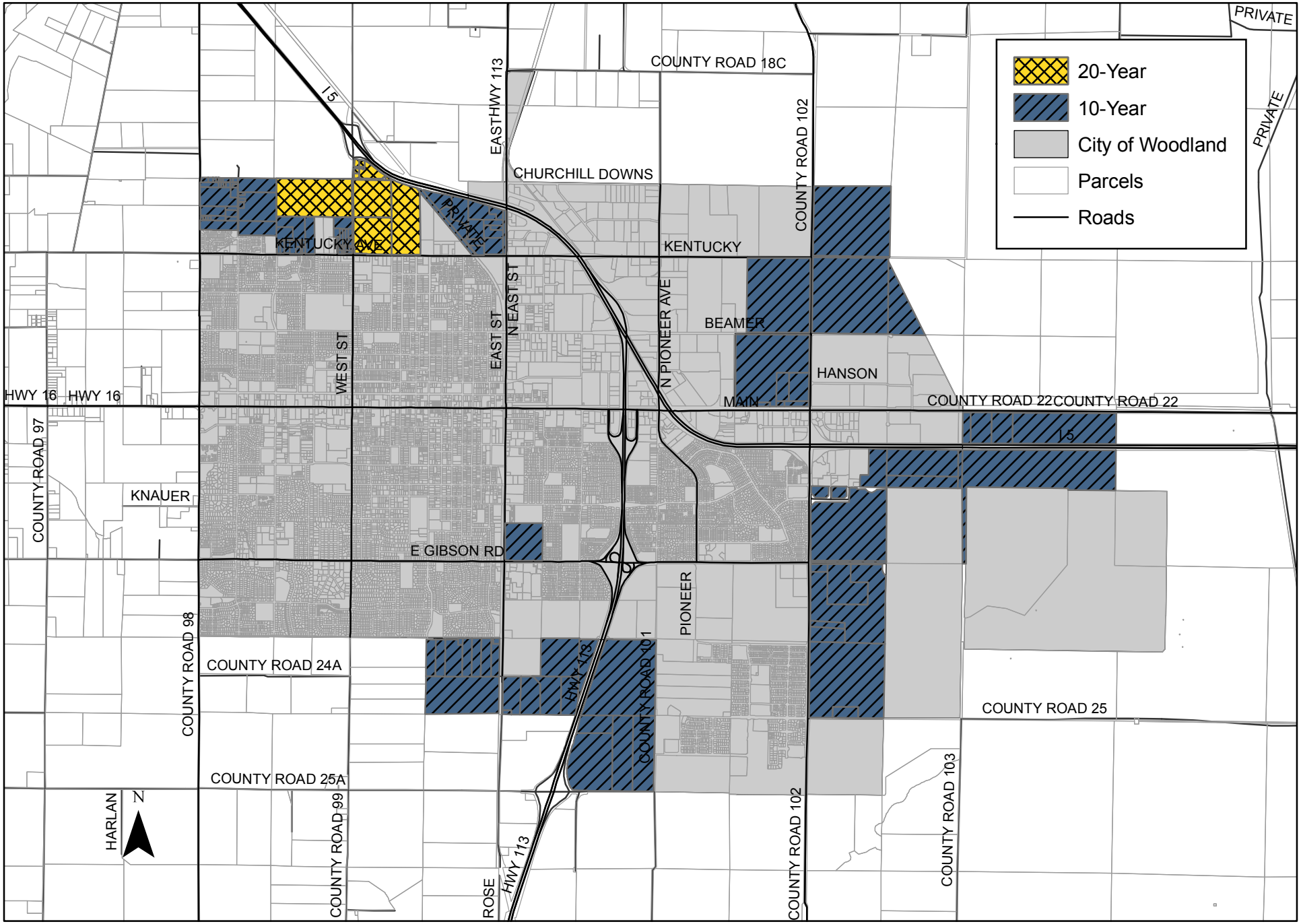
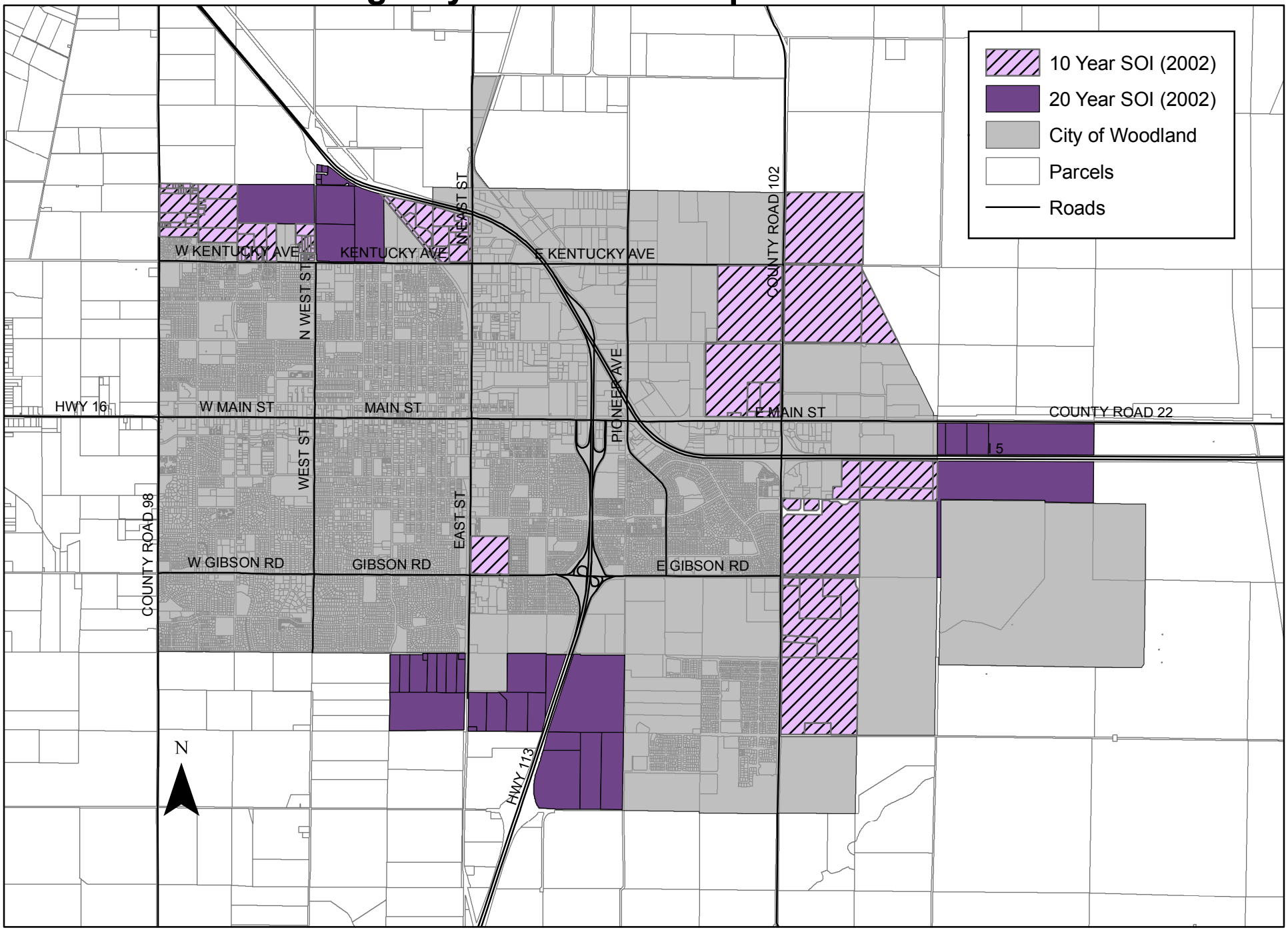


Figure 1.0-1

Created by Yolo LAFCO on October 18, 2010
Updated on March 4, 2011
Data provided by Yolo County

Existing City of Woodland Sphere of Influence



Created by Yolo LAFCO on October 18, 2010
Updated on January 28, 2011
Data provided by Yolo County

Figure 1.0-2

Changes to Existing Sphere of Influence

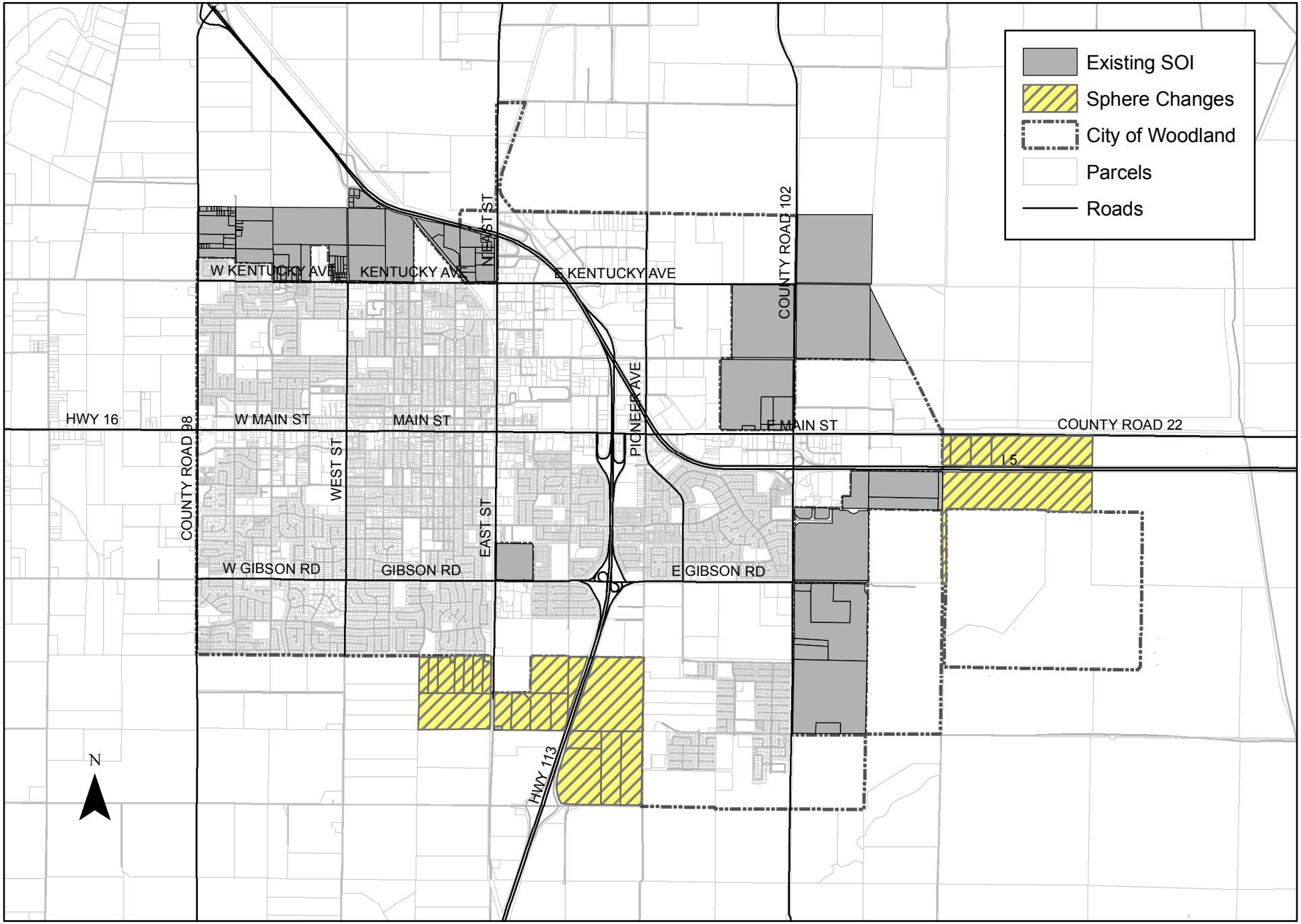


Figure 1.0-3

Created by Yolo LAFCO on October 18, 2010
Updated March 4, 2011
Data provided by Yolo County

2.0 INTRODUCTION

This Municipal Service Review (MSR) and Sphere of Influence (SOI) Update is prepared for the City of Woodland. The two documents will be used to provide analysis of services in the City and determine if municipal services can be extended to adequately serve potential areas of growth for the City.

A municipal service review (MSR) is conducted prior to or, in conjunction with, the update of a sphere of influence (SOI). The MSR evaluates municipal services. The SOI indicates the probable physical boundaries and service area of the City over the next ten and twenty years. The SOI is an important tool used to implement the CKH Act.

This MSR evaluates the structure and operation of City services. The MSR includes a discussion of the ability and plans of each provider to ensure the provision of municipal services to future developments currently outside City boundaries. This study was prepared using information on the City's website, City Council reports, master plans, and interviews.

The SOI and Service Review were prepared to meet the requirements and standards of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH). The Service Review was prepared using the Service Review Guidelines prepared by the Governor's Office of Planning and Research and LAFCO policies as a means of identifying and evaluating the public services for the City of Woodland and updating the City's SOI.

BACKGROUND

The Cortese/Knox/Hertzberg Local Government Reorganization Act of 2000 (CKH Act) requires each LAFCO to update the SOI for all applicable jurisdictions in the County. A SOI is defined by Government Code 56425 as "…a plan for the probable physical boundary and service area of a local agency or municipality…" Pursuant to Yolo County LAFCO policy an SOI includes an area adjacent to a jurisdiction where development might be reasonably expected to occur in the next 20 years. The Act further requires that an MSR be conducted prior to, or in conjunction with, the update of a sphere of influence.

The City of Woodland Municipal Service Review has been prepared in accordance with Section 56430 of the California Government Code as a means of identifying and evaluating public service provided by the City and in conjunction with an update to the City's Sphere of Influence.

The fundamental role of the Local Agency Formation Commission (LAFCO) is to implement the CKH Act (found at Government Code §56000, et seq.), consistent with local conditions and circumstances. The CKH Act guides LAFCO decisions. The major

goals of LAFCO as established by the CKH Act include:

- Encourage orderly growth and development, which are essential to the social, fiscal, and economic well being of the state;
- Promote orderly development by encouraging the logical formation and determination of boundaries and working to provide housing for families of all incomes;
- Discourage urban sprawl;
- Preserve open-space and prime agricultural lands by guiding development in a manner that minimizes resource loss;
- Exercise its authority to ensure that affected populations receive efficient governmental services;
- Promote logical formation and boundary modifications that direct the burdens and benefits of additional growth to those local agencies that are best suited to provide necessary services and housing;
- 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;
- Establish priorities by assessing and balancing total community services needs with financial resources available to secure and provide community services and to encourage government structures that reflect local circumstances, conditions, and financial resources;
- Determine whether new or existing agencies can feasibly provide needed services in a more efficient or accountable manner and, where deemed necessary, consider reorganization with other single purpose agencies that provide related services;
- Conduct a review of all municipal services by county, jurisdiction, region, sub-region or other geographic area prior to, or in conjunction with, SOI updates or the creation of new SOIs; and
- Update SOIs as necessary but not less than every five years.

To carry out State policies, LAFCO has the power to conduct studies, approve or disapprove proposals, modify boundaries, and impose terms and conditions on approval of proposals. LAFCO does not have direct land use authority. LAFCO is expected to weigh, balance, deliberate, and set forth the facts and determinations of a specific

action when considering a proposal.

Municipal Service Review Factors

A service review must have written determinations that address the following factors in order to update a sphere of influence:

Factors to be addressed:

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.

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

Information regarding each of the above issue areas is provided in this document. Written determinations regarding these factors have also been prepared for the Commission's consideration. The service review will analyze the City's services consistent with guidelines for preparing such a study.

Sphere of Influence Update

Yolo LAFCO's methodology is an essential part of updating the sphere of influence. Pursuant to Yolo County LAFCO policy, a City SOI includes an adjacent 10- and 20-year planning area where development might be reasonably expected to occur. The 10-year boundary delineates immediate growth and projected service extension. The 20-year line will show the long-term expectations of influence, impact, and control.

In a Sphere of Influence, the CKH Act requires LAFCO prepare and consider written determinations for each of the following:

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.

The MSR will be used to determine where the District is expected to provide services and the extent to which it is actually able to do so.

Sphere of Influence Guidelines

The Sphere of Influence guidelines adopted by Yolo County LAFCO provide direction in updating the City of Woodland Sphere of Influence. Each of the following guidelines has been addressed in either the SOI Update or the MSR.

LAFCO shall consider the following factors in studying and determining the SOI:

1. LAFCO will designate a sphere of influence line that represents the City's probable physical boundary and includes territory eligible for annexation and the extension or withdrawal of services within a twenty-year period.

2. The sphere of influence may delineate a ten-year line that represents more immediate service area coverage needs and a twenty-year line that projects necessary service coverage.

3. LAFCO shall consider the following factors in determining a sphere of influence.

    a. Present and future need for services and the service levels specified in applicable general plans, growth management plans, annexation policies, resource management plans, and any other plans or policies related to the ultimate boundary and service area.

    b. Service capability, including sufficient resource capacity to provide for internal needs and urban expansion.

    c. Existence of agricultural preserves, agricultural lands, and open space lands in the area, and the effect that inclusion within a sphere of influence shall have on the physical and economic integrity of maintaining the land in non-urban use.

    d. Present and future cost and adequacy of services anticipated to be extended within the sphere of influence.

e. Present and projected population growth, population densities, land uses, land area, ownership patterns, assessed valuations, and proximity to other populated areas.

f. Capital improvement or other plans that delineate planned facility expansions and the timing of that expansion.

g. Social or economic communities of interest in the area.

4. LAFCO may adopt a sphere of influence that excludes territory currently within SOI boundaries. This occurs where LAFCO determines that the territory consists of agricultural lands, open space lands, or agricultural preserves whose preservation would be jeopardized by inclusion within an agency's sphere of influence, when another agency can provide similar services better than the existing service agency, or where exclusion is deemed appropriate for other sound policy reasons. Exclusion of these areas from an agency's sphere of influence indicates that detachment is appropriate.

5. Where an area could be assigned to the sphere of influence of more than one agency providing a particular needed service, the following hierarchy shall apply dependent upon ability to provide service.

   a. Inclusion within a city sphere of influence.

   b. Inclusion within a multi-purpose district sphere of influence.

   c. Inclusion within a single-purpose district sphere of influence.

   In deciding which of two or more equally-ranked agencies shall include an area within its sphere of influence, LAFCO shall consider service and financial capabilities, social and economic interdependencies, topographic factors, and the effect that eventual service extension will have on adjacent agencies.

6. Sphere of influence boundaries shall not create islands or corridors unless it can be demonstrated that the irregular boundaries represent the most logical and orderly service area.

7. Non-adjacent, publicly-owned properties and facilities used for urban purposes may be included within the sphere of influence if eventual annexation would provide an overall benefit to residents.

Sphere of Influence Update Process Outline

1. Concurrent preparation of a draft municipal services review and a draft sphere of influence update.

2. Completion of the environmental review process consistent with the California Environmental Quality Act (CEQA).

3. Public review of the municipal service review, sphere of influence, and environmental review documents.

4. Approval of the municipal service review, sphere of influence study, and acceptance of the appropriate environmental document.

3.0 GROWTH AND POPULATION PROJECTIONS

This section analyzes current growth and projected growth within the City and within the probable physical boundaries and service area of the City over the next 20 years.

CURRENT CONDITIONS

The City of Woodland is an urban city with a steady growing population. The City's goal for future growth is high-quality, orderly growth to achieve a balance in residential, commercial, and industrial development. The City's General Plan states that development should occur consistent with the City's ability to assimilate growth and maintain the small-town feeling and quality of life.

The City's commercial, residential, and industrial land base is generally building out at a steady pace; however, there are some opportunities for redevelopment and infill. Redevelopment and infill projects provide additional opportunities for expansion and growth within the City. Modest redevelopment is projected to occur in the City's older and historic corridors. Infill opportunities are available on vacant industrial land in the City's northwest quadrant and commercial land along Main Street and on the northwest and south side of town. The City also contains vacant commercial and industrial buildings. With the City's history of steady, phased, orderly compact growth, there are few opportunities for residential infill outside of the Spring Lake Development on the southeast side of the City. Additional lands outside the current boundaries are necessary to accommodate projected growth to 2030.

The City is currently evaluating two proposals outside the City limits, which would eventually need to be annexed. The City prepared a Gateway Phase II Draft Environmental Impact Report (EIR) in 2010. The Gateway II Proposal consists of 154 acres located at the northeast corner of intersection of County Road (CR) 24/East Gibson Road and CR 102. The City recently selected a consultant to perform an environmental review of the Knaggs proposal, which consists of 113.7 acres located at the southwest corner of East Beamer Street and CR 102. Both of these projects are part of larger islands, which will be discussed later in this section.

GROWTH CONSTRAINTS

There are several constraints that limit the City's growth outside of its current boundaries. Major constraints to development include state and local agricultural preservation policies, City growth policies, and flooding. Waterways around the City that are subject to periodic flooding include Cache Creek to the north and northwest, the Yolo Bypass to the east, and Willow Slough to the south. Areas subject to 100 year flood events include lands in the Cache Creek floodplain in the north and northwest part of the City. Flooding constraints are further discussed in a subsequent section of this study. Agricultural preservation and growth policies are discussed below.

Agricultural Preservation Policies

State and local agricultural preservation goals, policies, and regulations direct most urban development into existing cities.

Yolo LAFCO's agricultural preservation policy discourages the annexation of prime agricultural land or land uses that are in conflict with existing agricultural preserves. Prime agricultural lands, which LAFCO classifies and Class I and II soils, are directly adjacent to the City's boundaries on the north, west, and south. Few prime soils are located east of the City.

Williamson Act lands also surround the City's boundaries. Generally, these lands are approximately half a mile or more from the City's boundaries; only about 1.5 miles of the City's total perimeter is adjacent to Williamson Act land. Williamson Act land enables the County to enter into contracts with private landowners for the purpose of restricting specific parcels of land to agricultural or related open space use in return for lower property tax assessments. Typically, the state replaced the County's lost property tax revenues; however, the state suspended those payments in Fiscal Year 2009/10. Though funding for this program has been suspended the contracts are still in place. **Figure 3.0-1** indicates prime soils and farmland currently under Williamson Act contract.

The City of Woodland promotes and supports agricultural protection and preservation through its General Plan policies. The City supports agricultural zoning and practices inside its urban limit line until development is appropriate. The City's General Plan policies support Yolo County's right-to-farm ordinance and implementation of the County's agricultural preserve program. The City of Woodland does not have an agricultural mitigation policy. City staff indicates that the City uses the Yolo County Agricultural Mitigation Ordinance for mitigation of development projects.

City Growth Policy

The City maintains a cap on population growth per year and over the next decade. It is the City's policy to limit growth to an average 1.7 percent per year. The City also restricts growth to a population of 60,000 in 2015 and designates land in its General Plan to accommodate projected growth of 66,000 by 2020.

PROJECTED GROWTH

Various assumptions based on current policies and growth patterns were used to project the City's growth rate over the next 20 years. The City's growth rate restriction of 1.7 percent was primarily used to estimate the City's growth. Additional assumptions included average persons per dwelling unit, growth that corresponds to Planned Neighborhood use densities, and a similar proportion of future land uses to current

Prime Soils and Williamson Act Land

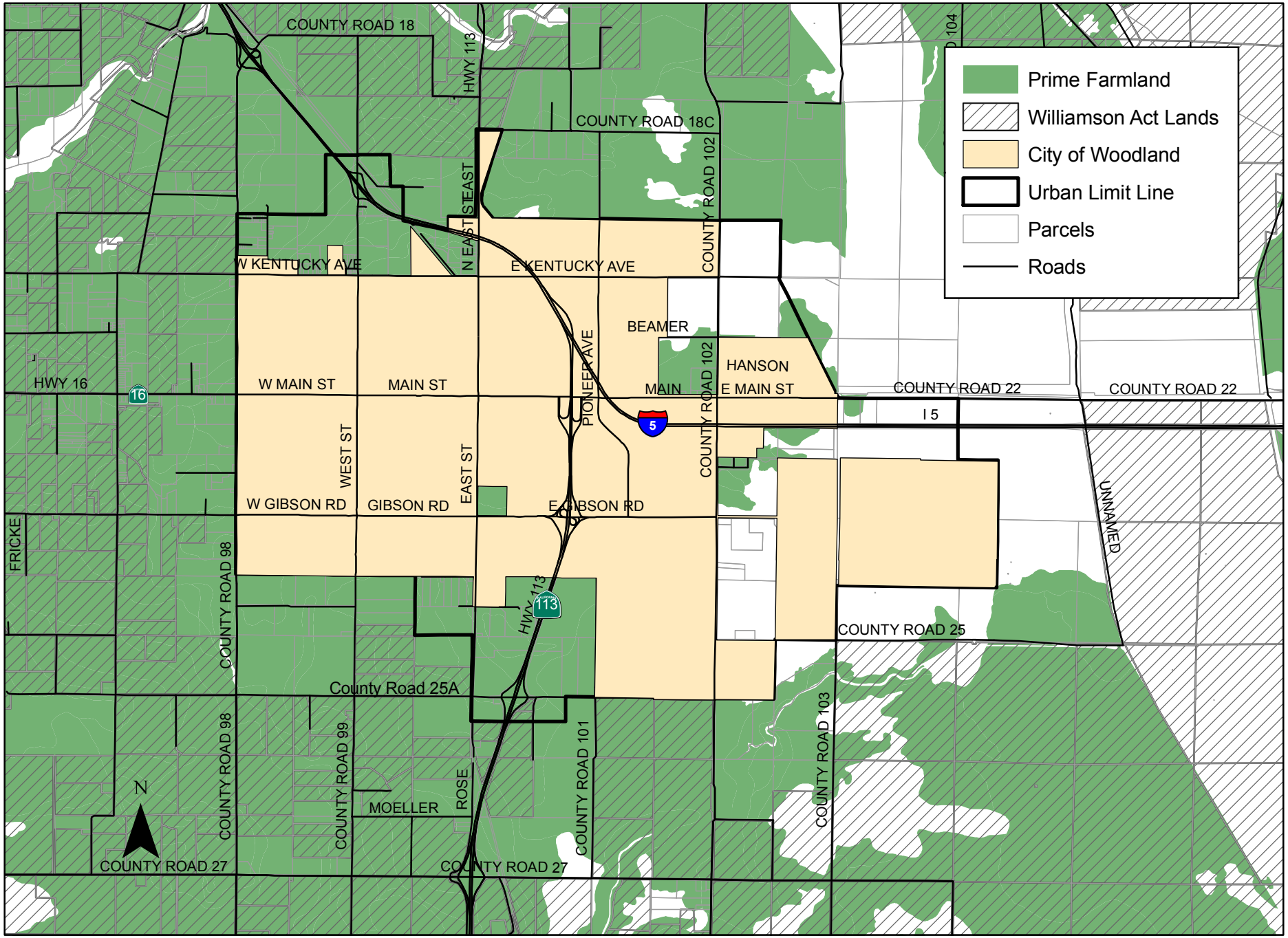


Figure 3.0-1

Created by Yolo LAFCO on June 4, 2010
Updated March 7, 2011
Data provided by Yolo County

uses. The average persons per dwelling unit estimates used were obtained from the 2001 Spring Lake Specific Plan. The Planned Neighborhood designation is anticipated for most new residential development in the City to allow for a good mix of homes and community facilities.

Population

According to 2010 Census data, the City of Woodland population in 2010 was 55,468. Future growth projections are provided below for 2015, 2020, and 2030 to allow for comparisons of the City's growth expectations and the 10- and 20-year timeline for the City's sphere of influence. As a means of comparison, City, SACOG, and Department of Finance (DOF) growth projections have been provided.

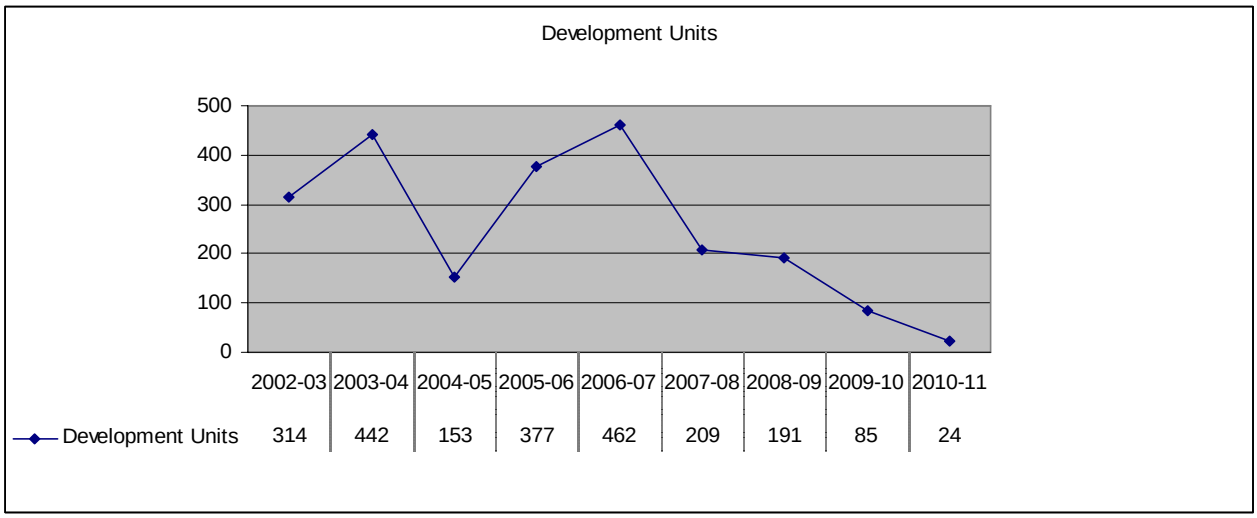
TABLE 3.0-1
POPULATION ESTIMATES AND PROJECTIONS

Year	SACOG	Dwelling Units	DOF	Dwelling Units**	City*	Dwelling Units**
2010	55,269		57,288		55,468	
2015	59,895	1,651	63,137	2,095	60,346	1,747
2020	64,805	2,007	68,615	1,962	65,653	1,901
SUBTOTAL		**3,658**		**4,057**		**3,648**
2030	74,638	3,735	77,101	3,039	77,707	4,317
TOTAL		**7,393**		**7,096**		**7,965**
*Assumes 1.7 percent average annual growth rate						
**Assumes 2.792 persons per dwelling unit						

Based on the City's 1.7 percent growth rate, the City is expected to exceed its own 2015 and 2020 population caps by the years 2013 and 2019 respectively. Based on City and SACOG growth projections and 2010 Census data the City's population is also expected to exceed planned development (see table 3.0-2) inside the City by 2020 and overall projected development (see table 3.0-3) by 2030. City projections will be used to evaluate projected land demands for this Study.

All of the projections provided in the table were based on pre-recession numbers; therefore, growth assumptions may be optimistic. According to SACOG staff, the SACOG projections provided for this report were based on 2005 numbers and they show a much higher rate of growth in the early years than what has been seen since 2005 and what is expected out to 2020.

The City also indicated that the expectations for growth that were used to calculate the City's projected population in Table 3.0-1 are high. According to City staff, new home construction has significantly slowed. The graph below illustrates the City's development trend over the last nine years.



According to information in the graph, the City has developed an average 250 units per year over the last nine years.

Planned Development

The City contains existing vacant land inside of the City that can absorb some of the City's projected growth. LAFCO approved the Spring Lake Reorganization to the City of Woodland in January 2003. The Spring Lake area was a planned 1,097-acre development located south of Gibson Road, north of CR 25A, and generally east of CR 101; there is a portion of Spring Lake immediately north of the easterly extension of CR 24C that extends west over State Route 113. The development was approved for 4,035 dwelling units on approximately 665 acres. The Spring Lake development is scheduled to be built out over a 15-year time period. There are currently 1,668 occupied dwelling units in Spring Lake and a capacity for 2,367 more dwelling units.

The City designates one area inside the City as Planned Development in its zoning map. The Ogden/Gibson Development includes a vacant 12.4 acre parcel located at the northwest corner of Gibson Road and Ogden Street. The City Planning Commission approved a revised Tentative Map on May 6, 2010 to allow up to 79 single family lots on this parcel.

Table 3.0-2 shows the remaining units needed to accommodate growth, subsequent to the development of the Spring Lake Area and Ogden/Gibson Development. Based on City growth projections, the City needs to accommodate an additional 5,780 units.

TABLE 3.0-2
GROWTH AND DEVELOPMENT

Planned Development		Planned Development (units)	SACOG	DOF	City
			7,393	7,096	7,965
Spring Lake	Inside City	2,367	5,026	4,729	5,598
Ogden/Gibson		79	4,947	4,650	5,519

There do not appear to be any other areas entitled for residential growth within the City.

Projected Demands

The Gibson/Ogden Development and the Spring Lake Area will not accommodate the City's growth out to 2020 or 2030. As provided in Table 3.0-2, the City needs an additional 5,519 units overall to meet growth expectations upon build out of these two areas. The City needs 3,648 units to meet growth expectation out to 2020 and the Gibson/Ogden Developments only provide 2,446 units, sixty-seven percent. The City needs an additional 1,202 units to accommodate growth out to 2020.

GROWTH PLANNING

The City's projected growth and anticipated future improvement needs are based upon the General Plan that projects the locations and land use types of future growth. The 2002 General Plan Update serves as the overall guidance policy document for land use and development for the City. The Land Use and Community Design Element of the General Plan designate the general distribution and intensity of all present and future uses of land in the community. The General Plan Land Use Diagram is the site-specific map that illustrates the desired arrangement and location of land uses.

The City's General Plan includes the City of Woodland "Planning Area" that includes all land designated or to be considered for future development. Within the Planning Area, the General Plan defines an Urban Limit Line encompassing all land to be considered for urban development within the time frame of the General Plan (by 2020). The urban limit line was updated and expanded in 2006. **Figure 3.0-2** shows the City's urban limit line.

Development that occurs within the City must be consistent with the City's General Plan and the City's Zoning Ordinance.

The Zoning Ordinance and Zoning Map provide more specific development and land use regulations for the City. The Zoning Ordinance is designed to implement the General Plan and promote, protect, and preserve the general public health, safety, and welfare of the residents.

Urban Limit Line

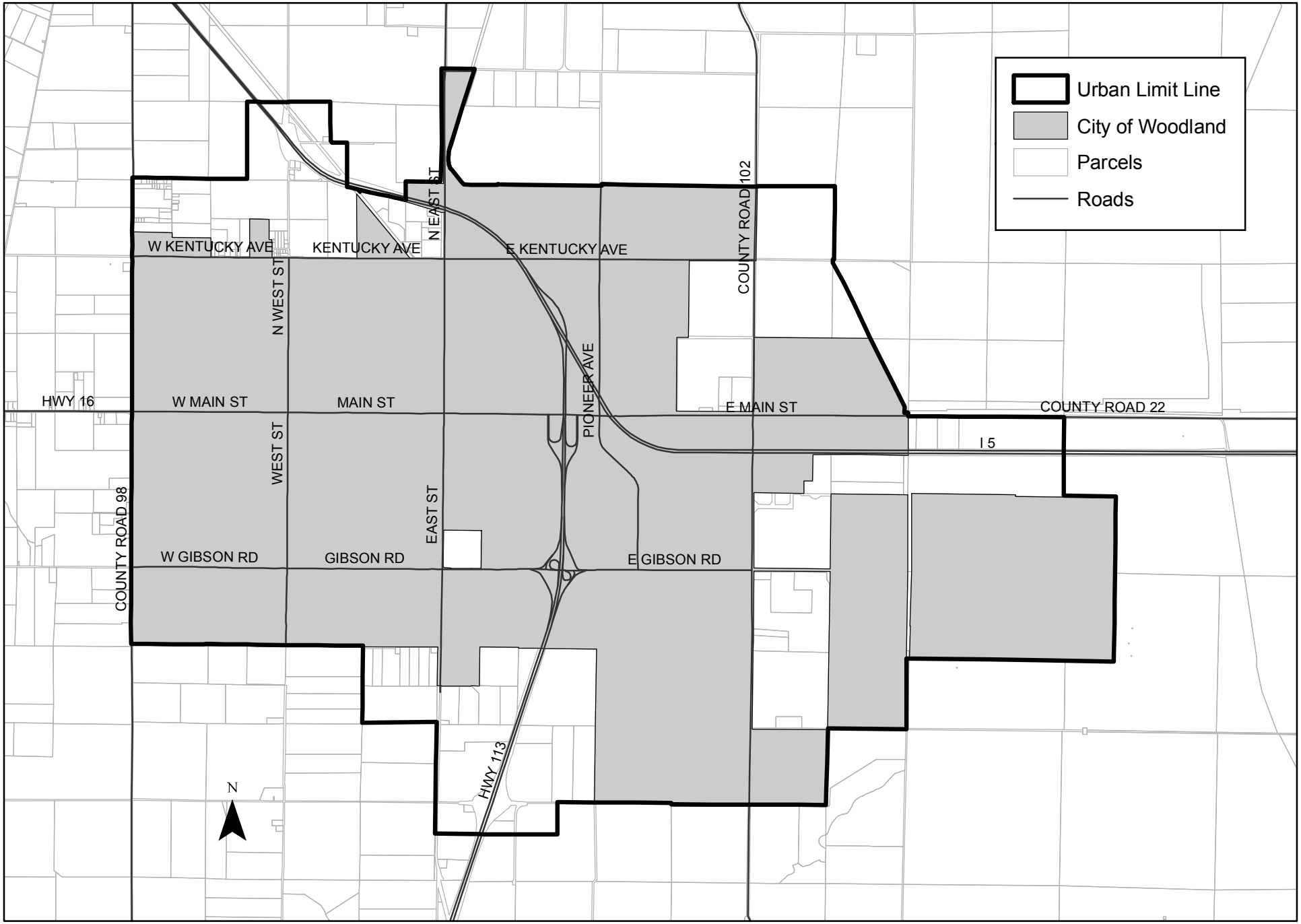


Figure 3.0-2

Created by LAFCO on October 13, 2010
Updated on January 28, 2011
Data provided by Yolo County

Future Growth Areas

The City's available residential, industrial, and commercial land is building out at a steady pace, although there has been some slowing in recent years due to the economy, but there still seems to be some need for additional undeveloped lands.

The City has identified specific areas for growth within its urban limit line. These areas are generally located northwest, northeast, east, and south of the City. Land uses generally include Industrial, Business Park, Open Space, Urban Reserve, Planned Neighborhood, and a small area of Rural Residential land uses.

The City's urban limit line identifies the "Master Plan Remainder Area" as an area for future residential growth. The 651 acre Remainder Area, evaluated as part of the Spring Lake Specific Plan, is generally located south of Road 24A, east of Road 98, west of CR 101 and east of the southern termination of College Street. The Remainder Area is projected to include 2,882 residential units.

The City's Master Plan Remainder Area will serve growth to 2020 but will not be sufficient to accommodate all projected growth over the next twenty years to 2030. Nearly half of the units in the Remainder Area will accommodate growth until 2020. As previously mentioned, the City needs an additional 1,202 units to accommodate growth out to 2020. The 2,882 residential units in the remainder area easily satisfy the units needed to accommodate that growth.

In addition to the Master Plan Remainder Area, the City also designated approximately 51 acres of land north of the City limits, between CR 99 and 98B, for rural residential uses. The area is substantially developed; however, approximately 32 acres could be further subdivided to allow for additional rural residential uses. The City allows two homes per acre for rural residential land uses; at this density, the area may be able to accommodate approximately 59 more units. With the addition of these rural residential units, the City will need to accommodate 2,578 more units. Table 3.0-3 represents remaining growth needs and planned development outside the City out to 2030.

TABLE 3.0-3
REMAINING GROWTH AND DEVELOPMENT

Planned Development		Development Units	SACOG	DOF	City
Remaining Units Needed			4,947	4,650	5,519
Remainder Area	Outside City	2,882	2,065	1,768	2,637
Rural Residential		59	2,006	1,709	2,578

Projected Land Demands

The City will need to designate additional land for residential uses to accommodate growth out to 2030. The City does not identify an adequate amount of land for

residential uses in its General Plan. The City needs to plan for an additional 2,578 units. Using the overall average residential density of 7 units per gross acre of residential land for Planned Neighborhood uses provided in the City's General Plan, the City would need to designate an additional 368 acres of gross residential land to accommodate population growth out to 2030.

The City could consider increasing its existing residential land use densities to accommodate future growth. As a member of SACOG, the City agreed to SACOG's Blueprint growth principles. Among other things, the principals promote infill and redevelopment and compact, mixed-use development. If the City increased its current Master Plan Remainder Area Planned Neighborhood residential land use designation to Medium or High Density Residential, that development might accommodate the City's projected 20-year growth; however, the City's planning vision does not seem to support these densities outside its core. The City would have to reevaluate any changed land uses and impacts through the planning process.

The City could also consider converting some of its Urban Reserve designations to residential. Again, the City would have to reevaluate any altered land uses and impacts through the planning process. Additionally, areas designated Urban Reserve may not be optimally located for residential uses considering they are adjacent to the City's wastewater treatment plant and/or the I-5 Freeway corridor.

Urbanized Unincorporated Areas

Appropriate growth areas include existing, partially developed areas that are served by the City. Partially developed areas in the City are generally located north of Kentucky Avenue and west of East Street. The City provides service to several of these developed areas, described below.

Unincorporated Service Areas

The City currently provides service to the following unincorporated areas by agreement.

Out of Agency Service Agreements

Westucky OOA –Sewer and water service to three parcels located north of Aspen Street along CR 99 (West Street) (2005).

Volkl OOA – Water service to two parcels located along the Southern Pacific Railroad south of Interstate 5 (1988).

Pirmi OOA – Sewer and Water service to two parcels west of East Street and north of Kentucky Avenue (1996).

The City provides sewer and water service to two of five parcels in the Barnard Court area located at the northwest intersection of CR 102 and Main Street south of the I-5 interchange, east of CR 99. Water and sewer service was originally extended to the area pursuant to an October 24, 1972 agreement between the City and the property owner. In 1998 the City entered into a joint agreement with the County and the property owners to allow further development of the Barnard Street property upon agreement from the property owners to annex the property when required by the City. Considering the Barnard property is not contiguous to the City, annexation of the parcels between the Barnard property and the City would be required.

Islands

Other appropriate growth areas include areas that are substantially surrounded by the City. LAFCO discourages the creation of islands. Pursuant to Government Code Section 56744 annexations or reorganizations that create islands are not allowed unless the Commission waives the requirement according to certain exceptions. The City has several islands east and north of the City limits. It is appropriate to place these areas in the General Plan to help reduce or eliminate existing islands. **Figure 3.0-3** shows islands around the City.

Municipal Property

Some city-owned property used for municipal purposes in the County is appropriate for future annexation to the City. City-owned property within the County used for municipal purposes includes drainage ponds in areas north, east, and south of the City. Other City-owned property that does not appear to have existing municipal uses includes the City's Sewer Farm, considered for disposal of treated wastewater, located in the Yolo Bypass west of the Tule Canal and north of CR 22 and the site of a former sewer treatment plant at the northwest corner of CR 102 and Beamer Street. **Figure 3.0-4** shows City-owned land outside the City limits.

Sphere of Influence

The City's SOI represents the probable physical boundaries and service area of the City within the next twenty years. The SOI includes undeveloped areas, adjacent developed areas, and municipal property. **Figure 1.0-1** shows the City's current boundaries and the proposed Sphere of Influence.

DETERMINATION

Constraints to development include flooding, state and local agricultural preservation policies, and City growth policies.

Islands

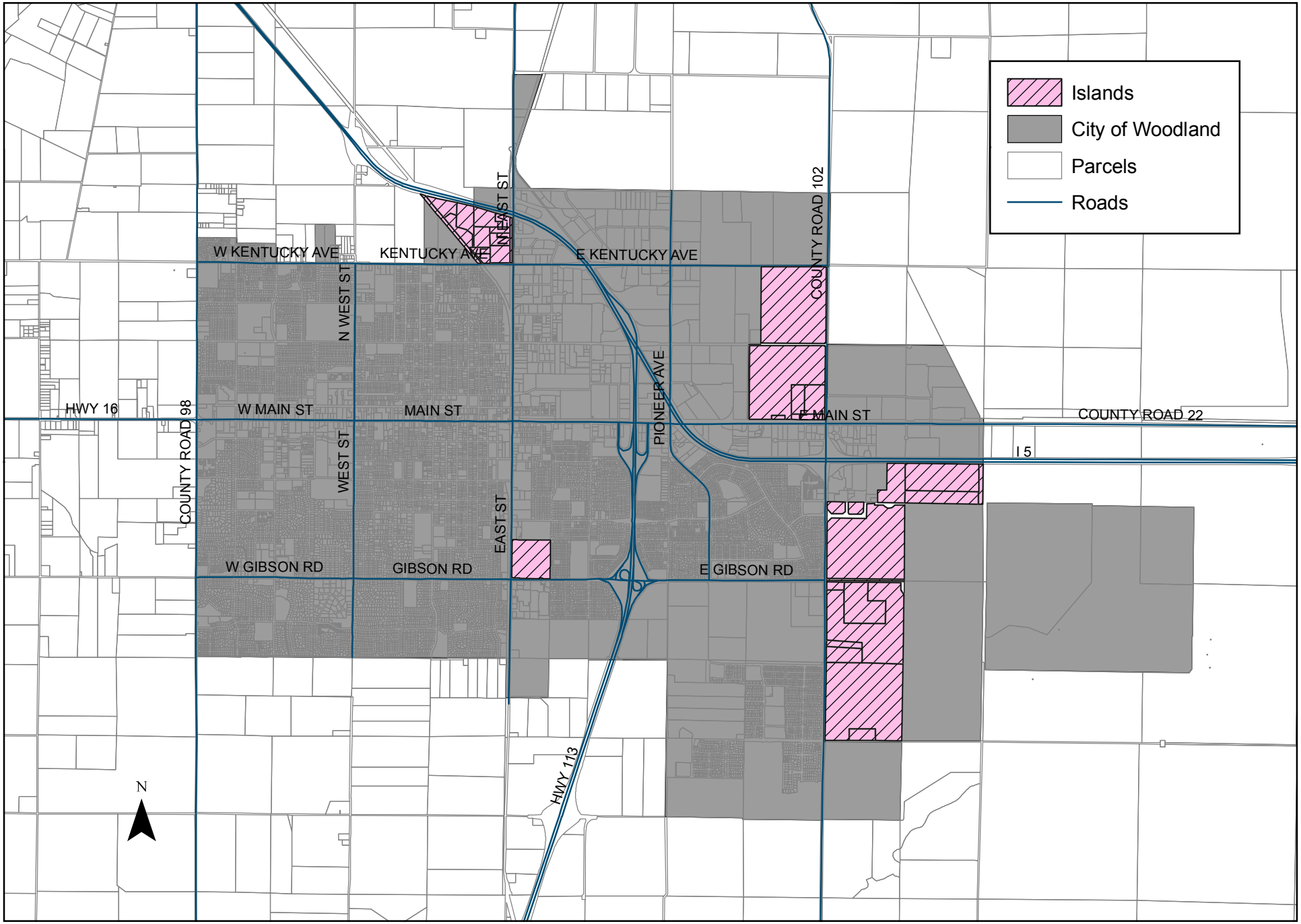


Figure 3.0-3

Created by LAFCO on October 12, 2010
Updated on January 28, 2011
Data provided by Yolo County

City-owned Land Outside the City

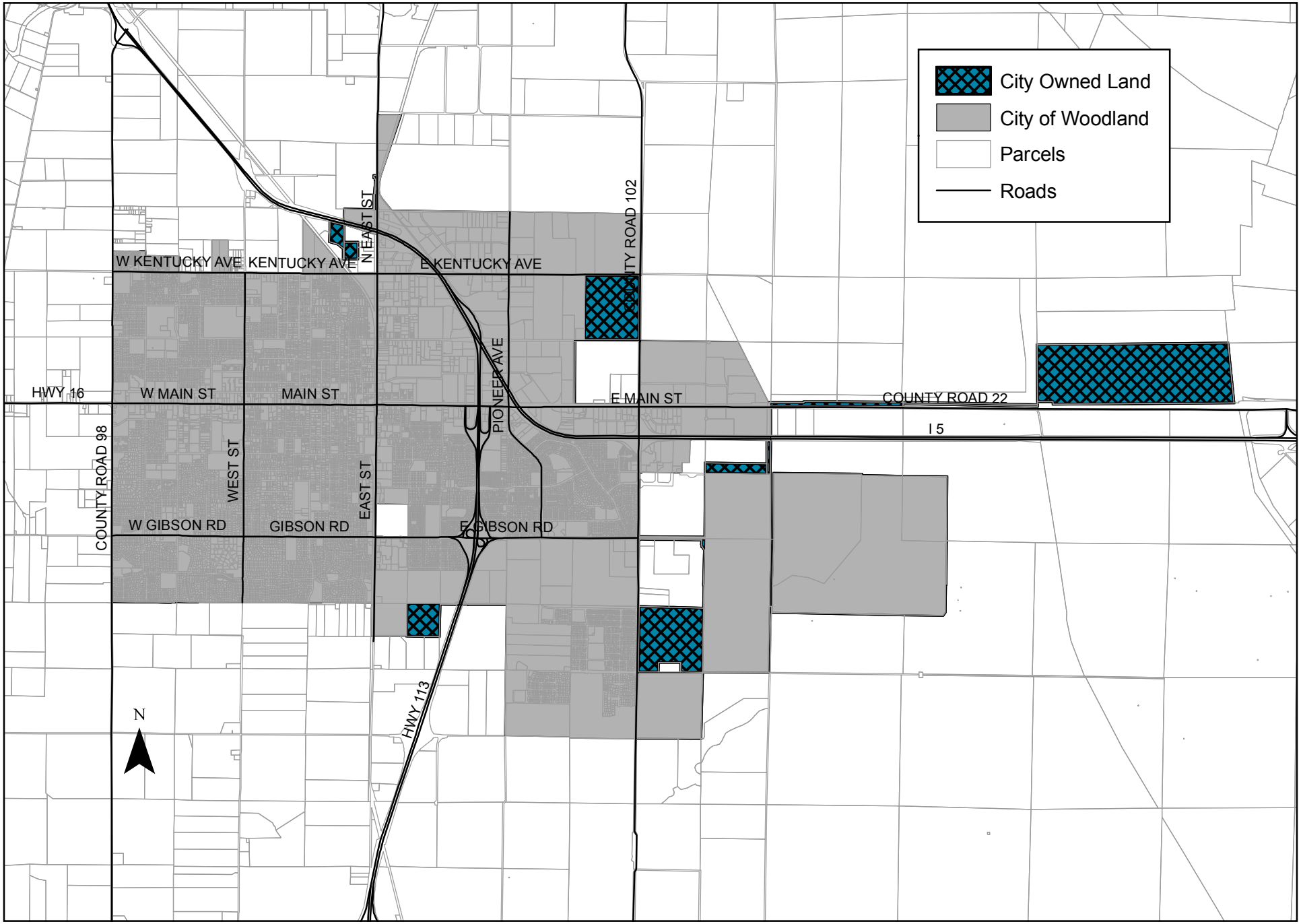


Figure 3.0-4

Created by LAFCO on October 12, 2010
Updated on January 28, 2010
Data provided by Yolo County

Growth projections have been calculated for the City based on existing growth policies and conditions. The City's current population is projected to grow 18-percent to 65,653 in 2020 and 40-percent to 77,707 in 2030. The City has identified adequate residential uses in the City's 2002 General Plan Update to accommodate growth to 2020, but not 2030. The City will need to designate an additional 368 acres of gross residential land for development outside of the current City boundaries to accommodate an additional 2,578 units by 2030.

4.0 INFRASTRUCTURE ANALYSIS

This section addresses the adequacy of the City's major infrastructure to serve existing users and service future demands. The adequacy of each service provided is generally based on local preferences, expectations, and standards.

The section is organized by service, with each of the urban services considered in relation to the availability of infrastructure to meet the existing and future service demands. All of major municipal services are provided by the City, with the exception of solid waste disposal.

Services in the following section are analyzed according to the current level of service and the planned future level of service. The current level of services considers the City's current infrastructure and services presently being provided. The future level of service assesses plans for upgrade and expansion of services to serve projected growth and expansion of the City.

4.1 WATER

CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE

The City of Woodland Public Works Department provides municipal water to the City. City staff is responsible for maintaining and repairing the water system.

Service Area

The City's water infrastructure includes 235 miles of water main, 8,300 valves, 14,800 service connections, 3,500 fire hydrants, one 400,000-gallon capacity water tank, 19 domestic groundwater wells (that annually pump 4,993 million gallons of water), 16 water sample stations, 53 end of line blow offs, and 780 backflow devices, which prevent contamination by preventing water flowing back into the potable water distribution system. **Figure 4.1-1** shows the City's water supply and distribution system.

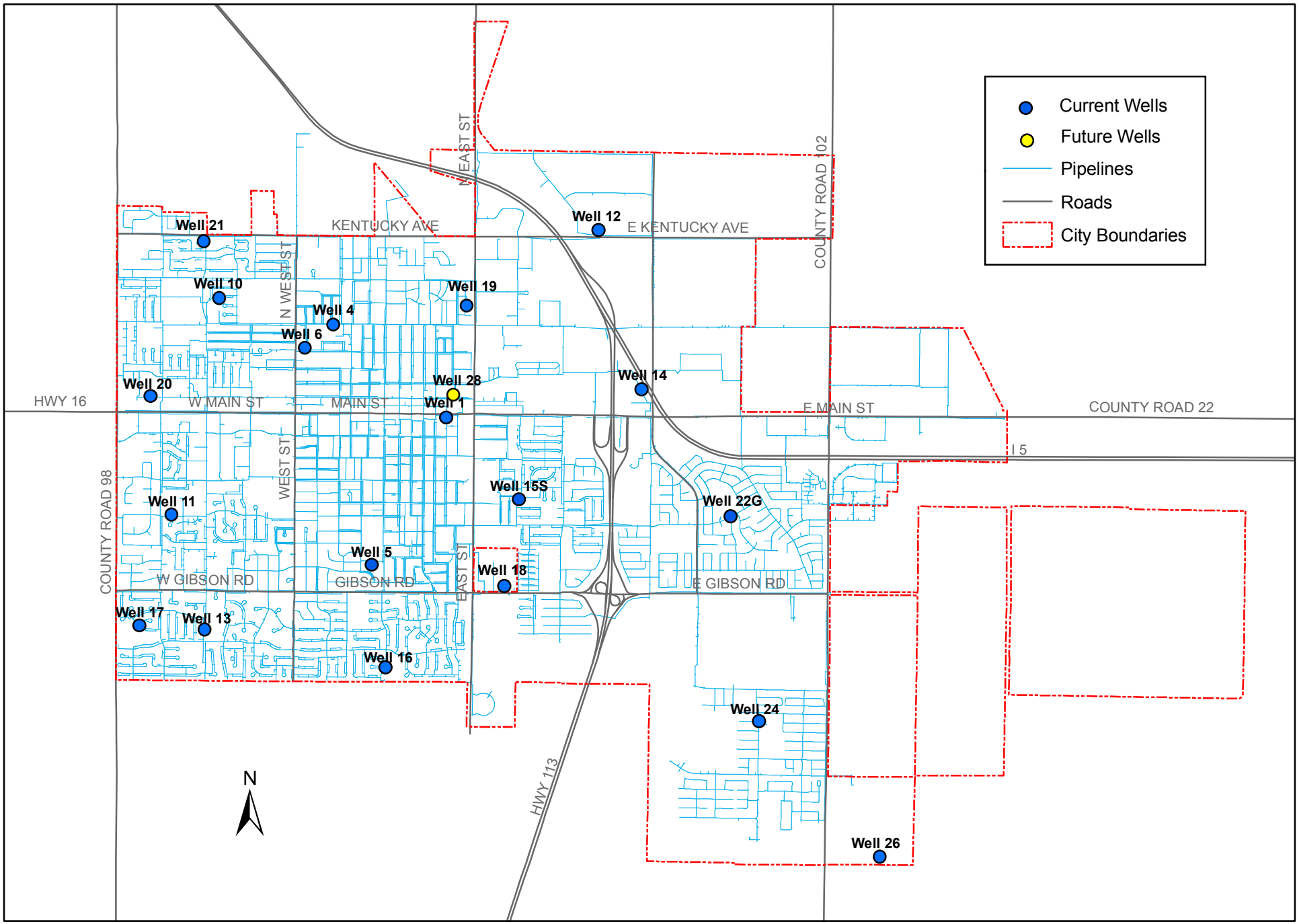
Water service is largely confined to City boundaries; however, as mentioned in the previous section, the City provides water outside its boundaries to several areas through an out of agency service agreement. The City provides water to approximately seven parcels in the northwest area of the City.

Water Source

The City of Woodland has an adequate, and carefully managed, source of drinking water to serve the needs of its residents. Woodland's potable water is pumped from 19 groundwater wells located throughout the City. The wells tap into aquifers beneath the City at depths ranging from 436 to 800 feet underground. Woodland's water does not pass through a central water treatment facility but is filtered naturally by the sand and gravel as it passes through the aquifers. The City of Woodland is completely dependent on groundwater for its water supply.

Other users rely on the same groundwater source as the City. The City of Woodland groundwater supply comes from the Lower Cache-Putah Subbasin, which is part of the larger East Yolo Subbasin located in the mid-eastern portion of Yolo County. The Department of Water Resources estimates that the Lower Cache-Putah Subbasin has a total storage capacity of 2,733,055 acre-feet of water for depths between 20 and 420 feet. This Subbasin encompasses the City of Davis and the University of California, Davis, which, like the City of Woodland, rely exclusively on groundwater. Farmers and residents in the unincorporated areas also rely on these Subbasins for domestic and irrigation needs. Significant land subsidence has occurred within the East Yolo Subbasin boundaries from Zamora to the City of Davis, including Woodland; however, the

Water Supply and Distribution System



Created by LAFCO on August 2, 2010
Updated on January 28, 2011
Data provided by Yolo County

Figure 4.1-1

California Department of Water Resources has not determined that the groundwater basin is over-drafted.

The City's current groundwater source is subject to a few vulnerabilities. A drinking water source assessment completed in 2002 determined the water system's vulnerability to possible sources of contamination. The City of Woodland groundwater is most vulnerable to existing and historical contamination from land use activities, including agriculture, septic systems, dry cleaners, and gas stations. The water source is also vulnerable to naturally occurring contaminants. Overall, the assessment concluded there is a slight to moderate threat that the City's water source could become contaminated by these land use patterns and activities.

Water Quality

The City regularly monitors water quality, taking hundreds of water samples each year to determine the presence of inorganic, biological, radioactive, volatile organic, or synthetic organic constituents. Below is a brief discussion of water treatment and water quality issues.

Water Treatment

The City's water receives minimal treatment. The City administers 0.2 parts per million of liquid chlorine (sodium hypochlorite) to well water for disinfection through continuous automatic injection at each well site.

Mineral Deposits

The City's water has a high mineral content of calcium and magnesium hydrogen carbonate, which is commonly referred to as "hard water." The City of Woodland had a hard water concentration of 416 (parts per million) in 2009, but has had a concentration of hard water as high as 450ppm, approximately 26.3 grains per gallon. The range of Hardness from low to high, as indicated in the 2009 Annual Water Quality Report for the City of Woodland, is 380-450ppm. Hard water leaves mineral deposits on plumbing fixtures, cars, and fences and can decrease the life expectancy of household appliances such as water heaters.

Nitrates

Over the past several decades, the City has experienced volatile nitrate levels in most of its wells. Nitrates are the biggest drinking water quality concern for the City of Woodland, but high nitrate levels are not reflected in water quality reports due to water management practices. Nitrate concentrations make it necessary to isolate aquifer layers containing higher nitrate levels in two City of Woodland wells to meet safe drinking water standards (Kennedy/Jenks Consultants, 2005) (Draft EIR for Davis-

Woodland Water Supply Project). These two wells have nitrate analyzers that constantly monitor nitrate levels. Once the water gets close to the Maximum Contaminant Level (MCL), the well immediately shuts off, effectively preventing nitrates from exceeding regulatory levels.

Arsenic

The City exceeded the state's water quality measurement target for arsenic in 2007 and 2009. The California Environmental Protection Agency (Cal-EPA) Public Health Goal (PHG) standard is 0.004 parts per billion. According to the City's 2009 and 2007 Annual Water Quality Reports, the average level of arsenic in the City's water supply was 1.1 parts per billion (ppb) and 0.50 ppb, respectively. PHGs are non-enforceable goals established by the Cal-EPA's Office of Environmental Health Hazard Assessment (OEHHA). The law requires water suppliers use federal EPA standards if state goals have not been adopted. New, more stringent federal arsenic level standards of 10 ppb were adopted in 2006. These standards only apply to new wells, which are well within those standards; however, according to City staff, new wells pull water from different aquifers that are showing higher groundwater concentration of arsenic.

Wells

The City of Woodland has 20 wells, 19 of which are operational. One well (Well 9) is scheduled to be destroyed and two other wells (Wells 15 and 22) were recently replaced. Currently, the City has a well pumping capacity of approximately 32,750 GPM. According to Public Works staff, only about 80-percent of the total capacity is typically available due to well upgrades and maintenance. The typical life of a well is 30-50 years; maintenance needs increase after 30 years. Of the 19 operational wells, fifteen are 30 years old or older and, of these, seven have shown elevated nitrate levels.

The City generally extracts its water from the intermediate aquifer beneath the City. The intermediate aquifer depth extends from about 220 feet to 600 feet below ground. The City wells tap into the intermediate aquifer at depths ranging from 436 to 600 feet underground. The two new wells that are scheduled to be added to the system have been drilled to a depth of 800 feet to help meet tighter regulatory standards for water quality. The City will blend down the nitrates, salts, and boron in the intermediate aquifer wells with water from the deeper aquifer, which has problems with iron, manganese, and arsenic. According to City staff it is "progressively becoming more difficult to stay within compliance in the long run, even with blending techniques."

TABLE 4.1-1
CITY WELLS

Well	Location	Address	Year Drilled	Age	GPM	Depth (ft)
1	Fifth Street Yard	415 Fifth Street	1962	48	1700	484
4	Christiansen Park	202 Beamer St.	1954	56	2000	484
5	Southland Park	1310 Elm Street	1954	56	1500	452
6	**Grand Ave.**	436 Grand Ave.	1976	34	1700	503
9	**Tredway**	1701 Sixth Street	1960	50	--	470
10	**Davis Estates**	171 Bemmerly Wy.	1961	49	1700	504
11	**Ferns Park**	750 W. Southwood Dr.	1971	39	1650	490
12	Ventura	1455 E. Kentucky Ave.	1972	38	1600	440
13	**Best**	1651 Cottonwood Ave.	1974	36	2000	482
14	Freeway	234Dr. Classen Way	1975	35	2000	436
15	Campbell Park	704 Thomas Street	1976	34	~~2200~~	528
15S	Campbell Park	705 Thomas Street	2009	1	1800	800
16	Crawford Park	1733 College Street	1977	33	1800	490
17	**Borchard**	827 Saratoga Dr.	1977	33	1500	513
18	Fairgrounds	1125 East Street	1977	33	1800	634
19	Sutter Yard	20 Sutter Street	1980	30	2000	470
20	**West Court Street**	345 W. Court Street	1980	30	1200	490
21	**Schuler**	315 N. Cottonwood St.	1980	30	2000	600
22	**E. Gum Street**	1771 E. Gum Ave.	1995	15	~~1200~~	522
22G	E. Gum Street	1772 E. Gum Ave.	2009	1	1800	800
24	Springlake	1699 Meikle Ave.	2007	3	1800	528
26	Regional Park	Rd 102/25A	1988	22	1200	575
Total					32,750	

Note: wells in bold have shown elevated nitrate levels.

The City's wells produced 4.9 billion gallons in 2009 (an average 13.4 million gallons per day). Over the last few years the City's water demand has been about 5.4 billion gallons per year (an average 14.8 million gallons per day). In 2010, the City reduced demand to approximately 5 billion gallons per year (an average 13.7 million gallons per day) due to education, public awareness of the recent drought, and weather conditions with a wet spring and a relatively cool summer. With the 2010 demand calculations, the City has a deficit of approximately 100 million gallons per year (approximately 274,000 gallons per day); however, according to City staff, the current wells meet current demand, but there is very little room for reserve capacity for pumping system failures. Metering, when fully implemented by 2012, should reduce demand by about 15-percent to 4.3 billion gallons per year (an average 11.7 million gallons per day), which is well within the City's average daily water demand.

The City has a generally sufficient water storage system for peak demands and to regulate water pressure. Peak hour flows are approximately 30,000 GPM, three times

the average demand. The City installed a new 400,000 gallon capacity water tank to store water and help meet peak hourly water system demands, provide additional water capacity during emergencies, and assist in providing adequate water pressure to residents. Additionally, the City is also planning to install a ground level water storage tank with a booster pump station within the next two years. The tank will result in additional storage in the water system for use during peak demand and reduce the need for replacement wells. Ongoing system improvements including new wells, well replacements, and pipeline maintenance will also help improve water pressure.

Fire Flow

The City is meeting fire flow standards. According to the Woodland General Plan (Policy 4.1.4), the City shall attempt to maintain the following fire flow standards:

Commercial and industrial: 3,500 gallons per minute (GPM)
Light commercial and multifamily residential: 2,500 GPM
Single family residential: 1,500 GPM

There are some deficiencies in the northeast industrial area, within commercial corridors, and at the dead end pipe at Barnard Court, but the City continues to improve water infrastructure to improve water flow and pressure.

Water Conservation

State law requires installation of water meters to measure, and charge customers based on, water usage. The City is required to install water meters on service connections established after 1991 by January 1, 2010 and on the remaining service connections by January 1, 2025. The City has finished installing meters and transmitters (that will allow meters to be read electronically) on homes built after 1991. The City also received federal stimulus funding to help meter the rest (approximately 10,000) by 2011, fourteen years ahead of schedule.

PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

Based on historic average population growth, the Public Works Department estimates the City will grow at a 1.3-percent annual rate. The City used the estimated growth rate, SACOG data, and the City's most recent Urban Water Management Plan to develop plans for future facilities. According to the City's analysis, water demand is expected to increase by approximately 29-percent; however, metering is expected to reduce this increase by approximately 15-percent for a net increase of about 14 to 15-percent. This results in a demand projection of 6,100 million gallons of water for the year 2030.

Based on current long-term demand projections and water quality the City needs to acquire other sources of water.

Planned Improvements

The City adequately plans for improvements to increase the efficiency and address the aging infrastructure needs of the current water supply system. City staff anticipates replacement of several of its aging wells over the next few years. Based on inspections and input from consultants, staff identified Wells 13, 14, and 15 in the Capital Improvement Program as wells that will likely need to be replaced. As previously indicated, Well 15 is currently being replaced. The CIP also indicates funding to replace Well 1 with Well 28 (shown in **Figure 4.1-1**) as part of the Yolo County Courthouse project. The well is aged and needs to be replaced. It will be redrilled in the same part of the City to maintain proper water pressure. The State will reimburse the City for this well as part of the Courthouse Project.

The City is planning for several new tanks inside the City to improve overall water system performance and supply and meet future water demand, minimizing or even eliminating reliance on some existing wells. The City plans to install a 3 million gallon storage tank at Douglas Park in 2012 as part of the Davis-Woodland Water Supply Project. Douglas Park is on the west side of the City, which is the area of highest elevation. As a result, the tank would increase water pressure for the entire City. A 1 million gallon tank is planned for 2013 at Beamer Street and County Road 102 to support fire flow and enable surface water storage. This tank will help serve future development by improving water supply and water pressure and eliminating the need for individual, project-specific storage facilities. A 2 million gallon tank is planned for 2016 at the water treatment facility. A second 3 million gallon tank is planned at Douglas Park for 2020 to meet new demand.

The City of Woodland is installing a Supervisory Control and Data Acquisition (SCADA) system to all its well facilities to improve efficiency, system reliability, and monitoring and data collection. The anticipated completion date for this new system is spring 2011.

Alternate Water Supply Sources

The City is attempting to address ongoing water supply, reliability, and quality issues through the Davis-Woodland Water Supply Project. There are three potential primary water supply sources available to the City: the intermediate depth aquifer, the deep aquifer, and surface water from the Sacramento River. Groundwater in the intermediate aquifer, which the City largely draws from, and the deep aquifer has limitations. As a result of increasing groundwater issues, the City has identified the long-term need for surface water to provide adequate water service. The City of Woodland, in a joint effort with UC Davis and the City of Davis, has chosen to pursue the acquisition of future water supplies from the Sacramento River. This surface water would be used in conjunction with existing groundwater supplies.

The City and partner agencies have plans for facilities to treat and convey the surface water to the City. This would involve the construction and operation of water intake/diversion, conveyance, and treatment facilities (water treatment plant) in order to use treated surface water. The studies indicate that this supply would be sufficient to meet most of the municipal and industrial demands of the partner agencies through 2040. The City anticipates this surface water could be available by 2016.

DETERMINATION

The City of Woodland is currently providing adequate municipal water for its residents and other users. The City relies exclusively on groundwater, which is becoming less reliable due to decreasing quality and increasing regulatory requirements. The current water infrastructure is adequate to serve existing users during peak demands.

The City is planning for the improvement and upgrade of the City's existing water and infrastructure system. The City is in the process of pursuing more stable and higher quality surface water supplies. Future water supply, treatment, and delivery infrastructure can be constructed and extended to adequately provide for future service demands. The City of Woodland is the most appropriate municipal water service provider for any future development areas with the City's proposed sphere of influence (SOI).

4.2 WASTEWATER

CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE

The City of Woodland's Public Works Department is the wastewater service provider for the City. City staff is responsible for operating and maintaining the wastewater treatment and collection system.

Service Area

The Public Works Department provides wastewater service to the City of Woodland and seven parcels outside its boundaries. The City has 14,231 wastewater service connections.

Wastewater Collection

The City of Woodland has an adequate wastewater collection system to serve its residents. The City owns and operates a Water Pollution Control Facility (WPCF) for wastewater collection, treatment, and disposal of residential, commercial, and industrial wastewater located east of CR 102 and south of I-5. The Plant is fully automated and operated through a Supervisory Control and Data Acquisition (SCADA) system, which enables remote operation of the Plant. The Woodland wastewater conveyance system includes 175 miles of sewer main, 80 miles of service line, 2,290 sewer maintenances holes, and 2 sewer lift pump stations. Treated WPCF water is discharged into the Tule canal, a part of the Yolo Bypass. **Figure 4.2-1** shows the City's wastewater treatment system and facilities.

Wastewater Treatment

The City has adequate wastewater treatment capacity available and is it able to handle additional, future demands inside and outside the City. The WPCF is a Class V, tertiary treatment system that can accommodate an average flow of 10.4 million gallons per day (MGD). Wastewater demand in the City is estimated to be 4.9 MGD, which is well within the system's capacity. The Plant could accommodate up to 15 MGD per day with the addition of an oxidation ditch, which helps reduce the amount of sludge that is produced.

The City's WPCF is in compliance with wastewater permitting requirements and standards, providing the City also take prescribed steps to address ongoing wastewater discharge issues. In 2009, the Central Valley Regional Water Quality Control Board (CVRWQCB) issued the City a five-year National Pollutant Discharge Elimination System (NPDES) permit (NPDES No. CA077950). The permit requires the City implement environmental studies to address and minimize the negative impact of ammonia,

Wastewater System and Facilities

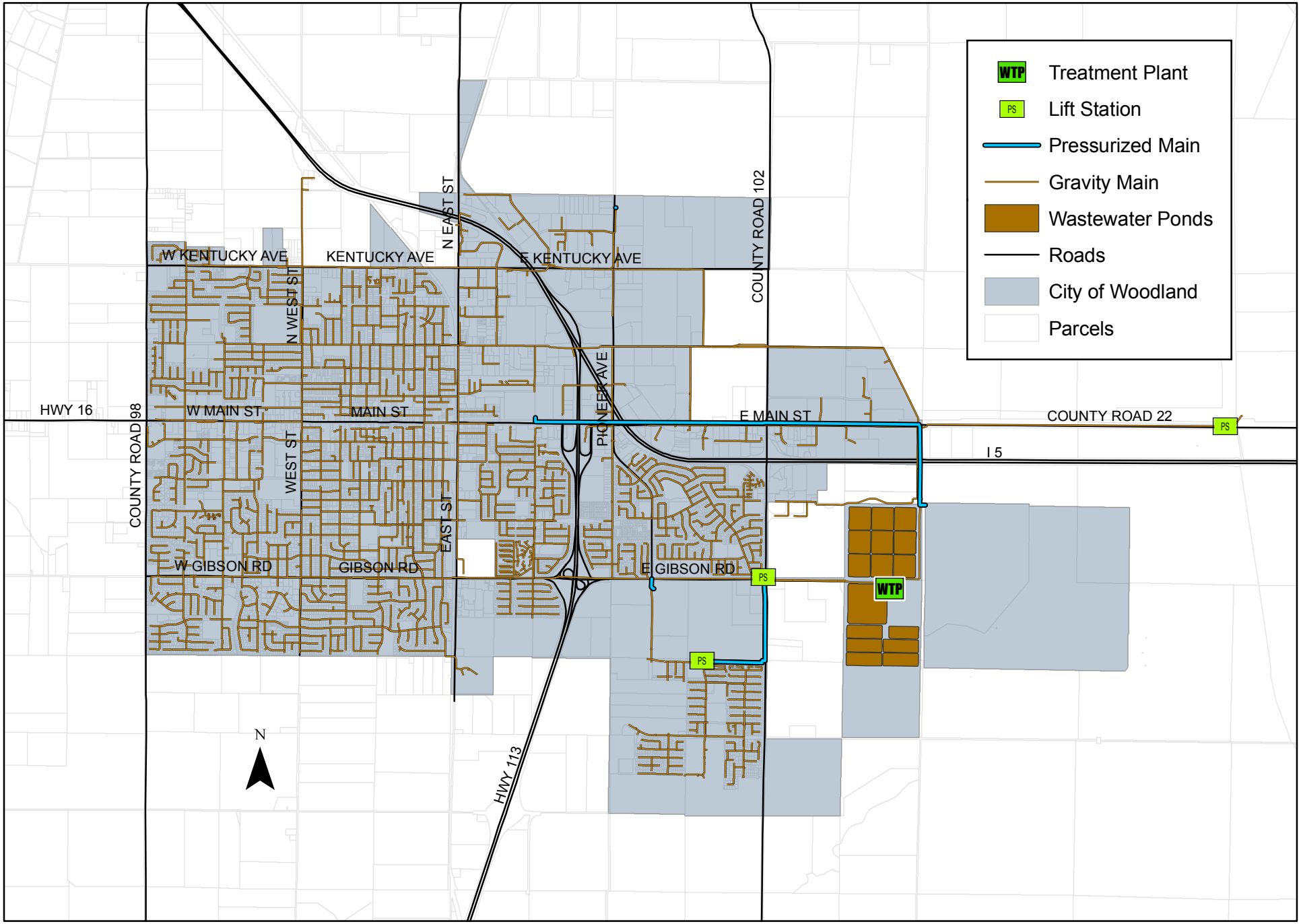


Figure 4.2-1

Created by LAFCO on September 22, 2010
Updated on January 28, 2010
Data provided by Yolo County

salinity, selenium, boron, and toxic substances in discharged wastewater. The City must also continue to pursue surface water supplies to minimize water supply degradation.

The City is pursuing a new water supply and other source control efforts as a means to comply with the permit with respect to elevated concentrations of dissolved substances (salinity, selenium, and boron) in its groundwater. The new water supply project is scheduled to be online in 2016.

The WCPF has received several, mostly minor, violations since the facility upgrade was completed and newly permitted on February 5, 2009.

The subsections below describe pollutants, pollutant levels, interim permit limitations, and final effluent limitations for pollutants identified for compliance in the NPDES permit.

Salinity

The City is working to reduce the amount of salt (expressed as the water's relative Electrical Conductivity (EC)) it discharges to the environment. High water salinity can limit the growth of certain crops and affect the taste of water. The City's groundwater has historically had high naturally occurring EC levels. Additionally, water softeners, general water consumption, and effluent increase the salt content in the water supply. The secondary MCL, which is set to protect the odor, taste, and appearance of drinking water, for EC is 900 µmhos/cm as a recommended level, 1600 µmhos/cm as an upper level, and 2200 µmhos /cm as a short-term maximum. Out of 507 discharge samples from June 2006 through December 2007, the City of Woodland had an average effluent EC of 1562 µmhos/cm and a range of 936 to 1844 µmhos/cm. The annual average permit discharge limit for EC is 1835 µmhos/cm. As part of the Ciyt's NPDES permit renewal in 2014, the Regional Water Quality Control Board is expected to set the EC limit to between 700 and 1,000 µmhos/cm.

EC is difficult and costly to remove from the water supply. The two available alternatives for lowering salt levels are treating the wastewater effluence using reverse osmosis or obtaining surface water from the Sacramento River, which has a low salt content compared to Woodland groundwater. The most reasonable mitigation for high salt content in the City's water supply is treated surface water. Other source control efforts include reducing the use of self regenerating water softeners and development of local limits for commercial and industrial dischargers within the City.

Ammonia

The City is working to reduce ammonia concentrations present in its wastewater discharge. Untreated domestic wastewater contains ammonia. Nitrification is a biological process that converts ammonia to nitrite and nitrite to nitrate. Denitrification

is a process that converts nitrate to nitrite or nitric oxide and then to nitrous oxide or nitrogen gas, which is then released to the atmosphere. The City of Woodland currently uses nitrification to remove ammonia from the waste stream.

Inadequate or incomplete nitrification may result in the discharge of ammonia to the receiving stream. Based on 235 samples collected between June 2006 and December 2007, the maximum measured effluent concentration (MEC) for ammonia was 1.3 mg/L. The interim maximum daily effluent permit limit is 3.7 mg/L. The RWQCB established an average monthly effluent limitation (AMEL) and maximum daily effluent limitation (MDEL) for ammonia of 0.8 mg/L and 2.2 mg/L, respectively. New water quality based effluence limitations were set to become effective on May 18, 2010. According to City staff, the City reliably complies with effluent ammonia limits.

Selenium

The City is currently not in compliance with selenium effluent limitations. Based on 14 samples collected between June 2006 and December 2007, the City's maximum measured effluent concentration (MEC) for selenium was 32 µg/L, but typically averages about 5 µg/L. The RWQCB established a compliance schedule that included identification and minimization of current and future selenium discharge levels. The Board established an average monthly effluent limitation (AMEL) and maximum daily effluent limitation (MDEL) for selenium of 3.2 µg/L and 9.2 µg/L, respectively. New water quality based effluence limitations became effective on May 18, 2010. The City is not meeting the new MDEL.

Boron

The City is working to reduce the levels of boron concentrations it discharges to the environment. Boron in excessive concentration can cause damage to plant life. Based on 15 samples collected between June 2006 and December 2007, the City had an average boron effluent concentration of 2540 ug/L and a maximum of 3400 ug/L. The maximum measured effluent concentration (MEC) for boron was 3000 µg/L. The interim permit limit for effluent boron concentration is an annual maximum average of 3100 µg/L. The Agricultural Water Quality Goal for boron is 700 µg/L, which is far below the average of 2540 µg/L.

Toxicity

The City is required to perform whole effluent toxicity testing to determine the level of and reduce the toxicity in wastewater discharges. The City must conduct acute and chronic aquatic toxicity testing and investigate the causes and actions for reduction of effluent toxicity. Limitations for toxicity are based on the survival of aquatic organisms in undiluted waste over prescribed amount of time. Any evidence of chronic toxicity triggers an accelerated monitoring schedule to determine whether a pattern of effluent

toxicity exists. If a pattern exists, the City would be required to prepare a Toxicity Reduction Evaluation (TRE) in accordance with an approved work plan and take actions to identify, evaluate, control, and mitigate the source of toxicity.

Biosolids

The City currently uses a series of algae ponds to stabilize and thicken waste solids from the WPCF. The NPDES permit requires the City to assess the operation of its pond system and confirm its operation is not impacting local groundwater. The City has completed a comprehensive evaluation of groundwater both upgradient and downgradient of the WPCF. The City has also started removing (drying and trucking) wastewater solids each year from ponds that have stabilized biosolids. Prior to 2014, the City will report to the Regional Board its progress of removing biosolids and other recommended system enhancements.

The City is also considering partnerships that may be mutually beneficial. For instance, the City of Woodland is considering sending its biosolids to the City of Davis for treatment and disposal. Davis is planning digestion and dewatering facilities and is adjacent to the Yolo County Landfill where the material could be disposed.

Wastewater Collection System

The City's wastewater collection system is in compliance with general statewide waste discharge requirements for sanitary sewer systems. In 2006, the State Water Board adopted General Waste Discharge Requirement (WDRs) to address Sanitary Sewer Overflows (SSOs) in the wastewater collection system. To comply with the WDR, the City was required to develop and implement a system-specific Sewer System Management Plan (SSMP), which includes provisions for proper and efficient management, operation, and maintenance of sanitary sewer systems, while considering risk management and cost benefit analysis. Additionally, the SSMP must also include a spill response plan to minimize water quality impacts and potential nuisance conditions. The City's most recent SSO occurred in November 2009. The City has recorded a total of 90 SSOs since the State began tracking wastewater collection system discharges.

PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

The City is adequately planning for ongoing wastewater system needs and opportunities. The City of Woodland recently completed a Sewer System Management Plan (SSMP) in 2009. The SSMP is a state mandated document that entails how an agency's sanitary sewer system is operated, maintained, evaluated, and funded. The SSMP includes an Asset Management System (AMS) for identifying and addressing infrastructure needs and deficiencies of its wastewater system, which includes its Wastewater Pollution Control Facility (WPCF) and sewer lines.

Public Works staff is planning for the repair, upgrade, or replacement of equipment and infrastructure at the WPCF and several thousand feet of sewer lines throughout the City. Regular sewer line maintenance reduces infiltration and inflow of water into the wastewater system, thereby reducing associated operating costs and increasing WPCF capacity. The cost of some sewer line repairs can be offset by fees from connections that the additional capacity will enable. Regular maintenance also helps prevent sewage spills and leakage and maintain regulatory compliance.

Staff also plans for and prioritizes equipment and infrastructure needs to keep the WPCF functioning at an optimal level so as to keep overall costs down and maintain compliance with wastewater regulations and requirements. Currently, staff lists seventeen repairs, upgrades, or replacements that are scheduled for the Facility.

The City is implementing a program to systematically identify, prioritize, and implement necessary upgrades and repairs to the lines in its wastewater system through its Asset Management System. Typically, upgrades and repairs to the collection system have been done in concert with road projects, which don't always correspond to serious pipeline repair needs. The City will use alternative repair methods to begin doing upgrades and repairs to sewer lines on an annual basis, as needed. Work on the sewer line will be coordinated with street projects when possible. City staff anticipates repair or replacement of an estimated 1,500 feet of sewer lines annually. The Asset Management System is a component of the Sewer System Management Plan (SSMP).

The City is implementing a new calibrated city sewer model to account for present, and plan for future, wastewater conditions and connections. Information in the current model is out of date. A new model with updated information would help City staff accurately identify, evaluate, and address current and future problems with infiltration and inflow. EC and flow monitors will be installed in 23 locations throughout the City to document flows and calculate storm events.

DETERMINATION

The City of Woodland is currently providing adequate municipal wastewater collection and treatment for urban customers. The current wastewater system infrastructure is adequate to serve existing users. The City has additional wastewater treatment and disposal capacity to handle additional wastewater flows.

The City is attempting to address wastewater discharge issues identified in the NPDES permit. Several of the concerns outlined in the permit have already been resolved. The City continues to work to address remaining issues.

The City is adequately planning for ongoing and future wastewater system needs. Public Works staff is planning for the repair, upgrade, or replacement of equipment and infrastructure at the WPCF and several thousand feet of sewer lines throughout the

City. The City is implementing a program to systematically identify, prioritize, and implement necessary upgrades and repairs to the lines in its wastewater system through its Asset Management System. The City is implementing a new calibrated city sewer model to account for present, and plan for future, wastewater conditions and connections.

4.3 STORM DRAINAGE

CURRENT LEVLEL OF SERVICE AND INFRASTRUCTURE

The Environmental Services Division in the City of Woodland Public Works Department provides storm water management services for the City. The Utilities Branch is responsible for stormwater infrastructure planning and maintenance.

FLOODING

The City of Woodland is surrounded by waterways that periodically flood. Waterways include Cache Creek to the north and northwest, the Yolo Bypass to the east, and Willow Slough to the south. Approximately one-third of the City is in the Cache Creek floodplain and subject to flooding in a 100 year flood. New development in this floodplain is restricted. **Figure 4.3-1** shows areas subject to 100 year flooding.

Flood hazards in Woodland generally consist of shallow sheet flooding from surface water runoff from large rainstorms with depths generally less than two feet. The City of Woodland is working to reduce potential flood risks in the City and unincorporated areas of the County.

The City has been successful in its efforts to change federal flood designations for some areas of the City that are currently in the 100-year flood zone. In 2002, the Federal Emergency Management Agency (FEMA) issued a revised Flood Insurance Rate Map (FIRM) for the City that identified increased flood depths in the eastern sections of the City and placed additional properties in the 100-year flood zone. Mandatory flood insurance purchase requirements apply to properties in this zone. The City also adopted a policy that restricted growth in areas of "deep flooding" (defined as flood depths of four feet or greater) unless extensive mitigation was provided.

In 2008, City staff began an effort to analyze the underlying data used by FEMA for the 2002 FIRM. The City's storm drain consultant conducted extensive flood modeling and analysis which was completed in 2009. The analysis revealed that flood depths were lower in the eastern, as well as the northwestern, areas of the City. The City also learned that FEMA regulatory policies allow for construction of non-residential uses in flood zones with flood requirements that protect health and safety, a much less stringent requirement than the City's policy.

Based on the new data, the City submitted a letter of Map Amendment (LOMA) to FEMA to correct flood depths in the City. New flood depths would allow a significant number of properties to be removed from the 100-year flood zone. FEMA has conditionally accepted the LOMA and is processing and amended FIRM through the Physical Map Revision process; the new map is expected to become effective in January 2012. The City also amended its policy that restricted development in areas of deep flooding.

Draft FEMA Flood Zones

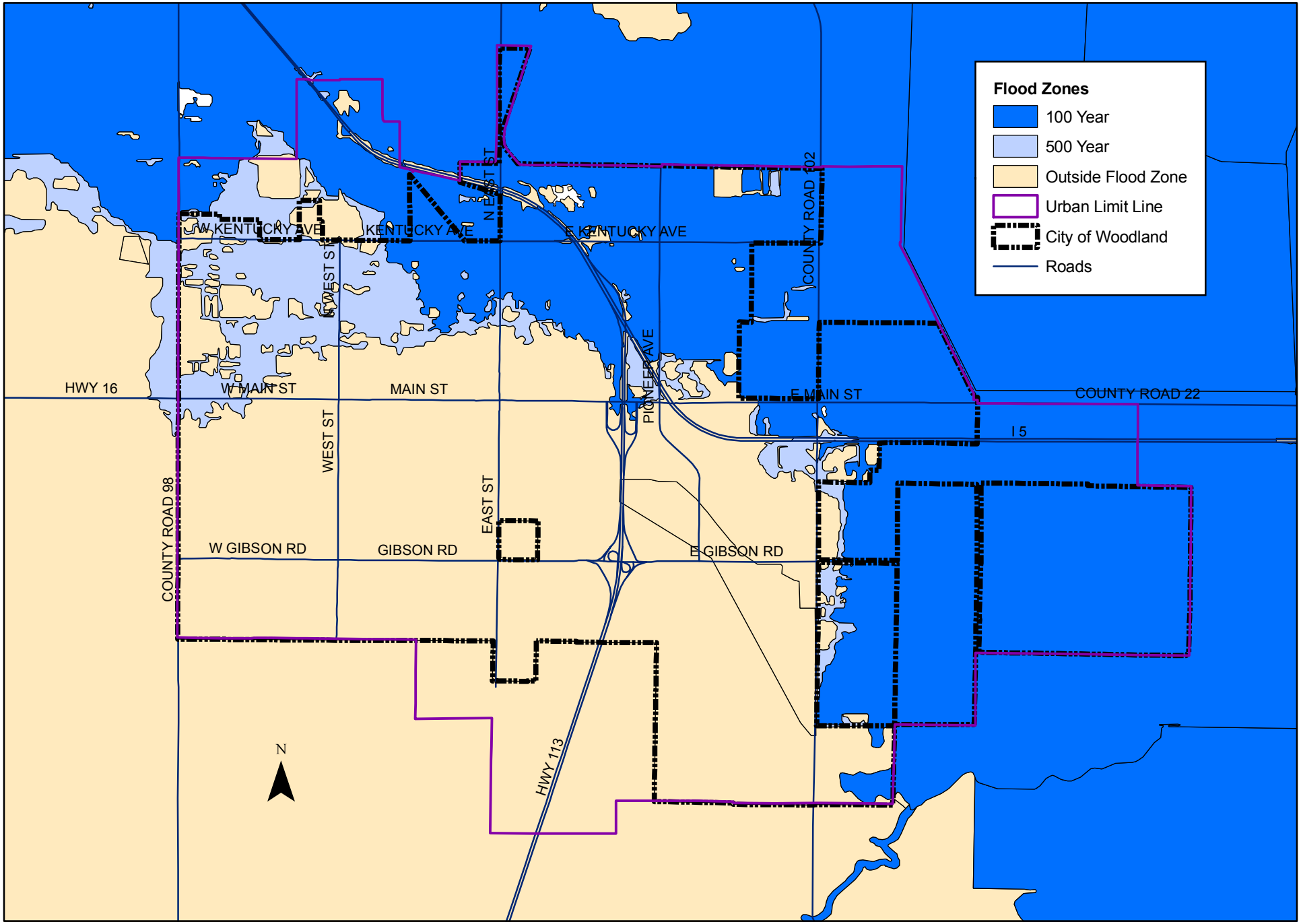


Figure 4.3-1

Created by LAFCO on January 11, 2010
Updated February 1, 2011
Data provided by Yolo County

Facilities and Infrastructure

In Woodland, stormwater is conveyed from west to east by gravity, through storm mains, culverts, and open channels to three pump stations at the East Main Street Lift Pump Station. Two of the pump stations are located north and one is located south of East Main Street. The four main trunk lines that convey stormwater include Kentucky Avenue, Court Street/Beamer Street, Main Street, and Gibson Street trunk Lines. From there it is pumped into a canal along the south side of the Cache Creek Settling Basin that flows from the Yolo Bypass to the Tule Canal, which feeds into the Sacramento River. Detention basins in various locations in and outside the City assist in dealing with peak storm flows. **Figure 4.3-2** shows the City's drainage areas and major drainage facilities.

The City's stormwater infrastructure includes 84 miles of storm sewer pipe, 14 miles of drainage channel, 1,600 catch basins, 1,874 drain inlets, 161 inverted siphons (bubble-ups), 1,010 storm maintenance holes, 9 detention ponds, and 9 storm water pumps located in 3 storm water pumping stations. Stormwater is not treated before it flows to the Canal and, ultimately, the Sacramento River. The City maintains separate wastewater and stormwater systems.

The City adequately maintains the stormwater system. City staff annually cleans drop inlets and siphons with vacuum trucks, which can clean approximately 1,800 feet of storm drain a day. The City does not have a regular, systematic pipeline maintenance plan; staff responds to and clears blocked pipelines as needed. The City of Woodland uses a truck-mounted closed circuit television system to evaluate sewers and storm drainage pipelines.

Older portions of the City are not directly served by drain inlets and pipes. Runoff is instead conveyed through intersections and gutters to drain inlets. The capacity of drain inlets and pipes is sometimes exceeded due to inundation of large amounts of stormwater from surrounding areas.

The City is in compliance with the National Pollutant Discharge Elimination System (NPDES) permit for stormwater discharges into public waterways. The General Permit requires development and implementation of a Storm Water Management Program (SWMP) that describes and assigns responsibility for best management practices, measurable goals, and time schedules for implementation. The City's SWMP includes 46 measures to help reduce storm drain pollution. The SWMP is expected to reduce the discharge of pollutants to the Maximum Extent Practicable and is required to be fully implemented five years after the General Permit adoption. The City's permit was adopted in 2004; however, its provisions have been administratively extended until a new permit is adopted in 2014.

Drainage System and Facilities

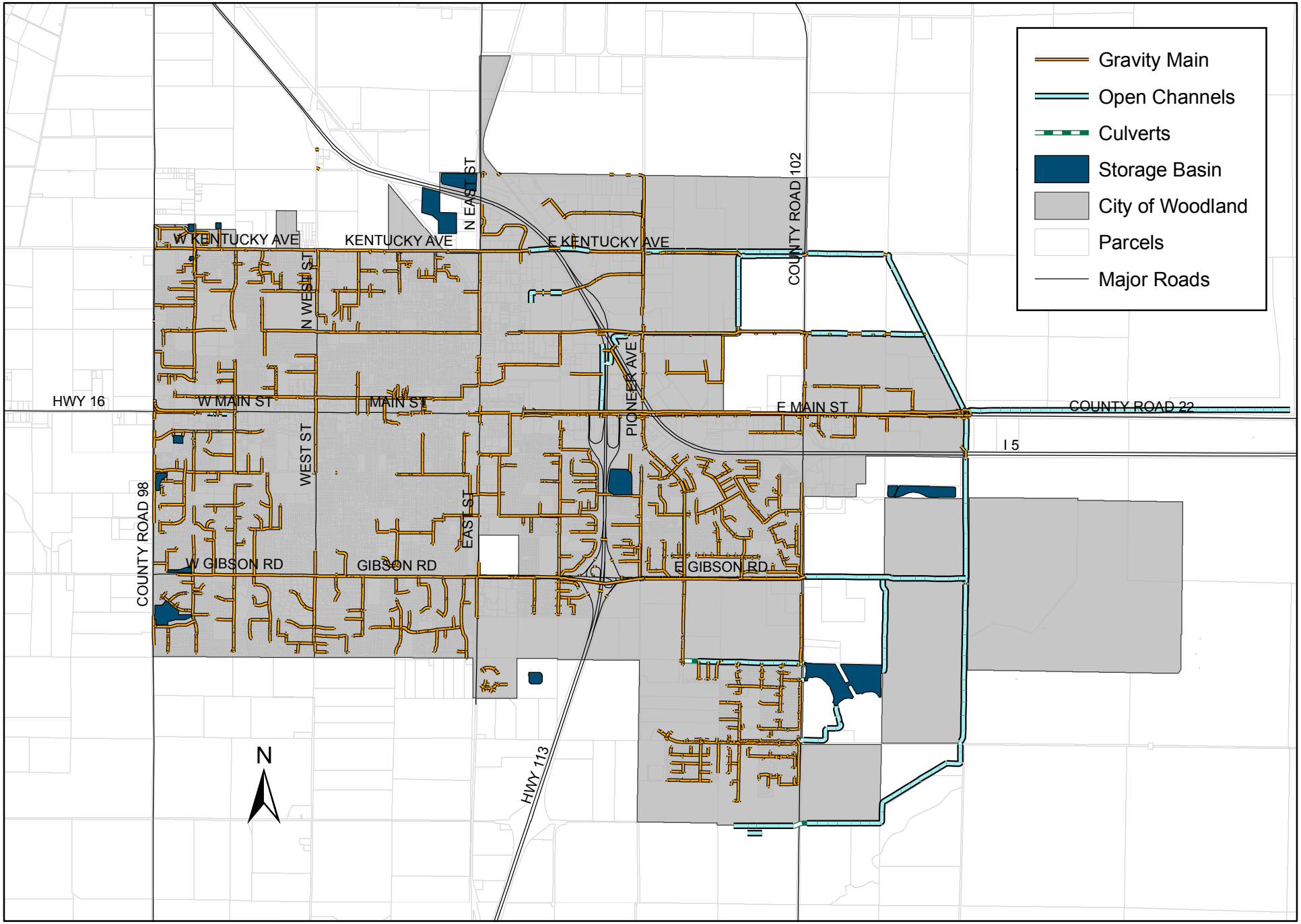


Figure 4.3-2

Created by LAFCO on September 17, 2010
Updated on January 28, 2011
Data provided by Yolo County

The City adequately maintains the stormwater system and complies with state and federal requirements at the expense of the general fund. The City storm drain fund is currently operating at a loss. As a result, operations have been reduced to their minimum legal level. The City took a measure to the citizens for increasing storm drainage fees in order to repair needed infrastructure. The measure did not pass. The City will need to identify a funding source for future drainage infrastructure improvements.

Programs

The City has a Pollution Prevention Program to reduce pollutant discharges to the sewers and storm drains. This program increases the residential, business, and municipal awareness and practice of pollution prevention methods.

PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

The City of Woodland is in the process of drying out nine former wastewater ponds located south of I-5 and north of the Water Pollution Control Facility to convert them to storm water storage and treatment ponds. The new storm water ponds will hold some storm water that runs off new development during storm events and reduce peak storm water flows.

The City identifies funding in its Capital Improvement Plan (CIP) over the next several years for equipment and infrastructure improvements and upgrades that include the Outfall Channel Outlet, the Yolo Bypass, and the detention ponds. The CIP also includes construction of a new pumping plant, a new Channel to the Yolo Bypass, and potential detention ponds.

The City is partnering with other agencies to maintain City detention ponds and mitigate flooding. The City recently approved a Memorandum of Understanding (MOU) with the Yolo County Resource Conservation District (RCD) to landscape the East Regional and Storz stormwater detention ponds. The City is a member of FloodSAFE Yolo, a pilot program and local and regional effort to develop strategies to mitigate flood threats associated with Lower Cache Creek. The collaborative program is funded and sponsored by the City of Woodland, Yolo County, and the Yolo County Flood Control and Water Conservation District.

The City is attempting to address flooding from Cache Creek that threatens the north and north east sections of the City of Woodland. The 2007 IRWMP identifies measures in the Cache Creek Flood Management Integrated Project to mitigate flooding and provide 200-year level or greater flood protection and levee integrity. The City is also trying to obtain federal and state cooperation to help design, implement, and fund changes.

The City also experiences flooding on the west and south due to surface water runoff from unincorporated areas. The most significant infiltration occurs west of the City at Main Street and Road 98 and southwest of the City at West Street. The City is exploring flooding mitigation options for the area west of town. The City is working with farmers and the Yolo County Flood Control and Water Conservation District to divert storm water from the southwest area into the canal along the south boundary of the City. The City's Storm Drainage Facilities Master Plan proposes to address flooding with improved channels to either convey the water to or around the City. In addition to flooding problems, sediment and chemicals associated with runoff from agricultural land that enters the City's storm drainage system impacts the City's ability to comply with storm water quality regulations.

Any development and urbanization would increase runoff and will require adequate storm drainage facilities improvements. To minimize risks of property damage and potential dangers to residents, the General Plan designates most of the undeveloped land in floodplains for nonresidential purposes or urban reserve. Industrial development is required to incorporate flood protection measures, and any consideration of future development within the urban reserve area will have to address flooding issues. All future development is required to fund and install necessary infrastructure.

The City is adequately planning for ongoing storm drainage needs. The City completed a Storm Drainage Facilities Master Plan in 2006.

DETERMINATION

The City of Woodland is adequately providing municipal storm drainage and planning for areas within the City; however, the City will need to identify a funding source for future infrastructure improvements. The City has adequate stormwater drainage conveyance, detention, and retention capabilities. The current stormwater system infrastructure is adequate to serve the City during most major storm events, though street flooding does occur, and the City is planning for and collaborating on future improvements.

Urbanization of the undeveloped areas would increase stormwater runoff and will require adequate facilities and services. Future stormwater drainage facilities are required to be constructed by developers. The City of Woodland would be the most appropriate stormwater service provider upon development and urbanization within its SOI.

4.4 SOLID WASTE

CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE

The City of Woodland Environmental Services division of the Public Works Department administers the City's refuse and recycling contracts.

Waste Management, Inc.

The City of Woodland contracts with Waste Management, Inc. (WM) through a waste franchise agreement for municipal, residential, and commercial waste removal services. WM is a private service provider. Private providers are not under the purview of LAFCO, but a general overview will be provided.

WM provides adequate solid waste collection and disposal services to residents. WM collects residential garbage, recycling, and green waste in carts year-round on a weekly basis. Green waste street pick-up is provided on a monthly basis for nine months of the year and on a weekly basis during the three-month leaf-drop season. WM also provides weekly street sweeping services.

WM provides solid waste collection services under an exclusive franchise agreement with the City. WM bills residents for the service.

WM hauls solid waste to the Yolo County Central Landfill (YCCL), a County owned and maintained facility. The City contributes approximately 25 percent of total tonnage disposed at the YCCL.

The City is in compliance with AB939 solid waste diversion requirements. AB 939 is the California Solid Waste Management Act. This legislation required cities to divert 50 percent of their waste from the landfills by 2000 (and successive years) or be fined up to $10,000 per day for non-compliance. For the most recent reporting year, 2005/2006, the available data for Woodland showed diversion of only 48 percent of the total documented waste stream; however, the California Integrated Waste Management Board, which oversees compliance of AB939, gave Woodland a "good faith effort" designation. The City was not assessed a penalty.

The City is in compliance with SB 1016 per capita disposal requirements. SB1016 builds upon AB 939 by implementing a simplified and timely indicator of jurisdiction performance that focuses on reported disposal at disposal facilities. Target per capita disposal rates are designed to meet the 50 percent diversion rate. The state compares reported disposal tons to population to calculate per capita disposal expressed in pounds per person per day. The disposal rate is the amount of garbage being generated. For 2009, the most recent reporting year, the City of Woodland had a calculated disposal rate of 4.9 pounds per person per day and 13.5 pounds per

employee per day. The State's target amount is 5.7 and 14.5 respectively. The City's disposal rates are within the State's target amounts.

PLANNED LEVEL OF SERVICE AND INFRASTRUCTURE

The City does not anticipate any changes in the contract with WM that would significantly or adversely affect the provision of solid waste services within the City; however, the City is considering the possibility of requiring all green waste collected in carts in the future, rather than placed in the street for removal, because of increasing state mandates for the protection of storm water quality. Any increases in solid waste generation are to be handled by the solid waste services contractor. The City and WM do not foresee any service issues within the next 10-20 years.

DETERMINATION

The City of Woodland contracts with Waste Management Inc., a private waste management provider, to provide all solid waste services to the City. Solid waste services provided by WM are adequate. The City does not anticipate any changes that would significantly affect solid waste services within the City. Any increases in solid waste generation are to be handled by the WM. The City does not currently foresee any service issues within the next 20 years.

4.5 CIRCULATION AND ROADWAYS

CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE

The City of Woodland Infrastructure Division in the Public Works Department provides circulation and roadway services in the City. City staff is responsible for maintaining and repairing the City's circulation system, street lights, street signs, traffic, and transit.

Roadways

City Roadways

The City of Woodland's roadway system and traffic conditions are adequate; however the roadways are not maintained at minimum General Plan standards. The City of Woodland maintains approximately 177 miles of road, 62 signalized intersections, 9 smart crosswalks, and several flashing beacons.

City roads are classified according to function. The City contains principal arterials, minor arterials, collectors, and local roads and streets. Principal arterials represent freeways and expressways. Principal arterials connect to minor arterials. Minor arterials connect to Collectors. Collectors connect to local roads and streets, which provide direct property access. The City does not maintain principal arterials.

The City tracks the current condition of public streets within the City using a computerized Pavement Management System (PMS). This program includes a database of all City streets and their condition based on field inspections for each street. The City inspects arterial streets every year and local and collector streets every three to four years. This system is used to determine if repairs are needed and to organize routine maintenance schedules.

The City roadways are generally in fair to good condition. The City's objective is to maintain a minimum average Pavement Condition Index (PCI) of 70 for local and collector streets and 75 for arterials. The PCI is based on a scale of 1 to 100 (with 100 representing excellent pavement condition). The current PCI rating for local and collector streets in the City is 66 and the rating for arterial streets is 68. Both ratings are below the City's minimum rating goals. Additional transportation funding would be required to attain the minimum average PCI.

The City provides ongoing roadway rehabilitation to maintain the current street system. The City's street maintenance program includes base failure repair, crack sealing, patch paving, and seal coats. The City typically concentrates its efforts in one portion of the City each year for efficient operations. Road overlays and reconstruction projects are contracted out through a competitive bidding process. City crews perform preparatory work. The City currently has a half-cent sales tax from which the pavement program is

supposed to receive approximately $2.5 million per year; however, due to diversions from the fund and sales tax revenue decreases, allocations to the pavement program have been reduced. This program is funded through Measure E, which has enabled significant roadway improvements. Measure E is scheduled to expire in 2018.

Nearly all City streets meet General Plan Level of Service Roadway standards. According to City staff, current traffic studies suggest that City streets are within the General Plan Level of Service (LOS) guidelines with the exception of a few locations that currently have planned capital projects. Level of Service is a way of measuring traffic conditions with "A" being the best rating and "F" the worst. The General Plan establishes LOS C or better as the roadway standard for most areas and LOS D or better for areas that are within a half mile of state or federal highways and freeways and within the Downtown Specific Plan Area.

Bicycle Transportation

The City's bicycle network planning is provided by the Community Development Department. Bicycle facilities are maintained by the Public Works Department. The City contains approximately 7.2 miles of Class I bike paths, 34 road miles of Class II bike lanes, and 19 road miles of Class III bike routes.

The City's bicycle network provides a range of bikeway facilities; however, the majority as, prescribed by the General Plan, are Class II. According to the City General Plan, the City shall promote Class II bikeways as the preferred facility in areas with developed roadways. The City has more Class II bikeways than Class I bike paths and Class III bike routes combined. Class II bikeways are collocated along City roadways; a white line separates the bike lane from the roadway. Class I bike paths consist of bikeways with exclusive right of way and minimized motorist cross flow. Class III bike routes are shared with vehicles or pedestrians and bicycle usage is considered secondary.

The City, in its Street 2002 Master Plan Update, proposes 6.88 miles of Class I bike paths, 17.15 miles of Class II bike lanes, and 9.42 miles of Class III bike routes. Future development is expected to contribute one quarter mile of Class I bike paths and 4.7 miles of Class II bike lanes. Bikeways in the urban limit areas add 6.8 miles of Class I bike paths, 7.4 miles of Class II bike lanes, and 1 mile of Class III bike routes. **Table 4.5-1** identifies the number of current and projected bikeway facilities.

TABLE 4.5-1
BIKEWAY FACILITIES (MILES)

	Current City Limits	Future Development	Proposed City Improvements*	Urban Limit Area	Total
Class I	7.2	.25	6.88	6.8	**21.13**
Class II	34	4.7	17.15	7.4	**63.25**
Class III	19	0	9.42	1	**29.42**

*Numbers recalculated by staff per the appendices

The Cities of Woodland and Davis and the County of Yolo, with some input from UC Davis, are currently partnering on a feasibility study of possible alternative routes for a multi-use, off-road path for bicycles and pedestrians.

Transit System

The City receives adequate public transit service. The City of Woodland currently provides a portion of funding to the Yolo County Transportation District (YCTD), which operates YOLOBUS. YOLOBUS operates local and intercity bus service in Yolo County and neighboring areas. YOLOBUS has four regular service routes in Woodland, one commute service route from Woodland to Davis, and an express service route from Woodland to Sacramento. The City of Woodland provided approximately 6 percent of YCTD's total funding in Fiscal Year 2009/2010.

Streetscape

The Infrastructure Division of the Public Works Department manages City street light and tree services.

Street Lighting

There are approximately 3,200 street lights in the City of Woodland. Most street lights are owned and maintained by the City; approximately 368 are owned, maintained, and operated by Pacific Gas & Electric (PG&E). The City is responsible for paying costs of operating City- and PG&E-owned lights. These costs are paid using fees collected via gas taxes or through lighting and landscaping (L&L) district assessments. Residents pay a flat rate for each light based on the wattage.

Street lighting services are generally adequate; however, several street lighting systems are outdated, unreliable, and inefficient. Some of the street lights in older sections of town are on circuits that are wired (underground) in series. The infrastructure associated with these street lighting systems is breaking down. A break can pose a safety hazard to citizens and utility crews due to the potential high voltage that is associated with this type of lighting. Additionally, there are several areas in the older parts with no mid-block lighting, which can be a security and safety hazard. There are three circuits with about 75 street lights that need to be replaced. A recent project removed all the hazardous "series" wiring on Main Street. The City has been applying for grant funding to replace one of the circuits.

The City is actively pursuing converting a portion of the street lights to LED. Each light installed should reduce energy costs by about 50 percent. Additionally, street light maintenance costs will be reduced because LED fixtures last two to three times longer than the current fixtures. The City has already replaced 100 lights that are in L&L

districts. The City is planning to replace about 1,000 street lights with LED lights as part of the federal government's Economic Stimulus Energy Grant (EECBG).

Trees

The City's tree maintenance services are adequate, but they have been cut back to a minimal level. The City maintains approximately 11,523 street trees and 3,100 trees in parks, greenbelts, and parking lots. All trees are maintained by two full-time staff members with an annual pruning budget of $30,000, which represents a 78-percent reduction from the previous year. The current level of funding will result in a reduction of the preferred seven-year cyclical pruning cycle standard. Maintenance includes planting, pruning, integrated pest management, replacement, and care. The City also administers a tree rebate program. The Parks and Recreation Commission serves as the City's Tree Commission.

PLANNED LEVEL OF SERVICE AND INFRASTRUCTURE

The City of Woodland Street Master Plan is an effort to implement major roadway improvement recommendations of the General Plan's Circulation Element. The Major Projects Financing Plan (MPFP) identifies road improvements and related costs associated with new development needed to support the City's General Plan buildout. Development Impact Fees are based on the MPFP. The City prioritizes overall projects and funding to support circulation and roadway infrastructure over a ten-year period through its Capital Improvement Program (CIP), which should be consistent with development and financing plans of the City.

The City is planning several major roadway improvements to facilitate traffic flow in and around the City. Interchange improvements are underway for I-5 and CR 102 that will include construction of a southbound I-5 onramp and widening of CR 102 to six lanes from the onramp south to Maxwell Avenue. The City is in the second phase of its freeway to freeway connector project, which will connect northbound I-5 to southbound 113 to alleviate traffic on local roads. The City is continuing work on realignment of Lemen Avenue and North Street and related improvements. The City is also planning the widening of Kentucky Avenue and Main Street.

The City is planning to improve roadway circulation through improved signaling and installation of additional traffic signals. The City will install software and hardware on Main Street traffic signals to improve the timing of street signals and allow for smoother traffic flow that will accommodate increased traffic. Signal enhancements on other major corridors will help the overall traffic signal system. The City will also install new street signals throughout the City to accommodate growth and development.

The City tracks roadways that require rehabilitation and maintenance through its Pavement Management System (PMS) database. The City's CIP prioritizes work for

roads identified through this system based on roadway conditions, funding availability, traffic patterns, and the type of treatment that is required. Approximately ten roadway rehabilitation and/or maintenance projects are identified in the CIP.

The City is working to update its Bikeway Master Plan. The City plans to update this study every five years in conjunction with General Plan updates to be eligible for Sacramento Area Council of Governments (SACOG) bicycle and pedestrian project funding. The Master Plan will also promote a balanced and interconnected bicycle system. The City is trying to obtain funding to do a Yolo County bikeway feasibility study for construction of an alternative transportation corridor between Woodland and Davis.

The City is not projected to meet General Plan Level of Service (LOS) roadway standards under estimated 2020 conditions. Though the City's goal is to maintain a minimum LOS D, the City includes roadways that have classifications of LOS E. **Table 4.5-2** provides service capacity estimates (LOS A through E) for Woodland's four roadway classifications.

TABLE 4.5-2
PEAK HOUR ROADWAY SEGMENT CAPACITIES BY FUNCTIONAL CLASSIFICATION AND LOS

Functional Classification	Lanes	Roadway Segment Capacity				
		LOS A	LOS B	LOS C	LOS D	LOS E
Principal Arterial	2	N/A	N/A	1,280	2,080	2,320
	4	N/A	N/A	2,450	4,390	4,780
	6	N/A	N/A	4,100	6,730	7,250
Minor Arterial	2	N/A	N/A	1,090	1,890	2,150
	4	N/A	N/A	2,270	4,000	4,450
Collector	2	N/A	630	920	1,040	1,110
	4	N/A	1,370	1,960	2,140	2,280
Local Street	2	N/A	N/A	450	600	660
Table 1: City of Woodland Street Master Plan (page 3)						

City staff estimates that a number of existing intersections and street segments will not be able to meet GP LOS standards based on projected growth and the shortage of available right of way corridors.

Future growth will require development of new roadways and widening and improvements of existing roadways. Development is expected to pay for the improvement and construction of facilities to ensure adequate roadways and circulation in the City.

DETERMINATION

The City of Woodland is currently providing adequate roadway and circulation services to residents within the City. The City tracks current roadway conditions to determine which roadways require maintenance services. The current level of funding is limiting

the provision of roadway maintenance services, although Measure E has enabled some significant roadway improvements. Although the current circulation infrastructure is adequate to serve existing users, it does not meet the City's own service goals. Future roadways in new developments are required to be constructed by developers to provide adequate circulation service.

4.6 LIBRARY

CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE

The Woodland Public Library provides library services for the City. The Library is responsible for providing the public free access to printed and electronic materials and information.

Background

The Woodland Public Library was established as a municipal library in 1891. The City of Woodland is the only area outside of the Yolo County Free Library System in Yolo County.

The Woodland Public Library has entered into contracts with the County for shared library services in the past. The Yolo County Library System was established on July 12, 1910, when the Yolo County Board of Supervisors entered into an agreement with the Woodland Free Public Library of the City of Woodland to assume the functions of a County Library in Yolo County. The contract was terminated in 1915. In 1978, the Woodland City Council approved a Joint Powers Agreement between the City and the County for library services. On July 10, 1979, the citizens of Woodland voted to cancel the Joint Powers Agreement between the City and the County for the County operation of the Woodland Branch Library. The measure stated that the City "shall own and operate the [Woodland Library] to the extent permitted by law, without occupancy by financial or other participation or involvement of the County of Yolo." The effective date of cancellation of the Joint Powers Agreement was July 27, 1979.

Facilities

The Woodland Public Library facility is not adequate for providing library service. The General Plan guidelines recommend 507 square feet of space per 1,000 people served or 29,045 square feet. The Library is currently 23,000 square feet, which is approximately eighty percent of the General Plan's goal. The General Plan also recommends 400 square feet of office space per administrative/supervisory employee. The City is meeting this requirement as the City Library Services Director is the only administrative employee. A second supervisory position has not been filled.

Services

The Library provides library materials, resources, and programs to residents in the City of Woodland and beyond.

The Woodland Public Library, compared to other public libraries with similar profiles, is deficient in one-third of the categories presented in statewide Key Ratios and

Performance Indicators. **Table 4.6-1** includes service ratios and indicators for Woodland and four other public libraries that have one library within their boundaries and a similar population. Average service ratios and indicators have also been calculated for the five libraries in the table. Out of twenty-one factors, the Woodland Public Library is below the average in seven areas: total square footage per capita, staff full time employees per 1,000 circulation, percentage of operating expenditures on staff, total materials available per capita, audio materials per capita, reference questions per capita, and number of internet terminals per 1,000 population.

TABLE 4.6-1
2009 KEY RATIOS AND PERFORMANCE INDICATORS*

State Library Statistics	Covina Public Library	Glendora Public Library	Lodi Public Library	Tulare Public Library	Woodland Public Library	Average	Variation
Population	49,541	52,474	63,313	58,506	56,399	--	--
Total Square Footage Per Capita	0.4066	0.5717	0.4857	0.2222	0.4078	0.4188	-0.01
Visits Per Capita	5.9	5.3	--	2.47	4.66	4.5825	0.08
Hours Open Per 100 Population	4.36	5.08	4.44	4.86	4.96	4.74	0.22
Staff FTE's per 1,000 Served	0.4622	0.6301	0.3755	0.4726	0.6096	0.51	0.10
Staff FTE's per 1,000 Circulation	0.089	0.0673	0.0915	0.0497	0.0479	0.06908	-0.02
Staff FTE's per 1,000 Reference Transactions	0.4573	0.6048	0.0915	0.3569	1.0779	0.51768	0.57
% of Operating Expenditures on Collection	10.33%	13.37%	11.41%	15.35%	13.33%	12.76%	.01
% Operating Expenditures on Staff	70.12%	65.66%	80.30%	42.22%	61.08%	63.88%	-2.80%
% of Collection Expenditures on Print Materials	55.49%	51%	75.27%	86.15%	68.09%	67.20%	0.89
Total Materials Available Per Capita	2.0778	2.9242	2.141	1.9743	1.7992	2.1833	-0.38
Audio Materials Per 1,000 Served	142	230	81	358	195	201.2	-6.20
Video Materials Per 1,000 Served	128	185	56	148	193	142	51
Books Per 1,000 Served	3,006	2,563	2,364	4,236	3,184	3,071	113.40
Subscriptions per 1,000 Served	5.13	5.57	4.84	6.35	7.56	5.89	1.67
Circulation Per Capita	3.29	7.97	3.47	3.35	6.24	4.864	1.38
Circulation Per Holding	1.5821	2.7265	1.6209	1.6977	3.4663	2.22	1.25
Library Program Attendance Per 1,000 Served	88	484	136	42	395	229	166

Reference Questions Per Capita	0.64	0.89	0.24	0.47	0.28	0.504	-0.22
Operating Income from Local Government per Capita	$26.36	39.76	23.11	14.42	30.96	$26.92	$4.04
Internet Terminals per 1,000 Population	0.7469	0.2859	0.3159	0.1367	0.3192	0.36092	-0.04
PAC Use Per Capita	0.49	0.7	0.61	0.34	0.77	0.582	0.19

*Fiscal Year 2008-2009

The Woodland Public Library is meeting established General Plan guidelines for number of volumes. The General Plan standard is 1,800 volumes per 1,000 population. According to the previous table, the library has 3,184 books per 1,000 served, which is approximately 77-percent more than the standard. The General Plan Guidelines also recommend an annual acquisition rate of 200 volumes per 1,000 population. Though the library doesn't track data this way, the Library Services Director estimates that they are close.

Library System

The City contracts with the Sacramento Public Library for expanded circulation service and technical administration of the Library's catalog. The Woodland Public Library uses the Millennium Database catalog system, contracted to them by the Sacramento Public Library, which provides Library staff and patrons access to the online public access catalog (OPAC) including the collection of the Sacramento Public Library and its partners. This arrangement provides the Woodland Public Library patrons access to a larger amount of materials. The Woodland Public Library also borrows materials from outside library systems (interlibrary loans) and purchases materials for internal use, such as journals, articles, test books, etc.

The State provides reimbursement to local libraries for a portion of the costs they incur when they lend material from one library to another as a result of a user request for the item. The Transaction Based Reimbursement (TBR) that the Woodland Public Library receives typically provides a substantial stream of revenue; however, the Library is lending fewer materials because it is buying fewer popular titles. This revenue (150,000 – 170,000 annually) funds a portion of the Library's materials budget.

Programs

The City provides and administers the Woodland Public Library Literacy Service program. The program provides one-on-one tutoring for adult learners in reading, writing, and comprehension skills. The program is administered by one part-time literacy coordinator, one part-time staff member, and sixty-five volunteers. The program receives funding from the Woodland Literacy Council, the Woodland Joint

Unified School District, the California State Library, the Yolo County Sheriff's Department, the Woodland Library Board, and the City of Woodland.

Governance

A Library Services Director administers the day to day operations of the Library. The City Council appoints a five member library board of trustees to manage and administer the Library. Trustees serve three-year terms. Meetings are held twice a month (on the first and third Thursdays at 4:00 p.m.) in the Leake Conference Room of the Woodland Public Library, located at 250 First Street in Woodland.

PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

The Woodland Capital Improvement Program included a 10,000 square foot library expansion. This project has been set aside because of funding and concerns with on-going operational costs associated with additional staffing. No other capital improvements are scheduled for the Library. Regular annual funding allocations are identified in the Capital Improvement Program for Library Material Collection and one-time funding is identified for a Library Automation Project in 2013-14.

On February 9, 2010, the Woodland City Council adopted a resolution to place a quarter-cent sales tax increase on the June statewide primary election ballot with advisory measures guiding the allocation of resulting sales tax revenue. One of the advisory measures proposed a 30% allocation to the Woodland Public Library to restore library operating hours to 54 hours per week and provide circulation materials, literacy programs, educational activities, and other community events. The sales tax went into effect on October 1, 2010. Library hours were extended from 40 to 44 hours per week soon after. The Library Services Director anticipates receiving funds from the sales tax increase in the current fiscal year.

Prior to the tax increase, the City had considered other options for service sustainability and efficiency. The Library Trustees discussed the following reorganization options: form an independent Library, contract with the Sacramento Public Library for administrative operations, combine the City Library and Recreation Departments, contract or outsource services to a private provider, join the County Library, or contract with the County Library.

Combining services with the County Library would require voter consent. The 1979 measure that approved cancellation of the Joint Powers Agreement between the City and County also specified that the City Library remain functionally separate from the County Library. Combining the City and County Libraries through a contract or boundary change might require the City to put the question on a ballot for the City of Woodland voters to reverse the previous decision.

DETERMINATION

There are no set industry standards for library service; however, the practices and standards of other similar or nearby libraries provide some context for general or accepted levels of service. The Woodland Public Library, compared to other public libraries with similar profiles, is below average in one-third of the categories presented in statewide key ratios and performance indicators for libraries throughout the state. The allocation of funds from a proposed half-cent sales tax on the June ballot will help improve library hours and funding to provide circulation materials, literacy programs, educational activities, and other community events.

4.7 PARKS AND RECREATION

The City of Woodland Parks and Recreation Department administers parks and recreation services in the City.

CURRENT LEVEL OF SERVICE AND INFRASTRUCTURE

Parks and Facilities

The City of Woodland maintains an adequate number and range of park and recreation facilities for its residents. The City has 11 neighborhood parks, 5 community parks, 9 community sports parks, 3 open space parks, and a half-acre greenbelt. The parks have a variety of facilities including play areas, picnic areas, tennis courts, horse shoe pits, basketball courts, and other amenities. **Table 4.7-1** below lists the City's parks, park types, facilities, and acreage. **Figure 4.7-1** shows the City's parkland.

TABLE 4.7-1
PARK FACILITIES AND ACREAGE

No.	City Parks and Facilities:	Neighborhood	Community	Community Sports Park	Open Space	Undeveloped
1.	Beamer Park	2.18				
2.	Buchignani Little League			1.5		
3.	Camarena Little League			3.5		
4.	Campbell Park	6.65				
5.	Christiansen Park	3.40				
6.	City Park	3.92				
7.	Clark field			3.4		
8.	Cline Park				4.4	
9.	Crawford Park		10			
10.	Douglass Park/Pond			15		
11.	Everman Park	3.39				
12.	Freeman Park	2.25				
13.	Harris Field			3.05		
14.	Harris Park	3.06				
15.	Jack Slaven Park	8.00				
16.	John Ferns Park		10			
17.	Klenhard Park			7		
18.	Pioneer Park		10			
19.	Regional Park					160
20.	Roddy Park	0.48				
21.	Schneider Park				3.85	

Parks and Open Space

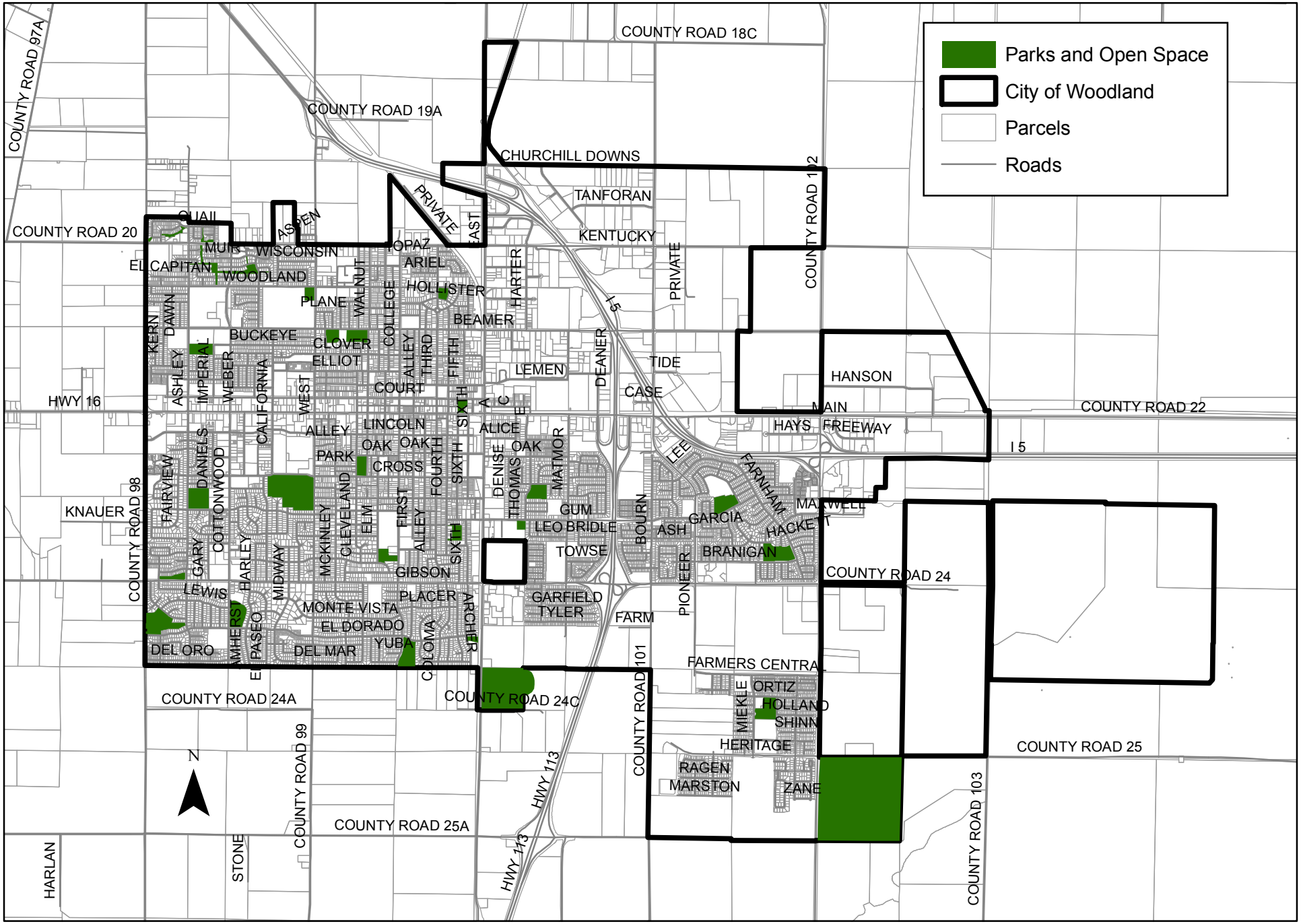


Figure 4.7-1

Created by LAFCO on October 13, 2010
Updated on January 31, 2011
Data provided by Yolo County

22.	Southland Park	2.67				
23.	Storz Soccer Field					13.8
24.	Streng Park Pond			2.2		
25.	Traynham Park	3.2				
26.	Tredway Park				1.57	
27.	Woodland Cemetery				22	
28.	Woodland Community and Senior Center		10			
29.	Woodland Community Sports Park			15		15
30.	Woodland Community Swim Center			3.4		
31.	Woodland West Greenbelt	0.5 acres: not included toward parkland acreage, however, does fit into general plan goals.				
32.	Woodside Park		10			
	TOTAL					
TOTAL		39.2	50	54.05	31.82	188.8

The City is meeting its General Plan park acreage standards. The Woodland General Plan park standard is six acres of parks per 1,000 population (5.A.2.). Based on the prescribed ratio, the minimum required acreage is 333 acres. The City contains approximately 175.07 acres of developed parks and 188.8 acres of undeveloped parkland for a total of 363.87 acres of parkland. The City has 30 acres of parkland over what the General Plan requires.

The City is meeting or exceeding the current General Plan parkland standards for parkland types. The City's goal is to provide 10-15 acres of neighborhood parks, 20-50 acres of community parks, and three to 30 acres of sports parks. The City has 39.2 acres of neighborhood parks, 50 acres of community parks, and 54.05 acres of sports parks.

Park facilities are generally sufficient, but do not always meet demand. City staff indicated that demand can be difficult to meet during peak periods, which include weekday evenings and seasonal weekends. The City has tried to address demand through scheduling and collaboration among users. Facilities, such as athletic fields, are extensively used and demand sometimes exceeds capacity during the sports season; the community has expressed the need for additional athletic fields. Unfortunately, the

City is finding it financially challenging to regularly maintain, upgrade, replace, and construct its facilities as indicated in the 10-Year Capital program.

The City provides a range of recreation programs and services for kids, teenagers, adults, and seniors. Programs include out-of-town trips, youth and adult sports, day camps, classes, swimming programs, and special community events. City staff anticipates that senior and youth recreation services will need to be increased due to the aging population and to provide positive alternatives for youth.

Staffing

The Parks and Recreation Divisions are not meeting the General Plan standard of one employee per 10 acres of park maintenance. As of January 2011, the Division will have seven full-time staff members, including three parks supervisors, three maintenance workers, and one pool technician. The Recreation Division has eight full-time staff members, including four supervisors, two administrators, and two facility maintenance workers. The City has one employee per 23 acres of parkland. Excluding undeveloped parks, which do not contain facilities, the City has one employee per 11 ½-acres of parkland.

Management of the Parks and Recreation Department has recently been undergoing reorganization. The Parks Division of the Parks and Recreation Department has been reassigned to the Public Works Department; the Recreation Division, for the interim, is organized under the Police Department. The Parks and Recreation Divisions report to a seven-member Parks and Recreation Commission, which makes advisory recommendations to the City Council.

PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

The City continues to plan for additional parkland and facilities to accommodate additional growth and meet the needs of the community. The City has developed some of the parks and facilities identified in the 2004 Parks Master Plan Update; however, additional parks and facilities will be required through 2020. The Plan indicates a need to build the second phase of the community center, one swim center, nine neighborhood parks, four community sports parks, and an eighteen-hole golf course. One neighborhood park, Jack Slaven Park, was completed in 2010. The City identifies funding for three of the neighborhood parks and one community park in its Capital Improvement Program.

DETERMINATION

The City of Woodland maintains an adequate number and range of parks, recreation facilities, and community services; however, some facilities cannot meet peak demands. The City has sufficient park acreage and parkland types. Park facilities are generally

sufficient, but are in high demand during weekday evenings and seasonal weekends. The demand for facilities, such as athletic fields, sometimes exceeds capacity during the sports season.

The City has undergone significant structural changes in its Parks and Recreation Department, which has reduced service levels and affected its ability to meet prescribed standards. The ratio of employees to park acreage is not sufficient and does not meet minimum General Plan standards; however, City staff believes the overall management structure of the City is sufficient to account for necessary services and maintain a basic level of operations in an efficient and effective manner.

The City is planning for the improvement and construction of additional parks and recreational facilities to meet future demands. The City continues to plan for maintenance, upgrades, replacement, and construction of new parks and facilities, as necessary, through its Capital Improvement Program and Master Plan.

4.8 LAW ENFORCEMENT

The City of Woodland Police Department provides law enforcement services in the City of Woodland.

The Police Department provides comprehensive law enforcement services, which include emergency 911 Dispatch and response, community patrol, traffic, major accident investigation, parking enforcement, crime investigation, and crime prevention.

Background

The Police Department has three divisions that provide law enforcement services. These consist of the Administration, Operations, and Special Operations Divisions. The Support Services functions as its own Division and provides support to the other divisions.

The Administration Division provides overall management and direction of the department, specifically recruitment, planning, financial management, media relations, internal investigations, and crime intelligence and analysis. The Chief's administrative staff is composed of an Administrative Sergeant, Administrative Secretary, Management Analyst, and Information Systems Specialist. The Chief of Police, along with his administrative staff, is responsible for administration of the Police Department.

The Operations Division includes Patrol, Traffic, Parking Enforcement, Strategic Operations, and various specialty assignments. Specialty assignments include bike patrol, honor guard, SWAT, crisis negotiation, and K-9 patrol. The Operations Division is headed by a Captain and two Patrol Lieutenants.

The Special Operations Division, headed by an investigations Lieutenant, includes the Investigations and Gang Suppression Units, participation on a regional narcotics team, and a School Resources Officer. The Unit's primary responsibility is the investigation of criminal cases. The Investigations Unit consists of one Detective Sergeant, six Detectives, a Community Service Officer (CSO), and a part-time Domestic Violence Advocate. The Gang Suppression Unit focuses on gang investigation and prevention and consists of a Gang Task Force Sergeant and two Gang Task Force Officers. The Special Operations Division also oversees the School Resource Officer (SRO) program and participation in the Yolo County Narcotics Enforcement Team (YONET). The Police Department assigns one officer to YONET, a countywide task force that works to diminish illegal drugs in Yolo County. The Woodland Department also provides two sworn officers to the Woodland Joint Unified School District to encourage attendance and promote safety on school campuses.

Support Services include records management, property and evidence collection and management, warrant receipt and processing, crime analysis, crime prevention, and volunteer coordination.

Volunteers provide limited service and support to the Police Department. The Administrative Sergeant currently oversees the Department's volunteer program, which consists of four volunteers. Volunteers assist in the Records and Crime Analysis Units. The volunteer program has recently been scaled back due to budget cuts; fewer officers are available to provide direction and management. In the past, volunteers had assisted with towing vehicles, washing patrol vehicles, and special events.

The Police Department maintains mutual aid agreements with other agencies to provide and receive support when needed. Besides YONET and YECA, the Department has an agreement with the Woodland Joint Unified School District and the Yolo County School District for work in the School Resource Officer Program. The Department also has agreements with other law enforcement agencies for back up and support.

Staffing

The Police Department provides adequate law enforcement services, although the Department is having difficulty meeting prescribed standards due to reduced staffing. The Department is currently staffed with 66 sworn officers (which include two K-9 dogs) and 19 support employees. The Patrol Division operates three shifts per day, which typically consist of one supervisor and four sworn officers during the week and the addition of one sworn officer on the weekends.

The City appears to have a low level of police officers per thousand population. The City has a current staffing ratio of 1.19 police officers per 1,000 residents, lower than the West Coast/Regional staffing ratio of 1.3 officers per 1,000 residents. Although there is not one set industry standard for sworn police officer staffing, the West Coast/Regional staffing ratio provides a general benchmark and means for comparison between other jurisdictions. Compared to the other three cities in the County, City of Woodland staffing ratios are lower than the City's of West Sacramento and Davis. The City of Woodland has set its own law enforcement goals relative to local conditions and demands for service.

The City has a low level of "unobligated patrol time" available to further community policing activities. The General Plan Level of Service Guidelines establish a minimum 50 percent of unobligated patrol time per shift. Unobligated patrol time allows officers to work and be more visible in a community and provide routine patrol rather than respond to calls, fill out paperwork, attend court hearings, etc. According to the Police Chief, the last workload study that was performed demonstrated a much lower percentage of uncommitted time than 50 percent; as unobligated time is reduced the ability for officers to participate in proactive activities such as Community Oriented Policing is also reduced.

The City is exceeding the General Plan guidelines for average number of calls per officer per day. In 2009, the Department responded to 32,488 calls for service or an average

89 calls per day. With a minimum staffing of 4 officers per shift and three shifts per day, there are 12 officers per day to respond to 89 calls for service per day or 7.4 calls per officer. This exceeds the General Plan's maximum goal of seven calls for service per day per patrol officer.

The Department is not meeting the majority of General Plan average response time goals. In 2009, Priority 1 and 2 calls were over average response time guidelines by approximately one quarter and one tenth of a minute, respectively. Priority 3 calls were nearly 1 minute over. Priority 4 and 5 calls were well within response time guidelines. Priority 1 calls constitute major crimes or events in progress that threaten life or property. Priority 2 calls constitute minor crimes or events in progress or within 10 minutes where there is concern for a victim's mental or physical welfare. Priority 3 calls are major crimes or events that are not in progress, but evidence might be recovered or potential for solving a crime might increase within a given response time. Priority 4 calls are Priority 2 calls that were downgraded or revisited. Priority 5 calls represent service calls that do not meet the criteria in the previous priority classifications. According to the Police Chief, the short response times associated with these types of calls might be due to direct reports of crime or events to the police station. General police response times have become longer due to reductions in staffing.

TABLE 4.8-1
2009 AVERAGE POLICE RESPONSE TIMES

Priority	Class of Crime	Dispatch/Response	Guideline	Actual
Priority 1	Major Crimes	Dispatch time	1 minute	00:55
		Police Response Time	4 minutes	4:14
Priority 2	Major Crimes	Dispatch time	1 minute	2:41
		Police Response Time	5 minutes	5:06
Priority 3	Major Crimes Cold	Dispatch time	15 minutes	10:30
		Police Response Time	10 minutes	10:57
Priority 4	Minor Crime Cold	Dispatch time	30 minutes	15:07
		Police Response Time	10 minutes	6:34
Priority 5	Service Calls	Dispatch time	35 minutes	6:55
		Police Response Time	10 minutes	1:03

Dispatch time and police response depend on the number of officers that are available to respond at any given time. The Chief points out that calls may overlap and/or require multiple units to respond, reducing the number of available officers for each call and their ability to respond to incidents in a short amount of time. Response time and availability is further reduced if officers are aiding other law enforcement agencies.

The City has an adequate number of investigators to respond to Part I crimes. In 2009, the City experienced 1,715 Part I crimes. The highest demand for police service, respectively, comes from property crime (theft and burglary), auto theft, aggravated assault, robbery, arson, rape, and homicide. According to the General Plan, the ratio of Part I crimes should not exceed an average of two per day for each assigned

investigator. The City has 8 full-time investigators (6 detectives and 2 gang investigators). According to the Total 2009 Part I Crimes in the table below, there is an average of 5 Part I crimes per day in the City. The ratio of crimes to investigators does not exceed the recommended General Plan average. The number of Part I crimes per 1,000 is lower than the City of West Sacramento, but higher than the other three Yolo County cities.

Facilities and Equipment

The current City of Woodland Police Facility is adequate for providing law enforcement services. The Department operates out of one facility occupying a 3.2-acre City block located at Lincoln Avenue. The 54,000 square foot facility is comprised of two buildings. The main building is a 43,000 square foot two-story structure that houses Records, Patrol, Investigations, Traffic, Administrative Services, City and Police Information Systems, and Command. The second building is an 11,000 square-foot structure that functions as a service facility; it contains a kennel, traffic bay, bicycle bay, Special Weapons and Tactics (SWAT) and Crisis Negotiation Team (CNT) bay, general storage, hazmat, vehicle impound, and in a half basement, an indoor range, ammunition storage, armory and classroom. According to General Plan guidelines, there should be 315 square feet of building space per employee. The Police Department has sufficient office space to accommodate the current level of staffing. In addition to Police Department personnel and equipment, the Facility also houses the City Information Systems (IS) Department personnel and equipment.

The Police Department has sufficient vehicles and equipment to provide law enforcement services. According to the General Plan Level of Service (LOS) guidelines, the Department should have the following:

TABLE 4.8-2
LOS GUIDELINES AND ACTUAL VEHICLES AND EQUIPMENT

General Plan Guidelines	Guidelines	Actual
One patrol vehicle/two patrol positions	21 patrol vehicles	23 marked vehicles
One plain sedan/2 investigative, support or admin positions (non sworn personnel)	16.5	18 unmarked vehicles
One I.D. van and ID equipment/52 sworn personnel	1.27 ID	1 ID Van and Equipment
One K-9 Unit/26 sworn officers*	2.46 K-9 units	2 K-9 Units
One portable radio, leather gear, weapon, and vest for every new sworn officer	One portable radio, leather gear, weapon, and vest for every new sworn officer	One portable radio, leather gear, weapon, and vest for every new sworn officer

*does not include 2 k-9 units

PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

The City's projected growth will place additional demands on the City's Police Department for law enforcement services. Additional staff and resources will need to be added to provide adequate police services. It is anticipated that the current level of service will be maintained as the City grows.

According to the City's Police Chief, the Police Department has conducted short- and long-term range planning to improve services and determine future needs based on growth.

DETERMINATION

The Police Department provides generally sufficient law enforcement services; although the Department is having difficulty meeting prescribed patrol, staffing, and response time goals due to reduced staffing. The Police Department maintains mutual aid agreements with other agencies to provide and receive support when needed. Current law enforcement facilities and equipment are adequate for current demands.

The City has short- and long-range plans for improving the level of law enforcement services within the City. It is uncertain to the level and extent the Police Department will need to expand to provide adequate service for future growth.

4.9 FIRE PROTECTION AND EMERGENCY MEDICAL SERVICE

The City of Woodland Fire Department provides fire protection, fire prevention, and emergency medical services to the City and to a portion of the Springlake Fire Protection District (FPD) through contract.

Service Area

The City of Woodland Fire Department provides service to a 56 square-mile area. The City of Woodland is approximately 15 square miles and the portion of the Springlake FPD that the Department serves under contract is approximately 41 square miles. The Springlake FPD surrounds the City on the north, east, and south. The City provides service to the majority of the Springlake FPD with the exception of the area south of CR 29, which is served by the City of Davis Fire Department. The Department provides coverage to an area that has approximately 56,035 people. **Figure 4.9-1** shows the City's fire stations and service area.

The Woodland Fire Department provides administrative services to the Springlake FPD Board and fire protection services to the Springlake FPD through contract. There are no fire stations or other equipment located within the Springlake FPD.

Services

The Fire Department provides an adequate range of emergency services. Emergency services include fire response, emergency medical response, hazardous materials response, and public assistance. In addition, the department provides pre-hospital emergency medical services at the EMT-1D level, sufficient for current demands.

The City Fire Department includes four divisions: Administration, Training, Fire Prevention, and Operations. The Administration Division provides overall direction and management of the Department. Responsibilities include personnel administration, budgeting, policy, planning, and working with other departments, agencies, industries, and individuals.

The Operations Division provides emergency response services and assists with budget development, personnel administration, and information management, which includes call statistics and response maps.

The Fire Prevention Division provides plan checking and fire inspection services for development in the City of Woodland and, through contract, to all residential and commercial construction for automatic fire sprinkler systems and fire alarms systems in the unincorporated areas of Yolo County. This Division also provides public education.

Fire Department Service Area

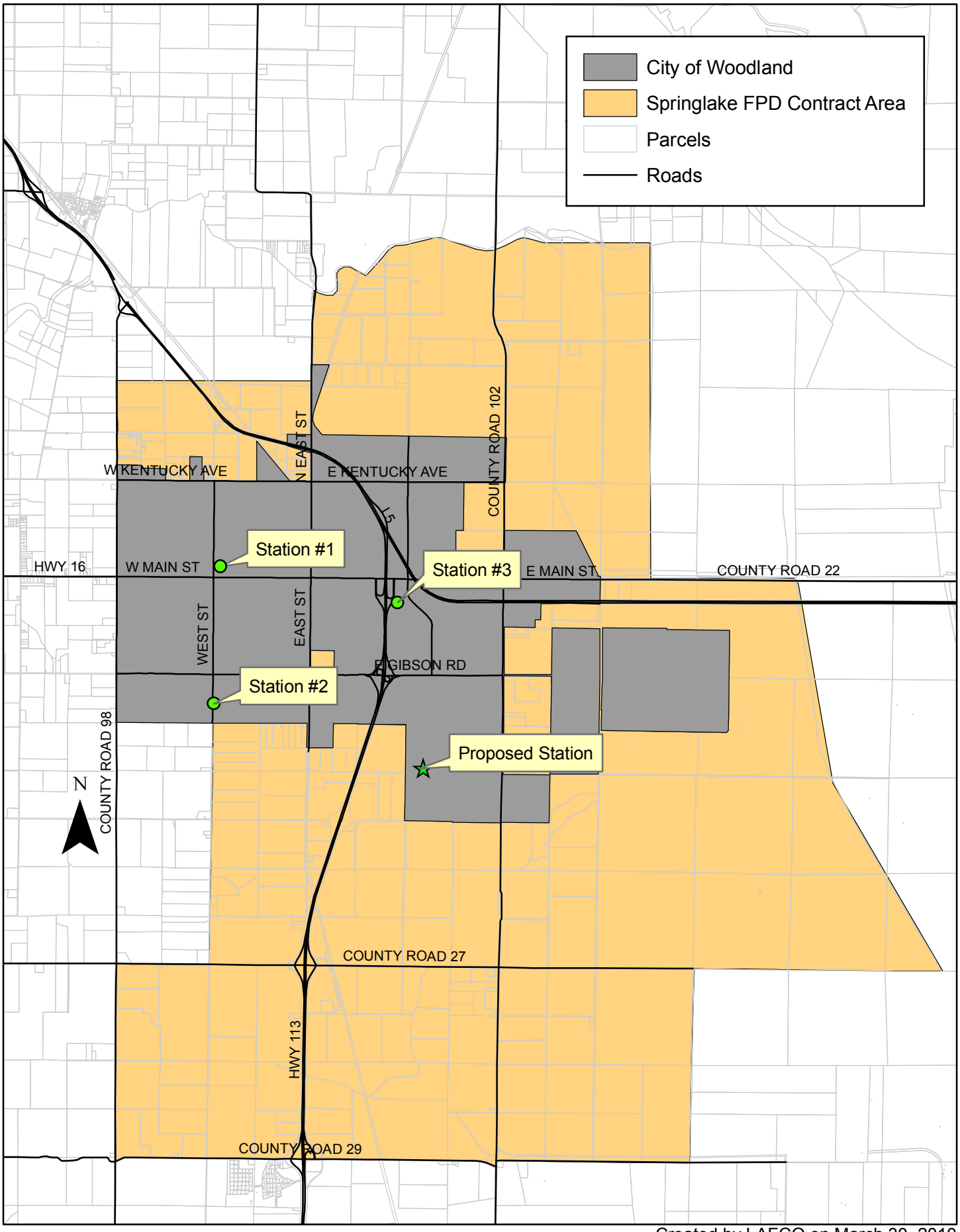


Figure 4.9-1

Created by LAFCO on March 30, 2010
Updated January 28, 2011
Data provided by Yolo County

The Training Division provides staff training and volunteer coordination to meet Department objectives, state certification, and professional standards. This Division has also worked with the Yolo County Office of Education's Regional Occupation Program (ROP) to offer a 5-6 month long introductory fire academy to high school students.

The City of Woodland Fire Department currently has a sufficient fire protection rating for service coverage and capability. The Insurance Services Office (ISO) rating is the recognized classification for a fire department or district's ability to defend against major fires. A rating of 10 generally indicates firefighting capability does not meet minimum criteria, whereas an ISO rating of 1 indicates high firefighting capability. Fifty percent of the overall grading is based on the fire department, forty percent is based on the community's water supply, and the final ten percent is based on receiving and handling fire alarms. The General Plan recommends the Department maintain a rating of 3 in the City. The Department has an ISO rating of 3 in the City and 8B in the Springlake Fire Protection District.

The City of Woodland provides a sufficient level of emergency medical response for most of its service area. The Department responds to all medical emergencies as a component of the pre-hospital emergency medical care system due to its capabilities and strategic positioning throughout the community. This system has been in place nation-wide since the 1970s and is not unique to Woodland. All of the City's firefighters are certified Emergency Medical Technicians (EMTs) and can provide basic life support (BLS) services. This basic medical training allows fire personnel to provide emergency medical services for medical calls as first responders. American Medical Response (AMR) provides ambulance services for Yolo County out of their base location in West Sacramento. While AMR strives to make an ambulance available in Woodland, availability is subject to the volume of medical emergencies occurring throughout the County at any given time.

The Department provides minimal preventative fire protection services to reduce the amount of hazards. Typical non-emergency services include plan checking, construction inspection services, fire and life safety inspections, fire and fire code investigations, public education, and weed abatement. The Fire Marshal safeguards the community by verifying adherence to fire regulations, public education, and hazard mitigation.

Facilities and Equipment

The Department is not meeting minimum response time goals in every part of the City. The City currently operates three fire stations located in northwest, southwest, and east Woodland. The Fire Department's goal is to respond to 90% of emergency calls within 4 minutes. On average, the Department responds to 90% of emergency calls within five minutes. Travel times to the Springlake subdivision and areas in the Springlake Fire Protection District typically exceed five minutes and are often much longer.

The City of Woodland has sufficient equipment to provide fire protection services. The type and number of the Department's current vehicles and apparatus is listed in **Table 4.9-1**. The 2001 Woodland Fire Master Plan provides a list of recommended apparatus, which is the basis for the table below and which has been updated to be current in 2010.

TABLE 4.9-1
FIRE DEPARTMENT VEHICLES AND APPARATUS

Apparatus	Actual	Recommended	Difference
Type I Engine	3	3	0
Interface Engine	2	2	0
Type III Engine	2	2	0
Ladder Truck	2	2	0
Water Tender	1	1	0
Command Vehicle	3	2	1
Rescue/Squad	1	1	0
Staff Vehicle	2	4	-2
Fire Prevention	4	4	0
Hazardous Materials	1	1	0
Special Service	3	3	0

According to the Fire Chief, the size of the Fire Department's fleet is adequate and necessary to provide uninterrupted service to the City and FPD.

The Fire Department rents its facilities to other agencies. The Fire Department charges hourly rental and use fees for their fire department training center at Station #3.

Staffing

As previously mentioned, the Department includes four divisions: Administration, Training, Fire Prevention, and Operations. The Administration Department includes the Fire Chief and one Management Analyst. The Fire Prevention Bureau is staffed with a Fire Marshal and two fire inspectors. The Operations Division includes three Battalion Chiefs and 36 firefighters. The Training Division includes one administrative Clerk with the three Battalion Chiefs sharing the responsibility of scheduling and coordinating Department training.

The City is able to staff all the fire stations with at least one responding engine per station. The Department has 39 shift personnel (3 Battalion Chiefs, 12 Captains, 12 Engineers, and 12 firefighters), one fire chief, one fire marshal, and 2 fire inspectors for a total of 43 uniformed personnel. The shift personnel are divided into three shifts with each shift working 48 hours. Twelve firefighters staff three engines and one ladder truck on a daily basis. Each apparatus is staffed with three firefighters. The ladder truck responds out of station 3.

The Department is currently not meeting the City's minimum staffing goals. The Woodland General Plan sets minimum staffing guidelines based on population. According to General Plan guidelines, the City is understaffed by 31-percent. To be in compliance with General Plan guidelines, the Department would have to add an additional 17 firefighters. The General Plan States that the City shall strive to maintain a fire operations staffing ratio of 1.0 per 1,000 residents. Based on the Department's 39 fire operations personnel, the City has .7 firefighters per 1,000 residents.

The City is currently not meeting the minimum industry firefighting staffing standards. The National Fire Protection Association (NFPA) standard 1710 contains minimum requirements relating to the organization and deployment of fire suppression operations, emergency medical operations, and special operations to the public by substantially all career fire departments. Current NFPA 1710 standards indicate that the Fire Department is approximately 25% understaffed. For the City to be in compliance with NFPA standards, the City currently needs an additional 4 firefighters per shift to meet minimum emergency operations levels. Additional firefighters are needed if the entire force is dispatched to respond to subsequent calls. It should be noted that these standards are voluntary, and the inability of the department to meet the NFPA standards does not indicate any violation of law or local requirement.

The Fire Department relies on other fire agencies for service and support. The Woodland Fire Department has automatic and mutual aid agreements with surrounding fire agencies. Mutual aid is a formal agreement among emergency responders to lend assistance across jurisdictional boundaries, on a reciprocal basis, when required. Woodland has Mutual-Aid agreements with all fire protection districts and fire departments in Yolo County.

Automatic Aid is assistance dispatched automatically between two fire protection agencies. The Department has automatic aid agreements with the Davis, UC Davis, West Sacramento, and Yocha Dehe Fire Departments and the Willow Oak, Dixon, Yolo, West Plainfield, and Elkhorn Fire Protection Districts. The City provides service to Elkhorn FPD on Interstate 5.

Responding to its contract area or other aid calls outside the City reduces the fire protection coverage within the City. The Fire Department must respond to incidents in the Springlake FPD or surrounding jurisdictions from one of the three fire stations inside the City; as a result, firefighters may have to travel far outside the City's boundaries. When the Department is responding to calls outside the City, coverage inside the City is reduced or delayed. In some cases, the City becomes dependent on mutual aid assistance for coverage; however, the aid arrangements benefit all the jurisdictions in the County. Additionally, the Springlake FPD provides supplemental funding that is used to augment services in the City and the District.

Volunteers

The Woodland Fire Department receives support from two different groups of volunteers. The Department has six volunteer firefighters that are assigned to a shift and that generally provide support after an incident. The Woodland Fire Department also has a group of volunteers that participate in community events. The Woodland Fire Department Support Branch restores and maintains antique fire apparatus and displays them at public events, such as the City's Christmas Parade. The group has approximately 30 members.

Planned Level of Service and Improvements

Additional development will place additional demands on the existing fire department for firefighting and prevention services. Additional staff and resources will need to be added to provide adequate fire protection and emergency medical services.

Current station locations do not help the City meet its four-minute response time objectives. The Woodland Fire Department currently has three fire stations and the 2001 Woodland Fire Master Plan indicates the need for five. The Master Plan recommended planning for fire stations in the northeast and Springlake areas of the City. According to the Master Plan, the northeast portion of the City is an underserved area with the largest concentration of high-hazard property. Currently, there are not plans to increase funding for additional firefighters or to fund construction and operation of this fire station.

There are plans to build an additional station in the Springlake area. In 2004, the City Council approved a new fire station in the Springlake area upon construction and occupancy of 1,010 single-family dwelling units. There are currently 1,668 occupied dwelling units, of which approximately 850 single-family. The City is in the process of securing the land for the station; however, the City has removed the funding for construction of the station from its Capital Improvement Program due to lack of funds. The City applied for an American Recovery and Reinvestment Act (ARRA) Grant through the Assistance to Firefighters Fire Station Construction Grant program in 2009, but that request was denied.

Demand for service in the contract service area is not anticipated to increase significantly. The Yolo County General Plan indicates several areas for growth; however, many are currently developed. Any new development will have to include a plan for fire protection services.

DETERMINATION

The City of Woodland Fire Department provides an adequate level of emergency medical and fire protection service. The Department currently has a sufficient fire protection rating for service coverage and capability. The Department has an ISO rating of 3 in the City and 8B in the Springlake Fire Protection District.

Additional stations and staffing will be required to meet City goals and industry firefighting standards. The Department has identified a need for two additional fire stations to help maintain adequate response times in the City; however there is presently no money or source of funding for either station. According to City goals and professional standards, the Department is understaffed by at least 25-percent; however, the City is able to staff all the fire stations with at least one responding engine per station.

The Fire Department provides service to areas outside the City through contract and other agreements. These arrangements can reduce the coverage in the City, but the Department is part of a network that also supports the Department's fire protection needs. Additionally, the Department receives some funding for service to a portion of the Springlake FPD, which helps improve service for both agencies.

4.10 EMERGENCY COMMUNICATIONS AND DISPATCH

The Yolo Emergency Communications Agency (YECA) provides adequate emergency communications and dispatch services to the community. Dispatch services are provided by the Yolo Emergency Communications Agency Board (YECA). YECA, originally YCCESA, was created by a Joint Powers Authority (JPA) agreement enacted by member agencies (Woodland, West Sacramento, Winters, and the County of Yolo) in 1988. YECA provides emergency dispatch services in Yolo County for the Woodland, West Sacramento, and Winters Police and Fire Departments and the Yolo County Sherriff's Office and fire protection districts. The only exceptions in the County are the City of Davis and UC Davis Police Departments. Each of these jurisdictions has its own dispatch system.

The JPA is governed by a four member board. The County and each of the three cities appoint one member to the JPA Board. The City of Woodland designated the Police Chief as the Board's primary representative and the Fire Chief as an alternate. YECA funding for each of the member agencies is based on a use formula.

YECA has an adequate level of staffing for emergency communications and dispatch services. YECA has three divisions: Administration, Operations and Support Services with a total of 46 authorized positions. Operations is the largest division with 11 dispatchers and two dispatch assistants. The dispatchers are divided into two 12-hour shifts of five and six. Each dispatcher is equipped with call-taking and radio dispatch capabilities. The dispatch assistants each work 10-hour shifts and are only authorized to make and receive calls for support equipment and services. There are currently three vacant dispatch positions which are anticipated to be filled when the budget allows.

YECA has identified deficiencies in its radio system infrastructure and call software programs and databases. These systems are currently out of date or incompatible. The radio system infrastructure will be addressed in two phases. In the first phase, the agency plans to update and reinforce existing radio infrastructure, which includes tower sites and locations, communication links, emergency power, and grounding existing towers. Second phase improvements will include switching radio frequency bands to allow for multiple communication channels on fewer frequencies. Software for the City's Computer Aided Dispatch (CAD) system and components of the Records Management System (RMS) and Mobile Computer Terminal (MCT) software will be purchased to allow greater interoperability and integration.

YECA has adequate dispatch alternatives if its dispatch system fails. In the case of a failure, 911 calls would be routed to the City of Davis emergency communications and dispatch center. If the Davis emergency communications center cannot field calls, then calls would be routed to the UC Davis system. Barring any of the previous alternatives, calls would be routed to Solano County. YECA personnel regularly test the routing switch to Davis to make sure it is functional.The current YECA facilities are adequate for

current uses, but are not sufficient to accommodate future growth or security. The agency operates out of one 5,867 square-foot County-owned facility located at N. Cottonwood Street in Woodland. The Agency leases the 25 year old facility from the County. The facility will need to be expanded to approximately 11,000 square feet to accommodate projected staffing. Due to the current facilities location and construction type there is limited ability to expand. Additionally, it is located in the flood plain.

PLANNED LEVEL OF SERVICE AND IMPROVEMENTS

YECA has conducted adequate long-term planning for its member needs. In 2007, the YCCESA Communications Systems and Facility Strategy Recommendations & Conclusion Report was developed to provide a planning and implementation strategy for improved communications. The study identifies a three phased approach, which includes funding, procurement, and implementation of necessary infrastructure and equipment. The study estimates a timeline of six years from 2007 to 2013 to complete all three phases.

The City of Woodland included funds in its Capital Improvement Program for its share of YECA dispatch infrastructure and software upgrades. Phase I radio system improvement costs were included in the 2009-10 Fiscal Year. Computer Aided Dispatch (CAD) and associated software and database costs were included in the 2009-10 year and in the current year.

DETERMINATION

The Yolo Emergency Communications Agency (YECA) provides adequate emergency communications and dispatch services to the City for Police and Fire. YECA has an adequate level of staffing for emergency communications and dispatch services.

YECA has conducted adequate short- and long-term planning for its member needs. YECA is addressing deficiencies in its radio system infrastructure and call software programs and databases that were identified in its planning and implementations strategy.

5.0 FINANCING, RATES, AND FACILITIES SHARING

This section examines the fiscal status of the City. The City's funding sources, rate structure, expenditures, and debts are evaluated to determine general viability and ability to meet existing and expanded service demands.

CITY FINANCES

The City is financially stable, as the City has sufficient assets and funds available for the continued operation of the City. The Comprehensive Annual Financial Report (CAFR), the City's audited financial statements, highlights the City's financial situation. For the fiscal year beginning July 1, 2008 to June 30, 2009, the City's financial highlights included:

- The City's total net assets increased over the course of the fiscal year by $4.6 million to $321.8 million. The net assets of governmental activities increased by $4.3 million and the net assets of business-type activities increased by $0.3 million.

- The General Fund reported expenditures in excess of revenues; however, $2.2 million in cost reductions and $320,000 in increased investment earnings helped offset the shortfall, which was primarily due to significant decreases in projected property and sales tax revenues as a result of the national recession.

The City reduced spending and used reserves to offset losses in FY 08/09, while attempting to address the imbalance through the FY 09/10 budget process.

Revenues

Service charges, which are part of Program Revenues, represent the City's largest revenue source. Service charges accounted for 51-percent of total revenue in 2009 and 85-percent of Program Revenue. Overall Program Revenues decreased by $9.1 million from FY 2007-08 primarily due to decreases in development impact fees and one-time grants. The table below shows the City's major revenue sources.

Taxes, which are part of the City's General Revenues, represent the City's second largest revenue source. Taxes include property tax, sales tax, a hotel/motel tax, a library utility tax, a document stamp tax, and special voter approved taxes. Most of the City's taxes are deposited into the City's "General Fund". Taxes accounted for 31-percent of total revenues in FY 2008/09. The City experienced a decrease in General Revenues as a result of decreased tax revenues and investment earnings.

TABLE 5.0-1
Revenues FY 2008-09

Major Revenue Sources	Amount(millions)
Program Revenues	
Charges for service	$41,471
Operating grants and contributions	$5,668
Capital grants and contributions	$1,435
SUBTOTAL	**$48,574**
General Revenues	
Property taxes	$11,416
Sales and use tax	$9,211
Other taxes	$4,613
Franchise fees	$1,607
Motor vehicle in-lieu	$4,365
Investment earnings	$1,923
SUBTOTAL	**$33,135**
Total Revenues	**$81,709**

A description of the City's major revenue sources is included below.

- Property Tax – The base property tax rate is 1% of assessed value. The City receives a portion of the property tax generated in the City of Woodland.

- Sales and Use Tax – The City receives 1-percent of its local share of taxable items sold within the City limits. The City also collects additional sales tax from special districts within the City, a ½-cent sales tax for capital improvement projects, and a ¼-cent sales tax was recently approved for operations.

- Enterprise Funds – Enterprise funds account for services that are financed and operated through user charges on a user-fee basis. Enterprise funds include water, sewer, storm drain, wastewater pretreatment, recycling, construction and demolition, the fire training center, the cemetery, and the youth program.

- Other Revenue – The City receives other significant ongoing revenue from the hotel/motel tax, franchise fees, and state motor vehicle in lieu fees.

Expenditures

Most of the City's expenditures finance direct public services. Expenses for FY 2008-09 totaled $77.1 million, a decrease of $5.3 million or 6.5 percent from 2007-08. Governmental expenses accounted for 77-percent of total expenses and business-type expenses accounted for 23-percent.

GOVERNMENTAL ACTIVITIES

Governmental activities totaled $59.0 million. Taxes from the City's General Fund pay for approximately 43-percent of these costs. Fees, grants, and contributions fund the balance.

TABLE 5.0-2
General Governmental Activities FY 2008-09

Activity (Major Categories)	Amount	Percent of Major Category	Net Cost (Profit)	Tax Share
General Government	1.90	0.03%	0.02	0.01%
Finance	1.13	0.02%	0.90	0.80%
Community Development	7.07	0.12%	(2.84)	0.00%
Parks and Recreation	4.96	0.08%	1.76	0.35%
Police	15.76	0.27%	14.43	0.92%
Fire	9.31	0.16%	8.14	0.87%
Library	1.70	0.03%	1.34	0.79%
Public Works	13.27	0.22%	1.07	0.08%
Interest on long-term debt	3.93	0.07%	3.93	0.07%
TOTAL	**59.03**	**1**	**28.75**	**--**

As shown **Table 5.0-2**, Law Enforcement, Fire Protection, and Public Works services represent the highest share of the City's general governmental activities costs; however, Public Works activities are largely self supporting.

BUSINESS TYPE ACTIVITIES

In FY 2008-09, operating expenses for business-type activities totaled $16.62 million and revenues totaled $18.21 million, $1.59 million over expenses. Excess funds were generated from water, sewer, and wastewater pretreatment activities. Table **5.0-3** shows the City's business type activities.

TABLE 5.0-3
BUSINESS TYPE ACTIVITIES FY 2008-09

Activity (Major Categories)	Operating Expenses	Operating Revenues	Operating Income (Loss)
Water	6.23	6.35	.12
Sewer	8.05	10.49	2.44
Storm Drain	0.92	0.18	(.74)
Wastewater Pretreatment	.30	0.39	.09
Recycling	.30	0.28	(.02)
Construction and Demolition	.07	0.06	(.01)
Fire Training Center	.35	0.34	(.01)
Cemetery	.39	0.11	(.28)
Youth Program	.01	.01	--
TOTAL	**16.62**	**18.21**	**1.59**

The remaining business type activities are operating at a total deficit of $1.06 million. The Storm Drain fund had a deficit of $9.3 million, the Cemetery Fund had a deficit of $132,000, the Fire Training Center fund had a deficit of $14,000, and Dubach Park had a deficit of $595,000. Dubach Park is not shown in the table because it has been converted into a storm water detention pond. The City's sewer, water and wastewater pretreatment revenues appear to make up for the shortfall; however, each business-type activity must be self supporting.

The Storm Drain Fund's decrease in net assets is related to a continuing operating deficit. The City proposed a voter approved rate increase in FY 07-08 to address this deficit. The rate increase did not pass. As a result, the City reduced storm drain operations to their minimum legal level and the City will attempt another rate increase measure. The Woodland Cemetery has been undergoing a revitalization effort that will increase capacity and should allow the operations of the facility to be self supporting.

Over time, increases or decreases of a City's net assets and liabilities can be an indicator of its financial health. The City's overall net assets have increased over the last five fiscal years, mostly due to increases in capital investments (e.g. land, buildings, and equipment). Although the City's capital investments have a positive financial value, these resources cannot be liquidated to pay off debt.

Long Term Debts

The City continues to pay off its long term debt obligations. Most of the loans were used for construction of and improvements and upgrades to the to the City's municipal infrastructure. The total current balance of the City's debt shown in **Table 5.0-4** is approximately $135,908,018 and includes long term governmental and business type activities debt obligations.

TABLE 5.0-4
LONG TERM DEBT OBLIGATIONS
FY 2008-09

Long Term Governmental Activities Debt Obligations	June 30, 2009 Balance	Payoff Year
Woodland Finance Authority 2002 Lease Revenue Bonds	21,260,000	2032
Woodland Finance Authority 2005 Capital Projects Lease Revenue Bonds	19,060,000	2026
Woodland Finance Authority 2005 Wastewater Revenue Bonds	7,547,780	2035
Woodland Finance Authority 2007 Capital Projects Lease Revenue Bonds	8,690,000	2019
2007 Tax Allocation Bonds	8,416,160	2034
California Housing Finance Agency Loan	1,222,050	2011
Housing and Urban Development Loan	600,000	2014
California Housing Finance Agency Loan	1,755,747	2014
California Energy Commission	1,274,119	2016
California Housing Finance Agency Loan	1,303,715	2017
Redevelopment Agency Pass Through	--	--
Developer Fee Obligations	34,911,230	--

Other Postemployment Benefits (OPEB)	2,362,371	--
Compensated Absences	1,617,294	--
Capital Lease Obligation	705,203	2016
Capital Lease Obligation	86,699	2010
Capital Lease Obligation	539,249	2014
Capital Lease Obligation	564,781	2011
Capital Lease Obligation	608,646	2018
Capital Lease Obligation	559,895	2017
Capital Lease Obligation	439,613	2014
SUBTOTAL	**$113,524,552**	**2035**
Long Term Business-type Activities Debt Obligations		
Woodland Finance Authority 2005 Wastewater Revenue Bonds	10,087,220	2035
Woodland Finance Authority 2008 Water Revenue Bonds	9,170,000	2033
1992 Wastewater Improvement Certificates of Participation	2,305,751	2018
Other Post Employment Benefits (OPEB)	512,375	--
Compensated Absences	308,120	--
SUBTOTAL	**$22,383,466**	**2035**
TOTAL	**$135,908,018**	**2035**

According to staff, the debt obligations in the table do not accurately reflect the City's actual liability. The housing grants and loans, which amount to approximately $4.8 million, are passed through to another responsible repayment agency. "Developer Fee Obligations" are fees paid by developers for construction of projects related to development that are repaid through sale of new homes. The City is not responsible for repayment of this debt. Compensated absences represent estimated accrued paid vacation, sick days, and holidays. Other Post Employment Benefits (OPEB) represent benefits that employers must account and plan for separate from retirement income; this is an unfunded liability that was recently required to be shown as debt. This overall "nominal" debt represents approximately 40-percent ($45.4 million) of the debt shown in Table 5.04.

The remaining debt obligation of $91.3 million for the City still appears to be high as it exceeded the City's revenue of $81.7 million in FY 2008-09; however, according to staff, the City does not have any General Obligation Bond debt, which represents a greater liability than Revenue Bond debt. Revenue Bonds can only be repaid from the income of a related project, while General Obligation Bonds are typically paid from general fund revenues or taxes.

Cities generally incur long-term debt to finance projects or purchase assets, which will have useful lives equal to or greater than the related debt. The City has not defaulted on any of these debts and is able to continue making payments.

RATES

The Accounting Division of the Administrative Services Department provides utility billing and collection for customers using the City's services. This includes billing and payment of services and maintenance of customer accounts, including opening new accounts and closing existing accounts.

The City's current rates for water, wastewater, and solid waste are adequate to account for current operating costs. As previously discussed, rates for storm drainage fees are inadequate. The City reviews rates annually and updates them as necessary to reflect the actual costs for providing service. Rates are usually determined by inflation, regulation and compliance changes, capital projects, and system maintenance. The rates vary based on type of service.

WATER

Currently, the City charges a flat rate for water service; however, costs for water service will soon be based on metered water rates. In 2005, the City approved a phased water and sewer rate increase adjusted annually for inflation, based on the Construction Cost Index. In 2008, the City conducted another rate study exclusively for water, due to state mandates requiring conversion from flat rate to consumption based billing and deferred water utility infrastructure maintenance. The City approved combined water and consumption based rate increases, which went into effect on January 1, 2010, with scheduled rate increases of 20% on July 1, 2011 and July 1, 2012.

Billing for residents with meters will actually go into effect on November 2010. Sample billing statements are being provided to help residents estimate water usage and cost each month over several months. Metered rates include delivery and use costs; delivery costs are fixed. Individuals with non metered homes will continue to pay the flat rates until their meters are installed. The City of Woodland water service rates are provided in **TABLE 5.0-4.**

TABLE 5.0-4
Water Rates

Fixed Water Rate (non-metered)				
Land Use	**Size**	**Current Rate**	**Effective July 1, 2011**	**Effective July 1, 2012**
Single family	Lot less than 5,000 square feet	$28.60	$34.30	$41.15
	5,000 to 10,000 square feet	$35.30	$42.35	$50.80
	10,000 plus square feet	$41.70	$50.05	$60.05
Commercial Industrial	Per office	$28.85	$34.60	$41.50

Landscape	--	$22.30	$26.75	$32.10
Fixed Metered Rate				
Residential and Commercial	¾" – 2" meter	$15.75	$20.00	$24.00
	3" meter	$29.60	$37.60	$45.10
	4" meter	$49.30	$62.60	$75.10
	6" meter	$98.45	$125.00	$150.00
Water Consumption (Price Per CCF)				
Residential	0-12 CCF	$1.19	$1.25	$1.50
	13-20 CCF	$1.37	$1.50	$1.95
	20 CCF plus	$1.37	$1.90	$2.55
Commercial	Per CCF	$2.00	$2.15	$2.35
Large Uniform User	Per CCF	$1.91	$2.10	$2.30
Landscape	Per CCF	$2.05	$2.35	$2.80

* CCF = one hundred cubic feet (748 gallons) of water

WASTEWATER

As previously mentioned, in 2005, the City approved a phased water and sewer rate increase adjusted annually for inflation, based on the Construction Cost Index. The wastewater rate increase enabled the City to expand and upgrade its wastewater treatment plant.

TABLE 5.0-5
WASTEWATER RATES

Land Use	Customer Class	Rate
Residential	Residential/Half-plex	$38.30
	Multi-family/Condo	$31.70
	Apartment/Mobile Home	$24.99
Institutional	Schools	$2.31/ADA
	Churches	$28.30
	Hospitals/Convalescent Homes	$24.99+$4.26/CFF
Commercial	Typical	$24.99+$3.75/CCF
	Restaurant	$24.99+$9.41/CCF
	Hotel/Motel	$24.99+$4.97/CCF
Industrial	Typical/Biomass Plant	$24.99+$3.75/CCF

* An additional $1.70/month is charged for the wastewater pretreatment program

STORMWATER

In 2007, the City initiated a ballot measure to raise storm water fees. The City proposed an initial rate increase to $5.00 per month, per home. The measure failed after failing to get a majority vote in favor of the fee. As previously described, the Storm Drain Fund has been operating at a deficit.

Rates:

Single family residence	$.48/month
Multi-Family (up to 4 units)	$.48/month
Each additional unit $.26/month	
Schools	$2.96/acre
Commercial/Industrial	$3.77/acre

SOLID WASTE

In 2009, the City approved a proposed green waste rate increase for collection services. The rate was increased $1.09 per month to provide year-round cart and street collection services with related street sweeping. Rates for solid waste are provided in **Table 5.0-6**.

TABLE 5.0-6
Solid Waste Rates

Type	Containers	Cost
Garbage	35 gallon	$10.78
	64 gallon	$12.39
	96 gallon	$21.75
Green Waste*	96 gallons	$12.95
Recycling	64 gallon	$1.46

*includes street sweeping

The City reviews and updates its development related fees to accurately reflect changes in project costs and development in the community. Future service upgrades and expansions to serve new developments are typically funded by Development Impact Fees and connection fees. The City has a Major Projects Financing Plan (MPFP) to identify and set development impact fees, which can be a major source in support of the City's capital improvement plan. Due to the downturn in the economy, the implemented a Development Impact Fee Deferral Program in 2008 for both residential and non-residential projects that will end on June 30, 2011. Several developments have taken advantage of this fee deferral option since it has gone into effect.

Future Growth Impacts

Future growth is not expected to have a significant negative impact on the City's financing of needed infrastructure. Although future growth areas will require municipal services, they will also contribute funds to the City to construct the required infrastructure to serve new development, offsetting costs. Future growth is required to pay its fair share to upgrade and expand municipal utilities to adequately serve new development without negative financial impacts to current residents.

COST SAVINGS

This section analyzes the City's current efforts to reasonably reduce costs, resulting in a more efficient use of funds.

Facilities Sharing

Sharing facilities or services with another service provider or entity can be an effective method of reducing costs to the City. Major sharing opportunities currently utilized include:

- City of Woodland Fire Department Training Center (Station #3)
- Yolo Emergency Communications Agency (YECA)
- Plans for a new surface water conveyance and treatment system with the City of Davis and UC Davis.
- Yolo County Narcotics Enforcement Team
- Woodland Joint Unified School District School Resource Officer
- Yolo County School District

The City is able to seek out and effectively use shared facilities and services to reduce costs.

Volunteers

Utilizing volunteers is an effective method of providing selected service without hiring additional staff. Volunteers are currently active in the following programs:

- Police Department Volunteers
- The Woodland Public Library Literacy Service program
- Woodland Citizen Core
- Community Emergency Response Team (CERT)
- Fire Department Volunteers
- Woodland Fire Department Support Branch

Mutual Aid

Mutual Aid is an effective method of providing a greater level of service without significantly increasing costs. Mutual aid opportunities currently utilized include:

- Fire protection from other nearby fire departments, which reduces the cost of employing additional firefighters to respond to incidents
- Law enforcement from the Yolo County Sheriff

Contracts for Services

The City utilizes a competitive bid process for major services that are contracted to private providers. Requests for proposals are sent out, depending on the need and the availability of funds. The competitive bid process has been effective in controlling costs, as it allows the City to select the lowest cost qualified contractor to provide services.

The City also contracts with other governmental agencies for service. The City contracts with the Yolo County Resource Conservation District for landscaping services for two of its detention ponds inside the City. The City also contracts with Yolo County for animal control services, which includes operation of the Yolo County Animal Services Shelter.

In addition, the City receives funds from providing services to other governmental agencies. The City currently provides services to the Springlake Fire Protection District. The City also provides road striping, traffic signal, street lighting, and airport lighting services in the County.

Risk Management

The City participates in the Yolo County Public Agency Risk Management Insurance Authority (YCPARMIA), a joint powers agreement with other public entities, for self insurance. By participating in a public entity risk pooled insurance program, the City spreads its risks and reduces costs of providing general liability, property, auto, worker's compensation, and other coverage.

Other

In addition, the City has worked to control costs by pursuing various funding opportunities, such as grant funding and low-interest loans.

Additional Opportunities

The City and the County have had ongoing discussions about additional shared opportunities in the following areas:

- New Animal Control Shelter
- Building Maintenance
- Community Development Block Grant Programs
- Additional Shared Dispatch
- Economic Development
- Fire Protection and Emergency Services
- Vehicle Fleet
- Affordable Housing
- Human Resources/Staff Training and Development
- Land Use and Permitting
- Office of Emergency Services (OES)
- Park Maintenance
- Purchasing
- Road Maintenance

DETERMINATION

Financing

Services provided by the City of Woodland are primarily funded by the taxes and utility fees. Fees are charged for services such as water, wastewater, storm drainage, solid waste, and municipal services. The City's expenditures are currently exceeding revenues. The City reduced spending and used reserves to offset losses in FY 08/09, while attempting to address the imbalance through the budget process.

Future growth is not expected to have a significant negative impact on the City's future financial status. Future growth is required to pay its fair share to upgrade and expand municipal utilities to adequately serve new development without negatively affecting current residents.

Rate Restructuring

Most fees charged are currently adequate with the exception of drainage fees. The drainage fund is operating at a deficit. Voters rejected a fee increase for drainage in

2007 and the City is considering taking another drainage fee increase to the voters sometime in the near future.

Future service upgrades and expansions to serve new developments will be funded by development impact fees and connection fees. The fees, when updated as appropriate, should be sufficient to fund the required service expansions and upgrades for new users.

Facilities Sharing

The City is able to effectively share facilities and services with other similar service providers to reduce costs.

Cost Avoidance

The City appears to utilize a sufficient range of cost avoidance opportunities; including facilities sharing, use of volunteers, mutual aid, contracting of selected services, and risk management.

6.0 LOCAL ACCOUNTABILITY AND MANAGEMENT EFFICIENCIES

This section examines how well the City makes its processes transparent to the public and invites and encourages public participation. A general overview of the City's government structure and management practices will be provided and considered.

Legal Structure

The City of Woodland was incorporated as a General Law City in 1871. The City is a municipal corporation operating under the general laws of the state of California. The City is a full service City, providing general government and municipal services.

GOVERNANCE

The City operates under the provisions of state law and is a legally separate and fiscally independent agency. It can issue debt, set and modify budgets and fees, and sue or be sued.

The City operates under a City Council/City Manager form of local government. The City is a full service City providing the following services: police, emergency services, parks and recreation, street maintenance, water distribution, wastewater collection, storm drainage, and general government services.

The City Council serves as the legislative, policy making body for the City. The City Council consists of five members elected at large to four year terms. Council elections are held every two years, with staggered terms (two positions are filled in one election, three positions in the next election). The council member who receives the most votes in an election serves two years as Vice Mayor, and then two years as Mayor.

The current City Council Members and their terms are shown below:

Art Pimentel, Mayor	Term Ends: 2012
Marlin "Skip" Davies, Vice Mayor	Term Ends: 2014
Tom Stallard, Councilmember	Term Ends: 2012
Bill Marble, Councilmember	Term Ends: 2014
Martie Dote, Councilmember	Term Ends: 2012

The City Council establishes City policies and ordinances, makes land use decisions, conducts hearings, and appoints a City Manager. The City Manager serves as the administrative head of city government overseeing the departments, appointing staff, and maintaining the City's day-today operations.

Public Participation

The City Council welcomes and encourages participation by Woodland residents in City Council meetings. The Council holds regular meetings and committee meetings that are open to the public and which provide an opportunity for the public to address City council members and other public officials. The City Council regularly meets on the first and third Tuesday of every month at 6pm in the City Council chambers on the second floor of City Hall located at 300 First Street, Woodland. Agendas for the City Council meetings and Council Committee meetings are available on the City's website, at City Hall, and on cable access channel 20. Public meetings are held in compliance with Brown Act requirements, which govern open meetings for local government bodies.

The City provides alternative means for viewing City Council meetings. City Council meetings are broadcast live on government access cable channel 20 and over the internet on its website. Archived videos of the meeting are also available on the City's website for online streaming 60 days after each meeting and copies are available at the Woodland Public Library.

Extensive public information is readily accessible through the City's website. Residents may also visit or contact City Hall.

Management Structure

The City is organized into seven Departments. City Departments include Administrative Services, which includes Finance, Human Resources, and Technology Services; Community Development; Parks and Recreation; Fire; Police; Public Works; and the Public Library. The Parks Division of the Parks and Recreation Department was recently assigned to the Public Works Department; however, the Recreation Division will remain under the Police Department.

Overall, no significant management deficiencies were identified relative to coordination or oversight of the public services provided by the City, other agencies, and contracted service providers; however, the long term management and organization of the Parks and Recreation Department remains a question as the City works on permanent structural and financial changes.

The City budget is usually an indicator of management efficiency. According to information contained in approved budgets and financial audits, the City, like most other municipal service providers, is experiencing financial deficits due to the economic downturn. The City addressed immediate shortfalls through reduced spending and use of its reserves. The City is continuing to offset losses through restructuring opportunities and the general budget process.

DETERMINATION

Local Accountability

The City of Woodland maintains a sufficient level of accountability in its governance. Public meetings are held in compliance with Brown Act requirements. Information regarding the City is readily available to members of the public.

Management Efficiencies

The City of Woodland works to meet its goals for each service provided. The City is undergoing significant structural changes in its Parks and Recreation Department; however, the overall management structure of the City is sufficient to account for necessary services and maintain operations in an efficient and effective manner.

7.0 GOVERNMENT STRUCTURE OPTIONS

This section analyzes the appropriateness and adequacy of the Woodland City boundaries.

PHYSICAL BOUNDARIES AND SPHERE OF INFLUENCE

Current Boundaries

The City anticipates continued future growth and future expansion of the City's boundaries inside its Planning Area within the next 20 years. A more detailed discussion of the City's projected growth is included in the Growth and Population Projections section.

Sphere of Influence

The City's proposed Sphere of Influence indicates the probable physical boundaries and service area of the City over the next 20 years. The City's likely future growth area is in the northwest, northeast, east, and south areas of the City as indicated in the City's General Plan and in the proposed SOI.

Land owned by the City and used for municipal purposes may be annexed by the City, even if boundaries are non-contiguous. The City owns 688.92 acres outside the City boundaries that are used for municipal purposes. This acreage does not include the 128.81 acres northeast of the City at the northwest corner of CR 102 and Beamer Street or the 407 acres in the bypass.

The expansion of the City's SOI for projected growth is logical and orderly. The SOI expansion areas are adjacent to the existing municipal boundaries with urban services available or planned to serve the area. Service capabilities and issues related to the provision of water, wastewater, circulation, drainage, police, fire, emergency medical response, parks, recreation solid waste, and general governmental services have been considered.

DETERMINATION

The proposed Sphere of Influence for the City of Woodland promotes logical and orderly boundaries. The updated SOI is appropriate to accommodate and adequately serve the projected growth of the Community within the next 10 and 20 years.

8.0 MUNICIPAL SERVICE REVIEW DETERMINATIONS

The City of Woodland's Municipal Service Review (MSR) has been prepared in accordance with Section 56430 of the California Government Code as a means of identifying and evaluating public services provided by the City and possible changes to the City's Sphere of Influence.

The MSR must include written determinations that address the factors shown below in order to update a Sphere of Influence. The following is a compilation of the determinations contained in the previous sections.

DETERMINATIONS

Growth and Population

Constraints to development include flooding, state and local agricultural preservation policies, and City growth policies.

Growth projections have been calculated for the City based on existing growth policies and conditions. The City's current population is projected to grow 18-percent to 65,653 in 2020 and 40-percent to 77,707 in 2030. The City has identified adequate residential uses in the City's 2002 General Plan Update to accommodate growth to 2020, but not 2030. The City will need to designate an additional 368 acres of gross residential land for development outside of the current City boundaries to accommodate an additional 2,578 units by 2030.

Infrastructure Needs and Deficiencies

Water

The City of Woodland is currently providing adequate municipal water for its residents and other users. The City relies exclusively on groundwater, which is becoming less reliable due to decreasing quality and increasing regulatory requirements. The current water infrastructure is adequate to serve existing users during peak demands.

The City is planning for the improvement and upgrade of the City's existing water and infrastructure system. The City is in the process of pursuing more stable and higher quality surface water supplies. Future water supply, treatment, and delivery infrastructure can be constructed and extended to adequately provide for future service demands. The City of Woodland is the most appropriate municipal water service provider for any future development areas with the City's proposed sphere of influence (SOI).

Wastewater

The City of Woodland is currently providing adequate municipal wastewater collection and treatment for urban customers. The current wastewater system infrastructure is adequate to serve existing users. The City has additional wastewater treatment and disposal capacity to handle additional wastewater flows.

The City is attempting to address wastewater discharge issues identified in the NPDES permit. Several of the concerns outlined in the permit have already been resolved. The City continues to work to address remaining issues.

The City is adequately planning for ongoing and future wastewater system needs. Public Works staff is planning for the repair, upgrade, or replacement of equipment and infrastructure at the WPCF and several thousand feet of sewer lines throughout the City. The City is implementing a program to systematically identify, prioritize, and implement necessary upgrades and repairs to the lines in its wastewater system through its Asset Management System. The City is implementing a new calibrated city sewer model to account for present, and plan for future, wastewater conditions and connections.

Storm Drainage

The City of Woodland is adequately providing municipal storm drainage and planning for areas within the City; however, the City will need to identify a funding source for future infrastructure improvements. The City has adequate stormwater drainage conveyance, detention, and retention capabilities. The current stormwater system infrastructure is adequate to serve the City during most major storm events, though street flooding does occur, and the City is planning for and collaborating on future improvements.

Urbanization of the undeveloped areas would increase stormwater runoff and will require adequate facilities and services. Future stormwater drainage facilities are required to be constructed by developers. The City of Woodland would be the most appropriate stormwater service provider upon development and urbanization within its SOI.

Solid Waste

The City of Woodland contracts with Waste Management Inc., a private waste management provider, to provide all solid waste services to the City. Solid waste services provided by WM are adequate. The City does not anticipate any changes that would significantly affect solid waste services within the City. Any increases in solid waste generation are to be handled by the WM. The City does not currently foresee any service issues within the next 20 years.

Circulation and Roadways

The City of Woodland is currently providing adequate roadway and circulation services to residents within the City. The City tracks current roadway conditions to determine which roadways require maintenance services. The current level of funding is limiting the provision of roadway maintenance services, although Measure E has enabled some significant roadway improvements. Although the current circulation infrastructure is adequate to serve existing users, it does not meet the City's own service goals. Future roadways in new developments are required to be constructed by developers to provide adequate circulation service.

Library

There are no set industry standards for library service; however, the practices and standards of other similar or nearby libraries provide some context for general or accepted levels of service. The Woodland Public Library, compared to other public libraries with similar profiles, is below average in one-third of the categories presented in statewide key ratios and performance indicators for libraries throughout the state. The allocation of funds from a proposed half-cent sales tax on the June ballot will help improve library hours and funding to provide circulation materials, literacy programs, educational activities, and other community events.

Parks and Recreation

The City of Woodland maintains an adequate number and range of parks, recreation facilities, and community services; however, some facilities cannot meet peak demands. The City has sufficient park acreage and parkland types. Park facilities are generally sufficient, but are in high demand during weekday evenings and seasonal weekends. The demand for facilities, such as athletic fields, sometimes exceeds capacity during the sports season.

The City has undergone significant structural changes in its Parks and Recreation Department, which has reduced service levels and affected its ability to meet prescribed standards. The ratio of employees to park acreage is not sufficient and does not meet minimum General Plan standards; however, City staff believes the overall management structure of the City is sufficient to account for necessary services and maintain a basic level of operations in an efficient and effective manner.

The City is planning for the improvement and construction of additional parks and recreational facilities to meet future demands. The City continues to plan for maintenance, upgrades, replacement, and construction of new parks and facilities, as necessary, through its Capital Improvement Program and Master Plan.

Law Enforcement

The Police Department provides generally sufficient law enforcement services; although the Department is having difficulty meeting prescribed patrol, staffing, and response time standards due to reduced staffing. Current law enforcement facilities and equipment are adequate for current demands.

The City has short- and long-range plans for improving the level of law enforcement services within the City. It is uncertain to the level and extent the Police Department will need to expand to provide adequate service for future growth.

Fire Protection and Emergency Medical Services

The City of Woodland Fire Department provides an adequate level of emergency medical and fire protection service. The Department currently has a sufficient fire protection rating for service coverage and capability. The Department has an ISO rating of 3 in the City and 8B in the Springlake Fire Protection District.

Additional stations and staffing will be required to meet City goals and industry firefighting standards. The Department has identified a need for two additional fire stations to help maintain adequate response times in the City; however there is presently no money or source of funding for either station. According to City goals and professional standards, the Department is understaffed by at least 25-percent; however, the City is able to staff all the fire stations with at least one responding engine per station.

The Fire Department provides service to areas outside the City through contract and other agreements. These arrangements can reduce the coverage in the City, but the Department is part of a network that also supports the Department's fire protection needs. Additionally, the Department receives some funding for service to a portion of the Springlake FPD, which helps improve service for both agencies.

Emergency Communications and Dispatch

The Yolo Emergency Communications Agency (YECA) provides adequate emergency communications and dispatch services to the City for Police and Fire. YECA has an adequate level of staffing for emergency communications and dispatch services.

YECA has conducted adequate short- and long-term planning for its member needs. YECA is addressing deficiencies in its radio system infrastructure and call software programs and databases that were identified in its planning and implementations strategy.

Financing

Services provided by the City of Woodland are primarily funded by taxes and utility fees. Fees are charged for services such as water, wastewater, storm drainage, solid waste, and municipal services. The City's expenditures are currently exceeding revenues. The City reduced spending and used reserves to offset losses in FY 08/09, while attempting to address the imbalance through the budget process.

Future growth is not expected to have a significant negative impact on the City's future financial status. Future growth is required to pay its fair share to upgrade and expand municipal utilities to adequately serve new development without negatively affecting current residents.

Rate Restructuring

Most fees charged are currently adequate with the exception of drainage fees. The drainage fund is operating at a deficit. Voters rejected a fee increase for drainage in 2007 and the City is considering taking another drainage fee increase to the voters sometime in the near future.

Future service upgrades and expansions to serve new developments will be funded by development impact fees and connection fees. The fees, when updated as appropriate, should be sufficient to fund the required service expansions and upgrades for new users.

Facilities Sharing

The City is able to effectively share facilities and services with other similar service providers to reduce costs.

Cost Avoidance

The City appears to utilize a sufficient range of cost avoidance opportunities; including facilities sharing, use of volunteers, mutual aid, contracting of selected services, and risk management.

Local Accountability

The City of Woodland maintains a sufficient level of accountability in its governance. Public meetings are held in compliance with Brown Act requirements. Information regarding the City is readily available to members of the public.

Management Efficiencies

The City of Woodland works to meet its goals for each service provided. The City is undergoing significant structural changes in its Parks and Recreation Department; however, the overall management structure of the City is sufficient to account for necessary services and maintain operations in an efficient and effective manner.

Government Structure Options

The proposed Sphere of Influence for the City of Woodland promotes logical and orderly boundaries. The updated SOI is appropriate to accommodate and adequately serve the projected growth of the Community within the next 10 and 20 years.

9.0 SPHERE OF INFLUENCE DETERMINATIONS

The Sphere of Influence (SOI) determinations analyze the appropriateness of the City's SOI boundaries, relative to the capabilities of the service provider and future growth. The SOI contains the probable physical boundaries and probable service area of the City over the next 20 years.

Yolo LAFCO's methodology for SOI lines has a requirement for a 10-year growth boundary for immediate growth and projected service extension, along with the required 20-year long term growth boundary. The SOI delineates the service capability and expansion capacity of the City's services. The 10-year line will represent the ability of the City to provide adequate services within ten years. The 20-year line will show the long-term expectations of the provision of municipal service influence, impact, and control.

Areas inside the City's urban limit line, shown in **Figure 3.0-2**, were considered for inclusion within the City's SOI based on considerations in the Municipal Service Review as well as LAFCO policies and considerations. Land inside the urban limit line was divided into different areas for evaluation and designated Area A through Area J to facilitate discussion and analysis below. **Figure 8.0-1** shows these areas.

Generally, land included in the Sphere of Influence includes one or more of the following characteristics: it is developed, it is substantially surrounded by the City's boundaries or development, it receives services from the City, it is city-owned property with existing municipal services, it is not viable for long-term agriculture, and/or is required to accommodate the City's projected growth.

Land excluded from the Sphere of Influence has one or more of the following characteristics: it is prime agricultural land, it is actively being farmed, it includes large parcels that are viable for farming, it is not adjacent to the City's boundaries, it is premature for development as it has not been included in the City's urban limit line, and/or it has no defined land uses.

SPHERE EVALUATION AREAS

Area A

These parcels are excluded from the Sphere of Influence. These parcels are currently in agriculture. Several of the parcels are large parcels that are more viable for large scale farming. LAFCO policy discourages boundaries that split legal parcel boundaries and the parcel southwest of the interchange splits a larger parcel. The remaining parcels are physically separated from the City by I-5. Additionally, the City of Woodland General Plan has not evaluated the impact of development on these parcels in its General Plan EIR.

Area B

This area is included in the 10 year Sphere of Influence because many of the parcels are not suitable for farming, are substantially developed, receive sewer or water service, and/or are substantially surrounded. Parcels on the west, south and east are smaller parcels, most of which are developed. Five parcels in this area receive sewer and water service and two receive water. Parcels at the northwest corner of East Street and Kentucky Avenue are substantially surrounded by the City.

Area C

This area is included in the 20-year sphere of influence. It includes the Barnard Court properties and several larger parcels, each greater than 35 acres, which are currently in agriculture. Though these parcels are in agriculture, their long-term viability is in question considering they are largely surrounded by development. The City limits are on the east and south and Barnard Court is on the north. The Barnard Court parcels have been subdivided into two lots and two of the five parcels currently receive sewer and water service. The property owners for this area are also under agreement with the City for eventual annexation. According to LAFCO law, this territory may not be annexed to the city unless it is contiguous to the city at the time a proposal is initiated. The agricultural parcels would need to be annexed prior to or concurrent with the Barnard property.

Area D

This area is included in the 10-year Sphere of Influence. Industrial and commercial development with certain flood protection measures is allowed in this area. The City had previously restricted growth in this area due to its designation in the deep flood zone. A 2002 FEMA flood map identified areas of increased flood depths (up to four feet) in the northeastern sections of the City. As a result, the City instituted a policy (Policy 8.B.3) that prohibited development of areas that were subject to deep flooding; this policy was not a FEMA requirement. Due to new analysis that showed flood depths

to be two feet less than previous FEMA data, FEMA has conditionally agreed to amend its maps. The City recently repealed its policy restricting development in deep flood areas.

There are several considerations for development or other uses in this area. The City is considering potential solar uses on one of the properties. The City has identified the site for a potential water tank to help meet future water demand. There is also general interest in development for the area.

Area E

The area is included in the 10 year sphere of influence. This area is substantially surrounded by the City. The northernmost parcel is owned by the City. It is a former wastewater disposal area. The 113-acre parcel is currently proposed for development. The remaining five parcels on the southeast are developed or used for industrial purposes.

Area F

This area is included in the City's ten-year Sphere of Influence. A portion of this area will be used as a right-of-way for utilities, primarily water transmission pipelines, in the Woodland-Davis Water Supply Project. Regional facilities for this project, including transmission pipelines, are expected to be completed by 2015. The Project is expected to be completed and operational by 2016.

The City's General Plan designates this area as urban reserve; this type of land use is not defined. The northwest parcel in this area is adjacent to industrial development. The City's spray fields are south of the area.

Area G

This area has been included in the City's ten year Sphere of Influence. The area is substantially surrounded by the City (including the Wastewater Treatment Plant) and portions of it are in use or proposed for development. The City owns the southernmost parcel, which the City uses for drainage purposes. A salvage yard is also located at the south end of the City-owned parcel along CR 25. The parcel north of the City-owned parcel and south of CR 24 includes a small golf course and driving range and a dismantling and steel yard. The parcel north of CR 24 appears to be in agricultural use, but it is currently proposed for Commercial development. The parcel north of the wastewater treatment plant is city-owned and used for drainage. The two remaining parcels south of I-5 are vacant.

Area H

This area is included in the City's 10-year sphere of influence. This is the Master Plan Remainder Area. The planned residential units in the Master Plan Remainder Area will be required to accommodate residential growth out to 2020 and a portion of growth out to 2030.

Area I

This area is excluded from the Sphere of Influence. The land in this area is prime agricultural land that is in agricultural production. Most of the parcels are over thirty acres. The boundary south of CR 25 A and east of Highway 13 splits two parcels. LAFCO policy discourages boundaries that split legal parcel boundaries. The two parcels south of CR 25A, east of Highway 113, and east of CR 100 A are in Williamson Act Contract. These parcels were non-renewed in 2006 and are expected to be out of the Williamson Act Contract by 2016.

Area J

This area has been included in the City's ten year Sphere of Influence. The Yolo County Fairgrounds are located on the one parcel in this area, which is completely surrounded by residential uses in the City. The parcel is state-owned.

SOI DETERMINATIONS

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

   Land uses within the City are primarily urban. The City's phased community growth, infill policies, and focus on maintaining a centralized downtown has resulted in little vacant land within the City, with the more recent exception of the Spring Lake Development. Additionally, state and local agricultural policies have directed growth into the City ensuring overall compact development.

   Agricultural lands surround most of the City and existing developed areas. Most of the agricultural lands immediately adjacent to the north, east, and south of the City contain prime farmland and are currently in use for agricultural purposes. Lands under Williamson Act Contract surround the City, outside the proposed SOI. Contract lands are farthest removed from the City's boundaries on the north and northeast. The City also designates land inside its "General Plan Area" and outside its "Planning Area" for agriculture and open space. The City's General Plan Area is bound on the north by Cache Creek, on the east by the Yolo Bypass, on the south by CR 27, and on the west by CR 93 and includes the two unincorporated communities of Willow Oaks and Monument Hills on the east.

   The City's "Planning Area" is inside its General Plan Area and includes all land designated or to be considered for future development as part of Woodland. The Planning Area includes land surrounding the City within the Urban Limit Line and property south of the City's Spray Fields, which are east of the wastewater Treatment Plant. The primary focus for new growth surrounding the City is towards the northwest, northeast, and east. Primary land uses identified include Industrial and Business Park uses. Urban Reserve uses were also identified for areas in the east of the City; however, this designation is not defined. Land in the Willow Oak and Monument Hills area is designated for Public Service, Rural Residential, and Neighborhood Commercial uses.

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

   Present needs for public facilities and services in the proposed area are currently being met by the City of Woodland, Yolo County, and special districts.

   The City currently provides water and wastewater services to areas outside the City, but within the proposed sphere of influence. The City provides water and sewer service to the Westucky, Pirmi, and Barnard Court properties. The City provides water service to the Volkl property.

The City also provides fire protection services to a portion of the Springlake Fire Protection District. This District is partially within the existing and proposed SOI.

Probable needs for public facilities and services in the proposed area to support urban uses will be defined once specific land use planning has occurred. Currently, there are two proposed developments within the proposed SOI that would require the extension or construction of municipal facilities and services.

It is anticipated that all urban municipal services would be required upon development of these areas. The City will adopt infrastructure improvement and financing plans to accommodate development consistent with the General Plan.

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

   Present needs for public municipal facilities and services within the City of Woodland are currently being met. The Municipal Service Review provides a more detailed discussion of the services provided by the City and their present capacities. The City will define future capacities necessary to adequately serve urbanization and build out of the City's Sphere of Influence when specific developments are proposed.

   The City is currently in the process of updating several plans and projects that include future infrastructure and facilities to adequately serve future projected growth. The City is also planning for and maintaining facilities and infrastructure through its Capital Improvement Projects program.

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.

   Social and economic communities of interest in the area include the unincorporated area north of Kentucky Avenue and west of N. West Street.

10.0 ENVIRONMENTAL REVIEW

The project is within the scope of the previously certified EIR for the Woodland General Plan. Various provisions of the California Environmental Quality Act (CEQA) limit the need for additional environmental review in this circumstance, including Public Resources Code § 21083.3 and CEQA Guidelines § 15183. Under these provisions, projects that are consistent with a community plan, general plan, or zoning for which an EIR has been certified "shall not require additional environmental review, except as might be necessary to examine whether there are project-specific significant effects which are peculiar to the project or its site." Additional CEQA review may also be required if new information shows that significant impacts addressed in a prior EIR may be more significant than described in the earlier document.

Staff considered these provisions in determining the appropriate level of environmental review for the MSR/SOI. Staff did not identify any "project-specific significant effects which are peculiar to the project" in the course of this analysis. Nor did staff identify any potential effects that may be more significant than described in the General Plan EIR. Altogether, the EIR provides a thorough and complete analysis of impacts associated with the MSR/SOI, including the impacts of development on land use, housing, and population; transportation and circulation; public facilities and services; recreational, educational, and community services; historic and archaeological resources; environmental resources; and health and safety.

Accordingly, Public Resources Code § 21083.3 and CEQA Guidelines § 15183 apply to this project and no further environmental review is necessary. A Notice of Exemption will be prepared for the MSR/SOI on this basis.

11.0 REFERENCES

CITY OF WOODLAND STAFF CONTACTS AND DEPARTMENTS

Brent Meyer, Community Development

Carrey Sullivan, Police

Cynthia Norris, Community Development

Daniel Hewitt, Technology Services

Douglas C. Baxter, Public Works

Heather Muller, Woodland Public Library

Jimmy Stillman, Community Development

Katie Wurzel, Community Development

Kimberly McKinney, Administrative Services

Linda Schaupp, Community Development

Mark Cocke, Public Works

Paul Siegel, Community Development

Rob Sanders, Public Works

Roberta Boegel, Woodland Public Library

Rosie Salas, Public Works

Shelby McNay, Police

Sue Vanucci, Administrative Services

Tami Burnham, Community Development

Tod Reddish, Fire

CITY DOCUMENTS

General Plan, 2002

Comprehensive Annual Financial Report (CAFR) for fiscal year ended June 30, 2009

Capital Budget 2010-2019, adopted June 22, 2010

Spring Lake Specific Plan, Adopted December 18, 2001

Police Department Annual Report, 2007

Fire Department Organizational Assessment and Master Plan, 2001

Public Library Board of Trustees Strategic Plan, July 2008

Street Master Plan Update, March 1998

Bicycle Transportation Plan, 2002

Annual Water Quality Report, 2007-2009

Meeting Agenda Item 1 Regarding Consideration of Resolutions for Tax Measures and Advisory Measures on the June 2010 Ballot, February 9, 2010

www.cityofwoodland.org

OTHER DOCUMENTS

Davis-Woodland Water Supply Project Community Report Sustainable Economical Drinking Water Solutions, December 2007

Woodland-Davis Clean Water Agency Water Supply Project Community Update, 2010

Integrated Regional Water Management Plan, April 2007

State Water Resources Control Board Order No. 2006-0003-DWG, Statewide General Waste Discharge Requirements for Sanitary Sewer Systems

Yolo County Communications Emergency Service Agency, YCCESA Communications Systems and Facility Strategy Recommendations and Conclusion Report, March 16, 2007, The Altavista Group

City of West Sacramento Crime Statistics, Part I Crimes, accessed July 14, 2010

State of California, The Resources Agency, Department of Water Resources California's Groundwater Bulletin 118, Update 2003

2006 Metropolitan Transportation Plan, Adopted March 16, 2006, Sacramento Area Council of Governments (SACOG)

2007/09 Metropolitan Transportation Improvement Program, October 2, 2006, SACOG

City/County Population Estimate, California Department of Finance

The California State Library Statistics, Public Library FY 2008-09 Key Ratios and Performance Indicators, accessed May 12, 2010

California Regional Water Quality Control Board Central Valley Region Order No. R5-2009-0010, Waste Discharge Requirements for the City of Woodland, approved February 5, 2009

Final Yolo County Free Library District Municipal Service Review and Sphere of Influence Study, December 2008, Yolo LAFCO staff

2009/2010 Final Budgets Yolo County Transportation District, June 8, 2009

California Integrated Water Quality System Project (CIWQS) NPDES Report

2010 US Census Data

Proposed City of Woodland Sphere of Influence

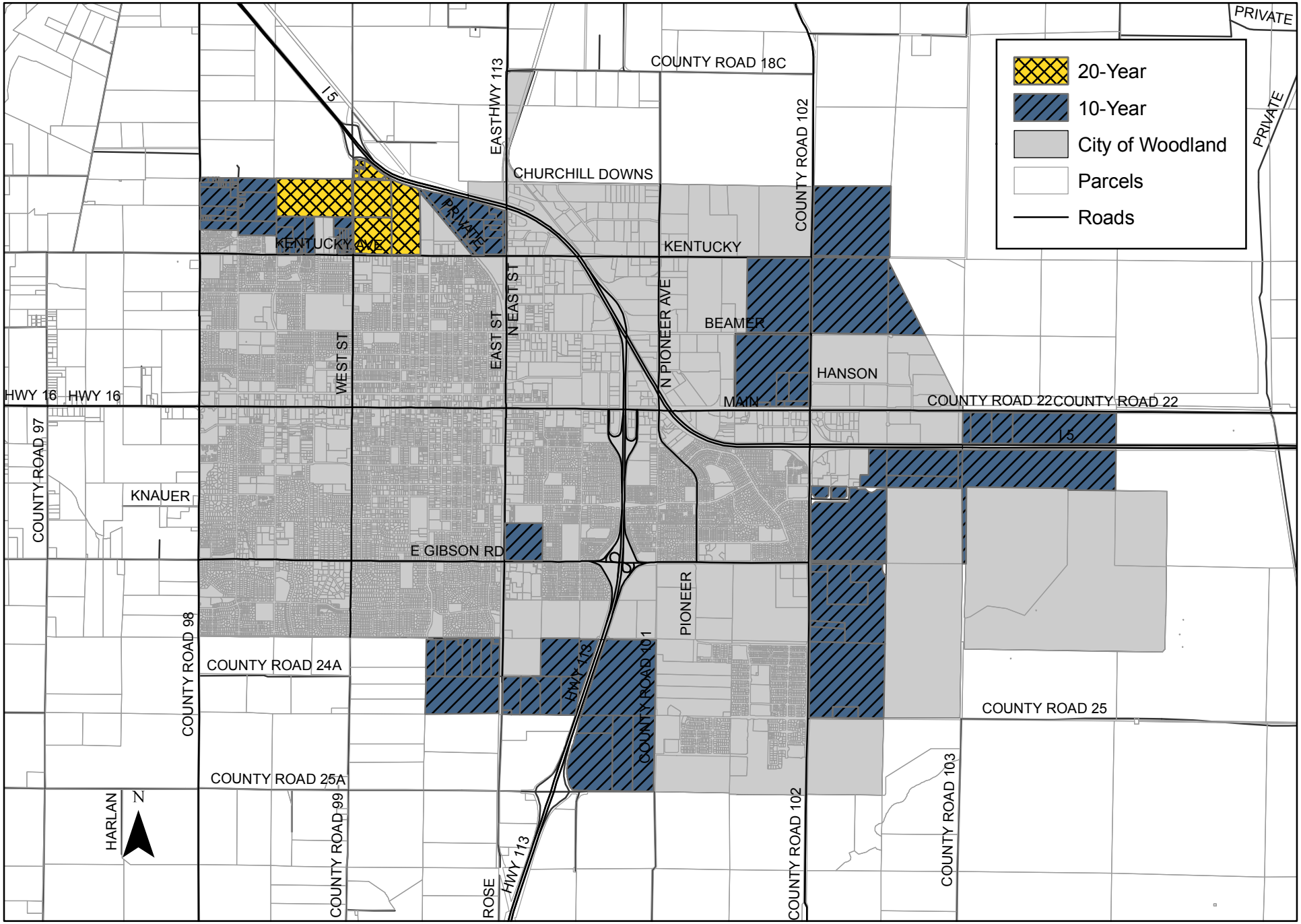


Figure 1.0-1

Created by Yolo LAFCO on October 18, 2010
Updated on March 4, 2011
Data provided by Yolo County

Sphere of Influence Evaluation Areas

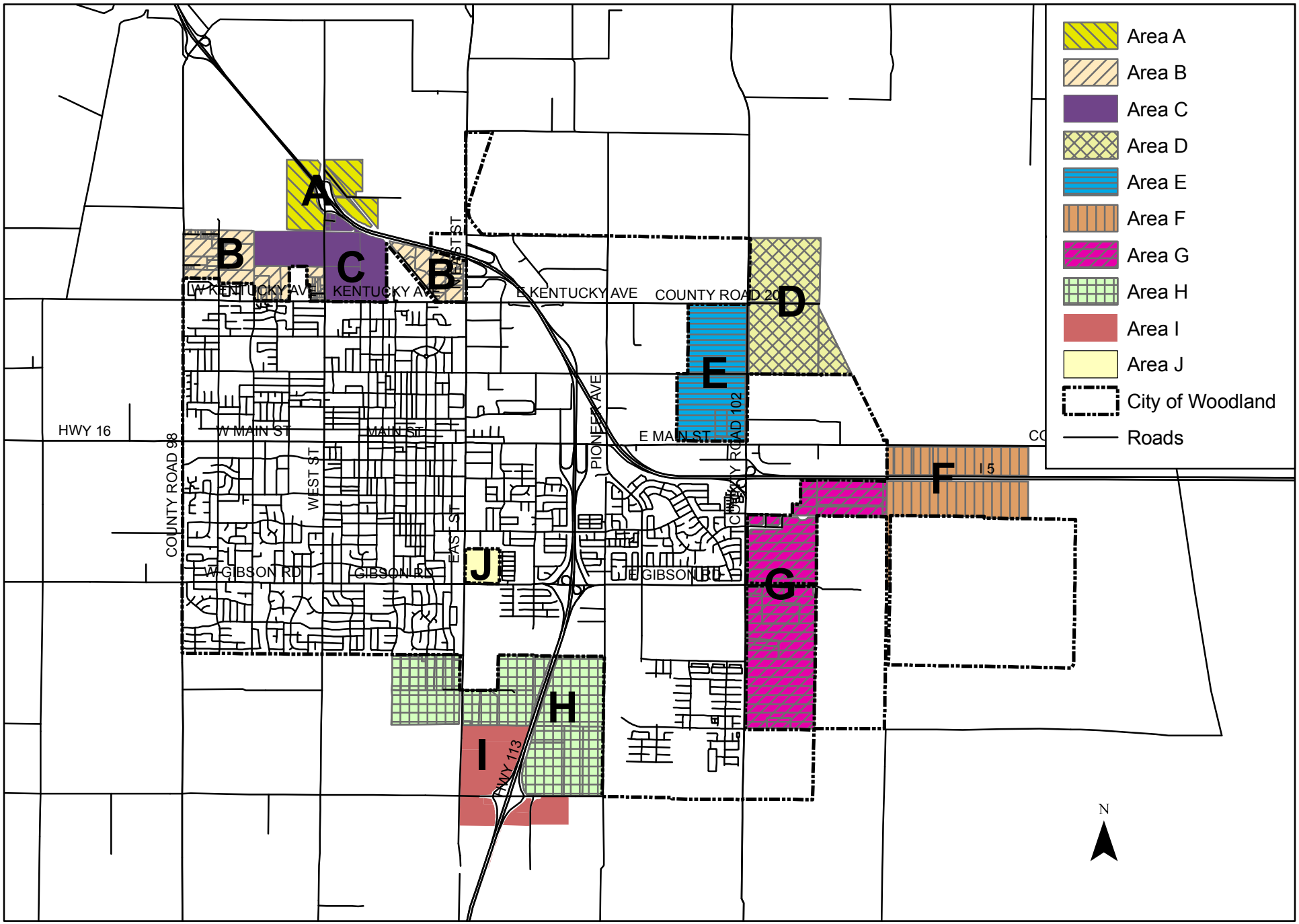


Figure 9.0-1

Map Created by Yolo LAFCO October 20, 2010
Updated January 28, 2010
Data Provided by Yolo County