City of Woodland
Final MSR
Municipal Service Review
December 2, 2002
Prepared by EIP Associates

Sky View City of Woodland

LAFCO

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YOLO COUNTY

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Purpose and Scope

One of the key responsibilities of a Local Agency Formation Commission (LAFCO) is to determine the sphere of influence of local governmental agencies. A sphere of influence (SOI) designates the probable physical boundary and service area of a local agency. The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires that a Municipal Service Review (MSR) be prepared prior to or concurrent with an update of an SOI. The MSR evaluates existing and future service conditions and reviews the advantages and disadvantages of various government service structure options. An MSR is to be used as an information resource upon which the LAFCO can base recommendations on an SOI action.

This MSR has been prepared for Yolo County LAFCO to provide information for use in considering an update to the SOI for the City of Woodland. The MSR focuses on those areas currently outside of Woodland's incorporated boundary, but within the Planning Area identified in the City's General Plan. For the purposes of the MSR, the area of analysis has been divided into five geographic study areas: A through E (see Introduction, Figure 3).

Issues Addressed

In accordance with the Cortese-Knox-Hertzberg Act, the MSR addresses the following:

- Infrastructure Needs and Deficiencies
- Growth and Population
- Financing Constraints and Opportunities
- Cost Avoidance Opportunities
- Opportunities for Rate Restructuring
- Opportunities for Shared Facilities
- Government Structure Options
- Management Efficiencies
- Local Accountability and Governance

Written determinations are included for each of the areas addressed. The Draft Service Review Guidelines prepared by the State Office of Planning and Research were used as a guide in the preparation of the MSR.

General Determinations

Based on the information contained in the MSR, the following general determinations are offered:

1. The City of Woodland has made efforts to proactively plan and provide for both existing and future growth. The City has established a government structure that has shown the ability to efficiently provide services to meet the needs of the community and promote orderly growth.

2. Study Areas A, B, D and E have all been included in the City's various services master plans. All four of these areas have been assumed for urban uses generally in conformance with the uses assigned in the City's 1996 General Plan. As a result, these areas are accounted for in the City's infrastructure and financing plans.

3. Study Area C has not been included in the City's various services master plans. This area is assumed as Urban Reserve consistent with the City's 1996 General Plan. As a result, urban development within Study Area C has not been accounted for in the City's infrastructure and financing plans.

4. Of the five study areas Area D (Spring Lake Specific Plan), has completed the most extensive planning effort. This has included City approval of a specific plan, certification of an EIR, pre-zoning of the area, direction to proceed with an SOI amendment and annexation, and future City consideration of a development agreement.

INTRODUCTION

Purpose

This Municipal Service Review (MSR) has been prepared for the Yolo County Local Agency Formation Commission (LAFCO) to comply with statutory requirements and provide information for use in considering an update to the Sphere of Influence for the City of Woodland. The MSR evaluates existing and future service conditions and reviews the advantages and disadvantages of various government service structure options. The MSR focuses on those areas currently outside of Woodland's incorporated boundary, but within the Planning Area identified in the City's General Plan. The MSR will be used as an information base to update Woodland's sphere of influence (SOI) and provides a foundation for the public, City, County and LAFCO to discuss changes to the SOI.

LAFCO Requirements

The operations of LAFCOs are guided by the Cortese-Knox-Hertzberg Local Reorganization Act of 2000 (CKH Act). The CHK Act specifies the intent, authority, responsibility, process and other operating principals and requirements of LAFCOs. Emphasis is placed on the role of LAFCOs to encourage orderly growth and development, discourage urban sprawl, promote logical boundaries and formations, and support the provision of efficient government services.

One of the most important functions of LAFCO is to consider and adopt a sphere of influence for local governmental agencies. Section 56425 of the Government Code defines an SOI as "a plan for the probable physical boundary and service area of a local agency or municipality". LAFCO is required to "develop and determine the sphere of influence of each local governmental agency within the county and enact policies designed to promote logical and orderly development of areas within the sphere (Section 56425, CKH)." Upon determination of an SOI, LAFCO is required to regularly review and update the SOI, as necessary, but no less than once every five years. The CKH Act specifies that initial SOI updates for all counties be completed by January 1, 2006.

The CKH Act requires that a MSR be prepared prior to or concurrent with an update of an SOI. The MSR evaluates existing and future service conditions and reviews the advantages and disadvantages of various government service structure options. An MSR is intended to assist with the SOI information gathering, evaluation and approval process. While it is not the role of the MSR to make specific recommendations, it does provide an information resource that can be used by LAFCO to base a recommendation on an SOI action.

This MSR has been prepared for Yolo County LAFCO in accordance with the requirements of the CKH Act as a means of identifying and evaluating public services for the

City of Woodland and possible changes to the City's SOI. The Draft Service Review Guidelines prepared by the State Office of Planning and Research were used as a guide in the preparation of the MSR.

Woodland Setting

The City of Woodland is located in central Yolo County twenty (20) miles northwest of the City of Sacramento, and seven (7) miles north of the City of Davis (Figure 1).

The City, established in 1871, experienced no significant expansion until the 1960s. At that time, urban growth began to occur in Woodland in larger increments, with major areas annexed during the 1960s, 1970s, 1980s and 1990s. Yolo County LAFCO adopted a 10-year and 20-year SOI for the City in 1983. The SOI has gone through several minor amendments since that time, with no update since adoption of the 1996 General Plan. The incorporated portion of Woodland currently encompasses approximately 8,217 acres, and the remaining SOI approximately 849 acres. Woodland's current incorporated boundaries and SOI are reflected on Figure 2.

Woodland, and the Sacramento region in general, are anticipated to remain an attractive area for development into the foreseeable future. Growth projections prepared for the City as part of its General Plan update note demand for growth in excess of lands available within the incorporated boundary. The Woodland General Plan states that in order to accommodate projected future growth, the City must "make additional lands available for urban development, continue infill development, and encourage re-use of underutilized lands" *(Woodland General Plan, February 1996, page 11.)* On page 88 of this MSR, Growth and Population, provides additional detail as to potential future growth demands.

Study Areas

The City of Woodland General Plan identifies a Planning Area boundary that includes areas outside the current City limits. This area encompasses approximately 13,628 unincorporated acres, and includes the area within the City's SOI. The Planning Area is defined as "all land designated for or to be considered for future development as part of Woodland". This is the area most likely to be considered by the City to accommodate the future development demand noted above.

The MSR focuses on those areas currently outside of Woodland's incorporated boundary, but within the Planning Area. For the purposes of the MSR, the area of analysis has been divided into five geographic study areas as reflected on Figure 3 and further described below:

- **Area A** - Approximately 515 acres generally located north of Kentucky Avenue east of State Highway 16, west of East Street and south of Inter-

state 5;

- **Area B** - Approximately 837 acres generally located north of Main Street, between Roads 101 and 103;
- **Area C** - Approximately 1,174 acres generally located north of Road 25, east of Road 102 surrounding the City's Wastewater Treatment Plant;
- **Area D** (Spring Lake Specific Plan) - Approximately 1,097 acres generally located south of Gibson Road, north of Road 25A, east of Highway 113 and west of Road 102; and
- **Area E** - (Master Plan Remainder Area) Approximately 651 acres generally located south of Road 24A, east of Road 98, west of Area D (Spring Lake Specific Plan) and east of the Southern termination of College Street.

Services and Issues Reviewed

In accordance with the CKH Act, the MSR addresses the following issues:

- Infrastructure Needs and Deficiencies
  - Water
  - Wastewater
  - Circulation and Roadways
  - Law Enforcement
  - Fire Protection
  - Solid Waste
  - Storm Drainage
  - Parks and Recreation
  - Libraries
  - Electricity
  - Natural Gas
- Growth and Population
- Financing Constraints and Opportunities
- Cost Avoidance Opportunities

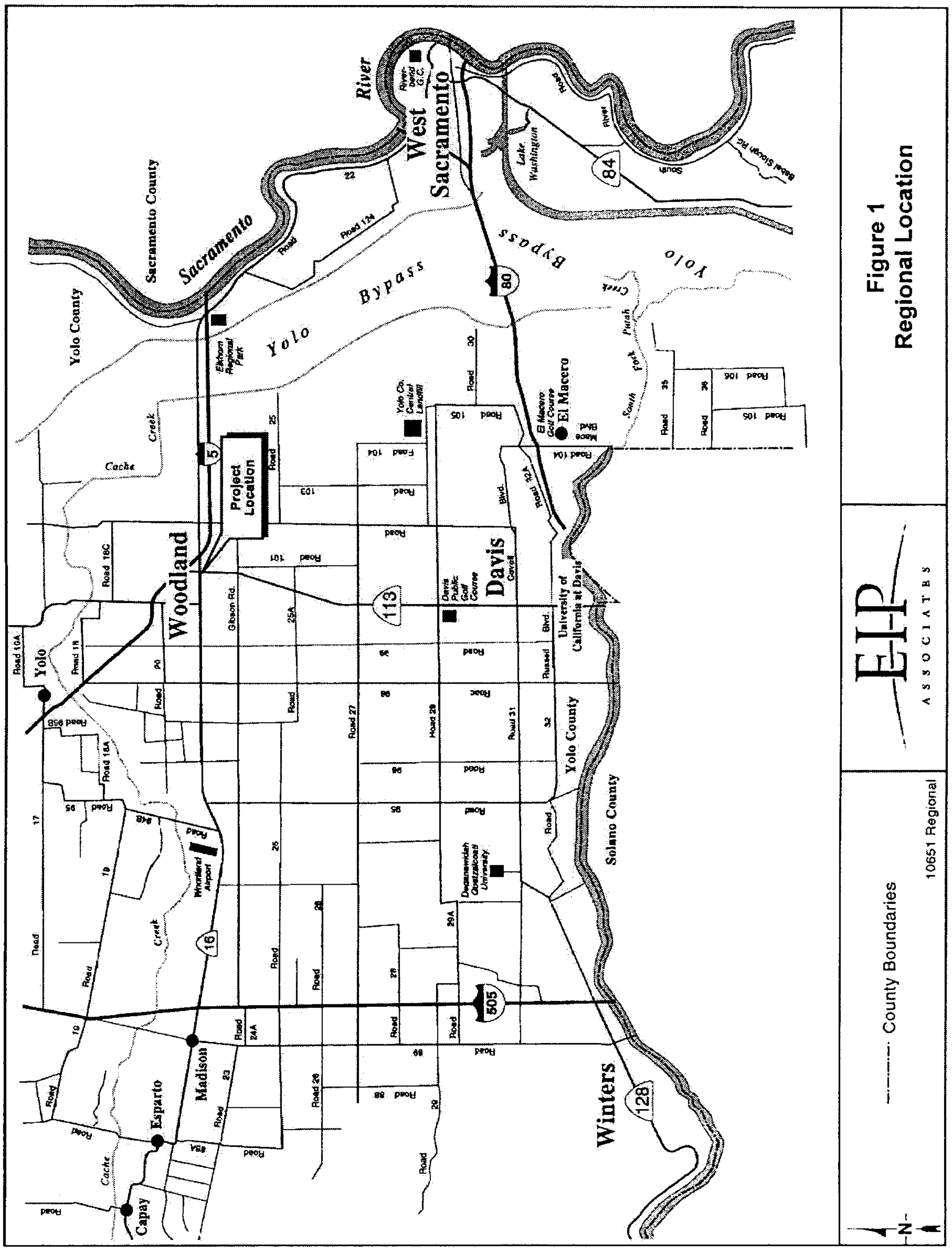


Figure 1
Regional Location

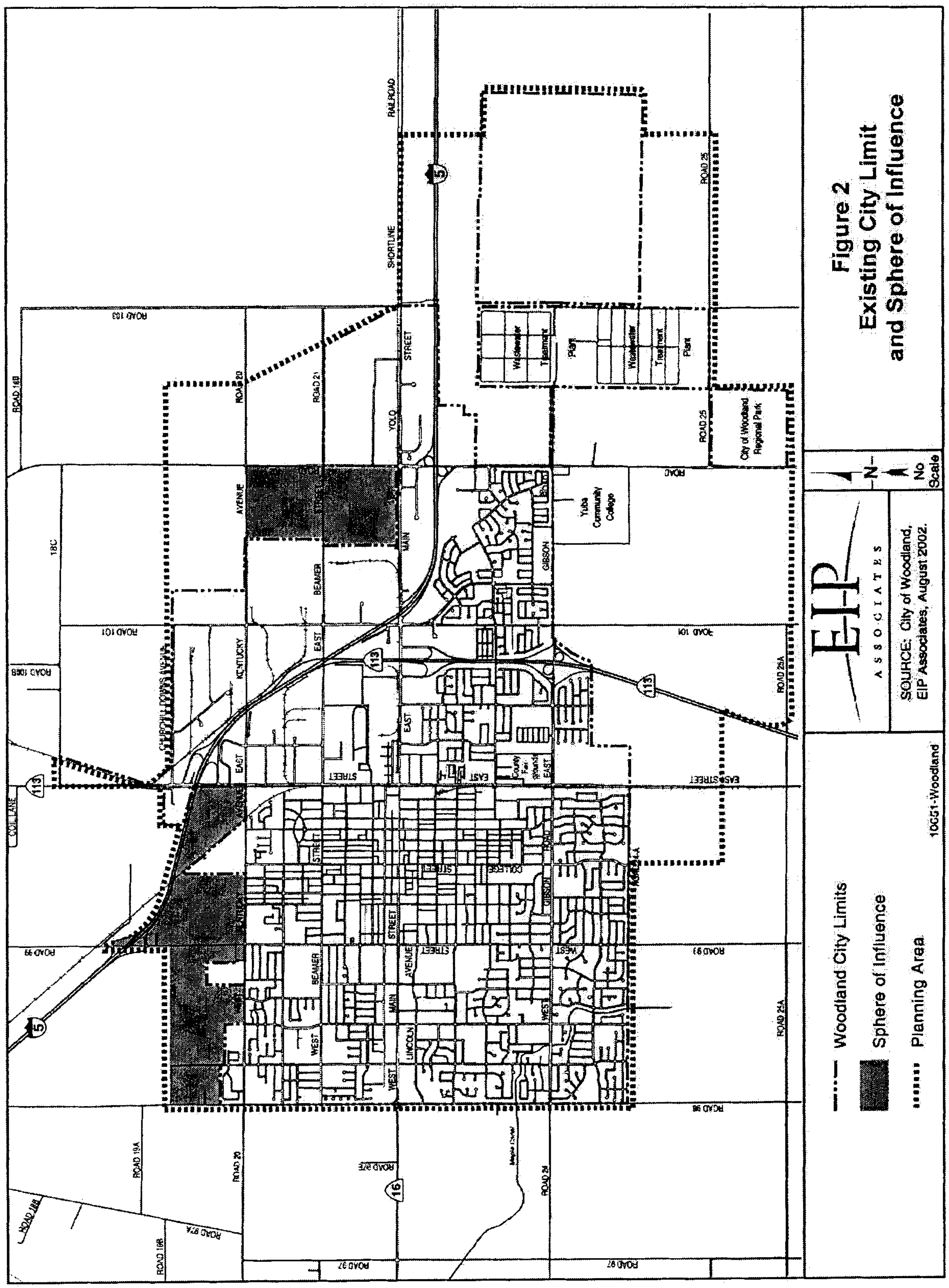


Figure 2
Existing City Limit and Sphere of Influence

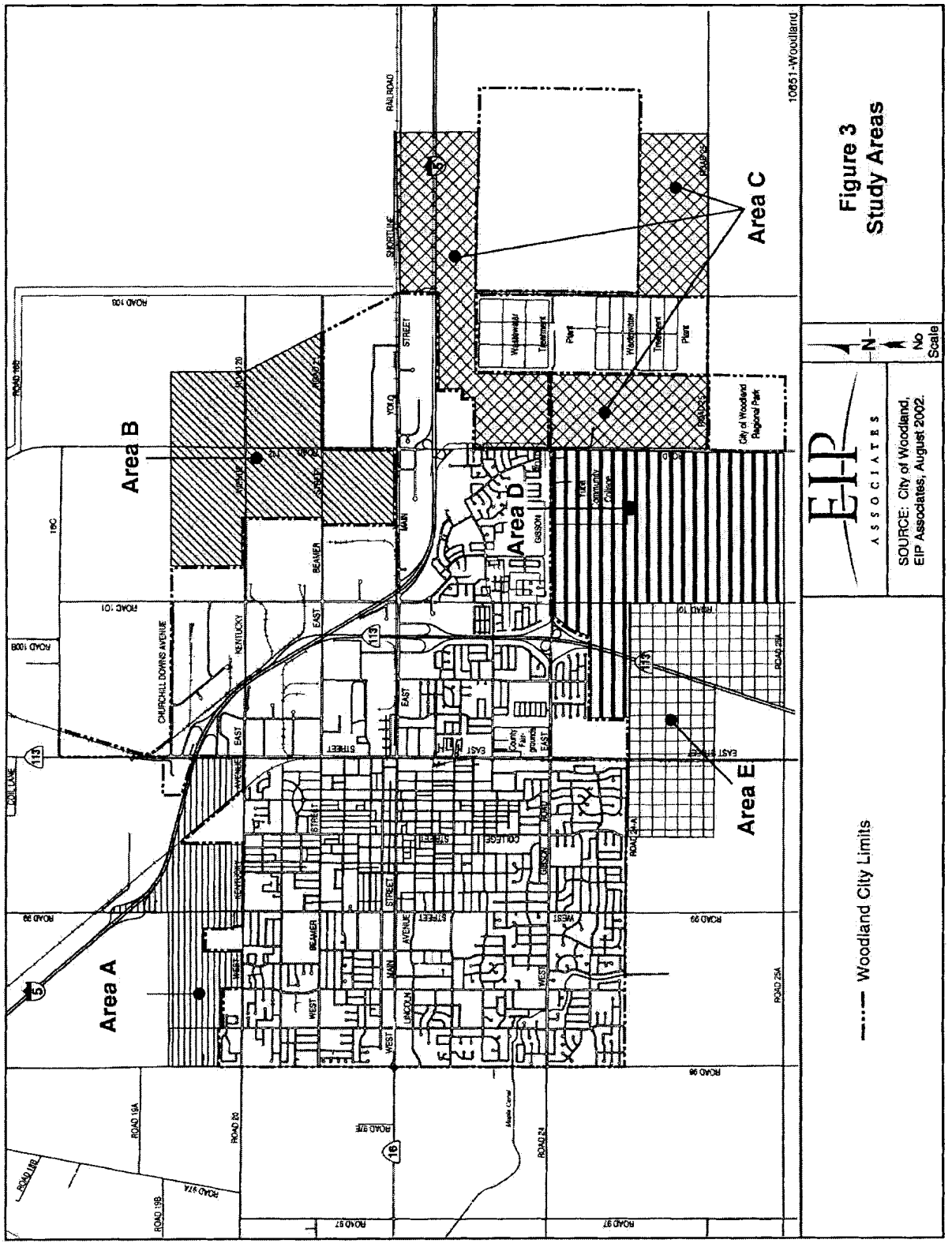


Figure 3
Study Areas
Area A
Area B
Area C
Area D
Area E
Woodland City Limits
SOURCE: City of Woodland, EIP Associates, August 2002.
EIP ASSOCIATES
N
No Scale
10651-Woodland

- Opportunities for Rate Restructuring
- Opportunities for Shared Facilities
- Government Structure Options
- Management Efficiencies
- Local Accountability and Governance

The CKH Act requires that written determinations be made for the areas reviewed.

Subsequent Actions

As previously noted, an MSR must be prepared prior to or concurrent with an update to an SOI. Should an update to the SOI and/or annexation be directed as a result of review of the MSR or at some other subsequent date, additional information would need to be generated, agreements entered into and actions taken by LAFCO. This would include preparation of environmental documentation in compliance with the California Environmental Quality Act (CEQA). All actions are required to be in compliance with applicable statutes and Yolo County LAFCO guidelines and procedures.

INFRASTRUCTURE NEEDS AND DEFICIENCIES

Purpose: **To evaluate infrastructure needs and deficiencies in terms of supply, capacity, condition and service quality.**

Infrastructure Needs and Deficiencies refers to the status of existing and planned infrastructure and its relationship to the quality and levels of service that are, can and need to be provided. The density, location and quality of growth are dependent in part upon the availability and capacity of infrastructure and services. In reviewing a City's SOI, it is important to determine if the agency is reasonably capable of providing needed resources and basic infrastructure to serve areas within the City and SOI.

Existing and Potential Service Providers

Existing and potential service providers for those services addressed in the MSR are summarized on Table 1. Potential providers are the anticipated entities that would likely provide services to the study areas should they ultimately be incorporated into the City.

Table 1 - Existing and Potential Service Providers
Source: City of Woodland

Service	Current Provider	Potential Provider
Water	City of Woodland wells/ Private wells	City of Woodland
Wastewater	City of Woodland (sewers)/ Private (septic)	City of Woodland
Circulation and Roadways	City of Woodland/Yolo County/ Caltrans	City of Woodland/Yolo County/ Caltrans
Law Enforcement	City of Woodland/Yolo County	City of Woodland/Yolo County
Fire Protection	City of Woodland/ Springlake FPD (contract)	City of Woodland
Solid Waste	Contract (collection)/ Yolo County Central Landfill	Contract (collection)/ Yolo County Central Landfill
Storm Drainage	City of Woodland/Yolo County	City of Woodland
Parks and Recreation	City of Woodland/Yolo County	City of Woodland
Libraries	City of Woodland	City of Woodland
Electricity	PG&E	PG&E or other
Natural Gas	PG&E	PG&E or other

Information Sources and Development Assumptions

The primary information sources used for the Infrastructure Needs and Deficiencies analysis are the City of Woodland's 1996 General Plan and the accompanying Environmental Impact Report (EIR), various services master plans (water, wastewater, street, fire, storm drainage and parks), the 2002 Major Projects Financing Plan (MPFP), and the Spring Lake Specific Plan (SLSP) and its accompanying EIR.

In order to analyze infrastructure and services, land use assumptions from the 1996 General Plan were used for each of the services master plan documents. *(Gary Wagener, Public Works Director, City of Woodland, personal communication, October 28, 2002)* The general uses assumed in each study area include:

- **Area A** - Rural Residential, Highway Commercial, Service Commercial, Industrial, Business Park and Open Space;
- **Area B** - Industrial, Business Park and Open Space;
- **Area C** - Urban Reserve (portions of area not included in some master plans);
- **Area D** - Single-Family Residential, Multi-Family Residential, Office/ Commercial/Retail, School, Community College, Yolo County, Park, Institutional, and Drainage/Detention; and
- **Area E** - Single Family Residential, Multi-Family Residential, Highway Commercial, School, Park, and Institutional.

Precise acreage, unit, square footage and Dwelling Unit Equivalent (DUE) information is detailed in the various services master plan documents.

WATER

Existing Levels of Service and Improvements

Existing water supply, distribution, and treatment infrastructure in the City of Woodland and study areas are shown on Figure 4. The City relies on groundwater for municipal and industrial uses. The City pumped approximately 13,900 acre-feet of water in 1998, representing a 1.4 percent increase over a 10-year period. This amount is about 10 percent of the local groundwater basin yield on an annual basis. *(City of Woodland Utilities Division Public Works Department , Future Water Supply Development Report for the City of Woodland, February 1999, pp. 2, 10.)*

Eighteen wells located throughout the City pump groundwater into the distribution system, which consists of pipelines ranging in size from 2 to 12-inches in diameter. The backbone water distribution system consists of pipelines 10 and 12 inches in diameter. The distribution system is within one pressure zone. A 300,000-gallon above-ground water storage tank is used to stabilize water pressures throughout the single zone distribution system but does not contribute significant storage to the system. *(City of Woodland, General Plan Background Report, February 1996, p. 4-4.)*

The vast majority of the distribution pipes are made of cast iron or ductile iron, many of which were installed in the 1940s and 1950s. The older, smaller (2- to 3-inch) cast iron lines are prone to rust, leaks, and breakage. Newer ductile iron pipe with concrete lining installed in the early 1970s exhibits fewer problems. Most of the groundwater wells date back to the 1960s and 1970s. Compression as a result of land settling has damaged casings on several older wells, requiring repair. Water from wells contains small amounts of sand and clay that show up as sediment in water distribution pipelines, and occasional pipe flushing is necessary. *(City of Woodland Utilities Division Public Works Department , Future Water Supply Development Report for the City of Woodland, February 1999, p.4.)*

The City of Woodland implements a variety of water conservation measures. These include keeping distribution system pressure below 50 pounds per square inch (psi), developing and applying the City's Water Waste Ordinance, using visual leak detection, and providing brochures on drought resistant vegetation. Based on recommendations in the 1991 *City of Woodland U ban Water Management Plan Update*, the City has also implemented a rebate program for ultra low-flush toilets, free of charge ultra low-flow shower heads, recommendations for water efficient landscaping for new construction, and programs to increase public awareness and education of water conservation needs and techniques including grade school education curriculum materials. In addition, the City has implemented the federal Energy Policy Act of 1992 and its companion state law, requiring single-family homes constructed since January 1, 1992 to have meters installed. Residential meters are currently used to measure City water usage in

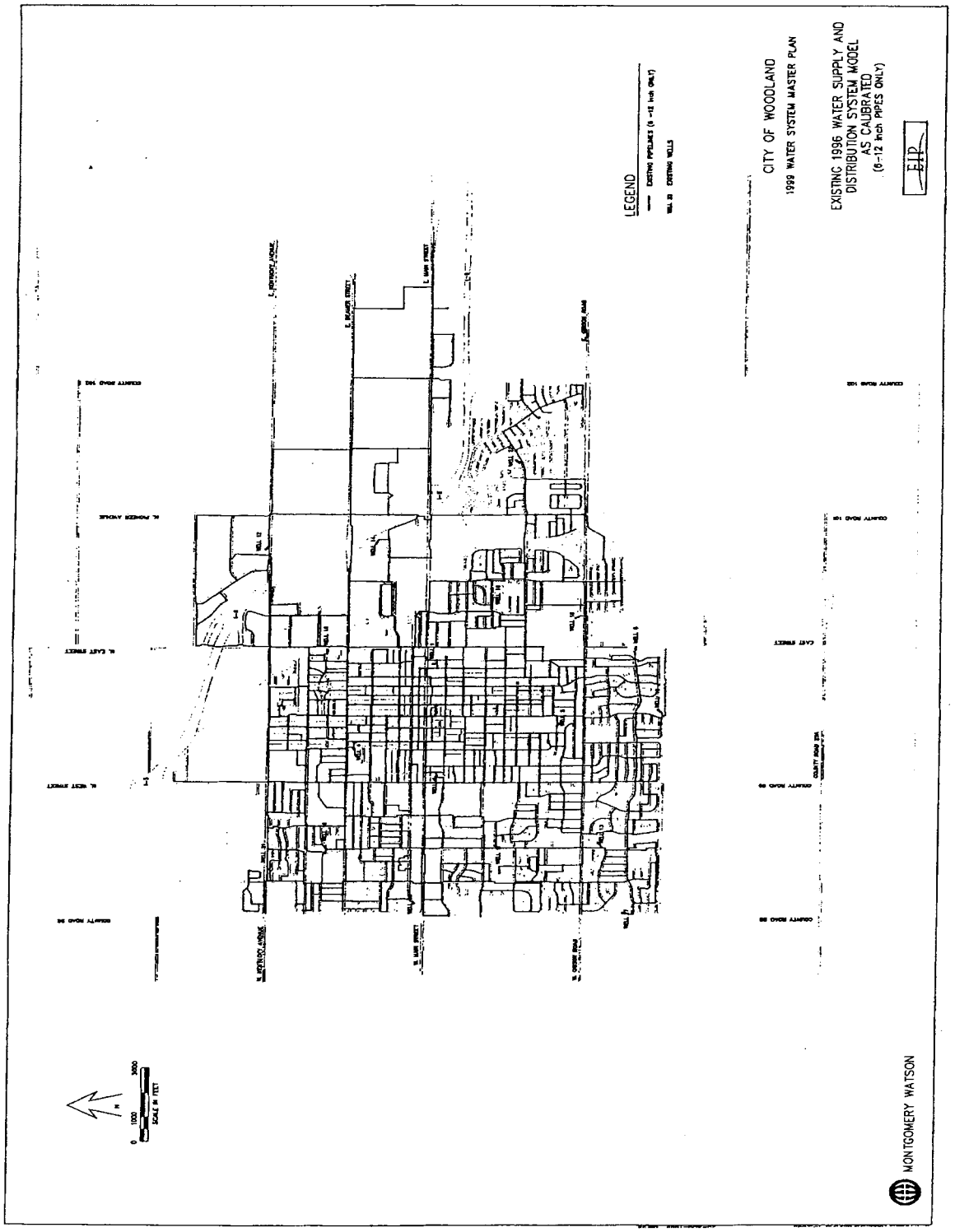


Figure 4 - City of Woodland Existing Water Supply and Distribution System

some residences. *(Charlie Simpson, Infrastructure Manager, City of Woodland Public Works, personal communication, June 2002.)* However, single-family residences still pay a flat rate for water. *(City of Woodland, General Plan Background Report, February 1996, p. 4-2.)*

The City's Operations and Maintenance Division regularly monitors and tests groundwater at the wellhead and after it reaches the underground distribution pipeline system. The City periodically receives taste and odor complaints, which may be due to private plumbing fixtures (e.g., hoses), chlorine disinfectant, and a high mineral content. Overall, groundwater quality meets all State and federal requirements, and flows are adequate; however, there are local water quality concerns regarding dissolved salts, boron, hardness, and nitrate that were identified in the City's 1999 *Future Water Supply Development Report*. *(City of Woodland Utilities Division Public Works Department, Future Water Supply Development Report for the City of Woodland, February 1999, pp 11 through 15.)*

Average total dissolved solids levels are at or slightly higher than the 500 milligrams per liter (mg/L) concentration recommended by the State for aesthetic purposes, but the highest detected level is significantly below the State's upper limit (1,000 mg/L). Average boron concentrations in City groundwater are approximately 2 mg/L, based on 1997 test results. Trace amounts of boron are necessary for plant growth, but concentrations exceeding 0.6 mg/L may result in plant stress. Consequently, nurseries, stone fruit production, house plants, and other ornamentals (including landscaping) may be negatively affected by boron levels in Woodland groundwater. Woodland groundwater has an average hardness of approximately 374 mg/L. Water can be qualitatively classified as hard if the hardness level exceeds 150 mg/L (measured as calcium carbonate). Scale formation is the primary effect of elevated hardness. The City does not treat groundwater for hardness. *(City of Woodland Utilities Division Public Works Department, Future Water Supply Development Report for the City of Woodland, February 1999, pp 11 through 15.)*

Groundwater nitrate concentrations in the vicinity of Woodland have risen continuously during the last 40 years. Limited data from the early 1960s indicate the typical nitrate concentration of City water was approximately 5 mg/L. In 1998, eleven City wells produced water with nitrate concentrations at or above 20 mg/L, and five produced water containing nitrate at over 30 mg/L. The State drinking water standard, also referred to as the Maximum Contaminant Level (MCL), is 45 mg/L. In general, the amount of nitrate in well water is affected by well location and design, aquifer characteristics, and land uses adjacent to well locations (including cropping patterns, fertilizer materials, and application techniques). A pattern of declining nitrate levels is evident from groundwater samples taken in areas east of the City to the Sacramento River. Nitrate concentrations also decrease with well depth. *(City of Woodland Utilities Division Public Works*

Department, Future Water Supply Development Report for the City of Woodland, February 1999, pp 11 through 15.)

Synthetic organic chemicals (e.g., agricultural products such as Simazine and Thiobencarb) and organic chemicals (e.g., methyl tertiary butyl ether [MTBE], benzene, and vinyl chloride) have not been detected in City supply wells. *(City of Woodland Utilities Division Public Works Department, Future Water Supply Development Report for the City of Woodland, February 1999, pp 11 through 15.)*

Non-fecal coliform bacteria were detected in some wells in 1993. The City began a disinfection program at the wells. Sodium hypochlorite (bleach) is injected into the wellhead discharge pipeline.

The 2002 Major Projects Financing Plan (MPFP) incorporates information from the City's 1999 Water Master Plan Reports addressing capital projects planning and costs. *Two additional projects [groundwater supply well replacement and an annual water system maintenance program] totaling $18 million were added to the $45 million total indicated in the 1999 Water System Assessment: Operations and Capital Projects Planning report.)* The MPFP identifies approximately 40 projects including pipeline rehabilitation, well rehabilitation and/or replacements, and other operational and administrative controls totaling about $39.9 million to preserve the integrity, reliability, and operability of the City's existing water system. A significant number of the projects are scheduled for completion by 2005; remaining projects would be completed between 2005 and 2020. About $39 million for physical improvements would be derived from utility revenues. Development fees (an additional $23 million) would also be collected to partially fund preparation of updates to the water system master plan, surface water use feasibility study, well field feasibility studies, in-lieu water recharge program, and system expansion/new wells. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix D.)* The 2002 MPFP has established a development impact fee for water facilities. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix G, Table 17)*

Plans and Regulatory Requirements

There are numerous federal, State, and local laws and regulations pertaining to water resources. These include the federal Clean Water Act (CWA), federal Safe Drinking Water Act (SDWA), and State regulations implementing the requirements of these acts. State regulations addressing drinking water standards, including water treatment and quality, have been established by the State Department of Health Services (DHS) and are included in Title 22 of the California Code of Regulations (CCR). In addition, the City of Woodland and MSR study areas are within the jurisdiction of the Central Valley Regional Water Quality Control Board (the CVRWQCB), which is responsible for implementing the CWA at the State level. The CVRWQCB regulates discharges to sur-

face water and groundwater and is responsible for ensuring dischargers comply with water quality objectives identified in a plan for the region *(Water Quality Control Plan for the Sacramento River Basin and San Joaquin River Basin)*. Water quality regulations are included in Title 27 of the CCR. The allocation and use of surface water supplies by jurisdictions is subject to water rights laws implemented and monitored at the State level by the State Water Resources Control Board (SWRCB). In addition, surface water delivery requirements under various federal and State programs (e.g., U.S. Bureau of Reclamation Central Valley Project [CVP], State Water Project, and CALFED) must also be considered in evaluating the availability of supplies.

Other plans and regulatory requirements that apply to the City of Woodland and MSR study areas include State laws addressing the availability of water to serve existing and planned development.

California Water Code

Section 10910 et seq. of the California Water Code, also referred to as "Senate Bill 901 (SB 901)," requires the following:

> 10910(d): The City or County... [shall] assess whether the projected water demand associated with a proposed project was included in the most recently adopted urban water management plan adopted [by the agency]. As part of the assessment, the public water system shall indicate whether its total projected water supplies available during normal, single-dry, and multiple-dry water years included in the 20-year projection contained in the urban water management plan will meet the projected water demand associated with the proposed project, in addition to the public water system's existing and planned future uses.

The Water Code further stipulates,

> 10911(a): If, as a result, of its assessment, the public water system concludes that its water supplies are, or will be insufficient, the public water system shall provide to the city or county its plans for acquiring additional water supplies, setting forth the measures that are being undertaken to acquire and develop those water supplies...

Senate Bill 610

Senate Bill 610 (Costa), enacted in 2001, amended Water Code Sections 10631, 10656, 10910, 10911, 10912, and 10915 and others relating to urban water management plans, groundwater, and water supply and demand assessments. This legislation requires additional information to be included in water supply assessments and plans with regard to groundwater supplies.

SB 610 requires substantial evidence of adequate water supply and preparation of water supply assessments for all large-scale projects. Such projects can include:

- Residential development with over 500 units, or other uses demanding water equivalent to 500 units or more;
- Shopping center or business with over 1,000 employees or 500,000 sf;
- Commercial office with over 1,000 employees or 250,000 sf;
- Hotel or motel with over 500 rooms;
- Industrial use or park with over 1,000 employees, 40 acres, or 650,000 sf; and
- Mixed use project with one or more uses described above.

In addition, SB 610 requires smaller public water systems (those with less than 5,000 connections) to prepare water supply assessments on projects that would increase their service connections by 10% or more. The bill requires information about water supply contracts, capital outlay programs, permits, and regulatory approvals to be included in water supply assessments. SB 610 also expanded requirements for urban water management plans to include more information about groundwater supply information.

City of Woodland General Plan

The City of Woodland General Plan Policy Document contains guiding principles, goals, and policies related to water. Issues addressed include groundwater use, water supply and demand, and water conservation methods. Some key water policy statements from this document applicable to the MSR study areas are presented below:

4.C.1. The City shall protect the groundwater basin from overdraft from City use of groundwater. To this end, the City shall study, working closely with other public and private entities as deemed appropriate, the safe yield of the groundwater basin and the possibility of surface water supplies (e.g., obtaining water rights, transfers, or exchanges) for domestic and/or agricultural use within the Woodland area. Water management programs such as conjunctive use and recharge program will also be considered. The City shall use this information to determine the most appropriate long-term water supply to serve Woodland.

4.C.2. If the studies in Policy 4.C.1 indicate an imbalance between safe groundwater yield and projected water requirements, the City shall develop a response plan to address the imbalance. This response plan will include an appropriate mix of water conservation measures,

reuse, surface water supplements, and other water management techniques.

4.C.3. Prior to determination of the safe groundwater yield (Policy 4.C.1) and/or development of the response plan (if necessary) in Policy 4. C.2, the City shall require major new development projects and/or specific plans to include measures that maintain annual average water use, averaged over all land in the proposal, at 80 percent or less than the following water duties by land use designation:

Exceptions will be allowed if no feasible mitigation measures are available to reduce the onsite use of water and if water use can be mitigated through other measures offsite.

Land Use Designation	Water Duties (Acres-feet/gross acre/year
Rural Residential	0.8
Very Low Density Residential	2.5
Low Density Residential	4.1
Medium Density Residential	8.5
Neighborhood Commercial	2.1
General Commercial	2.6
Service Commercial	2.2
Highway Commercial	2.7
Business Park	1.8
Industrial	3.2
Public Services (schools)	2.7
Open Space (irrigated park)	2.8

4.C.5. The City shall investigate the use of reclaimed water to offset the demand for new water supplies.

4.C.10. The City shall only approve new development that relies on an adequate City water supply and delivery system.

The General Plan (Appendix D) also contains additional levels of service for new wells, existing wells, water tanks, water treatment, water distribution, water system reimbursement, master plan revisions, and system studies.

Water System Master Plan

The City's Water System Master Plan was prepared in 1999. It identifies existing water supplies, existing and planned infrastructure improvements, costs and schedule for implementation, an extensive assessment of the impacts of continued groundwater development, and a preliminary assessment of future water supply options, which includes surface water supplies.

Study Areas Level of Service and Improvements

Area A

There is no developed City water infrastructure within Study Area A. The water distribution infrastructure in Study Area A is limited to 6- to 12-inch pipelines adjacent to the Study Area along West Kentucky Avenue and in an existing residential area at the northeast corner of the intersection of West Kentucky Avenue and County Road 98 in Water Service Study Area 1 (see Figure 4). There is also a water line extending north along West Street to the I-5 interchange through the center of Study Area A and a line extending north along East Street to I-5 on the east side of the Study Area. City groundwater well 21 is south of West Kentucky Avenue. Dubach Park Recreation Field west of I-5 has its own well for irrigation and a 2-inch connection to the City system for domestic use. (*Montgomery Watson [Consultant to City], City of Woodland Water System Master Planning Studies, Water System Model, 1999, Figures 1-3 and 2-3 and Table 2-2.)*

Fire flow requirements vary according to land use classifications. The 1999 Water System Master Plan identified locations within the water distribution system that do not meet fire flow demand requirements. Junctions J24 on West Kentucky Avenue just east of County Road 98 and J114 on West Street near the I-5 interchange do not meet fire flow demand requirements. *(Montgomery Watson [Consultant to City], City of Woodland Water System Master Planning Studies, Water System Model, 1999, Figures 1-3 and 2-3 and Table 2-2.)*

The 1999 Water System Master Plan divided Study Area A into 9 new water service areas within a future growth and additional water service area boundary for that area. Future water demands for 280 acres of new development were estimated to be 361 gpm, which assumed the following land use designations: 136 acres Industrial, 63 acres Business Park, 40 acres Rural Residential, 26 acres Service Commercial, and 15 acres Highway Commercial. *(Montgomery Watson [Consultant to City], City of Woodland Water System Master Planning Studies, Water System Model, 1999, Figure 3-1)*

Improvements for the Study Area A include backbone infrastructure of new 12-inch water lines and a well (Well 24), as shown in Figure 5. According to the 2002 MPFP, total estimated costs for these improvements is approximately $2.9 million.

Area B

The water distribution infrastructure in the Study Area B consists of 6- to 12-inch pipelines along existing roadways, as illustrated in Figure 3.1-1. These lines are along N. Pioneer Avenue, E. Kentucky Avenue, Beamer Street, Main Street, and a few north-south connector streets. A few of the lines are within the Study Area. The closest City groundwater well is Well 12 located on Kentucky Avenue between N. Pioneer Avenue and I-5. *(Montgomery Watson [Consultant to City], City of Woodland Water System Master Planning Studies, Water System Model, 1999, Figures 1-3 and 2-3 and Table 2-2.)*

The 1999 Water System Master Plan identified locations within the water distribution system that do not meet fire flow demand requirements. Junctions J4618 on E. Beamer Street and J4534 and J 4536 on Main Street, all east of County Road 102 and north of I-5, do not meet fire flow demand requirements. *(Montgomery Watson [Consultant to City], City of Woodland Water System Master Planning Studies, Water System Model, 1999, Figures 1-3 and 2-3 and Table 2-2.)*

The 1999 Water System Master Plan divided Study Area B into 15 new water service areas within a future growth and additional water service area boundary for that area. Future water demands for 712 acres of new development were estimated to be 1,149 gpm, which assumed the following land use designations: 611 acres Industrial, 77 acres Business Park, and 23 acres Open Space. *(Montgomery Watson [Consultant to City], City of Woodland Water System Master Planning Studies, Water System Model, 1999, Figure 2-3 and Table 2-2)*

The need for additional water service (290 gpm) for a 170-acre area within the existing City limits bounded by E. Beamer Street, Main Street, and County Road 102 adjacent to Study Area B on the south (Water Service Areas 6 through 9) was identified in the 1999 Water System Master Plan.

Improvements identified for Study Area B include backbone infrastructure of new 12-inch water lines, two wells (Wells 25 and 27), and a standby well. Total estimated costs for these improvements is approximately $5.3 million. In addition, the Water System Master Plan and 2002 MPFP include an additional well and construction of a water line in the I-5/County Road 102 service area totaling approximately $1.2 million. Locations are shown in Figure 6.

Area C

There is no developed City water infrastructure within Study Area C. The 1999 Water System Master Plan assumed Urban Reserve land use designations for the area (exclusive of a Public Space area containing the City wastewater treatment plant facility and the proposed Regional Park site to the south of the area) in determining future water needs. Demand for the Urban Reserve areas was not quantified in the 1999 Wa-

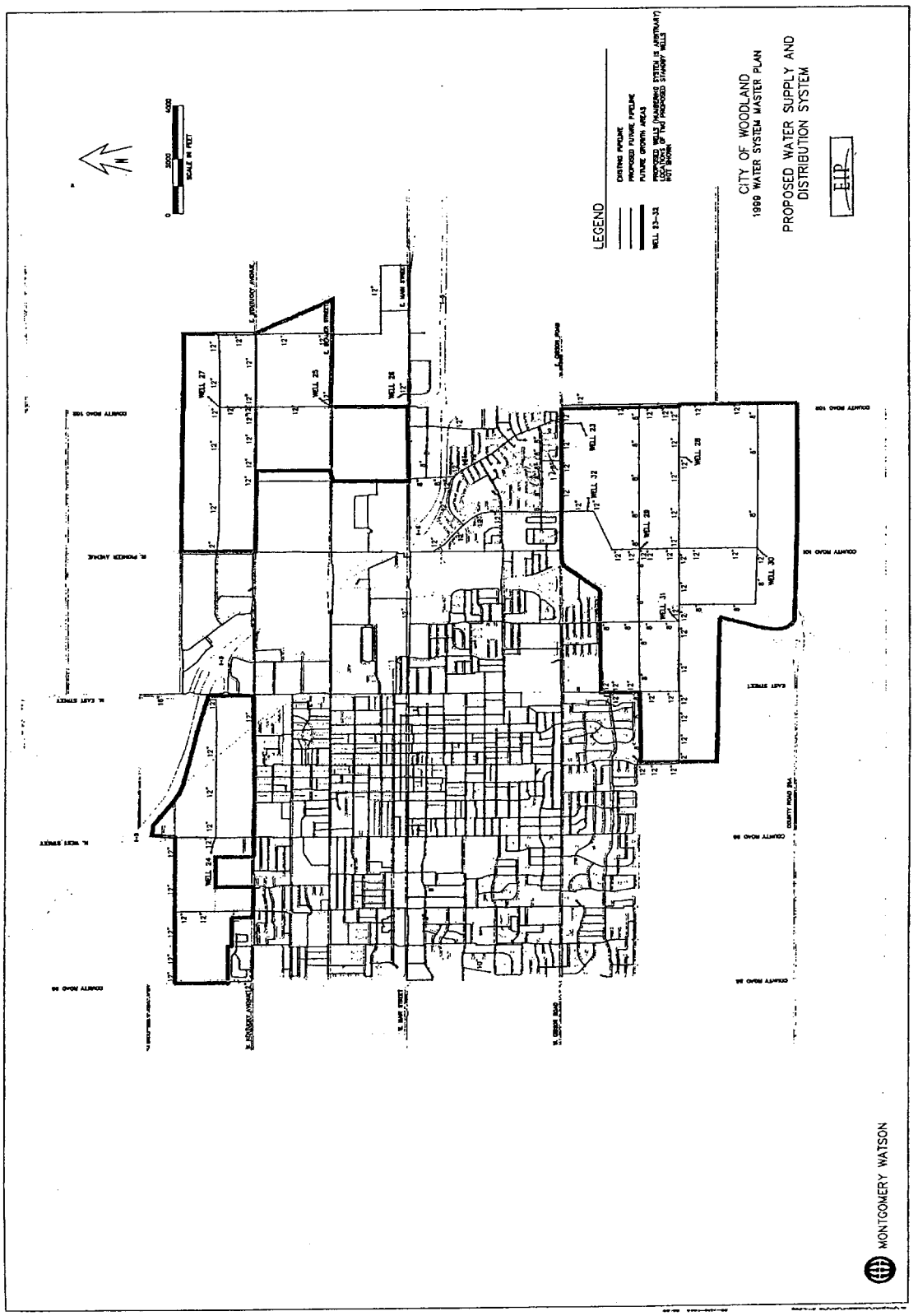


Figure 5 - City of Woodland Proposed Existing Water Supply and Distribution System

ter System Master Plan. No costs were estimated in the Water System Assessment, so the area has not been accounted for in the 2002 MPFP.

Area D (Spring Lake Specific Plan)

Existing rural residences in the Spring Lake Specific Plan area are served by private wells. The Woodland Community College and Yolo County facilities each have independent domestic well systems. *(City of Woodland, Spring Lake Specific Plan, December 2001, p.6-2.)*

Water for the Study Area D (Spring Lake Specific Plan), approximately 3,733 acre-feet per year, would require three new groundwater wells plus a stand-by well. The existing Yolo County well on County property on Gibson Road may be used to supply water to the Spring Lake Specific Plan (SLSP) on a temporary basis until the first new well is required. A well owned by the Woodland Community College could also be used on a temporary basis. The Water Master Plan identifies well sites in the SLSP area. *(Montgomery Watson [Consultant to City], City of Woodland Water System Master Planning Studies, Water System Model, 1999, Figure 3-4).* The actual number of wells at build-out of the SLSP will be adjusted per water demand projections. The City has determined that groundwater supply is adequate to serve development under the General Plan as well as the Spring Lake Specific Plan. *(City of Woodland, Utilities Division Public Works Department, Future Water Supply Development Report for the City of Woodland, February 1999, pp. 38-40.)*

New water lines in the SLSP will connect to existing and proposed water mains in Gibson Road, extending through the Plan Area as arterial and collector roads are built. Facilities would be sized to provide delivery capacity to meet water demands during peak conditions and at the same time meet fire protection needs. Among other conditions, the SLSP requires a Final Water Infrastructure Plan be completed prior to approval of the first tentative map in the area. The final design of the water system for the SLSP is required to maintain compatibility with the City's existing system to ensure that water facilities are developed in a logical manner. The final water infrastructure plan must identify financing. *(City of Woodland, Spring Lake Specific Plan, December 2001, pp .6-2 to 6-4.)*

The 2002 Update Report to the MPFP identifies costs associated with installation of wells and a distribution system for the planned growth area south of Gibson, which includes the SLSP (Area D) and Area E (see Figure 6). The total cost for 5 wells, 1 standby well, and over 60,000 feet of 8- and 12-inch pipe is estimated to be approximately $11.9 million. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix D.)* As indicated above, the SLSP is responsible for a portion of this cost per the SLSP.

Area E

Study Area E is undeveloped, and there are no City wells in the area. Study Area E (Spring Lake Master Plan remainder area) was included in water demand models for future planning and was accounted for in the evaluation of effects on groundwater resources. The 1999 Water System Master Plan identifies the backbone infrastructure, including well sites, for the area to serve future residential and associated development (see Figure 5). As noted above, costs for this portion of the planned growth area south of Gibson are included in the 2002 MPFP, and the 2002 MPFP has established a development impact fee for water facilities that would apply to this area, as well as project specific financing.

Written Determination

Water Supply

1. The City's urban water demand is anticipated to grow at an average annual rate of 2.5 percent over the next 20 years. As agricultural uses are converted to urban uses in the future, the groundwater basin may not be replenished at its current rate due to a reduction in recharge from irrigation water. In addition, urban land uses increase the amount of impervious surfaces, thus reducing the quantity of rainfall infiltrating directly to the aquifer.

2. At General Plan build out, total pumping in the Urban Limit Line (which includes Areas A, B, D, and E) was estimated to be 23,200 AFY. Based on hydro geologic studies to date, the City has concluded this amount is sustainable through at least 2020 and would not result in basin overdraft. *(City of Woodland Utilities Division Public Works Department, Future Water Supply Development Report for the City of Woodland, February 1999, Executive Summary)* This total does not include water demands for Area C, which is identified as Urban Reserve.

3. Using build out assumptions in the General Plan, the Groundwater Impact Analysis concluded the groundwater basin would not be in an overdraft condition. *(Gary Wagener, Public Works Director, City of Woodland, personal communication, October 28, 2002.)* The future condition assumes the use of existing and planned wells, and City pumping would replace agricultural pumping within the Urban Limit Line. *(Montgomery Watson [Consultant to City], Groundwater Impact Analysis Under the 1996 General Plan Water Use Conditions, November 1997, Executive Summary.)*

4. The City has studied the potential hydro geologic effects of the net groundwater deficit. Estimated groundwater perimeters of influence indi-

cate that groundwater pumping in the City would draw inflows from the surrounding areas during non-irrigation season. However, during the irrigation season and dry years, the City pumping does not affect regional groundwater levels significantly. *(Montgomery Watson [Consultant to City], Groundwater Impact Analysis Under the 1996 General Plan Water Use Conditions, November 1997, pages 3-13 and 4-2.)* Declining water table levels are not anticipated to induce aquifer overdraft because increases in groundwater extraction rates would likely induce higher groundwater basin recharge rates, as has been observed in the greater Sacramento Valley. Past Sacramento County studies suggest that groundwater levels can be stabilized by setting limits on groundwater extraction rates. *(City of Woodland Utilities Division Public Works Department , Future Water Supply Development Report for the City of Woodland, February 1999, page 10.)*

5. The City considers water supply reliability and subsidence as the most significant water supply concerns related to future development through 2020. The City evaluated several options to address these issues and selected two approaches for further consideration:

   a. Continue reliance on groundwater supply and minimal water treatment (chlorination) - future wells to be constructed outside the City in a well field; and

   b. Develop a surface water supply-based conjunctive use program for land near Woodland. Develop a water right for Sacramento River water and convey the untreated supply to agricultural land. Manage supplemental surface water supplies to recharge groundwater aquifers. All, or a part of, the increment of groundwater freed up by agriculture's use of untreated surface water would be available to Woodland.

6. Preliminary investigations by the Yolo County Flood Control and Water Conservation District have shown that parts of the groundwater basin could be managed to yield an additional 20,000 to 30,000 afy. The proposed "in-lieu recharge program" could raise water levels in areas proximate to the delivery canals. In-lieu recharge could raise the groundwater levels within the local City area from 3 to 8 feet. *(Montgomery Watson [Consultant to City], Groundwater Impact Analysis Under the 1996 General Plan Water Use Conditions, November 1997, pp. 3-11.)*

7. The two approaches noted above would advance groundwater as the single source of potable supply for Woodland and would provide a source of untreated surface water that could be used to recharge groundwater sup-

ply. Water quality would remain relatively the same. Treatment (other than chlorination) would remain the in-home option of the water customer. Additional tasks would be necessary to implement the groundwater and conjunctive use programs. This work includes feasibility studies, water rights application, funding studies, detailed engineering design, and construction. *(City of Woodland Utilities Division Public Works Department , Future Water Supply Development Report for the City of Woodland, February 1999, p. 84.)* The MPFP includes costs for some of the initial feasibility study work. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix D.)*

8. The provision of water beyond 2020 is a critical issue that must be addressed for any development whether that development were to occur within the City or the County. The City of Woodland has established a General Plan policy framework, developed water supply master planning studies and reports, and identified funding programs to proactively plan water infrastructure improvements for existing and potential future development.

Water Infrastructure

1. Improvements and additional costs associated with development for the future growth areas (Study Areas A, B, D, and E) totaling approximately $23 million are identified in the 1999 Water System Master Plan and are included in the 2002 MPFP. Locations of the proposed improvements are shown in Figure 5. These improvements are planned to occur between 2001 and 2020 and would be completed as new development occurs. *(Montgomery Watson [Consultant to City], City of Woodland Water System Master Planning Studies, Water System Assessment, 1999, pp. 6, 89-90.)*

2. The 2002 MPFP assumes that an assessment district would be established for Study Area A and B improvements. Development fees and Planned Neighborhood funding would be used for Study Area D *(Spring Lake Specific Plan)* and Study Area E. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix D.)* DUE factors and development fees by land use have been established for water facilities and are included in Appendices B, F, and G in the 2002 MPFP.

3. Demand for Study Area C (Urban Reserve) was not quantified in the 1999 Water System Master Plan. No costs were estimated in the Water System Assessment, so the area has not been accounted for in the 2002 MPFP.

WASTEWATER

Existing Levels of Service and Improvements

The City of Woodland maintains facilities to convey, treat, and dispose of municipal wastewater generated within City limits. The City provides sewer collection, treatment, and disposal services. The sewer lines are principally vitrified clay pipe and range from 6 to 48 inches in diameter. One pump station, operational since 1995, is located in the northwest corner of Gibson Road and County Road 102. The system consists of three main collection basins dictated by gravity flow to the Woodland Wastewater Treatment Plant (WWTP). Basin A (Kentucky Trunk) collects wastewater from the northern part of the City. Basin B (Beamer Trunk) collects wastewater from the core areas, flowing into a sewer main along Beamer Street. From Kentucky Avenue to the WWTP, the gradient is relatively flat, so much of new development in the northeast area of the City has been directed to the Beamer system. (*CH2MHill, Wastewater Collection System Master Plan Report, January 2000, p. ES-7.*) Basin C (Gibson Trunk) collects wastewater from the southern areas along Gibson Road. Existing wastewater conveyance and treatment infrastructure in the City of Woodland and study areas are shown on Figure 6. As the City has grown, expansion and rehabilitation projects have included the construction of new trunk sewer lines to convey wastewater from former ponds and a pump station to the WWTP and new residential development sewerage in the southeastern portion of the City (Sycamore Ranch). *(CH2MHill, Wastewater Collection System Master Plan Report, January 2000, p. ES-4.)*

Wastewater is treated and disposed of at the City's WWTP, located south of Interstate 5 and east of Road 102 on County Road 24. Wastewater is treated to a secondary level at this facility. The WWTP is surrounded by approximately 300 acres of ponds that are part of the treatment system, and 900 acres to the east that comprise the City's Industrial Wastewater Treatment Site, used by Pacific Coast Producers. The surrounding areas are designated Urban Reserve and currently provide a buffer zone for both odor and potential hazardous emissions generated at the WWTP. Wastewater is discharged year-round to Tule Canal and the Yolo Bypass. *(Roy Wilson, Environmental Services Manager, City of Woodland Public Works, personal communication, June 2002)*

As of February 2001, the WWTP has an average dry-weather capacity of 7.8 million gallons per day (gpd). The plant is undergoing phased expansion to 10.4 MGD to provide capacity for planned growth throughout the City. The expansion is expected to be completed in 2005. *(Gary Wagener, Public Works Director, City of Woodland, personal communication, October 28, 2002.)*

The 2002 MPFP identifies $88.5 million in improvements to the wastewater system for collection system and pump station improvements, WWTP expansion, and monitoring and planning. Recommended improvements to existing wastewater conveyance and

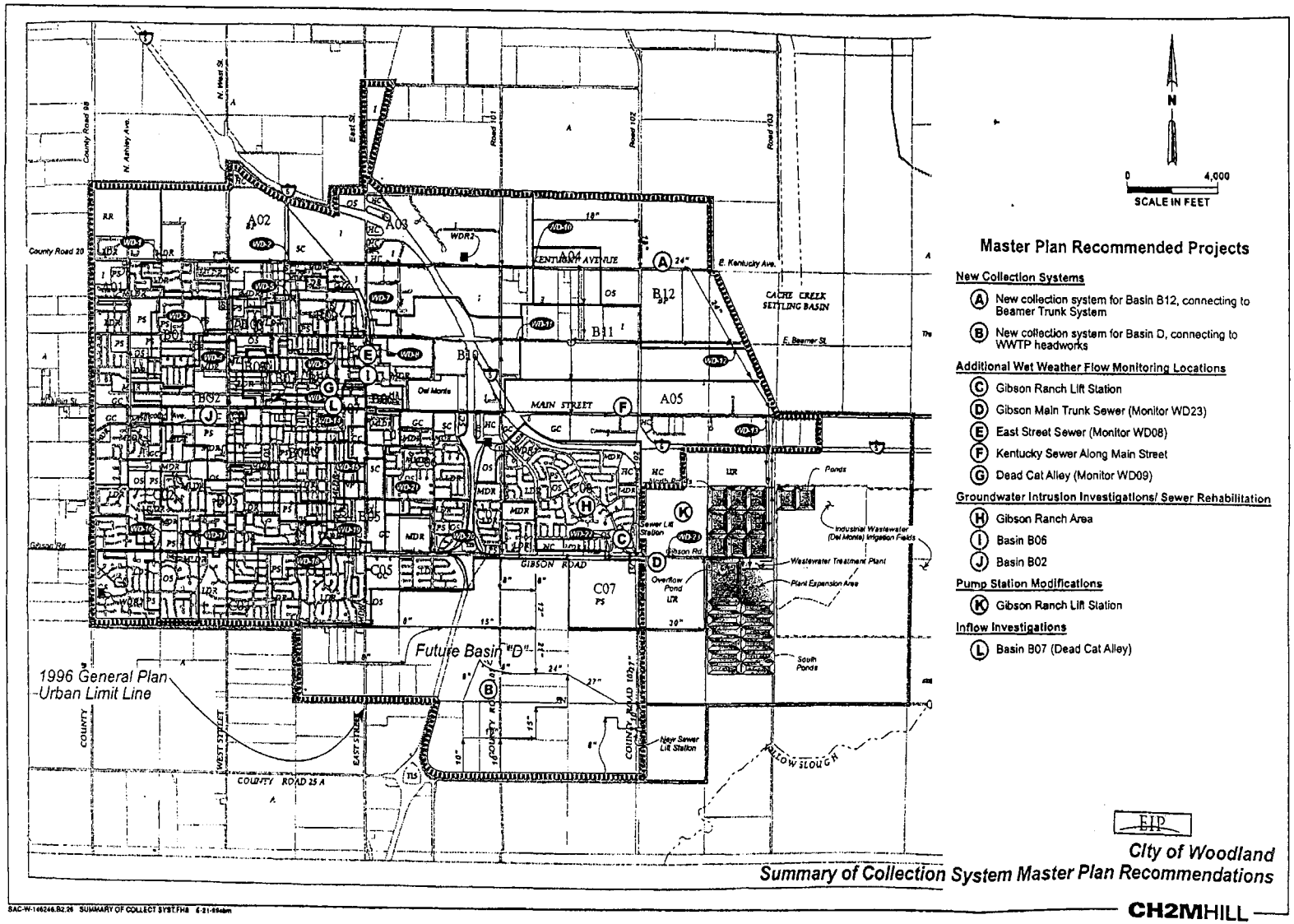


Figure 6 - City of Woodland Summary of Collection System Master Plan

treatment infrastructure in the City of Woodland are shown on Figure 6. About $32 million of the total cost is related to service for existing development and is assumed to be generated through utility revenues. The WWTP expansion represents about one-half of the estimated expenditure. The 2002 MPFP has established a development impact fee for wastewater facilities. *(Terrence Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix G, Table 16.)*

Plans and Regulatory Requirements

National Pollutant Discharge Elimination System (NPDES)

The National Pollutant Discharge Elimination System (NPDES) permit system was established in the Clean Water Act (CWA) to regulate municipal and industrial discharges to surface waters of the U.S. Each NPDES permit contains limits on allowable concentrations and mass emissions of pollutants contained in the discharge. Sections 401 and 402 of the CWA contain general requirements regarding NPDES permits. Section 307 of the CWA describes the factors that EPA must consider in setting effluent limits for priority pollutants. The City WWTP is required to comply with NPDES permit requirements established by the Central Valley Regional Water Quality Board (CVRWQCB).

City of Woodland General Plan

The City of Woodland General Plan Policy Document contains guiding principles, goals, and policies related to wastewater. Issues addressed include wastewater conveyance and treatment. Some key water policy statements from this document that are relevant to the Study Areas are presented below:

4.D.1. The City shall promote reduced wastewater system demand through efficient water use by:

- a. Requiring water-conserving design and equipment in new construction;
- b. Encouraging retrofitting with water-conserving devices; and
- c. Designing wastewater systems to minimize inflow and infiltration to the extent economically feasible.

4.D.3. The City shall require all sewage generators within its service area to connect to the City's system, except those areas where onsite treatment and disposal facilities are deemed appropriate.

4.D.5. The City shall review development proposals in the vicinity of the wastewater treatment plant site to ensure their safety and compatibility.

4.D.6. The City shall investigate options for the reuse of treated wastewater.

In addition, the General Plan (Appendix D) includes levels of service for wastewater collection, treatment, disposal, master plan, and systems studies.

City of Woodland Wastewater Collection System Master Plan Report

The City of Woodland Wastewater Collection System Master Plan Report analyzes the design flow and collection systems of existing wastewater collection infrastructure as well as existing and future land use, and models future conditions based on these and other relevant criteria. This document provides guidance for future wastewater infrastructure planning in the City of Woodland.

City of Woodland Wastewater Treatment Plant Master Plan Report

Ongoing negotiations with the CVRWQCB relative to the City's new NPDES permit have necessitated separating the City's Wastewater Master Plan development into several efforts, which include the Wastewater Collection System Master Plan and two plans related to the WWTP itself. The City is currently preparing a separate WWTP Master Plan that identifies treatment facilities, disposal options, associated costs, and an implementation schedule. The plan will be completed after new effluent discharge limits for the WWTP have been established. Order-of-magnitude cost estimates for the WWTP improvements have been included in the Wastewater Collection System Master Plan. *(CH2MHill, Wastewater Collection System Master Plan Report, January 2000, p. ES-1.)*

Study Areas Levels of Service and Improvements

Area A

Study Area A, which is primarily undeveloped except for scattered development along Kentucky Avenue including a small residential development north of West Kentucky Avenue and east of County Road 98, is included in sub basins A01, A02, and A03, along with existing development (Kentucky Trunk Sewer). Projected sewer flows from planned growth in the Study Area A portion of these basins were estimated in the 1999 Wastewater Collection System Master Plan. The plan noted there is a relatively large amount of undeveloped potential commercial and industrial area that are projected to double sanitary sewer flows through this trunk. Although some manhole surcharging could occur during peak wet weather flows, this was considered acceptable for future 2020 conditions. *(CH2MHill, Wastewater Collection System Master Plan Report, January 2000, pp.ES-7 and 3-3.)*

Area B

Study Area B is within sub-basins B11 and B12 (Beamer Trunk Sewer). Only a slight increase in flows is projected. However, as noted above, flows from much of the new (existing) development in the northeast part of the City is directed to the Beamer Trunk. To accommodate existing and planned development, a new sewer system serving sub-basin B12 will be required to convey flows. *(CH2MHill, Wastewater Collection System Master Plan Report, January 2000, p. ES-13.)* Improvements to B12 are accounted for in the 2002 MPFP, and an assessment district funded by new development is anticipated to provide funding. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix D.)*

Area C

Study Area C is currently designated Urban Reserve. The City's WWTP and related facilities occupy property adjacent to Study Area C (see Figure 6). No development has been proposed for this area, so it was not included in system modeling and cost estimates.

Area D (Spring Lake Specific Plan)

Existing rural residential uses in Study Area D currently use septic tanks for wastewater disposal. The Yuba County Community College and the Yolo County Sheriff's Detention Center use a existing 24-inch vitrified clay sewer line in East Gibson Road that connects to the City's WWTP. *(Roy Wilson, Environmental Services Manager, City of Woodland Public Works, personal communication, June 2002.)*

Study Area D (Spring Lake Specific Plan) is in Future Basin D identified in the 1999 Wastewater Collection System Master Plan. The entire Basin D area was projected to produce peak wet weather flows of approximately 6.3 mgd. Development of the Spring Lake Specific Plan (SLSP) is anticipated to generate an average sanitary sewer flow of 2.83 mgd. *(CH2MHill, Wastewater Collection System Master Plan Report, January 2000, p. 3-9)* Sewer service for the SLSP and Master Plan Remainder Area (Study Area E) would be provided through development of a new trunk line system that would be constructed in the SLSP to direct flows to County Road 102. From there, the trunk would traverse east to the WWTP head works. *(City of Woodland, Spring Lake Specific Plan, December 2001, p. 6-5.)* The 2002 MPFP includes $5.5 million for development of the Basin D sewer collection system, all of which is assumed under the "Planned Neighborhood" funding source in the 2002 MPFP. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix D.)*

A preliminary on-site sewer infrastructure plan has been prepared for SLSP. The on-site system would consist of lines ranging from 8 to 27 inches in diameter. Wastewater would be conveyed to the WWTP via a pump station on Farmers Central Road and a

force main to the WWTP. (*City of Woodland, Spring Lake Specific Plan, December 2001, Figure 6-6.)* Among other conditions, the Specific Plan requires a Final Wastewater Infrastructure Plan be completed prior to approval of the first tentative map in the area. The final plan is required to address phasing and financing of sewer infrastructure. *(City of Woodland, Spring Lake Specific Plan, December 2001, p. 6-7.)*

Area E

Study Area A is undeveloped and is not served by City sewer. Study Area E was included in the model for Basin D, described above, to determine future flows from planned development. The cost of improvements for Study Area E would represent a portion of the projected expenditure for Basin D (including WWTP expansion), which are expected to be funded by new development according to a fee structure established in the 2002 MPFP.

Written Determinations

1. Wastewater is treated and disposed of at the City's WWTP. The plant has an average dry-weather capacity of 7.8 million gallons per day (gpd), and is undergoing phased expansion to provide capacity for planned growth throughout the City.

2. The 1999 Wastewater Collection System Master Plan Report modeled future conditions and wastewater system demand needs, including Basins B12 and D. Future Basin B12 corresponds to Study Area B, and Future Basin D incorporates Study Areas D and E. No major improvements were determined to be necessary to serve future development in Study Area A, and no development is proposed in Study Area C.

3. The 2002 MPFP identifies $88.5 million in improvements to the wastewater system for collection system and pump station improvements, WWTP expansion, monitoring and planning. Approximately $32 million of the total cost is related to service for existing development and is assumed to be generated through utility revenues. The remainder will be paid by new development (assessment districts and fees). The 2002 MPFP has established a development impact fee for wastewater facilities.

CIRCULATION AND ROADWAYS

Existing Levels of Service and Improvements

Existing circulation and access to the City of Woodland and study areas is shown on Figure 7. The circulation system consists of a combination of City roadways, connecting county streets and state and federal highways. As can be seen on Figure 7, roadways currently exist within or adjacent to each of the five study areas. The City of Woodland Street Master Plan identifies improvements for the year 2005 on the following intersections and roadways (see Figure 8). These improvements are intended to accommodate projected traffic volumes and help maintain the City's level of service (LOS) policy. Five projects have been completed, and four are under construction.

1. College Street/Court Street (under construction)
2. County Road 98/Main Street (completed)
3. County Road 102/I-5 SB ramps
4. County Road 102/I-5 NB ramps (completed)
5. East Street/Cross Street (under construction)
6. Farnham Avenue/Maxwell Avenue (completed)
7. Gibson Road/Ogden Street (under construction)
8. Matmor Road/Gum Avenue
9. Pioneer Avenue/Gum Avenue (under construction)
10. Pioneer Avenue/Tide Court (completed)
11. West Street/Kentucky Avenue (completed)

The City of Woodland Street Master Plan also identifies improvements for the year 2020, which are intended to accommodate projected traffic volumes and help maintain LOS. Locations of these improvements are shown on Figure 9.

The 2002 MPFP identifies over $120 million in roadway improvements consisting of a variety of projects, including: new roadway construction and widening in the City, traffic signal installation and modification, interchange/grade separation improvements, bicycle and pedestrian facilities, and planning, based on the Streets Master Plan. Existing and new development each account for about one-half of the identified improvement costs. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix D.)* Development fees by land use type

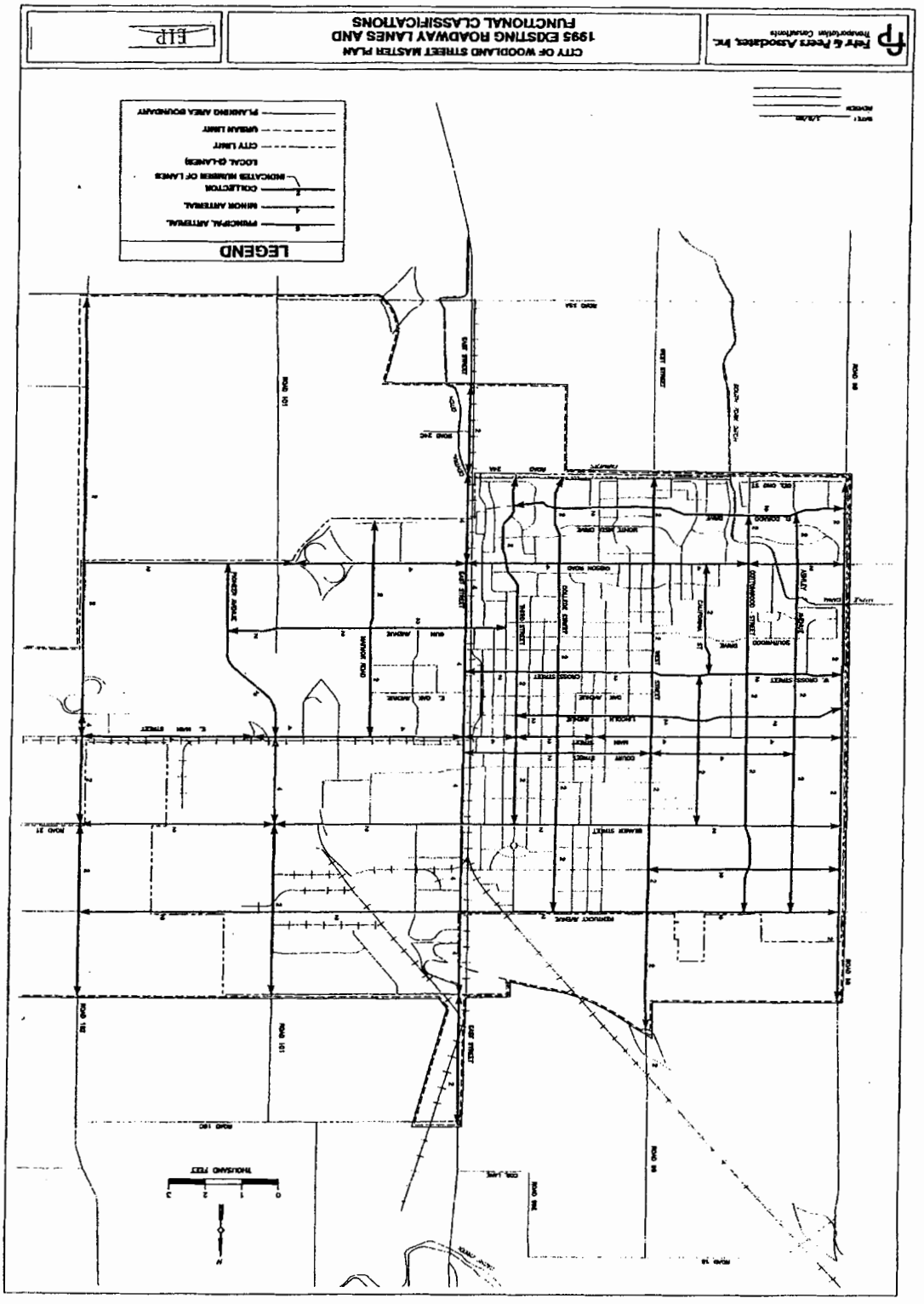


Figure 7 - City of Woodland 1995 Existing Roadway Lanes and Functional Classifications

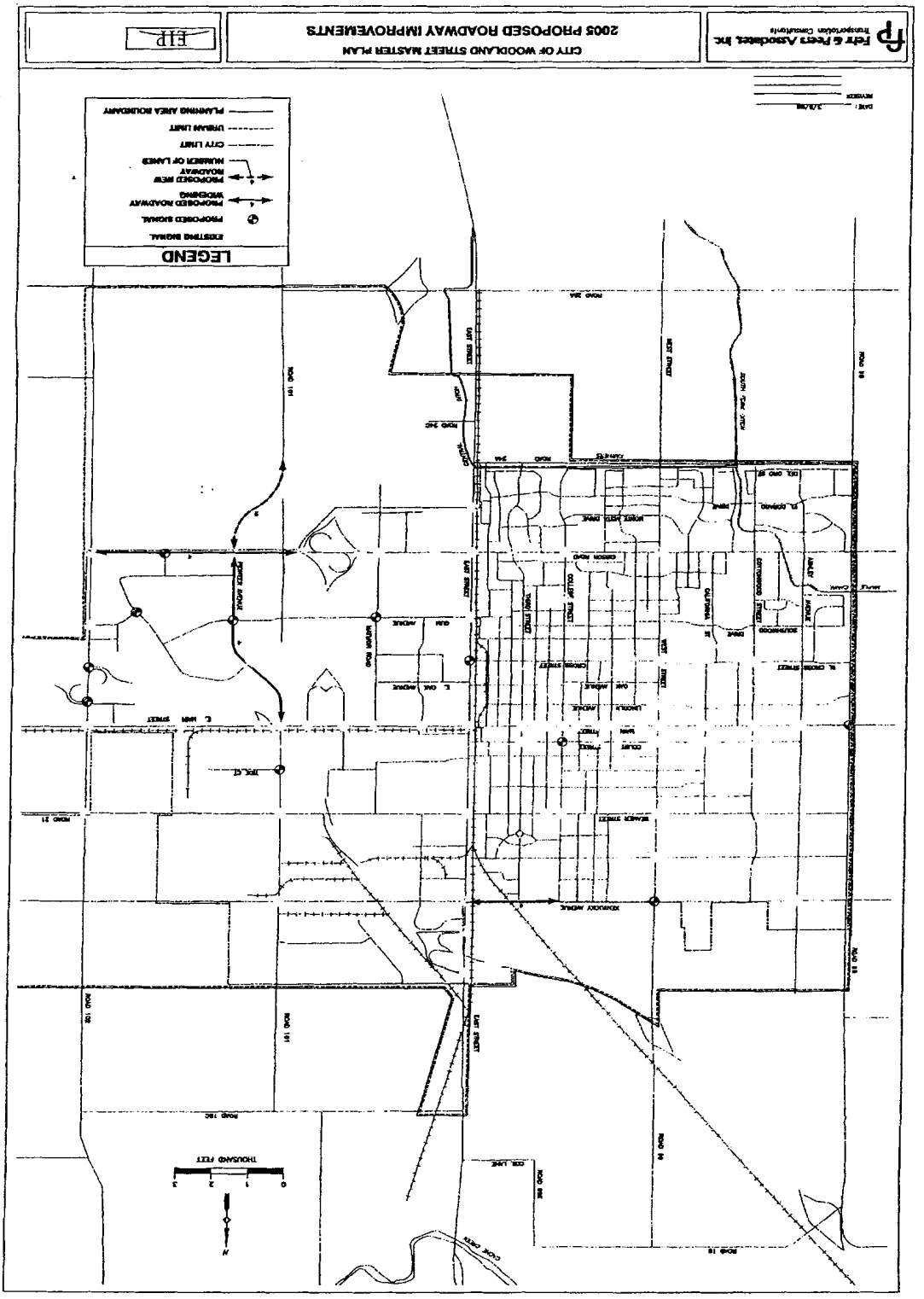


Figure 8 - City of Woodland 2005 Proposed Roadway Improvements

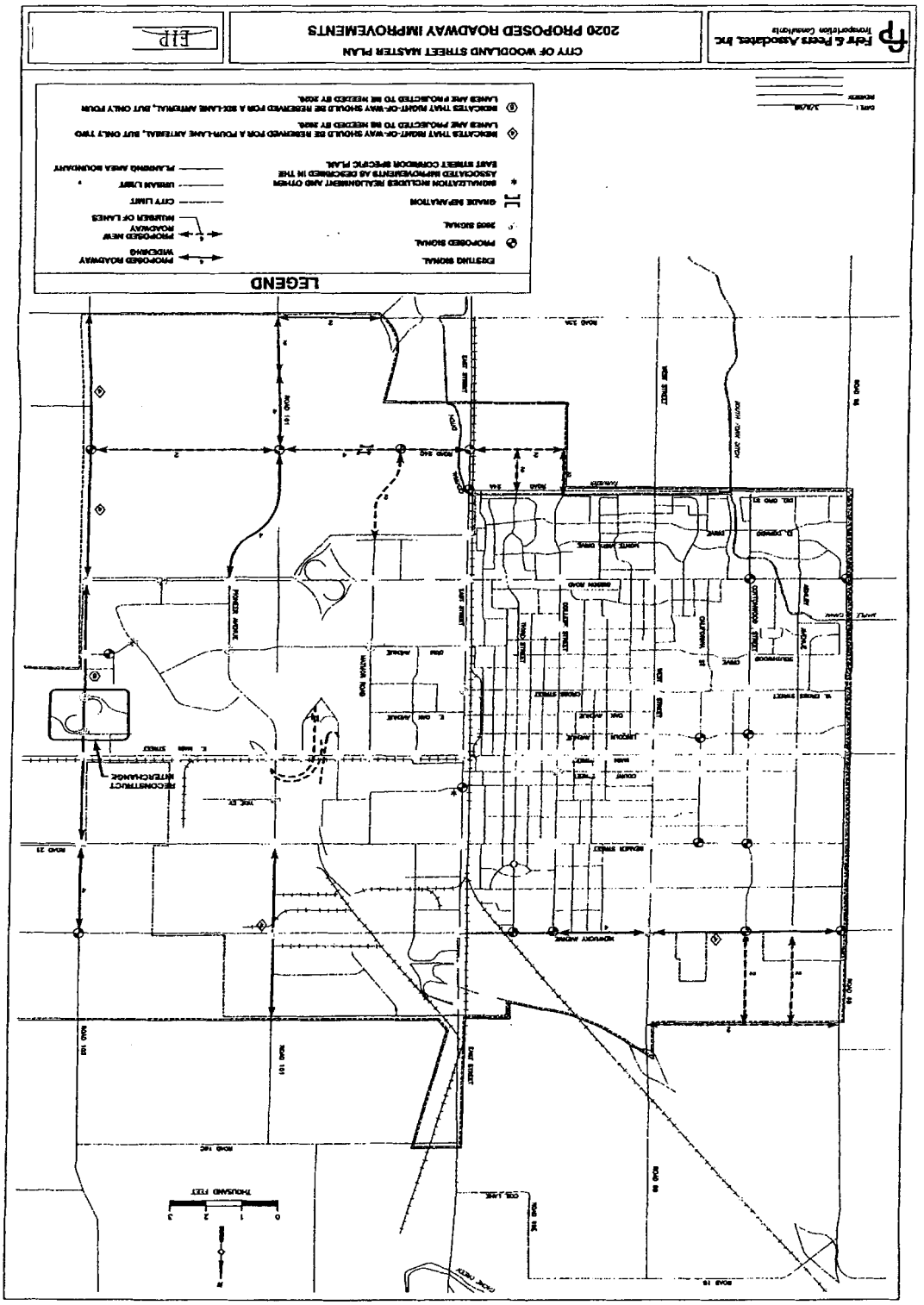


Figure 9 - City of Woodland 2020 Proposed Roadway Improvements

have been established for transportation and circulation facilities and are included in the 2002 MPFP. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix H, Table 2.)*

The Streets Master Plan analyzes a number of potential funding mechanisms, including federal, State, and local sources and programs, as well as operations and maintenance funding. Such sources include:

- **Federal** - Surface Transportation Program (RSTP), Congestion Mitigation and Air Quality Program (CMAQ), Transportation Enhancement Activities (TEA), Bridge Replacement Program, Hazard Elimination and Safety Program
- **State** - Regional Choice/County Shares Program, Interregional Improvement Program (IIP), State Highway Operations and Protection Program (SHOPP), Minor Programs, Environmental Enhancement and Mitigation (EEM) Program, State and Local Transportation Partnership Program
- **Local** - Traffic Impact Fee (Road Development Fee), Community Facilities Districts (CFDs), Community Services Districts (CSDs)
- **Operations and Maintenance Funding** - State Gas Taxes, Motor Vehicle In-Lieu Fees, Transportation Development Act (TDA) - Local Transportation Fund (LTF), Benefit Assessment Act of 1982.

After examination of these funding sources, the Street Master Plan concluded that there would be some funding shortfalls for transportation costs through the year 2020, amounting to approximately $17.4 million. The following options were identified to increase revenue and decrease project costs, which would alleviate some capital funding shortfalls, but would not directly address road maintenance backlog or annual operations and maintenance funding shortfalls.

1. Increase the existing development fee for roadway improvements between approximately five to ten percent per dwelling unit equivalent.
2. Support the Sacramento Area Council of Governments (SACOG) in creating a flat fee of $10 per vehicle per year and increasing the statewide gas tax by one cent per gallon per year.
3. Pursue the creation of a 1/4 or 1/2 cent sales tax increase in Yolo County to be used exclusively for transportation projects, or a local sales tax measure for general purposes.

In March 2000, Woodland voters overwhelmingly approved a local, six-year, 1/2-cent sales tax measure (Measure H) and several advisory measures on how the money

was to be spent. Eighty percent of the voters were in favor of Advisory Measure E, which directed that $10 million in additional revenues should be used for the road maintenance backlog. *(City of Woodland, Public Works Department, web page: Road Maintenance Program, http://www.ci.woodland.ca.us/pubworks/road.htm, accessed October 2002.)*

Plans and Regulatory Requirements

City of Woodland General Plan

The City of Woodland General Plan Policy Document contains guiding principles, goals, and policies related to transportation and circulation. Issues addressed include roadways, level of service, functional classification, parking, truck routes, transit, pedestrians and bicycles, safety, funding, and maintenance. Some key General Plan transportation policy statements that are relevant to the Study Areas are presented below:

3.A.2. The City shall develop and manage its roadway system to maintain LOS "C" or better on all roadways, except within one-half mile of state or federal highways and freeways and within the Downtown core. In these areas, the City shall strive to maintain LOS "D" or better. Exceptions to these level of service standards may be allowed in infill areas where the City finds that the improvements or other measures required to achieve the LOS standards are unacceptable because of the right-of-way needs, the physical impacts on surrounding properties, and/or the visual aesthetics of the required improvement and its impact on community character.

3.A.4. The City shall require an analysis of the effects of traffic from proposed major development projects. Each such project shall construct or fund improvements necessary to mitigate the effects of traffic from the project. Such improvements may include a fair share of improvements that provide benefits to others.

3.A.5. The City shall pursue financing in a timely manner for all components of the transportation system to achieve and maintain adopted level of service standards.

3.A.6. The City shall assess fees on new development sufficient to cover the fair share portion of that development's impacts on the local and regional transportation system. Exceptions may be made when new development generates significant public benefits (e.g., low-income housing, primary-wage-earner employment) and alternative sources of funding for the improvements can be obtained to offset foregone revenues.

Street Master Plan

The City of Woodland Street Master Plan does not contain regulatory standards, policies, or guidelines, but it does provide information about the future planned roadway network for the City of Woodland. The Street Master Plan is used by the City to update traffic impact fees, which would apply to proposed development. The Street Master Plan would be updated to include the study areas should these areas be incorporated into the City.

Bikeway Master Plan

The City of Woodland Bikeway Master Plan identifies existing and planned bikeways throughout Woodland and provides policy direction regarding all aspects of bicycling. The Bikeway Master Plan would be updated to include the study areas should these areas be incorporated into the City. Other related documents include the City of Woodland Standard Specifications and Details, City of Woodland Major Project Financing Plan, Yolo County Congestion Management Plan (CMP) and Yolo County Short-Range Transit Plan.

Study Areas Level of Service and Improvements

Area A

Study Area A has four roads running north-south and one road running east-west. The north-south roads are County Roads 98, and 99, and East Street, and Ashley Avenue. Kentucky Avenue runs east-west, along the southern border of the area. Existing signals are located at the intersection of Ashley Avenue and West Kentucky Avenue, the intersection of Kentucky Avenue and West Street, the intersection of Kentucky Avenue and East Street, and at the off-ramps of I-5 and East Street.

Planned improvements for 2005 identified in the Street Master Plan consist of a traffic signal at the intersection of Road 99 and West Kentucky Avenue and roadway widening, to four lanes along West Kentucky Avenue between College Street and East Street. Planned 2020 improvements include two new north-south streets and one east-west street. The plan also identifies a northerly extension of Ashley Avenue and Cottonwood Street from Kentucky Avenue. A new two-lane road would be constructed between County Road 98 and County Road 99. New signals are proposed along Kentucky Avenue, at County Road 98, Cottonwood Street, College Street, and Third Street. The right-of-way along Kentucky Avenue, between County Road 98 and County Road 99 would be reserved for a four-lane arterial, but only two lanes are projected to be needed by 2020. A segment of West Kentucky Avenue between College Street and West Street is proposed to be widened from two lanes to four lanes. *(Fehr & Peers, City of Woodland Street Master Plan Update, March 1998, Figures 1, 5, and 8.)* Locations of improvements for 2005 and 2020 are shown on Figures 8 and 9, respectively. *(Fehr &*

Peers, City of Woodland Street Master Plan Update, March 1998, Figures 1, 5, and 8.)

Area B

County Road 102 borders Study Area B on the east. East-west roads are Churchill Downs Avenue, Kentucky Avenue, Beamer Street, and Main Street. Existing signals are located at East Main Street/County Road 102 and Beamer Street/County Road 102. No new road widening or signals are proposed for this area as part of 2005 Street Master Plan improvements. For 2020, road widening is proposed along County Road 102 between Kentucky Avenue and Beamer Street. The right-of-way along County Road 102 from Beamer Street, south out of the Study Area would be reserved for a six-lane arterial, but only four lanes are projected to be needed by 2020. One new traffic signal is proposed at the intersection of Kentucky Avenue and County Road 102. *(Fehr & Peers, City of Woodland Street Master Plan Update, March 1998, Figures 1, 5, and 8.)* County Road 102 between East Main Street and Beamer Street is currently three lanes. Two lanes are in the City, and one lane is in the County. Upon annexation, the fourth lane would be added. *(Bruce Pollard, Sr. Civil Engineer, City of Woodland Public Works Department, personal communication, October 31, 2002.)* Locations of improvements for 2005 and 2020 are shown on Figures 8 and 9, respectively.

County Road 102 is used as a main highway for regional traffic between Woodland and Knights Landing and areas north in Yolo County. In April 1999, the Yolo County Transportation Advisory Committee recommended that the Woodland City Council begin formal discussions with Caltrans regarding the State adopting the existing County Road 102 from Woodland to Knights Landing as State Route 113, with the existing State Route 113 from I-5 to Knights Landing becoming a County road. In April 2000, the Woodland City Council adopted Resolution No. 4177 that requests that Caltrans prepare a detailed study of a change in designation of State Route 113 with County Road 102. City staff were directed to work with Caltrans during the study. *(City of Woodland, City Council Resolution No. 4177, April 4, 2000.)* As of November 2002, there has been no change in the designation.

Area C

The northern part of Study Area C is south of I-5 and is bounded by Main Street. The western boundary is County Road 102. Other than limited access to the City's WWTP or other private roads, there is no established roadway system in Study Area C. The area is designated Urban Reserve. No new road widening or signals are proposed for this area as part of 2005 improvements identified in the Street Master Plan. The Street Master Plan indicates County Road 102 should be reserved for a four-lane arterial north and south of Gibson Road,. *(Fehr & Peers, City of Woodland Street Master Plan Update, March 1998, Figures 1, 5, and 8)* Four lanes are projected to be needed north of Gibson Road; the right-of-way south of Gibson Road would be reserved for four lanes.

Development of 55 acres currently in the City will require the extension of Maxwell Avenue, across County Road 102, which would be funded by the project *(Woodland* Marketplace) developer. *(Bruce Pollard, Sr. Civil Engineer, City of Woodland Public Works Department, personal communication, October 31, 2002.)*

Area D (Spring Lake Specific Plan)

Existing roadways and access to Study Area D consist of two north-south roads and two east-west roads. The north-south roads are County Road 101 and County Road 102. The east-west roads are Gibson Road and County Road 25A. Currently, one traffic signal is located at the intersection of Gibson Road and County Road 102. Construction of a road-widening and realignment project along Gibson Road between County Road 102 and Bourn Drive and along County Road 102 from Gibson Road to just south of the I-5 interchange is nearing completion. These improvements were identified as part of the Southeast Area Specific Plan (Sycamore Ranch) development north of Gibson Road.

The roadway system planned for the Spring Lake Specific Plan (SLSP) consists of a "modified grid" system of arterials and collectors that would connect to existing roadways and would establish new internal roadways. In addition, the Specific Plan includes proposed bikeway and pedestrian facilities throughout the project site, and is designed to accommodate bus turnouts at major intersection locations. The SLSP requires intersection improvements (primarily signalization) at locations outside the SLSP under near-term and cumulative conditions to mitigate potential LOS impacts caused by SLSP-generated traffic. The SLSP includes a mechanism to identify when specific improvements are needed and how they should be assessed. *(City of Woodland, Spring Lake Specific Plan, December 2001, pp.4-6 to 4-29.)* Each tentative subdivision map is required to have its own traffic study. *(Gary Wagener, Public Works Director, City of Woodland, personal communication, October 28, 2002.)*

A comprehensive mechanism to fund SLSP-related traffic improvements has been identified in the SLSP. Among other conditions, the Specific Plan requires approval of a Capital Improvement Plan (CIP) and final comprehensive Public Facilities Financing Plan prior to approval of any tentative map within the boundaries of the Specific Plan. Development within the SLSP will be assessed its fair share of off-site and on-site roadway improvement costs based on its use of existing and proposed facilities. *(City of Woodland, Spring Lake Specific Plan, December 2001, p.4-9.)*

Area E

Study Area E is undeveloped and includes two north-south roads (East Street and County Road 101) and three east-west roads (County Road 24A, County Road 24C, and County Road 25A). There are no traffic signals in this area.

No new road widening or signals are proposed for this area as part of 2005 improvements. For 2020, the Street Master Plan identifies a road along County Road 24C, from the western border of the study area, east to County Road 101. It would be two lanes from the western border to East Street, and four lanes between East Street and County Road 101. Extensions of College Avenue and Coloma Street to the south are identified to connect County Road 24A and County Road 24C. Matmor Road would also be extended (two lanes) from the northern border, south to County Road 24C. County Road 25A would be widened to two lanes between State Route 113 and County Road 101. New traffic signals are proposed for the following intersections: East Street and County Road 24A; East Street and County Road 24C; County Road 24C and Matmor; and County Road 24C and County Road 101. *(Fehr & Peers, City of Woodland Street Master Plan Update, March 1998, Figures 1, 5, and 8.)* These improvements would be addressed in a Specific Plan when it is developed for Area E. *(Bruce Pollard, Sr. Civil Engineer, City of Woodland Public Works Department, personal communication, October 31, 2002.)* Locations of improvements for 2005 and 2020 are shown on Figures 8 and 9, respectively.

Written Determination

1. Near-term (2005) and 2020 improvements to serve study Areas A, B, D, and E have been identified in the City's Street Master Plan. Study Area C is assumed to remain Urban Reserve and is not accounted for in the traffic models. The extension of Maxwell Avenue across County Road 102 to serve a 55-acre parcel in the City is not identified in the Street Master Plan, but is assumed to be funded by the project developer.

2. The 2002 MPFP identifies over $120 million in roadway improvements consisting of a variety of projects to serve existing and future develop ment. New development is expected to account for about one-half of the identified improvement costs. Development fees by land use type have been established for transportation and circulation facilities identified in the Street Master Plan and are included in the 2002 MPFP.

3. The Street Master Plan concluded that there would be some funding shortfalls for transportation costs through the year 2020, amounting to approximately $17.4 million. Three options were identified to increase revenue and decrease project costs, which would alleviate some capital funding shortfalls, but would not directly address road maintenance backlog or annual operations and maintenance funding shortfalls.

4. The Woodland City Council has adopted Resolution No. 4177 requesting that Caltrans prepare a detailed study of a change in designation of State Route 113 with County Road 102. As of November 2002, there has been no change in designation.

LAW ENFORCEMENT

Existing Levels of Services and Improvements

The Woodland Police Department (WPD) provides law enforcement services to the City of Woodland. The Yolo County Sheriff's Department serves unincorporated areas in the County, including the unincorporated study areas, and occasionally provides support to the WPD for major incidents. In addition, the California Highway Patrol (CHP) is called in by the WPD under rare circumstances, though the CHP does not have enforcement jurisdiction within municipal boundaries. The WPD is a full-service police department.

The WPD is currently authorized to employ 86 full-time employees (62 sworn, 24 non-sworn). Currently the WPD maintains one police station in Woodland with plans underway to construct a new police station facility within the next 18 months. This station would replace the existing police station, and would not serve as an additional police facility. *(Charles Wilts, Lieutenant, Administrative Services Division, Woodland Police Department, personal communication, June 2002.)* The General Plan goal for law enforcement services is 1.5 sworn officers and 0.5 non-sworn per 1,000 population in order to maintain the department's quality of service goal. For FY 2002-03, the WPD has approximately 1.2 sworn officers per 1,000 population and 0.47 non-sworn, and is therefore not meeting the desired level of service. *(Carey Sullivan, City of Woodland Chief of Police, September 18, 2002.)*

The Yolo County Sheriff's Department is located south of Gibson Road, between County Roads 101 and 102. The County Jail and Coroner's Office are also located at this address. Both a maximum- and minimum-security prison facility is located at this site as well. The Sheriff's Department routinely patrols those areas within the unincorporated area of the county; however, the WPD has a mutual aid agreement with the Yolo County Sheriff's Department, mainly oriented at special incidents requiring additional support. The Sheriff's Department has jurisdiction anywhere in the county, but does not routinely exercise those powers when the incorporated areas have their own law enforcement agencies, and would not respond to calls within the City of Woodland unless requested by the WPD. *(Charles Wilts, Lieutenant, Administrative Services Division, Woodland Police Department, personal communication, June 2002.)*

The City currently contracts with Yolo County for animal control services. *(Carey Sullivan, City of Woodland Chief of Police, September 18, 2002.)*

The 2002 MPFP identifies approximately $19.9 million for new vehicles, communications equipment, training facility, service buildings, and a new police station ($9 million). Over one-half the projected cost is associated with new development. (Terrance Lowell and Associates, *City of Woodland Major Projects Financing Plan 2002 Major Update*

Report, April 2002, Appendix D.) Funding for police personnel comes from the General Fund and is primarily derived from local property and sales taxes. New development projects are required to contribute fees for construction of new police facilities, but this only applies to capital expenditures and does not apply to staffing the facilities. There are currently no established funding districts that collect funds for improvement of law enforcement services in the City of Woodland. *(Charles Wilts, Lieutenant, Administrative Services Division, Woodland Police Department, personal communication, August 15, 2002.)*

Plans and Regulatory Requirements

City of Woodland General Plan

The City of Woodland General Plan Policy Document contains guiding principles, goals, and policies related to law enforcement. Issues addressed include staffing, funding, and response requirements for law enforcement. Some key law enforcement policy statements from this document that are applicable to the Study Areas are presented below:

4.H.1. Within the City's overall budgetary constraints, the City shall strive to maintain a staffing ratio of 2.0 personnel per 1,000 residents (0.5 non-sworn and 1.5 sworn)

4.H.2. The City shall, through adequate staffing and patrol arrangements, endeavor to maintain the minimum feasible response times for police calls. The following are the goals for average response times for calls for service:

Priority	Class of Crime	Dispatch/Response Standard
Priority 1	Major crimes	Dispatch time: 1 minute Police response time: 4 minutes
Priority 2	Major crimes	Dispatch time: 1 minute Police response time: 5 minutes
Priority 3	Major crimes cold	Dispatch time: 15 minutes Police response time: 10 minutes
Priority 4	Minor crimes cold	Dispatch time: 30 minutes Police response time: 10 minutes
Priority 5	Service calls	Dispatch time: 35 minutes Police response time: 10 minutes

4.H.4. Within the City's overall budgetary constraints, the City shall provide police support (including patrol and other vehicles, necessary equip-

ment, and support personnel) sufficient to maintain its service standards.

4.H.5. The City shall require new development to develop or fund police facilities and equipment that, at a minimum, maintain the above standards.

4.H.6. The City shall require new development, as demonstrated through positive fiscal impacts or through specific funding mechanisms in the event of fiscal deficits, to fund police personnel and operations and maintenance that, at a minimum, maintain the above standards.

The General Plan (Appendix D) contains additional levels of service for police communication, vehicles and equipment, repeater sites, and crime rates.

Study Areas Levels of Service and Improvements

Areas A, B, and C

There are no police stations in Study Areas A, B, and C, and none are currently planned. Because the number of law enforcement personnel required to serve development is based on population increases, most of the demand would be the result of development in Study Areas D (Spring Lake Specific Plan) and E, which is discussed below.

However, the increase in industrial and business park uses identified in the General Plan would, nonetheless, require police services. Study Area C is currently designated Urban Reserve.

Area D (Spring Lake Specific Plan)

Annexation and development of the Spring Lake Specific Plan will require provision of law enforcement services by the WPD. The need for animal control services are also expected to increase. The SLSP does not include new police facilities, but includes provisions that require Fiscal Impact Analysis, Capital Improvements Plan, Financing Plan, and other phase-specific or project-specific studies prior to first tentative map approval. The results of these studies will be used to identify fair-share funding, which must occur prior to issuance of building permits. *(Spring Lake Specific Plan, December 2001, p.6-18.)*

Area E

Similar to Study Area D, the additional population in Study Area E will result in increased law enforcement services. The results of fiscal impact and financing studies associate with future planning efforts would be used to identify fairshare funding.

Written Determinations

1. Development in Study Areas A, B, D, and E will increase the need for additional sworn and non-sworn officers. In addition, additional traffic generated by new development, including schools and community services, will increase the need for traffic control enforcement. As no development has been assumed in Study Area C (Urban Reserve); no increase in service needs are accounted for.

2. The 2002 MPFP identifies approximately $19.9 million for new vehicles, communications equipment, training facility, service buildings, and a new police station ($9 million). Over one-half the projected cost is associated with new development.

3. New development projects are required to contribute fees toward facilities and equipment, but this does not apply to staffing the facilities. The 2002 MPFP has established a development impact fee for law enforcement facilities. A mechanism has been established for funding of police services for the SLSP (Study Area D).

FIRE PROTECTION

Existing Levels of Service and Improvements

The Woodland Fire Department (WFD) provides fire protection services and emergency medical services within the City and the Springlake Fire Protection District area of Yolo County. The WFD currently has three fire stations. Station One is located in downtown Woodland, Station Two is located in the southern portion of the city, and Station Three is located off of Pioneer Avenue on the east side of State Route 113 (see Figure 10). There is a Countywide agreement that calls for automatic emergency aid within the County. *(Karl Diekman, Fire Chief, Woodland Fire Department, September 18, 2002.)* The WFD is considering relocating Stations 1 and 2 to optimize response capabilities. *(City of Woodland Fire Department, Organizational Assessment and Master Plan, January 2001, p.K-3.)*

Insurance Services Office (ISO) ratings are used by insurance companies to determine fire insurance rates. The rating takes into account the number of firefighting personnel and equipment available to an area and the average emergency response times. Ratings range from one through ten, with one indicating excellent fire service and ten indicating minimal or no protection. The WFD's current Insurance Services Office rating is three. In order to maintain this rating the Department's response time averages at approximately 5.7 minutes for fire response and 4.62 minutes for medical response.

The Woodland Fire Department currently has a staff of one Fire Chief, three assistant chiefs, 36 suppression personnel, 2 support staff, 25 reserve firefighters, and 3 fire prevention specialists. The service ratio has approximately 0.78 firefighter per 1,000 population, which is less than the 1.0 firefighter per 1,000 population assumed in the General Plan. The City has a water supply system with flow capacity of approximately 3,500 gallons per minute, which is adequate to maintain water service when needed for fire protection. *(Karl Diekman, Fire Chief, Woodland Fire Department, September 18, 2002.)*

The 2002 MPFP identifies approximately $10 million for improvements to serve existing and planned future development. Approximately $3.1 million is associated with two new fire stations. The remainder would be for relocating two existing fire stations, a new training facility, an office, and new vehicles. About one-half the total projected $10 million cost is associated with new development. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix D.)* Funding for fire personnel is primarily through the General Fund and derived from local property and sales tax. Funding for fire protection facility improvements is generated from a combination of General Fund and development fees. *(Karl Diekman, Fire Chief, Woodland Fire Department, September 18, 2002.)* The 2002 MPFP has established a development impact fee for fire protection facilities. *(Terrance Lowell and Associates, City*

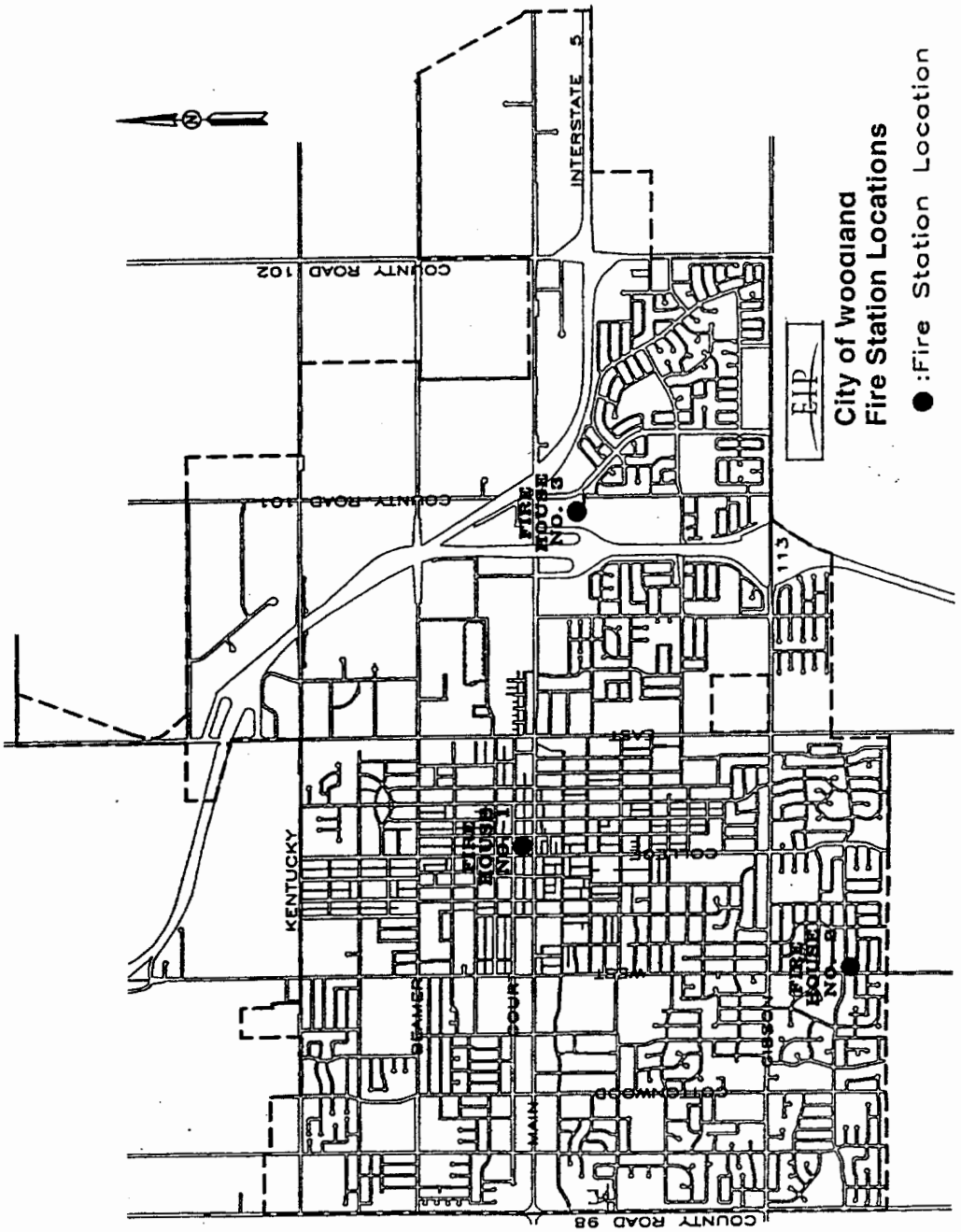


Figure 10 - City of Woodland Fire Station Locations

of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix G, Table 2.)

Plans and Regulatory Requirements

City of Woodland General Plan

The City of Woodland General Plan Policy Document contains guiding principles, goals, and policies related to all aspects of new development including fire protection. Issues addressed include fire service standards, fire safety design elements, and fire protection funding mechanisms. Some key fire protection policy statements from this document are presented below:

4.I.1. The City shall attempt to maintain an ISO (Insurance Service Organization) rating of 3.

4.I.2. The City shall, through adequate staffing and patrol arrangements, endeavor to maintain the minimum feasible response times for fire calls. To this end, the City shall attempt to maintain the following fire flow and response time standards:

GENERAL PLAN FIRE FLOW AND RESPONSE TIME STANDARDS		
Type of Development	**Fire Flow Standard**	**Response Standard**
Commercial and Industrial	3,000 gallons per minute (GPM)	First response within 4 minutes
Light Commercial and Multi-Family	2,500 GPM	First response within 4 minutes
Single-family	1,500 GPM	First response within 4 minutes

4.I.3. The City shall require new development to develop or fund fire protection facilities that, at a minimum, maintain the above service level standards.

4.I.4. The City shall require new development, as demonstrated through positive fiscal impacts or through specific funding mechanisms in the event of fiscal deficits, to fund fire protection personnel and operations and maintenance that, at a minimum, maintain the above standards.

4.I.7. The City Fire Department shall attempt to maintain a response time of four minutes for emergency medical service (EMS) calls.

4.I.8. The City shall require that ambulance service maintains a response time of six minutes or less for emergency medical service (EMS) calls.

8.C.1. The City shall require that new development meets state and local standards for fire protection. The City Fire Department shall review

development proposals for compliance with fire safety standards.

The General Plan (Appendix D) also includes levels of service for fire stations, fire engines and support equipment, protection, prevention, administration, and training.

City of Woodland Fire Department Organizational Assessment and Master Plan

The City Council adopted a master plan for the WFD in January 2001. The plan includes the following recommendations that are relevant to the Study Areas:

4. Plan to add fire stations in the northeast and Spring Lake sections of the City and evaluate the need to relocate Fire Stations 1 and 2.

12. Establish a performance standard of 4 minutes response time for the first arriving unit capable of providing service and 8 minutes for arrival of the complete first alarm assignment. The benchmark for both response times in this process should be 90 percent.

City of Woodland Municipal Code Ordinance No. 1276

City Ordinance No. 1276 amends Section 9A-15 of Chapter 9A of the Woodland Municipal Code providing for automatic fire extinguishing systems. The Ordinance includes policies for fire protection, including design requirements for sprinklers, escape routes, and building walls.

Study Areas Levels of Service and Improvements

Area A

There are no fire stations in Study Area A. The planned increase in residential, industrial, and business park uses would increase the demand for fire protection. Because the number of fire response personnel required to serve development is based on population increases, the demand for residential services would not be substantial because only a small area is designated for such uses. However, the increase in industrial and business park uses identified in the General Plan would require fire protection services, and the WFD notes that the principal fire protection issue for non-residential property is generally the economic vitality of the property. *(City of Woodland Fire Department, Organizational Assessment and Master Plan, January 2001, p. C-5.)*

Most of the area is outside the 4-minute response time for Station 1, the closest station to the area. (City of Woodland Fire Department, *Organizational Assessment and Master Plan*, January 2001, Map 2.) Relocation of Station 2 further north would provide better access to Gibson Road and to close a service gap in the northwest service area. *(City of Woodland Fire Department, Organizational Assessment and Master Plan, January 2001, p. K-3.)* Funding for the relocation of Station 2 is identified in the 2002 MPFP.

About one-third of the cost of relocation (approximately $1.5 million) would be derived from development fees. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix D.)*

Area B

There are no fire stations in Study Area B. The Study Area is within the 4-minute response time for Station 3, the closest station to the area. *(City of Woodland Fire Department, Organizational Assessment and Master Plan, January 2001, Map 2.)* The planned increase in industrial and business park uses would increase the demand for fire protection. The WFD Organizational Assessment and Master Plan includes a recommendation for a fire station in the area *(City of Woodland Fire Department, Organizational Assessment and Master Plan, January 2001, pp. E-5 and K-4.),* and the 2002 MPFP includes the estimated cost for the facility. Development fees are assumed to fund about $464,000 of the approximately $1.4 million total cost. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix D.)*

Area C

Study Area C is currently designated Urban Reserve. The northwestern part of the area is within the 4-minute response time for Station 3. *(City of Woodland Fire Department, Organizational Assessment and Master Plan, January 2001, Map 2.)* No developed uses have been identified that would result in a population increase requiring increased City fire protection services.

Area D (Spring Lake Specific Plan)

Impacts on fire protection have been analyzed for the Spring Lake Specific Plan (SLSP). A site for a new fire station has been designated in the SLSP, bringing the total number of stations in the City to four. *(City of Woodland, Spring Lake Specific Plan, December 2001, p.6-16.)* The need for the fourth station in the SLSP was identified in the WFD Organizational Assessment and Master Plan. *(City of Woodland Fire Department, Organizational Assessment and Master Plan, January 2001, pp. E-5 and K-3.)* It is anticipated that this station would be constructed by 2007. The Fire Chief has determined the SLSP is responsible for 39.7 percent of projected capital expenditures related to City-wide development. The SLSP is also responsible for 50 percent of operational expenses. Each development must fund or obligate itself to fund the fire station on a fair-share basis prior to issuance of building permits. *(City of Woodland, Spring Lake Specific Plan, December 2001, pp. 6-16 to 6-17.)*

Development can proceed in the SLSP without the station until 2007, at which time the new station must be operational. The operational date is based on maintenance of the required 4-minute response time and may need to be sooner, depending on actual phasing and pace of growth. Maintenance of the 4-minute response time is mandatory.

(City of Woodland, Spring Lake Specific Plan, December 2001, p. 6-16 to 6-17.)

Area E

There are no fire stations in Study Area E. A portion of Study Area E generally between from East Street west to College Street is within the Station 2 4-minute response time. *(City of Woodland Fire Department, Organizational Assessment and Master Plan, January 2001, Map 2.)* New development in Study Area E will increase the demand for fire protection services. Fire protection services in Study Area E is assumed to be provided by the fourth fire station in the SLSP, due to its close proximity. Funding for the fourth station has been addressed in the SLSP.

Written Determinations

1. The WFD currently has three fire stations. The 2002 MPFP identifies approximately $10 million for improvements to serve existing and planned future development. About one-half the total projected $10 million cost is associated with new development. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix D.)* Approximately $3.1 million is associated with two new fire stations, one in the Study Area D (Station 4) and one in the Study Area B (Station 5). A funding mechanism has been identified for the SLSP fire station. The fifth station would be constructed through a combination of development fees and General Fund. There are plans to relocate two stations to provide better response capabilities for existing and future growth areas.

2. Funding for fire personnel is primarily through the General Fund and derived from local property and sales tax. Funding for fire protection facility improvements is generated from a combination of General Fund and development fees. *(Karl Diekman, Fire Chief, Woodland Fire Department, September 18, 2002.)*

SOLID WASTE

Existing Levels of Service and Improvements

The City of Woodland contracts for refuse collection services with Waste Management of Woodland (WMW). In addition to waste collection and disposal, WMW collects recyclable materials and green waste (e.g., grass clippings, tree and shrub clippings). The City is currently looking into the option of replacing the roadway pickup program with green waste bins in new development areas.

Disposal of collected waste occurs at the Yolo County Central Landfill (YCCL), located at Road 104 and Road 28H. The landfill is owned and operated by the Yolo County Department of Public Works and Transportation. *(Roy Wilson, Environmental Services Manager, City of Woodland Public Works, personal communication, June 2002.)* The facility is located on 724 acres, 473 acres of which is used for solid waste disposal. Permitted capacity of the landfill is 25 million cubic yards, and the anticipated closure date for the facility is 2021. There is approximately 16 million cubic yards of remaining capacity, as of May 2001. Under the landfill's existing permit, the facility is allowed to receive up to 1,800 tons per day of refuse for 360 days a year. *(California Integrated Waste Management Board, Solid Waste Information System, Facility/Site Summary Details, 57-AA-0001, Yolo County Central Landfill, http://www.ciwmb.ca.gov/SWIS/, accessed October 2002.)* Expansion of the landfill occurs approximately every three years, in 12- to 15-acre "cells" that are approximately 80 feet high. Environmental review is currently in process for an expansion project that would add 60 vertical feet to future expansion cells. *(Linda Sinderson, Senior Civil Engineer, Yolo County Landfill, personal communication, August 2002.)*

Current recycling practices in the City of Woodland include curbside collection for landscaping debris for single-family residences and a curbside recycling program for single-family residences. Curbside recycling includes pickup of two bins, one for newspaper and one for co-mingled food and beverage containers. The City is examining the option of large mixed-bin recycling. A pilot program will begin shortly in new development areas.

Solid Waste Handling services are funded through refuse service fees that adjust annually based on the annual percentage increases in the Consumer Price Index (CPI). In the event that increases in landfill disposal fees exceed the CPI, service rates are adjusted by service category based on corresponding waste volume criteria for the incremental disposal costs difference. Solid waste management costs are not addressed in the 2002 MPFP.

Plans and Regulatory Requirements

Assembly Bill 939

California State Assembly Bill 939 (AB939) governs solid waste disposal. AB939 is designed to increase landfill life and conserve other resources through increasing recycling. AB939 requires counties to prepare Solid Waste Master Plans to implement the Bill's goals, particularly to divert approximately 50 percent of the solid waste generated by year 2000. The most current calculated diversion rate for the City is 71 percent in 2001. *(Roy Wilson, Environmental Services Manager, City of Woodland Public Works, personal communication, June 2002)* Additionally, AB939 requires cities and counties to prepare Source Reduction and Recycling Elements (SRRE) of their General Plans. This Element is designed to develop programs to achieve the landfill diversion goals, to stimulate local recycling in manufacturing and the purchase of recycled products.

City of Woodland General Plan

The City of Woodland General Plan Policy Document contains guiding principles, goals, and policies related to all aspects of new development including solid waste. Issues addressed include solid waste disposal, capacity and recycling. Some key solid waste policy statements from this document are presented below:

4.G.1. The City shall require waste collection in all new development.

4.G.2. The City shall promote maximum use of solid waste source reduction, recycling, composting, and environmentally safe transformation of wastes.

4.G.3. The City shall require that all new development complies with applicable provisions of the City of Woodland Source Reduction and Recycling Element and the Yolo County Integrated Waste Management Plan.

4.G.4. The City shall encourage the development of regional and community-based recycling facilities and secondary resource businesses in heavy commercial and industrial areas.

4.G.6. The City shall work with Yolo County to employ methods to lengthen the life of the County landfill.

In compliance with requirements set forth in AB939, the City of Woodland has developed a Source Reduction and Recycling Element. City recycling programs include a "green-waste" curbside collection of landscaping debris and a curbside collection of newspaper, aluminum, and glass.

Study Areas Levels of Service and Improvements

Development in Study Areas A, B, D, and E would generate solid waste. No development is currently proposed in Study Area C. The amount of solid waste generated in Study Areas A, B, D, and E would vary by land use type and intensity of development. Study Area D is estimated to generate about 7.5 tons per day, assuming a 50 percent diversion rate. *(City of Woodland, Turn of the Century Draft Environmental Impact Report, July 1999, p. 4.13-53.)*

The General Plan EIR estimated that existing and future residential development in the City would generate an additional 9,500 tons per year by 2020. Commercial and industrial development would account for approximately 25,000 tons per year in 2020. Green waste would account for about 6,000 tons per year. These amounts would be reduced by at least 50 percent or more, given current recycling efforts. The General Plan EIR concluded the YCCL has adequate capacity for Woodland's projected quantities of solid waste. *(City of Woodland, Woodland General Plan Final Environmental Impact Report, February 1996, p. 5-39.)*

Written Determinations

1. The City of Woodland contracts for refuse collection services with Waste Management of Woodland (WMW). The Yolo County Central Landfill serves the City of Woodland. Design capacity of the landfill is 25 million cubic yards, and the anticipated closure date for the facility is 2021.

2. Solid Waste Handling services are funded through refuse service fees that adjust annually based on the annual percentage increases in the Consumer Price Index (CPI).

3. The City has established a recycling program in accordance with AB 939 and diverts more than required 50 percent.

STORM DRAINAGE

Existing Levels of Service and Improvements

Drainage in developed portions of the City of Woodland is managed through a drainage system consisting of collection, conveyance, storage, and pumping facilities. The system conveys runoff by gravity flow from west to east through trunk systems, which discharge into the North Canal or the South Canal. These drainages convey runoff to the City's main pump stations, which discharge into the Outfall Channel, which *ultimately* discharges into the Yolo Bypass east of Woodland. *(Borcalli & Associates, Storm Drainage Facilities Master Plan, Volume IV, Existing Conditions, pp. 4-5.)* Low flows are also released from the Cache Creek Settling Basin into the Yolo Bypass immediately north of the City's Outfall Channel. The primary purpose of the settling basin is to remove a significant portion of sediment load from Cache Creek to avoid its deposition in the Yolo Bypass, thereby preserving its integrity for conveying flood flows. *(Borcalli & Associates, Storm Drainage Facilities Master Plan, Volume IV, Existing Conditions, p.29.)* No defined channel exists to convey low flows from the settling basin or the City's flows from west to east across the Yolo Bypass to the Tule Canal. *(Borcalli & Associates, Storm Drainage Facilities Master Plan, Volume IV, Existing Conditions, p.8.)*

Major components of the existing storm drainage infrastructure in the City of Woodland and study areas are shown on Figure 11. In newer portions of the City, runoff is collected in storm drainage laterals consisting of regularly spaced drain inlets and pipes ranging from 12 to 24 inches in diameter. Runoff in older portions of the City is conveyed through intersections in gutters, gutter culverts, or inverted siphons. The drain inlets serve relatively large areas and capacities are exceeded during frequent storm events. *(Borcalli & Associates, Storm Drainage Facilities Master Plan, Volume IV, Existing Conditions, pp. 5-8.)* Street flooding in the City that occurs during periods of intense rainfall subsides within several hours. The City determined that the high costs to correct the problem were not warranted by the resulting benefits. The City's current storm drainage user fee only funds a portion of the operation and maintenance of the existing system and funding is limited for any improvements to reduce street flooding. *(Gary Wagener, Public Works Director, City of Woodland, personal communication, October 28, 2002.)*

There are four main trunk systems, which consist of pipes ranging from 30 to 84 inches in diameter and open channels. The Kentucky Avenue Trunk consists of pipelines extending from County Road 98 on the west, to an open channel beginning about 2,200 feet west of County Road 102. The open channel extends east to its confluence with the North Canal. The Court Street/Beamer Street Trunk conveys flows from Ashley Avenue on the west to an open channel at the Beamer Street/County Road 102 intersection, then extends east to the North Canal. The Main Street Trunk extends from the south-central portion of the City to the East Main Pumping Station. The Gibson Road

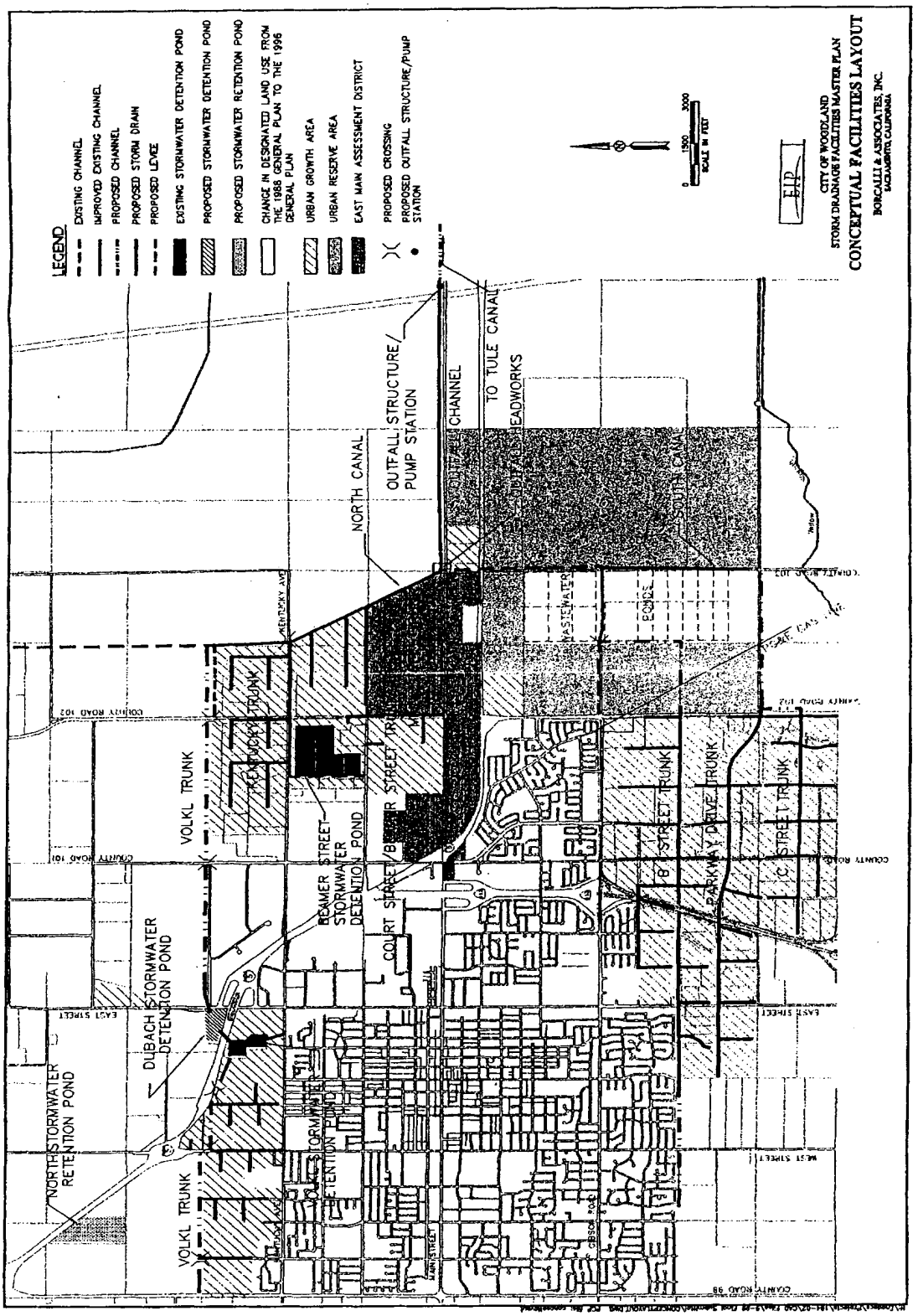


Figure 11 - City of Woodland Storm Drainage Conceptual Facilities Layout

Trunk extends from Ashley Avenue on the west to an open channel on the east side of County Road 102. The open channel extends east to its confluence with the South Canal. Although not part of the City trunk system, the Yolo Flood Control and Water Conservation District (YCFCWCD) Farmer's Central Canal along the City limits on the south provides limited drainage for agricultural lands south of Gibson Road west and east of Highway 113 (Study Area D and E). It discharges into the South Canal. The ditch provides little drainage capacity. (*Borcalli & Associates, Storm Drainage Facilities Master Plan, Volume IV, Existing Conditions, pp. 5-8.)*

There are three storm water detention ponds in the City's drainage system: Streng Pond, Storz Pond, and Beamer/Kentucky Ponds (No. 1, No. 2, and No. 3). Minor facilities are located at North Park 5A/B, Ashley Avenue/Gibson Road, and El Dorado Drive/County Road 98. *(Borcalli & Associates, Storm Drainage Facilities Master Plan, Volume IV, Existing Conditions, pp. 5-8..)*

Three pump stations (North Canal, East Main, and South Canal) discharge into the Outfall Channel, which is located between the new and the original south levee of the Cache Creek Settling Basin. Pump station capacity is 150, 270, and 30 cubic feet per second (cfs), respectively. *(Borcalli & Associates, Storm Drainage Facilities Master Plan, Volume IV, Existing Conditions, pp. 5-8.)*

Improvements and additional costs associated with improvements to the existing infrastructure totaling approximately $ 40.7 million are identified in the 1999 SDFMP and are included in the 2002 MPFP.

100-Year Floodplain

Historically, the City of Woodland and surrounding areas have been subject to the risk of flooding from Willow Slough, Cache Creek, and the Sacramento River. The U.S. Army Corps of Engineers (Corps) and the Sacramento River Flood Control Project (SRFCP) provide the area with varying levels of flood protection, supplemented with some limited flood protection provided along Cache Creek by Indian Valley Dam and Reservoir. The SRFCP consists of a comprehensive set of levees, leveed bypass floodways, and improved channels. SRFCP facilities located in the vicinity of Woodland include levees along Willow Slough Bypass, portions of Cache Creek, and Yolo Bypass. Flows are diverted from the Sacramento River into the Yolo Bypass, where levees provide protection against over bank flooding. Levees along the lower reaches of the Willow Slough Bypass and Cache Creek also provide some protection. (*Borcalli & Associates, Storm Drainage Facilities Master Plan, Volume IV, Existing Conditions, p.29.)*

Through the work of FEMA and the Corps over the past 10 years, results of technical studies indicate that about 35 percent of the City of Woodland lies in the 100-year floodplain (a 100-year flood is an event that has a 1 percent chance of occurring in any

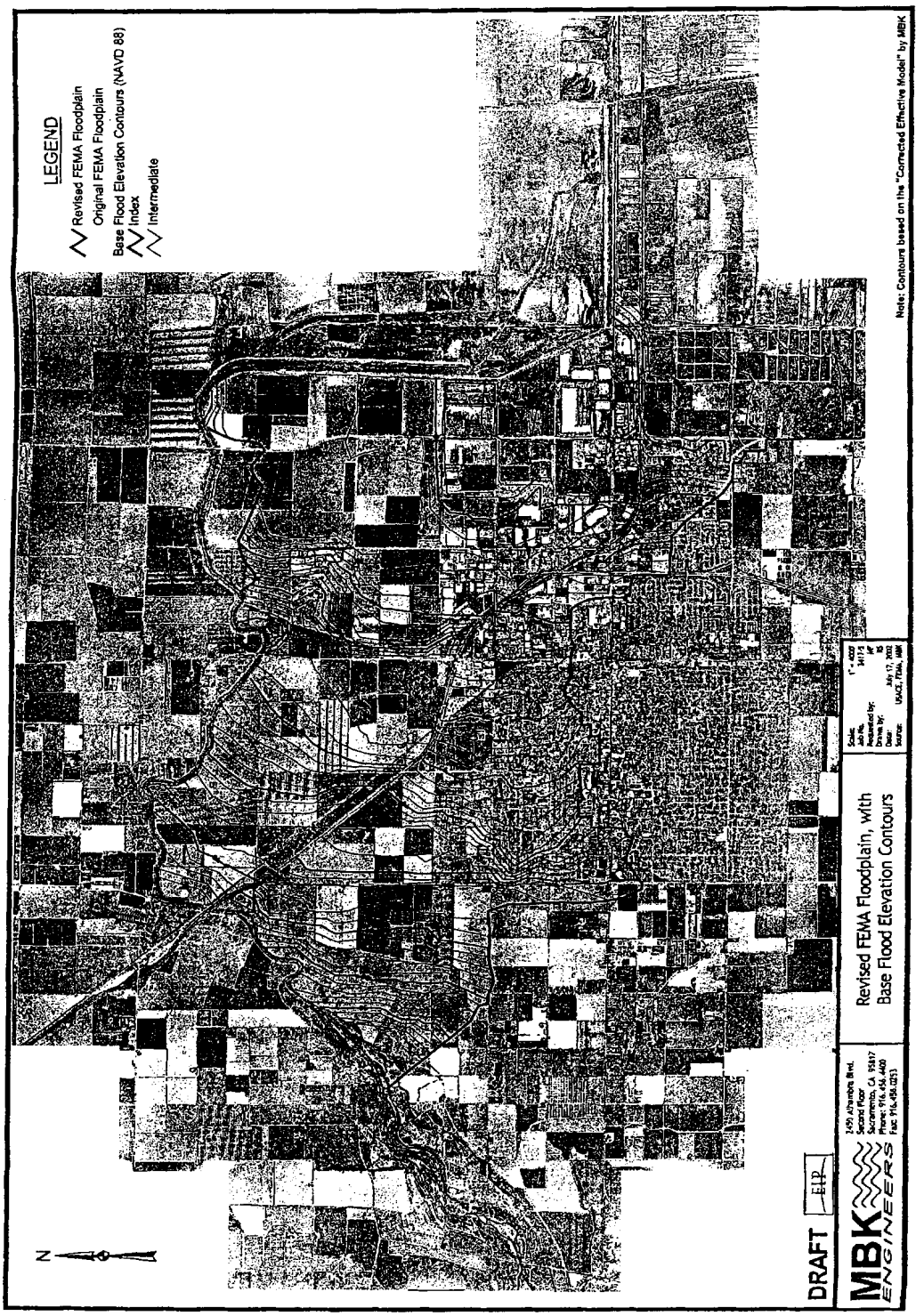


Figure 12 - City of Woodland 100-Year Floodplain

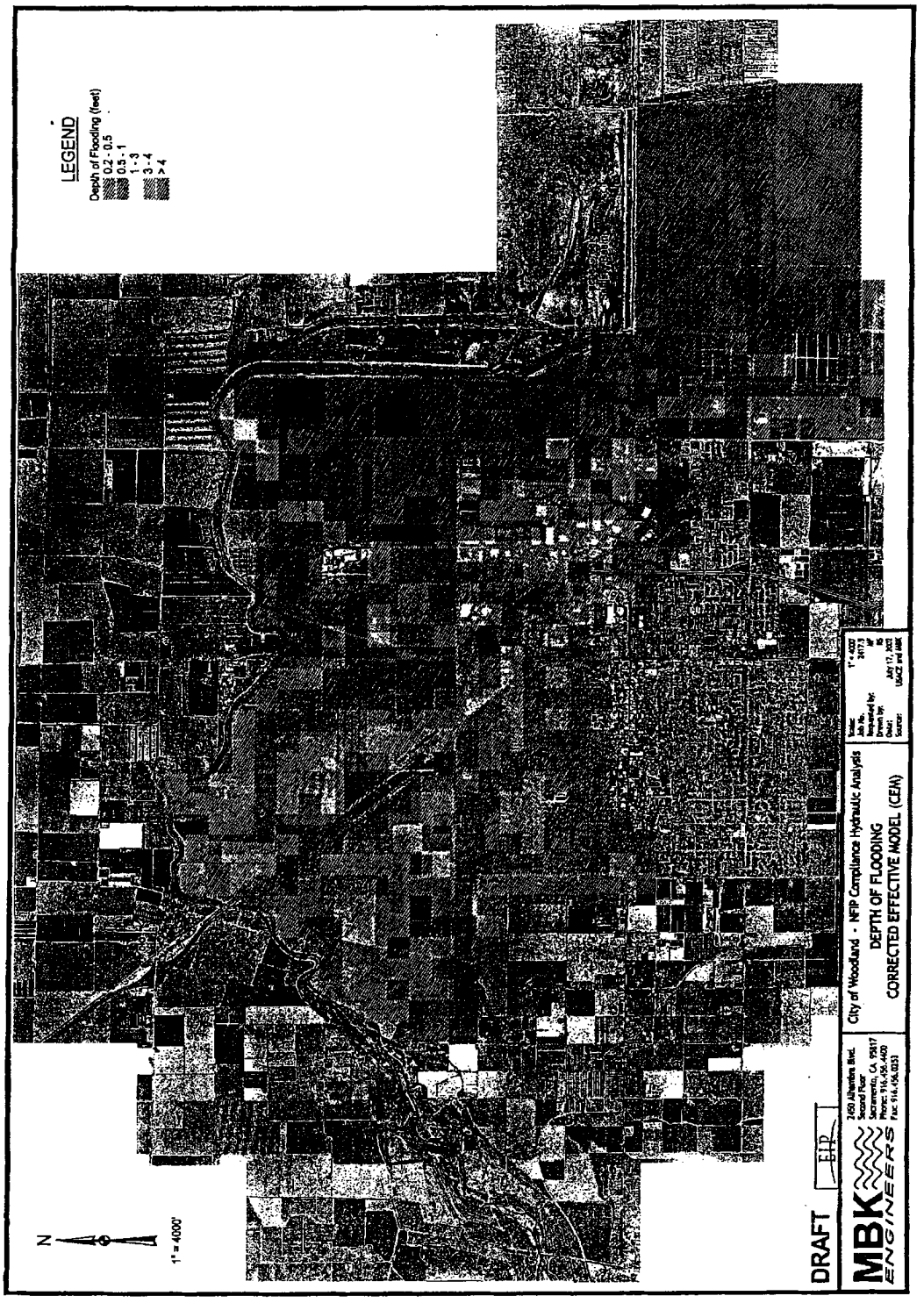


Figure 13 - City of Woodland Depth of Flooding Corrected Effective Model

one year). A preliminary Flood Insurance Rate Map (FIRM) was issued in 1998. In October 2001, FEMA issued a Letter of Final Determination, finalizing the flood maps and setting an effective date of April 2, 2002. This allows a six-month period for the City to revise its floodplain ordinance and for FEMA to print and distribute the new maps. The City amended Chapter 25, Article 19 of the Municipal Code in July 2002 to incorporate the revised FIRM into the Floodplain Overlay Zone. *(City of Woodland, City Council, Ordinance No. 00-4 Amending Article 19 of Chapter 25 of the Municipal Code, July 23, 2002)*

The published FIRM (see Figure 12) indicates the 100-floodplain covers the northern and eastern portions of the City, including existing and future residential and commercial/industrial areas. Estimated flood depths are over four feet in portions of the industrial area, as shown in Figure 13.

At the request of the City, the Corps began a feasibility study in January 2000 to evaluate flood protection options for lower Cache Creek, with funding from the federal government, the state, and the City of Woodland. These studies are ongoing. After preliminary analysis of a wide range of possible alternatives, two most feasible flood protection alternatives have been identified for further detailed analysis and environmental review: flood barrier (floodwall or overflow barrier), and a setback levee.

The 2002 MPFP identifies approximately $19.5 million for levee improvements and related studies. Development fees are estimated to provide about $686,000 of the total cost, with the remainder from general and utility revenues. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix D.)* Final costs and funding splits have yet to be determined. *(Gary Wagener, Public Works Director, City of Woodland, personal communication, October 28, 2002)*

Plans and Regulatory Requirements

City of Woodland General Plan

The City of Woodland General Plan Policy Document contains guiding principles, goals, and policies related to storm drainage. Issues addressed include storm water collection and disposal, water quality, and floods. Some key drainage policy statements from this document that are relevant to the Study Areas are presented below:

Stormwater Drainage

4.E.1. The City shall require development to provide for the overland flow of storm waters exceeding the City's standard design capacity of the storm drainage system. These overland flow waters shall be at least one foot below building pad elevations.

4.E.2. The City shall encourage project designs that minimize drainage con-

centrations and impervious coverage.

4.E.4. The City shall require projects that have significant impacts on the quantity and quality of surface water runoff to incorporate mitigation measures for impacts related to urban runoff.

4.E.7. The City shall allow storm water detention facilities to mitigate drainage impacts and reduce storm drainage system costs. To the extent practical, storm water detention facilities should be designed for multiple purposes, including recreational and/or storm water quality improvement. Water Resources and Quality

7.A.5. The City shall continue to require the use of feasible and practical best management practices (BMPs) to protect receiving waters from the adverse effects of construction activities and urban runoff.

7.A.6. The City shall encourage the protection of floodplain lands and where appropriate, acquire public easements for purposes of flood protection, public safety, wildlife preservation, groundwater recharge, access and recreation.

Flood Hazard

8.B.2. The City shall require evaluation of potential flood hazards prior to approval of development projects. The City shall require proponents of new development to submit accurate topographic and flow characteristics information. This will include depiction of the 100-year floodplain boundaries under fully developed, pre-and post-project runoff conditions.

8.B.3. The City shall not allow development in areas subject to deep flooding (i.e., over four feet deep) unless adequate mitigation is provided, to include project levees designed for a standard project flood or a minimum of 400-year protection, whichever is less.

8.B.5. The City shall prohibit the construction of facilities essential for emergencies and large public assembly in the 100-year floodplain, unless the structure and road access are free from flood inundation.

8.B.7. The City shall recognize floodplains as a potential public resource to be managed and maintained for the public's benefit and, where possible, shall view flood waters as a resource to be used for waterfowl habitat, aquifer recharge, fishery enhancement, agricultural water supply, and other suitable uses.

Storm Drainage Facilities Master Plan

The Storm Drainage Facilities Master Plan (SDFMP) provides goals and policies for management of floodplain and drainage issues, and also includes design considerations for dealing with such issues. The Plan identifies the storm drainage infrastructure to facilitate development within the Urban Growth Area consistent with the 1996 General Plan, without adversely affecting storm drainage within the existing City limits. The Storm Drainage Facilities Master Plan and its accompanying technical documents ("Storm Drainage Guidelines and Criteria" and "Storm Water Quality Regulations and Control Measures") provide the basis for formulating and completing conceptual designs for City storm drain facilities. The Guidelines and Criteria specify requirements for hydrologic calculations and assumptions to estimate runoff flow rates and volumes, pipeline and channel sizing, detention basin and pump station design, and narrative standards that reflect adopted General Plan policies. The design and location of drainage facilities are subject to the standards established in the Storm Drainage Master Plan, and the City specification, design and construction details.

In addition to the above, water quality is regulated by the Central Valley Regional Water Quality Control Board Water Quality Control Plan and the National Pollutant Discharge Elimination System (NPDES) permit system discussed in the Wastewater page 31 of this MSR.

FEMA 100-Year Floodplain

The boundaries of the 100-year floodplain are delineated by the Federal Emergency Management Agency (FEMA) on the basis of hydrology, topography, and modeling of flow during predicted rainstorms. Areas designated as flood zones are published on Flood Insurance Rate Maps (FIRM).

The City of Woodland and Yolo County participate in the National Flood Insurance Program (NFIP), a program administered by FEMA. Participation in the NFIP provides an opportunity for property owners to purchase flood insurance that is made available, provided that the community complies with FEMA requirements for maintaining flood protection and managing development in the floodplain.

Study Areas Levels of Service and Improvements

Area A

Study Area A is in the Volkl drainage shed. (The SDFMP placed existing City areas and urban growth areas in drainage sheds for purposes of hydrologic and hydraulic modeling. These sheds are referenced in the discussions for each Study Area.) Other than the Kentucky Avenue trunk line and small collector lines in the existing residential development at the northeast corner of the intersection of Kentucky Avenue and

County Road 98, there are no other conveyance lines in Study Area A. There is a former borrow pit used for the construction of I-5 (Volkl Pond) in the Study Area reserved for storm drainage.

Land within this study area is located within the 100-year floodplain, as designated by FEMA's FIRM maps. See above for a discussion of current measures being taken by the City of Woodland in relation to FEMA flood hazard zones.

The SDFMP divided Study Area A into four sub basins. Estimated runoff from the area was integrated into the master drainage planning study hydrologic and hydraulic model. *(Borcalli & Associates, Storm Drainage Facilities Master Plan December 1999, Table 1, p. 9.)*

The SDFMP identifies, at a conceptual level, the locations of major drainage infrastructure necessary to accommodate future growth in Study Area A without adversely affecting storm drainage within the existing drainage shed. These improvements include expansion of the Volkl trunk, channel (North Canal) improvements, a new retention/ detention pond, improvements to the Volkl Pond, pump station improvements, and development of smaller collector lines in the growth area, as well as improvements to the existing system. These improvements are included in the 2002 MPFP.

Area B

As identified in the SDFMP, Area B is in the Kentucky Avenue drainage shed, the Court Street/Beamer Street shed, and the Main Street shed and is served by the three trunk lines that run east-west through the Study Area to the eastern boundary (the North Canal). The Kentucky/Beamer Ponds No. 1, No. 2, and No. 3 are located between Kentucky Avenue and Beamer Street immediately west of County Road 102. *(Borcalli & Associates, Storm Drainage Facilities Master Plan, December 1999, Table 1, p .9.)*

During the 1997 winter storms, standing water from flows from the City's drainage system was observed in the Kentucky Avenue/Beamer Street storage ponds 1, 2, and 3 located west of County Road 102 and north of Beamer Street. Overland flows were also observed north of Kentucky Avenue east of County Road 102. *(Borcalli & Associates, Storm Drainage Facilities Master Plan, Volume IV, Existing Conditions, Appendix A, Figure 1.)*

Land within this study area is located within the 100-year floodplain, as designated by FEMA's FIRM maps. See above for a discussion of current measures being taken by the City of Woodland in relation to FEMA flood hazard zones.

The SDFMP divided Study Area B into five sub basins. Estimated runoff from the area was integrated into the master drainage planning study hydrologic and hydraulic model.

As discussed for Study Area A, the locations of major drainage infrastructure necessary to accommodate future growth in Study Area B have been identified in the 1999 SDFMP. These improvements include extension of the improvements in Study Area A and development of smaller collector lines in the growth area. These improvements are included in the 2002 MPFP.

Area C

The portion of Study Area C between County Road 102 and the South Canal is within the South Canal A shed, the Gibson Road shed, B Street shed, and Parkway Drive shed. The area east of the City WWTP north and south of City property was not assigned to a drainage shed in the SDFMP. The area does not contain developed storm drainage facilities. The western boundary of the Study Area is the South Canal. The outfall channel to the Yolo Bypass is adjacent to the northern part of the Study Area. *(Gary Wagener, Public Works Director, City of Woodland, personal communication, October 28, 2002.)*

Currently, regional detention facilities are being planned to be sited east of County Road 102. A specific location has not yet been identified, and the City is continuing to evaluate options. *(Gary Wagener, Public Works Director, City of Woodland, personal communication, October 28, 2002.)*

The SDFMP noted that the portion of the Urban Reserve west of County Road 103 would likely require a system to convey runoff from west to east to a new pumping station, which could discharge into the City's outfall channel or possibly in the Yolo Bypass. The cost to provide drainage to this area was not estimated in the SDFMP but was indicated to be of the same order of magnitude as estimated for other urban growth areas. *(Borcalli & Associates, Storm Drainage Facilities Master Plan - Phase 1, December 1999, p.33.)*

Land within this study area is located within the 100-year floodplain, as designated by FEMA's FIRM maps. See above for a discussion of current measures being taken by the City of Woodland in relation to FEMA flood hazard zones.

Area D (Spring Lake Specific Plan)

Study Area D is in the B Street, Parkway Drive, and C Street drainage sheds delineated in the SDFMP. The City of Woodland currently provides drainage facilities to the Sycamore Ranch area north of Gibson Road and to a portion of the Yolo County parcel on the south side. Other than a storm water detention pond at County facilities south of Gibson Road (not within Study Area D), there is no developed drainage system. Culverts were installed under State Route 113 during construction to convey runoff from property west of the roadway to the east side. The Farmers Central Canal flows west to east through Study Area D along County Road 24A. The ditch was constructed as a

water supply conveyance facility for the irrigation season, but accepts limited drainage from upstream properties during above-average periods of rainfall during the winter months. There are roadside ditches in County Roads 101 and 102 within and adjacent to Study Area D. The ditches are limited in their capacity to receive runoff from the agricultural fields. *(City of Woodland, Turn of the Century Draft Environmental Impact Report, July 1999, pp. 2, 8-10.)*

The SDFMP divided the Study Area into 15 sub basins, two of which extend into Study Area E. Estimated runoff from the area was integrated into the master drainage planning study hydrologic and hydraulic model. *(Borcalli & Associates, Storm Drainage Facilities Master Plan, December 1999, Table 2, p.10.)*

The SDFMP identified three main trunk lines to convey water from west to east in Study Area D. The backbone infrastructure in the Spring Lake Specific Plan (SLSP) reflects the alignments indicated in the SDFMP. The B Street Trunk would follow the alignment of the YCFCWCD Farmers Central Canal, crossing County Road 102 and extending east toward the City's WWTP pond complex. The Parkway Drive Trunk would be a new facility that follows the proposed Parkway Drive west of County Road 102 and County Road 25 east of County Road 102, where it would discharge in an enlarged segment of the South Canal. The C Street Trunk would be a new facility. As proposed in the SDFMP, it would follow C Street as an underground storm sewer within the project site east of County Road 102. From that location, the trunk would be an open channel, extending north along County Road 102 to join the Parkway Drive Trunk.

A Preliminary Drainage Infrastructure Plan has been developed and is included in the SLSP. The final configuration continues to be explored by the landowners and the City, along with the location of off-site retention/detention facilities. The SDFMP identifies new off-site facility improvements as well as improvements to existing facilities to accommodate flows from the SLSP. The City Public Works Department is undertaking a pre-engineering study and SDFMP update to determine the specific off-site improvements that will need to be implemented for the entire Master Plan Area (Study Areas D and E). On-site pipe size and routing and new or modified off-site connections will depend on final land uses in the tentative map and where the City approves the location of off-site facilities (e.g., retention/detention basins) as identified in the updated SDFMP. Among other conditions, the SLSP requires that a Final Drainage Infrastructure Plan be completed prior to the first tentative map or other development within the SLSP. The drainage plan will require City staff review and approval. *(City of Woodland, Spring Lake Specific Plan, December 2001, pp. 6-8 through 6-11.)*

The 2002 MPFP identifies over $25 million in drainage improvements related to development of the B Street, Parkway, and C Street trunks and South Canal improvements. The 2002 MPFP identifies "Planned Neighborhood" as the source of funding for these

improvements that would serve both Study Areas D and E.

Area E

Study Area E is in the B Street, Parkway Drive, and C Street drainage sheds delineated in the SDFMP. There is no developed storm drainage system in the Study Area. Culverts under State Route 113 convey drainage from the west side to the east side of Study Area E. The Farmers Central Canal flows west to east through Study Area E along County Road 24A. *(City of Woodland, Turn of the Century Draft Environmental Impact Report, July 1999, pp. 2, 8-10.)*

The SDFMP divided the Study Area into 10 sub basins, two of which overlap with Study Area D. Estimated runoff from

the area was integrated into the master drainage planning study hydrologic and hydraulic model. *(Borcalli & Associates, Storm Drainage Facilities Master Plan , December 1999, Table 2, p.10.)*

As described for Study Area D (SLSP), the SDFMP identifies the backbone drainage infrastructure for Study Area E, consisting of the B Street, Parkway Drive, and C Street trunks. Study Area E is included in the $25 million in improvements identified in the MPFP.

Written Determinations

1. The SDFMP concluded that retention and detention storage, conveyance, and pumping features would be effective in handling storm drainage for existing and future growth areas under the 1996 General Plan. The SDFMP identifies locations where improvements to existing conveyances, including extension of lines, is necessary and where new facilities need to be constructed for Study Areas A, B, D, and E. Locations of the proposed improvements are shown in Figure 11. Other than improvements to facilities adjacent to Study Area C to convey storm water from existing and planned development in other areas in the City, storm water drainage infrastructure for Study Area C (Urban Reserve) was not identified in the 1999 SDFMP.
2. The 2002 MPFP incorporates information from the City's 1999 SDFMP addressing capital projects planning and costs. The MPFP identifies approximately 27 projects totaling about $78.5 million to address improvements to the existing system and development in Study Areas A, B, D, and E. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix D.)* No costs have been developed for future drainage improvements in Study Area C,

so the area has not been accounted for in the 2002 MPFP.

3. Study Areas A, B, and C are within the adopted FEMA 100-year floodplain. The City is proceeding with efforts to address flood protection and policy issues. The 2002 MPFP identifies approximately $19.5 million for levee improvements and related studies. Development fees are estimated to provide about $686,000 of the total cost, with the remainder from general and utility revenues. Final costs and funding splits have yet to be determined. *(Gary Wagener, Public Works Director, City of Woodland, personal communication, October 28, 2002.)*

4. Improvements and additional costs associated with development for potential future growth areas (Study Areas A, B, D, and E) totaling approximately $57.4 million (including about $19.5 million for flood protection) are identified in the 1999 SDFMP and are included in the 2002 MPFP. The total includes estimated pro-rated costs associated with improvements to existing facilities to support future growth areas. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix D.)* DUE factors and development fees by land use have been established for drainage facilities and are included in the 2002 MPFP. Storm drainage fees are calculated separately because they are specific to the respective drainage basins. Separate drainage fees have been developed for nine drainage areas. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, p.2, Appendix H.)*

5. The above improvements are planned to occur between 2001 and 2020 and would be completed as new development occurs. The 2002 MPFP identifies development fees, general revenue, assessment districts, utility revenue, and planned neighborhood as anticipated funding sources. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix D.)*

PARKS AND RECREATION

Existing Levels of Service and Improvements

The City of Woodland has 16 neighborhood parks, 10 special use/sports parks, and one regional park site for a total of approximately 317 gross acres of existing parkland. *(City of Woodland, Parks, Recreation and Community Services Master Plan, November 1998.)* Existing parks and recreation sites serving the City of Woodland and study areas are shown on Figure 14. The City classifies existing parks as Mini-Parks, Neighborhood Parks, Special Use Parks, Community Parks, and Regional Parks.

It is the City's policy to locate parks adjacent to public school sites whenever possible to share facilities and maximize the efficiency of recreational open space. The City is working with the Woodland Joint Unified School District (WJUSD) to establish a joint use program for all schools (existing and future) in the City. The City and WJUSD are seeking a joint-use agreement whereby each agency has access to use of the other agency's facilities (as a second priority) for programs and the value of those uses are reconciled annually so that little money, if any, is exchanged for facility usage. *(Mandy Walker, City of Woodland Parks and Recreation, personal communication, June 2002.)*

Parks provided by Yolo County provide different services than those offered by the City of Woodland parks system; hence, residents of surrounding unincorporated areas make use of City of Woodland parks on occasion. Additionally, residents from surrounding cities and towns also travel to Woodland and make use of the available parks. *(George Algren, City of Woodland Parks and Recreation, personal communication, June 20, 2002.)*

The amount of available parkland in the City falls short of the desired General Plan parkland goal of 6 acres per 1,000 population and the Parks, Recreation and Community Services Master Plan goal of 10 acres per 1000 population. *(George Algren, City of Woodland Parks and Recreation, personal communication, June 20, 2002.)* The 2002 MPFP identifies a total of $57.5 million in park and recreation facility improvements to meet existing and future demand. Over 80 percent of the total cost of the planned improvements is associated with new development, which is expected to be the source of funding. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix D.)* Some renovation of park facilities is always taking place *(George Algren, City of Woodland Parks and Recreation, personal communication, June 20, 2002.),* and the 2002 MPFP includes approximately $1.9 million in improvements for existing facilities, a portion of which would be funded by development fees. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix D.)* A regional park, to be constructed in phases, is also planned east of County Road 102 and north of County Road 25A, east of the SLSP. Costs for the regional park are also included in the 2002 MPFP. Develop-

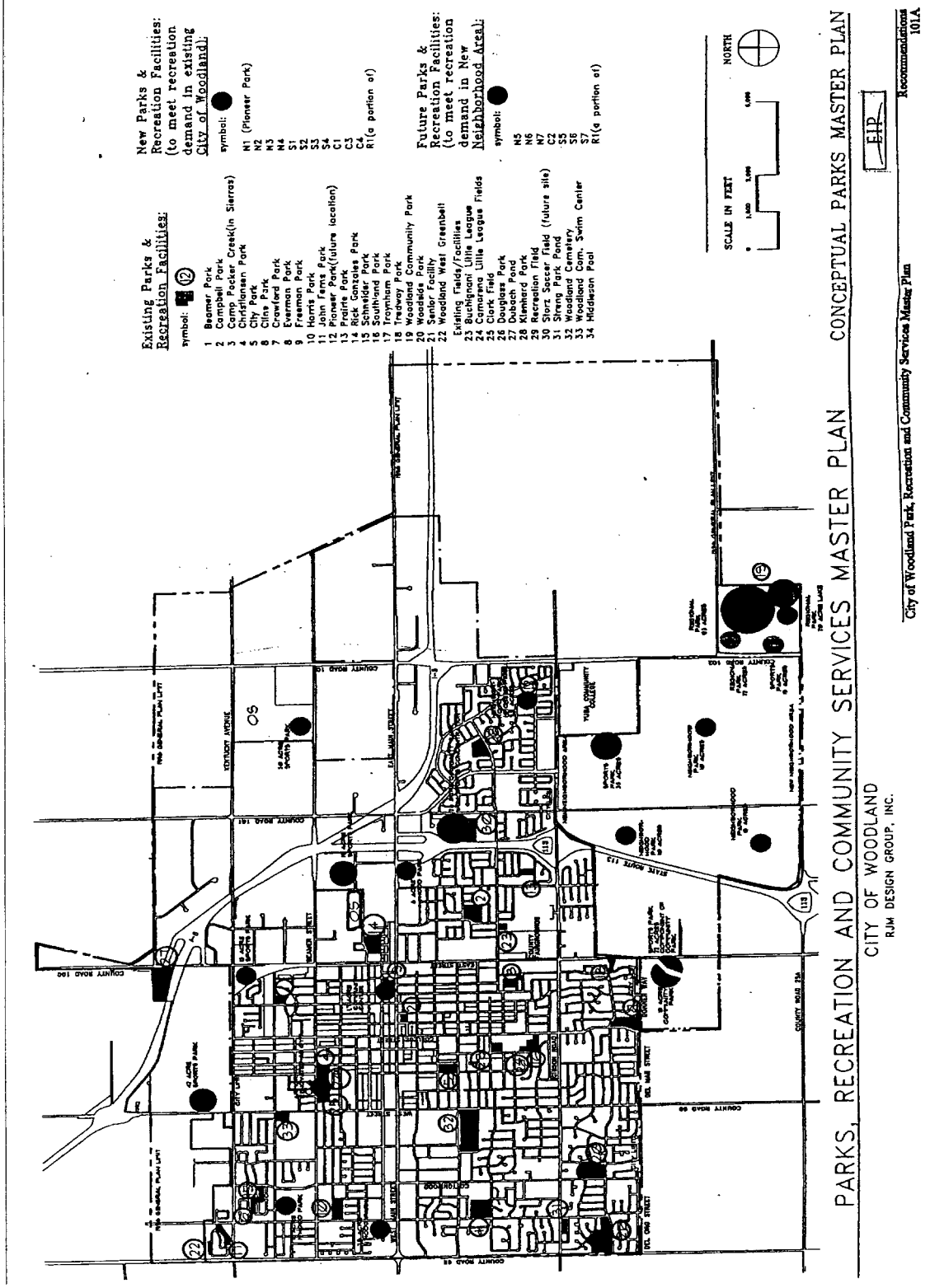


Figure 14 - City of Woodland Conceptual Parks Master Plan

ment fees are expected to provide about $12.8 million of the $14.9 million total cost of the regional park. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix D.)* The 2002 MPFP has established a development impact fee for park and recreation facilities. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 23, 2002, Appendix G, Table 4.)*

Plans and Regulatory Requirements

City of Woodland General Plan

The City of Woodland General Plan Policy Document contains guiding principles, goals, and policies related to parks and recreation. Issues addressed include parks and recreation service standards. Appendix D of the General Plan 5.A.1 The City shall continue to develop, expand, and promote the use of its park system to include a balance of passive and active recreation opportunities.

5A.2 The City shall strive to achieve the following standards for the development of City-owned park facilities:

5.A.3 The City shall strive to achieve [standards listed on page 5-2 in the General Plan] for sports and recreational facilities. These standards may be satisfied through any combination or joint development of public facilities, private recreational facilities, and school facilities. In addition to these standards and minimum sizes, sports facilities shall be developed according to adopted sports facilities master plans.

5.A.5 The City shall pursue the development of a community park in the southern part of the Planning Area.

5.A.6 The City shall continue to develop the regional park site as a recreational area.

5.A.7 The City shall seek to establish and maintain a linear park system of greenbelts, bicycle paths, and pedestrian walkways that link the city park facilities. This linear park system should not be counted towards meeting acreage standards for neighborhood or community parks and recreation facilities.

5.A.9 The City shall ensure that appropriate funding mechanisms are identified to adequately fund the development of new parks and recreational facilities and the redevelopment of existing facilities on an ongoing basis.

5.A.12 The City shall continue to cooperate with the public and quasi-public

agencies in the joint utilization, development, and maintenance of facilities. To this end, the City shall continue the joint use agreements with the school district for the utilization of parks and school facilities.

5.A.20 The City shall maintain and systematically renovate and upgrade existing parks and recreation facilities.

5.A.22 The City shall prepare and implement a Parks Master Plan and Baseball Master Plan.

Parks, Recreation, and Community Services Master Plan

The Parks, Recreation and Community Services Master Plan (developed in response to General Plan Policy 5.A.22) addresses park and recreation needs within the entire city. The purpose of the Master Plan is to serve as a guide in the planning, design, and development of parks and recreation facilities that will be offered within the City of Woodland to the year 2020. The goals and policies from the 1998 Parks, Recreation and Community Services Master Plan are identical to the goals and policies found in the General Plan; however, the Master Plan also contains additional policies not included in the General Plan. Some key policies that are relevant to the Study Areas are presented below:

Facility Type	Size	Standard
Neighborhood Park	10 to 15 acres	2 acres/1,000 population
Community Park	20 to 50 acres	1 acre/1,000 population
Regional Park	160 acres	3 acres/1,000 population

5.A.1. The City shall continue to develop, expand, and promote the use of its park system to include a balance of passive and active recreation opportunities.

5.A.2. The City shall strive to achieve the following standards for the development of City-owned park facilities:

Facility Type	Size	Standard
Neighborhood Park	10 to 15 acres	2 acres/1,000 population
Community Park	20 to 50 acres	1 acre/1,000 population
Regional Park	160 acres	3 acres/1,000 population
Special Use/Sports Field	3-30 acres	4 acres/1,000 population

The City shall adopt minimum measures to assure land dedication and funding for parks and recreation facilities as follows:

a. The City shall adopt the Quimby Act Ordinance which will require developers to provide, within a proposed land use plan, a minimum of 5 acres of acceptable park land per 1,000 residents.

b. Restate the City's existing development impact fee/park facilities fee to be exacted from the developer on all new development to pay for capital improvement costs of parks and recreation facilities as follows:

$2,887 per new single family dwelling unit (du);

$1,934 per new multi family du;

$ .29 per sq. ft. for new Light Commercial development;

$ .40 per sq. ft. for new Service/Central and Office development; and

$ .09 per sq. ft. of new Industrial development.

c. Provide for the negotiation of individual Developer Agreements that the City can engage in as an alternative to the above. Negotiated Agreements must include the equivalent of all the above listed items as a minimum.

5.A.6. The City shall continue to develop the regional park site as a recreational area.

5.A.9. The City shall ensure that appropriate funding mechanisms are identified to adequately fund the development of new parks and recreational facilities and the redevelopment of existing parks and recreational facilities.

5.A.10. The City shall ensure the appropriate funding mechanisms are identified to cover the cost of maintaining parks and recreational facilities on an ongoing basis.

5.A.12. The City shall continue to cooperate with the public and quasi-public agencies in the joint utilization, development, and maintenance of facilities. To this end, the City shall continue the joint use agreements with the school district for the utilization of parks and school facilities.

7.D.7. The City shall plan and establish natural open space parkland as a part of the overall City park system.

Study Areas Levels of Services and Improvements

Locations of existing and future park facilities identified in the Parks, Recreation and Community Services Plan are shown in Figure 14.

Area A

There are no developed park facilities in Study Area A. Development of residential uses in Study Area A to accommodate an estimated population increase of approximately 300 would generate a park demand of approximately 2 acres, assuming the General Plan park land requirement of 6 acres per 1,000 population. The Parks, Recreation, and Community Services Master Plan includes a sports park, as shown on Figure 14.

Area B

There are no developed park facilities in Study Area B, but the Kentucky/Beamer detention ponds are designated Open Space. The Parks, Recreation, and Community Services Master Plan includes a sports park in the open space area, as shown on Figure 14.

There are no residential uses proposed in Study Area B, and population increases related to development of new business park and industrial uses in the remainder Study Area B are assumed to be accommodated within the Master Plan Area south of Gibson Road (Study Areas D and E). Park facilities associated with this population growth are described under those study areas.

Area C

No park facilities have been identified in Study Area C, which is currently designated Urban Reserve. A 160-acre regional park (designated Open Space) is planned south of Study Area C, however. The regional park would be a City facility. *(City of Woodland, Spring Lake Specific Plan, December 2001, p.5-9.)*

Area D (Spring Lake Specific Plan)

There is no developed park facility in Study Area D, but the Parks, Recreation and Community Services Plan indicates that facilities are needed to serve planned development and identifies, at a conceptual level, the types and sizes of facilities. *(City of Woodland, Parks, Recreation and Community Services Master Plan, 1998, Exhibit 13.)*

The Spring Lake Specific Plan (SLSP) includes 56.4 acres of parkland that would consist of neighborhood parks that are intended to become focal points of each neighborhood, and a central park intended to become the focal point of the entire SLSP community. Other recreational facilities include linear features, school recreation areas,

open space/drainage features and subdivision features. In addition, the SLSP would help fund the City's acquisition and development of a sports park. The total parkland represents a ratio of parkland to population less than the City's General Plan goal of 6 acres per 1,000 population. The City Council has deliberated this issue and has determined that it is not financially feasible to achieve a higher ratio within the SLSP given other constraints such as the large acreage of public/quasi-public, the lack of revenue-generating commercial acreage, and the required affordable housing commitment. *(City of Woodland, Spring Lake Specific Plan, December 2001, pp.5-2 to 5-10.)*

The SLSP requires that individual projects within the SLSP pay appropriate park development fees to finance construction of new parks and open space areas. Results of a required Fiscal Impact Analysis and Financing Plan must be used to identify funding mechanisms. *(City of Woodland, Spring Lake Specific Plan, December 2001, p.5-10)*

Area E

There is no developed park facility in Study Area E. Population growth in Study Area E would generate the need for additional parkland. The Parks, Recreation and Community Services Plan identifies, at a conceptual level, the types and sizes of facilities, which are identified on Figure 14. *(City of Woodland, Parks, Recreation and Community Services Master Plan, 1998, Exhibit 13.)* The SLSP identifies a community park in Study Area E for future development by the City.

Written Determinations

1. The City's Parks, Recreation and Community Services Plan identifies park sizes and general locations needed to meet future recreation demand in the Study Areas. The Parks, Recreation, and Community Services Plan accounts for urban development in Study Areas A, B, D, and E. No urban development is assumed in Study Area C. *(City of Woodland, Parks, Recreation and Community Services Master Plan, 1998, Exhibit 13.)*

2. The 2002 MPFP identifies a total of $57.5 million in park and recreation facility improvements to meet existing and future demand. Over 80 percent of the total cost of the planned improvements is associated with new development, which is expected to be the source of funding. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April 2002, Appendix D.)* The 2002 MPFP has established a development impact fee for park and recreation facilities. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April, 2002, Appendix G, Table 4.)*

3. Study Area D (Spring Lake Specific Plan), which would accommodate most of the planned population growth that would require park and recreation facilities, includes a variety of facilities that would be funded by development fees through mechanisms established in the SLSP.

LIBRARIES

Existing Levels of Services and Improvements

The Woodland Public Library is located in Downtown Woodland and serves the City as well as residents of the surrounding communities. The library is open 58 hours a week, including seven days and four evenings. It provides information that remains free and accessible to everyone, including books, magazines, reference materials, Spanish language materials, and Internet access.

Library facilities in the City of Woodland are funded through the City's General Fund, which is funded primarily by property, and sales tax. The existing library currently has limited staff and facilities to accommodate the existing population. Limitations are based primarily on availability of funds. As development occurs, revenue from property and sales taxes would be added to the City's General Fund, which could finance the expansion of future library services. Currently, an additional 2,000 square feet of unfinished space is being planned, bringing the total space to 25,000 square feet.

The 2002 MPFP identifies approximately $2.7 million for a branch library ($1.6 million), Main Library expansion, additional volumes, automation upgrade, and kiosk. $2.5 million of the projected cost is associated with new development. New development projects are required to contribute fees toward facilities and equipment, but this does not apply to staffing the facilities. The 2002 MPFP has established a development impact fee for library facilities. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April, 2002, Appendix G, Table 5.)*

Plans and Regulatory Requirements

City of Woodland General Plan

The City of Woodland General Plan Policy Document contains guiding principles, goals, and policies related to libraries. Issues addressed include funding and level of service. Some key library policy statements from this document that are relevant to the Study Areas are presented below:

5.J.1. The City shall support a high level of funding for library services.

5.J.2. The City shall require new development to fund its fair share of new and expanded library facilities.

5.J.5. The City shall strive to maintain a library standard of 507 square feet of library space per 1,000 population.

5.J.7. The City shall strive to maintain a library standard of 1,800 volumes per 1,000 population with an annual acquisition rate of 200 volumes

per 1,000 population.

The General Plan (Appendix D) contains additional level of service standard for libraries.

Study Areas Levels of Service and Improvements

Area A

There are no library facilities in Study Area A. The small increase in population growth under the Rural Residential land use designation (about 300) would minimally contribute to increased demand on library facilities. New residential development would be required to contribute fees identified in the MPFP.

Area B

There are no libraries in Study Area B. There are no residential uses proposed in Study Area B, and population increases related to development of new business park and industrial uses in Study Area B are assumed to be accommodated within the Master Plan Area south of Gibson Road (Study Areas D and E). The need for and funding of additional library facilities is addressed below.

Area C

There are no libraries in Study Area C. This area is designated Urban Reserve, and no population-generated demand for library services has been identified.

Area D (Spring Lake Specific Plan)

A demand for approximately 5,700 square feet of additional library space and approximately 19,000 new volumes was identified for the Area D (Spring Lake Specific Plan). The Spring Lake Specific Plan (SLSP) indicates this demand could be met.through expansion of the existing library, location of a branch library within the SLSP, a book mobile, and/or joint use of the high school or Woodland Community College library. A mechanism has been established in the SLSP for funding of additional library services created by SLSP demand. Results of a Fiscal Impact Analysis and/or Financing Plan are required to demonstrate how SLSP development will fund additional library services. *(City of Woodland, Spring Lake Specific Plan, December 2001, p.6-21.)*

Area E

There are no libraries in Study Area E. Population growth in Study Area E would increase the need for additional space and volumes that would be addressed through development fees.

Written Determinations

1. There are no library facilities in Study Areas A, B, C, and E. The 2002 MPFP identifies approximately $2.7 million for a branch library ($1.6 million), Main Library expansion, additional volumes, automation upgrade, and kiosk. $2.5 million of the projected cost is associated with new development. New development projects are required to contribute fees toward facilities and equipment, but this does not apply to staffing the facilities. The 2002 MPFP has established a development impact fee for library facilities. *(Terrance Lowell and Associates, City of Woodland Major Projects Financing Plan 2002 Major Update Report, April, 2002, Appendix G, Table 5.)*

2. A mechanism has been established in the Spring Lake Specific Plan (Study Area D) for funding of additional library services created by SLSP demand, which is assumed to be where most of the new population growth would occur, along with Study Area E.

ELECTRICITY

Existing Levels of Service and Improvements

Pacific Gas and Electric (PG&E) Company provides electricity to the City of Woodland and the study areas from a 96-megawatt substation that includes 12 ten-megawatt circuits radiating from it. Two electric transmission lines are located along the east side of County Road 102, from East Gibson Road to County Road 25A, and from East Street to County Road 102 along the County Road 24A alignment. There are also numerous 12kv overhead electric distribution lines primarily running parallel to roads. The highest transmission from the substation is 115 KV. A generator at Woodland Biomass owned by a third party provides 115 KV transmission and 13 12-KV circuits at the substation. In addition, an 8 MV substation exists nearby, providing 60 KV transmission and 12 KV distribution lines. *(PG&E, personal communication, May 2002.)*

Existing development within the City is adequately served. The current energy demand has created a rush to build new electric plants throughout the state of California. The policy of PG&E is to meet energy demand despite the circumstances. To that end, when new development demonstrates a demand for electric service, PG&E issues will serve letters acknowledging the demand, and provides service to the newly developed facilities. Funding for electric facilities is paid by new development to the service providers whose fees and rates are established through mechanisms that are not governed by the City of Woodland.

Plans and Regulatory Requirements

City of Woodland General Plan

The City of Woodland General Plan Policy Document contains guiding principles, goals, and policies related to electricity. Issues addressed include level of service, planning, and infrastructure. Some key policy statements from this document related to electricity that are applicable to the Study Areas are presented below:

4.J.1. The City shall communicate its major development plans with utility companies and coordinate planning of extension of these facilities.

4.J.2. The City shall require under grounding of utility lines in new development and as areas are redeveloped, except where infeasible for operational reasons.

The City of Woodland also enforces Title 24 of the California Code of Regulations, which sets energy standards for all residential, commercial, and industrial buildings.

Study Areas Levels of Service and Improvements

Pacific Gas and Electric (PG&E) Company provides electricity to the City of Woodland and the study areas from a 96-megawatt substation that includes 12 ten-megawatt circuits radiating from it. PG&E operates and maintains three existing 60 kV electric transmission lines and a switching/substation, along with corresponding distribution facilities, within Study Area D. Land use is currently restricted along the transmission facilities.

Growth in the Study Areas will require the expansion and distribution of electricity transmission lines and facilities. The new development is responsible for the costs associated with the necessary expansion and upgrading of these systems. Any authorized provider may supply this service. (*City of Woodland, Spring Lake Specific Plan, December 2001, pp. 6-14 to 6-15.)*

Written Determinations

1. Pacific Gas and Electric (PG&E) Company provides electricity to the City of Woodland and the study areas. Existing development within the City is adequately served.

2. Funding for electric facilities is paid by new development to the service providers whose fees and rates are established through mechanisms that are not governed by the City of Woodland. Any authorized provider may supply this service.

3. The City of Woodland has established a General Plan policy framework to coordination of electricity service improvements for existing and potential future development with providers.

NATURAL GAS

Existing Levels of Service and Improvements

Natural gas service in the City of Woodland and study areas is provided by Pacific Gas and Electric Company (PG&E). Woodland is served by line 220, an 8-inch gas transmission line, and line 172, a 20-inch gas transmission line. These lines feed two 6-inch high pressure main feeders in Woodland. *(City of Woodland, Woodland General Plan Final Environmental Impact Report, February 1996, p.5-40.)* Gas lines are located under virtually all city streets. *(Jerry Monroe, Gas Distribution Engineer, PG&E, personal communication, May 21, 2002.)*

Existing development in the City is adequately served. New gas facilities will be installed in the future to meet the demand of new customers - no new infrastructure projects are planned at this time. Such projects are only done at the request of a customer. *(Jerry Monroe, Gas Distribution Engineer, PG&E, personal communication, May 21, 2002.)* Funding for natural gas facilities is paid by new development to the service providers whose fees and rates are established through mechanisms that are not governed by the City of Woodland.

Plans and Regulatory Requirements

City of Woodland General Plan

The City of Woodland General Plan Policy Document contains guiding principles, goals, and policies related to natural gas. Issues addressed include planning and infrastructure. Some key policy statements from this document related to natural gas that are applicable to the Study Areas are presented below:

4.J.1. The City shall communicate its major development plans with utility companies and coordinate planning of extension of these facilities.

4.J.2. The City shall require under grounding of utility lines in new development and as areas are redeveloped, except where infeasible for operational reasons.

Study Areas Levels of Services and Improvements

PG&E operates and maintains a 20-inch gas line and an 8-inch gas transmission line and several smaller gas distribution lines within the Study Areas. *(Jerry Monroe, Gas Distribution Engineer, PG&E, personal communication, May 21, 2002)* There is a high-pressure transmission line that runs northwest-southeast through a portion of the City extending from an undeveloped parcel at the junction of East Gibson Road and County Road 102 to Gibson Road in the vicinity of the Study Area D.

Growth in the Study Areas will require the expansion and distribution of gas transmission lines and facilities. The new development is responsible for the costs associated with the necessary expansion and upgrading of these systems. Any authorized provider may supply this service. *(Spring Lake Specific Plan, December 2001, p.6-15.)*

Written Determinations

1. Pacific Gas and Electric (PG&E) Company provides natural gas service to the City of Woodland and the study areas. Existing development within the City is adequately served.

2. Funding for natural gas facilities is paid by new development to the service providers whose fees and rates are established through mechanisms that are not governed by the City of Woodland. Any authorized provider may supply this service.

3. The City of Woodland has established a General Plan policy framework to coordination of natural gas service improvements for existing and potential future development with providers.

REMAINING REVIEW FACTORS

The remaining review factors required by the Cortese-Knox-Hertzberg Act are somewhat less precise and typically more qualitative than the Infrastructure Needs and Deficiencies analysis. As a result, the following discussions and associated determinations are of a more general nature.

Growth and Population

Purpose: **To evaluate service needs based upon existing and anticipated growth patterns and population projections.**

The OPR Draft Service Review Guidelines call for LAFCO to determine anticipated growth patterns and population projections prior to a Sphere of Influence adjustment. Additionally, LAFCO is asked to evaluate if providing services to the affected lands facilitates the implementation of the adopted land use plans rather than inducing growth in areas not intended for growth.

Setting

The original Woodland town site, incorporated in 1871, absorbed virtually all development during the first 60 years of the City's history. No annexations occurred until 1930, when a modest amount of land was added to the south and northeast. No annexations occurred for another 30 years, but starting in 1960, City expansion began to accelerate. Urban growth started to occur in Woodland in larger increments, with major areas annexed during the 1960s, 1970s, 1980s and 1990s.

Yolo County LAFCO adopted a 10-year and 20-year SOI for the City in 1983. The 10-year SOI was intended to deal with short-term expansion (through 1993) and the 20-year SOI longer-term growth (through 2003). The SOI has gone through several minor adjustments since adoption, with no update since approval of the 1996 General Plan. The SOI encompasses all of the Study Area A and a portion of Area B.

The incorporated portion of Woodland currently includes approximately 8,217 acres, and the SOI approximately 849 acres. Woodland's current incorporated boundaries and SOI are reflected on Exhibit 2-2.

Growth Projections

Like most communities within the Sacramento region, the City of Woodland has experienced significant growth pressures. The City's population increased from 39,613 to 47,150 between 1990 and 2000, with over 6,000 jobs added during that same period. *(SACOG Projections, March 2001.)* Woodland, and the Sacramento region in general, are anticipated to remain an attractive area for development into the foreseeable future.

Absorption analyses prepared for the City as part of the 1996 General Plan update note that demand for residential housing units in Woodland from 1995 through 2015 will exceed available units inside the City limits. The 2015 population estimate used for the General Plan update is 65,860. This projected growth represents a 52% increase in population from 1995. It was projected that, based on land use limitations, 25,510 of these residents would need to be accommodated in areas outside the current incorpo-

rated limits. When converted to units, a total of 9,004 housing units were projected to be required to meet demand in Woodland from 1995 through 2015. It was estimated that 2,760 new units would become available inside the existing City limits, and 6,244 outside the City limits. *(City of Woodland General Plan EIR, February 1996, Appendix A.)*

The California Department of Finance (DOF) estimates the current 2002 Woodland population to be 50,400, (State of California, Department of Finance, E-1 City/County Population Estimates, with Annual Percent Change, January 1, 2001 and 2002. Sacramento, California, May 2002.) which is 1,400 persons less than the General Plan 2005 estimate (51,828). According to the DOF estimates, Woodland is adding approximately 5,661 persons every 5 years. The General Plan employment projections also anticipate significant non-residential growth. Total employment was projected to increase by 19,680 from 1995 to 2015. This growth represents a 4% compounded annual increase. Industrial and office development were anticipated to grow at the fastest rates. *(City of Woodland General Plan EIR, February 1996, Appendix B)* Growth projections prepared for the General Plan are summarized in Table 2 below.

TABLE 2 - GENERAL PLAN POPULATION, HOUSING, AND EMPLOYMENT PROJECTIONS WOODLAND 1994-2015 (*City of Woodland General Plan EIR, February 1996, Appendix A and B.)*

Category	1994	2015	Increase	Compound Annual Growth Rate
Population	42,474	65,860	23,386	1.8%
Housing Units	15,822	25,272	9,450	2.0%
Employment	15,326	35,006	19,680	3.7%

SOURCE: SACOG, Davis Taussig & Associates, Mintier & Associates, 1995

The Sacramento Area Council of Governments (SACOG) prepared more recent population and employment projections in March of 2001. Similar to the projections prepared for the General Plan Update, they predict significant growth in Woodland's population and employment. While the rates of growth are slightly below that projected for the General Plan at 2015, the conclusions identified in the General Plan are still valid. The SACOG projections extend out beyond 2015 to 2025.

Growth projections prepared by SACOG for Woodland are summarized in Table 3 below.

TABLE 3 - SACOG POPULATION, HOUSING, AND EMPLOYMENT PROJECTIONS WOODLAND 2015-2025 (*SACOG Projections, March 2001)*

Category	2015	2020	2022	2025
Population	60,415	66,570	68,910	71,250
Housing Units	22,689	25,127	25,842	26,728
Employment	31,926	36,291	37,573	39,008

Source: SACOG, 2001

Based on the General Plan growth projections, as generally supported by more recent SACOG projections and actual growth, it was concluded that unmet residential demand "will have to be addressed by areas outside existing City limits." *(City of Woodland General Plan EIR, February 1996, Appendix A)* The projections also note demand for retail and office/industrial development outside the City limits. The Woodland General Plan states that in order to accommodate projected future growth, the City must "make additional lands available for urban development, continue infill development, and encourage re-use of underutilized lands." *(City of Woodland General Plan, February 1996, p. 11.)*

Growth Plans

The City of Woodland General Plan formalizes a long-term vision for the physical evolution of the City. In addition to defining the Planning Area, the General Plan outlines policies, standards and programs to direct day-to-day decisions regarding development.

The City's 1996 General Plan guides growth in the City through 2020. The General Plan identifies that future residential growth will occur in a 1,748-acre "master plan" area south of the existing City Limits (Study Areas D and E). In December of 1997, the City Council approved a petition to initiate a specific plan process for a 1,097-acre portion of the master plan area (Study Area D). The resulting specific plan, the Spring Lake Specific Plan, was tentatively approved by the City Council in August of 2000. It is anticipated that the 651-acre master plan "remainder area" (Study Area E) will be separately planned in a future specific plan effort. *(City of Woodland Spring Lake Specific Plan, December 2001.)*

The Spring Lake Specific Plan (Study Area D) provides for a total of 4,037 dwelling units with a projected population of 11,270 based on an average persons-per-

household assumption of 2.792 (DOF, 2000). It is anticipated that build out of the specific plan would occur by 2015. The City has assumed approximately 2,882 dwelling units in the master plan remainder area (Study Area E), with a projected population of 8,047. The residential growth identified in Areas D and E is anticipated to accommodate residential demand in the City of Woodland through the year 2020.

Written Determinations

1. The City of Woodland General Plan identifies a Planning Area boundary that includes areas outside the current City limits. The Planning Area is defined as "all land designated for or to be considered for future development as part of Woodland". This is the area most likely to be considered by the City to accommodate future development demand.

2. A portion of the Planning Area (Study Areas D and E) has been targeted to accommodate residential growth in the City through the year 2020. A Specific Plan, the Spring Lake Specific Plan, has already been approved for Study Area D. It is anticipated that Study Area E will be separately planned in a future specific plan effort. If development were to occur in the remaining Study Areas, it would be in addition to projected 2020 residential demand, or could accommodate un-met residential demand.

Finance Constraints and Opportunities

Purpose: **To evaluate factors that affect the financing of needed improvements.**

An examination of Financing Constraints and Opportunities includes an evaluation of issues that (1) affect the cost and implementation of financing mechanisms or practices to fund needed improvements, and (2) enhance revenue streams. Evaluating these issues as part of the MSR process should help to ensure new development does not overly burden existing infrastructure and/or revenue streams.

Setting

The FY 2002-2003 interim budget shows that the City's General Fund is in stable financial shape, with some potential capital shortfalls expected in the future. As with all jurisdictions within California, a primary challenge has been dealing with various shortfalls and potential changes to revenue distribution at the State level. The City maintains a budget reserve and coordinates its budgeting process in an attempt to anticipate and respond to State issues and other potential financing issues.

The City levies a series of development impact fees to offset the impacts of new development. Fees are based on Government Code §66000 et seq., which requires the agency setting the fee to: (a) identify the purpose of the fee; (b) identify the use to which the fee will be put; (c) determine the nexus between the type of development charged the fee, the amount of the fee and its use; and (d) determine the reasonable relationship between the need for the public facility or improvement and the project upon which the fee is imposed. Fund revenues and balances are contained in the City's annual budget. In addition to fees established in accordance with Government Code §66000, the City may also establish fees or exactions through the development agreement process.

In addition to development impact fees, the City uses a variety of financing mechanisms to fund infrastructure and services, some of which are discussed in Infrastructure Needs and Deficiencies, of this Municipal Service Review page 15. Examples of the type of funding mechanisms used include:

- User/Services Fees (water, wastewater, storm drainage)
- General Fund (property and sales tax)
- Federal/State Grants and Programs (primarily transportation programs)
- Direct Developer Contribution/Construction
- Community Facilities Districts

Plans and Regulatory Requirements

City of Woodland General Plan

The City of Woodland General Plan contains numerous policies that address the need to fund various infrastructure and services. These include policies that require new development to construct or fund improvements necessary to mitigate that development's impacts. Policies relating to funding can be found for recreational facilities, transportation and circulation, public facilities and services, and health and safety issues. A goal of the General Plan

(Goal 4.B) is to "...ensure that adopted facility and service standards are achieved and maintained through the use of equitable funding methods." General funding and fiscal policies include the following:

4.B.1. The City shall require that new development pay its fair share of the cost of providing new public services and/or the costs of upgrading of all existing facilities it uses, based on the demand for these facilities attributable to the new development; exceptions may be made when new development generates significant public benefits (e.g., low-income housing, primary-wage-earner employment) and when alternative sources of funding can be obtained to offset foregone revenues.

4.B.3 The City shall require preparation of a fiscal impact analysis for all specific plans or significant general plan land use amendments. The analysis will examine the fiscal impacts on the City and other service providers that result from large-scale development. The fiscal analysis shall project a positive fiscal impact from new development or include mechanisms to fund projected fiscal deficits; exceptions may be made when new development generates significant public benefits (e.g., low-income housing, primary-wage-earner employment) and when alternative sources of funding can be obtained to offset foregone revenues.

City of Woodland Major Projects Financing Plan

The City of Woodland updated its Major Projects Financing Plan in 2002 in order to establish needed capital improvements, maintain level of service standards, and determine the financing mechanisms for such improvements. This update sets development impact fees in accordance to Government Code §66000 et seq. to ensure that new development will pay for the required infrastructure set forth in the City's General Plan and adopted Master Plans.

City of Woodland Municipal Code

The City of Woodland's Municipal Code includes the following chapters that manage financial issues:

- Chapter 2 - Administration
- Chapter 8a - Cable Communication System
- Chapter 17a - Property
- Chapter 19 - Wastewater Discharge and Treatment
- Chapter 20 - Streets and Sidewalks
- Chapter 21 - Subdivision
- Chapter 23 - Taxation
- Chapter 23c - Utilities

In addition to the above, other documents that address financing include the Parks, Recreation and Community Services Master Plan, Storm Drainage Facilities Master Plan, Bikeway Master Plan, Streets Master Plan Update, and the City Budget.

Practices

General Fund Reserve

The City ensures, through its budgetary process, that 8 percent of its General Fund is kept in reserve, which roughly equates to $2 million dollars. *(Margaret Vicars, Woodland Director of Finance, personal communication, July 2, 2002.)* This reserve is kept to buffer the City from short-term revenue stream lapses and emergencies.

Historic Performance

The City of Woodland has historically fared very well in terms of financial well-being. It has weathered a number of economic cycles that were devastating to many communities in California. Due to the fact that the City receives a sizable amount of revenue from the State, several adjustments have and are being made to counter the State budgetary shortfall that has occurred in this fiscal year. *(Margaret Vicars, Woodland Director of Finance, personal communication, July 2, 2002.)*

Bond Rating

The City of Woodland has not requested a bond rating evaluation in some time. The last known bond rating was "A" obtained in 1995 from Moody's Investment Service for the Public Library Refinancing Project Certificates of Participation. *(Margaret Vicars, Woodland Director of Finance, personal communication, July 2, 2002.)* This high rating will

allow the City to issue ample bonds if necessary.

Long-term Debts

The City does not currently hold very much long-term debt. A Certificate of Participation for the City Library remodel was issued in 1989; there are three years left until this obligation is fulfilled. It was paid for through a utilities user tax for water usage (currently 13% of water bill), which was capped at a maximum of $500/year per user. *(Margaret Vicars, Woodland Director of Finance, personal communication, July 2, 2002.)*

Cost-Saving Reorganizations

Between 1992 and 1994, a major City government restructure occurred. The restructure was primarily initiated in response to a State imposed shift in ERAF, resulting in a loss to the City of approximately $1.4 million annually in revenue. This restructure was conducted to ensure the efficient use of staff and resources, and resulting in restructuring of some departments, including shifting and consolidation of duties. Minor adjustments are now made in a continual attempt to maximize efficiency; many of these changes are instigated due to rapid technological advances. *(Margaret Vicars, Woodland Director of Finance, personal communication, September 9, 2002)*

Annual Budgetary Process

The city conducts a bi-annual review of its budget status. At the beginning of the fiscal year, a Preliminary Operations and Maintenance budget is developed as a framework for the final budget. The City relies on the State for some of its revenues. The Final City budget is prepared mid-year following adoption of the State budget and completion of Bargaining Unit Memorandums of Understanding. *(Margaret Vicars, Woodland Director of Finance, personal communication, September 9, 2002.)*

Opportunities to Share Facilities

The City has taken a number of steps such as analyzing opportunities to share facilities with other jurisdictions/districts in order to defer costs. For more information on this, please refer to page 103 of this Municipal Service Review.

Written Determinations

1. The City of Woodland has established a record of exploring a variety of opportunities to fund infrastructure and services and reduce operating costs. The General Fund is in stable shape currently, but the Capital Budget may encounter a shortfall in the coming years. The potential shortfall could be supplemented through the issuance of bonds, however, and the City is evaluating the feasibility of such actions. *(Margaret Vicars, Woodland Director of Finance, personal communication, August 16, 2002.)* As

with all jurisdictions within California, a primary challenge has been dealing with various shortfalls and potential changes to revenue distribution at the State level. The City maintains a budget reserve and coordinates its budgeting process in an attempt to anticipate and respond to State issues and other potential financing issues.

2. The City's General Plan provides a policy structure to proactively plan for new development and finance the infrastructure and services required of that development. As part of the approval process for the Spring Lake Specific Plan (Area D), a Preliminary Financing Plan was submitted. The proposed financing strategy includes formation of a Mello-Roos Communities Facilities District, or other viable legal mechanism, to allow for financing of most of the backbone infrastructure and public facilities. In addition to infrastructure financing, development would be funded by a combination of City and County development impact fees, plan area fees, school fees, private capital from the developer, and possibly other mechanisms. Among other conditions, the City Council must adopt a Capital Improvement Plan (CIP) and final comprehensive Public Facilities Financing Plan prior to approval of any tentative map within the boundaries of the Spring Lake Specific Plan. *(City of Woodland, Spring Lake Specific Plan, December 2001.)*

3. In accordance with City policies and practices, It is anticipated that similar measures would be required if the City were to consider development in any of the other Study Areas.

Cost Avoidance Opportunities

Purpose: **To identify practices or opportunities that may help eliminate unnecessary costs.**

Cost avoidance opportunities include those that eliminate unnecessary cost derived from:

- Duplication of service efforts and facilities;
- Higher than necessary administration/operating cost ratios;
- Reliance on outdated or deteriorating infrastructure and equipment, underutilized equipment or buildings or facilities;
- Overlapping/inefficient service boundaries;
- Inefficient purchasing or budgeting practices;
- Lack of economies of scale; and
- Inefficient use of outsourcing opportunities.

Setting

The City of Woodland provides water, wastewater, roadway, law enforcement, fire protection, solid waste (via contract), storm drainage, parks and recreation and library services within its corporate boundaries. The City is responsible for the administration of these services including budgeting and exploring opportunities to avoid unnecessary or excess costs. Specific services are discussed in Infrastructure Needs and Deficiencies, of this MSR page 17.

Plans and Regulatory Requirements

City of Woodland General Plan

The City of Woodland General Plan includes numerous policies that address growth and the provision of services and infrastructure. While none directly address cost avoidance opportunities, a number of policies discuss infrastructure and service financing. Emphasis in placed on the need for new development to pay a fair share portion of that development's impacts. Many of these policies are noted in other sections of this MSR.

Practices and Performance

Annual Budgetary Process

The City's annual budget process includes a review of the previous year's accomplishments, upcoming year goals and programs, and specific funding to carry out those pro-

grams. As part of this process, the City reviews the cost of service and opportunities to address cost avoidance. An example of the type of cost avoidance that may occur during budgeting relates to requests for information technology equipment. The City consolidates requests from all departments, and determines which requests may be redundant and where sharing of equipment could reduce costs. Similar review is performed for most budgeted items. The City conducts a bi-annual revue of its budget status. At the beginning of the fiscal year, a Preliminary Operations and Maintenance budget is developed as a framework for the final budget. Additionally, the City ensures, through its budgetary process, that 8 percent of its General Fund is kept in reserve.

City of Woodland Major Projects Financing Plan

The City of Woodland uses its Major Projects Financing Plan (2002) to determine proper fees and exactions for infrastructure and services. The plan sets development impact fees in accordance with Government Code section 66000 to ensure that new development pays for the required infrastructure set forth in the City's General Plan and adopted master plans. In establishing fees and exactions, the City reviews costs and obligations to help ensure that unnecessary costs are not included.

Fiscal Impact Analysis

The City's General Plan requires that a fiscal impact analysis be prepared for major development proposals:

> 4.B.3 The City shall require preparation of a fiscal impact analysis for all specific plans or significant General Plan land use amendments. The analysis will examine the fiscal impacts on the City and other service providers that result from large-scale development. The fiscal analysis shall project a positive fiscal impact from new development or include mechanisms to fund projected fiscal deficits; exceptions may be made when new development generates significant public benefits (e.g., low-income housing, primary wage-earner employment) and when alternative sources of funding can be obtained to offset foregone revenues. *(City of Woodland General Plan, February 1996, p. 4-4.)*

Cost-Savings

Between 1992 and 1994, a major City government restructure occurred. This restructure was conducted to ensure the efficient use of staff and resources, and resulting in restructuring of some departments, including shifting and consolidation of duties. Minor adjustments are now made in a continual attempt to maximize efficiency; many of these changes are instigated due to rapid technological advances. *(Margaret Vicars, Woodland Director of Finance, personal communication, July 2, 2002.)*

In addition, the City has made efforts to take advantage of opportunities for sharing facilities and services with other agencies. Existing efforts include: joint recreational planning with the Woodland Joint Union School District, Yolo County, and the Woodland Community College; animal control with Yolo County; creation of County regional park facilities via discussions with Yolo County and other nearby cities; participation in creation of the Yolo County Habitat Management Program; roadway connections with Yolo County; working with the Yolo County Flood Control and Water Conservation District; and mutual aid agreements by the Woodland Police and Fire Departments. For more information, please refer to page 103, Opportunities for Shared Facilities.

Written Determinations

1. The City of Woodland has made efforts to avoid unnecessary costs and operate in a fiscally efficient manner.

2. The approval process for the Spring Lake Specific Plan (Area D) incorporated preparation of a Fiscal Impact Analysis and Preliminary Financing Plan. In addition to other conditions, prior to approval of the first subdivision map in the specific plan area, a Capital Improvement Program and Final Financing Plan need to be prepared. These mechanisms will help to avoid unnecessary costs and ensure efficiencies in funding. Future provision of services will be incorporated into the City budgetary and Major Projects Financing Plan process.

3. n accordance with City policies and practices, it is anticipated that similar measures would be required if the City were to consider development in any other Study Area. All areas would be included under any cost avoidance actions undertaken by the City of Woodland.

Opportunities for Rate Restructuring

Purpose: **To identify opportunities to positively impact rates without decreasing service levels.**

The OPR Draft LAFCO Service Review Guidelines suggest that LAFCO may compile and review certain rate related data and other information that may impact rates. The focus is on whether or not there are viable options to increase the public agency's efficiency through rate restructuring prior to any SOI adjustment.

Setting

The study areas are contiguous to the City of Woodland and border no other municipality. The limited development presently located within the study areas pay for services at rates set by current service providers. The rates and fees discussed in this section primarily relate to services that would be provided by the City should it ultimately assume jurisdiction. Specifically, the City would set rates and fees for water, wastewater, roadways, police, fire, solid waste, storm drainage, parks, and libraries. All other services (electric, natural gas, cable, etc.) would continue to be provided by existing providers whose rates are established through mechanisms that are not governed by the City of Woodland.

Plans and Regulatory Requirements

City of Woodland General Plan

The City of Woodland General Plan contains limited policies that directly address rate-restructuring opportunities. The General Plan does, however, include a number of policies devoted to infrastructure and service financing. These include policies that require new development to construct or fund improvements necessary to mitigate that development's impacts. In addition, a fiscal impact analysis is required for all new significant development as noted below:

> 4.B.3 The City shall require preparation of a fiscal impact analysis for all specific plans or significant general plan land use amendments. The analysis will examine the fiscal impacts on the City and other service providers that result from large-scale development. The fiscal analysis shall project a positive fiscal impact from new development or include mechanisms to fund projected fiscal deficits; exceptions may be made when new development generates significant public benefits (e.g., low-income housing, primary wage-earner employment) and when alternative sources of funding can be obtained to offset foregone revenues. *(City of Woodland General Plan, February 1996, p. 4-4.)*

City of Woodland Major Projects Financing Plan

The City of Woodland currently uses the recently updated Major Projects Financing Plan (2002) to determine proper fees and exactions for infrastructure and services. The plan includes elements such as the Capital Improvements Project list (Appendix C) and a Growth Forecast to help determine the appropriate development fees. *(Margaret Vicars, Woodland Director of Finance, personal communication, July 2, 2002.), (City of Woodland Major Projects Financing Plan, April 2002, p. 3.)* The plan sets development impact fees in accordance with Government Code §66000 to ensure that new development pays for the required infrastructure set forth in the City's General Plan and adopted Master Plans.

The development fees are ultimately calculated by evaluating a "cash flow analysis, interfund borrowing, and funding from outside sources". *(City of Woodland Major Projects Financing Plan, April 2002, p. 4.)* Specific fees are detailed in Appendix G of the Major Projects Financing Plan.

Written Determinations

1. The City has used a proactive approach to ensure the long-term stability of the City's financial position and appropriate fees and rates. This includes policies in its General Plan that require new development to pay for infrastructure and services.

2. The City uses and regularly updates its Major Projects Financing Plan to set and adjust rates and fees. In addition, the City has taken a number of steps, such as analyzing opportunities to share facilities with other jurisdictions/districts, in order to defer costs.

3. Approval of the Spring Lake Specific Plan (Area D) has included preparation of a Preliminary Financing Plan which details the financing mechanisms and structure required in order for the project to progress. These financing stipulations detail specific guidelines to ensure that development occurs in an orderly fashion, and will not fiscally impose on the City of Woodland. Among other requirements, the Spring Lake Specific Plan (Area D) mandates that the City must adopt a Capital Improvement Plan and Final Public Facilities Financing Plan prior to any tentative map approval for the project. The Final Public Facilities Financing Plan is required, at a minimum, to include:

    - Conceptual engineering designs and cost estimates with adequate contingencies for the required public facilities.

    - Phasing plan that indicates when each facility will be needed in re-

lationship to Specific Plan areas being developed.

- An allocation of public facilities costs by land use category, in a fair and equitable manner, so that each owner is paying the appropriate fair share of the public facilities costs.
- Analysis of various funding options and their appropriate application, including but not limited to Citywide development impact fees, Specific Plan area of benefit fees, Mello-Roos Community Facilities Districts (CFDs), traditional assessment districts, Lighting and Landscaping Districts, and private capital.
- An implementation program for each of the recommended funding options, procedural requirements, timing, and administrative costs.
- Discussion of policies regarding the funding for oversized facilities and associated fee credit/reimbursement policies.
- Discussion of issues related to participation of landowners in any current public financing districts (CFDs or assessment districts).
- Examination of fiscal "gaps" that may result if tax revenues generated from build-out of Plan are determined not to cover general fund expenses. The financing plan should identify feasible mechanism for funding that net deficiency. *(Spring Lake Specific Plan, adopted December 2001, pp. 8-8, 9.)*

4. Consistent with City policies and practices, it is anticipated that similar measures would be required if the City were to consider development in any other Study Area.

Opportunities for Shared Facilities

Purpose: **To determine if public service costs may be reduced if strategies for sharing facilities and resources are developed.**

As part of the MSR process, LAFCO is responsible for evaluating possible opportunities for sharing facilities and resources between jurisdictions and districts. The benefits of sharing buildings/up-keep costs for facilities are numerous: pooling of funds to enjoy economies of scale, reduced service duplications, diversion of administrative functions of some facilities, reduced costs, and providing better overall services. Maximizing the opportunities to share facilities allows for a level of service to citizens that may not otherwise be possible under normal funding constraints.

Liabilities of such facility-sharing opportunities are not to be forgotten, however. When a municipality enters into a shared agreement, it generally relinquishes a portion of its control of the respective facilities. Additionally, the facilities may not be entirely suited to what the municipality's needs are (e.g., facilities may be at an inconvenient locale, be under-sized/over-sized to suit needs, have limited facility availability, etc.).

Setting

The City of Woodland is somewhat isolated from other municipalities. The City of Davis, its nearest neighbor, lies approximately 5 miles to the south of Woodland's incorporated limits. Other nearby cities, Dixon, West Sacramento, and Winters are all nearly 13 miles away. As a result, opportunities for shared facilities are focused primarily on Yolo County and local districts.

Plans and Regulatory Requirements

City of Woodland General Plan

A Guiding Principal of the Woodland General Plan is to "foster increased cooperation and coordination among governmental agencies." *(City of Woodland General Plan, February 1996, p. 18.)* The General Plan goes on to state that it "seeks to pursue joint facility planning to achieve cost efficiencies." *(City of Woodland General Plan, February 1996, p. 18.)* While specific policies addressing shared facilities are limited, Policy 5.A.3 notes that specified recreational standards "may be satisfied through any combination or joint development of public facilities, private recreational facilities, and school facilities." *(City of Woodland General Plan, February 1996, pp. 6-4.)*

For the purposes of this MSR, it is assumed that existing General Plan policy would apply to the study areas.

Practices and Performance

Athletic Facilities

The City of Woodland has teamed with the Woodland Joint Union School District, Yolo County, and the Woodland Community College to pool funds for the creation of quality, athletic facilities. *(City of Woodland Spring Lake Specific Plan, December 2001, pp. 6-10.) (City of Woodland Parks, Recreation and Community Services Master Plan, 1998, p. 36.).* The pooling of funds allows for higher caliber facilities to be available to both high school and college level athletes in the area. These facilities are also available for public use on a limited basis, as well. *(Margaret Vicars, Woodland Director of Finance, personal communication, July 2, 2002.)*

Animal Control

Woodland has teamed with Yolo County for its animal control services. By joining with Yolo County, Woodland ensures that animal control services are provided in an efficient manner without a duplication of effort that would be expected if two entities were to work autonomously. *(Margaret Vicars, Woodland Director of Finance, personal communication, June 2, 2002.)*

Regional Park System

The creation of County regional park facilities is currently being discussed with Yolo County and other nearby cities. *(Margaret Vicars, Woodland Director of Finance, personal communication, July 2, 2002.)* By combining efforts, the jurisdictions may be able to supplement recreational opportunities by providing facilities that they individually would not be able to provide.

Yolo County Habitat Conservation Program (YHCP)

The City of Woodland has participated in the development of the YHCP with a number of other municipalities in Yolo County. The YHCP will establish a basis for habitat management and measures to reduce the effects of development on this habitat through the year 2010. *(Yolo County Habitat Management Program, Final Land Use technical Background Report, December 1994, p. 1.)*

Roadway Connections

Roadway agreements are regularly established for the connections between the City of Woodland and Yolo County in order to facilitate orderly transitions between City and County roads.

Yolo County Flood Control and Water Conservation District (YCFCWCD)

The Spring Lake Specific Plan Area has worked in conjunction with the YCFCWCD to utilize the Farmers Central Channel that is located within the Plan Area for storm water runoff needs. The channel is normally used as a supply canal for irrigation, but can double for storm water conveyance in times of need. *(City of Woodland Spring Lake Specific Plan, December 2001, pp. 6-8.)*

Woodland Fire Department (WFD)

The WFD provides emergency medical and fire protection services within the City of Woodland in addition to unincorporated areas of the county. The Springlake Fire Protection District contracts with the City of Woodland to provide fire protection services within the district boundaries. The WFD maintains a countywide agreement that calls for automatic emergency aid when requested from all other cities, the County and other fire districts in the county. *(Emily Riley, Administrative Clerk, Woodland Fire Department, June 11, 2002.)*

Woodland Police Department (WPD)

The WPD provides law enforcement services to the City of Woodland. The WPD has a mutual aid agreement with the Yolo County Sheriff's Department, mainly oriented at special incidents requiring additional support. *(Lt. Charles Wilts, Lieutenant, Administrative Services Division, Woodland Police Department, personal communication, July 2002.)*

Yolo County Public Agency Risk Management Insurance Authority (YCPARMIA)

The City of Woodland participates in the YCPARMIA for the provision of insurance. The YCPARMIA provides various types of insurance, with a primary exception being medical insurance. *(Margaret Vicars, Finance Director, City of Woodland, personal communication, October 30, 2002.)*

Yolo County Communications Emergency Services Agency (YCCESA)

The City of Woodland is part of YCCESA, a Joint Powers Agency that also includes Yolo County, and the cities of West Sacramento, Winters and Davis. The YCCESA provides for a single dispatch center, coordinates response activities county-wide in times of disaster, and coordinates the exchange of information with the State. *(Margaret Vicars, Finance Director, City of Woodland, personal communication, October 30, 2002.)*

Telephone Services

Yolo County is the telephone vendor for the cities of Woodland and Davis. The County owns the telephone system and the cities pay for maintenance of that system. *(Marga-*

ret Vicars, Finance Director, City of Woodland, personal communication, October 30, 2002)

Written Determinations

1. The City of Woodland has made efforts to take advantage of opportunities for sharing facilities and services with other agencies. The City continues to look for opportunities to either defer costs or increase local services through joint-use agreements and other mechanisms.

2. Among other requirements, the Spring Lake Specific Plan (Area D) requires that, prior to approval of the first tentative map in the plan area, a Capital Improvement Plan and final comprehensive Public Facilities Financing Plan must be adopted. The Spring Lake Specific Plan area will participate in the same shared facilities and services agreements that the City of Woodland currently adheres to (e.g., police, fire, schools, etc.). In addition, the Specific Plan includes joint use of parking at the town center (retail and central park), joint use between schools and parks in identified neighborhood nodes, and joint use between the high school, middle school and college.

3. Consistent with City policies and practices, it is assumed that similar opportunities to share facilities would be required if the City were to consider development in any other Study Area.

Government Structure Options

Purpose: **To consider the advantages and disadvantages of various government structures that could provide public services.**

LAFCO's are not required to enact changes in government structure as part of an MSR, although proposals may be initiated concurrently or subsequently. LAFCO's are required to consider the advantages and disadvantages of available options. In reviewing potential government structure options, consideration may be given to financial feasibility, service delivery quality and cost, regulatory or government frameworks, operational practicality, and public reference.

Setting

As previously noted in this MSR, the City of Woodland provides primary services and infrastructure within its current incorporated boundaries, and Yolo County within unincorporated areas including the study areas. Both jurisdictions are autonomous and not subject to the others regulations, although the agencies do work together to coordinate on issues when possible (see page103, Opportunities for Shared Facilities). Both jurisdictions use similar public participation and hearing requirements in the planning and development process, many of which are dictated by State planning law.

Plans and Regulatory Requirements

City of Woodland General Plan

The City of Woodland General Plan includes numerous policies that address growth and the provision of services and infrastructure. Many of these policies are noted in other sections of this MSR. No policies are noted that directly address government structure options.

Practices and Performance

Yolo County provides a number of services for the residents of the County, including the study areas. The levels of services provided are structured towards the more rural nature of development in the County and reflect the sheer amount of geographic area that must be covered. The County generally promotes urban level development within incorporated rather than unincorporated areas.

The City of Woodland provides a number of high-quality services to its citizens. As a municipality, services are structured to meet the needs and expectations of urban/ suburban levels of development. Should urban level development occur within the study areas, it would be dependent upon the extension of infrastructure and provision of services from the City of Woodland. The levels of service that would be provided to the study areas would significantly exceed the services currently available. The respec-

tive services and the ability for Woodland to serve the study areas are presented in Infrastructure Needs and Deficiencies page 15 of this MSR.

Public participation in the planning and development process would be similar whether development in the study areas occurred within the City of Woodland or Yolo County. Both jurisdictions would require a planning process that would include public input and public hearings. Many elements of the process are required by California planning law.

Written Determinations

1. Urban development in the study areas is dependent upon the extension of infrastructure and services from the City. The City has established a policy framework and review process for such development.

2. The approval process for the Spring Lake Specific Plan involved opportunities for public input including numerous public hearings at the Planning Commission and City Council. The specific plan provides for a full level of urban services to the Spring Lake area via the City of Woodland's government structure.

3. Consistent with City policies and practices, it is anticipated that similar measures would be incorporated if the City were to consider development in any other Study Area.

Management Efficiencies

Purpose: **To evaluate the management capabilities of the organization.**

Efficiently managed organizations provide high levels of public services without unnecessary or inefficient expenditures of public funds. They maximize the quality and use of human and operational resources and strive to provide the best services feasible considering local conditions and circumstances. An efficiently managed organization reports budget and reserve data to customers, and either reinvests excess reserves in infrastructure or operations or returns excess funds to service users through rate reductions or service improvements.

Setting

The City of Woodland provides a variety of services within its corporate boundaries including water, wastewater, roadways, law enforcement, fire protection, solid waste (via contract), storm drainage, parks and recreation and libraries as well as administrative functions. The City is responsible for managing these services including budgeting, operations, capital improvements and policies. Specific services are discussed in Infrastructure Needs and Deficiencies page 15 of this MSR .

Regulatory Documents

City of Woodland General Plan

The City of Woodland General Plan includes numerous policies that address growth and the provision of services and infrastructure. Many of these policies are noted in other sections of this MSR. No policies are noted that directly address management efficiencies.

Practices and Performance

Annual Budgetary Process

The City's budget process is a key mechanism used to review efficiencies in the management of City services and programs. The annual budget process includes a review of previous year accomplishments, upcoming year goals and programs, and specific funding to carry out those programs. The budget is adopted through a public hearing process by the City Council. The City conducts a bi-annual review of its budget status. At the beginning of the fiscal year, a Preliminary Operations and Maintenance budget is developed as a framework for the final budget. The City relies on the State for some of its revenues. The Final City budget is prepared mid-year following adoption of the State budget and completion of Bargaining Unity Memorandums of Understanding. *(Margaret Vicars, Woodland Director of Finance, personal communication, July 2, 2002)* Ad-

ditionally, the City ensures, through its budgetary process, that 8 percent of its General Fund is kept in reserve.

City of Woodland Major Projects Financing Plan

The City of Woodland uses its Major Projects Financing Plan (2002) to determine proper fees and exactions for infrastructure and services. The plan sets development impact fees in accordance with Government Code section 466000 to ensure that new development pays for the required infrastructure set forth in the City's General Plan and adopted master plans. The Financing Plan helps to ensure that services are adequately managed and funded in an efficient manner.

Cost-Savings

Between 1992 and 1994, a major City government restructure occurred. This restructure was conducted to ensure the efficient use of staff and resources, and resulting in restructuring of some departments, including shifting and consolidation of duties. Minor adjustments are now made in a continual attempt to maximize efficiency; many of these changes are instigated due to rapid technological advances. *(Margaret Vicars, Woodland Director of Finance, personal communication, July 2, 2002.)*

In addition, the City has taken a number of steps such as analyzing opportunities to share facilities with other jurisdictions/districts in order to defer costs. For more information on this, please refer to page 103, Opportunities for Shared Facilities of this MSR.

Written Determinations

1. The City of Woodland has made an effort to maximize the efficiencies of it management and operations.

2. The Spring Lake Specific Plan has already completed an extensive planning process through the City of Woodland, including approval of a specific plan and certification of an EIR. The approval process for the Spring Lake Specific Plan (Area D) incorporated preparation of a Fiscal Impact Analysis and Preliminary Financing Plan. Among other requirements, prior to approval of the first subdivision map in the specific plan area, a Capital Improvement Program and Final Financing Plan need to be prepared. Future provision of services will be incorporated into the City budgetary and Major Projects Financing Plan process.

3. In accordance with City policies and practices, it is anticipated that similar measures would be incorporated should the City consider development in any other Study Area.

Local Accountability and Governance

Purpose: **To evaluate the accessibility and levels of public participation associated with the agency's decision-making and management processes.**

The ability to involve the public in a jurisdiction's management process is an important consideration in determining the accountability of a government agency. OPR's Draft Service Review Guidelines note measures such as public participation, legislative and bureaucratic accountability, and easy accessibility to public documents and information as important in ensuring public participation in the decision making process.

Setting

The City of Woodland is responsible for governance within its incorporated boundaries. The City Council, elected at large by the citizens of Woodland, is responsible for setting policy in the City. Actions of the Council, including opportunities for public involvement and public hearing, are regulated in accordance with applicable statutes and City procedures.

Plans and Regulatory Requirements

Woodland General Plan

The City of Woodland General Plan has a limited number of policies directly addressing local accountability and governance. The General Plan itself was developed and adopted through a series of public workshops and hearings. Policies are specifically included in the Housing Element and Public Facilities and Services Element that promote opportunities for the involvement of Woodland's citizens in the General Plan process.

Practices and Performance

The following is a list of some of the opportunities available for the public to involve and inform themselves in Woodland's governmental affairs:

- All City Council meetings are aired on the local-access channel. (Sue Vannucci, Woodland City Clerk, personal communication, July 2, 2002.) In addition, the channel is used at non-meeting times to show community activities and informational posting for the public. *(Margaret Vicors, Finance Director, personal communication, September 9, 2002.)*
- All Planning Commission meetings are aired on the local-access channel. *(Sue Vannucci, Woodland City Clerk, personal communication, July 2, 2002)*

- The City has a website with a variety of current information, contact information, and general information. The site appears to be quite current and easily navigable, even for novices.

- The City Council members all have e-mail addresses posted on Woodland's website, which allows for easy access. In addition, most of Woodland's commissions have both e-mail and phone number contact information on the website. *(City of Woodland website (http://www.ci.woodland.ca.us/), accessed 7/23/02.)*

- The budget is not posted on the website, but is readily available for review or purchase at City Hall. The cost per copy is between $20-25, which only recoups the cost of printing the document.)

- All City plans and regulatory documents are available for viewing or purchase from the City.

- Although the City does not currently publish a community newsletter *(Sue Vannucci, Woodland City Clerk, personal communication, July 2, 2002.)*, it does update its website frequently and include items such as current events. Utility bills regularly include informational inserts for current information, as well. *(Sue Vannucci, Woodland City Clerk, personal communication, July 2, 2002.)*

Written Determinations

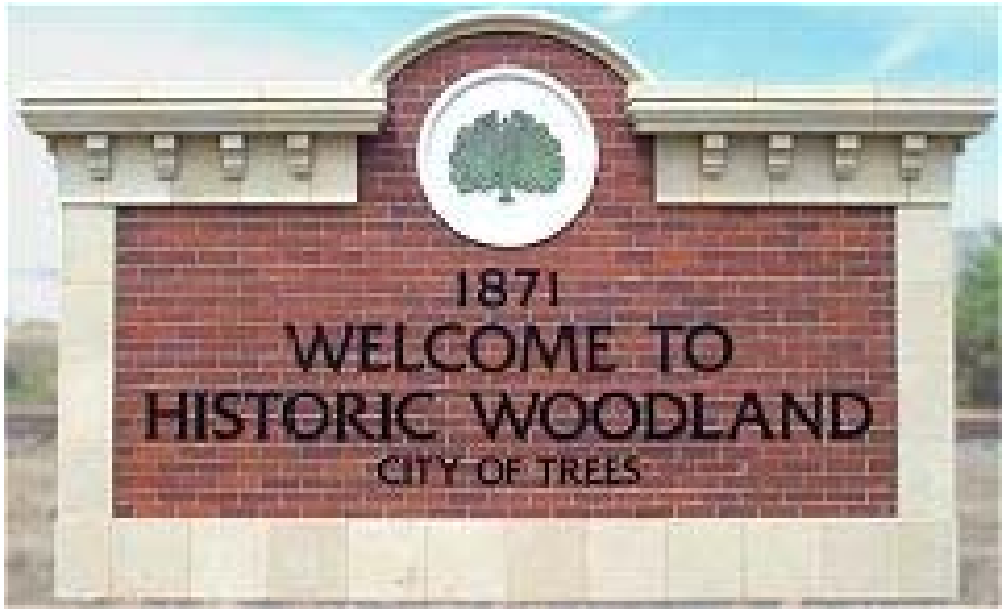
1. The City of Woodland makes efforts to ensure that its citizens are involved in the decision-making process, including the programs noted above.

2. The City's General Plan went through an extensive public review process which included a public vote in 1996. This vote validated the direction of the General Plan including identified future growth areas.

3. The approval process for the Spring Lake Specific Plan (Area D) included numerous public hearings at the Planning Commission and City Council. All documents related to the Specific Plan are available through the City of Woodland, and future actions within the Spring Lake area will be subject to the City's normal public review and hearing process.

4. Based on City policies and practices, it is anticipated that similar efforts would be required should the City consider development in any other Study Area. All areas would be subject to the same level of local accountability and governance as the existing city.

City of Woodland
Final SOI
Sphere of Influence
December 16, 2002



Main Street, Woodland, CA

LAFCO

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YOLO COUNTY
LOCAL AGENCY FORMATION COMMISSION

COMMISSIONERS

Tom Stallard, Chair, County Member

Suzie Boyd, City Member

Marty Dotie, City Member

H. Peter Faye, Public Member

Lynnel Pollock, County Member (abstained from participation due to Conflict of Interest)

ALTERNATE MEMBERS

Gary McLaughlin, Public Member

David Rosenberg, County Member

Vacant, City Member

STAFF

Elizabeth Kemper, Executive Officer

Charlotte Nevills, Assistant Executive Officer

Steve Nocita, Commission Counsel

Cynthia Guerrero, Commission Clerk

Yolo County Local Agency Formation Commission
Resolution No. 2002-10
(Resolution Adopting City of Woodland Sphere of Influence Update)

(LAFCO Proceeding No. S-003)

WHEREAS, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 set forth in Government Code Sections 56000 et seq. governs the organization and reorganization of cities and special districts by local agency formation commissions established in each county, as defined and specified in Government Code Sections 56000 et seq. (unless otherwise indicated all statutory references are to the Government Code); and

WHEREAS, Section 56425 et seq. provides that the local agency formation commission in each county shall develop and determine the sphere of influence of each local governmental agency within the county, and enact policies designed to promote the logical and orderly development of areas within the spheres of influence, as more fully specified in Sections 56425 et seq.; and

WHEREAS, Section 56430 requires that local agency formation commissions conduct a municipal service review (MSR) prior to, or in conjunction with, consideration of actions to establish or update a sphere of influence (SOI) in accordance with Sections 56076, 56425 and 56425; and

WHEREAS, in 2002, the Yolo County Local Agency Formation Commission (LAFCO) undertook to review and update the existing Sphere of Influence for the City of Woodland; and

WHEREAS, in conjunction therewith, LAFCO prepared an MSR for the City of Woodland; and

WHEREAS, the LAFCO Executive Officer (Executive Officer) prepared a draft Sphere of Influence for the City of Woodland; and

WHEREAS, in connection therewith, the Executive Officer considered the project-related environmental factors and determined that the Woodland General Plan Environmental Impact Report was the appropriate environmental review document for the City of Woodland Sphere of Influence; and

WHEREAS, the Executive Officer set a public hearing for December 2, 2002 for consideration of the draft Sphere of Influence for the City of Woodland and the Woodland General Plan Environmental Impact Report, and caused Notice thereof the be posted, published and mailed at the times and in the manner required by law at least twenty-one (21) days in advance of the date; and

WHEREAS, on December 2, 2002 LAFCO considered and approved an MSR for the City of Woodland in the manner provided by law; and

WHEREAS, on December 2, 2002, the draft Sphere of Influence for the City of Woodland came on regularly for hearing before LAFCO, at the time and place specified in the Notice; and

WHEREAS, at the hearing, LAFCO reviewed and considered the Woodland General Plan Environmental Impact Report, the draft City of Woodland Sphere of Influence, and the Executive Officer's Report and Recommendations; each of the policies, priorities and factors set forth in Government Code Sections 56425 et seq. and LAFCO's Guidelines and Methodology for the Preparation and Determination of Spheres of Influence; and all other matters presented as prescribed by law; and

WHEREAS, an opportunity was given to all interested persons, organizations, and agencies to present oral or written testimony and other information concerning the proposal and all related matters; and

WHEREAS, LAFCO then continued the public hearing to December 16, 2002, for further hearing and proceedings, including consideration of any additional information presented by the City of Woodland and other interested parties; and

WHEREAS, thereafter, the LAFCO Executive Officer prepared a revised draft Sphere of Influence for the City of Woodland based upon additional information provided by the City of Woodland and other interested parties; and

WHEREAS, on December 16, 2002, LAFCO further reviewed and considered the Woodland General Plan Environmental Impact Report, the revised draft City of Woodland Sphere of Influence, the Executive Officer's Report and Recommendations, each of the policies, priorities and factors set forth in Government Code Sections 56425 et seq. and LAFCO's Guidelines and Methodology for the Preparation and Determination of Spheres of Influence Studies, and all other matters presented as prescribed by law; and

WHEREAS, further opportunity was given to all interested persons, organizations, and agencies to present oral or written testimony and other information concerning the proposal and all related matters.

NOW, THEREFORE, IT IS HEREBY RESOLVED, ORDERED and FOUND by the Yolo County Local Agency Formation Commission as follows:

1. The foregoing recitals, and each of them, are true and correct.
2. The Yolo County Local Agency Formation Commission adopts the Sphere of Influence for the City of Woodland as set forth in Exhibit A attached hereto and incorporated herein by this reference, including all written determinations and the ten and twenty-year lines as set forth therein.

3. LAFCO makes the following findings in reference to the California Environmental Quality Act:

A. RESPONSIBILITY BY CITY OF WOODLAND - Mitigation measures concerning impact on water supply, soils and geology, urban services, flooding and storm drainage, sewage disposal, energy, circulation and traffic are within the responsibility and jurisdiction of the City of Woodland. The City of Woodland has satisfactorily addressed these measures in the General Plan Environmental Impact Report and mitigation measures approved to reduce these impacts to less than significant levels.

B. STATEMENT OF OVERRIDING CONSIDERATIONS - The development of the areas included within the 10 and 20 year lines set forth in the Sphere of Influence would result in the conversion of agricultural land to urban uses, conflicts between urban and agricultural land uses, nonrenewal of Williamson Act contracts, traffic, loss of habitat, regional air quality, and increased noise levels. The designation of those areas within the 10 and 20-year lines is an indication that those areas are suitable for probable or possible annexation and development. The Commission has considered this impact carefully and upon extensive review has decided to approve the Sphere of Influence with those areas within the 10 and 20-year lines.

The Commission believes that many of the unavoidable and significant, and potentially significant environmental effects, identified in the E.I.R. will be substantially lessened by mitigation measures incorporated in the final development plans as well as future mitigation measures implemented with future approvals by the City of Woodland.

Nevertheless, LAFCO recognizes that implementation of the development of the areas within the draft Sphere of Influence will cause irreversible environmental effects. The areas of significance are conversion of prime agricultural land, conflicts between urban and agricultural land uses, nonrenewal of Williamson Act contracts, traffic, loss of habitat, regional air quality, and increased noise levels.

For the reasons stated throughout these findings and as particularly stated in this Statement of Overriding Considerations, LAFCO finds that approval of the Sphere of Influence is proper and appropriate and would implement LAFCO's

policies in a feasible, balanced manner.

LAFCO hereby finds that the benefits associated with the Sphere of Influence and the City of Woodland General Plan will outweigh the negative and unmitigatable impacts on conversion of prime agricultural land, conflicts between urban and agricultural land uses, nonrenewal of Williamson Act contracts, traffic, loss of habitat, regional air quality, and increased noise levels. Described below are the specific overriding benefits of the Sphere of Influence and General Plan, which outweigh the significant effects on the environment.

With respect to each of the identified significant or significant and unavoidable adverse environmental impacts not mitigated to a level of insignificance, LAFCO specifically finds that the specific economic, social, environmental, land use and other considerations described below support project approval. Furthermore, LAFCO finds that any of the following overriding considerations is sufficient to approve the project for each of the impacts outlined above and that each of the overriding conditions is adopted with respect to each of the impacts individually.

Land Use and Economic Development.

The General Plan establishes a permanent Urban Limit Line along the northern and western edges of the Planning Area. This Permanent Urban Limit Line will protect surrounding agricultural lands. The General Plan views agriculture as a permanent part of the local economy, and policies are included in the Plan to allow for continued agricultural operations surrounding Woodland.

The General Plan provides for preservation and enhancement of existing neighborhoods. It also provides for development of new residential areas through the use of Specific Plans that reflect the best qualities of Woodland's existing neighborhoods, with a mix of housing types and sizes, integrated with community facilities including parks, schools, child care facilities and other institutional uses.

The General Plan contains policies to promote and facilitate economic development. The General Plan provides for development of industrial and commercial uses that will provide a jobs/housing balance significant to the community and the region. Adequate commercial land is designated to promote development of commercial uses to meet present and future needs of Woodland residents and visitors. The General Plan contains policies that will further the

revitalization of downtown as economically viable and physically attractive. The General Plan also designates land for, and seeks to expand, the City's industrial base to provide for greater economic development and employment opportunities for Woodland residents.

Implementation of the General Plan would generate a substantial increase in employment in Woodland. The General Plan provides for approximately 18.8 million square feet of commercial and industrial development. This amount of space could provide as many as 19,700 new jobs at buildout. The increased number of jobs in Woodland would continue to strengthen and diversify the economic base within the City. Increased jobs would result in a number of economic benefits to the City and its residents due to increased economic vitality.

Implementation of the General Plan would also improve the City's jobs/housing ratio. The jobs/housing ratio in the City will climb from 0.70 in 1994 to 1.02 in 2020, meaning that the number of jobs available in the City will approximate the number of working individuals who live in the City.

Housing.

Implementation of the General Plan would increase the size and diversity of the housing stock in Woodland. The General Plan provides adequate land in a range of residential densities to accommodate housing needs of all income groups expected to reside in Woodland.

Public Facilities and Services.

Implementation of the General Plan would provide for the development of new parks and recreation facilities including a new community park, continued development of the regional park, new neighborhood parks, sports and ball fields, a new community center, youth and senior center, and expanded recreation activities. Implementation of the General Plan will also result in the expansion of an improvement of other public facilities and services, including streets, schools, childcare, and telecommunications. The General Plan calls for increased cooperation and coordination among governmental entities and promotes joint facility planning to achieve cost efficiencies.

4. The Woodland General Plan Environmental Impact Report is accepted and approved as the appropriate environmental review document for the City of Woodland Sphere of

Influence, with the findings and mitigation measures as approved by the City of Woodland.

5. The Executive Officer is instructed to:

   A. Mail a certified copy of this Resolution to the City of Woodland, the County of Yolo, and the Springlake Fire Protection District.

   B. Prepare and file a Notice of Determination with the County Clerk in accordance with the California Environmental Quality Act.

PASSED AND ADOPTED by the Yolo County Local Agency Formation Commission of the County of Yolo, State of California, this 16th day of December, 2002, by the following vote:

Ayes: Boyd, Dote, Faye and Stallard

Noes: None

Abstentions: Pollock

Absent: None

H Peter Faye

H. Peter Faye, Vice-Chair
Yolo County Local Agency Formation Commission

Attest:

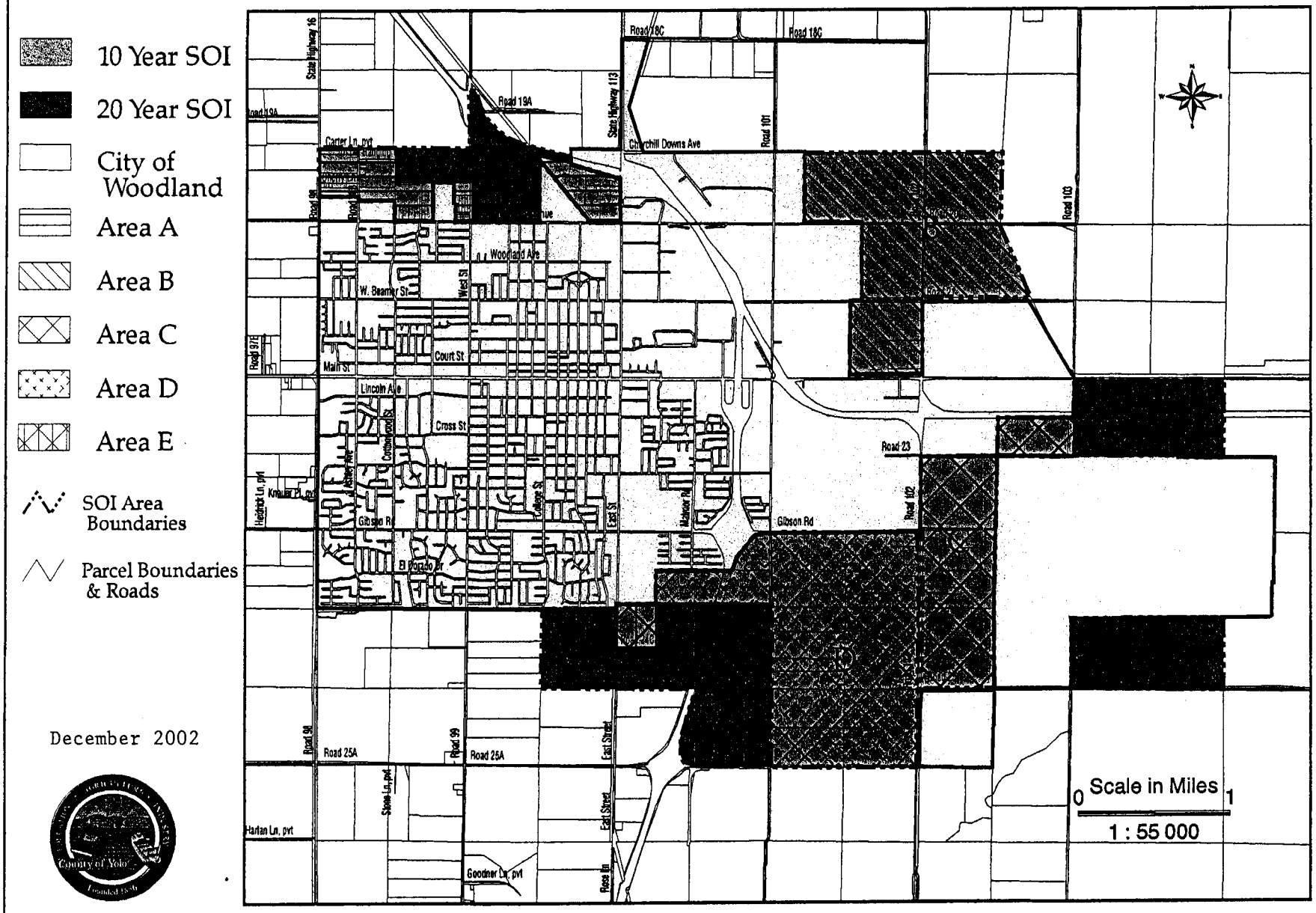
Elizabeth C. Kemper, Executive Officer
Yolo County Local Agency Formation Commission

Approved as to form:

Stephen Nocita, Commission Counsel

Woodland SOI Reso of Approval (final)

City of Woodland Spheres of Influence



Produced by the Yolo County Information Technology Division

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INTRODUCTION

This Sphere of Influence (SOI) Update is prepared for the City of Woodland and is based upon a Municipal Service Review that analyzes the City's capability to serve existing and future residents. 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 Draft Service Review Guidelines prepared by the Governor's Office of Planning and Research.

The fundamental role of the Local Agency Formation Commission, LAFCO, is to implement the CKH Act, consistent with local conditions and circumstances. LAFCO's decisions are guided by the CKH Act found in Government Code 56000, et. Seq. The major goals of LAFCO as established by the CKH Act include:

- To encourage orderly growth and development, which are essential to the social, fiscal, and economic well being of the state;
- To promote orderly development by encouraging the logical formation and determination of boundaries and working to provide housing for families of all incomes;
- To discourage urban sprawl;
- To preserve open-space and prime agricultural lands by guiding development in a manner that minimizes resource loss;
- To exercise its authority to ensure that affected populations receive efficient governmental services;
- To 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;
- To make studies and obtain and furnish information which will contribute to the logical and reasonable development of local agencies and to shape their development so as to advantageously provide for the present and future needs of each county and its communities;
- To establish priorities by assessing 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;

- To 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;
- And effective January 2001, to update SOIs as necessary but not less than every five years; and
- 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.

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. Existing law does not provide LAFCO with direct land use authority, although some of LAFCO' s discretionary actions indirectly affect land use. LAFCO is expected to weigh, balance, deliberate and set forth the facts and determinations of a specific action when considering a proposal.

Sphere of Influence Update Process

An important tool utilized in implementing the CKH Act is the adoption of a Sphere of Influence for a jurisdiction. 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..." A SOI represents an area adjacent to a jurisdiction where development might be reasonably expected to occur in the next 20 years. The Act further requires that a Municipal Service Review be conducted prior to or, in conjunction with, the update of a Sphere of Influence. Also, the Commission' s methodology for sphere preparation is an essential part of updating the Sphere of Influence. In Yolo County, a SOI is generally considered a 20-year growth boundary, while the10-year boundary is an immediate growth and service extension area. The CKH Act requires LAFCO to update the Spheres of Influence for all applicable jurisdictions in the County within five years or by January 1, 2006. This document, along with the Municipal Service Review, provides the basis for updating the City of Woodland Sphere of Influence and shall be updated every five years.

The CKH Act calls for a Municipal Service Review to be completed either prior to or concurrent with a Sphere of Influence update. In the case of the City of Woodland, the Municipal Service Review has been completed and the Sphere of Influence Update is now under review. This allows information from the MSR to be used to optimize efficient use of resources. The process for updating the Sphere of Influence includes several steps, as shown below.

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 Sphere of Influence and environmental review documents.

4. The CKH Act provides time for the affected City and County to adopt a Memorandum of Understanding, Joint Powers Agreement or a similar agreement concerning setting the sphere of influence lines. LAFCO is required to give great weight to an agreement the City and the County approve when considering a Sphere of Influence Update.

5. Approval of the Sphere of Influence Update, Municipal Service Review, and acceptance of the General Plan EIR as the appropriate environmental document.

In order to update a Sphere of Influence, the CKH Act calls for LAFCO to prepare and consider written determinations for each of the following:

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

MSR Factors

The Service Review, prepared separately but referenced throughout the Sphere study, addresses the following factors that provide the basis for the Sphere of Influence Update and is incorporated into this document by reference.

1. Growth and Population

2. Infrastructure Needs and Deficiencies

3. Financing Constraints and Opportunities

4. Cost-Avoidance Opportunities

5. Opportunities for Rate Restructuring
6. Opportunities for Shared Facilities
7. Government Structure Options
8. Evaluation of Management Efficiencies
9. Local Accountability and Governance

Sphere of Influence Guidelines

The Sphere of Influence guidelines adopted by Yolo County LAFCO provide direction in updating the City's Sphere of Influence. Each of the following guidelines have been addressed in either the Sphere of Influence Update or the Municipal Service Review.

1. LAFCO will designate a sphere of influence line for each local agency that represents the agency's probable physical boundary and includes territory eligible for annexation and the extension of that agency's services within a zero to twenty-year period. LAFCO may also designate a sphere of influence line for a local agency, which represents the agency's short-term growth area. Areas within an adopted ten-year sphere of influence line shall be eligible for annexation and extension of urban services within a zero to ten-year period.

2. Territory within the twenty-year sphere of influence line of an agency shall be considered a transition area. Within the ten and twenty year lines, the area is expected to meet the agency's services needs for growth within ten to twenty years. To preclude urban sprawl within an adopted sphere of influence, transition areas will require a request for a sphere amendment and approval of such a request before annexation shall be considered.

3. LAFCO shall consider the following factors in determining an agency's sphere of influence.

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

    b. Capability of the local agency to provide needed services, taking into account evidence of resource capacity sufficient to provide for internal needs and urban expansion.

c. The 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. The agency's 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. Territory not in need of urban services, including open space, agriculture, recreational, rural lands or residential rural areas, shall not be assigned to an agency's sphere of influence, unless the area's exclusion would impede the planned, orderly and efficient development of the area.

5. LAFCO may adopt a sphere of influence that excludes territory currently within that agency's 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. Exclusion of these areas from an agency's sphere of influence indicates that detachment is appropriate.

6. 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 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 the agencies' service and financial capabilities, social and economic interdependencies, topographic factors, and the effect that eventual service extension will have on adjacent agencies.

7. 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 of an agency.

8. Non-adjacent, publicly-owned properties and facilities used for urban purposes may be included within that public agency's sphere of influence if eventual annexation would provide an overall benefit to agency residents.

9. At the time of adoption of a city sphere of influence, LAFCO may develop in cooperation with the city and adopt an Urban Service Area Boundary pursuant to policies adopted by the Commission in accordance with Government Code Section 56080. LAFCO shall not consider any area for inclusion within an Urban Service Area Boundary that is not addressed in the general plan of the affected city, or is not proposed to be served by urban facilities, utilities, and services within the first five years of the affected city's capital improvement program.

10. LAFCO shall review sphere of influence determinations every five years or when deemed necessary by the Commission. If a local agency or the county desires amendment or revision of an adopted sphere of influence, the local agency by resolution may file such a request with the Executive Officer. Any local agency or county making such a request shall reimburse the Commission based on the adopted fee schedule. The Commission may waive such reimbursement if it finds that the request may be considered as part of its periodic review of spheres of influence.

11. LAFCO shall adopt, amend or revise sphere of influence determinations following the procedural steps set forth in the Cortese-Knox-Hertzberg Act, Government Code Section 56000 et seq.

The Service Review and Sphere of Influence Update documents have been compiled using information from a variety of sources including the City of Woodland, County of Yolo, Sacramento Council of Governments (SACOG), US Census Bureau and the Regional Water Quality Control Board, affected special districts, and other governmental agencies. The Woodland MSR has served as the main resource document along with the City General Plan, Major Projects Financing Plan and the Master Service Plans.

AREAS OF INTEREST

City Background

The City of Woodland was first settled in approximately 1853 and was incorporated in 1871. It is located about 20 miles northwest of the City of Sacramento in the northern portion of the Sacramento Valley. It has an estimated population of 49,151. Woodland is one of four incorporated cities located within Yolo County. South of the City of Woodland is the incorporated City of Davis. The unincorporated community of Yolo is about three miles north on I-5. Interstate 5 extends along the eastern boundary of the city and State Highway 113 bisects its eastern third.

The City of Woodland has a history of planning for balanced growth. Although recently receiving more commuter residents from the Sacramento and Bay Area regions, the city still plans for a balanced variety of development and land uses.

The City adopts what is called the "Urban Development Policy" in its General Plan. The key statement in this policy from a LAFCO viewpoint is the following:

> "Under this plan, the City shall act as the primary provider of urban services and the County will act as primary protector of agricultural lands."

Through this one statement, and then the implementation language that follows, the City of Woodland and the County of Yolo take the lead in following the crux of the goals set out in the Local Government Reorganization Act (LGRA) under which LAFCO is formed and directed. This policy is a key piece to insuring orderly and logical development. The sphere of influence will apply this policy, along with the other LGRA and city policy factors to determine recommendations for the sphere of influence boundaries.

Sphere of Influence History

The previous comprehensive Sphere of Influence Study for the City of Woodland was completed in 1983 and since that time revisions, annexations, and amendments have been considered by LAFCO.

The Woodland Sphere of Influence was last amended in 1999 at which time the Woodland Wastewater Plant Annexation comprising about 1531 acres was included. Together with the properties annexed since 1983 these properties comprise the present city limits as shown on Figure 1. Table 1 reflects approved annexation proposals since 1983.

TABLE 1 - Woodland Annexations Since 1983

BOUNDARY CHANGE TITLE	DATE	ACRES
East Kentucky Reorganization	1/23/84	236
Westside Reorganization	3/28/83	172
East Main Reorganization	3/26/84	694.06
Orrick-Streng Reorganization	5/9/83	51
Brentwood Reorganization	9/12/83	41.334
Miguel Reorganization	4/23/84	0.236
Frommelt Reorganization	4/16/85	17
Streng-Lewis Reorganization	2/10/86	46
Storz Reorganization	9/23/85	17
East and Gibson Street Reorganization	8/11/86	1.89
Liverett Reorganization	4/11/88	43
Wallace Reorganization	5/23/88	16
Kentucky and East Street Reorganization	10/10/88	17
Lasher Reorganization	11/13/89	56.52
Clanton Reorganization	1/14/91	51.819
College Park Reorganization	7/8/91	26.38
County Road 101/Fire Station Reorganization	3/26/90	26.5
Gibson Ranch Reorganization	7/27/92	479.55
Primi Out-of-Agency Service Contract	9/17/96	14.84
North Kentucky Partners	1/26/98	44.33
Volkl Out-of-Agency Service Contract		17.01
Sievers Pudler Reorganization	1/26/98	44.333
Woodland Wastewater Plant Annexation	4/26/99	1531
Total Acres		3665.099

The 1996 Woodland General Plan addresses expansion of the community under its Land Use Element. The City is currently considering updating the 1996 general plan. Figure1 shows the general plan study area.

Study Areas

This Sphere of Influence will divide the City into five discreet review areas. Specific information and policies apply to each of these areas. The General Plan identifies the general type of development for each of these areas. In the case of one of these areas a specific plan has been prepared and another has been included as a next phase. Three other areas have historically been reviewed and considered in the General Plan. The fifth area, although commented on by the city, has not received substantive consideration, (see Figure 2). Short descriptions of each area follow:

Area A – (North Kentucky) This area of 515 acres, is located north of Kentucky Avenue, east of County Road 98 (also alternate route for Highway 16), west of East Street and south of Interstate 5. Generally designated for commercial and industrial use this area has irregular development along the Kentucky Avenue corridor. The existing development primarily occurred through County auspices. Parts of the area have been annexed to the city either due to development plans, such as the residential area at CR 98 and Kentucky or due to health and safety concerns such as the residential and commercial development at Kentucky and West Street. The northern two-thirds of the area is used for active agriculture, primarily irrigated row crops, except for the small triangular parcel at I-5 that has Denny's with city water extended on a contract.

General plans for water service at build out are prepared, but some areas are in need of improved water pressure to meet fire flow requirements prior to further development. The need for an additional well may be established as build out occurs. A substantial part of this area is now located within a flood plain with inundation levels from .5 to 3 foot deep, as identified by the Federal Emergency Management Agency. The city is still studying options to provide flood protection for this area. Fire service for this area is currently just outside the standard response time. Relocation of Station 2 as identified in the Fire Department Master Plan would relieve this concern. Other services provided by the city would be available as development occurs and fees are paid to finance them.

Area B – (Northeast Industrial) Located east of East Street, north of Main Street and with its eastern boundary at the Cache Creek Settling Basin this area is designated Industrial. The parcel adjacent to East Main Street at the southern border is developed for an agricultural industry use, immediately north of that site is City owned land, previously used for a gun range. The balance of the acreage is open land. The parcel north of the city land was previously used as a waste disposal site by the sugar refining plant to the north. The two remaining parcels have been used for pasture and dry crop agriculture.

This area is also located within the FEMA flood plain with flooding depths identified from 1 foot to over 4 feet. This area is within the 4-minute response area for fire protection response. However, as identified in the Woodland MSR sections of this area do not have sufficient fire flow levels for city standards. The addition of two wells, plus a

standby well are necessary to meet fire flow and water distribution needs in Area B. These improvements would be financed by developers and development fees.

Area C – (Far East/CR 102) This area is east of County Road 102, south of Interstate 5 and encircles the Woodland Wastewater Treatment Plant. The almost 1200 acres of primarily agricultural land was not studied in detail within the Woodland General Plan, but it was designated as Urban Reserve for future study. It may, indeed, be a logical growth area for certain types of development in the future. The City Council is currently considering a more thorough review of this location in a general plan update. In addition, there is a 160-acre parcel immediately north of the City of Woodland Regional Park on County Road 102. That parcel is under review for purchase and donation by the Spring Lake Reorganization (annexation to Woodland) proponents to use as detention ponds for the Spring Lake Master Plan area.

Area D – (Spring Lake Specific Plan) This site is approximately 1,100 acres located south of County Road 24, west of County Road 102, east of State Highway 113 and north of CR 25A. The northern portion of the area, adjacent to CR 24, has the Yolo County Detention Facility, Woodland Community College, and the new Pioneer High School. Another new school and a new juvenile hall are also planned within this location. Currently there are two parcels of land within this area that are under Williamson Act contracts, one of which will expire January 1, 2003. The second is currently under review by the Department of Conservation for consideration of a reccission of the contract in return for purchase of perpetual agricultural easements. The balance of the area is agricultural with some homesites and agricultural business uses. There is also a large private school at CR 24A and SH 113.

A detailed Specific Plan has been prepared for this area. Although some aspects of funding and revenue sources remain to be clarified, the general information on service provision has been identified. The addition of a new fire station, in addition to five new city wells will be required. Also, wastewater treatment will require major infrastructure including a pump station and a force main. No sites within Area D are within the 100-year flood plain, but all new drainage structures will have to be developed for the area. The financing plans for this specific plan area services are still in the final stages.

Area E - (Master Plan Remainder area) This area and the Spring Lake Specific Plan area comprise the city's major future development area. The 651-acre Master Plan Remainder Area is located immediately south of Woodland, generally between County Road 101 and the extension of College Street. This area has agricultural uses throughout its boundaries.

This planning sector is covered in the Spring Lake Master Plan, but not in as much detail as Area D. Expectations are that some time after the first phases of the Spring Lake plan are developed, this balance of the master plan area will undergo further detailed planning and service review. In the case of water provision more wells will be

needed, however by then it is also expected that other alternatives, especially water recharge, new sources and conservation will be contributing to an improved aquifer. Wastewater will tie into the systems developed for the original Spring Lake growth. Fire protection is expected to be provided by the fourth station located in Area D. This area is not within any flood plains.

MUNCIPAL SERVICES – PRESENT AND PROBABLE CAPACITY AND NEED

Woodland is a full-service city that provides a wide range of municipal services to its residents. The Service Review contains a more detailed discussion regarding the services provided by the city.

LAFCO is responsible for determining if an agency is reasonably capable of providing needed resources and basic infrastructure to serve areas within a city and its Sphere of Influence. It is important that such findings of infrastructure availability occur when revisions to the Sphere of Influence and annexations occur. In the case of this Sphere of Influence Update, it is prudent for LAFCO to evaluate the present and long-term infrastructure demands and resource availability and to see that: 1) resources and services are available at needed levels, and; 2) orderly maintenance and expansion of such resources and services are made inline with increasing demands.

Water and Water Demand

The City' s water supply comes from one primary sources: groundwater. The City extracts groundwater from the network of wells the City then delivers to their customers. Through the eighteen wells within the city about 13,900 acre-feet of water was distributed to the city users. This was only a 1.4% increase in use over a ten year period. This amount represents a draw of about 10% of the local groundwater basin on an annual basis.

Through the Water Master Plan, the City of Woodland has projected sufficient capacity in the groundwater aquifer for planned development through 2020. At build out of the studied general plan areas, the anticipated use of water would be 23,200-acre feet per year (AFY). This is an increase of about 2.5% annual water use. After 2020, there is concern about the overdraft of the aquifer and continued use of only ground water.

The City is currently working on alternative water sources for the future. Surface water through water rights of other agencies, groundwater recharge and conservation efforts are just some of the approaches Woodland is pursuing. However, based on the Master Plan prepared for the City and the evaluation of the Municipal Service Review the quality and quantity of the water source for municipal purposes are adequate for this planning time frame to 2020.

As described in the Area Summaries, Area A and B will require new wells, as development occurs to meet service needs. Area C has not been sufficiently planned to specify the needs for additional domestic water infrastructure. Area D identifies the need for an additional four new water wells, as well as two standby wells. The final Area E is projected to have one or more new water wells when development occurs.

Waste Water Treatment

Woodland's wastewater treatment plant is located south of I-5 and east of County Road 102. Wastewater is treated to a secondary level at this plant and is discharged into Tule Canal and the Yolo Bypass. The plant has approximately 1200 acres of land that is used in the treatment process. Current capacity of the plant is 7.8 million gallons per day, but is undergoing a phased expansion to 10.4 MGD. When the expansion is complete is should be at an adequate level to meet the expansion plans of the city.

Wastewater services are financed through development fees and utility revenues and augmented by developer infrastructure improvements. The city anticipates that revenues will be adequate to maintain and operate the Waste Water Treatment Plant to meet the needs of the current and projected population. The Wastewater Treatment and Collection Master Plans identify necessary improvements and infrastructure needs for the plant.

Sphere of Influence study areas A, B, and D have been planned for the extension of wastewater treatment. Areas C and E although included in the General Plan area do not have specific plans for extension of services to any detailed level. The final details for the extension of services will be needed upon development of project level plans for each area.

Storm Drainage and Flood Protection

Drainage in Woodland generally flows west to east. As described in the Woodland MSR the drainage system is managed through a system consisting of collection, conveyance, storage and pumping facilities. The system ends at the Yolo Bypass, in some areas the runoff is passed through the Cache Creek Settling Basin and in other areas through facilities called the North and South Canals and the Outfall Channel. In the older sections of town, drainage is run through gutters, culverts or inverted siphons. However, the new development areas runoff is collected in storm drain laterals and pipes ranging from 12 to 24 inches in diameter. In some areas, the city has also established storm drain ponds that hold excess rainfall and runoff in times of severe rainfall.

The City of Woodland has been the subject of revised Federal Emergency Management Agency flood review. Currently, the flood maps for the area show the 100 year flood plain inundating the northern side of Woodland .5 to 1 foot in depth, the northeast and

eastern areas from one to four feet deep in a 100 year event. This causes serious concerns for new development in these areas. The city has been working with the Army Corps of Engineers and FEMA to identify possible projects that would alleviate this issue. However, a proposal to establish funding for a future project to alleviate the flood levels was defeated in an election in 2002. The city continues to work to identify possible infrastructure projects and funding for corrections to the flooding problem. In the meantime, each development project will be responsible for addressing the flood issue individually.

Areas A, B and C are the most directly affected by the FEMA flood maps. Area A shows flooding depths of .5 to 1 foot. Areas B and C are the most affected with 100 year flooding levels projected to range from 1 to 4 feet. The two study areas to the south, D and E, are not shown in the flood plain.

Circulation and Roads

The City is adjacent to the Interstate 5 corridor along the east and north. In addition, State Highway 113 intersects the town through the eastern side. The major north/south arterials in Woodland are County Road 102 on the east, East Street at the eastern third, College and West Streets are central and County Road 98 borders the city on the west. The east/west roads are Kentucky in the north, Main Street centrally, and Gibson Road in the south. Plans for all these major avenues are outlined in the Woodland General Plan and the Street Master Plan. However, although some projects are financed, there is a projected shortfall of about $17 million dollars out of the projected $120 million worth of projects through to the year 2020. This is a 14% shortfall, and although it is a substantial amount of money, it is should be an amount that can be accounted for over the course of twenty years.

The Woodland MSR presents information on the circulation plans of Woodland. Many of the projects identified by the City for improvement to existing streets have been completed or are underway due to the passage of Measure H in 2000. This added a ½ cent sales tax to the city for six years. At least $10 million of this sales tax money is to be used for road improvements. This should help relieve the backlog of deferred road projects and allow the city to prepare for improvements.

Areas A, B, and D have relatively secure circulation plans for meet future development needs. Areas C and E are more general and have not been subjected to detailed planning.

Police Services

The need for law enforcement services increases with the population growth of any city and Woodland is not exception. The current standard for police protection is 1.5 sworn officers and .5 non-sworn officers for every 1,000 population. Currently, the ratio is 1.2 sworn officers and .47 non-sworn officers. Although close to the standard, this is still below the goal. However, the City also has a policy to maintain staffing levels that will enable the department to provide adequate attention to calls for service, to patrol and crime prevention, and to administrative requirements.

As development continues, especially residential growth, the city will have to be persistent to maintain the existing level and, in fact, increase it. Money to fund law enforcement in the city comes primarily from the general fund. Development fees partially pay for capital facilities and equipment purchases. Property and sales tax pay for the personnel costs of law enforcement.

A new police facility is currently under construction at the intersection of Fifth and Oak Streets in Woodland. This structure is funded from the ½ cent sales tax approved in Woodland by Measure H. This police station will replace the existing police building on Court Street.

The Yolo County Sheriff administers the Yolo County Detention Center, Coroners Office and Animal Control. The city contracts with the County for animal control service.

All the areas identified in this study require some form of law enforcement now. However, when annexation occurs the intensity of use on the land dictates the level of police service necessary. Areas such as A, D and E will be higher users of this service considering their primary growth patterns are projected to be residential. Industrial and commercial uses have typically lower demand for police protection. In either case, the taxes generated to the general fund by property, sales and Transit Occupancy Tax (TOT) will be the primary revenue stream for police service.

Fire Protection Services

The City of Woodland is the fire protection and emergency medical service provider for the City and the Springlake Fire Protection District. The city currently has three fire stations located throughout the city limits. Based on the Fire Service Master Plan another station will be needed in Area D, Spring Lake and near the Industrial area B. In addition, Stations 1 and 2 will need to be relocated to better provide coverage for the balance of the city. The adopted standard in the general plan for fire service personnel is 1.0 firefighters for every 1,000 population. Currently, the ratio is .78 for every 1,000 population. As with police service, this is below the adopted goal. However, response times for the majority of both fire and medical calls are still within the averages to

maintain their Insurance Service Office rating of 3 (on a scale of 1 to 10, when one is the best service).

Although personnel costs are paid for through general fund revenue sources the city anticipates providing adequate fire protection service through to the year 2020. Facilities and equipment are funded by development fees and general fund sources.

The City of Woodland also provides fire protection and medical response to the special district that is adjacent to the city limits on the north, east and south. The Springlake Fire Protection District still has its own Board of Directors, but the city fire chief is the administrative arm of the district and the fire fighting services are performed by the personnel of the city fire department. This contractual arrangement began about 18 years ago. The City of Woodland was annexing tracts of land from the Springlake Fire District, both developed and agricultural. In particular, the annexation of developed land undercut the economic viability of the Springlake Fire District to maintain service levels. As a result, the City of Woodland and the Springlake Fire District entered into negotiations and the contract that resulted is essentially still in effect today.

Basically, the city provides fire protection and emergency medical services to the Springlake Fire District down to County Road 29. South of County Road 29, the City of Davis contracts with the Springlake Fire District to provide service. This alleviates the need for the Woodland department to respond in that area, except in serious mutual aid situations. In return, the district pays the cities all its revenue for the areas they cover with service. At the time the contract was entered into, the District also deeded over its equipment and station to the city. At present, the Springlake Fire District has also established a special fire assessment fee for those within its boundaries to help pay for the cost of service. The city has requested that as property is annexed the special fire assessment fee be transferred to the city as allowed by state law.

Solid Waste Management and Utility Services

Solid waste management is coordinated by the Yolo County Integrated Waste Management division at the Yolo County Landfill. Franchises with the private provider, Waste Management, are the method by which collection and disposal are handled within Woodland. Private utilities such as Pacific Gas and Electric and telephone companies handle the energy and telephone connections. These services will be extended as development takes place in all areas.

Written Determinations on Municial Services

1. The City is in the process of upgrading many of its public facilities including roads, wastewater treatment and collection, and water deliver system. After these upgrades are completed, the facilities should be adequate, but will need

continued maintenance to be able to serve the existing and future residents of the City.

2. The Master Service Plans and Major Projects Financing Plan provide the blueprint for upgrading many of these facilities. Funding is set aside each year during the budget process to further these projects. State and Federal grants, developer' s fees and property and sales taxes are used to fund these projects. The source of funding for street improvements is partially the ½ cent sales tax, gas tax, developer infrastructure and development fees.

3. Taking into consideration the City' s revenue and operating constraints, and the fact that upgrades and improvements are ongoing, the condition of the public facilities is defensible and adequate.

4. Additional infrastructure and resources to accommodate future development will include; expanded water supply, drainage and wastewater facilities, increased personnel, equipment and facilities for fire and police protection, and increased road capacity.

5. The General Plan, Major Project Financing Plan, Water Master Plan, Street Master Plan, and Wastewater Master Plan address the provision of infrastructure for water, roads, wastewater and other infrastructure needs to 2020.

6. The City of Woodland General Plan, Major Project Financing Plan and Fire Department Master Plan adequately address the provision of police and fire services to 2020.

7. The City of Woodland has demonstrated adequate planning and financing structure to provide the services (water, sewer, police and fire) to the development within the proposed Sphere of Influence. The city should be able to continue to serve residents; providing the policies and standards contained in the General Plan and other City documents are implemented when considering development projects.

8. At the present time, the City does have the reserve capacity in water resources to serve the area within the city limits and provide expansion into adjacent areas.

ANALYSIS

Growth, Population and Housing

The City of Woodland has had a long history of compact growth and infill. In fact, at some points in the past when annexation was pending, the city has been down to less than 3% vacant land for residential development within the city limits. The demand for

growth has not abated. At present, the city has growth pressures both from its location between two large population centers, the Bay Area and Sacramento, and its own development of commercial and industrial growth.

Currently, Woodland is completing development of the southeastern corner of the city, an area known as Gibson Ranch. Another residential development in the final phase is known as Faria Park located in west Woodland at County Road 98 and Cross Street. When these residential areas are developed, the city will only have a few, small, scattered residential parcels left for development.

The U.S 2000 census identified 369 vacant residential units in the city. That is an estimated 2% vacancy rate for both owner occupied and rental units. Given the lack of new residential growth, this vacancy rate is estimated to be even lower now. It can be said with certainty that the City of Woodland has limited potential for new residential housing within the existing city limits.

In 2000, the population of the City of Woodland was estimated by the US Census Bureau to be 49,151. The total housing units were estimated to be 17,120 as of January 1, 2000. These statistics result in a figure of 2.87 persons per dwelling unit. Woodland population growth trends over the period 1990 to 2000, as reported from the US Census Bureau, indicate that during this ten-year period, the population increased by 9,349 persons. Growth in residents averaged over ten years equates to a rate of 2% per year or 20% over the ten-year period. In 1996, 88% of the residential land within the city was estimated developed. The percentage of city residential acreage currently developed is now over 90%. Table 2 highlights the historical population increase over the past 20 years.

TABLE 2 - Historical Growth In Population

	1980	1990	1995	2000
Population	30,235	39,802	43,402	49,151

According to the Woodland MSR and the General Plan the anticipated population for Woodland in 2015 is 65,860. This represents a slightly higher growth rate than the historical growth rate of just under 2%. The Woodland General Plan Housing Element outlines policies and methods to insure the adequate provision of affordable housing throughout the Community, including the study areas for the Sphere. The Spring Lake and Southeast Area (already in the city) Plans have mixed housing types identified throughout the subdivisions. The developments include very low, low affordable housing. The City is currently updating their Housing Element for 2002 and the next five years.

TABLE 3 - Projected Growth In Population And Housing Units At 2%

2% Growth	2000	2005	2010	2015
Population	49,151	53,712	59,303	65,476
Housing Units	17,120	18,901	20,868	25,272

Note: All figures projected are dated January 1st of that given year. Year 2000 figures are U. S Census numbers. The projections above represent 2.8 people per new dwelling units for resource demand projection purposes.

Present and Planned Land Use

The General Plan for the City of Woodland contains the land use policies and standards that provide the blueprint for the future growth of the City. The General Plan was adopted in 1996 and contains all the mandatory elements and several non-mandatory elements defining design, facilities, growth management and parks, recreation and access. The Land Use Element of the General Plan establishes the framework for development of the City and identifies the general distribution, location, and extent of uses of land for housing, business, industry, open space, recreation, natural resources and other uses of public and private land.

According to the 1996 Woodland General Plan, the city has about 2,000 acres of land designated industrial. In 1996, the amount of developed industrial was estimated at 79%. The northeastern industrial area has development areas remaining, but large development parcels are becoming more unusual. The commercially designated undeveloped areas in Woodland are along the eastern side of town along the I-5 corridor. The balance of the commercial property tends to require redevelopment of existing properties along the city arterial streets such as Main, East, Gibson, and Kentucky. Woodland commercial property was 75% developed in 1996,

In 1996, the area within the City limits is about 11 square miles. The 1996 General Plan called for the addition of 4,274 acres of land adjacent to the City. Within the general plan adjacent areas about 600 acres are commercial, 800 acres industrial, 1,000 acres residential, 1,500 acres urban reserve or not designated and the balance is developed. The current sphere of influence includes about 850 acres of those lands designated in the city general plan for annexation.

The Land Use Element contains land use maps that indicate the various locations of land uses for the City of Woodland. Figure 3 shows the basic land use designation for the general plan area.

Written Determinations for Present and Planned Land Use

1. The present land uses of the areas considered for inclusion in the City's Sphere of Influence are well documented in the City' s General Plan. These areas are identified by the City' s General Plan for inclusion within the Sphere of Influence and ultimate annexation and development within the City. The Yolo County General Plan designates the sites as primarily as agriculture, although there are some developed properties that are zoned for the specific existing use. All project sites would be subject to the annexation and environmental review processes prior to development.

2. The planned land uses for these areas are identified in the Land Use Element of the City' s General Plan. However, Area C is only shown as Urban Reserve and will need further study to determine actual uses, if any. More detailed plans will be needed for any of the study areas before development can occur.

3. The General Plans, Environmental Impact Report, Master Service Plans, Major Projects Financing Plan and Municipal Service Review of the City include information that is valuable to this report and allows the Commission to make informed decisions on the sphere boundaries.

4. Woodland is updating its housing element and has policies and implementation strategies to adequately address housing needs.

5. Several areas would be appropriate additions to the City' s Sphere of Influence given the planning framework that has been established in the City' s General Plan. The future development of these sites would be based upon the analysis of environmental resource constraints identified through the planning process.

Social and Economic Interdependence

The sphere factors require the review of this subject to consider any isolated or unusual community situations. Woodland has grown in a relatively compact and rectangular pattern. Most of the few developed unincorporated areas have been annexed to the city since 1983.

Only one unincorporated island exists in Yolo County and it is located in Woodland. The Yolo County Fairgrounds (at Gum and East Street) is unincorporated, but surrounded by city boundaries. This unusual situation occurred about 20 years ago when an annexation for the property surrounding the fairgrounds was approved by LAFCO. The

Commission made a special finding that because the property was state owned and protested they could be excluded from the annexation.

Otherwise, Woodland is a full service city that exists as a cohesive community.

Agricultural Lands

The final mandatory factor that must be considered is the impacts of expanding boundaries onto agricultural land. In Yolo County, most the land surrounding the cities is agricultural. The state law encourages directing growth, as much as possible away from prime agricultural land.

It has been the long-standing policy of both the City of Woodland and the County of Yolo to protect agricultural land. The Urban Development Policy between the city and county, referenced at the beginning of this study, highlights the policy to protect agricultural land from disorderly growth and premature conversion to urban uses. This includes the prevention of urban sprawl and extension of logical growth boundaries. So, this sphere will review the proposed study areas, the type of current uses and soil types, and the impact on adjacent agricultural uses.

Area A – The southern part and the western edge of this area is sporadically developed with commercial, light industrial and residential development. This development dates back to the 1950's and 1960's when the County allowed growth in a few specific areas near cities. These properties are not agricultural, although some are support services to that part of the economy. North from Kentucky Avenue along the east side of West Street and west of East Street about 1000' north of Kentucky Avenue, two large agricultural parcels exist. Both these parcels are soil type Yolo silt loam, it has a storie index of 100 and a soil classification of 1. It is extremely productive and valuable soil. It is still in production in this area and is cultivated every year by the managers of the property. Interstate 5 outlines the northern border of this area and tends to provide a physical barrier to effects on the agricultural land to the north.

Area B – This area is located in the northeast part of Woodland, just west of the Cache Creek Settling Basin. It has some development along the East Main Street corridor; city owned land and an old wastewater disposal site. It has six soil types scattered throughout. The highest classification of soil is the Sycamore Silty Clay Loam (Class 1), which is a very small percentage of the whole. Capay silty clay (Class II) and Willows Clay (Class II) cover about 1/3 of the area. However these Class II soils are interspersed with two other low classification soils: Willows clay, alkali (Class IV) and Pescadero silty clay, saline-alkali (Class IV). The sixth classification is called miscellaneous water, which identifies areas that have, or have had, standing water on them for long periods of time, for such uses as water drainage, storage, or waste ponds. The alternating soil types in such close proximity to each other, and the high percentage

of alkali heavy soils makes productive agricultural use of this land very problematic. Recently these lands have been used for dry farming, pasture, or to lie fallow. These properties are bordered by the Cache Creek Settling Basin on the east. The south and western boundaries are the city limits. On the north there is agricultural land and actions and mitigation will be needed to minimize the effect urban development will have on those properties. Industrial uses are recognized as having less operational effect on agricultural uses than other urban uses, such as residential.

Area C - The property located south of the Woodland Wastewater Treatment Plant at CR 25 has primarily Willows Clay, Alkali, a Class IV soil. The southern most property on CR 102 is also a Class IV called Pescadero silty clay, saline-alkali. The lands north of Gibson Road, and east of CR 102 have several soil types primarily Pescadero silty clay, saline-alkali, Class IV. These last properties have some Class II, Reiff Gravelly loam and Sycamore Complex, drained, about a third of one parcel has Yolo silt loam. These properties, except for the farthest south and east, are subject to urban pressures with the completion of the Southeast Area (Gibson Ranch) and the widening of CR 102. The parcel farthest to the south and east is separated from the other Area C parcels by the Wastewater Treatment Plant. It is the parcel most directly adjacent to other agricultural parcels. It is also the parcel separated from the pressure of current urban growth pressures. The remainder of the parcels is bordered by I-5 or city uses.

Area D – Although this area has been completely planned for development, it has some very viable and valuable soil types. About 34% of the area is Class I soils, either Yolo Silt Clay Loam or Yolo-Brentwood. Another 43% is Class II soil, Capay Silt loam, while 18% is Class IV, Pescadero silty clay, saline-alkali and a very small amount of Reiff alkaline soil. The final 5% is a Class II Williams soil type. Much of the Class I soil is located nearer the city limits, the poorer soils increasing as the area goes south. This is a dilemma for cities that are located on good agricultural soil and have difficulty expanding in any direction that is not prime soils. Clearly in the case of Woodland, with no development west of CR 98, flooding issues to the north and a wastewater treatment plant to the east, there are limited choices if the city is to grow. The Spring Lake Master Plan specifies that agricultural easements must be purchased on a 1:1 ratio for the land within the plan area as it is developed for urban uses.

Another agricultural aspect of this study area is two existing Williamson Act contracts. One is located immediately contiguous to the city limit at CR 101 and Gibson Road. That contract is in non-renewal and will not be under contract after January 1, 2003. The second parcel is 162 acres and the farthest southeast location in the area. This parcel is also in non-renewal, but only since 1999 so it will not be out of contract until 2009. However, this parcel is also under a request for a rescission of the Williamson Act contract. That action has been approved by the Yolo County Board of Supervisors with conditions. That request is currently with the California Department of Conservation for

approval. The Yolo County LAFCO has an agricultural conservation policy that does not allow the annexation of land under Williamson Act land, unless it was duly protested by the city at the time of the contract. No protest occurred for this property because it was outside 1 mile of the city limits when it entered the contract and so the city had no jurisdiction under law.

This area is adjacent to agriculturally active land on all sides. The 1:1 agricultural easement purchases can help mitigate the impacts of eventual development if transition areas and placement of the easements are strategically placed. This planning is occurring now. It will need to be reviewed on a case by case basis as annexation is proposed and development occurs.

Area E - This area has all prime Class I and II soils. Yolo silt clay and Reiff very fine loam are the Class I soils; Capay silty clay is the Class II soil. All these soils are very adaptable and capable of growing many types of crops. At present, they do not face many of the urban pressures other agricultural land near a city does because of the urban/ag line that currently holds at Woodland's southern border. However, the City of Woodland is currently investigating the purchase of land immediately south of the city limits on the east side of East Street. This property is being considered for a park and community center.

As with Area D, this area is adjacent to agriculturally active land on all sides. The 1:1 agricultural easement purchases can help mitigate the impacts of eventual development if transition areas and placement of the easements are strategically placed. This planning is occurring now. It will need to be reviewed on a case by case basis as annexation is proposed and development occurs.

STATEMENT OF INTENT

The Yolo County LAFCO makes the following statements with regard to updating the Sphere of Influence for the City of Woodland:

1. LAFCO intends that its Sphere of Service and Sphere of Influence determinations will serve as a master plan for the future organization of local government with the county. The spheres shall be used to discourage urban sprawl and the proliferation of local governmental agencies, and to encourage efficiency, economy and orderly changes in local government.

2. The sphere of influence lines shall be a declaration of policy, which shall be a primary guide to LAFCO in the decision on any proposal under its jurisdiction. Every determination made by the Commission shall be consistent with the spheres of influence of the agencies affected by those determinations.

3. No proposal which is inconsistent with an agency's adopted sphere of influence shall be approved until the Commission, at a noticed public hearing, has considered an amendment or revision to that agency's sphere of service or sphere of influence.

4. The adopted sphere of influence shall reflect city and county general plans, growth management policies, annexation policies, resource management policies, and any other policies related to ultimate boundary and service area of an affected agency unless those plans or policies conflict with the legislative intent of the Cortese-Knox-Hertzberg (Government Code Section 56000 et seq.).

   Where inconsistencies between plans exist, LAFCO shall rely upon that plan which most closely follows the legislature's directive to discourage urban sprawl, direct development away from prime agricultural land and open-space lands, and encourage the orderly formation and development of local governmental agencies based upon local conditions and circumstances.

SPHERE OF INFLUENCE RECOMMENDATIONS

Based upon the information contained in this document, it is recommended that the Woodland Sphere of Influence be updated by LAFCO to include properties as outlined below (also see Figure 4):

Area A – This property has long been within the planning areas of the city and is already partially developed. The crucial service question facing this area is the 100-year flood plain designation. The northern portion of the area is in active cultivation by agricultural interests. In addition, adding the 100 year flood plain identification to the prime agricultural land calls into question the inclusion of the entire Area A in the ten-year line as it currently stands. It is recommended that the northern two large agricultural parcels (AP # 027-330-01 and 19) and the Denny's parcel be placed in the 20-year sphere line. The balance of Area A is recommended to remain within the ten-year sphere line.

Area B - This study section is partially included within the current sphere. The two parcels within the sphere are already developed or city owned property. The balance of the land is of minimal agricultural value considering it has been historically used for wastewater disposal and a feedlot. This is the primary area for Woodland to build its industrial base, which improves the ability to provide a strong jobs/housing balance in the community.

It is recommended the sphere line be extended to include the entire Area B area within the ten-year sphere line.

Area C – This land surrounds the existing Woodland Wastewater Treatment Plant and is only designated Urban Reserve. At present, there are no specific development plans or interests within this area. The City has not yet undertaken any service review for these sites. However, the area between CR 102 and the Treatment Plant and north between the Yolo Shortline railroad track and the WWTP certainly seem logical extensions of the City. In fact, the city is currently reviewing the undertaking of a revision to the General Plan to study in more detail the area north of the Regional Park to I-5 and east to CR 103. The provision of transition type uses on this site could be a benefit to the city, serving as a buffer between the existing uses and the treatment plant. However, the parcel located east of the WWTP and south of the ponds is isolated both by the plant itself and access. It is currently in agricultural use.

Given the interest in the City to study a portion of this area and that the properties have been limited in agricultural uses due to urban encroachment it is recommended that the north parcels to CR 103 and the west parcels of Area C be included in the ten-year line of the Sphere. However, the property east of CR 103 between the railroad line and WWWTP should be in the twenty-year line. The southeastern parcel (AP # 042-020-06) should not be in the sphere at this time.

Area D – This area has been thoroughly studied, planned and even received an affirmative vote of the citizens of Woodland in an election. The current proposed development stages show a logical north to south to west pattern for development and service extension. There are two parcels within this area that are in Williamson Act contracts. One of these contracts expires in 2003. The third contract was non-renewed in 1999 and will not be out of Williamson Act contract until 2009 through non-renewal. There is a pending request for rescission with the Department of Conservation that would cancel this current contract and substitute perpetual agricultural easement land in return.

The recommendation for Area D is that it all included within the ten-year sphere line. This conclusion is based on the depth of review on this project, the requirement of 1:1 acre agricultural mitigation, and that the one remaining Williamson Act contract will expire within ten years.

Area E - This area, known as the remainder area of the Spring Lake Specific Plan, does not yet have a specific plan, complete infrastructure analysis or identified financing. Some initial review has been made and the general plan does include it in the planning area and urban limit line. This area is expected to complete some of the infrastructure systems of Area D.

It is recommended that Area E be included in the twenty-year line of the City of Woodland Sphere of Influence, with one exception. The forty-acre parcel immediately

south of the city limits on the east side of East Street is being purchased by the City. It will be used for a community center and park. Since the parcel will be city owned, it seems reasonable to include this property within the ten-year line.

The recommendations are based on the information made available to LAFCO by the City, County, and other sources. This document will be reviewed and updated if determined necessary every five years.

Yolo County Fairgrounds - As mentioned in the Social & Economic Interdependence section the County Fairgrounds is an unincorporated island in Woodland. It is recommended that the Fairgrounds be included in the ten-year sphere line.

ENVIRONMENTAL REVIEW

The Woodland General Plan Environmental Impact Report reviews the areas also covered by the Woodland SOI. The document has a thorough and complete analysis of the impacts of the development identified for inclusion in the sphere lines. Impacts of circulation, roads, water, wastewater, fire, police and loss of agricultural land are addressed and mitigated to the extent possible. The Spring Lake Specific Plan EIR also reviews in detail the impacts of that project and mitigates the significant impacts down to a level of less than significant. In the case of loss of agricultural land, the requirement of the city is that agricultural land be purchased at a 1:1 ratio for agricultural easements as development proceeds. It is recommended that the Commission accept the Woodland General Plan EIR and the Spring Lake Specific Plan EIR as the appropriate environmental documents for the Woodland Sphere of Influence.

REFERENCES

1. City of Woodland General Plan, 1996, J. Lawrence Mintier & Associates
2. City of Woodland General Plan Final Environmental Impact Report, 1996, J. Lawrence Mintier & Associates
3. City of Woodland, Master Service Plans, Water, Wastewater, Storm Drainage, Fire, Circulation and Streets (1996 – 2002)
4. City of Woodland Sphere of Influence, 1983, Yolo LAFCO staff
5. City of Woodland Major Projects Financing Plan, 2002
6. City of Woodland Municipal Service Review, 2002, EIP & Associates
7. U.S Natural Resources Soil Study
8. Sacramento Council of Governments Regional Transportation Plan, 2001
9. Sacramento Council of Governments, 2000 Regional Profile
10. U. S Census Bureau, 2000 Census information
11. Yolo County Woodland Area General Plan

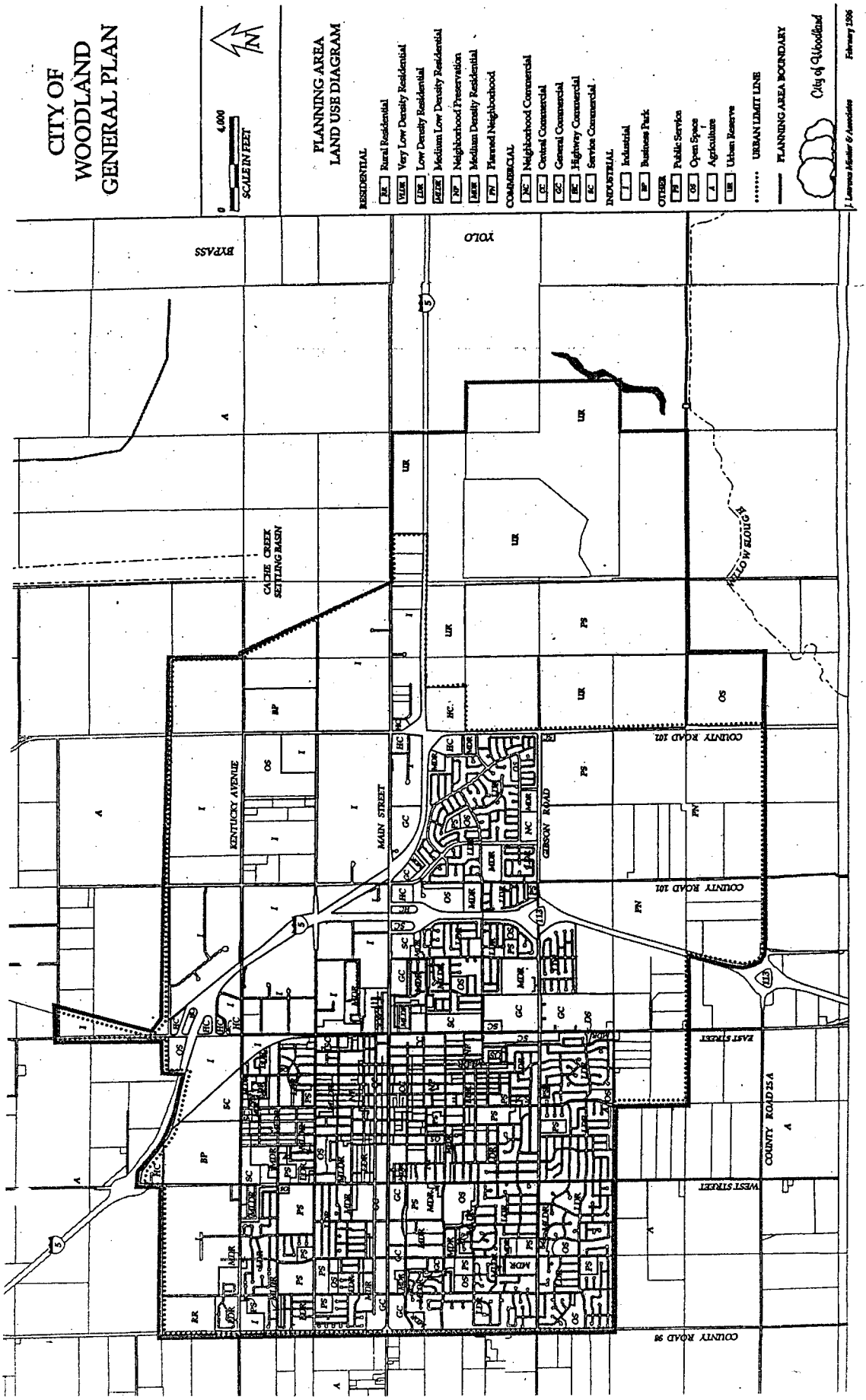


Figure 1 City Planning Area

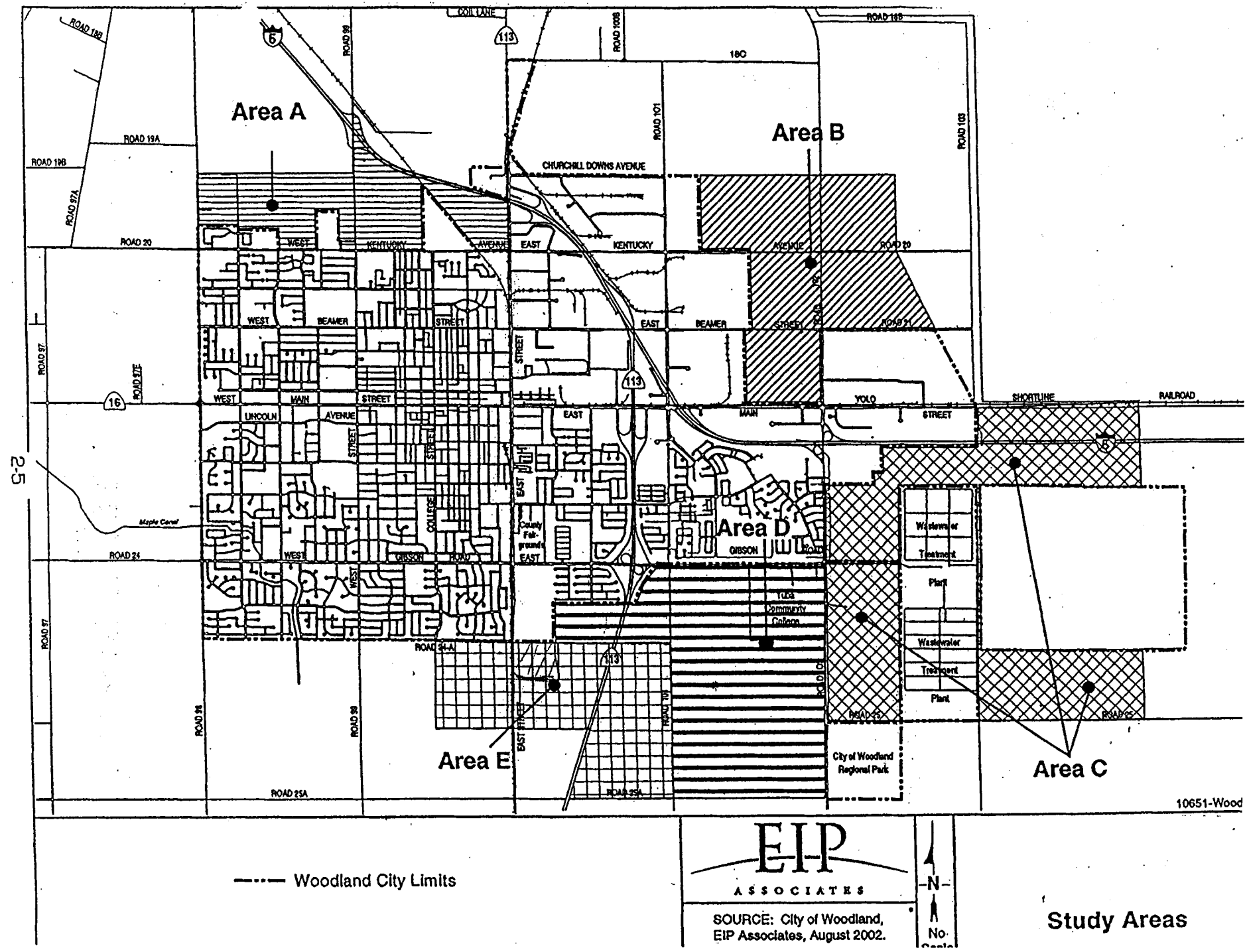


Figure 2 SOI Study Area

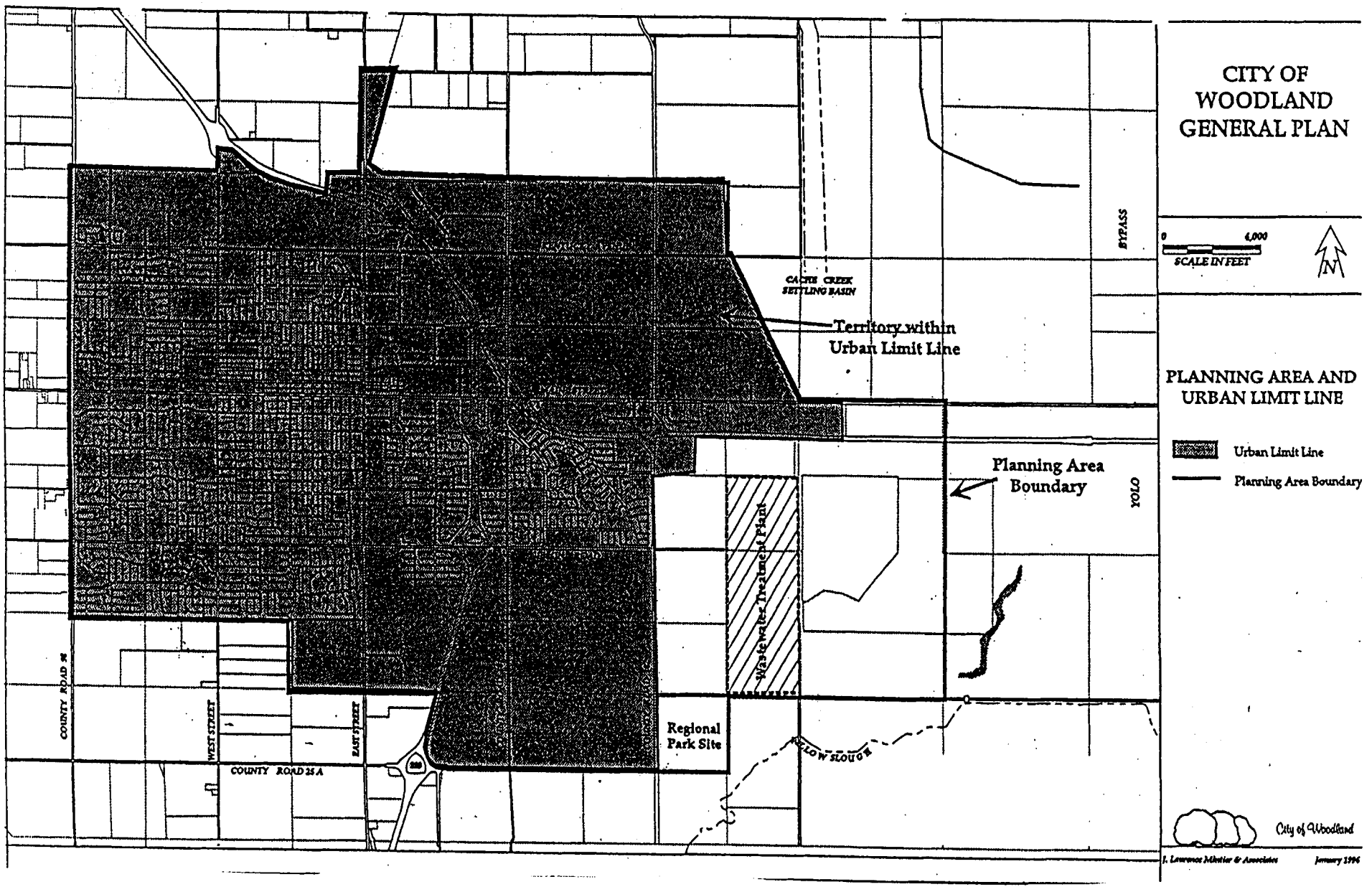
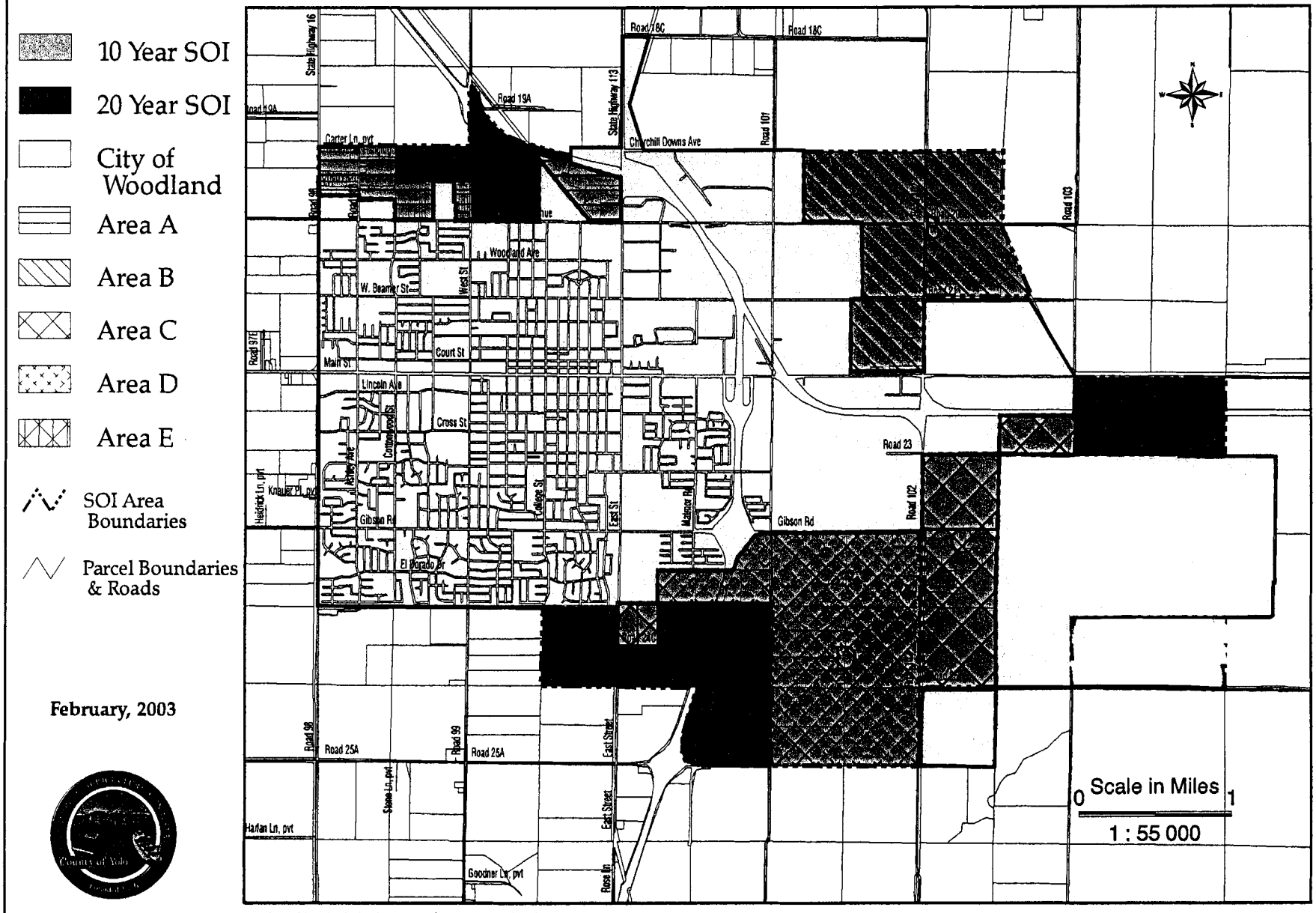


Figure 3 Urban Limit Line

City of Woodland Spheres of Influence



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