



Municipal Service  
Review/  
Sphere of Influence Study

City of West Sacramento  
CSA 9

YOLO COUNTY LAFCO  
Draft

October 27, 2008

**Municipal Service Review and  
Sphere of Influence Report**

**City of West Sacramento and  
County Service Area 9**

Prepared for  
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## 1.0 Executive Summary

### 1.1 Municipal Service Reviews

Local Agency Formation Commissions (LAFCOs) were established in 1963 by the State Legislature. The purpose of these LAFCOs were to streamline and coordinate jurisdictional and service boundaries statewide, as well to as preserve agricultural and open space lands. In the late 1990s, the Legislature convened the Commission on Local Governance for the 21<sup>st</sup> Century to study and make recommendations to address issues of growth and urban sprawl, and revamp the operations and authorities of LAFCOs. The resulting action became the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000.

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires that LAFCOs conduct regional studies of municipal services (Municipal Service Reviews, or MSRs) every five years. MSRs evaluate existing municipal services and identify any constraints or challenges that may impact service delivery in the future. Determinations are made with regard to the following areas:

- 1) Infrastructure needs or deficiencies;
- 2) Growth and population projections for the affected area;
- 3) Financing constraints and opportunities;
- 4) Cost avoidance opportunities;
- 5) Opportunities for rate restructuring;
- 6) Opportunities for shared facilities;
- 7) Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers;
- 8) Evaluation of management efficiencies; and
- 9) Local accountability and governance.

MSRs are required prior to any adjustment of boundaries or changes to a Sphere of Influence.

## 1.2 Sphere of Influence Study

This report also includes a Sphere of Influence (SOI) study. The existing Sphere of Influence will be evaluated and recommendations will be made regarding any proposed changes to the boundary. The Sphere of Influence study must explore the following issues relative to proposed changes to the Sphere:

- Present and planned land uses
- Present and future need for public services and facilities
- Present capacity of facilities and adequacy of public services
- Social or economic communities of interest

## 1.3 Subject Agencies

The agencies and/or Special Districts that are the subject of this Municipal Service Review and Sphere of Influence Study are:

- The City of West Sacramento
- County Service Area 9 (CSA 9)

## 1.4 Methodology and Approach

LAFCO staff instructed the consultant to work directly with City of West Sacramento and Yolo County staff (regarding County Service Area 9) in gathering data and information for this MSR and SOI study. The City was provided with a request for documents that were to be submitted to the consultant for review while preparing the MSR, plus a Supplemental Questionnaire, containing specific questions about City initiatives, potential concerns about its Sphere of Influence, and external agencies providing services within the City's boundaries. In addition, the City's, Yolo County's, and Sacramento Area Council of Government websites were searched for supplemental information. Finally, calls were made and emails were sent to City staff and other agencies providing service to the City to request additional materials or information.

## 1.5 Service Review Determinations

### 1.5.1 Growth and Population

- The City is projected to grow by a rate of 56% by 2030.
- To accommodate or account for SACOG's projected population increase, the City will have to add 9,623 residential units by 2030.
- Existing Land Use Designations within the City can accommodate up to 11,150 new residential units
- The current economic climate may slow down the growth projections for 2030.
- The City anticipates that FEMA will remap the city with new flood designations, potentially impacting new development.

### 1.5.2 Infrastructure Needs or Deficiencies

- **Police**
  - In order to maintain the current officer to resident ratio, the City will have to hire an additional 57 sworn officers by 2035.
  - New equipment will be necessary for these new officers, including patrol vehicles.
  - Additional space will be necessary to accommodate department personnel growth by 2035.
  - Beat 3 will experience with greatest increase in population and potential calls for service.
- **Fire**
  - The City should build a new Station 46 in Southport.
  - The City should relocate existing Station 42 further south as new development occurs.
  - The City should relocate Station 43 further north as new development occurs.



- If significant future development occurs in the Elkhorn Fire Protection District (to the north of the City), additional personnel and equipment will be necessary to serve the district.
- **Streets and Roadways**
  - The City may wish to address Level of Service issues within its Capital Improvement Plans to bring its streets into compliance with stated LOS standards.
  - Bridges and grade separations are necessary to increase or preserve traffic flow at water or rail crossings.
- **Pedestrian and Bicycle Circulation**
  - The City is updating its Bicycle and Pedestrian Path Master Plan. New findings will be available upon completion of that project.
- **Parks**
  - The City has a current parkland deficiency of 68.6 acres.
  - The City will need 409.2 acres of parkland to meet parkland standard by 2035.
  - Existing land use designations include only 322 acres for parks and recreation.
  - The City will need to allocate a portion of other designated land uses to accommodate increased parkland dedications.
- **Recreation**
  - Participation in recreation programs increased by 24% from FY 2005-06 to FY 2006-07.
- **Open Space**
  - The City does not currently have all Open Space lands within its boundaries classified as Open Space.
  - The City may wish to adopt open space acreage standards to help preserve open space areas and discourage conversion of uses.

- The City has not designated acreage of recreation corridors or linear parks in its parkland acreage table or as official Open Space.
- These areas could be included in either land use category to boost existing acreage counts and to protect these land uses from conversion to other uses.
- **Library**
  - The current and future library deficit can be alleviated with additional branch libraries in other areas of the City.
- **Water**
  - In 2005, the City's then-current water storage capacity was deficient by 4.2 million.
  - Under the 2000 General Plan build-out conditions, the City will have a water storage deficit of 25.4 million gallons.
  - The City needs to repair or replace 51,000 lineal feet of water pipeline.
  - Without additional water sources, the city is unable to accommodate any additional properties in the event of a change in its service boundaries.
- **Sewer**
  - The City has implemented Master Plan recommendations for repairs and systematic replacement of its sewer system facilities in its Capital Improvement Program.
- **Animal Control**
  - County Animal Services anticipates relocating shelter facilities to a larger, more remote facility within the next four years
  - Future costs for animal services is estimated to increase by 2% to 4% by FY 2010-11, although past cost increases range from 11.3%-14% from FY 2004-05 to FY 2008-09.
- **Storm Drainage and Flood Control**
  - The City considers its storm drainage collection facilities to be in "generally good condition."

- Infill projects and redevelopment projects have caused an inconsistency in sizing, materials and flow lines. As a result, applicants find it difficult to ascertain whether existing infrastructure is adequate to accommodate a new project.
- The City considers its storm drainage collection facilities to be in “generally good condition.” Bubble up structures, located at intersection crossings, become clogged or septic, depending on the season.
- Due to the number of agencies involved in storm water and flood control services, there is often and ongoing confusion and lack of coordination on levee maintenance.

### **1.5.3 Financing Constraints and Opportunities**

- The Accrued Leave fund did not appear in the FY 2007-08 and FY 2008-09 biennial budget.
- The City will need to continue to provide General Fund revenues to offset shortfalls of revenues generated from the Landscape and Lighting Districts to pay for services, or may consider asking voters for a fee adjustment.

### **1.5.4 Cost Avoidance Opportunities**

- The City requires CFDs to pay for infrastructure related to new development, eliminating financial burden from the General Fund.
- The City should consider charging metered rates for water customers as soon as the property is metered
- The City saves on employee costs by using contract employees for short-term or specialized services

### **1.5.5 Opportunities for Rate Restructuring**

- The City regularly prepares Fee Studies for Development Impact Fees, keeping fees current and reflecting actual costs.
- Where possible, the City has implemented *deposit with reimbursement agreement* fees that allow the City to recover actual costs for processing development applications.
- The City has implemented a policy stipulating that all fees are to be reviewed in January of each year and adjusted for inflation.

### **1.5.6 Opportunities for Shared Facilities**

- The City shares recreation facilities with the West Sacramento-Washington Unified School District.
- The City sends its untreated sewage to and collects sewer fees for the SRCWD.

### **1.5.7 Government Structure Options**

- The government structure options available to the City of West Sacramento are:
  - Maintain the status quo
  - Dissolve Reclamation Districts 537, 811 and 900 and reorganize into one agency
  - Create a single-purpose flood control agency
  - Dissolve Reclamation District 811 and reassign its functions to the city
  - Dissolve Reclamation District 900 and reassign its functions to the city
  - Separate Reclamation District 537 and reassign a portion of its functions to the city
- The 2005 MSR for Water and Reclamation Districts recommended creating a single purpose flood control agency.

### **1.5.8 Evaluation of Management Efficiencies**

- The City prepares and regularly updates the required documents to plan for and fund city services.
- The City has a higher ratio of residents to employees than other cities in Yolo County, but directly provides a more complete array of services such as Water, Police, Fire and Port Services.

### **1.5.9 Local Accountability and Governance**

- The City provides opportunities for citizens to attend meetings and to access information via the City's website. The City has also instituted several citizen-based committees and commissions to help guide policy-makers and gather valuable citizen input on projects and services within the City.

### 1.5.10 County Service Area 9 (CSA 9) Recommendations and Determinations

- CSA 9 should continue to contract with West Sacramento for services. There is no apparent negative financial impact to the City for providing this service and the city providing this service was a required mitigation measure for incorporation.
- CSA 9 could be further studied for annexation to the Clarksburg Fire Protection District, which has more consistent land use than the City of West Sacramento, and to analyze if the revenues from CSA 9 would adequately offset costs for service.

### 1.5.11 Sphere of Influence Recommendations and Determinations

The options available for the City of West Sacramento's Sphere of Influence are listed below:

- Maintain the status quo
- Redraw the Sphere of Influence to include CSA 9

### Ten Year Recommendation

- To protect agricultural lands from conversion, LAFCO should consider retaining the current city limits and Sphere of Influence for the City of West Sacramento. Anticipated population growth in the city over the ten year horizon can be accommodated by existing planned land uses unless a FEMA remap of flood areas decreases the number of potential residential units to be built.
- LAFCO could also continue to study the Reclamation Districts and CSA 9 to determine the best avenue for providing efficient and cost-effective delivery of services and any changes in boundaries that will support LAFCO policies.

### Twenty Year Recommendation

- As in the ten year recommendation, LAFCO should consider retaining the current city limits and Sphere of Influence for the City of West Sacramento to protect agricultural lands from conversion to urban uses.
- CSA 9 could be further studied for annexation to the Clarksburg Fire Protection District, which has more consistent land use than the City of West Sacramento, and to analyze if the revenues from CSA 9 would adequately offset costs for service.

## **2.0 Agency Overview: Location, Population, Administration and Operations**

### **2.1 Overview**

The City of West Sacramento incorporated on January 1, 1987 and has a population of 44,928<sup>1</sup>. The City boundaries are comprised of 23 square miles of residential, commercial, agricultural and industrial land uses. West Sacramento is a full-service city, directly providing most municipal services including Police and Fire services. The City does not directly provide wastewater treatment, public transit, or animal control services.

### **2.2 City Planning Boundaries**

The City, located on the eastern edge of Yolo County, is bounded by the Sacramento River and the City of Sacramento to the east, the Sacramento River and Tule Lake Road to the north, Shangri-La Slough to the south, and the Yolo Bypass to the west. The Port of Sacramento Deep Water Channel runs north/south along the western edge of the City, and then turns east/west to bisect the city near its center. The general topography of the City is flat.

West Sacramento's Sphere of Influence is contiguous with the city limits.

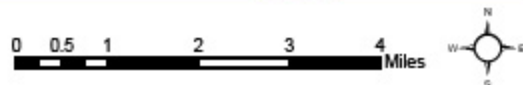
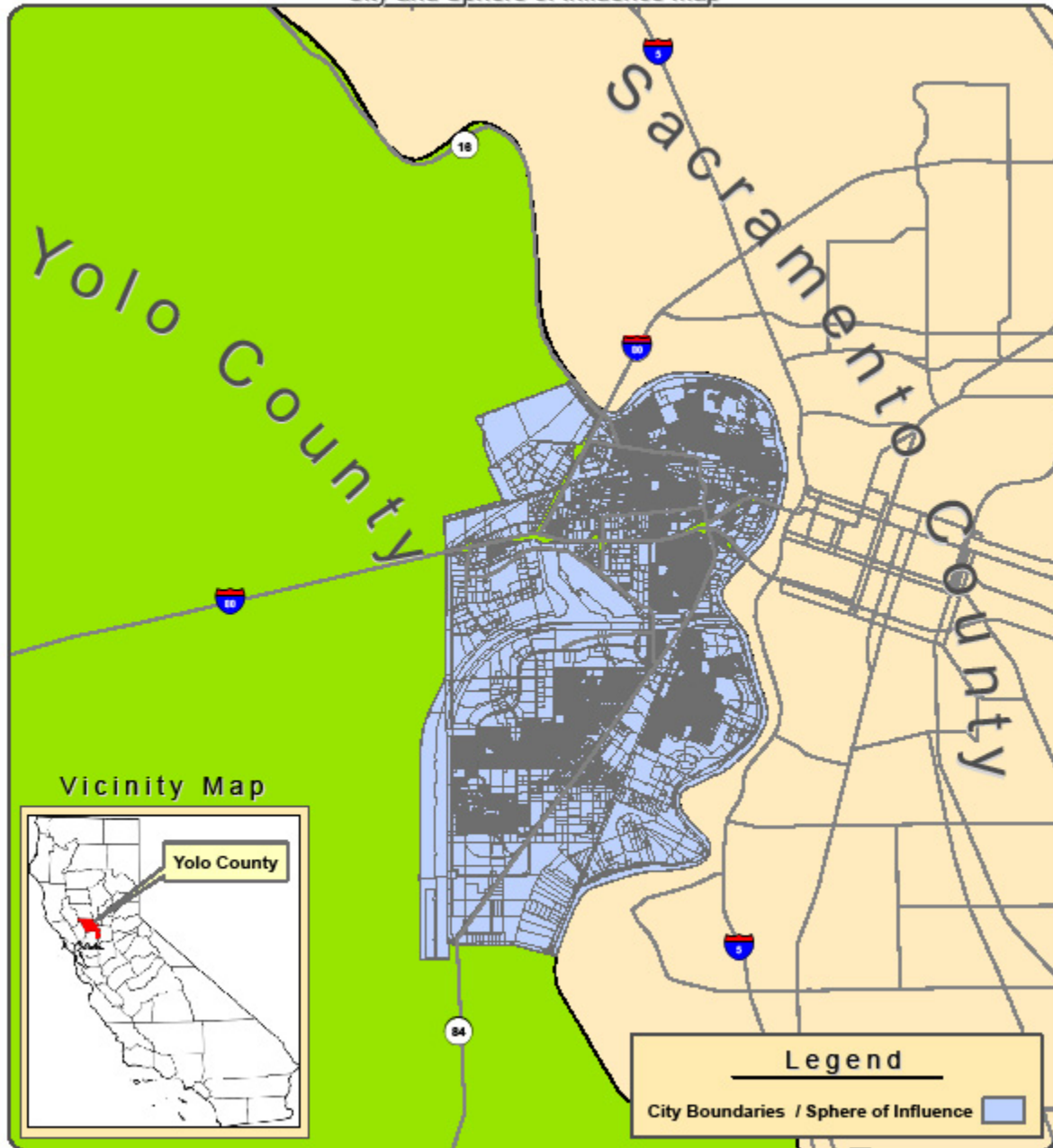
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<sup>1</sup> California Department of Finance, 2007.  
October 27, 2008

Map 2.2.1  
City of West Sacramento  
Sphere of Influence and City Boundaries



City of West Sacramento  
City and Sphere of Influence Map



## 2.3 Municipal Services

As a full service City, West Sacramento directly provides most municipal services, while some services are provided by others. A summary table of services and providers is shown below:

Table 2.3.1 City of West Sacramento Municipal Services		
Services	City	Other Provider
<b>Public Safety</b>		
Police	✓	Yolo County Sheriff, California Highway Patrol (CHP)
Fire	✓	
<b>Community Services</b>		
Planning	✓	
Engineering	✓	Bureau Veritas (Contract Plan Check Services)
Building and Safety	✓	
Public Works	✓	
<b>Transportation and Road Services</b>		
Streets and Roadways	✓	
Public Transit		Yolo County, Sacramento Regional Transit District
Rail		Union Pacific, Sierra Northern, Amtrak
Port	✓	
Pedestrian and Bicycle Circulation	✓	
<b>Parks, Recreation, Open Space and Library Services</b>		
Parks	✓	
Recreation	✓	
Open Space		Private Landowners
Library		Yolo County
<b>Solid Waste Disposal</b>		
Trash Service	✓	
Recycling Service	✓	
<b>Other Services</b>		
Water	✓	
Sewer	✓	Sacramento Regional County Sanitation District (SRCS)
Animal Control Services		Yolo County
Flood Control		West Sacramento Area Flood Control Agency
Storm Drainage		Reclamation District 811 Reclamation District 900

## 2.4 Public Safety Services

### 2.4.1 Police Services

The Police Department is located at 550 Jefferson Boulevard. The Department also utilizes portions of a second building behind the 550 Jefferson Boulevard facility. The City's Police Department has two "offices" or functional sections: Administration and Operations. The Administration office is



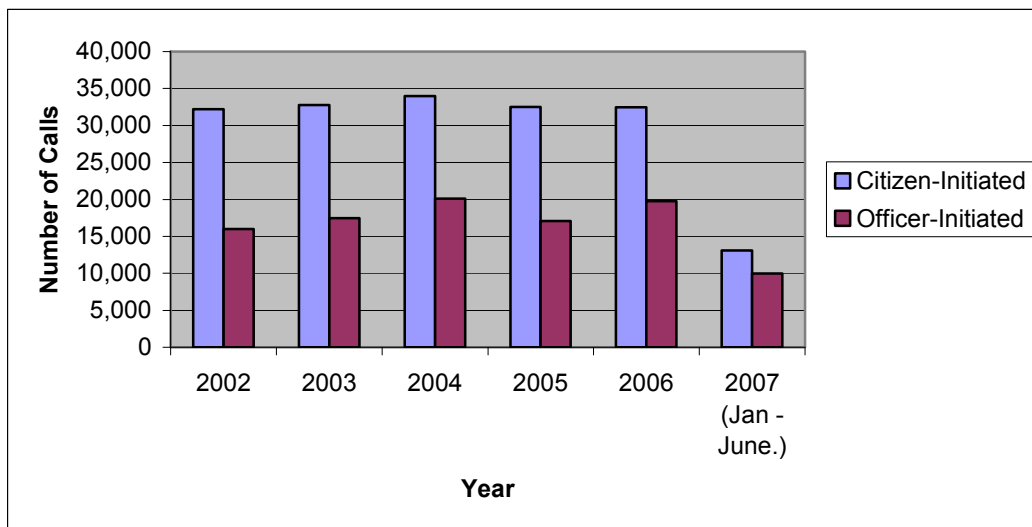
responsible for establishing policy, maintaining and retaining records, and professional standards. The Operations Office oversees the Patrol, Investigation, Community Response Team, Code Enforcement, Training, Port and Homeland Security, Crime Analysis, Traffic, and Parking Enforcement Divisions. According to the FY 2007-8 and FY 2008-09 Biennial Budget, Police Services were funded at \$16.0 million, or **41%** of the General Fund, for FY 2007-08, and \$17.2 million, or **42%** of the General Fund, for FY 2008-09.

The Police Department has divided the City into three regional “beats.” Two (2) officers are assigned to Beat 1, the northern-most section of City including the Broderick and Bryte communities north of the Union Pacific railroad tracks. Two (2) officers are assigned to Beat 2, the central portion of the city, including all areas south of the Union Pacific railroad tracks southward to the Deep Water Channel. One (1) officer is assigned to Beat 3 (all areas south of the Deep Water Channel). There are 72 sworn personnel and 39 civilian full-time employees<sup>2</sup>. In addition, the West Sacramento Police Department uses part-time officers, parking enforcement officers, and seven (7) volunteers to complete duties as assigned by the Department.

The chart below shows the number of calls for service answered by the West Sacramento Police Department from 2002-2007:

**Chart 2.4.1.1**

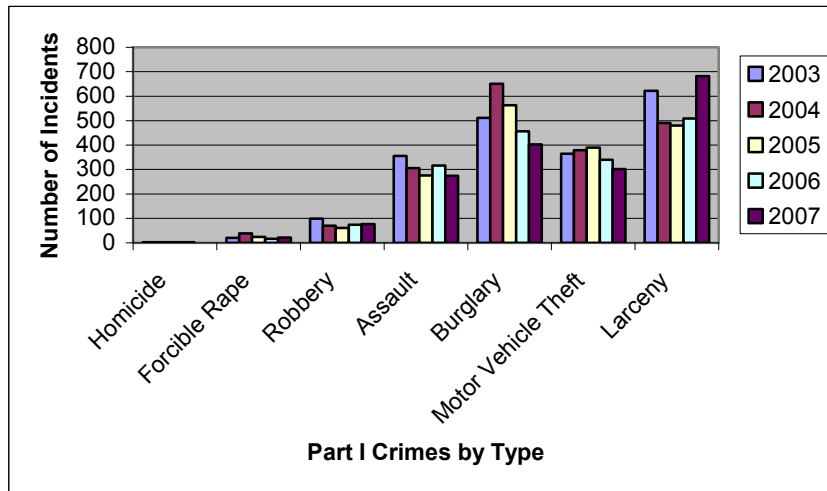
**City of West Sacramento Police Department Calls for Service**



<sup>2</sup> General Plan Update, Administrative Draft, p. 6-52

To better illustrate the types of calls for service received by the West Sacramento Police Department, the more serious crimes (Part I crimes) are shown in the chart below:

**Chart 2.4.1.2**  
**City of West Sacramento Part I Crimes<sup>3</sup>**



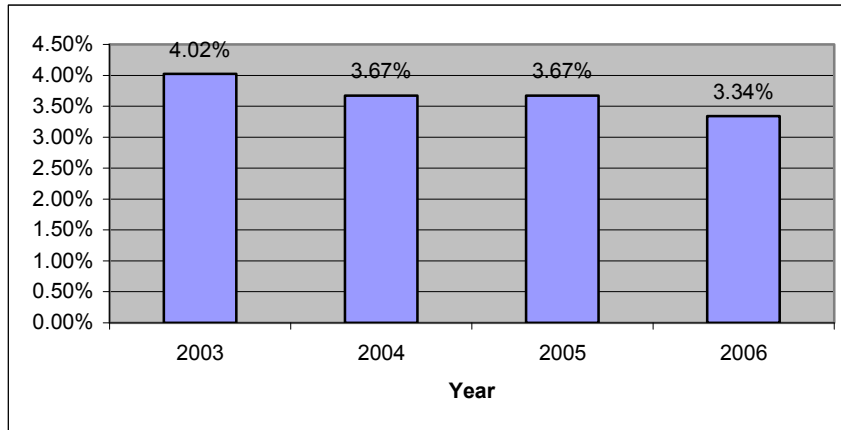
Overall, the Part I crime rate has decreased by 12% (2,021 to 1,778) from 2003 to 2007, while the City’s population increased by 23% over that same time frame (from 36,450 to 44,928). During the five-year period shown in the Chart, only larceny rates increased (9.6%), while homicide rates dropped from two (2) in each year from 2004 - 2006 to zero (0) in 2007.

As shown in Chart 2.4.1.3, when compared to the number of calls for service, Part I crimes are a very small percentage of the overall crime in the City.

<sup>3</sup> General Plan Update, Administrative Draft p. 6-56

**Chart 2.4.1.3**

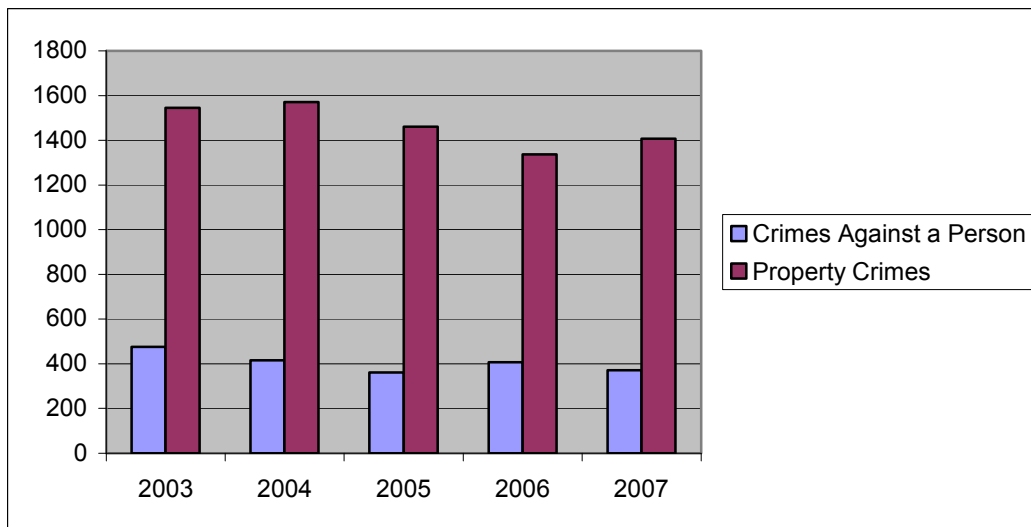
**City of West Sacramento Part I Crimes as a Percent of Total Calls for Service**



It is important to note that crimes against property are more prevalent than crimes against a person, as shown below:

**Chart 2.4.1.4**

**City of West Sacramento Personal Crimes v. Property Crimes**



The City has established a response time goal for police response to Priority 1 (emergency) calls of no more than five minutes. The Table below shows that this goal is met 50% of the time, while 90% of all emergency calls received had an officer on-site in less than 11.02 minutes.

Table 2.4.1.5 City of West Sacramento Police Response Times to Priority 1 Calls	
Percentile	Response Time (Minutes)
10 <sup>th</sup>	1.68
20 <sup>th</sup>	2.40
30 <sup>th</sup>	3.02
40 <sup>th</sup>	3.75
50 <sup>th</sup>	4.40
60 <sup>th</sup>	5.37
70 <sup>th</sup>	6.60
80 <sup>th</sup>	8.53
90 <sup>th</sup>	11.02

Calls for service by beat are listed in the chart below:

Table 2.4.1.6 City of West Sacramento Citizen Initiated Calls for Service by Beat			
Year	Beat		
	Beat 1	Beat 2	Beat 3
2002	10,915	17,612	3,676
2003	10,742	17,827	4,175
2004	10,646	18,043	5,275
2005	10,160	16,667	5,667
2006	10,229	15,894	6,329
2007	10,380	14,736	6,921

Beat 3 has the fewest calls for service but the largest physical area with the least dense population. In addition, only one officer is assigned to Beat 3.

## 2.4.2 Fire Services

The City of West Sacramento provides its own fire and emergency services with seventy-six (76) authorized fire personnel in the 2007-08 budget. According to the FY 2007-8 and FY 2008-09 Biennial Budget, the Fire Department was budgeted at \$11.1 million, or **29%** of the General Fund, for FY 2007-08, and \$11.8 million, or **28%** of the General Fund, for FY 2008-09.

Services provided by the City's fire department include:

- Fire prevention
- Hazardous Materials Management, Enforcement and Response
- Public Education

- Emergency Preparedness and Disaster Response
- Fire Code enforcement
- Domestic Terrorism Preparedness, Training and Response
- Rescue and Life Saving
- Administrative services
- Emergency Medical Services
- Fire Suppression and Extinguishment

West Sacramento participates in Automatic or Mutual Aid agreements with other fire departments in Yolo County and with the City of Sacramento. The City's Fire Department also provides contract fire protection and suppression services to the area outside of the City limits known as CSA 9, to the south. Unincorporated areas to the north of the City boundaries are served by the Elkhorn Fire Protection District (EFPD).

West Sacramento is divided into five (5) fire districts, each served by a primary fire station. The stations are listed in the table below in along with the number of calls for service received in 2007. A discussion of each station's location, labor resources, and equipment follow the table.

Table 2.4.2.1 City of West Sacramento Fire Stations							
Station	Address	2005		2006		2007	
		Incidents	Runs	Incidents	Runs	Incidents	Runs
41	132 15 <sup>th</sup> Street	1,547	1,659	1,453	1,537	1,605	1,712
42	3585 Jefferson Boulevard	1,004	1,020	1,033	1,032	623	655
43	1561 Harbor Boulevard	1,396	1,505	1,416	1,555	1,438	1,556
44	905 Fremont Boulevard	1,826	1,871	1,690	1,753	1,776	1,813
45	2040 Lake Washington Blvd	--	--	--	--	751	1,158

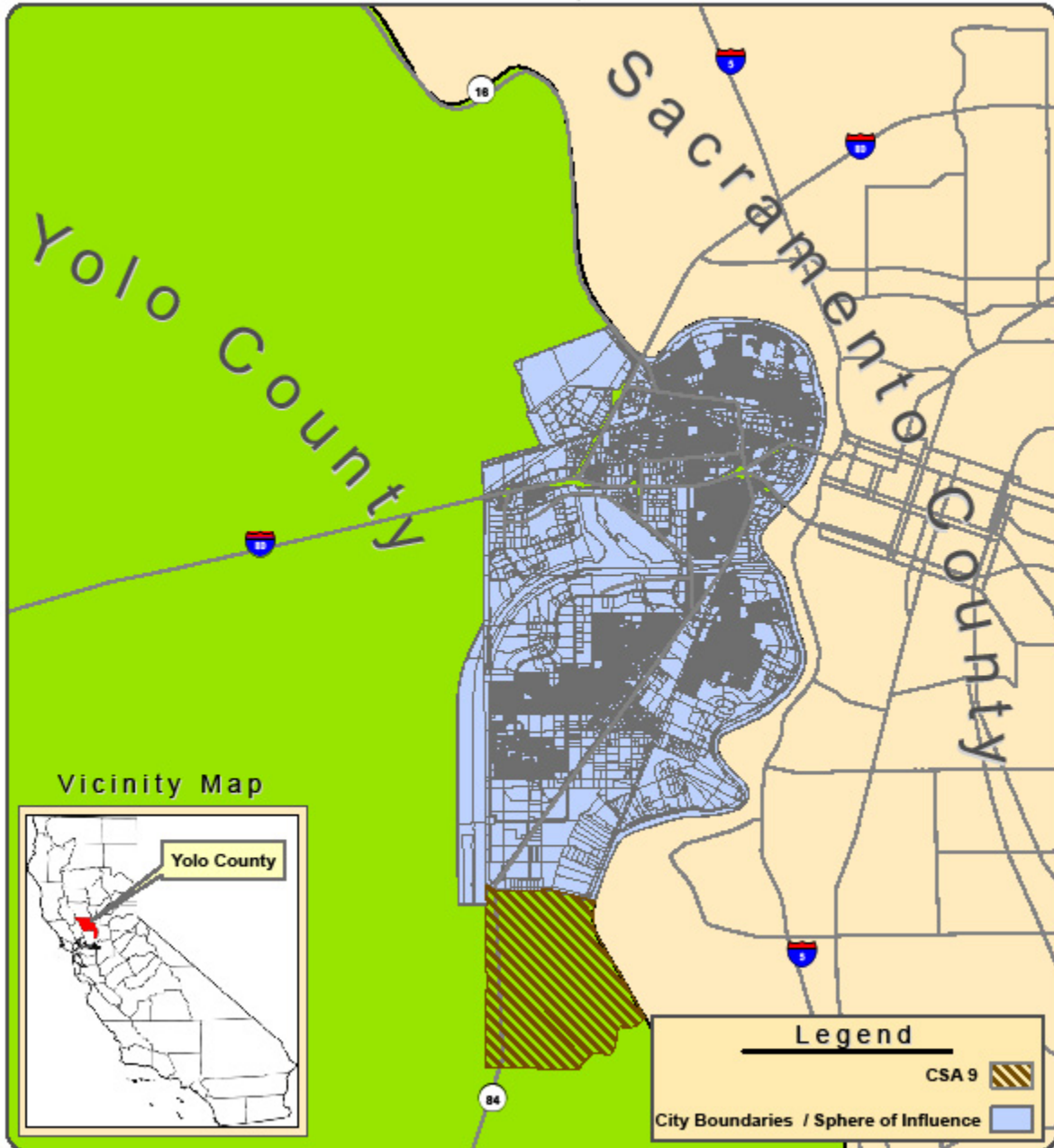
Map 2.4.2.2

County Service Area 9



# City of West Sacramento

CSA 9 Map



Station 41 is located on 15<sup>th</sup> Street, near residential, industrial and mixed-use development. Three (3) shifts of three (3) personnel are assigned to the station, which is equipped with one (1) engine with a 500 gallon tank, one (1) air unit, and one (1) boat. A Duty Chief is also assigned to the station.

Station 42 is located on Jefferson Boulevard, near David Road. The station is surrounded by rural residential and rural estate land uses, with some nearby neighborhood commercial and agricultural land use designations. Three (3) shifts of three (3) personnel are assigned to the station, which is equipped with one (1) Type I engine with Paramedic Services, and one (1) brush fire truck. A Duty Chief is also assigned to the station.

Station 43 is located on Harbor Boulevard, near the Port of Sacramento. The station is surrounded by heavy industrial, water related industrial, and business park uses. Three (3) shifts of three (3) personnel are assigned to the station, which is equipped with one (1) engine with a 500 gallon tank, one (1) crew truck, one (1) water tender with a 2,000 gallon tank, and one (1) 100-foot ladder truck. A Duty Chief is also assigned to the station.

Station 44 is located on Fremont Boulevard. The station is located near high- and low-density residential, and community commercial land uses. The Southern Pacific Railroad right-of-way is located nearby. Three (3) shifts of three (3) personnel are assigned to the station, which is equipped with two (2) engines, one (1) Type I with Paramedic Services and one (1) brush fire truck. A Duty Chief is also assigned to the station.

Station 45 opened in 2007, and is located on Lake Washington Boulevard. Station 45 absorbed calls from Station 42, causing a decrease in calls for Station 42. Station 45 is located in among low and high-density residential land uses, with nearby community commercial land uses. Three (3) shifts of three (3) personnel are assigned to the station, which is equipped with one (1) engine with a 500 gallon tank, one (1) truck, one (1) water tender, one (1) rescue engine, one (1) Zodiac boat, and one (1) air tender. A Duty Chief is also assigned to the station.

The National Fire Protection Association (NFPA) established 1710 Standard, which sets a dispatch-to-on-scene-arrival goal of five (5) minutes for fire personnel to respond to any call for service. Related factors that impact response times within a service area include development density and road infrastructure issues (e.g., narrow, winding roads vs. wide, free-flowing roadways). Currently, West Sacramento meets the NFPA 1710 Standard 95% of the time, with an average response time of four (4) minutes twenty (20) seconds<sup>4</sup>.

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<sup>4</sup> City of West Sacramento, General Plan, Administrative Draft Background Report, p. 6-46  
October 27, 2008

The Insurance Services Office (ISO) rates fire services and establishes rates based on fire suppression delivery systems. The ratings are on a scale of 1 to 10, with 1 being the best and 10 being the worst. The City has received a Class 2 rating in its urban areas, and a Class 9 rating in its rural areas where there is a lack of fire hydrants.

## 2.5 Community Development Services

The Public Works and Community Development Department includes the Development Services, Capital Facilities, and Public Works Division. In FY 2007-08, this department had 135 budgeted employees among its divisions, and contracts with a private company for building inspection services. According to the FY 2007-08 and FY 2008-09 Biennial Budget, Public Works and Community Development Department services (planning, engineering, building inspection) are funded almost exclusively by user fees. In FY 2007-08, Public Works and the Development Group are budgeted to receive 26% of all appropriations (\$27.3 million) and 26% in FY 2008-09 (\$27.9 million).

The following statistics provide an overview of the pace of development within the City of West Sacramento in 2007:

<b>Table 2.5.1</b> <b>City of West Sacramento</b> <b>Building Department Activity</b> <b>2007</b>	
Total Building Permits Issued	1,909
Residential-new units	465
Misc Residential permits	999
Misc Commercial	560
Major Commercial over \$300,000 valuation	43
Total Building Inspections	9,414
Total Construction Valuation of All Permits Issued	\$299,426,894

West Sacramento has set standards for plan check processing and review:



Table 2.5.2 City of West Sacramento Building Department Plan Check Turn Around				
Type of Permit	Construction Valuation	1 <sup>st</sup> Check	2 <sup>nd</sup> Check	Total Time
Additions, Alterations, Residential, Minor Tenant Improvements, Minor Commercial	Under \$100,000	5 days	5 days	10 days
New Residential, Commercial, Foundation Only	\$100,000 - \$300,000	10 days	5 days	15 days
Commercial	\$300,000 - \$2,500,000	10 days	10 days	20 days
Major Commercial	\$2,500,000 and over	15 days	15 days	30 days

The Fire Department also provides plan check review services in conjunction with the building department. The chart below shows the number of projects processed and the number of projects that had plan review times that exceeded department standards.

Table 2.5.3 City of West Sacramento Late Plan Checks 2007 and 2008 (partial)								
Month	2007				2008			
	# Plan Submittals		# Late Checks		# Plan Submittals		# Late Checks	
	Building	Fire	Bldg	Fire	Building	Fire	Bldg	Fire
January	35	28	3	2	181	150	20	9
February	64	45	16	1	76	42	0	2
March	90	33	17	1	78	52	4	2
April	83	48	10	3	57	36	2	1
May	87	56	8	1	70	35	50	0
June	84	44	3	1	43	20	0	0
July	49	36	2	1				
August	55	39	8	10				
September	57	24	0	0				
October	47	25	4	2				
November	54	24	6	0				
December	50	40	2	1				
Total	755	442	79	23	505	335	76	14

Overall, in 2007, the 90% of building department projects were processed on time, and 95% of fire submittals were processed on time. In the first half of 2008, the Rate of on-time processing was 85% for building and 96% for fire.

## **2.6 Transportation and Road Services**

West Sacramento is located along Interstate 80 and Highway 50 (Interstate 80 Business). I-80 provides access to San Francisco to the west, and eastward to Sacramento, Reno and locations further east via two interchanges within the City. Highway 50 (Interstate 80 Business) connects to Interstate 80, Sacramento, Interstate 5, and State Route 99 via two interchanges within the City. West Sacramento also has several rail lines, facilitating the movement of goods from the Port of Sacramento, which is also located within the City.

### **2.6.1 Streets and Roadways**

There are two hundred thirty-seven (237) center lane miles of paved streets under city jurisdiction, consisting of arterials (major and minor), collectors, and local (neighborhood) streets. The City also owns and maintains 3,843 streetlights and 42 traffic signals<sup>5</sup>. Pavement Condition Index (PCI) is a nationally recognized system for describing the condition of streets using a scale of 0-100, where 0-24 is very poor, 25-50 is poor, 50-69 is fair, and 70-100 is good. The City of West Sacramento's PCI for its roadways is 84 (good).

The City is separated into two distinct geographic areas (north and south) by the Deep Water Shipping Channel (DWSC). The Channel creates limited access from the northern to the southern sections of the City.

There are two major north-south roadways within both the northern section of the city: Jefferson Boulevard and Harbor Boulevard. In the southern section of the city, Jefferson Boulevard is the only major north-south roadway. Jefferson Boulevard and Lake Washington/Industrial Boulevard traverse the DWSC, connecting the northern portion of the city to the south.

Travel to the east of the City is limited to three bridges that cross the Sacramento River in the northern portion of the City. The Tower Bridge and Pioneer Bridge (US 50) are owned and maintained by Caltrans. The "I" Street Bridge is owned by Southern Pacific Railroad, but the maintenance is shared by the railroad and the City. The City maintains from the car deck upward on the Yolo County side of the bridge, and the railroad maintains everything below the car deck to the

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<sup>5</sup> City of West Sacramento, CAFR 2007, p. 166

river for the entire span. There is also limited ability to travel east-west within the City in the area north of Sacramento Avenue, and south of Linden Road.

There are no arterials parallel to I-80 or Hwy 50 that would allow residents to travel within the City to bypass any freeway congestion. The City's arterials do not experience overflow traffic from motorists bypassing the freeway system.

The City's General Plan policy for Level of Service (LOS) standards on City streets is LOS C, on a scale of "A" to "F", with "A" as best and "F" for failing. LOS D is acceptable for all roadways or intersections within ¼ mile of a freeway interchange or bridge overcrossing. The chart below outlines the City's roadways and intersection Levels of Service:

Table 2.6.1.1 City of West Sacramento Level of Service for Roadways and Intersections			
Level of Service	Roadways	Intersections	
		AM Peak	PM Peak
A	20 (59%)	14 (63.6%)	12 (54.5%)
B	2 (5.8%)	3 (13.6%)	3 (13.6%)
C	5 (14.7%)	5 (22.7%)	5 (22.7%)
D	4 (11.8%)	--	2 (9%)
E	3 (8.8%)	--	--

## 2.6.2 Public Transit

Public transportation (YOLOBUS) is available to residents and workers via eight bus lines. YOLOBUS is managed and funded by the Yolo County Transportation District. The bus routes provide transportation to the Sacramento International Airport, Sacramento, Woodland, Winters, Knights Landing, Vacaville, Capay Valley, and Davis, and provides a connection to other bus services and rail passenger carriers. Riders can access Unitrans transit and Amtrak by riding YOLOBUS to the City of Davis, or riders can access Sacramento Regional Transit District systems and Amtrak by riding YOLOBUS to Sacramento. Complimentary paratransit services are also available to residents and workers in West Sacramento through YOLOBUS.

Other public transit options available within the City include service from the Sacramento Regional Transit District, which operates a weekday route from West Sacramento to Downtown Sacramento, and shuttle services to Raley Field on game days.

West Sacramento is studying the potential to build its own streetcar system that would provide transit service between West Sacramento's Civic Center and 15<sup>th</sup> Street in midtown Sacramento, via the Tower Bridge. Other future transit plans include a light rail extension as a Tier 1 project in the 2025 Sacramento Area Council of Governments (SACOG) Metropolitan Transportation Plan (MTP).

### **2.6.3 Rail**

Rail lines within the City move goods to and from the Port of Sacramento. The Union Pacific Railroad operates the transcontinental line, with service from Oakland, California to Salt Lake City, Utah. Amtrak also operates passenger service on this line, although the nearest passenger stations are located in Davis and Sacramento. The second major rail line is operated by the Sierra Northern Railway, which provides both commercial goods movement and special passenger excursion service, including the Sacramento Rivertrain.

There are no current plans for passenger rail stations in West Sacramento.

### **2.6.4 Port of Sacramento**

The Port of Sacramento facilities include the Deep Water Shipping Channel (DWSC), the Harbor, the Barge Canal and Navigation Lock, and the Foreign Trade Zone.

The DWSC was originally constructed and operated by the Army Corps of Engineers. The City of West Sacramento now operates the channel. While the DWSC is currently 30 feet deep and 200-300 feet wide, the existing right-of-way for the channel would allow the channel depth to be increased to 40 feet and increase its width to 300 feet along all segments of the channel. The Sacramento-Yolo Port District holds the right-of-way for the DWSC and provides terminal facilities for loading and unloading cargo from ship to truck and/or railcar. Four Commissioners of the District are appointed by the City of West Sacramento City Council, and one Commissioner is appointed by the Yolo County Board of Supervisors.

The Ports finances are managed as a business-type activity or enterprise fund within the City's budget. All revenues and expenses are segregated from the rest of the City's operations.

The Harbor, formerly Lake Washington, functions as a turning basin for ships coming to and leaving the Port. Facilities include three wharves, two piers, and five berths.

The Barge Canal provides a connection from the Harbor to the Sacramento River for smaller boats, including recreational or pleasure crafts. The Navigation Lock used to provide the same access from the Harbor to the River, but it is now closed.

The Foreign Trade Zone is a sixteen-acre area within the Port which is considered outside of United States customs territory. The Foreign Trade Zone includes a warehouse and seven acres of vacant land where merchandise can be stored, shown, assembled, manufactured, or processed without traditional customs procedures or federal taxes.

Future plans for the Port area operations include constructing a biodiesel manufacturing facility. The projected volume of biodiesel to be produced at the facility is up to sixty (60) million gallons annually.

### **2.6.5 Pedestrian and Bicycling Uses**

In 1991, the City completed a Bicycle and Pedestrian Path Master Plan, which is currently under revision. According to the City staff, there are four (4) miles of Class I bike paths (facility for exclusive use of bicycles) and thirty-one (31) miles of Class II bike lanes (striped lane for one-way bicycle travel along each side of a roadway). Class III bikeways (designated bike routes on roadways shared with motor vehicles which are designated by signs, not pavement markings) exist within the City, but do not have appropriate signage installed.

Pedestrians are able to use the city's sidewalk system, but may encounter some obstacles around the rail lines and waterways. Newer developments have provided wider sidewalks as well as wider streets that are more inviting for pedestrian use. Future opportunities for new walking paths include The Deep Water Ship Channel, the Sacramento River, and the Main Drain Canal. Plans have been developed for pedestrian facilities Riverwalk Park, and a new, continuous riverfront trail. Other recent improvements to pedestrian facilities include the widening of walkways on the Tower Bridge, a project completed by Caltrans.

## **2.7 Parks, Recreation, Open Space and Library Services**

### **2.7.1 Parks**

West Sacramento has 143.6 acres of developed parks<sup>6</sup>, listed in the table below. There are an additional 178.4 acres of land designated for park use that have not yet been developed. Existing City parks are classified as Neighborhood Parks (at least five acres), Community Parks (at least ten acres), and Special Facilities. In the past, the City had a "mini park" designation for parks smaller than five (5) acres, as indicated in the 2003 Parks Master Plan, but the General Plan Update 2007-08 eliminates the designation. While not all existing neighborhood parks in the table meet the five acre

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<sup>6</sup> General Plan Update, Administrative Draft Background Report, 7-3

minimum, the city is discouraging the development of any new parks smaller than five acres, due to maintenance inefficiencies and limited opportunities for amenities.

Table 2.7.1.1 City of West Sacramento Parks		
Park	Acres	Amenities
<b>Neighborhood Parks (&gt;5 acres)</b>		
Alyce Norman-Bryte Playfields	17	Baseball fields (3), soft ball fields (4), vegetable garden, tot lot, restrooms, play equipment, picnic area, snack bar, basketball court, football facilities
Bridgeway Island Park	4	Playground, picnic area, turf field, basketball court, barbeques
Bridgeway Lakes Community Park	12	Turf field, water play area, baseball field, amphitheater, community building, restrooms, snack bar, barbeques, walking path
Bryte Park	28	Softball fields (4), baseball field, soccer fields (8), basketball court, picnic area, barbeques, tot lot, fitness course, restrooms, Club West Teen Center, football facilities, walking path, track
Circle Park	0.3	Picnic tables
Classics Mini Park	0.3	Picnic tables, benches, turf area, bicycle/pedestrian connector
Delta Gardens Park	3.3	Play structures, picnic area, basketball, turf area
Eagle Point Park	1.5	Picnic area, turf area, walking path
Elkhorn Park	5.2	Ball field backstop, soccer half-field, barbeques, horseshoe pit, play structure
Emile "Whitey" Boisclair Park	2.7	Play structures, picnic area, basketball court, turf area, walking path
Lake View Park	1.0	Picnic area, turf area, walking path
Linden park	4	Tot lot, picnic area, barbeques, horseshoe pits, turf area, restrooms
Meadowdale Park	4	Picnic tables, tot lot, walking path, barbeques
Memorial Park	4	Baseball fields (4), picnic area, tot lot, horseshoe pits, basketball court, restrooms
Patwin Park	4.5	Picnic area, barbeques, jogging path, turf area
Pennsylvania Park	0.5	Picnic area
Pheasant Hollow Park	0.5	Playground, turf area, picnic area
Poquito Park	0.2	--
Redwood Park	0.5	Picnic area, horseshoe pits
Roland Hensley Bike Park	0.5	Class I bicycle lane, picnic area, water fountain
Rotary Centennial Minipark	0.1	Bench, trash cans
Sam Combs Park	4.5	Picnic area, barbeques, tot lot, horseshoe pits, dog park, restrooms, walking paths
Southport Gateway Park	2.5	Playground, picnic area, turf area, walking paths
Summerfield Park	9.0	Soccer fields (2), backstops, tot lot, dog run, basketball court, restrooms, cricket field
Sunset Vista Park	6.1	Playground, jogging path, turf area, picnic area
Touchstone Park	4.0	Picnic area, barbeques
Westacre park	5.0	Backstops, soccer/football field, volleyball court, basketball courts, tot lot, picnic area, skateboarding area
Westfield School Playsite	4.0	Softball fields (2), soccer fields (2), tot lot, basketball court
<b>Total Acres</b>	<b>129.2</b>	
<b>Community Parks (&gt;10 acres)</b>		
River Walk Park <sup>7</sup>	4.0	Picnic area, barbeques, promenade, walking path, Veteran's Plaza, Grand Staircase, Union Square
<b>Special Facilities</b>		
Barge Canal Recreational Access	1.65	All-weather vehicle parking area, hand carry boat ramp, all-weather walking/biking trail, picnic and seating fixtures, port and environmental resource interpretive panels, trash and

<sup>7</sup> The City has designated River Walk Park as a Community park even though it does not meet the acreage criteria for a community park.

Table 2.7.1.1 City of West Sacramento Parks		
Park	Acres	Amenities
		recycling receptacles.
Broderick Boat Ramp	4	Boat ramp and launching dock, parking for trailers, restroom facilities.
Club West Teen Center	--	Snack bar, game room, use of phones, computers for homework
Golden State Pool	--	
West Sacramento Senior Center	--	Library, multi-purpose room, kitchen, art room
River City High School Swimming Pool	--	
Civic Center	--	
Future Parks and Special Facilities		
Heritage Oak Park		Neighborhood Park
Downtown/Sycamore Park		Neighborhood Park
Ironworks Park		Neighborhood Park
Triangle Core Park		Neighborhood Park
Central Park		Community Park
Pioneer Bluff		Community Park
Southport Community Park		Community Park
West Sacramento River Walk and Triangle Promenade		Special Facility
River Walk Park Extension		Special Facility
New High School gymnasium, aquatic facilities		Special Facility
Patwin-Summerfield Pedestrian Bridge		Recreation trail
Gateway Recreation Corridor		Recreation trail
Main Drainage Canal Recreation Corridor		Recreation trail

When new residential development is proposed, the City requires a parkland dedication of five acres of parkland per 1,000 residents. The dedications are divided into a two-acre requirement for neighborhood parks and a three-acre requirement for community parks. If a new development will generate 750 new residents, a developer must dedicate 3.75 acres of parkland to the City, where 1.5 acres would be used for neighborhood parks and 2.25 acres would be used for community parks.

The General Fund provides funds for administration of the parks and recreation programs, with additional funding for maintenance. New parks are funded through park impact fees, which are paid by developers. Measure K, the sales tax increase implemented in 2002, has been structured to provide a ½ % sales tax increase for a ten-year period (2002-2012), which then reduces to a ¼% increase in perpetuity. Measure K funds have been identified as a long-term source of funding for on-going parks and recreation uses, while also providing revenues in the short-term (until 2012) for capital park projects. In 2006, approximately \$700,000 (3% of the total Measure K revenues) were allocated to capital projects within the parks including restrooms, a portable building for childcare, a pool cover at the High School, playground equipment, and a skate park. In 2007, Measure K revenues contributed \$986, 773 to capital improvements (3% of total Measure K revenues)



## 2.7.2 Recreation

The City offers recreation programs and special events that serve a broad spectrum of residents. There are programs available for teens, seniors, special needs teens, children, and adults. Programs include aquatics, children's programs, teen programs, youth and adult sports, and senior citizen activities through the West Sacramento Senior Citizen Center. Participation in recreation programs has grown by 24% from FY 2006 to FY 2007, as indicated in the chart below:

Table 2.7.2.1 City of West Sacramento Recreation Program Participation <sup>8</sup>			
	2005	2006	2007
<b>Number of Participants</b>			
In City	4,969	5,408	5,576
Outside of City	477	423	387

There are 19 full-time employees proposed for FY 2008-09, which is an increase over FY 2007-08 (17 employees) and FY 2006-2007 (15 employees).

User fees offset recreation service costs in the General Fund, but these fees do not cover the total program costs. Budgeted income from recreation fees is outlined in the chart below.

Table 2.7.2.2 City of West Sacramento Recreation Fees and Cost Offset				
	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09
General Fund Appropriation for Recreation	\$3,442,126	\$3,609,171	\$3,904,845	\$4,971,447
Projected Recreation Fee Income	\$218,202	\$233,000	\$197,750	\$678,225
% of Fees as a Part of Total Recreation Cost	6.3%	6.5%	5.1%	13.6%

Measure K revenues are also earmarked for recreation programs including afterschool child care programs and Teen Camp. Actual disbursements for 2006 Measure K funds for recreation programs included \$600,000, with an additional \$10,800 expenditure for an afterschool child care consultant study. Recreation programs received 3% of the total 2006 Measure K revenues, and 2.9% of the total 2007 Measure K revenues.

<sup>8</sup> City staff email, 7/3/2008

Other non-City owned recreation opportunities within the City include Special Facilities such as boat ramps, marinas, other river-oriented recreation facilities, and golf courses. In addition, West Sacramento is home to Raley Field, a privately owned baseball facility. Raley Field is home field for The Sacramento Rivercats, the AAA baseball team owned by the Oakland As.

### **2.7.3 Open Space**

The City defines Open Space as “any parcel or area of land or water that is essentially unimproved and devoted to an open space use.”<sup>9</sup> There are 178.4 acres of undeveloped open space (primarily levees) within the City. The City also has two developed areas of designated open space, Turning Basin Open Space and Bee Lakes Open Space. These two areas comprise sixty-four (64) acres of wetland and riparian areas of significant natural resources. Neither developed open space area is open for public access.

Other Open Space areas in and near the City include the Sacramento River and Waterfront, the Yolo Bypass, the Deep Water Ship Channel, the Barge Canal, the Yolo Short Line alignment. There are no acreages assigned to these areas in the City’s documents.

### **2.7.4 Library Services**

Library services are operated and funded by Yolo County. There are seven branch libraries in the County library system. The Arthur F. Turner branch was located at 1212 Merkley Avenue until the summer of 2008. There is temporary branch located at 840 Jefferson Boulevard pending completion of a new library adjacent to the new Civic Center and Los Rios Community College campus. The temporary branch continues to offer child, teen and adult programs, and has computers available for internet and word processing. Materials are available in Spanish and Russian languages, as well as large-print materials for the sight-impaired. The branch is open fifty (50) hours per week, and is open Mondays through Saturdays.

Yolo County library is funded through property taxes collected county-wide, fines, fees, and donations. In addition, the City and County have entered into an operating agreement to allow the City to collect Development Impact Fees for library construction, which are then passed to the library system. The City allocated \$642,000 from Redevelopment funds from March 2007 to March 2008 to purchase additional property for the library expansion.

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<sup>9</sup> General Plan Update, Administrative Draft, 2008, p. 7-14

## **2.8 Solid Waste Collection and Disposal Services**

The City's residential and commercial waste hauling services are handled by contract with Waste Management, Inc. The City's residential program includes curbside recycling services and backyard composting. Curbside recycling allows pick-up of used motor oil and oil filters, as well as green waste. There are monthly Household Hazardous Drop-off events, and two "bulky item" drop-off events yearly. As a result, the City has achieved over 50% diversion of solid waste from the landfills since 2001. Waste Management transfers all non-recycled waste to the Yolo County Landfill, located near the City of Davis. The Yolo County Landfill is permitted to operate until 2045, and is accepting 1,800 tons of non-recycled waste per day.

The City allows non-exclusive hauling rights for construction and demolition waste. Debris that is not recycled travels to the Hay Road Landfill, Potrero Hills Landfill, L and D Landfill, Forward Inc. Landfill, Kiefer Landfill, and Vasco Road Sanitary Landfill. Existing remaining capacity at each of these landfills is estimated to be 4,100,000 to 112,900,000 cubic yards, for a total available future capacity of 216,109,354 cubic yards at all landfills combined. In 2005, the City of West Sacramento sent 66,946 tons of non-recycled solid waste to County landfills.

## **2.9 Water**

Water service in West Sacramento is managed by the City. The water supply is a combination of treated surface water from the Sacramento River and groundwater from two wells in the southern portion of the City.

### **2.9.1 Supply and Demand**

The City is entitled to receive 23,600 acre feet of surface water each year from the river. The City currently receives its water from the Sacramento River in three allotments. First, the City has a contract with the US Bureau of Reclamation. This contract provides up to 14,660 Acre Feet per Year (AFY) through 2015, and then tapers off to 13,390 AFY by 2020 and beyond. The current forty-year contract with the Bureau expires in 2020, but anticipates that it will be able to renew the contract at the then-existing level of 13,390 AFY. The second allotment is its Appropriative Water Right, which allows the City to divert up to 18,350 AFY except during July and August (high demand months). The City's Appropriative Water Right arises due to its being located along the Sacramento River. The third allotment is through the North Delta Water Agency, which will increase and hold at a rate of 5,520 AFY by 2020.

According to the Urban Water Management Plan (UWMP) 2005, the City's supply of water meets its demand:

<b>Table 2.9.1.1 City of West Sacramento Projected Normal Supply and Demand Comparison (Acre Feet/Year)</b>						
	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
Supply Totals <sup>10</sup>	<b>16,000</b>	<b>21,962</b>	<b>25,500</b>	<b>29,120</b>	<b>29,120</b>	<b>29,120</b>
US Bureau of Reclamation	10,390	14,262	14,660	13,390	13,390	13,390
Appropriative Right	5,610	7,700	8,940	10,210	10,210	10,210
North Delta Water Agency	0	0	1,900	5,520	5,520	5,520
Demand Totals <sup>11</sup>	16,000	21,962	25,500	29,120	29,120	29,120
<b>Difference</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

Estimates for Projected Single Dry Year Water Supply do not differ from normal supply. For multiple Dry Years, the projected supply and demand is as follows:

<sup>10</sup> Urban Water Management Plan, 2005, p. 3-5

<sup>11</sup> Urban Water Management Plan, 2005, p. 4-3

<b>Table 2.9.1.2</b> <b>City of West Sacramento</b> <b>Projected Multiple Dry Year Period</b> <b>Supply and Demand Comparison</b> <b>(Acre Feet/Year)</b>					
Year	Supply Totals	Demand Totals	Difference	Difference as % of Supply	Difference as % of Demand
2006	23,600	17,192	6,408	27%	31%
2007	23,600	18,835	5,215	22%	28%
2008	23,600	19,577	4,023	17%	21%
2009	23,600	20,770	2,830	12%	14%
2010	23,600	21,962	1,638	7%	8%
2011	23,600	22,670	903	4%	4%
2012	23,600	23,377	223	1%	1%
2013	24,085	24,085	0	0%	0%
2014	24,792	24,792	0	0%	0%
2015	25,500	25,500	0	0%	0%
2016	26,224	26,224	0	0%	0%
2017	26,948	26,948	0	0%	0%
2018	27,672	27,672	0	0%	0%
2019	28,396	28,396	0	0%	0%
2020	29,120	29,120	0	0%	0%
2021	29,120	29,120	0	0%	0%
2022	29,120	29,120	0	0%	0%
2023	29,120	29,120	0	0%	0%
2024	29,120	29,120	0	0%	0%
2025	29,120	29,120	0	0%	0%

Figures for 2006 city-wide water usage are 14.53 million gallons per day average daily demand, with a maximum daily demand of 28.10 million gallons.

## 2.9.2 Water Infrastructure

The City owns and operates the Bryte Bend Water Treatment Plant (WTP) for surface water. The WTP was originally constructed in 1987, with an expansion in 2004. Current capacity for the WTP is 58 million gallons per day (MGD). There are six reservoirs and two clearwells for water storage with a total capacity of 19.3 million gallons. Other water-related infrastructure includes 191 miles of water main pipes, 2,399 water hydrants, and seven pumps throughout the City.

At the WTP, water is treated by chemical coagulation, Actiflo high rate clarification process, dual media Granular Activated Carbon filtration, and disinfection.

Water storage is important in the event of any emergency such as surface water/source water contamination, fire, or other natural or man-made disaster that would interrupt the Water Treatment Plant operations. The clearwells, located at the WTP, have a combined capacity of 8 million gallons.

Four reservoirs serve the north portion of the City with a total capacity of 7.4 million gallons. In the south portion of the City, two reservoirs provide a combined storage capacity of 3.9 million gallons.

The treatment plant production was 13.573 million gallons per day average daily production, while the maximum daily production was 28.187 million gallons per day. Future demand is anticipated to be 54 million gallons per day city-wide, which is within the existing WTP 58 million gallons per day capacity. On average, approximately 1.0 million gallons per day comes from the ground wells.

## **2.10 Sewer**

Upon completion of the Lower Northwest Interceptor pipeline project by the Sacramento Regional County Sanitation District (SRCSD) at the close of 2007, the City connected its sewer forcemain system to the Interceptor and joined the SRCSD. The City then decommissioned its wastewater treatment plant.

Wastewater services still provided by the City include maintenance and improvement to the collection system, made of up 192 miles of collector lines, main interceptor lines. There are seven (7) dry pit pump stations, and three (3) lift stations operated by the City<sup>12</sup>.

## **2.11 Other Agencies as Service Providers**

The following agencies provide service to the City:

- Public Safety—Yolo County Sheriff's Department , California Highway Patrol (CHP), Elkhorn Fire Protection District
- Animal Control and Shelter Service—Yolo County Sheriff's Department
- Flood Control—Reclamation Districts 537 & 900
- Storm Drainage—Reclamation District 537, 811 & 900

None of these agencies are contracted service providers to the City, except for Animal Control Services through the Yolo County Sheriff's Department. Each entity's service boundaries include the City of West Sacramento. No City funds are diverted to these agencies to provide their services in lieu of the City of West Sacramento providing the service, except for Animal Control Services.

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<sup>12</sup> Wastewater Master Plan and Connection to the Lower Northwest Interceptor, April 2003

### **2.11.1 Public Safety**

The California Highway Patrol provides traffic and other law enforcement services on the state highways, but also provides assistance to the local jurisdictions for large-scale incidents or disasters. West Sacramento is also home to a CHP training facility, located in the northwestern quadrant of the City.

Yolo County's Emergency Medical Services are provided through a Joint Powers Agency, the Sierra-Sacramento Valley EMS Agency (S-SV EMS). The County also contracts with S-SV EMS to perform ambulance ordinance responsibilities. AMR, a private corporation, provides emergency transport services

### **2.11.2 Animal Control Services**

The Yolo County Sheriff-Coroner's Department provides Animal Control Services within Yolo County, and via contract to the City of West Sacramento. Services include pet adoptions, sheltering, owner return, and emergency response for loose livestock, injured animals, and vicious animals. The County Shelter is located at 2640 East Gibson Road, Woodland, approximately twenty-one (21) miles from City Hall.

Regionally, demand for animal services has increased 88% from FY 2004-05 to FY 2007-08, increasing from 9,380 calls for service to 17,687 calls<sup>13</sup>. During the same time period, the budget for animal services increased 58%, from \$1.3 million to \$2.1 million. The cost increase is attributable to increases in service calls, patrol hours, shelter hours and the number of animals housed at the County shelter. In addition, the department staff has been increased from 17 fulltime employees (FTE) to 22 FTE, and the department has purchased new trucks and other necessary equipment to replace older or out-of-date equipment. The department uses inmate labor to reduce overall labor costs at the shelter, and costs for this service are not included in the budget numbers.

The table below shows actual and future to the City of West Sacramento as a percent of the entire animal services budget:

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<sup>13</sup> Yolo County Sheriff's Department Letter to consultant team, July 28, 2008.

Table 2.11.2.1 City of West Sacramento Animal Care Service Costs			
Year	Total Budget	City of West Sacramento Cost	City's % Share
2004-05	\$1,451,468	\$262,947	18.1%
2005-06	\$1,590,540	\$292,567	18.4%
2006-07	\$1,782,908	\$338,316	19.0%
2007-08	\$1,909,000	\$385,882	20.2%
2008-09	\$2,128,157	\$415,726	19.5%
2009-10	\$2,224,481	\$433,774	19.5%
2010-11	\$2,278,479	\$444,303	19.5%

The annual cost for service has increased 58% from FY 2005-06 to FY 2008-09. Costs are based on the actual number and type of responses to calls for service, and actual sheltering costs for animals originating from West Sacramento. At this time, future costs are estimated to increase from 2% - 4% annually.

### 2.11.3 Flood Control and Storm Drainage

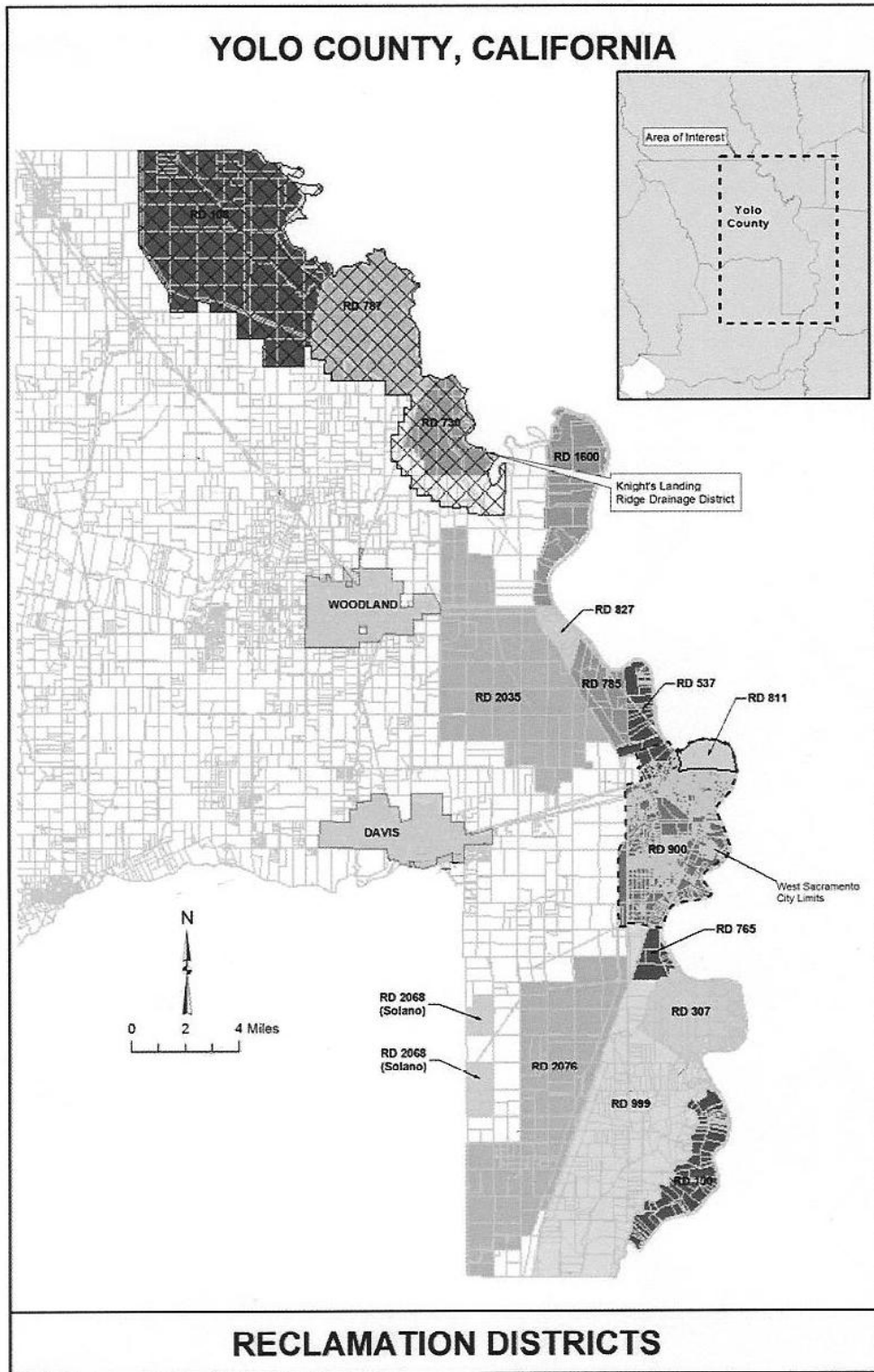
In March, 2005 LAFCO received an MSR for Yolo County Public Water and Reclamation Districts. In that report, Reclamation Districts 537, 811, and 900 were studied. Each of these districts provides service to the City of West Sacramento. Information about specific services and infrastructure are contained within that study. The City anticipates the Federal Emergency Management Agency (FEMA) to remap the City's flood zones in 2009 or 2010.

There are no drainage fees collected or capital improvement plans for the northern portions of the City. The Southport Storm Drainage Master Plan was created in 1995 to address all development in the southern portions of the City. Any storm drainage facilities constructed as a result of new development are dedicated back to the City and Reclamation District 900, and any costs that exceed a fair-share threshold for the new development are reimbursed to the builder out of City-wide impact fees.

The City of West Sacramento and Reclamation Districts 537 and 900 have formed the West Sacramento Area Flood Control Agency, a Joint Powers Authority (JPA) that coordinates, funds, and constructs major flood control projects. While other entities such as the US Army Corps of Engineers, the California Department of Water Resources and Reclamation District 811 all have responsibilities for the levees that protect West Sacramento, there is often and ongoing confusion and lack of coordination on levee maintenance.



### Map 2.11.3.1 Yolo County Reclamation Districts



Source: Municipal Service Review and Sphere of Influence Study, Yolo County Public Water and Reclamation Districts, March, 2005

### 3.0 Growth and Population Projections

The MSR must evaluate service needs based upon existing and anticipated growth patterns and population projections. This section discusses the City and Sphere’s growth and population projections.

#### 3.1 Growth Projections

The Table below displays recent, current and projected population figures for West Sacramento:

Table 3.1.1 Current and Projected Population City of West Sacramento 2008				
1990 Population <sup>14</sup>	2000 Population <sup>15</sup>	Current Population <sup>16</sup>	Population 2030 <sup>17</sup>	% Growth 2008- 2035
28,869	31,800	47,065	73,529	56%

As shown in the table, the City’s population is expected to grow to 73,529 by 2030, an increase of 56%.

The population growth estimates used here are from transportation modeling projects. These numbers are used to project area and regional population growth to identify needs for transportation infrastructure and services. These projections are then used to help secure funding from the Federal and State government.

The 2030 projections for West Sacramento are quite large when compared with the 10% population growth from 1990-2000 and the 48% growth rate from 2000-2008. When looking at these two growth rates, it is important to remember the economic climate of both times periods. From 1990-2000 there was a slow economy and construction market, much like what may be unfolding state-wide at this time (2008). The economic boom of 2000-2007 may also be a factor in the 48% growth to current population levels. It is difficult to believe that the current growth rate will continue unabated until 2030, given the current economic picture and housing slowdown.

<sup>14</sup> Parks Master Plan, p. 1

<sup>15</sup> SACOG, Regional Data Center, 1/22/2002

<sup>16</sup> California Department of Finance, 2008

<sup>17</sup> City of West Sacramento General Plan Update, 2008, section 4.4

### 3.2 Land Use

Existing Land Uses within the City are as follows:

Table 3.2.1 Existing Residential Land Uses and Designations <sup>18</sup>				
Use	Total Designated Acres	% of City	Total Vacant Acres	% of City
Rural Estates (1 d.u./2.5 acres)	488	3.3%	239	1.6%
Rural Residential (0.5 to 1 d.u./acre)	617	4.2%	187	1.3%
Low Density Residential (1.1 to 5 units/acre)	2,176	14.8%	633	4.3%
Medium Density Residential (5.1 to 12 units/acre)	677	4.6%	121	0.8%
High Density Residential (12.1 to 25 d.u./acre)	358	2.4%	250	1.7%
Riverfront Mixed Use	764	5.2%	302	2.1%
Commercial (including Mixed Commercial/Industrial)	705	4.8%	153	1.0%
Office/Business Park	406	2.8%	212	1.4%
Industrial	2,303	15.6%	580	3.9%
Public/Quasi Public	730	5%	53	0.3%
Parks and Recreation	322	2.2%	25	0.2%
Agriculture/Open Space	2,185	14.8%	801	5.4%
Other	2,992	20.3%	4	0.03%
Total	14,723	100%	3,560	24.1%

Based on the land use designations, the City's inventory of vacant land can accommodate up to 11,150 new residential units:

<sup>18</sup> Administrative Draft Background Report, General Plan Update, 2007

Table 3.2.2 Existing Vacant Residential Land Uses and Maximum Potential Future Units		
Use	Total Vacant Acres	Maximum New Units
Rural Estates (1 d.u./2.5 acres)	239	95.6
Rural Residential (0.5 to 1 d.u./acre)	187	187
Low Density Residential (1.1 to 5 units/acre)	633	3,165
Medium Density Residential (5.1 to 12 units/acre)	121	1,452
High Density Residential (12.1 to 25 d.u./acre)	250	6,250
<b>Total</b>	<b>1,430</b>	<b>11,149.6</b>

These estimates were based on maximizing the potential number of units allowed in each land use designation. The City's Water Master Plan Update, 2005, shows the following City preferred average density and build-out projections.

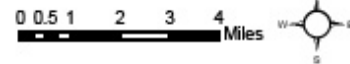
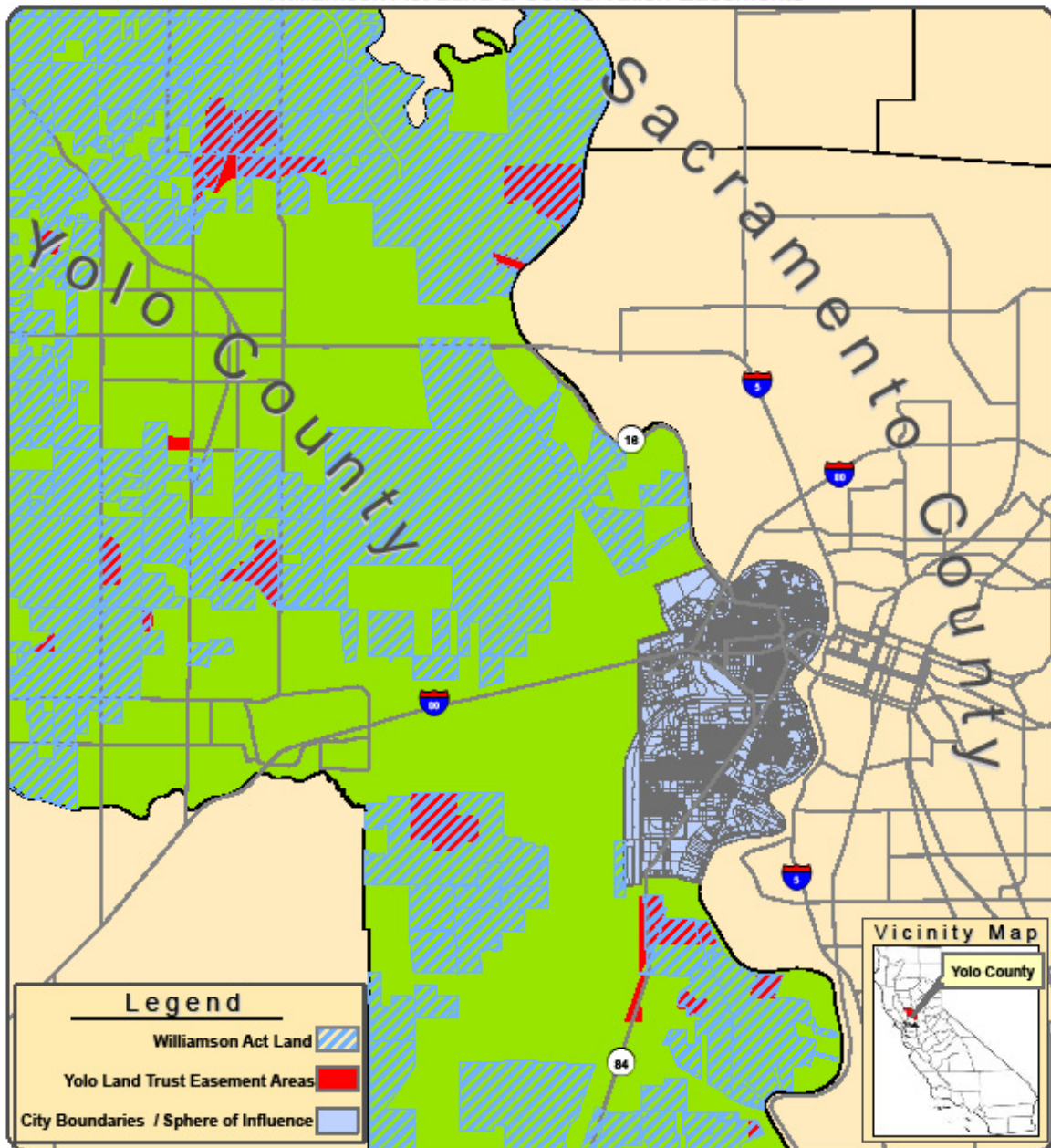
There are no Williamson Act lands located within the City. There are several parcels abutting the City, outside its boundaries.

Map 3.2.3

City of West Sacramento and Vicinity  
Williamson Act and Conservation Easements



City of West Sacramento  
Williamson Act Land & Conservation Easements



### 3.3 Accommodating Growth

The City expects some growth in residential units via the four (4) Specific Plans that have been processed and approved by the City:

Table 3.3.1 City of West Sacramento Projected Housing Units	
Project	Future Housing Units
Sacramento Riverfront Master Plan 2003	Light House Redevelopment Project 763 The Rivers 459,340 s.f. South River Project 3,085,100 s.f. units
Washington Specific Plan 1996	1,301
Southport Framework Plan 1998	16,109
West Sacramento Triangle Specific Plan 1993	5,000
West Capital Avenue Action Plan (1992)	1,460
Total Planned Future Units	24,633

The City's Housing Element (2002) includes Implementation Programs to zone and adopt Specific Plans that allow enough housing to be developed that will meet the City's Regional Housing Needs Assessment number. This and other programs within the housing element (e.g., density bonuses for affordable housing projects, secondary dwelling unit policies, and promoting the use of existing vacant land for housing development purposes) indicate that the City is planning to accommodate future growth.

The General Plan Update (2008) has estimated future residential land use densities as follows:

Table 3.3.2 City of West Sacramento Estimated Future Residential Land Use Densities <sup>19</sup>			
Land Use	Density Range per Acre	Estimated Current Average Density per Acre	Projected Average Density per Acre
Rural Estate	0 - 0.4	0.32	0.32
Rural Residential	0.5 - 1	0.8	0.8
Residential Single Family	1.1 - 5	4.2	4.2 - 4.5
Residential Single Family or Multi-Family	5.1 - 12	6	9.6
Multi-Family Residential	12.1 - 25	15	20
Apartment	25.1 - 50	--	40

To accommodate or account for SACOG’s projected population increase, the City will have to build 9,623 units by 2030<sup>20</sup>. Based on the estimated future residential densities, the City will be able to meet projected housing needs with existing land use designations or existing densities.

It is important to remember, however, that the current economic climate may slow down growth projections and the City may not be facing the demand for housing as indicated by the SACOG growth figures. In addition, the City anticipates that FEMA will create new flood designations in 2009 or 2010 that may impact the City’s ability to allow development in some areas of the City.

### 3.4 Determinations

- The City is projected to grow by a rate of 56% by 2030.
- To accommodate or account for SACOG’s projected population increase, the City will have to add 9,623 residential units by 2030.
- Existing Land Use Designations within the City can accommodate up to 11,150 new residential units
- The current economic climate may slow down the growth projections for 2030.
- The City anticipates that FEMA will remap the city with new flood designations, potentially impacting new development.

<sup>19</sup> Water Master Plan Update, Final 2005, p. 3-2

<sup>20</sup> Using the US Census Quickfacts (2003) estimate of 2.75 residents per household in the City of West Sacramento

## 4.0 Infrastructure Needs or Deficiencies

The MSR must evaluate infrastructure needs and deficiencies in terms of supply, capacity, condition of facilities, and service quality. This section discusses the City's infrastructure.

### 4.1 City Infrastructure

#### 4.1.1 Police

The current ratio of officers to residents is 1.58 officers for every 1,000 residents. In order to maintain the current officer to resident ratio, the City will have to hire an additional 57 sworn officers by 2035. New equipment will be necessary for these new officers, including patrol vehicles.

The Police Department plans to fully occupy a secondary facility behind the existing police station by 2008-09. Combined, these facilities will house the 79 personnel anticipated for FY 2008-09. Additional space will be necessary to accommodate department personnel growth by 2035.

The area served by Beat 3 will experience the greatest change in land use, with additional new residential and commercial development in the future. An additional officer to cover this territory may be necessary to provide sufficient response to calls for service.

#### 4.1.2 Fire

In 2003, the City engaged a consultant to create a study of fire services deployment to guide future fire services planning in Environmental Impact Reports supporting new development projects in the southern section of the City. In 2005, the same consultant created the Update of the Fire Department Standards of Response Cover Study for the Southport Area of the City of West Sacramento. In this study, the consultant reports that future growth includes housing and commercial development in the south and high-rise buildings in the Triangle and Washington Specific Plan Areas. The greatest future need will be in the southern portion of the city.

Several recommendations were made to address the future location and service territories of all fire stations within the City:

- The City will need three (3) fire stations to cover Southport
- Relocate existing Station 42 further south
- Build a new Station 46 in Southport
- Relocate Station 43 further north



Of these recommended action items, Station 45 has been built to satisfy a portion of the first recommendation.

The City's ISO 9 rating in rural areas is due to a lack of hydrants in those areas. Hydrants will need to be added in rural areas if those land uses are converted to other uses. At present, the City must maintain fleet with tanker trucks to overcome non-hydrant areas.

The March 2007 MSR for the EFPD determined that if significant future development occurred in the district, additional personnel and equipment would be necessary to serve the district. Currently, there are 11 volunteer firefighter serving EFPD serving a 58 square-mile territory from one fire station. While the MSR further stated that the district is operating at an "acceptable level" with automatic aid agreements that include the City of West Sacramento, that district would be deficient in service and equipment if those agreements were lost.

#### **4.1.3 Streets and Roadways**

The City's General Plan Update 2007 lists eight planned major transportation projects for streets. While none of the projects address any of the LOS C or LOS D roadways, one project, widening Harbor Boulevard from Industrial to West Capitol will provide improvements on the City's roadway with the second highest number collisions in 2006.

Traffic circulation in the City is limited by the number of east-west connections as well as north-south roadways within the City. Bridges are necessary for major arterials to traverse the Deep Water Chipping Channel, the Sacramento River and other bodies of water running through and near the City. Grade separations are necessary to ensure through-traffic flow at railroad crossings. Bridges and grade separations add significant cost to roadway construction.

#### **4.1.4 Pedestrian and Bicycle Circulation**

The City is updating its Bicycle and Pedestrian Path Master Plan. New findings will be available upon completion of that project.

#### **4.1.5 Parks**

The 2003 Parks Master Plan indicated that the city had a 12.6 acre deficiency of neighborhood parks and a 56-acre deficiency of community parks to meet the then-existing population. Future development projects will add new parkland to the city's existing inventory of 143.6 acres<sup>21</sup>. The table below shows the future need for parkland:

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<sup>21</sup> General Plan Update, Administrative Draft, 2008

Table 4.5.1.1 City of West Sacramento Future Parkland Needs		
Current Acreage	Acreage Need 2035	Difference
143.6	409.2	265.6

Existing land use designations include only 322 acres for parks and recreation, with only 25 of those acres currently vacant<sup>22</sup>. The parkland acreage in Table 2.7.1 does not include recreation corridors linear parks.

To meet future parkland deficiencies, the City may need to re-designate existing land uses. If portions of land with residential land uses are used for parks, the city will have to intensify the number of dwelling units on the remaining land to ensure that there is enough housing available to accommodate the future population. Otherwise, the City will have to reallocate commercial, industrial or institutional lands for park uses.

#### 4.1.6 Recreation

Recreation services will need to continue to increase to meet population demands. In FY2005-06 there were 4,675 participants in recreation programs, and 5,809 participants in FY 2006-07<sup>23</sup>. This change in enrollment in recreation programs is an increase of 24% in one year.

#### 4.1.7 Open Space

The City has a ratio of 5.4 acres of open space per 1,000 residents (242.4 acres). As mentioned in section 4.1.5, the City has not designated the acreage of recreation corridors or linear parks as parkland or as open space. These areas could be included in either land use category to boost existing acreage counts and to protect these land uses from conversion to other uses. Due to the limited uses of linear parks or recreation corridors, the City could use 50% of the acreage toward parkland counts, or 100% of the acreage as Open Space.

#### 4.1.8 Library

The Turner branch library in West Sacramento is designated as a Resource Library by Yolo County Library. However, the branch does not currently meet specific criteria such as building square footage, hours of service, seating and meeting space, parking, and collection types recommended for a Resource Library. There are current plans for a new branch library to replace the existing Turner

<sup>22</sup> Administrative Draft Background Report, Generap Plan Update, p. 2-18

<sup>23</sup> Comprehensive Annual Financial Report, June 30, 2007, p. 165

branch on the same site in 2008/2009. The new library will be 18,000 square feet, but the new facility will also not meet recommended size or service level criteria for a Resource Library.

While the City does not at this time have the 50,000+ population that a Resource Library is designed to serve, the anticipated increase in the City's population by 2035 will exacerbate the operational and infrastructure deficiencies of the new branch. Future needs to meet the Resource Library standards for a 50,000+ population include:

Table 4.1.8.1 Future City of West Sacramento Library Needs				
Service Level Recommendations	Current Branch	2008/09 Branch	Anticipated Deficit 2009	Anticipated Need 2035
Size (s.f.) 0.75-1.5 sq. ft. per capita	8,419	18,000	12,260-22,347	61,380-81,840
Public Service Hours	50 hrs	50-60 hrs	0-10 hours	---
Book Collection 3 per capita	60,512	67,950	53,090	245,520
Reader Seating 3 per 1,000 population	58	86	34	246
Parking Spaces 3 per 1,000 s.f.	21	45	46-76	184-245
Public Computers 1 per 1,000 population	12	28	12	81

The current and future library deficit can be alleviated with additional branch libraries in other areas of the City. The Yolo County Library Services and Facilities Master Plan 2002-2006 indicated that there is a lack of personal or public transportation opportunities for many who live in rural Yolo County. Additional branch libraries can also help to bridge the distance a patron needs to travel to go to a public library.

#### 4.1.9 Water

##### 4.1.9.1 Supply and Demand

In normal years, the City's water demand is equal to its supply (Table 2.9.1.1) In multiple dry years, the city's water supply is expected to equal demand for existing boundaries from 2013 through 2025 (see Table 2.9.1.2). Without additional water sources, the city is unable to accommodate any additional properties in the event of a change in its service boundaries.

##### 4.1.9.2 Infrastructure

Not all residential units have water meters to measure water usage. A program to install meters on all users is expected to be complete by 2013. The metering requirement is in response to Assembly Bill 514 which required all Central Valley Project municipal contractors to install water meters on all residential and commercial services constructed before 1992. The metering program's goals are to conserve water and the energy associated with treatment and distribution. As of the Final Water Master Plan in 2005, there were 10,277 meters to be installed by January 1, 2013.

The Water Master Plan Update 2005 indicated that the City needs to address issues related to fire flow and water storage capacity. The Master Plan recommended that the City increase storage volumes to allow for enough water availability in the event of a single fire in the North portion of the city that would use 8,000 gallons per minute for five hours (2.4 million gallons) and/or a single fire in the South portion of the City that would use 5,000 gallons per minute for five hours (1.5 million gallons). The Update found that under recommended conditions, the City's then-current water storage capacity is deficient by 4.2 million gallons in the southern portion of the City.

The Master Plan Update also indicated that under the 2000 General Plan build-out conditions, there will be an average demand of 27.2 million gallons per day, and a maximum demand of 54.4 million gallons per day. This creates a required storage capacity of 44.7 million gallons<sup>24</sup>. With the 19.3 gallons available in the 2005 system, the City would have a storage deficit of 25.4 million gallons. The majority of that deficit, 16.5 million gallons, would need to be located in the southern portion of the City.

The Master Plan Update identified a need to replace over 100,000 lineal feet of corroded and steel pipe. The City has completed several projects to replace this pipe, and has an outstanding balance of 51,000 lineal feet.

#### **4.1.10 Sewer**

The City's Master Plan (2003) discusses historical system analyses and recommends plans for specific rehabilitation projects. The City has factored these recommendations into its Capital Improvement Program.

#### **4.1.11 Animal Control**

The Yolo County Grand Jury investigated the animal shelter operations in 2006-2007, and found that the shelter (department) has increased or expanded veterinary services, implemented education and

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<sup>24</sup> Water Master Plan Update 2005, Addendum No. 1, 11/1/05, p. 4 of 15

counseling programs for prospective adopters, and improved relationships and communications with breed-specific rescue groups to decrease the number of animals euthanized.

The shelter facility was constructed in 1969, and has 150 cat cages and 102 dog cages. An annex to house cats and other small animals was constructed in 2002. Future plans for the shelter include finding a larger, alternate site in a more remote location within the next four years<sup>25</sup>.

The City’s portion of the animal services department costs is based on the actual number and type of responses to calls for service and sheltering. As the city becomes more urbanized, the number calls for special services such as livestock retrieval should decrease, while the number of calls for services related to domestic animals should continue to increase. At this time, the animal services department estimates future costs to increase from 2% - 4% annually, but from FY 2004-05 to FY 2008-09, actual cost increases ranged from 11.3% to 14%.

Table 4.1.11.1 City of West Sacramento Animal Care Service Cost Increase		
Year	City of West Sacramento Cost	% Increase
2004-05	\$262,947	--
2005-06	\$292,567	11.3%
2006-07	\$338,316	15.6%
2007-08	\$385,882	14%
2008-09	\$415,726	7.6%
2009-10	\$433,774	4.3%
2010-11	\$444,303	2.4%

#### 4.1.12 Storm Drainage and Flood Control

The City, while served by three reclamation districts, provides construction, operation and maintenance of surface and underground storm water facilities that flow to facilities managed by the reclamation districts. The City also operates six (6) storm water pumping stations in partnership with the reclamation districts.

The City considers its storm drainage collection facilities to be in “generally good condition<sup>26</sup>.” Bubble up structures, located at intersection crossings, become clogged or septic, depending on the season. Regular cleaning in the winter typically addresses these conditions.

Challenges include infill projects and redevelopment projects that have caused an inconsistency in sizing, materials, and flow lines. As a result, applicants find it difficult to ascertain whether existing infrastructure is adequate to accommodate a new project.

## **4.2 Determinations**

### **Police**

- In order to maintain the current officer to resident ratio, the City will have to hire an additional 57 sworn officers by 2035.
- New equipment will be necessary for these new officers, including patrol vehicles.
- Additional space will be necessary to accommodate department personnel growth by 2035 and beyond.
- Beat 3 will experience with greatest increase in population and potential calls for service.

### **Fire**

- The City should build a new Station 46 in Southport.
- The City should relocate existing Station 42 further south as new development occurs.
- The City should relocate Station 43 further north as new development occurs.
- If significant future development occurs in the Elkhorn Fire Protection District (to the north of the City), additional personnel and equipment will be necessary to serve the district.

### **Streets and Roadways**

- The City may wish to address Level of Service issues within its Capital Improvement Plans to bring its streets into compliance with stated LOS standards.
- Bridges and grade separations are necessary to increase or preserve traffic flow at water or rail crossings.

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<sup>26</sup> General Plan Update Administrative Draft Background Report, 6-27.

### **Pedestrian and Bicycle Circulation**

- The City is updating its Bicycle and Pedestrian Path Master Plan. New findings will be available upon completion of that project.

### **Parks**

- The City has a current parkland deficiency of 68.6 acres.
- The City will need 409.2 acres of parkland to meet parkland standard by 2035.
- Existing land use designations include only 322 acres for parks and recreation.
- The City will need to allocate a portion of other designated land uses to accommodate increased parkland dedications.

### **Recreation**

- Participation in recreation programs increased by 24% from FY 2005-06 to FY 2006-07.

### **Open Space**

- The City does not currently have all Open Space lands within its boundaries classified as Open Space.
- The City may wish to adopt open space acreage standards to help preserve open space areas and discourage conversion of uses.
- The City has not designated acreage of recreation corridors or linear parks in its parkland acreage table or as official Open Space.
- These areas could be included in either land use category to boost existing acreage counts and to protect these land uses from conversion to other uses.

### **Library**

- The current and future library deficit can be alleviated with additional branch libraries in other areas of the City.

### **Water**

- In 2005, the City's then-current water storage capacity was deficient by 4.2 million.
- Under the 2000 General Plan build-out conditions, the City will have a water storage deficit of 25.4 million gallons.

- The City needs to repair or replace 51,000 lineal feet of water pipeline.
- Without additional water sources, the city is unable to accommodate any additional properties in the event of a change in its service boundaries.

### **Sewer**

- The City has implemented Master Plan recommendations for repairs and systematic replacement of its sewer system facilities in its Capital Improvement Program.

### **Animal Control**

- County Animal Services anticipates relocating shelter facilities to a larger, more remote facility within the next four years
- Future costs for animal services is estimated to increase by 2% to 4% by FY 2010-11, although past cost increases range from 11.3%-14% from FY 2004-05 to FY 2008-09.

### **Storm Drainage and Flood Control**

- The City considers its storm drainage collection facilities to be in “generally good condition.”
- Infill projects and redevelopment projects have caused an inconsistency in sizing, materials and flow lines. As a result, applicants find it difficult to ascertain whether existing infrastructure is adequate to accommodate a new project.
- The City considers its storm drainage collection facilities to be in “generally good condition<sup>27</sup>.” Bubble up structures, located at intersection crossings, become clogged or septic, depending on the season.
- Due to the number of agencies involved in storm water and flood control services, there is often and ongoing confusion and lack of coordination on levee maintenance.

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<sup>27</sup> General Plan Update Administrative Draft Background Report, 6-27.



## 5.0 Financing Constraints and Opportunities

The MSR must evaluate jurisdiction's capacity to finance needed improvements and services. This section discusses the City's financial status with reference to opportunities and constraints.

### 5.1 Finances

The City of West Sacramento produces biennial (two-year) budgets. Two-year budgeting is accompanied by three-year staffing plans to proactively address growth in personnel needs and provides the City with a strong advance planning tool. The City divides its finances into four (4) "fund" areas for accounting purposes: Public Safety, Utilities, Development, and General Administration.

Annual appropriations are categorized into nine (9) categories (see Table 5.1.1 below), or "groups" within the four fund areas. Each of these "groups" includes all City services for public safety, utilities, transportation, parks and recreation, and public works.

The City breaks out major revenue sources into eight (8) major categories (see Table 5.1.1 below). Included within the major revenue categories are several Community Facilities Districts (CFDs), Assessment Districts, Sales Tax ballot measures (Measure K), grants, and bonds.

Two biennial budgets are outlined below. In three of the four budget years, the City planned for excess revenues to expenses.

Table 5.1.1 City of West Sacramento Biennial Budgets FY2005-06 – FY 2006-07 and FY2007-08 - 2008-09				
	FY 2005-06	FY 2006-07	FY 2007-08	FY 2008-09
<b>Revenues:</b>				
Sales Tax	\$13,087,000	\$15,153,000	\$15,439,000	\$16,306,000
Property Tax	\$31,440,300	\$37,303,300	\$42,654,003	\$45,118,000
Other tax	\$4,253,650	\$4,316,430	\$4,712,735	\$5,020,775
License and Permits	\$2,316,800	\$242,470	\$2,362,789	\$2,326,786
Other Revenue	\$539,079	\$515,539	\$2,753,979	\$2,791,517
Use of Money	\$942,710	\$944,960	\$1,593,775	\$1,606,540
Intergovernmental Revenue	\$2,714,238	\$2,431,582	\$3,149,480	\$2,523,201
Service Charges	\$28,767,850	\$29,272,860	\$37,500,497	\$36,195,417
<b>Total</b>	<b>\$84,061,627</b>	<b>\$92,362,421</b>	<b>\$110,163,258</b>	<b>\$111,891,236</b>
<b>Appropriations:</b>				
Development Group	\$21,521,256	\$20,672,263	\$23,265,991	\$23,594,854
General	\$10,096,287	\$10,642,631	\$12,067,086	\$12,525,973
Parks & Recreation	\$3,741,071	\$3,859,433	\$7,119,686	\$8,103,568
Port	--	--	\$6,364,307	\$6,449,690
Public Safety	\$22,028,147	\$23,214,791	\$30,105,456	\$31,951,644
Public Works	\$5,846,023	\$5,980,234	\$4,083,637	\$4,318,925
Refuse	\$5,261,679	\$5,442,085	\$6,197,445	\$6,519,397
Sewer	\$6,488,913	\$6,510,583	\$6,904,364	\$2,869,126
Water	\$10,406,363	\$10,405,556	\$10,150,389	\$10,495,014
<b>Total</b>	<b>\$85,309,739</b>	<b>\$86,727,576</b>	<b>\$106,258,361</b>	<b>\$106,828,191</b>
<b>Excess/(Deficiency) of Revenues to Expenses</b>	<b>(\$1,248,112)</b>	<b>\$5,634,845</b>	<b>\$3,904,897</b>	<b>\$5,063,045</b>

The City's revenue increases are due in part to their success in attracting new retailers (such as IKEA, Target, Wal-Mart, and Home Depot), inviting new development, and improving infrastructure to help make West Sacramento an attractive place for residents and businesses. Property taxes fund 39% of all city services, with sales tax providing 14%, service charges and fees (including recreation fees, nuisance abatement fees, and weed and lot cleaning fees) are 43%, and other revenues and taxes (including ERAF distribution, Transient Occupancy Taxes, Motor Vehicle In-Lieu fees,) at 4%<sup>28</sup>.

The City funds reserves in five main funds: General (\$4.0 M<sup>29</sup>), Equipment Replacement (\$6.0 M<sup>30</sup>), Accrued Leave, Retirement Health (\$3.5 M<sup>31</sup>), and Public Facilities (\$7.2 M<sup>32</sup>). The first four funds were put in place in the first year of the City's incorporation (1987). The City has used portions of these reserve funds for advance payment of new projects and programs. Interest from these funds

<sup>28</sup> City of West Sacramento Biennial Budget, 2007/08 – 2008/09, p.10

<sup>29</sup> City of West Sacramento Biennial Budget 2007/08 – 2008/09, p. 8

<sup>30</sup> City of West Sacramento Biennial Budget 2007/08 – 2008/09, p. 8

<sup>31</sup> City of West Sacramento Biennial Budget 2007/08 – 2008/09, p. 8

<sup>32</sup> City of West Sacramento, Finance Department, 6/23/08

goes directly to programmatic projects appropriate to the fund, such as increased leave costs in the Accrued Leave Reserve, and replacement equipment in the Equipment Replacement Reserve. The Public Facilities Reserve has been generated by pooling unused fund balances in general revenues over several years. The Accrued Leave fund did not appear in the FY 2007-08 and FY 2008-09 biennial budgets due to changes in Government Accounting Standards Board (GASB) reporting requirements.

The City has implemented policies which include the Revenue Shortfall Plan and a Plan for Use of General Fund Growth. In 2004, the City implemented a policy that guides how to spend new General Fund revenues (except Measure K). This policy allocates new revenues to existing services (including personnel costs), expanding services (or facilities), and programs or projects that are designed to correct existing deficiencies. In the 2007/08 budget, the Manager's letter indicated that additional policies were to be presented to the City Council for possible implementation. Those policies include: modifying the Revenues Shortfall Plan to address potential negative impacts in anticipated budget revenues to include actions by others (State and/or Federal Government) and the general economy (recession, etc.); transferring excess General Revenue funds to the General Facilities Fund at the close of each fiscal year; establishing a user fee schedule that allows the City to recover direct operational costs of the Community Recreation Center by at least 60%; pre-funding post employment benefits; increasing the City Manager's ability to approve contracts from not-to-exceed \$30,000 to not-to-exceed \$50,000; and allowing General Fund revenues to partially subsidize the road fund.

Three years of the City's Comprehensive Annual Financial Reports (CAFRs) are outlined in the table below:

<b>Table 5.1.2 City of West Sacramento Actual Revenues and Expenses 2005-2007</b>			
	<b>FY 2004-2005 Actual</b>	<b>FY 2005-06 Actual</b>	<b>FY 2006-07 Actual</b>
<b>General Revenues:</b>			
Property Tax	\$25,995,495	\$32,475,710	\$39,272,593
Sales & Use Tax	\$14,401,748	\$16,413,473	\$18,039,292
Transient Occupancy Tax	\$768,326	\$918,358	\$872,286
Real Property transfer	\$459,525	\$535,632	\$361,106
Special Benefit Assessment for Operations	\$1,641,484	\$2,004,288	\$2,321,730
Contributions from Developers and Homeowners	\$29,098,056	\$21,928,091	\$20,708,877
Franchise Fees	\$847,850	\$909,020	\$981,614
Fees, Licenses, and Permits	\$30,842,457	\$9,880,352	\$15,450,333
Fines and Forfeitures	\$224,884	\$183,136	\$250,970
Use of Money and Property	\$2,376,492	\$4,195,224	\$5,481,683
Intergovernmental	\$6,614,555	\$5,944,316	\$5,627,816
Charges for Services	\$7,277,503	\$9,381,626	\$6,940,292
Program Revenues	\$121,992	\$112,302	\$88,316
Other Revenues	\$2,228,920	\$1,984,953	\$1,215,327
<b>Total Revenues</b>	<b>\$122,899,287</b>	<b>\$106,866,481</b>	<b>\$117,612,235</b>
<b>Expenses:</b>			
General Government	\$7,209,009	\$8,645,082	\$12,899,158
Public Works	\$16,621,644	\$9,942,767	\$24,290,746
Public Safety	\$18,803,795	\$20,635,969	\$25,172,613
Community Development	\$27,530,096	\$21,356,800	\$7,343,579
Landscaping and Street Lighting	\$1,272,152	\$1,488,750	\$1,646,417
Culture and Recreation	\$3,254,780	\$3,667,918	\$4,090,713
Housing Rehabilitation	\$1,146,586	\$1,368,117	\$1,634,123
Capital Outlay	\$42,520,842	\$31,249,041	\$38,843,226
Debt Service Principal Payments	\$1,470,000	\$2,025,000	\$2,210,000
Debt Service Interest and Fiscal Charges	\$5,001,234	\$5,211,127	\$5,194,281
<b>Total Expenditures</b>	<b>\$124,830,138</b>	<b>\$105,320,571</b>	<b>\$123,324,856</b>
<b>Excess (Deficiency) of Revenues to Expenditures</b>	<b>(\$1,930,851)</b>	<b>\$1,545,910</b>	<b>(\$5,712,621)</b>
<b>Other Financing Sources</b>			
Issuance of Long-Term Debt	\$34,840,000	--	--
Bond Premiums	\$435,702	--	--
Refund of Bond Issuance Cost	--	\$20,732	--
Proceeds from Sale of Capital Assets	\$87,507	\$49,804	\$105,313
Transfers In	\$57,807,508	\$43,301,969	\$47,085,906
Transfers Out	(\$56,190,451)	(\$42,142,506)	(\$46,452,538)

Table 5.1.2 City of West Sacramento Actual Revenues and Expenses 2005-2007			
	FY 2004-2005 Actual	FY 2005-06 Actual	FY 2006-07 Actual
Total Other Financing Sources	\$36,980,266	\$1,229,999	\$738,681
Net Change in Fund Balances	\$35,049,415	\$2,775,909	(\$4,973,940)
Fund Balance Beginning of Year	\$82,720,856	\$117,770,271	\$120,546,180
End of Year Fund Balance	\$117,770,271	\$120,546,180	\$115,572,240

When compared to budgets, the CAFRs for FY 2005-06 and FY 2006-07 show greater actual revenues and expenditures, and greater excess or deficiencies of revenues to expenditures:

Table 5.1.3 City of West Sacramento Excess (Deficiencies) of Revenues to Expenditures FY 2005-06 – 2006-07						
	FY 2005-06			FY 2006-07		
	Budget	Actual	Difference	Budget	Actual	Difference
Excess (Deficiency) of Revenues to Expenditures	(\$1,248,112)	\$1,545,910	\$2,794,022	\$5,634,845	(\$5,712,621)	(\$11,347,466)

The FY 2006-07 deficiency of revenues to expense did get offset with other financing sources so that the overall actual net change to fund balances was a reduction of \$4.9 million.

The table below shows the compiled long-term debt incurred by the City:

Table 5.1.4 City of West Sacramento Long Term Debt						
Type	Purpose	Issue Amount	Issue Date	Sunset Date	Interest Rate	Outstanding Balance 7/1/2007
<b>Special Assessment District Bonds (no government commitment)</b>						
Lease Revenue Bond	Civic Center	\$8,995,000	1997	2016	4.65% - 5.3%	\$8,095,000
Lease Revenue Bond	Lake Washington Fire Station	\$9,000,000	2004	2029	2.75% - 5%	\$8,760,000
Tax Allocation Bond	Refund 1991 and 1994 Revenue Tax Allocation Bonds	\$70,755,000	1998	2029	4.75% - 5%	\$61,375,000
Tax Allocation Revenue Bond	Redevelopment Projects	\$18,135,000	2004	2035	2.3% - 5.25%	\$18,025,000
Tax Allocation Revenues Bonds	Redevelopment Projects	7,705,000	2004	2019	4.29% - 5.36%	\$6,960,000
Note Payable	Loans for Rehabilitation Projects and Relinquishment of Rail Service Rights	\$2,660,540	1999	2009	3% and 4%	\$3,214,351
Due to Sacramento County Regional Sanitation District	Southport Mello-Roos Special Revenue Fund	--	2000	2007	--	\$5,848,195
<b>Business-Type Activities</b>						
Sewer Revenue Bonds	Wastewater Treatment System	\$2,000,000	1978	2019	5%	\$1,035,000
Revenue Bonds	Water System Improvement Project	\$25,200,000	2002	2032	4.5% - 5%	\$24,875,000
Water Revenue Bonds	Refund 1992 Revenue Bonds		2003	2034	2% - 5.25%	\$41,215,000
Port Facilities Refunding and Improvements Revenue Bond	Refund 1992 Revenue Bonds	\$13,165,000	2001	2012	4% - 5.125%	\$9,135,000
Port Construction Note	Storm water collection and treatment system	\$4,294,183	2003	2030	3.73%	\$3,565,878
Port Capital Leases	Capital Equipment			2013	4.865% - 5.805%	\$524,935
Notes Payable	Purchase of Land from Sierra Railroad Company	\$750,000	2003	2015	5%	\$644,232
Notes Payable	Purchase of Land from Sierra Railroad Company	\$1,000,000	2003	2015	5%	\$858,976
Notes Payable	Sewer Improvements		2004	2024		\$1,546,260
Due to Sacramento County Regional Sanitation District	Sewer Fund Connection Fees			2007		\$3,647,159
Deferred Decommissioning Costs	Decommissioning and Demolishing Waste Water Treatment Plant	\$8,700,000	2007			\$8,700,000

Defined Benefit retirement plans also make up long term debt for the City. Current retirement plans include employee participation in the Public Employees Retirement System (PERS). There are three separate plans available to City employees: 1) the Miscellaneous Plan for non-police or fire employees; 2) the Safety 3% at 50 for Police; and 3) the Safety 3% at 50 for Fire personnel. All employees are required to contribute 8% (for non-public safety employees) or 13.5% (for public safety employees) of their salaries to their own plan. As of June 30, 2007, the City's contribution to the retirement funds was 11.37% of pay for Miscellaneous Plan employees, 26.776% of pay for police employees, and 33.891% of pay for fire employees.

The City has funded 82.10% of PERS retirement benefits for City employees as of June 30, 2006. The Actuarial Accrued Liability was \$43,520,459, and the unfunded liability was \$7,239,292, but the City is amortizing the unfunded balance as a level percentage of the projected payroll on a closed basis. The amortization period will extend to 2033 for the Miscellaneous Plan and 2018 for Fire and Police employees.

All of the City's long-term debt is secured by means other than General Fund revenues. Payments for all debt principal and interest are over \$13 million annually. Annual debt repayments are listed in the table below:

Table 5.1.5 City of West Sacramento Long Term Debt Payment Schedule					
Fiscal Year Ending June 30	Governmental Activities		Business-Type Activities		Total
	Principal	Interest	Principal	Interest	
2008	\$2,335,000	\$5,050,283	\$2,717,642	\$3,086,868	<b>\$13,090,793</b>
2009	\$2,435,000	\$4,968,739	\$2,764,209	\$3,713,684	<b>\$13,881,632</b>
2010	\$3,178,931	\$5,053,216	\$2,856,304	\$3,612,790	<b>\$15,241,241</b>
2011	\$2,760,682	\$4,739,849	\$2,953,952	\$3,507,493	<b>\$13,961,976</b>
2012	\$2,889,310	\$4,609,018	\$3,072,180	\$3,392,486	<b>\$13,962,994</b>
2013-2017	\$16,819,508	\$20,885,476	\$14,175,116	\$14,925,227	<b>\$66,805,327</b>
2018-2022	\$20,251,339	\$16,080,842	\$11,544,075	\$12,072,027	<b>\$59,948,283</b>
2023-2027	\$26,461,371	\$10,609,686	\$14,026,355	\$9,050,753	<b>\$60,148,165</b>
2028-2032	\$22,108,210	\$3,699,079	\$16,850,514	\$5,262,529	<b>\$47,920,332</b>
2033-2036	\$71,90,000	\$641,158	\$11,914,999	\$959,188	<b>\$20,705,345</b>
<b>Total</b>	<b>\$106,429,351</b>	<b>\$76,337,346</b>	<b>\$82,875,346</b>	<b>\$60,303,045</b>	<b>\$325,945,088</b>

## 5.2 Capital Improvement Plan

West Sacramento prepares a five-year Capital Improvement Plan, and a biennial Capital Budget. Any project in excess of \$5,000 is considered a Capital Improvement Project. The plan identifies individual projects and the estimated costs for each project. Each project listed has an identified funding source, which may or may not be secured funding.

Table 5.2.1 City of West Sacramento Capital Improvement Plan					
Project Type	FY 2007-08	FY 2008-09	FY 2009-10	FY 2010-11	FY 2011-2012
City Buildings	\$9,278,000	\$3,417,950	\$4,060,000	\$910,000	\$12,890,000
Drainage	\$14,584,510	\$7,257,000	\$23,358,550	\$17,033,000	\$0
Parks and Recreation	\$1,013,225	\$10,236,328	\$5,730,000	\$605,000	\$3,105,484
Port	\$92,000	\$1,135,000	\$5,252,000	\$10,678,000	\$10,000,000
Sewer	\$1,295,000	\$5,240,000	\$515,000	\$500,000	\$0
Transportation	\$17,947,492	\$14,205,500	\$50,025,500	\$36,006,000	\$52,486,202
Water	\$13,181,000	\$3,374,540	\$14,214,264	\$4,961,000	\$564,000
<b>Total Needs</b>	<b>\$57,308,427</b>	<b>\$44,866,318</b>	<b>\$103,155,314</b>	<b>\$70,693,000</b>	<b>\$79,045,686</b>
<b>Total Funds Available</b>	<b>\$62,899,227</b>	<b>\$45,076,318</b>	<b>\$103,985,314</b>	<b>\$69,663,000</b>	<b>\$79,045,686</b>
<b>Excess/(Deficiency<sup>33</sup>) of Available Funds</b>	<b>\$5,590,800</b>	<b>\$210,000</b>	<b>\$830,000</b>	<b>(\$1,030,000)</b>	<b>\$0</b>

Many of the anticipated funds are based on impact fees. If development does not progress or if fees collected do not match those projected in the outlying years, some projects may need to be deferred until adequate funding is available.

## 5.3 Measure K

Measure K is a special ½% sales tax override that voters of West Sacramento approved by ballot in November, 2002. ¼% will cease in 2012, with the remaining ¼% continuing indefinitely. The proceeds from Measure K are placed in the General Fund and earmarked for repair and maintenance of city streets, new parks, community facilities, library services, after-school programs, childcare,

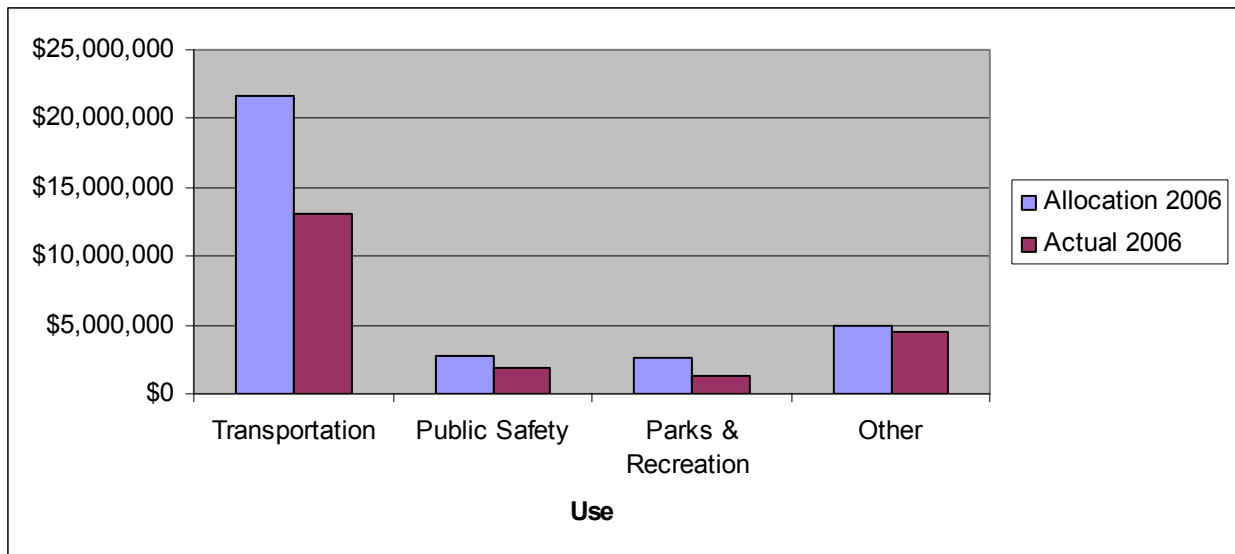
<sup>33</sup> Deficiency may be offset by balances carried over from previous years' unspent balances



senior citizen facilities, expanded police and fire protection, reductions in utility bills, and reduction in property tax assessments. The funds are divided into two categories—base and capital allocations. The base allocation is assigned to on-going activities and programs; the capital allocation is dedicated to specific projects in the Capital Improvement Plan. The City can borrow and/or bond against the capital allocation’s projected cash flow to pay for projects early in the program’s operation. A vote to extend the life of the capital portion beyond 2012 of Measure K is scheduled to go before the voters in Fall, 2008.

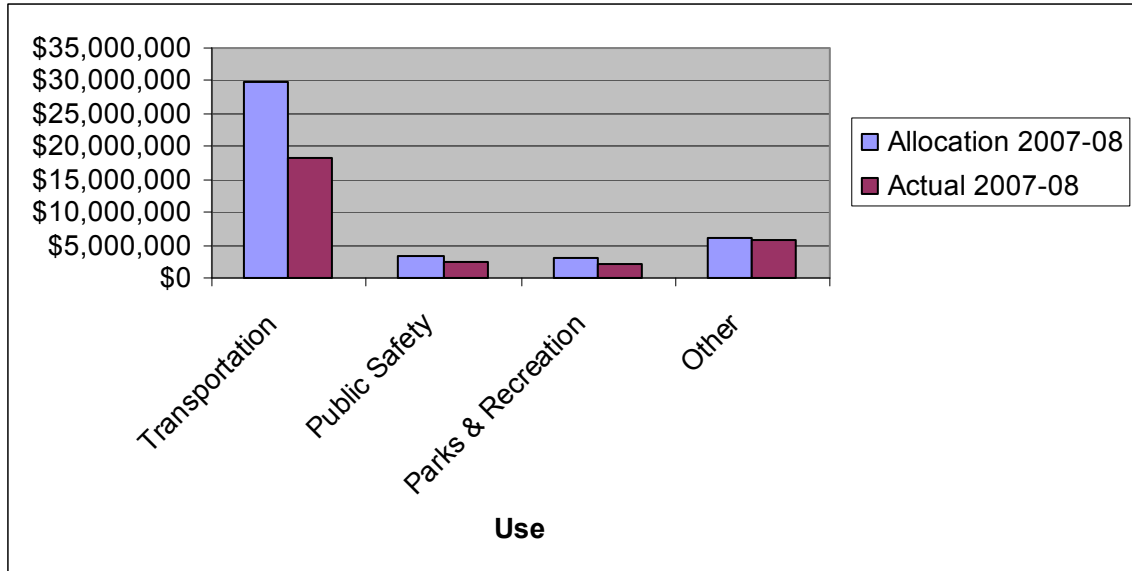
The two charts below show the allocation and actual disbursements for Measure K revenues in 2006 and 2007-08<sup>34</sup>.

**Chart 5.3.1**  
**City of West Sacramento**  
**Measure K 2006**



<sup>34</sup> 2007-08 figures include revenues from March 2007 through March 2008.

**Chart 5.3.2**  
**City of West Sacramento**  
**Measure K 2007-08**



#### 5.4 Landscape and Lighting Assessment Districts

The first Landscape and Lighting Assessment District in West Sacramento was formed in 1972, prior to the City's incorporation. The Districts provide street lighting, landscape, and park maintenance services. Assessments are passed on a per parcel basis for residential properties, and a per-front-foot, acre, or parcel charge for industrial and commercial lands, depending on the individual zone in which the property lies. There are seven (7) current zones throughout the City.

After Proposition 218 was passed in 1998, the assessment rates were locked in place, which has resulted in an annual subsidy from the General Fund to meet all expenses within the districts. The City will need to continue provide General Fund revenues to offset shortfalls of revenues generated from the Districts to pay for services, or may consider asking the voters for a fee increase.

#### 5.5 Community Facilities Districts

Between 2000 and 2006, fourteen (14) Community Facilities Districts (CFDs) were created to finance and maintain street landscaping and lighting in new residential developments. These CFDs are

structurally different from the Landscape and Lighting **Assessment** Districts mentioned above. The Landscape and Lighting CFDs were created instead of assessment districts in large part due to Proposition 218, which would have limited the City's ability to raise fee assessments to keep pace with increasing costs for service.

Fees range from \$189 to \$225 annually per parcel, and are paid via the property owner's property tax bills. Expenses in these districts do not exceed revenues; therefore the City does not have any liabilities related to the CFDs.

## **5.6 Flood Protection Assessment**

In June, 2007, West Sacramento property owners voted to approve an annual parcel assessment to finance levee upgrades. The assessment is based on the size of a parcel and its relative flood risk. The assessment is estimated to be between \$40 and \$100 per year for half of the residential parcels, and between \$100 and \$130 for others. New development projects will be charged an in-lieu fee to pay their fair-share contributions. The assessment is estimated to raise \$42 million, while in-lieu fees are estimated to match that amount, for a total equaling the City's required local match dollars for the project. Total estimated costs for the levee projects are \$400 million,

## **5.7 Determinations**

- The Accrued Leave fund did not appear in the FY 2007-08 and FY 2008-09 biennial budget.
- The City will continue to provide General Fund revenues to offset shortfalls of revenues generated from the Landscape and Lighting Districts to pay for services, or may consider asking voters for a fee adjustment.

## 6.0 Cost Avoidance Opportunities

The MSR must identify practices or opportunities that may help eliminate unnecessary costs.

### 6.1 Opportunities

The City requires developers to form CFDs to pay for infrastructure supporting new development to relieve the City from the burden of paying for this new infrastructure.

As the water meter installation project moves forward, the City should consider charging metered rates as soon as a meter is installed. This would encourage conservation practices, since customers would then see how much water they used and would pay for all the water that they use, including any amount over the estimated amount currently charged to all customers. Charging metered rates as soon as a meter is installed would also eliminate any financial losses to the City as the City would no longer pay for unaccounted, excessive water usage by its customers. Without a metering system, the City can only estimate water usage.

The City hires contract workers for specialized services or short-term projects to provide support or expertise. By hiring contractors, the City avoids overhead costs associated with full-time employees (retirement, insurance, etc.) and avoids the need to lay off employees after the completion of short-term projects or a decrease in workload. The City currently employs ten (10) contract staff members, primarily in the Building and Construction inspection departments. In addition, the Parks and Recreation Division is analyzing adding six (6) to eight (8) contract instructors for recreation programs.

### 6.2 Determinations

- The City requires CFDs to pay for infrastructure related to new development, eliminating financial burden from the General Fund.
- The City should begin charging metered rates for water customers as soon as the property is metered.
- The City saves on employee costs by using contract employees for short-term or specialized services.

## 7.0 Opportunities for Rate Restructuring

The MSR must identify opportunities to impact rates positively without decreasing service levels.

### 7.1 City Fees

West Sacramento commissions fee or nexus studies for various types of impact fees as noted in the chart below:

Table 7.1.1 City of West Sacramento Fee Studies	
Type of Study	Year Completed
Traffic	2005
Sewer	2004
Water	2005
Drainage	1996/2001/2004
Childcare	1994/2003
City Hall, Fire, Police, Corporation Yard	2005
Park	2003

The City has also adopted a policy stipulating that all fees are to be reviewed in January of each year and adjusted for inflation. This annual review aspect of the policy enables the City to make modest increases in fees to keep pace with actual costs for services.

Community Development department fees are Deposit with a reimbursement agreement, where the applicant pays for the actual cost of processing certain application. This fee structure allows the City to recover costs incurred by processing development applications.

### 7.2 Water Fees

Most properties (commercial, residential, and industrial) within the city were constructed without water meters. The City based water charges on estimated use. Daily water use by user type has been estimated as follows:

Table 7.2.1 City of West Sacramento Daily Water Use Rates	
User Type	Use Rate
Single Family Residential	560 gallons per day
Multi-Family Residential	290 gallons per day
Commercial	2,950 gallons per day/acre
Industrial	2,950 gallons per day/acre
School	25 gallons per day/student
Park/Other	1,800 gallons per day/acre

In 2003, Assembly Bill 514 was passed and mandated that water meters were to be installed on all residential and commercial users constructed by March 1, 2013. The City has implemented a program to install water meters and begin charging all water customers in the City for actual usage. According to the Urban Water Master Plan Update 2005, the City was charging metered rates to all industrial and commercial users. In addition, while 94% of all multi-family residential units were metered, they did not yet get billed according to actual water used. In 2005, the City had an additional 10,277 unmetered residential accounts which were being charged a flat rate based on estimated water usage and were not scheduled to be charged a commodity rate until after 2010. Fees for metered use are shown below:

Table 7.2.2 City of West Sacramento Water Service Charges <sup>35</sup>			
Meter Size	Monthly Service Charge		
	Jan 2008	Jan 2009	Jan 2010
<b>Flat Water Rates</b>			
<b>Residential</b>			
Up to ¾"	\$34.65	\$36.40	\$37.50
1"	\$35.75	\$37.55	\$38.70
Additional Units	\$18.95	\$19.90	\$20.50
<b>General Service Flat Rates</b>			
5/8" to ¾"	\$39.40	\$41.35	\$42.60
¾"	\$43.75	\$45.95	\$47.35
1"	\$85.05	\$89.30	\$92.00
1 ½"	\$163.90	\$172.10	\$177.25
<b>Metered Water Rates</b>			
<b>Fixed Service Charges (All Customers)</b>			
¾"	\$9.70	\$11.45	\$12.55
1"	\$16.15	\$19.05	\$20.90
1 ½"	\$32.20	\$38.05	\$41.70
2"	\$51.60	\$60.95	\$66.80
3"	\$103.25	\$121.90	\$133.65
4"	\$161.35	\$190.50	\$208.85
6"	\$322.55	\$380.90	\$417.55
8"	\$516.15	\$609.50	\$668.15
12"	\$741.90	\$876.05	\$960.40
<b>Commodity Rates (per ccf)</b>			
<b>Residential Rates</b>			
1 <sup>st</sup> Tier 0-10 ccf/mo.	\$1.28	\$1.23	\$1.18
2 <sup>nd</sup> Tier 11-50 ccf/mo.	\$1.40	\$1.35	\$1.30
3 <sup>rd</sup> Tier 51+ ccf/mo.	\$1.75	\$1.69	\$1.62
Non-residential Rate	\$1.35	\$1.30	\$1.25

Estimated savings for a metered residential user versus a non-metered residential user can be from 10% to 20%<sup>36</sup>. This savings would reflect an annual water savings of up to 5,800 acre feet per year at build-out.

### 7.3 Determinations

- The City regularly prepares Fee Studies for Development Impact Fees, keeping fees current and reflecting actual costs.

<sup>35</sup> Book of City Imposts

<sup>36</sup> UWMP, 2005, p. 5-10

- Where possible, the City has implemented *deposit with reimbursement agreement* fees that allow the City to recover actual costs for processing development applications.
- The City has implemented a policy stipulating that all fees are to be reviewed in January of each year and adjusted for inflation.



## **8.0 Opportunities for Shared Facilities**

The MSR must evaluate the opportunities for a jurisdiction to share facilities and resources to develop more efficient service delivery systems. This section discusses the City's opportunities for shared facilities and resources.

### **8.1 School Facilities**

The City shares recreation facilities with the West Sacramento-Washington Unified School District. River City High School allows the City to utilize its swimming pool, and the new high school under construction will have a gymnasium and aquatic facilities available to City residents. The General Plan Update identifies land at both high schools that is not planned for educational uses that could be used for additional recreational purposes.

### **8.2 Sewer**

At the end of 2007, the City decommissioned its wastewater treatment plant and connected to the Lower Northwest Interceptor of the Sacramento Regional County Wastewater District (SRCWD). The City collects sewer fees on behalf of the District, maintaining the billing system used prior to connection with the SRCWD

### **8.3 Determinations**

- The City shares recreation facilities with the West Sacramento-Washington Unified School District.
- The City sends it untreated sewage to and collects sewer fees for the SRCWD.

## 9.0 Government Structure Options

The MSR must consider the advantages and disadvantages of various government structures to provide public services. This section discusses the options available to the City of West Sacramento:

- Maintaining Status Quo
- Consolidating or Reorganizing a Special District

Changing the manner in which a service is delivered, such as consolidating service agencies or transferring service responsibilities from one entity to another, can create streamlined service delivery, reduce costs for delivery of service, or otherwise improve service delivery from the customer's standpoint. Changing service providers or consolidating service agencies does not necessitate boundary changes if it is acceptable for a service provider to provide service outside its formal service area boundary. However, it can become confusing if agencies are providing service outside of their boundaries and if there are no clear designated areas of service.

### 9.1 Status Quo

The City is currently a member of a Joint Powers Agency (JPA) with Reclamation Districts 811, 900 and 537. The JPA coordinates, funds, and constructs flood control improvements in the West Sacramento Reach, the area served within the combined service territory of the Reclamation Districts and the City of West Sacramento. There would be no action required to maintain current levels of service and there would be no additional cost to the City. However, reports such as the City's General Plan Update indicate that responsibility for the levees remains "fractured and confused."<sup>37</sup>

The City provides fire protection and emergency medical services to County Service Area 9 (CSA 9), located outside the southern boundary of the City. Yolo County contracts with the City of West Sacramento to provide service, and assessments from the CSA are used to pay for these services. There would be no action required if CSA 9 were to remain intact.

### 9.2 Consolidating or Reorganizing a Special District

The March 2005 Yolo County Public Water and Reclamation District MSR described the history of past government structure considerations for Reclamation District 537, 811, and 900. Each of these

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<sup>37</sup> City of West Sacramento, General Plan Update 2008, p. 6-31

districts provides service to portions of the City of West Sacramento. Past recommendations (prior to the March 2005 MSR) included Reclamation District 900 assuming services provided by Reclamation District 811 and Reclamation District 537 (including Maintenance Area 4). This recommendation was rejected by Reclamation District 811 and Reclamation 537, and LAFCO did not adopt the recommendation.

Options described within the March 2005 Water and Reclamation District MSR include:

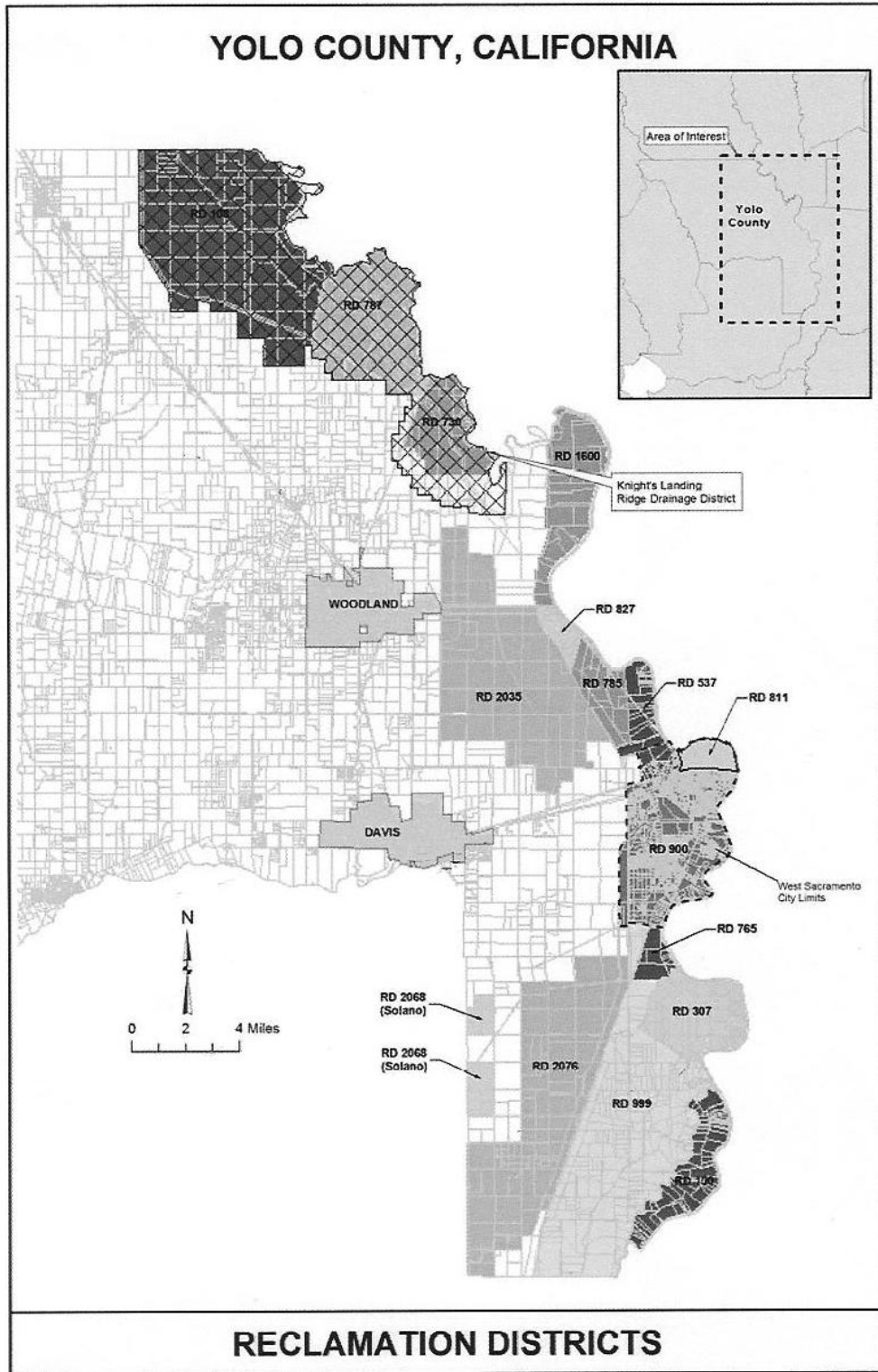
- Reorganize RD 537, RD 811 and RD 900 into one agency or into the City
- Create a single-purpose flood control agency

Other government structure options include:

- Dissolve Reclamation District 811 and Reassign its Functions to the city
- Dissolve Reclamation District 900 and Reassign its Functions to the city
- Separate Reclamation District 537 and Reassign a portion its Functions to the city

The main effect of any of these reorganizations would be to clarify and consolidate service delivery within the City.

### Map 9.2.1 Yolo County Reclamation Districts



Source: Municipal Service Review and Sphere of Influence Study, Yolo County Public Water and Reclamation Districts, March, 2005

### **9.2.1 Reorganize Reclamation Districts 537, 811 and 900 into one City agency**

This action could be accomplished, as presented in the 2005 Water and Reclamation District MSR, with the caveat that the City becomes the “agency.” The vast majority of services provided by the three reclamation districts are within the City boundaries, creating a logical boundary and purpose for the City to oversee all operations. Issues include consideration of District 537’s territory, since a portion of the District’s service area is outside of the City of West Sacramento’s planning corporate boundaries. District 537’s infrastructure includes a northern section and a southern section that operate independently of each other, making a reorganization of only the southern portion District 537 rather than the entire district a more feasible alternative.

The advantage of this option is that the City would have complete oversight and jurisdiction of reclamation services within the City. It is not clear if there would be any cost savings, although there would no longer be confusion about what services are to be delivered and who is the responsible agency.

Any disadvantages of this option are not clear at this time.

### **9.2.2 Create a single-purpose flood control agency under the City’s jurisdiction**

This action, similar to 9.3.1 above, would separate the flood control services from other services currently provided by the Reclamation Districts and the City. The Districts and the City have already formed a Joint Powers Authority that coordinates, funds, and constructs flood control improvements within the combined service areas. The 2005 MSR for Water and Reclamation Districts indicates that this step can be accomplished through forming an independent special district or by merging the flood control agencies into the city.

This alternative was a recommended alternative in the 2005 MSR for Water and Reclamation Districts.

### **9.2.3 Dissolve and Reassign Reclamation District 811 Functions**

Reclamation District 811 provides storm drainage services to the City of West Sacramento and is wholly located within the City’s boundaries. It provides service to one facility, and contracts with Reclamation District 537 for pumping<sup>38</sup>. The District’s revenues are generated by fees paid by property owners. The 2005 Water and Reclamation District MSR also discussed the option of

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<sup>38</sup> Municipal Service Review and Sphere of Influence Study Yolo County Public Water and Reclamation District, March, 2005, p. 88

consolidating RD 811 with RD 537, due to the fact that RD 811 contracts for services that are provided by RD 537.

LAFCO could consider reassigning RD 811 functions to the City. The advantage of this option is that no boundary change would be required. The MSR indicated that it is unclear as to whether this option (consolidating RD811 into another agency) provides any significant cost savings, and it did not discuss the potential of reorganizing RD811 into the City.

#### **9.2.4 Dissolve and Reassign Reclamation District 900 Functions**

Reclamation District 900 is almost wholly made up of land within the City of West Sacramento. It provides drainage services, operates two pump stations in the northern portion of the City, and maintains fourteen (14) miles of levee. The District's revenues are generated by fees paid by property owners.

The advantage of this option is that the majority of the service territory is already within the City's boundaries. The District serves 11,000 acres, and includes a small portion of agricultural land outside the city limits to the south. Annexation of service territory is not a required action of reassigning functions from the District to the City, but any reassignment of duties may create some confusion about boundaries for other services provided by the City.

The 2005 Water and Reclamation District MSR did not discuss this option.

#### **9.2.5 Separate Reclamation District 537 and Reassign a Portion of Functions**

Reclamation District 537 lies partially within the northern City limits. It provides drainage and levee maintenance to 5,200 acres of primarily agricultural lands. A portion of RD 537's service boundaries is located in the northern section of West Sacramento, which includes the CHP Academy. The infrastructure of the district is divided into two distinct and separate sections, separated by the Sacramento Bypass.

LAFCO could consider splitting the District at the Sacramento Bypass, and reassigning the revenues and operations of the infrastructure that serves West Sacramento to the City. The advantage of this choice is that the City would have control over services provided within its boundaries.

### **9.3 Determinations**

- The government structure options available to the City of West Sacramento are:

- Maintain the status quo
- Dissolve Reclamation Districts 537, 811 and 900 and reorganize into one agency
- Create a single-purpose flood control agency
- Dissolve Reclamation District 811 and reassign its functions to the city
- Dissolve Reclamation District 900 and reassign its functions to the city
- Separate Reclamation District 537 and reassign a portion of its functions to the city
- The 2005 MSR for Water and Reclamation Districts recommended creating a single purpose flood control agency.

## 10.0 Evaluation of Management Efficiencies

The MSR must evaluate internal organizational structure of the jurisdiction.

### 10.1 Strategic Documents and Pre-Planning

The City creates many planning documents to manage the City's operations. Available documents are listed in the table below.

Table 10.1.1 City of West Sacramento Agency Planning Documents	
General Plan <sup>39</sup>	2000
Capital Improvement Program	FY 2006/07 – 2010/11
Wastewater Master Plan and Connection to the Lower Northwest Interceptor	2003
Southport Sanitary Sewer Master Plan	2003
Urban Water Management Plan	2005
Water Master Plan Update	2005
Traffic Demand Model Update	2004
Parks Master Plan	2003
Bicycle and Pedestrian Path Master Plan	1991 (update in process)
Biennial Budget	FY 2007/08 – 2008/09
Housing Element	2002

### 10.2 Staff-to-Resident Ratio

The number of city employees has increased from 274.4 in 1998 to 432 in 2008, with 439.5 positions budgeted for FY 2009/10<sup>40</sup>. This is a ratio of 1 employee per 104 residents. The growth in number employees includes adding Port employees and increasing public safety personnel as warranted.

<sup>39</sup> Update in progress.

<sup>40</sup> City of West Sacramento Biennial Budget 2007/08, p. 12



By comparison, other cities in Yolo County have the following staff-to-resident ratios:

Table 10.2.1 Yolo County Cities Staff to Resident Ratios			
City	Population	Number of Employees	Ratio
Davis <sup>41</sup>	65,815	462	7.02/1,000 residents
West Sacramento	44,928	439.5	9.782/1,000 residents
Winters <sup>42</sup>	6,885	46.5	6.75/1,000 residents
Woodland <sup>43</sup>	54,060	377	6.97/1,000 residents

### 10.3 Contract Services

The City uses outside consulting services for completing many of its master plans and planning documents, as well as for building inspection services. By utilizing outside consultants, the City can continue to use its employees to complete the day-to-day operations of the departments.

### 10.4 Determinations

- The City prepares and regularly updates the required documents to plan for and fund city services.
- The City has a higher ratio of residents to employees than other cities in Yolo County, but directly provides a more complete array of services such as Water, Police, Fire and Port Services.

<sup>41</sup> City of Davis, 2008/09 Draft Annual Budget

<sup>42</sup> City of Winters, Budget, 2007-2008

<sup>43</sup> City of Woodland, Comprehensive Fiscal Analysis, 2007

## 11.0 Local Accountability and Governance

The MSR must evaluate the accessibility and levels of public participation associated with the agency's decision-making and management process.

### 11.1 Governance

West Sacramento is a General Law City with a Council-Manager form of government. The Council is made up of a directly elected mayor and four council members, all elected at-large. The Mayor serves a two-year term, while the Council members serve four-year terms. The Mayor Pro Tem is selected by the City Council from among its members to serve a one-year term. Council members serve as Directors for the City's Redevelopment Agency, and are assigned to various regional agency boards and commissions to represent the City of West Sacramento.

As a council-manager form of government, professional staff members in West Sacramento carry out the business of the City on a day-to-day basis. Council members receive \$300 per month, and an additional \$30 per meeting for the Redevelopment Agency, with a four meeting limit per month. Council members are eligible for medical, dental, vision and life insurance, as well as a 401(a) money purchase plan and CalPERS retirement benefits (2.5% at 55). Other benefits include use of a city-issued cell phone or a monthly cell phone allowance.

Table 11.1.1 City of West Sacramento City Council Members		
Name	Title	Term Expires
Christopher Calbadon	Mayor	2008
William Kristoff	Mayor Pro Tempore	
Wes Beers	Council Member	2010
Mark Johannessen	Council Member	
Oscar Villegas	Council Member	2008

### 11.2 Outreach and Communications

City and community members are encouraged to participate in their city government through a number of City Commissions. The table below lists the current City commissions:

Table 11.2.1 City of West Sacramento City Commissions	
Commission	# of Members
Planning Commission	7
Parks and Community Services Commission	7
Economic Development Advisory Commission	7
Board of Appeals	5
Youth Commission	7
Housing Advisory Commission	7
Commission on Aging	7
Agriculture and Natural Resource Commission	5
Arts, Culture and Historic Preservation	5
Project Area Committee	10

Council meetings are held the first, second and third Monday of each month at 7:00 PM. Meetings are held at the Civic Center, located at 1110 West Capitol Avenue, West Sacramento. Meetings are available to the public via streaming video for at-home viewing. The meeting agenda is posted on the City's website, [www.cityofwestsacramento.org](http://www.cityofwestsacramento.org). Videos of and minutes from the Council meetings are also available on the website.

The city's newsletter, City Lights, is distributed to residents and businesses through their utility bills. After distribution, the newsletter is also posted in the City's website.

### 11.3 Determinations

- The City provides opportunities for citizens to attend meetings and access information via the City's website. The City has also instituted several citizen-based committees to help guide policy-makers and gather valuable citizen input on projects and services within the City.

## **12.0 County Service Area 9**

County Service Areas (CSAs) are created to fund specific services with the boundaries of the area in need of the services. Property taxes or direct assessments can be placed on individual properties within the CSA to pay for the designated service. A CSA can also incur bond indebtedness for specific uses.

County Service Area 9 (CSA 9) was created concurrent with the City of West Sacramento's incorporation and the dissolution of the East Yolo Fire Protection District in 1987. The land in CSA 9 was part of the East Yolo Fire Protection District, but was not included in the City of West Sacramento corporate boundaries (or Sphere of Influence). As a mitigation measure for the impact of this area losing fire service due to incorporation, the County and the City of West Sacramento entered into an agreement stipulating that the City of West Sacramento would provide fire protection services by contract to CSA 9. In return, the City receives the share of the property tax previously allocated to the East Yolo Fire Protection District.

### **12.1 Land Uses**

The land within CSA 9 is currently designated by the Yolo County General Plan for agricultural uses. The Clarksburg Fire Protection District is adjacent to CSA 9 on the southern boundary.

### **12.2 Services**

The City is obligated, by contract, to provide fire protection, fire suppression, and basic life support emergency medical service within the CSA 9 boundaries. In addition, this contract is a direct result of the need to mitigate for the loss of fire service to this area due to the incorporation of West Sacramento.

Specific data on the number of calls for service has not yet been provided by the city.

### **12.3 Finances**

To pay for contract services, revenues received by the CSA are transferred to the City. The table below outlines six years of revenues and expenditures for CSA 9:

Table 12.3.1 County Service Area 9 Income and Expenditures		
Fiscal year	Income	Expenditures
2002-2003	\$12,460	--
2003-2004	\$12,545	\$37,241 <sup>44</sup>
2004-2005	\$12,167	\$12,092
2005-2006	\$13,189	\$13,100
2006-2007	\$13,260	\$13,260
2007-2008	\$14,100 (estimated)	\$14,068

There is no separate accounting for service costs incurred by the City on behalf of CSA 9, so it is difficult to determine if the City is receiving adequate funds for services rendered. At this time, there does not appear to be a negative financial impact on the City by providing fire services to the CSA.

#### 12.4 Recommendations

The June 27, 2007 Clarksburg Fire Protection District MSR did not contemplate or recommend expanding the Sphere of Influence of the CFPD to include CSA 9.<sup>45</sup> The report found that CFPD did not have adequate infrastructure to provide services within the then-current boundaries of the district. However, a new fire station in CFPD was slated for construction in 2008 to improve overall service within the District.

Therefore:

- CSA 9 should continue to contract with West Sacramento for services. There is no apparent negative financial impact to the City for providing this service and the city providing this service was a required mitigation measure for incorporation.
- CSA 9 could be further studied for annexation to the Clarksburg Fire Protection District, which has more consistent land use than the City of West Sacramento, and to analyze if the revenues from CSA 9 would adequately offset costs for service.

<sup>44</sup> Expenditure for FY2001-2002, FY 2002-2003, and FY2003-2004.

<sup>45</sup> P. 34.

### **13.0 Sphere of Influence—10 and 20 year**

A Sphere of Influence is defined in Government Code §56076 as “a plan for the probable physical boundaries and service area of a local jurisdiction...” The City of West Sacramento’s current Sphere of influence is contiguous with the City’s boundaries.

The Sphere of Influence Study must explore the following issues relative to proposed changes to the Sphere:

- Present and planned land uses
- Present and future need for public services and facilities
- Present capacity of facilities and adequacy of public services
- Social or economic communities of interest

In addition, the study is to include recommendations for changes in a ten year time frame and a twenty year time frame.

#### **13.1 Present and Planned Land Uses**

Land use issues factor into considerations for changes to Spheres of Influence. Government Code Section §56426.5 (a) states that a “commission shall not approve a change to the sphere of influence of a local government agency of territory that is subject to a contract entered into pursuant to the California Land Conservation Act of 1965 (Chapter 7 (commencing with Section 51200) of Part 1 of Division ) if that local government agency provides or would provide facilities or services related to sewers, nonagricultural water, or streets and roads to the territory unless these facilities or services benefit land uses that are allowed under the contract and the landowner consents to the change to the Sphere of Influence.” Government Code Section §56426.5 (b) (2) allows LAFCO to make changes to a Sphere of Influence if “that change is not likely to adversely affect the continuation of the [Williamson Act] contract beyond its current expiration date.”

The City’s current Sphere of Influence is contiguous with its incorporated boundaries. Based on the projected increase in the City’s population, the City of West Sacramento does not have adequate land for residential uses. The City may have to consider converting existing low-density residential or

agricultural land uses to accommodate this shortfall or annex additional land to convert to urban uses.

The City has considered altering its Sphere of Influence. The City has adopted a General Plan Land Use Element Implementation Program statement that states “The City shall request the Yolo County LAFCO to adopt a sphere of influence outside of the primary zone of the Delta that includes the area south to Babel Slough, west to the western toe of the eastern Yolo By-pass levee and north to the Elkhorn Boulevard/Interstate 5 intersection.” The City does have the right to initiate a proceeding with Yolo LAFCO to increase or alter the City’s Sphere of Influence at any time, and LAFCO can consider any such application at the time it is made.

Lands outside the existing boundaries and Sphere of Influence include primarily agricultural lands, with some parcels under William Act contract (see Map 13.1.1). If these areas were annexed into the city or added to the Sphere of Influence, they could be at risk of conversion to urban uses in the future, contrary to Government Code Section §56426.5 (b) (2).

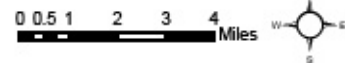
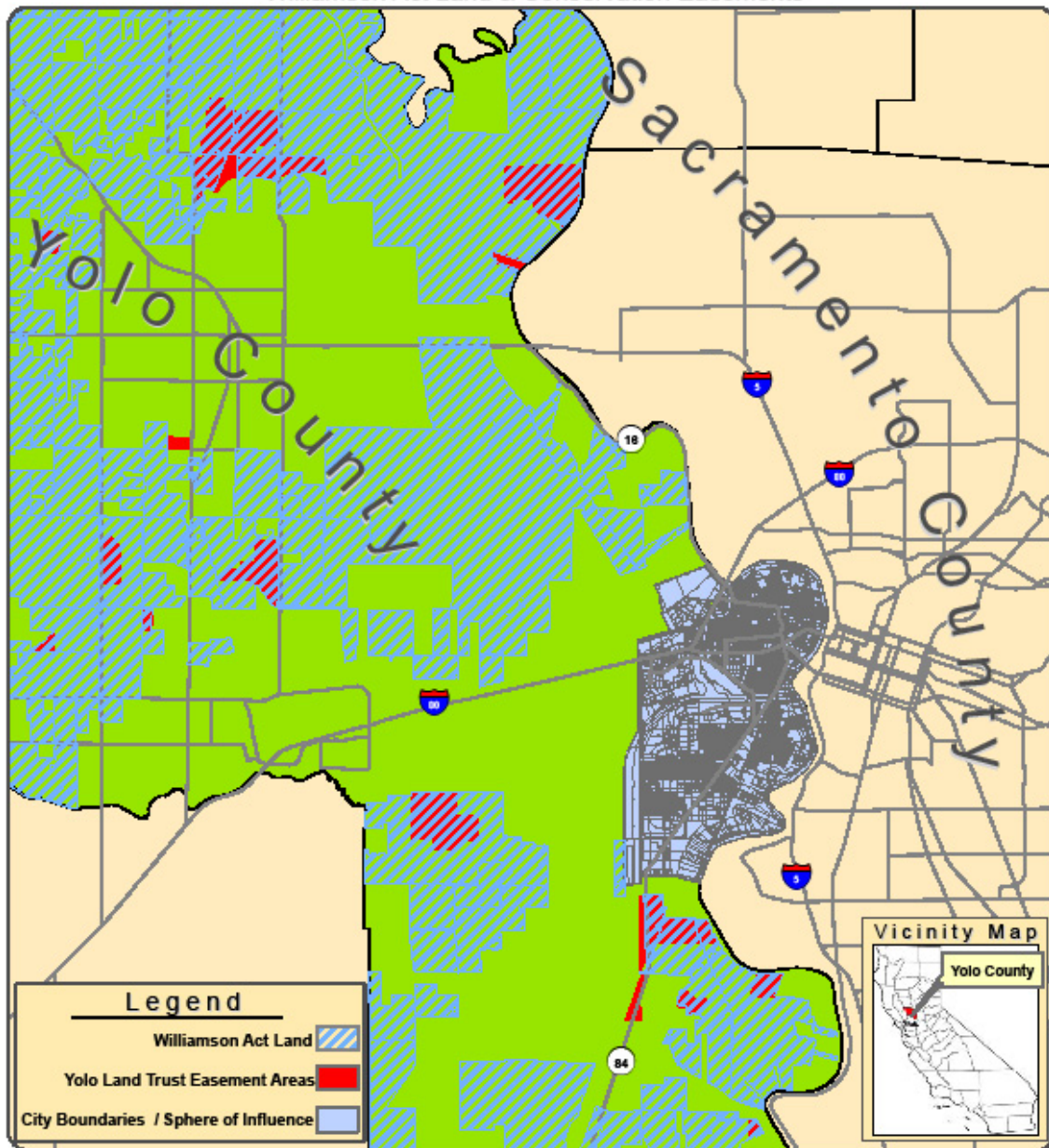
Map 13.1.1

Land Under Williamson Act Contract near the City of West Sacramento



# City of West Sacramento

## Williamson Act Land & Conservation Easements





## 13.2 Present and Future Need for Public Services and Facilities

Public service and facility determinations for West Sacramento and its Sphere of Influence are as follows:

- **Police**
  - In order to maintain the current officer to resident ratio, the City will have to hire an additional 57 sworn officers by 2035.
  - New equipment will be necessary for these new officers, including patrol vehicles.
  - Additional space will be necessary to accommodate department personnel growth by 2035.
  - Beat 3 will experience with greatest increase in population and potential calls for service.
  -
- **Fire**
  - The City should build a new Station 46 in Southport.
  - The City should relocate existing Station 42 further south as new development occurs.
  - The City should relocate Station 43 further north as new development occurs.
  - If significant future development occurs in the Elkhorn Fire Protection District (to the north of the City), additional personnel and equipment will be necessary to serve the district.
- **Streets and Roadways**
  - The City may wish to address Level of Service issues within its Capital Improvement Plans to bring its streets into compliance with stated LOS standards.
  - Bridges and grade separations are necessary to increase or preserve traffic flow at water or rail crossings.
- **Pedestrian and Bicycle Circulation**

- The City is updating its Bicycle and Pedestrian Path Master Plan. New findings will be available upon completion of that project.
- **Parks**
  - The City has a current parkland deficiency of 68.6 acres.
  - The City will need 409.2 acres of parkland to meet parkland standard by 2035.
  - Existing land use designations include only 322 acres for parks and recreation.
  - The City will need to allocate a portion of other designated land uses to accommodate increased parkland dedications.
- **Recreation**
  - Participation in recreation programs increased by 24% from FY 2005-06 to FY 2006-07 and will increase along with population growth.
- **Open Space**
  - The City does not currently have all Open Space lands within its boundaries classified as Open Space.
  - The City may wish to adopt open space acreage standards to help preserve open space areas and discourage conversion of uses.
  - The City has not designated acreage of recreation corridors or linear parks in its parkland acreage table or as official Open Space.
  - These areas could be included in either land use category to boost existing acreage counts and to protect these land uses from conversion to other uses.
- **Library**
  - The current and future library deficit can be alleviated with additional branch libraries in other areas of the City.
- **Water**
  - In 2005, the City's then-current water storage capacity was deficient by 4.2 million.

- Under the 2000 General Plan build-out conditions, the City will have a water storage deficit of 25.4 million gallons.
- The City needs to repair or replace 51,000 lineal feet of water pipeline.
- Without additional water sources, the city is unable to accommodate any additional properties in the event of a change in its service boundaries.
- **Sewer**
  - The City has implemented Master Plan recommendations for repairs and systematic replacement of its sewer system facilities in its Capital Improvement Program.
- **Animal Control**
  - County Animal Services anticipates relocating shelter facilities to a larger, more remote facility within the next four years
  - Future costs for animal services is estimated to increase by 2% to 4% by FY 2010-11, although past cost increases range from 11.3%-14% from FY 2004-05 to FY 2008-09.
- **Storm Drainage and Flood Control**
  - The City considers its storm drainage collection facilities to be in “generally good condition.”
  - Infill projects and redevelopment projects have caused an inconsistency in sizing, materials and flow lines. As a result, applicants find it difficult to ascertain whether existing infrastructure is adequate to accommodate a new project.
  - The City considers its storm drainage collection facilities to be in “generally good condition.” Bubble up structures, located at intersection crossings, become clogged or septic, depending on the season.
  - Due to the number of agencies involved in storm water and flood control services, there is often and ongoing confusion and lack of coordination on levee maintenance.

### **13.3 Present Capacity of Facilities and Adequacy of Public Services**

Most facilities and services are adequate or exceed capacity for current needs, with the exception of water storage needs. In 2005, there was a water storage capacity shortfall of 4.2 million gallons.

Due to the nearly exclusive agricultural land uses within any of the land within a potential Sphere of Influence change, there would be little to no impact on existing facilities and services.

### **13.4 Social or Economic Communities of Interest**

The areas that could be included in any Sphere of Influence change are primarily agricultural. Yolo County actively protects existing agricultural land uses, and any potential annexation would place agricultural land uses at risk for conversion to other uses. While some may argue that agricultural interests are different from those of an urbanized city, West Sacramento does have 14.8% of its land uses designated for agricultural uses. However, these lands may be converted to other uses as the City's population increases.

### **13.5 Options**

The options available for the City of West Sacramento's Sphere of Influence are listed below:

- Maintain the status quo
- Redraw the Sphere of Influence to include CSA 9

#### **13.5.1 Maintain the Status Quo**

No changes would occur to the City's Sphere of Influence.

#### **13.5.2 Include CSA 9 in the Sphere of Influence**

Due to the fact that the City is already providing contract services to CSA 9, which lies outside both the City's boundaries and its Sphere of Influence (which are contiguous), LAFCO could consider expanding the City of West Sacramento's Sphere of Influence or its City boundary, or both, to include CSA 9 and eliminate the special district. However, the land within CSA 9 is primarily agricultural or protected open space and should not be drawn into the City's Sphere of Influence. These lands would be at risk of conversion to urban uses.

The June 27, 2007 Clarksburg Fire Protection District MSR did not contemplate or recommend expanding the Sphere of Influence of the CFPD to include CSA 9.<sup>46</sup> The report found that CFPD did not have adequate infrastructure to provide services within the then-current boundaries of the district. However, a new fire station in CFPD was slated for construction in 2008 to improve overall service within the District.

### **13.6 Ten Year Recommendation**

To protect agricultural lands from conversion, LAFCO should consider retaining the current city limits and Sphere of Influence for the City of West Sacramento. Anticipated population growth in the city over the ten year horizon can be accommodated by existing planned land uses unless a FEMA remap of flood areas decreases the number of potential residential units to be built.

LAFCO could also continue to study the Reclamation Districts and CSA 9 to determine the best avenue for providing efficient and cost-effective delivery of services and any changes in boundaries that will support LAFCO policies.

### **13.7 Twenty Year Recommendation**

As in the ten year recommendation, LAFCO should consider retaining the current city limits and Sphere of Influence for the City of West Sacramento to protect agricultural lands from conversion to urban uses.

CSA 9 could be further studied for annexation to the Clarksburg Fire Protection District, which has more consistent land use than the City of West Sacramento, and to analyze if the revenues from CSA 9 would adequately offset costs for service .

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<sup>46</sup> P. 34.