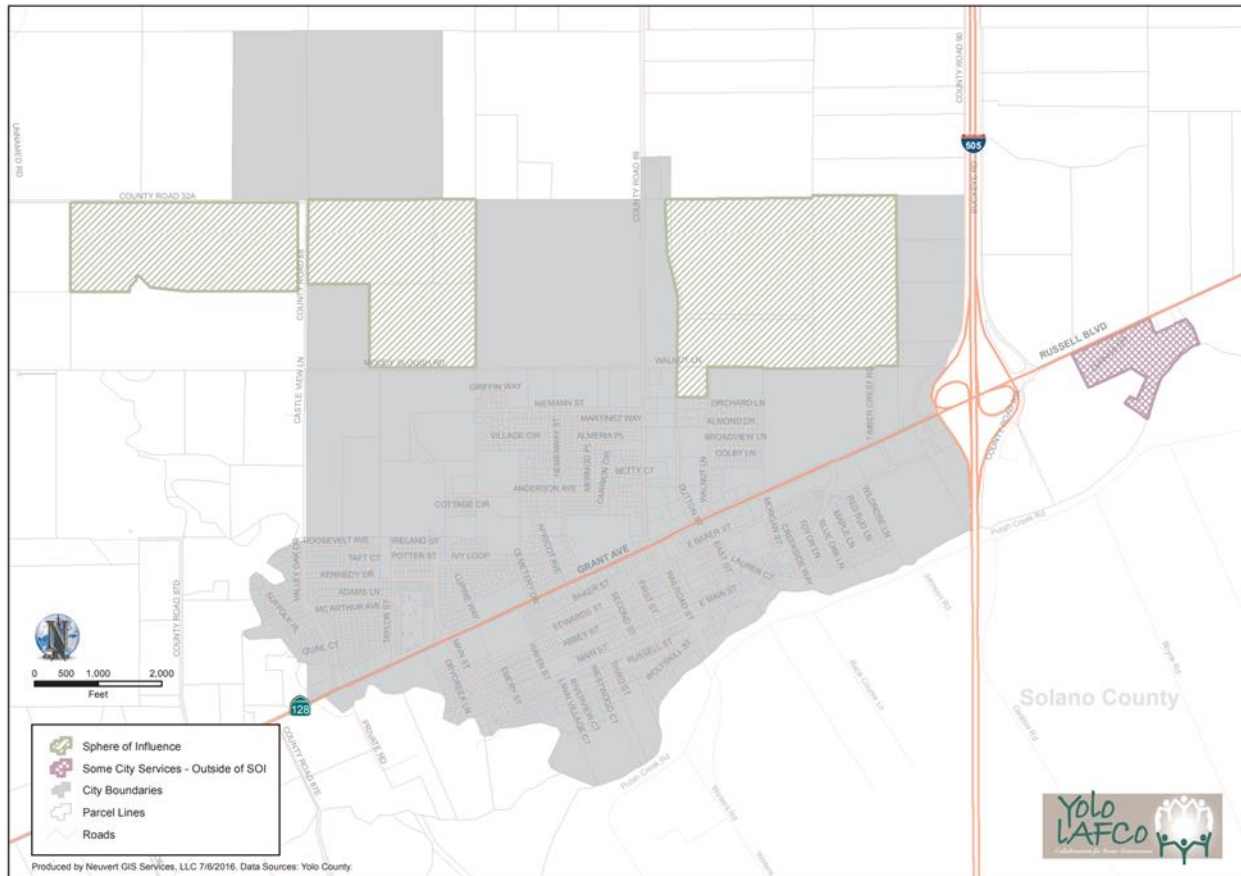


## AGENCY PROFILE

The City of Winters incorporated in 1898 and is located in the southwestern corner of Yolo County, immediately north of the Solano County line and just east of the Vaca Mountain Range. The City of Winters is a general law city and employs the Council/Manager form of government. The City of Winters provides a full range of services, including police and fire protection; the construction and maintenance of streets and other infrastructure; water and sewer services; recreational activities and cultural events. The City of Winters was also responsible for the legally separate Winters Community Development Agency which was dissolved by the State of California on January 31, 2012.

**City of Winters Boundary and Sphere of Influence**



Adopted by Yolo LAFCo on September 22, 2008

## MUNICIPAL SERVICE REVIEW

### POTENTIALLY SIGNIFICANT MSR DETERMINATIONS

The MSR determinations checked below are potentially significant, as indicated by answers to the key policy questions in the checklist and corresponding discussion on the following pages. If most or all of the determinations are not significant, as indicated by “no” answers, the Commission may find that a MSR update is not warranted.

- |   |  |
|---|--|
| <input type="checkbox"/> Growth and Population                    | <input type="checkbox"/> Shared Services |
| <input type="checkbox"/> Disadvantaged Unincorporated Communities | <input type="checkbox"/> Accountability  |

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

- |  |   |
|--|---|
| <input type="checkbox"/> Capacity, Adequacy & Infrastructure to Provide Services | <input type="checkbox"/> Broadband Access                       |
| <input type="checkbox"/> Financial Ability                                       | <input type="checkbox"/> Status of Previous MSR Recommendations |

**LAFCO MUNICIPAL SERVICE REVIEW:**

- On the basis of this initial evaluation, the required determinations are not significant, and staff recommends that an MSR is NOT NECESSARY. The subject agency will be reviewed again in five years per Government Code Section 56425(g).
- The subject agency has potentially significant determinations and staff recommends that a comprehensive MSR IS NECESSARY and has been conducted via this checklist.

<b>1. Growth and Population</b>			
Growth and population projections for the affected area.	Significant Issue	Potentially Significant	No Issue
a) <i>Will development and/or population projections over the next 5-10 years impact the subject agency's service needs and demands?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Do changes in service demand suggest a change in the agency's services?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

Winters Measure A was approved by the voters on Nov 3, 2020 establishing an Urban Growth Boundary to limit development and prescribe a planning process for areas outside of City limits. This process generally requires the planning process to include a master plan paid for by the City (not developers) and would need to be approved by the voters. Due to the City's lack of ability to fund and staff such a process, LAFCo staff does not anticipate significant development outside city boundaries in the next 5-10 years.

According to the May 2022 Department of Finance projections, the City of Winters experienced a 0.3% population increase from Jan 1, 2021 to Jan 1, 2022.

**References:**

E-1: City/County/State Population Estimates with Annual Percent Change January 1, 2021 and 2022, dated May 2022 <https://dof.ca.gov/forecasting/demographics/estimates-e1/>

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

**2. Disadvantaged Unincorporated Communities**

The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

	Significant Issue	Potentially Significant	No Issue
a) <i>If the subject agency provides services related to sewers, municipal and industrial water, or structural fire protection, are there any “inhabited unincorporated communities” (per adopted Commission policy) within or adjacent to the subject agency’s sphere of influence that are considered “disadvantaged” (80% or less of the statewide median household income) that do not already have access to public water, sewer, and structural fire protection?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>If “yes” to a), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community? If “no” to a), this question is marked “no” because it is either not needed or not applicable.</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

El Rio Villa is located on the other side of I-505, 0.5 miles east of the City of Winters and is not adjacent to the City or its SOI. It is owned and managed by the Yolo Housing Authority. The community residents are likely considered economically disadvantaged; however, the City already provides wastewater services and fire protection (through the City’s contract with the Winters Fire Protection District) to El Rio Villa. Water service is provided by an onsite well that has had water quality issues in the past according to the previous City Manager. If the Yolo Housing Authority is unable to resolve these water issues, the City could potentially extend its water service to this community if needed via an Out of Agency Services Agreement.

**3. Capacity and Adequacy of Public Facilities and Services**

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

	Significant Issue	Potentially Significant	No Issue
a) <i>Are there any deficiencies in the <b>infrastructure, equipment, and capacity of agency facilities</b> to meet <u>existing</u> service needs for which the agency does not have a plan in place to resolve (including deficiencies created by new state regulations)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Are there any issues regarding the agency’s capacity and ability to meet the service demand of reasonably foreseeable <u>future</u> growth?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) <i>Are there any service needs or deficiencies for disadvantaged unincorporated communities related to sewers, municipal and industrial water, and structural fire protection within or contiguous to the agency’s sphere of influence?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) <i>Is the agency needing to consider climate adaptation in its assessment of infrastructure/service needs?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

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

**Discussion:**

The City provides police, fire, parks and recreation, water, wastewater, stormwater, solid waste/recycling, and streetlight services. The City of Winters has focused on the implementation of critical infrastructures as part of overall Capital Improvement planning. Examples of infrastructure projects under construction or completed during 2020-2021 include:

- Completion of Phase I of the Wastewater Influent Screen Project.
- Development of Phase II of the Wastewater Influent Screen Project, for which a contract has been issued and project completed by the end of June 2022.
- Acceptance of the West Main Street Sewer Lift Station built by the developer of the Stone's Throw subdivision.
- Installation of a backup generator at City Hall.
- Installation of Outdoor dining and traffic control improvements as a response to restrictions to the Covid-19 pandemic and its impact on the businesses throughout the City.
- Construction of the Extension of the Putah Creek Nature Park is underway.
- Improvements and renovations to Valley Oak Park.
- Improvements and renovations to Blue Oak Park.

The Capital Improvement Plan will be updated and will coordinate with the master plans for both Water and Sewer Enterprise Functions. The Development Impact fee program was reviewed in 2020-2021 fiscal year and fees were adjusted effective July 1, 2021.

**References:**

City of Winters Annual Comprehensive Financial Report, June 30, 2021 <https://www.cityofwinters.org/wp-content/uploads/2021/12/2021-Winters-ACFR-FY-2021.pdf>

<b>4. Financial Ability</b>			
Financial ability of agencies to provide services.			
	Significant Issue	Potentially Significant	No Issue
a) <i>Is the subject agency in a stable financial position, i.e. does the 5-year trend analysis indicate any issues?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Is there an issue with the organization's revenue sources being reliable? For example, is a large percentage of revenue coming from grants or one-time/short-term sources?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) <i>Is the organization's revenue sufficient to fund an adequate level of service, necessary infrastructure maintenance, replacement and/or any needed expansion? Is the fee inconsistent with the schedules of similar local agencies</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) <i>Does the subject agency have a capital improvement plan (CIP)? Has the agency identified and quantified what the possible significant risks and costs of infrastructure or equipment failure? Does the agency have a reserve policy to fund it?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) <i>Does the agency have any debt, and if so, is the organization's debt at an unmanageable level? Does the agency need a clear debt management policy, if applicable?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

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

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f) *Can the subject agency improve its use of generally accepted accounting principles including: summaries of all fund balances, summaries of revenues and expenditures, general status of reserves, and any unfunded obligations (i.e. pension/retiree benefits)? Does the agency have accounting and/or financial policies that guide the agency in how financial transactions are recorded and presented?*

g) *Does the agency staff need to review financial data on a regular basis and are discrepancies identified, investigated and corrective action taken in a timely manner? The review may include reconciliations of various accounts, comparing budgets-to-actual, analyzing budget variances, comparing revenue and expense balances to the prior year, etc. If the agency uses Yolo County's financial system and the County Treasury, does the agency review monthly the transactions in the County system to transactions the agency submitted to the County for processing?*

h) *Does the agency board need to receive regular financial reports (quarterly or mid-year at a minimum) that provide a clear and complete picture of the agency's assets and liabilities, fully disclosing both positive and negative financial information to the public and financial institutions?*

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**Discussion:**

The City performs sound financial management practices, adopting an annual budget, spending within its budget, and performing independent audits. The City's reserve and debt is at management levels.

The City of Winters prepares Annual Comprehensive Financial Report (ACFR) audits on an annual basis, which are posted on their website. The audits are available through 2014. The City's audits have consistently been awarded a Certificate of Achievement for Excellence in Financial Reporting by the Government Finance Officer Association (GFOA) for the last twelve years in a row. To be awarded a Certificate of Achievement, the City of Winters published an easily readable and efficiently organized ACFR. This report satisfies both the GAAP and applicable legal requirements.

The City has developed a long-range financial plan. The goals of developing this long-range plan include the following:

1. Understanding of all the revenue sources used to implement projects and services throughout the community and the impacts of growth on services.
2. Identifying recurring vs. nonrecurring revenues.
3. Reviewing all services provided by the City and the corresponding costs of those services.
4. Provide service levels consistent with the General Plan.
5. Establish a Service reserve fund from nonrecurring (one-time) revenues.
6. Establish a long-term financial strategy and plan.
7. Establish a "living" document that can be updated as identified variables change that will affect the plan.

**References:**

City of Winters Annual Comprehensive Financial Report, June 30, 2021 <https://www.cityofwinters.org/wp-content/uploads/2021/12/2021-Winters-ACFR-FY-2021.pdf>

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

**5. Shared Services and Facilities**

Status of, and opportunities for, shared facilities.

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

**Discussion:**

The City is currently partnering with LAFCo, the other cities and County on shared services. It is already providing services to the Winters Fire Protection District and shared a Fire Chief with the City of Dixon until 2018. The City also participates in a number of regional programs addressing shared resources, services and facilities.

The City is also party to a number of local joint powers authorities (JPAs) including:

- SACOG
- Winters Branch Library Financing Authority
- Winters Public Finance Authority
- Yolo Animal Services Planning Agency
- Yolo County Public Agency Risk Management Insurance Authority
- Yolo Emergency Communications Agency
- Yolo Habitat Conservancy
- Yolo Subbasin Groundwater Agency

**6. Accountability, Structure, and Efficiencies**

Accountability for community service needs, including governmental structure and operational efficiencies.

	Significant Issue	Potentially Significant	No Issue
a) <i>Are there any recommended changes to the organization's governmental structure or operations that will increase accountability and efficiency (i.e. overlapping boundaries that confuse the public, service inefficiencies, and/or higher costs/rates)?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Does the agency need to secure independent audits of financial reports that meet California State Controller requirements? Are the same auditors used for more than six years? Are audit results <u>not</u> reviewed in an open meeting?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) <i>Is the agency insured or in a risk management pool to manage potential liabilities?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) <i>Are there any issues with filling board vacancies and maintaining board members? Is there a lack of board member training regarding the organization's program requirements and financial management?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) <i>Are there any issues with staff capacity and/or turnover? Is there a lack of staff member training regarding the organization's program requirements and financial management?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

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

- |  |                          |                          |                                     |
|--|--------------------------|--------------------------|-------------------------------------|
| f) <i>Are any agency officials and designated staff current in making their Statement of Economic Interests (Form 700) disclosures?</i>  | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| g) <i>Does the agency have adequate policies (as applicable) relating to personnel/payroll, general and administrative, board member and meetings, and segregating financial and accounting duties among staff and/or board to minimize risk of error or misconduct (see suggested policies list)?</i> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |
| h) <i>Does the organization need to improve its public transparency via a website (see <a href="https://www.yololafco.org/yolo-local-government-website-transparency-scorecards">https://www.yololafco.org/yolo-local-government-website-transparency-scorecards</a>)?</i>                             | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> |

**Discussion:**

City meetings are accessible and well publicized in accordance with the Brown Act. There do not appear to be any issues with filling city council vacancies and maintaining members. The City staff have been in a state of transition for a couple years as several veteran staff retired and the previous longtime City Manager left. The City has a number of new staff, but the current City Manager indicates they are not turning over at a high rate and stay in their positions longer than seen with other cities in the area.

The City prepares annual audits which are posted on the City’s website. LAFCo staff is not aware of any recommended changes to the City’s governance to increase accountability and efficiencies. The City of Winters received a 95% on the Yolo Local Government 2021 Website Transparency Scorecard

**Reference:** <https://www.yololafco.org/files/22474a0d7/2021+Web+Transparency+Scorecard+Report.pdf>.

**7a. Broadband Access**

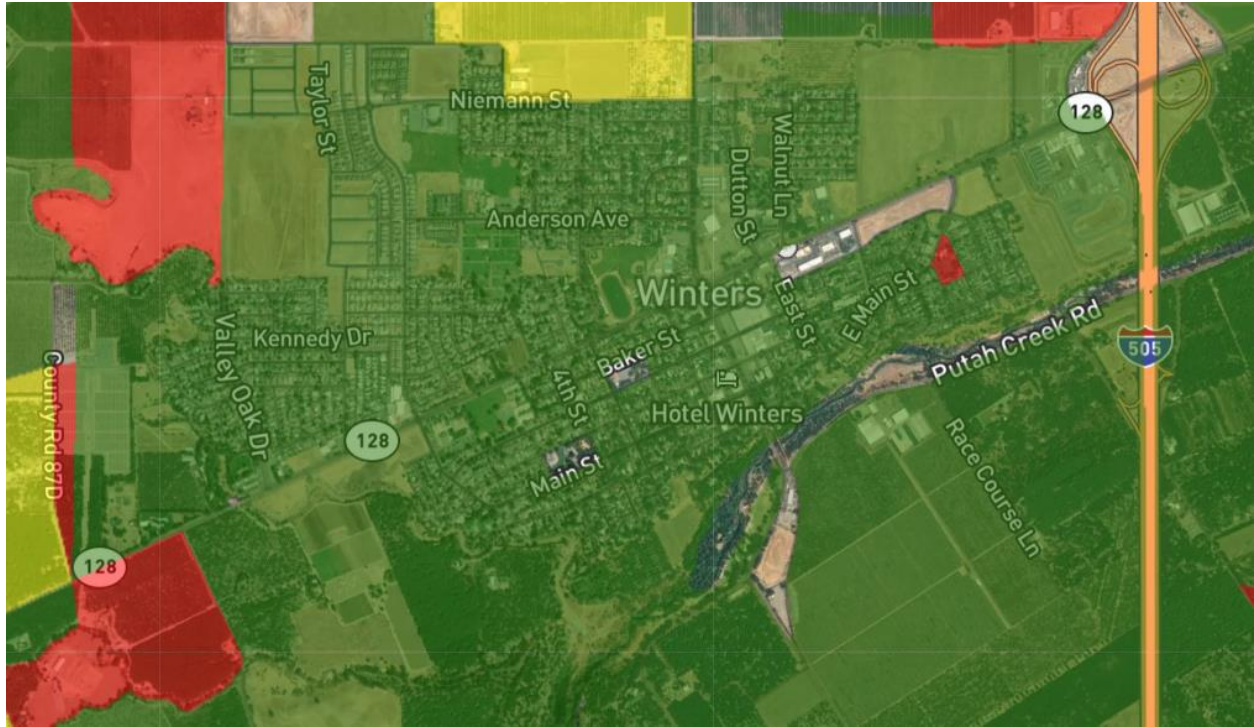
Any other matter related to effective or efficient service delivery, as required by commission policy.

Per Yolo LAFCo Project Policy 6.2 “it is the intent of Yolo LAFCo to comprehensively review broadband access in MSRs of local agencies that either serve communities and/or provide emergency services where broadband connection is critical (i.e. cities, CSDs, CSAs, FPDs and RDs).”

	Significant Issue	Potentially Significant	No Issue
a) <i>Is there a lack of high-performance broadband (25/3 Mbps) available in the community?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) <i>Is there a lack of low-income subscription rates and/or digital literacy programs available?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

The CPUC California Broadband Availability Map indicates the City of Winters has broadband access. Both WAVE and AT&T provide speeds up to 1gig. Both providers offer low-income subscription rates and digital literacy assistance is available at the local library.



**References:**

CPUC California Interactive Broadband Map <https://www.broadbandmap.ca.gov/>

**7b. Status of Previous MSR Recommendations**

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

	Significant Issue	Potentially Significant	No Issue
a) <i>Are there any recommendations from the agency's previous MSR that have not been implemented?</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

Not applicable. Yolo LAFCo determined a comprehensive MSR/SOI for the City of Winters was not necessary on March 24, 2016.

**SPHERE OF INFLUENCE STUDY**

On the basis of the Municipal Service Review:

- Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update is NOT NECESSARY in accordance with Government Code Section 56425(g). Therefore, NO CHANGE to the agency's SOI is recommended and SOI determinations HAVE NOT been made.
- Staff has reviewed the agency's Sphere of Influence and recommends that a SOI Update IS NECESSARY in accordance with Government Code Section 56425(g). Therefore, A CHANGE to the agency's SOI is recommended and SOI determinations HAVE been made and are included in this MSR/SOI study.