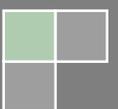


2018

DRAFT MUNICIPAL SERVICE  
REVIEW AND SPHERE OF  
INFLUENCE STUDY  
FOR THE

City of Woodland





**Project Name:** MSR/SOI for the City of Woodland

**LAFCo Project No.** 049

**Conducted By:** Christine Crawford, Executive Officer  
Yolo Local Agency Formation Commission  
625 Court Street, Suite 203  
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**Date:** October 26, 2018

**Subject Agency:** City of Woodland

**Agency Address:** 300 First Street  
Woodland, CA 95695

**Agency Contact Person:** Paul Navazio, City Manager

**Date of Last MSR/SOI Adopted by LAFCo** March 28, 2011

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**MSR/SOI BACKGROUND**

**ROLE AND RESPONSIBILITY OF LAFCO**

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, as amended (“CKH Act”) (California Government Code §§56000 et seq.), is LAFCo’s governing law and outlines the requirements for preparing Municipal Service Reviews (MSRs) for periodic Sphere of Influence (SOI) updates. MSRs and SOIs are tools created to empower LAFCo to satisfy its legislative charge of “discouraging urban sprawl, preserving open-space and prime agricultural lands, efficiently providing government services, and encouraging the orderly formation and development of local agencies based upon local conditions and circumstances (§56301). CKH Act Section 56301 further establishes that “one of the objects of the commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local agencies in each county and to shape the development of local agencies so as to advantageously provide for the present and future needs of each county and its communities.”

Based on that legislative charge, LAFCo serves as an arm of the State; preparing and reviewing studies and analyzing independent data to make informed, quasi-legislative decisions that guide the physical and economic development of the state (including agricultural uses) and the efficient, cost-effective, and reliable delivery of services to residents, landowners, and businesses. While SOIs are required to be updated every five years, they are not time-bound as planning tools by the statute, but are meant to address the “probable physical boundaries and service area of a local agency” (§56076). SOIs therefore guide both the near-term and long-term physical and economic development of local agencies, and MSRs provide the relevant data to inform LAFCo’s SOI determinations.

**PURPOSE OF A MUNICIPAL SERVICE REVIEW**

As described above, MSRs are designed to equip LAFCo with relevant information and data necessary for the Commission to make informed decisions on SOIs. The CKH Act, however, gives LAFCo broad discretion in deciding how to conduct MSRs, including geographic focus, scope of study, and the identification of alternatives for improving the efficiency, cost-effectiveness, accountability, and reliability of public services. The purpose of a Municipal Services Review (MSR) in general is to provide a comprehensive inventory and analysis of the services provided by local municipalities, service areas, and special districts. A MSR evaluates the structure and operation of the local municipalities, service areas, and special districts and discusses possible areas for improvement and coordination. The MSR is intended to provide information and analysis to support a sphere of influence update. A written statement of the study’s determinations must be made in the following areas:

1. Growth and population projections for the affected area;
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence;
3. 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;
4. Financial ability of agencies to provide services;
5. Status of, and opportunities for, shared facilities;

6. Accountability for community service needs, including governmental structure and operational efficiencies; and
7. Any other matter related to effective or efficient service delivery, as required by commission policy.

The MSR is organized according to these determinations listed above. Information regarding each of the above issue areas is provided in this document.

## **PURPOSE OF A SPHERE OF INFLUENCE**

In 1972, LAFCOs were given the power to establish SOIs for all local agencies under their jurisdiction. As defined by the CKH Act, “‘sphere of influence’ means a plan for the probable physical boundaries and service area of a local agency, as determined by the commission” (§56076). SOIs are designed to both proactively guide and respond to the need for the extension of infrastructure and delivery of municipal services to areas of emerging growth and development. Likewise, they are also designed to discourage urban sprawl and the premature conversion of agricultural and open space resources to urbanized uses.

The role of SOIs in guiding the State’s growth and development was validated and strengthened in 2000 when the Legislature passed Assembly Bill (“AB”) 2838 (Chapter 761, Statutes of 2000), which was the result of two years of labor by the Commission on Local Governance for the 21<sup>st</sup> Century, which traveled up and down the State taking testimony from a variety of local government stakeholders and assembled an extensive set of recommendations to the Legislature to strengthen the powers and tools of LAFCOs to promote logical and orderly growth and development, and the efficient, cost-effective, and reliable delivery of public services to California’s residents, businesses, landowners, and visitors. The requirement for LAFCOs to conduct MSRs was established by AB 2838 as an acknowledgment of the importance of SOIs and recognition that regular periodic updates of SOIs should be conducted on a five-year basis (§56425(g)) with the benefit of better information and data through MSRs (§56430(a)).

Pursuant to Yolo County LAFCO policy an SOI includes an area adjacent to a jurisdiction where development might be reasonably expected to occur in the next 20 years. A MSR is conducted prior to, or in conjunction with, the update of a SOI and provides the foundation for updating it.

LAFCo is required to make five written determinations when establishing, amending, or updating an SOI for any local agency that address the following (§56425(c)):

1. The present and planned land uses in the area, including agricultural and open-space lands.
2. The present and probable need for public facilities and services in the area.
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.
5. For an update of an SOI of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

## ***DISADVANTAGED UNINCORPORATED COMMUNITIES***

SB 244 (Chapter 513, Statutes of 2011) made changes to the CKH Act related to “disadvantaged unincorporated communities,” including the addition of SOI determination #5 listed above. Disadvantaged unincorporated communities, or “DUCs,” are inhabited territories (containing 12 or more registered voters) where the annual median household income is less than 80 percent of the statewide annual median household income.

On March 26, 2012, LAFCo adopted a “Policy for the Definition of ‘Inhabited Territory’ for the Implementation of SB 244 Regarding Disadvantaged Unincorporated Communities”, which identified 21 inhabited unincorporated communities for purposes of implementing SB 244.

CKH Act Section 56375(a)(8)(A) prohibits LAFCo from approving a city annexation of more than 10 acres if a DUC is contiguous to the annexation territory but not included in the proposal, unless an application to annex the DUC has been filed with LAFCo. The legislative intent is to prohibit “cherry picking” by cities of tax-generating land uses while leaving out under-served, inhabited areas with infrastructure deficiencies and lack of access to reliable potable water and wastewater services. DUCs are recognized as social and economic communities of interest for purposes of recommending SOI determinations pursuant to Section 56425(c).

## ***ORGANIZATION OF MSR/SOI STUDY***

This report has been organized in a checklist format to focus the information and discussion on key issues that may be particularly relevant to the subject agency while providing required LAFCo’s MSR and SOI determinations. The checklist questions are based on the Cortese-Knox-Hertzberg Act, the LAFCo MSR Guidelines prepared by the Governor’s Office of Planning and Research and adopted Yolo LAFCo local policies and procedures. This report provides the following:

- Provides a description of the subject agency;
- Provides any new information since the last MSR and a determination regarding the need to update the SOI;
- Provides MSR and SOI draft determinations for public and Commission review; and
- Identifies any other issues that the Commission should consider in the MSR/SOI.

**AGENCY PROFILE**

**REGIONAL LOCATION**

The City of Woodland is the county seat of Yolo County and is located approximately 85 miles northeast of San Francisco and approximately 18 miles northwest of Sacramento at the intersection of Interstate 5 and State Route 113. The City has been the seat of government for the County since 1862 and is also the industrial and agricultural center of the County. The City encompasses approximately 14.5 square miles near the center of the California's Central Valley.

**CITY OF WOODLAND DESCRIPTION<sup>1</sup>**

The City of Woodland was incorporated as a general law city on February 22, 1871. The City operates under a Council-Manager form of government and provides the following services: public safety (police and fire), streets, recycling, parks and recreation, library, water, sewer and storm drain, planning and zoning, building inspection, housing, engineering, and general administration services.

The City has a diversified economic base that has its origins in agriculture. And due to the proximity of the City to major transportation arteries (Interstate 5 and State Route 113), and major waterways, the City has also become increasingly important as a manufacturing and distribution center of products including food processing, plastics, farm machinery and manufactured homes. Due to its proximity to Sacramento, the City has historically shared the economic trends of the Sacramento Valley Region. The economic impacts related to the real estate market and financial market collapse significantly decreased City property tax revenues, from which it is recovering. Building activity has increased in the City, resulting in increasing revenues related to permit and development impact fees.

Woodland has focused efforts on stimulating residential development primarily in the Spring Lake Specific Plan area. The City has experienced some growth in commercial development and is working to attract other commercial and industrial development where feasible. The City is viewed as a community that is favorable to business and has attracted large retail and restaurant development in the Gateway area. Major efforts have been underway for the last several fiscal years to revitalize the City's downtown core and attract retail, restaurant and entertainment businesses to that area. Residential development activity in the City appears to be consistent. Recent completion of an update to the City's General Plan provides additional areas of focus for development of commercial, retail and industrial development.

**Recent Major Projects**

Many City programs have been downsized or altogether eliminated because of budget conditions over the last several years, and City staffing remains at reduced levels. Despite these reductions, with the receipt of grant funds and low interest financing, many City initiatives have been able to continue.

Davis Woodland Water Supply Project (Surface Water) - The City is participating in a joint effort along with the City of Davis and the University of California, Davis to improve water supply quality. The Cities and UC-Davis formed the Woodland Davis Clean Water Agency (a joint powers authority, or JPA) in September 2009. The project included construction of a 400 cubic feet/second Joint Intake facility on the Sacramento

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<sup>1</sup> The City Description section is largely excerpted from the City's Comprehensive Annual Financial Report Year Ended June 30, 2017

River with RD2035 and a 30 million gallon/day Regional Water Treatment Facility. The project supplies a higher quality water supply compared to groundwater. The project was necessary due to aging wells and increased nitrate levels, water quality is deteriorating while regulations surrounding wastewater discharge are becoming more stringent. This multi-year project has required extensive planning, design, construction and operational considerations. During FY14/15 the City secured financing from the State of California Department of Public Health Safe Drinking Water State Revolving Loan Fund; the financing terms for these loans are very favorable and will save the ratepayers in the City a significant amount compared to traditional bond financing. The project was completed and began delivering water to the residents of Woodland in the summer of 2016.

WPCF Aeration Retrofit Project - The City was awarded a loan and principal forgiveness from the State Water Resources Control Board Clean Water State Revolving Fund for construction of upgrades to the Water Pollution Control Facility. The project converted the Aeration Ditch System to a new process to provide several benefits: solids handling capacity increase of over 40%, reduce electrical usage by 30%, and fully denitrify the wastewater to meet state regulatory requirements. Solids handling capacity had been the limiting factor to utilizing the WPCF and had limited the City's ability to attract businesses that utilize a higher volume of water to the City. The project also included other elements to improve the control system and plant reliability. Construction was completed in late 2016.

Recycled Water - The City was awarded a loan and grants from the State Water Resources Control Board and Department of Water Resources for installation of infrastructure to recycle water currently discharged from the Water Pollution Control Facility to be utilized for irrigation and other uses in place of potable water. The new system began delivering water in February 2017 to a large industrial user and two city parks and will assist with water conservation efforts throughout the City. The new recycled water utility serves to advance the goal of water sustainability for the City and has replaced 500,000 gallons/day of potable water use with recycled water. The City intends to increase the use of recycled water over time.

Kentucky Ave Rehabilitation and Widening – The \$17.2 million project will reconstruct pavement and widen Kentucky Avenue to 4-lanes from East Street to College Street and will reconstruct pavement and make operational improvements from College Street to West Street. The project includes bicycle lanes, landscape separated sidewalks, landscaped medians, new and modified traffic signals and associated roadway utility improvements through the entire corridor from East to West streets.

Comprehensive General Plan Update - The City's existing General Plan had a planning horizon through the year 2020 and had been in need of an update for some time. A consultant team was retained and, with major staff and community effort, was completed to finalize an update of the General Plan with a planning horizon of 2035. The Council adopted the updated General Plan in May 2017. Following approval of the General Plan, many specific plans for related infrastructure items throughout the City will need to be completed. In addition, the City has requested that during this MSR/SOI Update that LAFCo consider aligning its SOI with the General Plan Planning Area/Urban Limit Line making them coterminous.

### **City Initiatives for FY 2018/2019**

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Flood Control - The geographical location of the City places it in a floodplain for Lower Cache Creek. The City has been coordinating with several agencies, including the Army Corp of Engineers and the State Department of Water Resources (DWR) to develop a solution to the flooding risk. The Corp of Engineers is scheduled to receive funding to complete a feasibility study, and the DWR has committed \$5 million in Proposition 1E funding in support of our efforts. A locally preferred alternative has been selected, and staff and consultants will be working on completion of financing plans and feasibility studies.

Sustainability - The City continues to strive for advancements in the area of environmental sustainability. In May of 2017 the City Council adopted a 2035 General Plan and Climate Action Plan along with the 2035 General Plan and Climate Action Plan EIR. The Climate Action Plan provides a set of strategies to guide the city, residents and businesses in reducing Woodland's contributions to Green House Gas (GHG)

emissions. Further, multiple policies, reinforcing the CAP strategies, were included throughout the City's 2035 General Plan. Each such policy was highlighted with the symbol of a leaf in the document. The GHG reduction targets described in the CAP were selected to help establish local emissions reductions on a long-term trajectory that is consistent with the State's own GHG reduction goal for 2050 (i.e. 80% below 1990 levels). The City is in the process of working on a comprehensive update to the Zoning Ordinance in which guidelines and standards will be included to reinforce GHG reduction actions as well as heat island mitigation. Another initiative, and General Plan Implementation action, is a significant undertaking is the City's involvement in a Community Choice Energy (CCE) program. The CCE enables local governments to procure and/or develop power on behalf of their public facilities, residents and businesses. The aims are to increase local choice in energy supply and provide electricity with a high renewable energy content. The City voted to join the Valley Clean Energy Alliance JPA in June 2017, which will become operational in June 2018.

Homelessness -As with many cities throughout the country, Woodland faces the difficult task of finding various alternatives to assist the homeless community. The City Council adopted a Comprehensive Homeless Action Plan to inform the work of a joint task force of various City departments and other local agencies to contact and offer services to the homeless residents and the City is hopeful that grants may provide additional funding to assist with development of housing options.

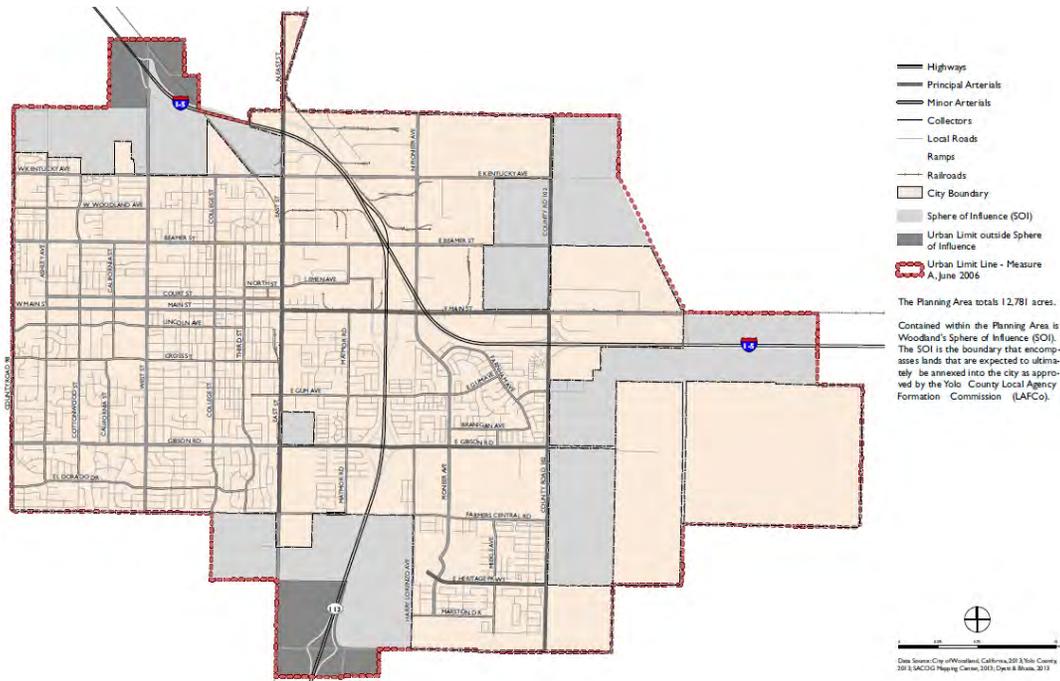
Water Supply - in conjunction with the regional water project completed by the Woodland Davis Clean Water Agency, the City has been constructing Aquifer Storage and Recovery (ASR) wells to assist with provision of water supply during high demand times. These wells allow for treated river water to be injected into existing aquifers for later recovery and distribution to the City. These wells are expected to be fully operational during FY 17/18.

## **EXISTING CITY BOUNDARY, SPHERE OF INFLUENCE AND URBAN LIMIT LINE**

The existing City boundary and sphere of influence are represented in the map below. LAFCo last approved a boundary change for the City when the Woodland Community Center was annexed in May 2004. The City's Sphere of Influence was last updated in March 2011.

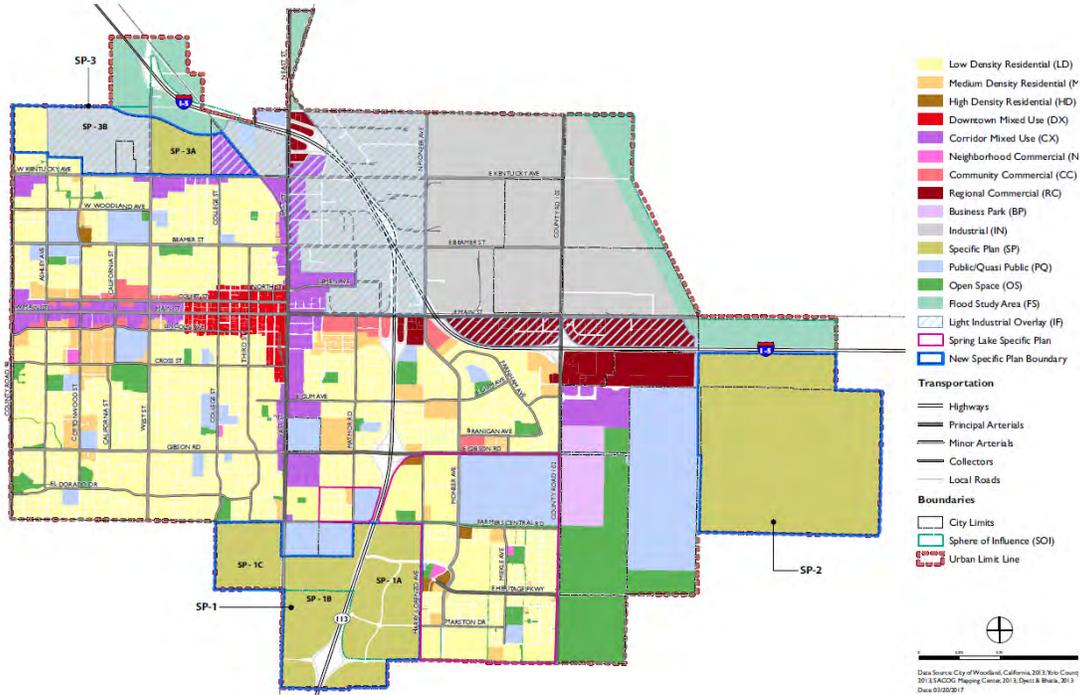
The City's Urban Limit Line (ULL), was established by voters in June 2006 as the permanent, ultimate physical boundary (the initiative was submitted to voters as "Measure A" on the ballot). The ULL can only be modified by the voters and reflects a community commitment to focus future growth within the City to prevent urban sprawl. The primary purpose of the ULL is to allow for development and densification of Woodland over the long term while preserving and protecting agricultural, natural resource, and open space uses outside of the boundary.

The map below illustrates the City boundary, existing LAFCo-approved sphere of influence and how it relates to the voter-approved Urban Limit Line. The City has requested extending its SOI to coincide with the ULL. Correspondingly, this SOI Update focuses on the dark grey areas in the map below.



## WOODLAND GENERAL PLAN 2035 PLANNING AREA

On May 16, 2017, the City of Woodland adopted a comprehensive General Plan Update with a planning horizon until 2035. The planning area used for the General Plan includes all the area within the 2006 voter approved Urban Limit Line. The General Plan and associated Environmental Impact Report is heavily sourced for this MSR/SOI Update. As illustrated below, the Planning Area totals 12,781 acres, which includes 9,624 acres within the City plus an additional 3,148 acres outside the City limits but within the ULL.



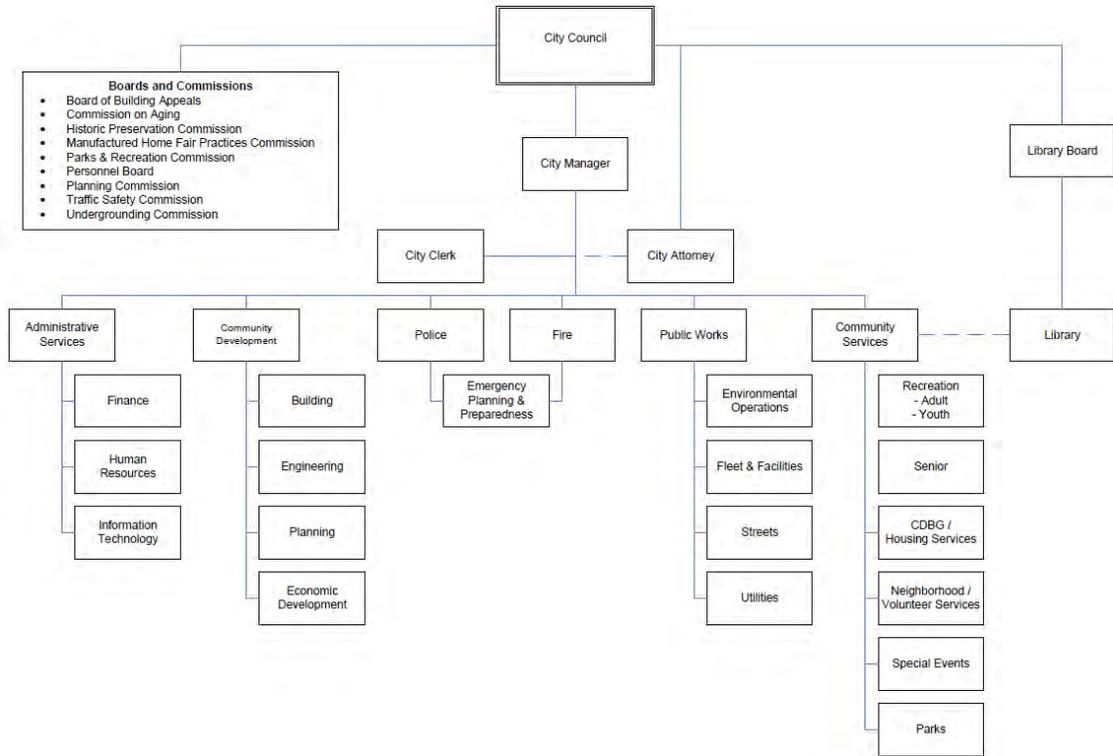
## STRUCTURE AND GOVERNANCE

The City of Woodland, first incorporated in 1871, is a general law City under the provisions of the State of California. The City is a legally separate and fiscally independent agency. It can issue debt, set and modify budgets, collect fees for services, and sue or be sued.

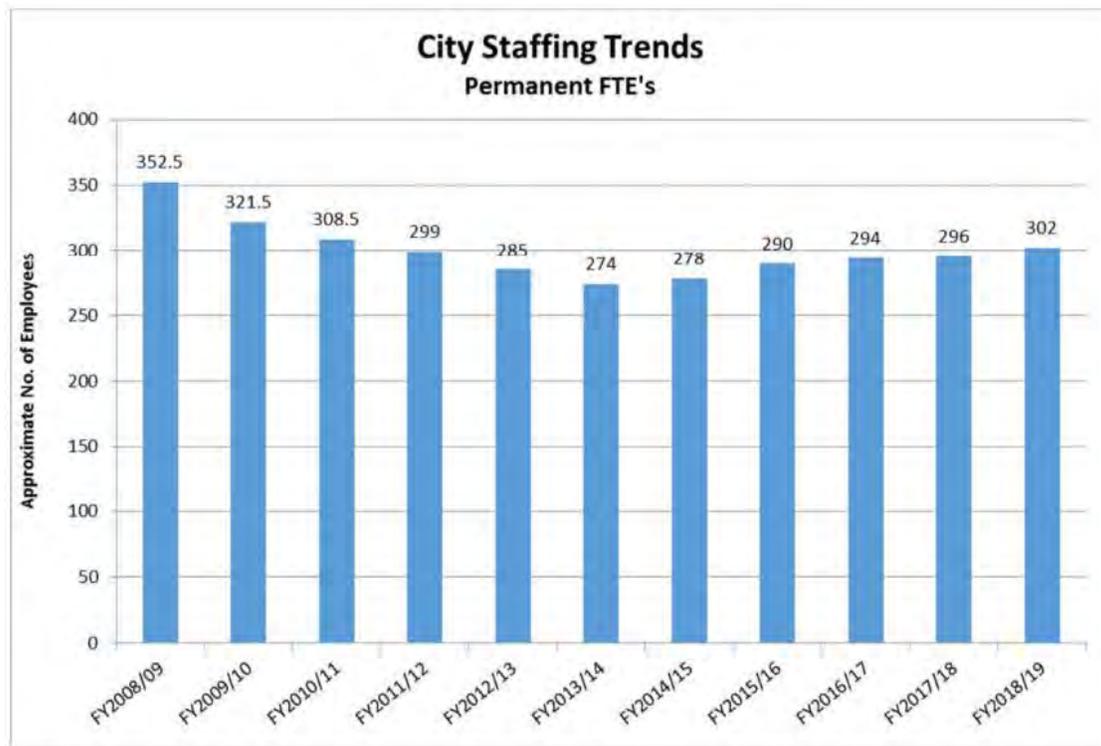
Woodland operates under the Council-Manager form of government with a five-member council, elected by district by city residents. A directly elected five-member City Council represents citizens in determining services and regulations to be provided by the City. The Council appoints a full time City Manager whose job is to carry out the Council's policy directives and to coordinate, control and direct City operations, functions and projects. The City Manager serves as the administrative head of city government overseeing the departments of administrative services, community development, community services, finance, fire, library, police and public works. In making its policy determinations, the Council works with advisory committees and receives other citizen input from the public at its regular and special meetings. The Council's business meetings are scheduled for the first and third Tuesday of each month in the Council Chambers of City Hall. Other special or study session meetings are scheduled as needed and are open to the public.

The City has ten council-appointed commissions that are devoted to various aspects of community life including: building appeals, aging, historical preservation, library, manufactured home fair practices, parks and recreation, personnel, planning traffic safety, and utility undergrounding.

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



The FY 17-18 budget authorized 296 permanent full time equivalent (FTE) employees. This number does not reflect temporary workers. Staffing trends over the last eleven fiscal years are illustrated below.



## ***MUNICIPAL SERVICES***

As a general-purpose city, Woodland provides essential municipal services. Municipal services provided by the City and reviewed in this MSR include: library; storm drainage; water and wastewater; police and fire protection; planning and zoning; parks and recreation; construction and maintenance of streets, roads, and infrastructure; and general administrative support services.

The City provides some services outside of its jurisdictional boundary. The City of Woodland Fire Department provides fire and administrative services on a contractual basis to a portion of the Springlake Fire Protection District. LAFCo has also authorized the extension of city water and sewer services to approximately 18 unincorporated parcels on the northwest corner of West Street and Kentucky Avenue, commonly referred to as “Westucky”.

**AFFECTED AGENCIES**

Per Government Code Section 56427, a public hearing is required to adopt, amend, or revise a sphere of influence. Notice shall be provided at least 21 days in advance and mailed notice shall be provided to each affected local agency or affected County, and to any interested party who has filed a written request for notice with the executive officer. Per Government Code Section 56014, an affected local agency means any local agency that overlaps with any portion of the subject agency boundary or SOI (included proposed changes to the SOI).

The affected local agencies for this MSR/SOI are:

**County/Cities:**

- City of Davis
- City of West Sacramento
- City of Winters
- City of Woodland
- County of Yolo

**County Service Areas (CSAs)**

- Dunnigan, El Macero, Garcia Bend, North Davis Meadows, Snowball, Wild Wings, and Willowbank

**K-12 School Districts:**

- Davis Joint Unified
- Esparto Unified
- Pierce Joint Unified
- River Delta Unified
- Washington Unified
- Winters Joint Unified
- Woodland Joint Unified

**Community College Districts:**

- Delta
- Los Rios
- Solano
- Yuba

**Special Districts:**

- Cemetery District – Capay, Cottonwood, Davis, Knight’s Landing, Mary’s, Winters
- Community Service District – Cacheville, Esparto, Knight’s Landing, Madison
- Fire Protection District – Capay, Clarksburg, Dunnigan, East Davis, Elkhorn, Esparto, Knights Landing, Madison, No Man’s Land, **Springlake**, West Plainfield, Willow Oak, Winters, Yolo, Zamora
- Sacramento-Yolo Port District
- Reclamation District – 150, 307, 537, 730, 765, 785, 787, 827, 900, 999, 1600, **2035**, 2076, 2120
- Yolo County Resource Conservation District
- Water District – Dunnigan, Knight’s Landing Ridge Drainage, **Yolo County Flood Control & Water Conservation**

**Multi-County Districts:**

- Reclamation District – 108 (Colusa), 2068 (Solano), 2093 (Solano)
- Water District – Colusa Basin Drainage
- Sacramento-Yolo Mosquito and Vector Control District

**MUNICIPAL SERVICE REVIEW**

**POTENTIALLY SIGNIFICANT MSR DETERMINATIONS**

The MSR determinations checked below are potentially significant, as indicated by “yes” or “maybe” 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 checked="" type="checkbox"/> Growth and Population                        | <input checked="" type="checkbox"/> Shared Services |
| <input type="checkbox"/> Disadvantaged Unincorporated Communities                | <input checked="" type="checkbox"/> Accountability  |
| <input type="checkbox"/> Capacity, Adequacy & Infrastructure to Provide Services | <input type="checkbox"/> Other                      |
| <input checked="" type="checkbox"/> Financial Ability                            |   |

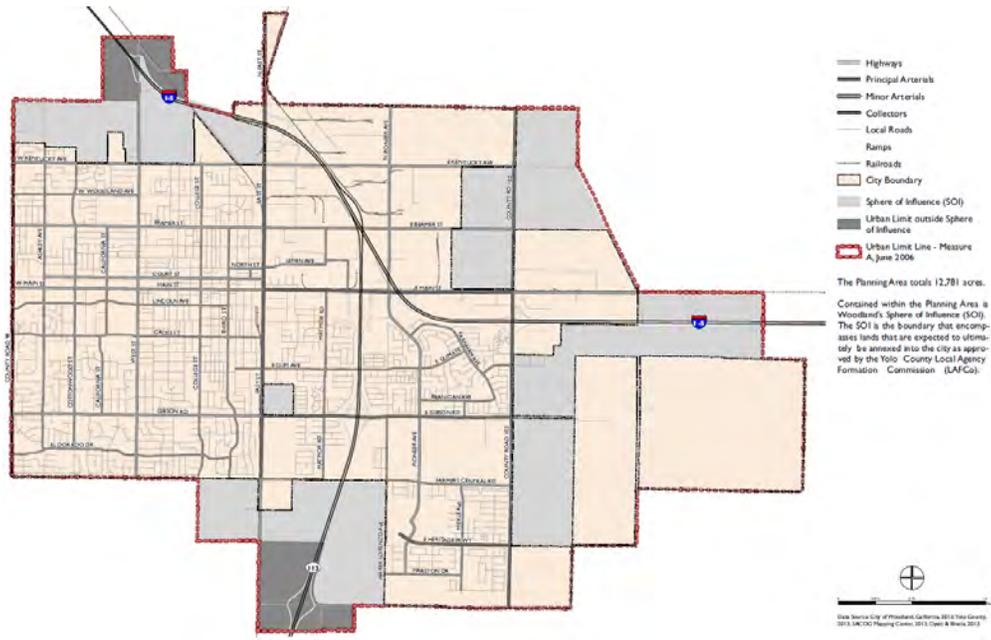
**LAFCO MUNICIPAL SERVICE REVIEW:**

- On the basis of this initial evaluation, the required determinations are not significant and staff recommends that a comprehensive 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>	<b>YES</b>	<b>MAYBE</b>	<b>NO</b>
Growth and population projections for the affected area.			
a) Is the agency’s territory or surrounding area expected to experience any significant population change or development over the next 5-10 years?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Will development have a significant impact on the subject agency’s service needs and demands?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Will projected growth require a change in the agency’s service and/or sphere of influence boundary?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Discussion:**

- a) The City has recently adopted a 2035 General Plan which designates urban development for most of the area within the Urban Limit Line (ULL). The development assumed for the General Plan would result in approximately 27,000 total homes and 45,000 total jobs in the City. The City is also currently processing the Woodland Research and Technology Park development application that would require expansion of its Sphere of Influence (SOI).
- b) Woodland has adequate water supply and water conveyance infrastructure to meet the needs of the additional housing units identified in the Regional Housing Needs Allocation (RHNA) and General Plan. The General Plan EIR indicates that City has adequate capacity to provide water, wastewater, fire, police, parks and recreation, and all utility needs with no significant impacts identified.<sup>2</sup>
- c) The City adopted a 2035 General Plan which designates development for all the area within the ULL. The growth projected in the General Plan will require an expansion of the City’s SOI as illustrated below to match the ULL. The map below shows the remaining planning area that is outside of the City’s existing SOI (in the darker gray).<sup>3</sup> Although the General Plan uses a 2035 planning horizon, the growth projected by SACOG’s Metropolitan Transportation Plan (MTP)/Sustainable Communities Strategy (SCS) indicates that all this growth will not occur by 2035, and instead it represents a long term City buildout scenario (which would be consistent with the ULL vision adopted by voters). In other words, the City planned development for the entire ULL, however all this development is unlikely to occur (based on SACOG projections) by 2035. The SACOG MTP/SCS is projecting Woodland to grow to about 33,000 jobs and 24,180 homes by 2036, and growing to a capacity of 49,130 jobs and 28,283 homes at full buildout. Therefore, the planning area is larger than what is needed to accommodate projected growth by 2035, however enlarging the SOI may make sense considering the ULL is intended to be the permanent, ultimate physical boundary of Woodland.



<sup>2</sup> City of Woodland 2035 General Plan and Climate Action Plan Final Environmental Impact Report Mitigation Monitoring and Reporting Program

<sup>3</sup> City of Woodland 2035 General Plan and Climate Action Plan Final Environmental Impact Report

**Growth and Population MSR Determination**

The City’s planned growth will require an expansion of its Sphere of Influence (SOI). The City’s 2035 General Plan designated urban development for most of the area within the City’s Urban Limit Line (ULL) resulting in approximately 27,000 total homes and 45,000 total jobs, however all this development is unlikely to occur by 2035 based on growth projections. The SACOG Metropolitan Transportation Plan (MTP)/Sustainable Communities Strategy (SCS) is projecting Woodland to grow to about 33,000 jobs and 24,180 homes by 2036, and growing to a capacity of 49,130 jobs and 28,283 homes at full buildout. Therefore, the planning area is larger than what is needed to accommodate projected growth by 2035, however a larger SOI area may make sense considering the ULL is intended to be the permanent, ultimate physical boundary of Woodland. An update to the City’s SOI is discussed in the SOI section of this MSR/SOI Update.

**2. DISADVANTAGED UNINCORPORATED COMMUNITIES**

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

	<b>YES</b>	<b>MAYBE</b>	<b>NO</b>
a) Does the subject agency provide public services related to sewers, municipal and industrial water, or structural fire protection?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) If yes, 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 (if no to a), this question may be skipped)?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) If “yes” to both a) and b), it is feasible for the agency to be reorganized such that it can extend service to the disadvantaged unincorporated community (if “no” to either a) or b), this question may be skipped)?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Discussion:**

- a) Please see agency profile. A “yes” response indicates that the agency provides a service that may trigger the provisions of SB 244 and a LAFCo determination regarding any disadvantaged unincorporated communities within or adjacent to the agency’s sphere of influence is required. A “no” response indicates that the provisions of SB 244 would not apply to a SOI update, if applicable.
- b) The term “Inhabited Unincorporated Communities” is defined per Commission adopted policy as those areas on the County of Yolo 2030 General Plan Land Use Map (see Figures LU-1B through LU-1H) that contain land use designations that are categorized as Residential by Table LU-6. The communities of Rumsey and West Kentucky are also included in this definition (even though the current land use designations are Agriculture (AG) and Commercial Local (CL) respectively) because their existing uses are residential.

These communities are as follows:

Binning Farms	Guinda	Rumsey
Capay	Knights Landing	<b><u>West Kentucky</u></b>
Clarksburg	Madison	West Plainfield
Dunnigan	Monument Hills	Willow Oak
El Macero	North Davis Meadows	Willowbank
El Rio Villa	Patwin Road	Yolo
Esparto	Royal Oak	Zamora

The unincorporated community of West Kentucky is located adjacent to the City of Woodland's current jurisdictional northwestern boundaries and is located within its existing sphere of influence.

- c) Yolo County and Yolo County Housing have been working together under a federal Community Development Block Grant (CDBG) to bring Westucky residents much needed public water and sewer services. The City of Woodland has agreed to a Memorandum of Understanding (MOU) with Yolo County to extend water and sewer services to these parcels. LAFCo authorized the City to extend water and sewer services to this community on November 10, 2016.

The Westucky Water Association is a Community Public Water System originally formed in 1953 to serve the residents on Aspen Street just outside the Woodland City Limits to the north. The Association provides approximately 15 service connections to at least 33 residents. The water system has incurred two system failures in the past 12 years and is in violation of the California Health and Safety Code for failing to provide a reliable and adequate supply of healthful potable water. Yolo County applied for and received a CDBG grant to fund improvements to the Westucky water system and the grant is being administered by Yolo County Housing. The grant was initially to reconstruct a well water system for the residents, however Yolo County Housing was able to renegotiate the grant such that the community could be connected to public water and wastewater services from the City of Woodland instead.

The Westucky parcels are located within the City of Woodland's Sphere of Influence and it is anticipated that this area will be annexed to the City along with anticipated development to the north. Each landowner has signed an agreement with the City of Woodland for extension of water and sewer service and, among other items, to support future annexation of their parcel. The City is able to provide water and sewer without impacting its current service levels.

The project construction plans have been approved by the City. Construction is expected to commence in the fall of 2018 with project completion in FY 2018/19.

#### **Disadvantaged Unincorporated Communities MSR Determination**

The West Kentucky community is a disadvantaged unincorporated community (DUC) within the City of Woodland's Sphere of Influence. Yolo County, Yolo County Housing and the City of Woodland have all partnered on an agreement (with LAFCo approval) to extend City water and sewer services to this community. This community already has structural fire protection services from the City via contract with the Springlake Fire Protection District. Project work to extend water and sewer services is underway and is estimated for completion in FY 2018/19. Therefore, providing services to this DUC has already been addressed and no further LAFCo recommendations are required.

### **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.

	<b>YES</b>	<b>MAYBE</b>	<b>NO</b>
a) Are there any deficiencies in agency capacity to meet service needs of existing development within its existing territory (also note number of staff and/or contracts that provide services)? Are there any concerns regarding public services provided by the agency being considered adequate (i.e. is there a plan for additional staff or expertise if necessary)?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Are there any issues regarding the agency's capacity to meet the service demand of reasonably foreseeable future growth?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Are there any significant infrastructure needs or deficiencies to be addressed for which the agency has not yet appropriately planned (including deficiencies created by new state regulations)?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) If the agency provides water, wastewater, flood protection, or fire protection services, is the agency not yet considering climate adaptation in its assessment of infrastructure/service needs?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) 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?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

The City of Woodland provides 10 distinct categories of municipal services that are evaluated as part of this service review, including: cemetery; community facilities, parks and open space; community recreation; fire; library; municipal water; police; solid waste & recycling; road construction, road maintenance, street lighting and landscaping; wastewater, stormwater & recycled water.

**CITY OF WOODLAND, CALIFORNIA  
FULL-TIME-EQUIVALENT CITY GOVERNMENT EMPLOYEES BY FUNCTION/PROGRAM  
LAST FIVE FISCAL YEARS**

Function/Program	Full-time-Equivalent Employees as of June 30				
	2013	2014	2015	2016	2017
<b>Governmental Activities:</b>					
General government	7	7	13	16	16
Public safety					
Police	78	78	74	79	79
Fire	48	48	45	45	47
Public works	38	38	38	38	38
Recreation and Parks	9	10	11	15	15
Community Development	29	29	22	23	23
Library	7	7	6	9	9
<b>Business-type activities:</b>					
Water utility	32	32	31	31	32
Wastewater utility	32	32	31	31	31
Storm water	2	2	2	2	2
<b>Total</b>	<b>282</b>	<b>283</b>	<b>273</b>	<b>289</b>	<b>292</b>

a) Capacity/Adequacy of Existing Services

Cemetery Services

The Woodland Cemetery Association, founded in 1869, purchased the land and managed the cemetery from its beginnings as a 10-acre burying ground adjacent to the existing old cemetery of Union Church, until 1967, when the City of Woodland assumed ownership. There was an attempt to form a cemetery district in Woodland, however the measure failed to pass. The Woodland City Cemetery is a nondenominational 22-acre full service memorial park. It offers traditional internments and mausoleum/garden niches.

Community Facilities, Parks and Open Space

The City of Woodland owns and operates numerous parks and recreation facilities, with programming of park resources and maintenance of facilities provided by the Community Services Department. The City has nine mini parks/plazas, 17 neighborhood parks, one community sports park, and six recreational facilities, including the 13-acre Woodland Community and Senior Center. The City also owns a 154-acre undeveloped park site known as Woodland Regional Park, which is located just beyond new residential development along County Road 102 (CR 102) and County Road 25 (CR 25) in the southeastern portion of the Planning Area. Altogether, Woodland contains a total of approximately 404 acres of parks and recreation facilities. This total includes about 147 acres of developed parkland, 224 acres of undeveloped parkland (including undeveloped parks and stormwater detention basins), and 33 acres of other facilities. The City's standard is to provide 6.0 acres of parkland per 1,000 in population. The existing parks ratio is 2.6 acres of developed parkland, 4.6 acres of undeveloped parkland, and 7.3 of total developed and undeveloped parkland per 1,000 residents.

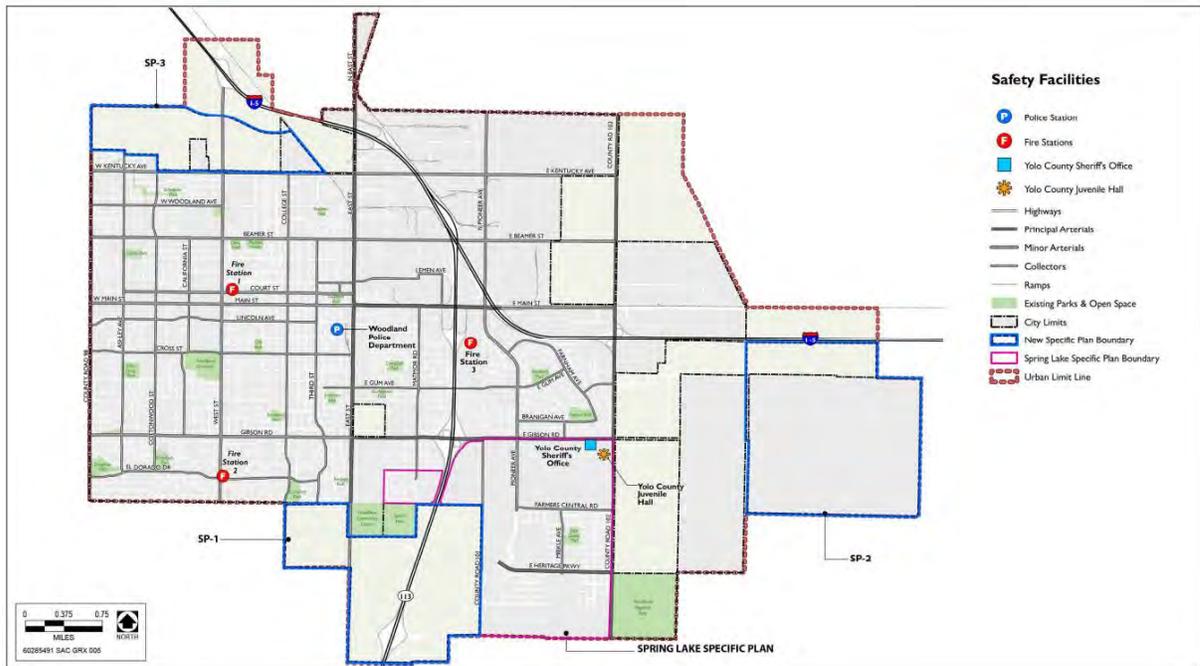
Community Recreation

The Community Services Department provides recreation programs to City residents and visitors. Examples of programs include youth sports, adult sports, youth and adult aquatics classes, senior services, youth and adult enrichment programs and various other leisure and recreation opportunities.

Fire Protection & Emergency Response

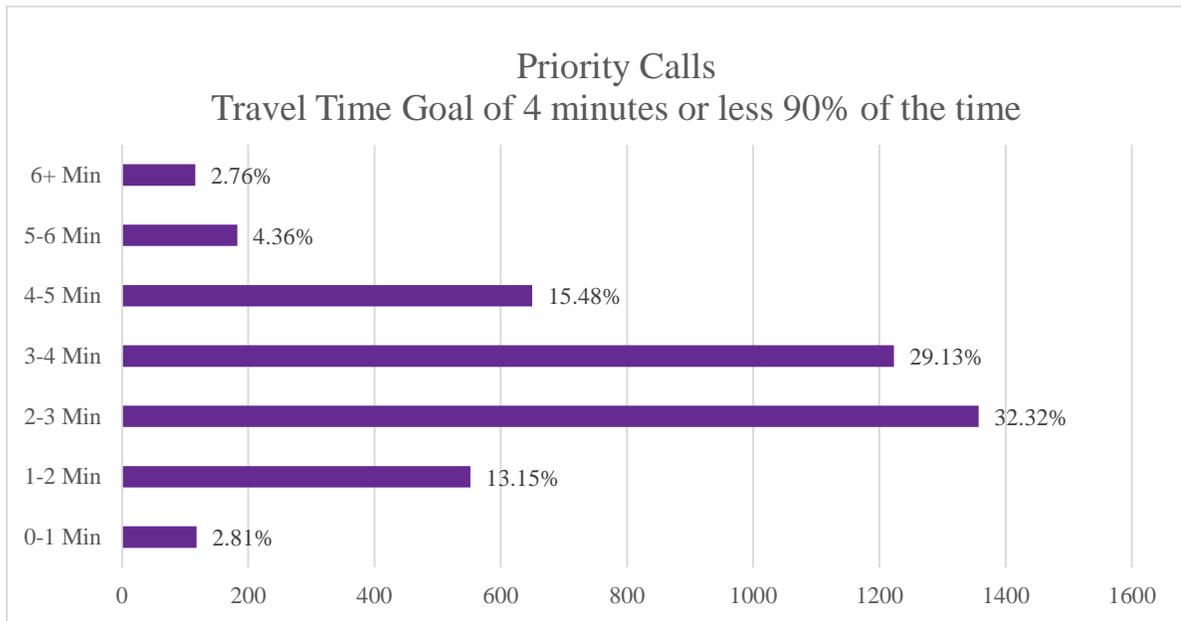
The Woodland Fire Department provides fire and emergency medical services (EMS) in the City. It also provides service to a significant portion of the Springlake Fire Protection District (everything north of CR 29) via contract. The Fire Department is staffed with 47 personnel including a Fire Marshal and two Fire Prevention Specialists who staff the Fire Prevention Division., The Fire Department current suppression staffing model does not consistently meet National Fire Protection Association (NFPA) standards for low hazard fires, and it currently relies heavily on its mutual and automatic aid partners for support to meet NFPA standards for higher-risk fire incidents.

The Fire Department operates three fire stations. Station #1 is located at, 101 Court Street and is staffed with one three person engine company, Station #2 is located at 1619 West Street and is staffed with one three person engine company and Station #3 located at 1550 Springlake Court which is staffed with one three person engine company, one three or four (dependent upon staffing) person truck company, and one Battalion Chief. To help maintain adequate response times, the Fire Department has identified a need for both a relocation of one station and an additional fire station in the city. To serve the Spring Lake Specific Plan Area as well as meet the needs of the entire community, a relocation of fire station #3 is planned for the Spring Lake Specific Plan Area on a 4.5 -acre site located on Gibson just East of Highway 113 is being evaluated. A fourth fire station in the Northwest section of the City is envisioned as the City continues its growth and based upon the adopted General Plan.



The Fire Department establishes response time standards for its services, measured from the time the unit leaves the station to the time the unit arrives at the scene. In alignment with NFPA 1710 standards, the Fire Department's standards are a 60 second turnout time for EMS calls and an 80 second turnout time for fire and special operations. The first engine should have a travel time of four minutes or less for a fire suppression incident and eight minutes or less for the deployment of an initial full alarm assignment. For an emergency medical incident, travel time should also be four minutes or less. NFPA standards require that the Fire Department meet these response time standards 90 percent of the time. In 2017, as shown in Table 4.12-5, the Fire Department met the NFPA standard for EMS calls 76.82 percent of the time. Additional response times are shown below.

2017 Annual Response Times			
	Response Goal	Actual Performance	Avg. Response Time
Structure Fire (1 <sup>st</sup> Unit)	4 minutes 90% of the time	86.21%	2:38
Fire- Other	4 minutes 90% of the time	74.71%	3:12
Full First Alarm Assignment <i>(3 Engines, 1 Truck, 1BC)</i>	8 minutes 90% of the time	84.61%	NA
Emergency Medical	4 minutes 90% of the time	76.82%	3:19



Fire departments are rated by ISO's Public Protection Classification (PPC) program. The program uses the Fire Suppression Rating Schedule (FSRS), which is comprised of a long list of elements a community may use to fight fires effectively. Each element is given a point score. Using the point scores and various formulas, ISO derives a PPC rating. On a scale of 1 (exemplary fire protection) to 10 (not meeting minimum criteria), Woodland scored a 3 for areas inside the City limits and 3Y for areas in the Springlake Fire Protection District.

Library Services

Since 1891, when the Woodland Public Library was established by the City of Woodland, the library has been the prime educational service of the city, providing aids to parents of pre-readers, early reader assistance, supplemental books to help students, and a full range of books, other items, and services to assist all residents in their life-long learning efforts. The Woodland Public Library houses literary, artistic, and reference materials for public use and circulation. Located at 250 First Street, the library provides opportunities to attend social and educational programming and events, and provides access to twenty-first century technologies. The library department of the City has 9 employees, which report to the Library Board of Trustees. The Library board of Trustees operates similar to an advisory committee to the City Council.

Municipal Water Service

The City of Woodland Public Works Department provides municipal water to residents in the Planning Area. Treated Sacramento River water supplied by the Woodland-Davis Clean Water Agency's (WDCWA) Regional Water Treatment Facility (RWTF) is the primary source of drinking water within the Planning Area. Groundwater is a backup to the surface water supply and will supplement surface water during times of high demand or reduced surface water availability.

The distribution system consists of approximately 300 miles of transmission and distribution lines, a 3 million-gallon, ground level storage tank, two million gallons in dedicated storage at the RWTF, and a 400,000-gallon elevated storage tank, which is generally sufficient for peak demands and to regulate water pressure. There are about 15,635 existing service connections in the distribution system (City of Woodland 2016).

Woodland continues to operate several groundwater wells located throughout the city to supplement surface water supplies. The City has destroyed 5 wells and sold 2 wells in 2017. The remaining wells are a backup supply to surface water supplies.

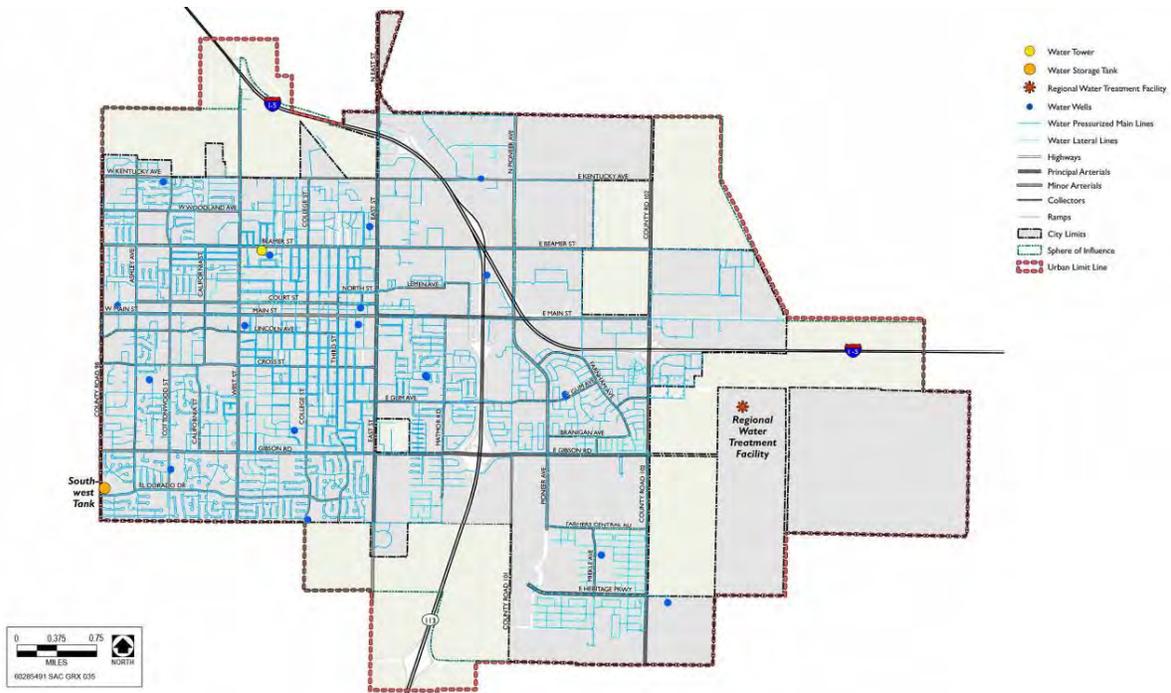
The City has implemented an Aquifer Storage and Recovery (ASR) Program to store treated surface water from excess supply in winter months to supplement supply in peak demand summer months and to prepare for future drought conditions. One ASR well was completed in 2013 and two additional wells were completed in late 2017. Ultimately, five ASR wells are planned for the system. Three ASR wells were operational by late-2017 and began storing water in winter 2017/2018.

The Sacramento Valley Groundwater Basin is the major groundwater basin in the Sacramento River hydrologic region. This groundwater basin has 18 groundwater subbasins. The Yolo subbasin encompasses approximately 400 square miles in the southern portion of the Sacramento Valley Groundwater Basin, primarily in Yolo County, and it is not in overdraft (DWR 2003, City of Woodland 2016). This subbasin is bounded on the east by the Sacramento River, on the west by the Coast Range, on the north by Cache Creek, and on the south by Putah Creek (City of Woodland 2016).

Groundwater provided the 2015 water supply, but by 2020, most of the water supply is projected to come from surface water, supplemented by recycled water, with groundwater to serve as supplemental for emergency conditions. The City's surface water availability is projected to grow to a water supply of approximately 24,650 acre-feet per year (af/yr) by 2035.

In 2015, the city's water demand was approximately 2.8 billion gallons per year (7.6 mgd), down from 4.5 billion gallons per year (12.4 mgd) in 2010. During 2007-2009 and 2012-2015, California experienced drought conditions that resulted in increased water conservation and water use awareness. In 2015, single-family residential uses accounted for nearly half of demand (46 percent), followed by multi-family residential and commercial (15 percent each), industrial and landscape (7 percent each), and institutional/governmental (4 percent) (City of Woodland 2016). Future water demand in Woodland is expected to grow over the 2035 General Plan planning horizon.

<b>City of Woodland Total Water Demands, af/yr</b>					
<b>Demand</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>	<b>2035<sup>1</sup></b>
Potable and Raw Water Demand	8,650	15,113	16,226	17,417	18,691
Recycled Water Demand	0	800	800	800	800
<b>Total Water Demand</b>	<b>8,650</b>	<b>15,913</b>	<b>17,026</b>	<b>18,217</b>	<b>19,491</b>
Notes:					
<sup>1</sup> Recycled water demands are based on projected water use for Woodland industrial use, landscape, and park irrigation needs.					
<sup>2</sup> Potable and raw water demand projections are calculated based on projected population and 2020 target gallons per capita per day, as calculated using DWR methodologies for SBx7-7.					
Source: City of Woodland 2016					



If the City's surface water availability is projected to grow to a water supply of approximately 24,650 acre-feet per year (af/yr) by 2035, and the demand is projected to be 19,491 acre-feet per year, the City has adequate water supply to meet the demands of growth.

Police Protection

The Woodland Police Department has a staff of 79 paid employees, including 64 sworn patrol officers and 15 non-sworn support personnel. The City of Woodland Police Department is located at 1000 Lincoln Avenue. The Police Department currently staffs four full time beats in the northeast, northwest, southwest, and southeast quadrants of the city. Two Homeless Outreach Street Team, or H.O.S.T. officers, assist with calls for service involving homeless persons during daytime hours. However, given calls for service under existing conditions, the Police Chief has expressed that a fifth beat should be staffed full-time. (Correspondence between BAE Urban Economics, Dyett & Bhatia, and Woodland Police Department 2016.)

The Police Department dispatches police personnel based on priority level, Priority One being the highest. Priority One calls are major crimes or incidents "In-Progress," requiring immediate dispatch. Priority Two calls are minor crimes or incidents "In-Progress" or just occurred within 10 minutes. Priority Three calls are any major crimes or incidents that are not "In-Progress." Priority Four calls are any minor crimes or incidents that are not "In-Progress." Lastly, Priority Five calls are the lowest priority call (e.g., follow up on a cold case) that police personnel deal with as time permits.

Standards for response times are based on the dispatch time (measured from the start of the call) until the first unit's arrival. The Police Department's response time standard is five minutes for Priority One calls, six minutes for Priority Two calls, 25 minutes for Priority Three calls, 40 minutes for Priority Four calls, and 45 minutes for Priority Five calls. In 2012, the Police Department's average actual response time for Priority One and Two calls were about 2.5 minutes longer than the department's standard, while response times for Priority Three and Four calls were within the response time standard.

The Police Department does not have a service standard based on population. Rather, the department determines staffing needs based on the amount of uncommitted time per officer, number of calls for service per officer per day, and number of major crimes assigned to detectives per day. Patrol officers

should average a minimum of 40 percent of unobligated patrol time per shift. The International City Manager Association suggests that a target of 40 percent uncommitted time is appropriate (International City Manager Association). According to the Woodland Police Department, it currently has an average of 15 percent unobligated time.

#### Solid Waste & Recycling

Solid waste, recycling, organics recycling, street sweeping and yard waste street pile collection and disposal in Woodland are provided by a franchise agreement with Waste Management, with disposal and material processing at Yolo County Central Landfill. According to the Yolo County Integrated Waste Management Plan, as of 2012, the landfill had approximately 79 years of disposal capacity.

#### Road Construction, Road Maintenance, Street Lighting and Landscaping

The City's General Plan adopted a vehicle level of service standard of D for roadways. The City provides street maintenance with its Public Works Department Right-of-Way (ROW) Group which consists of 14 programs and is responsible for the operation and maintenance of 216 center line miles of streets, 400 miles of sidewalks, 70 signalized intersections (City owned), 48 various sites throughout Yolo County that incorporate signals, beacons and radar feedback signs (County owned) 3,600 street lights, citywide Supervisory Control and Data Acquisition (SCADA) system, facility electrical (WPCF, water distribution, sewer and storm pumping stations, parks, and various city buildings), 10,000 traffic signs, and 207 center line miles of road markings. All of these amenities are funded from multiple sources, which include the General Fund, Transportation Development Act (TDA), Measure E/F, Gas Tax, , and various Lighting and Landscaping Districts (L&L).

#### Wastewater, Stormwater & Recycled Water

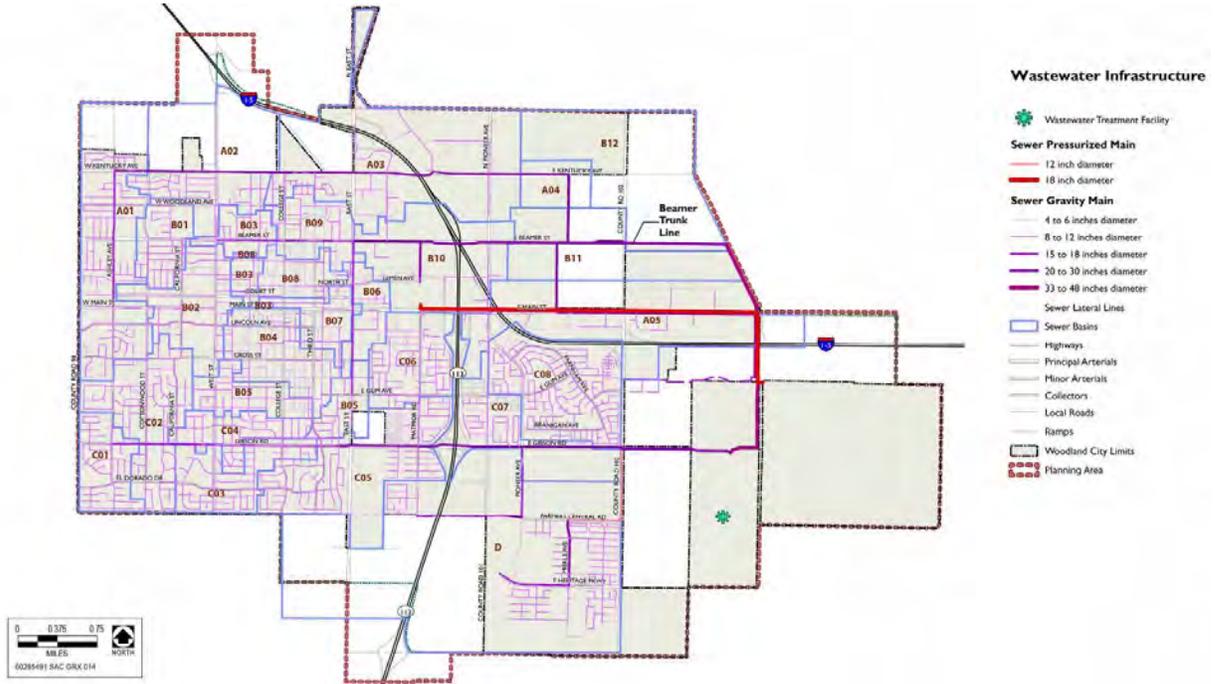
The City of Woodland's Public Works Department is the community's wastewater service provider. Woodland's wastewater collection system conveys wastewater by gravity pipelines to the Water Pollution Control Facility (WPCF) located east of the city along County Road 24, where it is treated and then discharged to a large, unimproved channel. Treated wastewater eventually drains to the Tule Canal on the east side of the Yolo Bypass. Woodland's wastewater collection system consists of 270 miles of sewer main and 80 miles of service line. One 18-inch force main along Main Street (the tomato waste line from the Pacific Coast Producers plant to CR 103) is not a part of the City system. The City has more than 15,000 wastewater service connections and serves the city of Woodland as well as a small unincorporated area north of the city called Barnard Court.

While most of the City's wastewater infrastructure can meet existing and future demand, the capacity of the sewer system in the downtown area is currently constrained. The Beamer Trunk Line serves Woodland's downtown and is near capacity.

The City constructed the Water Pollution Control Facility (WPCF) in 1989. Since that time, the City has upgraded the facility twice—once in 1999 and a second time in 2006, when the City expanded and upgraded the treatment plant's hydraulic capacity from 7.8 million mgd to 10.4 mgd. The City has completed an upgrade at the WPCF to expand solids handling capacity, replace equipment, and improve the treatment process. The wastewater treatment plant capacity is measured in two ways: (1) hydraulic capacity, which is the maximum inflow/outflow (gallons per day) that a plant can treat; and (2) solids (biological oxygen demand) capacity, which are the maximum biological solids (pounds per day) that a plant can adequately treat.

In recent years, hydraulic inflows to the WPCF have been reduced due to water conservation, and the average flow to the WPCF is currently about 5.0 mgd, according to a technical report that was completed to evaluate the 2035 General Plan impacts on the WPCF. Future average flow to the WPCF is expected to grow moderately, from about 6.6 mgd by 2020 to 8.3 mgd by 2035 (Correspondence with the City of Woodland, June 2016). The projected future capacity of the WPCF is about 9.2 mgd for average wastewater flows, which could serve up to 105,000 residents (City of Woodland 2015b).

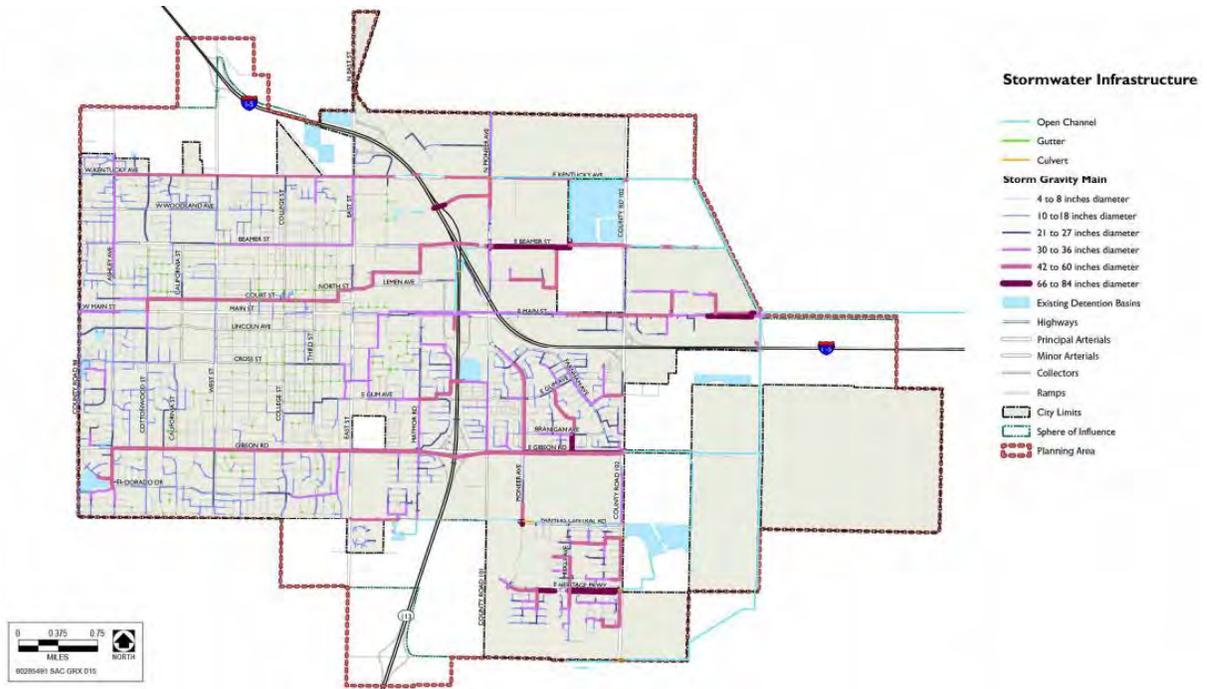
Historically, wastewater flows and biological loads have been linked. However, water conservation has resulted in lower flows to WPCF with increasing biological load. The City constructed the conversion of three of the oxidation ditches at the WPCF to the Modified Ludzack-Ettinger (MLE) process, which enhances nitrogen removal in addition to solids capacity. The improvements to solids handling capacity have been completed in late 2016 and are in use. In the future, hydraulic capacity will not be the limiting system factor. Rather, the ability for WPCF to treat higher amounts of biological solids will determine overall wastewater system capacity, and the City will make modifications and upgrades to the WPCF, as needed, over the horizon of the 2035 General Plan.



The City’s stormwater system includes 130 miles of stormwater drain pipes, 14 miles of drainage channels, 1,600 catch basins, 1,874 drain inlets, nine detention ponds, and nine stormwater pumps in three locations. The Public Works Department is responsible for operation and maintenance of the system. The City maintains a Storm Drainage Facilities Master Plan, which is used to plan and implement improvements to the stormwater infrastructure in Woodland.

Woodland’s storm drain system collects water through gutters, ditches, and catch basins. The storm drain system conveys water generally west to east by gravity through canals and four main trunk lines 30 to 84 inches in diameter. The trunk lines discharge into open channels that convey the flow to the East Main Street Lift Pump Station. It is then pumped into a canal along the south side of Cache Creek Settling Basin and then flows into the Tule Canal in the Yolo Bypass and then to the Sacramento River. The City also has several retention/detention basins around the city to slow and divert storm water from larger storms.

City streets are subject to flooding during periods of moderate to heavy rainfall, as the storm drain system is not adequately sized for these flows. Older parts of the city, particularly west of East Street, do not have a system of under-street storm drain pipes. Rather, runoff is conveyed through intersections in valley gutters, gutter culverts, or inverted siphons, and must travel long distances to reach a drain inlet. In these areas, when capacity of drain inlets and pipes is exceeded, localized street flooding occurs and can remain for three to four hours after rainfall has subsided. Significant problem areas where localized street flooding occurs include Browns Corner (West Main Street and County Road 98) and West Street (South of Del Mar).



b-c) Ability to Meet Demands of Growth/Other Deficiencies

Cemetery Services

The City cemetery has approximately 20,000 grave sites in total with 1,145 available<sup>4</sup>. In addition, there may be the potential to take back a few hundred older graves through legal means to expand capacity in the future if needed. The cemetery also contains 374 niches with 70 available, and additional columbarium space is tentatively planned for near future, which would include 100-200 additional niches. This burial option has become second most popular for the cemetery.

The most popular burial option has been adding cremated remains to existing full graves. Additional cremation only sites are also possible in many locations throughout the cemetery. This significantly expands capacity, and therefore, capacity at the Woodland City Cemetery does not appear to be an issue.

Community Facilities, Parks and Open Space

It is anticipated that growth under the 2035 General Plan will create additional need for public facilities in Woodland. City policies in the General Plan require additional public facilities to maintain service levels commensurate with the City’s population. The General Plan EIR also requires the City to undertake a Municipal Facilities Master Plan that identifies future space needs.

New development is required to meet its fair share of the park acreage goal, including greenbelt parks, according to Policies 5.C.4 and 5.C.9. Policy 5.C.10 allows small parks in infill areas to help maintain the park standard, which reduces the need for developing larger parks, which have potentially greater environmental effects of construction and operation of recreational facilities than smaller parks. The City must identify appropriate funding mechanisms for parks according to Policy 5.C.11. Policy 5.C.15 encourages cooperation with the County in developing a countywide parks, open space, and trail system, to help maintain the parkland standard. The City plans additional park development as part of

<sup>4</sup> Per email from Christine Engel, Director of Community Services, May 14, 2018.

the Spring Lake Specific Plan (SLSP) area, which at buildout will include more than 4,000 new housing units. Jack Slaven Park (8 acres) is the first of the neighborhood parks to be developed in Spring Lake, which will total 30 acres of parkland when fully developed. Therefore, pursuant to City policy and standard requirements, additional parkland will be financed and constructed as part of future development.

Community Recreation

It is anticipated that growth under the 2035 General Plan will create additional need for community recreation programs in Woodland. Additional recreation programs will be primarily funded by user fees.

Fire Protection & Emergency Response

Implementation of the 2035 General Plan would result in new residential, commercial, office, and industrial development in the Planning Area. This growth is likely to result in greater demand for fire protection services. Specifically, as SP-3 develops, it may be necessary to relocate one of the City's existing fire stations in order to improve coverage in the northern area of the city.

Implementation of the City's 2035 General Plan will result in the need for new fire stations and it includes policies specifically addressing the location of new stations for planned growth and financing them. Community Facilities Districts have been used by the developers to finance needed City facilities and infrastructure projects within specific plan areas. All new development areas within the City's General Plan require specific plans and infrastructure finance plans.

Library Services

According to the California Public Library Statistics Portal<sup>5</sup>, the Woodland Public Library resources are below the state median (not the average) in several indicator areas, while Library usage is steadily increasing.

Woodland Public Library (compared to State Median)	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15	FY 2015-16
<b>Resources</b>					
Total Collection per Capita	1.99	1.85	1.84	1.82	1.79
(State Median)	2.28	2.25	2.38	2.43	2.49
Registered Borrowers per Capita	0.498	0.48	0.521	0.431	0.475
(State Median)	0.639	0.609	0.585	0.6	0.591
Hours open pre 100 population	3.85	3.84	3.65	4.06	4.33
(State Median)	6.26	6.27	6.38	6.93	6.85
Staff FTE per 1,000 population	0.22	0.21	0.21	0.25	0.26
(State Median)	0.33	0.31	0.31	0.32	0.3
Total Expenditures per Capita	19.89	22.57	22.46	26.94	33.63
(State Median)	30.21	29.38	29.17	30.22	32.25
Total Expenditures per Borrower	\$39.95	\$47.05	\$43.11	\$62.45	\$70.87
(State Median)	\$46.49	\$48.00	\$50.78	\$54.95	\$58.92
<b>Usage</b>					
Circulation per Capita	5.44	5.48	5.39	5.36	5.19
(State Median)	5.35	5.2	5.11	5.06	4.87
Library Visits per Capita	3.83	3.52	3.04	3.12	3.16
(State Median)	4.34	4.27	4.14	4.06	4.01
Program Attendance per Capita	0.09	0.08	0.18	0.19	0.48
(State Median)	0.22	0.23	0.24	0.23	0.23

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<sup>5</sup> California State Library Public Library Statistics Portal, 5-year trend data [https://ca.countingopinions.com/index.php?page\\_id=3](https://ca.countingopinions.com/index.php?page_id=3)

Although the population of Woodland is increasing, a smaller percentage of residents have library cards and visit the library, however program attendance has grown, reflecting the changing nature in how the public uses the library. The City appears to be providing adequate library services and has increased funding due to Measure J and Measure E.

It is anticipated that growth under the 2035 General Plan will create additional need for public facilities in Woodland. City policies in the General Plan require additional public facilities to maintain service levels commensurate with the City's population. The General Plan EIR also requires the City to undertake a Municipal Facilities Master Plan, which would include library services, that identifies future space needs.

#### Municipal Water Service

The Davis-Woodland Water Supply project has allowed Woodland to secure surface water supplies for current and future demand. The City plans to utilize ASR (aquifer, storage and recovery) wells to balance winter surface water supply with summer demand and store treated surface water ahead of the next drought. As noted above, the City has planned for five ASR wells to be ultimately constructed, which will require two additional ASR wells to be constructed after 2017. Any new native groundwater wells would likely require a wellhead treatment system over the planning period. Native groundwater is water that is unaltered by the effects of human activities (Pearsall 1996). The City has several miles of old and undersized cast iron pipe dating back to the early 1900s. These pipes have seen an increase in the frequency of water main breaks. The City has begun a program to replace the aging water mains over time.

#### Police Protection

It is not expected that implementation of the Proposed Project would result in the need for additional police protection facilities because the new public safety building has sufficient room for staff growth. Policies in the newly adopted 2035 General Plan provides for sufficient law enforcement services to meet the need of increased growth.

#### Solid Waste & Recycling

Solid waste in Woodland that is not diverted is hauled to the Yolo County Central Landfill. The Integrated Waste Management Act of 1989 (AB 939, Sher) requires each county to prepare an Integrated Waste Management Plan (IWMP) that quantifies and identifies a plan to maintain the remaining county-wide disposal capacity. According to the Countywide Siting Element of the Yolo County IWMP adopted in August 2012, the Yolo County Central Landfill had a remaining municipal solid waste disposal capacity of 39,493,850 cubic yards, as of July 2011. Based on historical rates of disposal and projected population, the Central Landfill is expected to reach capacity in the year 2090, which takes into account population growth countywide.

#### Road Construction and Maintenance, Street Lighting and Landscaping

The 2035 General Plan includes goals, policies, and implementation programs related to the performance of roadways. The City has adopted a new level of service (LOS) standard of D that will, overall, reduce the amount of new road construction and maintenance area required. The General Plan policies also requires new development to fund its share of new construction, operations and maintenance such that growth should not result in a reduction in service levels or capabilities to existing service population.

Funding to maintain roadways, including landscaping and street lighting, once constructed is an ongoing challenge to local agencies statewide and is not unique to the City of Woodland. The City has recently collaborated with the Yolo County Transportation District on a countywide Capital Improvement Plan to identify projects and funding needs. The local agencies continue to work on funding strategies and engage with SACOG on obtaining federal funding resources.

Wastewater, Stormwater & Recycled Water

In the coming years, the City will prioritize improvements to increase the capacity of the sewer system in Downtown, which is currently a significant limitation on the area's ability to intensify and serve more growth. The City is currently lining, replacing, and adding to existing sewer lines, which will delay the need for increased capacity. The City is evaluating the need for a new 18-inch relief line along East Street from Oak Avenue to Gibson Road to divert flow from the Beamer Trunk to the Gibson Truck, as well as a new 12-inch relief line on Gum Street from 4th Street to East Street to reduce flow along 4th Street and Oak Avenue. This main would also link with the East Street relief line. If it is needed in the future, the City plans to add capacity to the sewer system Downtown by relieving the Beamer Trunk Line with a line to the Kentucky Trunk Line or with redirection of flows to the Gibson Trunk Line. The Kentucky Trunk Line runs underneath Kentucky Avenue in the northern portion of the Planning Area and has additional capacity (Development Scenarios Analysis Report 2015). The Gibson Trunk Line runs underneath Gibson Road in the southern portion of the Planning Area and has additional capacity.

The City is engaged in studies with the Army Corps of Engineers and State of California Department of Water Resources to study flood management alternatives for Lower Cache Creek. The City is also engaged in a Storm Drain Master Plan update to guide storm water related improvements required for development in the southern portion of the city.

Woodland's Storm Drainage Facilities Master Plan was adopted in December 1999 and updated in 2006. It prepares for implementation of the Woodland General Plan as of 2002, including the Woodland Park Specific Plan Area in the northeast portion of the Planning Area and the Spring Lake Specific Plan Area in the southern portion. An update to the Storm Drainage Facilities Master Plan is currently underway for the south portion of the Planning Area including Spring Lake Specific Plan Area and Master Plan Remainder Area.

Because they significantly affect the design, operation, and/or maintenance of storm drainage facilities, the Storm Drainage Facilities Master Plan gives special consideration to the Cache Creek Settling Basin, the Lower Cache Creek Overflow Barrier Project, the Reclamation District No. 2035 Highline Ditch, the Beamer/Kentucky Detention Ponds, the City-County Drainage Agreement, the Yolo Shortline Railroad Trestle, the East Main Pump Station (EMPS) and North Canal/South Canal Connections, and water quality.

The Storm Drainage Facilities Master Plan includes: a new standard for sizing retention storage; additional attention to overland runoff and street flooding; new standards for cast-in-place concrete pipe; new hydrologic and hydraulic modeling of runoff; and new evaluations of long-duration storm events. It also includes cost estimates for construction, land acquisition, and operations and maintenance, as well as an implementation program.

- d) Along with the 2035 General Plan, the City adopted a Climate Action Plan to reduce greenhouse gas emissions consistent with State goals for addressing contributions to climate change. In addition, the Draft EIR for the General Plan includes discussions regarding climate change resiliency, especially as it relates to water supply and flooding.
- f) Disadvantaged Unincorporated Communities:

Water and sewer needs in the adjacent disadvantaged unincorporated community of West Kentucky are already being addressed. LAFCo authorized the extension of City water and sewer services outside of its jurisdictional boundary to serve the needs of community residents. The community already receives structural fire protection services. For more information, please see the discussion under item 2c.

**Capacity and Adequacy of Public Facilities and Services MSR Determination**

The City of Woodland provides 10 distinct categories of municipal services that are evaluated as part of this service review, including: cemetery; community facilities, parks and open space; community recreation; fire; library; municipal water; police; solid waste & recycling; road construction, road maintenance, street lighting and landscaping; wastewater, stormwater & recycled water. The City's recently updated General Plan 2035 and associated EIR provides analysis and implementation measures to ensure that the City has adequate facilities and capacity to accommodate existing and planned growth. The General Plan policies requires new development to fund its share of new construction, operations and maintenance such that growth should not result in a reduction in service levels or capabilities to existing service population.

**4. FINANCIAL ABILITY**

Financial ability of agencies to provide services.

	<b>YES</b>	<b>MAYBE</b>	<b>NO</b>
a) Does the organization engage in budgeting practices that may indicate poor financial management, such as overspending its revenues, using up its fund balance or reserve over time, or adopting its budget late?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) 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?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Is the organization's rate/fee schedule insufficient to fund an adequate level of service, and/or is the fee inconsistent with the schedules of similar service organizations?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
d) Is the organization unable to fund necessary infrastructure maintenance, replacement and/or any needed expansion?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) Is the organization needing additional reserve to protect against unexpected events or upcoming significant costs?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
f) Does the agency have any debt, and if so, is the organization's debt at an unmanageable level?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
g) If the agency has pension and/or other post-employment benefit (OPEB) liability, what is it the liability and are there any concerns that it is unmanageable?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
h) Is the organization in need of written financial policies that ensure its continued financial accountability and stability?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

- a) Budget: *Does the organization engage in budgeting practices that may indicate poor financial management, such as overspending its revenues, using up its fund balance or reserve over time, or adopting its budget late?*

The City has demonstrated prudent budget management over the past five years, particularly over the General Fund, which has generated a budget surplus each year. Even though fund balance was used to balance the budgets, ranging from \$0.2M in FY 2013 to \$3.7M in FY 2014, fund balance has increased each year.

The budget process as outlined in the financial reports is sound and the budget is adopted timely. A schedule of expenditures in excess of the final adjusted budget is presented below. The City has improved interdepartmental communications and has reduced the number of overdrawn funds reported in the CAFR over the last three fiscal years.

Analysis of Governmental Funds

<b>City of Woodland Governmental Funds</b>					
<b>Statement of Revenues, Expenditures and Changes in Fund Balances (audited)</b>					
	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>
<b>Revenue</b>					
Taxes	\$ 27,474,679	\$ 28,078,284	\$ 29,111,748	\$ 32,226,553	\$ 33,177,281
Fines and penalties	233,457	270,097	153,573	351,054	297,035
Intergovernmental	12,207,026	10,911,779	11,815,973	8,663,614	13,807,892
Charges for services	6,758,215	7,491,663	8,165,103	8,166,108	9,277,008
Licenses and permits	8,613,706	14,474,151	16,217,959	19,414,623	18,317,158
Investment earnings	89,934	225,387	422,080	451,545	(127,369)
Contributions from property owners	-	-	5,810,815	2,842,900	14,639,377
Miscellaneous	734,100	767,891	1,922,224	956,139	833,285
<b>Total Revenues</b>	<b>\$ 56,111,117</b>	<b>\$ 62,219,252</b>	<b>\$ 73,619,475</b>	<b>\$ 73,072,536</b>	<b>\$ 90,221,667</b>
<b>Expenditures</b>					
General government	1,974,471	2,016,899	2,320,272	2,543,644	2,642,229
Finance	754,839	842,655	734,768	892,053	936,692
Community development	5,711,061	7,106,100	7,088,552	6,276,145	6,586,236
Parks and recreation	4,127,982	4,442,963	2,478,330	2,809,021	11,887,161
Police	14,866,485	16,109,049	16,385,568	17,334,799	18,352,713
Fire	9,010,780	9,311,327	9,661,488	9,799,485	10,243,246
Library	1,394,024	1,452,647	1,664,623	1,990,937	2,033,200
Public works	10,463,175	8,606,203	14,590,094	13,828,550	13,072,334
Debt service-principal	4,771,545	7,070,246	11,821,063	11,856,733	5,990,745
Debt service-interest	2,210,850	2,146,043	495,507	501,246	407,108
Bond issuance and fiscal agent fees	-	105,000	85,026	-	-
<b>Total expenditures</b>	<b>55,285,212</b>	<b>59,209,132</b>	<b>67,325,291</b>	<b>67,832,613</b>	<b>72,151,664</b>
Excess (deficiency) of revenues over (under) expenditures	825,905	3,010,120	6,294,184	5,239,923	18,070,003
Total other financing sources (uses)	1,309,741	(3,451,821)	3,193,144	(769,044)	4,024,724
<b>Net change in fund balances</b>	<b>2,135,646</b>	<b>(441,701)</b>	<b>9,487,328</b>	<b>4,470,879</b>	<b>22,094,727</b>
Fund balances (deficits), beginning of year	16,194,848	18,330,494	44,316,387	57,092,006	61,562,885
Restatements	-	26,427,594	3,288,291	-	-
<b>Fund balances (deficits), end of year</b>	<b>\$ 18,330,494</b>	<b>\$ 44,316,387</b>	<b>\$ 57,092,006</b>	<b>\$ 61,562,885</b>	<b>\$ 83,657,612</b>
<b>Fund balances by category</b>					
Nonspendable	3,813,163	2,940,603	2,917,429	1,593,308	1,195,935
Restricted	7,304,059	30,154,832	34,398,178	35,118,294	38,134,770
Committed	4,556,972	9,195,345	12,730,288	17,056,857	33,254,039
Assigned	2,558,427	-	-	-	-
Unassigned	97,873	2,025,607	7,046,111	7,794,426	11,072,868
<b>Total fund balances</b>	<b>\$ 18,330,494</b>	<b>\$ 44,316,387</b>	<b>\$ 57,092,006</b>	<b>\$ 61,562,885</b>	<b>\$ 83,657,612</b>

**Revenues**

The City's revenue sources include property taxes, sales taxes, fines and penalties, intergovernmental revenue, charges for services, licenses and permits, contributions from property owners and miscellaneous revenue. General fund revenues increased modestly each year and are now \$10.5 million higher than in FY 2012, or an increase of over 27%. The increases are mostly attributable to increases in property and sales taxes; signs of an improving economy. Property taxes revenues have recovered and have increased 6% - 7% annually for the past three fiscal years. Other governmental

funds revenue sources increased over \$24.9M, or 151%, mostly from increases in license and permits and contributions from property owners, both related to Spring Lake development. In total Governmental Funds revenue increased by \$35.4M. Other taxes, including those generated from Measure E, have increased steadily over the past five years. Measure E, which expired September 30, 2018, was replaced by Measure F (which was approved by voters in November 2016) and became effective October 1, 2018.

Contributions from property owners, a new revenue category as of fiscal year 2015, is Mello-Roos bond proceeds related to the Spring Lake development. Through fiscal year 2017, the City has received \$23.3M which is being used to pay back developer advances.

***Expenditures***

Total governmental funds expenditures increased, by \$10.2M, or 16%, from FY 2012 to FY 2017, which is an average of about 3% a year. The largest increase was in parks and recreation with an increase of \$8.7M in fiscal year 2016-17. This increase was attributable to two large neighborhood park construction projects, police with an increase of \$3.5M and fire with an increase of \$1.1M. In addition, there were offsetting significant decreases of \$1M in community development, \$1.8M in public works and \$1.7M in debt service expenditures. Overall looking at total governmental funds expenditures the City has operated very conservatively.

***Fund Balances***

Total General Fund balances have steadily increased from \$9.1M as of June 30, 2012 to \$18.1M as of June 30, 2017 due to general revenue growth and conservative budget management. Unassigned fund balance as a percentage of total expenditures increased from 21% to over 40%. As of June 30, 2017 General Fund balances were as follows: \$1.2M non-spendable and \$16.9 unassigned.

Total other governmental funds fund balances increased from \$7.1M as of June 30, 2012 to \$65.6M as of June 30, 2017, a \$58.5M increase. \$26.5M of the increase was due to a restatement in 2014 of prior year's fund balances. The restatement changed the offsetting of long-term notes receivable with restricted fund balance instead of unavailable revenue. The Spring Lake Capital Project Fund increased by \$21.4M, mostly due to the receipt of bond proceeds in 2017 that will be used to pay back developer advances and construct required capital facilities. The fund balances of the Special Sales Tax District CPF increased by \$5.4M, the Sewer Development CPF increased by \$4.3M and the Surface Water Development CPF increased by \$2.4M. These CPF fund balances increased due to the set aside of reserves for future projects and by the refunding of debt. As of June 30, 2017 Other Governmental fund balances were as follows: \$38.1M restricted, \$33.3M committed and \$(5.8M) unassigned.

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

Analysis of Enterprise Funds

<b>City of Woodland Enterprise Funds</b>					
<b>Statement of Revenues, Expenses and Changes in Fund Net Position</b>					
	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>
<b><u>Operating Revenues</u></b>					
Charges for Services	\$ 26,243,094	\$ 29,538,339	\$ 31,795,763	\$ 34,564,785	\$ 37,703,580
Other	332,337	160,087	248,140	173,758	385,118
<b>Total Operating Revenues</b>	<b>\$ 26,575,431</b>	<b>\$ 29,698,426</b>	<b>\$ 32,043,903</b>	<b>\$ 34,738,543</b>	<b>\$ 38,088,698</b>
<b><u>Expenses</u></b>					
Water	8,172,137	9,607,364	8,856,964	8,109,976	13,755,972
Sewer	8,683,178	8,570,852	10,028,749	9,860,100	9,978,503
Storm Drain	1,189,593	1,214,331	1,216,287	1,336,969	1,347,105
Wastewater Pretreatment	454,472	451,707	443,191	355,402	514,752
Recycling	383,512	218,393	210,560	246,169	260,861
Construction and Demolition Program	37,857	36,469	30,481	36,921	40,697
Fire Training Center	35,531	28,832	-	-	-
Cemetery	346,881	375,040	388,823	356,774	379,365
Youth Program	276,773	311,839	331,978	296,739	327,151
<b>Total expenditures</b>	<b>19,579,934</b>	<b>20,814,827</b>	<b>21,507,033</b>	<b>20,599,050</b>	<b>26,604,406</b>
Excess (deficiency) of revenues over (under) expenditures	6,995,497	8,883,599	10,536,870	14,139,493	11,484,292
<b><u>(Expenses)</u></b>					
Investment earnings	67,937	22,246	17,725	178,000	254,506
Intergovernmental	33,967	92,367	19,543	49,297	46,027
Interest expense	(2,269,214)	(2,675,042)	(3,060,768)	(5,371,264)	(7,701,079)
Bond issuance costs	-	(637,518)	-	-	-
assets	-	2,883,327	-	-	-
<b>(uses)</b>	<b>(2,167,310)</b>	<b>(314,620)</b>	<b>(3,023,500)</b>	<b>(5,143,967)</b>	<b>(7,400,546)</b>
Income (loss) before contributions and transfers	4,828,187	8,568,979	7,513,370	8,995,526	4,083,746
Capital contribution	454,350	209,626	-	-	2,000,000
Capital grants	-	-	-	-	3,449,632
Transfer in	531,529	2,412,820	442,000	442,000	442,000
Transfer out	(1,904,050)	(26,953,373)	(315,245)	(265,699)	(117,207)
Change in net position	3,910,016	(15,761,948)	7,640,125	9,171,827	9,858,171
Net assets, beginning of year	115,879,373	119,789,397	104,027,449	97,624,245	106,796,072
Restatements	-	-	(14,043,329)	-	-
<b>Net assets, end of year</b>	<b>119,789,389</b>	<b>104,027,449</b>	<b>97,624,245</b>	<b>106,796,072</b>	<b>116,654,243</b>
<b><u>Net Position by Category</u></b>					
Net investment in capital assets	97,596,088	76,268,294	82,244,194	78,002,120	68,477,912
Unrestricted	22,193,301	27,759,155	15,380,051	28,793,952	48,176,331
<b>Total net position</b>	<b>\$ 119,789,389</b>	<b>\$ 104,027,449</b>	<b>\$ 97,624,245</b>	<b>\$ 106,796,072</b>	<b>\$ 116,654,243</b>

The City uses enterprise funds to account for the operations of its water, sewer, storm drainage, wastewater pretreatment, recycling, construction and demolition program, fire training center, cemetery and youth program activities. The two largest, water and sewer, account for over 85% and 87% of the total enterprise funds revenue and expenditures over the past 5 years. The revenues for these funds

include charges for services, operating grants and contributions, and capital grants and contributions. Over the past five years, charges for services have accounted for over 87% of the total revenues.

**Revenues**

Total operating revenues have increased from \$22.3M to \$38.1M, a 70% increase. Almost all of the increase is attributable to scheduled increases in water and sewer service fees that were enacted for the City to update infrastructure to comply with State laws related to drinking water quality and sewage discharge and disposal.

**Expenses**

Total enterprise operating expenditures increased by \$7.4M from FY 2012 to FY 2017, \$5.6M of this increase is due to the operations of the newly constructed water treatment facility which began operating in 2017. Interest expense increased \$5.9M during the same period due to increased debt for the financing of water and sewer improvements; the FY 2018 debt service is expected to be higher.

**Net Position**

In total net position of the enterprise funds increased slightly over the past five years as discussed below.

The Water fund has an accumulated net operating income of over \$46M, over the past 5 years, primarily due to scheduled fee increases to pay for infrastructure improvements which has contributed to the \$29M increase to net position. The Sewer fund has an accumulated net operating income of \$18M, over the past 5 years, due to scheduled fee increases but net position decreased by \$24M due to a bond refunding in FY 2014. According to analysis included in the water rate study the increased fees are sufficient to cover future operating and debt service costs.

The Storm Drain fund has an accumulated net operating loss of almost \$5M over the past five years which is due to the City being unable to raise fees. Total net position has declined by \$4M. The City attempted to increase storm drainage fees via a Proposition 218 vote and it failed. The City is aware of the need for funding for the Storm Drain system and is tracking State legislative remedies to increase cities' ability to successfully levy citywide assessments for storm drainage maintenance.

The Cemetery fund has an accumulated operating loss of \$1.4 over the past five years. Even though the City has contributed \$1M over the past five years, the Cemetery fund has a net position of a negative \$4M as of June 30, 2017. The City should consider accounting for Cemetery activities in the governmental funds since the nature of the activity is not self-supporting.

- b) Revenue: *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?*

The City's General Revenues which primarily fund basic city services such as administration, fire, police, parks and recreation, community development and public works are approximately 30% of total revenues and are strongly correlated to economic conditions. In addition, other revenues such as licenses and permits are dependent upon a strong economy for growth. The City, like most other local governments, is vulnerable to economic downturns since most of the revenues depend on a vibrant economy for stability and growth. As discussed under Section 4a, the City has reserves to create more stability during economic downturns.

The enterprise funds' revenue is fairly stable since it is based on usage and not necessarily on the economy. It appears one-time revenues, such as capital grants, are only appropriated for one-time projects.

- c) Rate/Fee Schedule: *Is the organization's rate/fee schedule insufficient to fund an adequate level of service, and/or is the fee inconsistent with the schedules of similar service organizations?*

See discussion regarding enterprise funds in 4a.

- d) Infrastructure Maintenance and Replacement: *Is the organization unable to fund necessary infrastructure maintenance, replacement and/or any needed expansion?*

Over the past five years the City has been able to get debt financing to improve and construct critical infrastructure. According to the City the Water and Sewer funds have reserves for maintenance and replacement. In addition, the City also began modest funding for city owned facilities from the General Fund, and maintenance and replacement for park facilities has been included in the plan for the supplemental sales tax measures.

- e) Reserve: *Is the organization needing additional reserve to protect against unexpected events or upcoming significant costs?*

The City has a policy to maintain General Fund reserves at a level equal or greater than 20% of operating revenues. The reserve is specifically established to provide for a buffer against economic uncertainties as well as unexpected emergencies. The policy calls for contributions to the reserve fund should it fall below the 20% policy level.

The City's general fund reserve as stated above is not presented separately in the financial statements. However, unassigned fund balance as a percentage of general fund operating revenues has increased from 17% to 34.5% from fiscal year 2012 to 2017.

- f) Debt: *Does the agency have any debt, and if so, is the organization's debt at an unmanageable level?*

Over the past five years the City's outstanding debt (excluding pension, OPEB and compensated absences) has tripled from \$85M to \$281M. Most of the increased debt is related to infrastructure improvements. User fees have increased steadily over this time to finance the improvements and debt service.

Since the last MSR/SOI the City has entered into the following debt:

- The City executed two note payables in the amount of \$4.9M for the purchase of a park site.
- The City executed three new capital lease obligations in the amount of \$4.6M for the purchase of fire, water, and sewer equipment.
- The City executed loans payables in the amount of \$168.8M with the State Department of Public Health and with the California State Water Resources Control Board to finance the construction and improvements of water and wastewater facilities.

The table below presents all debt with balances due as of 6/30/2017.

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

City of Woodland Long-Term Debt						
Type	Other Description	Purpose	Interest rate	Maturity Date	Orig Issue Amount	Balance 6/30/2017
<b>Governmental Activities</b>						
Bonds	2012 Refunding bonds	bond	1.14%-2.8%	9/1/2017	5,296,700	306,200
Bonds	2014 Refunded Lease/Purchase Agreement	Finance the advance refunding of the 2005 Capital Projects Lease Revenue Bonds	2.9%	3/1/2016	15,484,056	12,073,868
Notes Payable	N1 Park Note	Park site acquisition	3.00% - 4.50%	N/A	2,350,800	2,350,800
Notes Payable	N3 Park Note	Park site acquisition	3.00% - 4.50%	N/A	2,550,000	2,550,000
Developer Fee Obligations		Advance infrastructure funding				29,668,728
Capital Lease Obligations		Acquisition of heavy equipment	4.77%	1/10/2018	650,000	61,891
Capital Lease Obligations		Acquisition of heavy equipment	5.10%	12/10/2017	586,000	35,621
Capital Lease Obligations		Acquisition of fire equipment	2.62%	4/9/2023	2,262,524	1,426,963
Capital Lease Obligations		equipment	2.18%	5/15/2023	861,772	726,761
Capital Lease Obligations		Acquisition of fire equipment	3.51%	10/10/2024	1,138,495	941,087
						<u>50,141,919</u>
<b>Business-type Activities</b>						
Bonds	2009 Wastewater Revenue Bonds	To finance sewer system improvements	4.0% - 4.5%	3/1/2032	12,115,000	9,920,000
Bonds	2011 Water Revenue Bonds	Refund 2008 water revenue bonds and improvements to the water system	2.0% - 6.0%	3/1/2041	18,815,000	16,820,000
Bonds	2014 Refunding Wastewater Revenue Bonds	Finance the advance refunding of the 2002 Lease Revenue Bonds and the 2005 Wastewater Revenue Bonds.	2.0% - 5.00%	3/1/2035	33,825,000	33,702,006
Loans Pay	Group	To purchase water rights	6.0%	1/15/2039	21,732,433	20,812,559
Loans Pay	Calif Dept of PH	To finance Installation of water meters	2.5%	6/30/2033	7,419,500	6,372,356
Loans Pay	Calif Dept of PH	Clean Water Agency Surface Water Project	1.788%	6/30/2038	111,358,449	101,646,452
Loans Pay	Calif Dept of PH	To finance the regional water supply project	1.788%	6/30/2038	31,503,088	20,171,779
Loans Pay	Calif St WRCB	To finance improvements to the wastewater treatment facility	1.9%	12/31/2046	21,397,336	17,340,211
Loans Pay	Calif St WRCB	To finance improvements to the wastewater treatment facility	1.9%	11/30/2045	951,881	758,215
Loans Pay	Calif St WRCB	To finance improvements to the wastewater treatment facility	1.9%	11/30/2045	1,383,430	1,344,486
Loans Pay	Calif St WRCB	To finance the recycled water project	1.0%	2/1/2047	2,191,947	1,639,189
						<u>230,527,253</u>
						<u>280,669,172</u>

Most of the long-term debt is related to the construction and improvements to the City's water and sewer infrastructure. Each of the rate studies includes detailed pro forma and financial analysis of the funds which shows that the debt service can be funded.

- g) Pension/OPEB: If the agency has pension and/or other post-employment benefit (OPEB) liability, what is it the liability and are there any concerns that it is unmanageable?

The City's retirement plans for both Safety and Miscellaneous employees are administered by CalPERS. The schedule below provides additional information about the plans funded ratio and total liability.

<b>City of Woodland Pension Plan Data</b>					
<b><u>Funded Ratio</u></b>					
Valuation date	2011-12	2012-13	2013-14	2014-15	2015-16
Miscellaneous plan	74.1%	65.0%	68.4%	66.6%	62.9%
Safety pension plan	76.0%	66.8%	70.1%	69.4%	66.3%
<b><u>Net Pension Liability</u></b>					
Miscellaneous pension plan	N/A	N/A	\$ 34,216,969	\$ 37,001,388	\$ 42,755,829
Safety pension plan	N/A	N/A	37,206,282	38,645,382	44,087,258
<b>Total Net pension liability</b>	<b>N/A</b>	<b>N/A</b>	<b>\$ 71,423,251</b>	<b>\$ 75,646,770</b>	<b>\$ 86,843,087</b>
Government Accounting Standards Board Statement No. 68, "Accounting and Financial Report for Pensions", was implemented in fiscal year 2013-14. Prior years' data is not available.					

The funded ratio for both plans have steadily declined since 2011. In addition, the net pension liability has also sharply increased from \$71.4M in 2014 to \$86.8M in 2016. The City has not made any changes in benefits with PERS, but in fiscal year 2017-18 the City made an extra payment of \$3.9M toward the unfunded liability.

**OPEB**

The City provides postemployment benefits administered by CalPERS. The plan provides lifetime postemployment medical coverage to employees hired before July 1, 2006, and the City's life insurance benefit is automatically continued for retirees. The schedule below provides additional information about the net OPEB obligation and unfunded actuarial accrued liability.

<b>City of Woodland Other Postemployment Benefits Plan Data</b>					
	<b>2012-13</b>	<b>2013-14</b>	<b>2014-15</b>	<b>2015-16</b>	<b>2016-17</b>
<b><u>Net OPEB Obligation</u></b>					
Annual required contribution (ARC)	\$ 4,924,375	\$ 4,743,573	\$ 4,311,068	\$ 4,549,728	\$ 4,765,101
Interest	643,551	642,864	777,997	916,354	1,030,211
Adjustment	(613,575)	(813,729)	(987,553)	(1,118,178)	(1,269,312)
Annual OPEB cost	4,954,351	4,572,708	4,101,512	4,347,904	4,526,000
Contributions made	2,139,560	2,811,026	2,827,794	3,026,567	3,132,528
Percentage contributed	43%	61%	69%	70%	69%
Change in OPEB Obligation	2,814,791	1,761,682	1,273,718	1,321,337	1,393,472
Net OPEB Obligation, July 1	11,696,802	14,511,593	16,273,275	17,546,993	18,868,330
Net OPEB Obligation, June 30	<u>\$ 14,511,593</u>	<u>\$ 16,273,275</u>	<u>\$ 17,546,993</u>	<u>\$ 18,868,330</u>	<u>\$ 20,261,802</u>
<b><u>Unfunded Actuarial Accrued Liability</u></b>					
Actuarial accrued liability	\$ 51,578,218	\$ 51,578,218	\$ 47,081,000	\$ 47,080,876	\$ 49,134,000
Actuarial value of plan assets	-	-	728,000	728,000	2,615,000
Unfunded actuarial accrued liability	<u>\$ 51,578,218</u>	<u>\$ 51,578,218</u>	<u>\$ 46,353,000</u>	<u>\$ 46,352,876</u>	<u>\$ 46,519,000</u>
Funded ratio	0.0%	0.0%	1.5%	1.5%	5.3%
Covered payroll (active)	\$ 19,101,000	\$ 19,101,000	\$ 19,750,000	\$ 19,750,000	\$ 20,737,000
UAAL as a percentage of payroll	270.0%	270.0%	234.7%	234.7%	224.3%

The annual required contribution (ARC) is the actuarial determined amount that, if paid on an ongoing basis, is projected to cover normal cost each year and amortize any unfunded liabilities over a period not to exceed 30 years. The City established an irrevocable trust in fiscal year 2013-14 to begin to partially prefund the plan. The City prefunds approximately \$1M each year to the trust. As shown above the City has only contributed between 41% and 70% of the ARC each year which causes the OPEB obligation to increase. However, the unfunded actuarial accrued liability has decreased from \$51.3M to \$46.5M, due to partial prefunding and limiting increases in medical costs through employee bargaining. It would be prudent for the City to continue to monitor the Plan's unfunded actuarial accrued liability and commit additional funding as in the past few years to decrease and/or mitigate increases in the unfunded balance.

- h) ***Financial Policies:** Is the organization in need of written financial policies that ensure its continued financial accountability and stability?*

LAFCo is not aware of any financial policies needed by the City.

**Financial Ability MSR Determination**

Overall the City of Woodland's financial condition has improved over the past five years. General fund revenues have increased by over \$10M and other governmental funds revenue have increased by almost \$25M. The increase in other governmental funds revenue is all development related. In total, governmental funds revenue increased on average 10% per year, while governmental expenditures have increased, on average, 3% a year. Over this same period of time General Fund unassigned fund balance has increased from \$6.5M to \$16.9M. This fund balance includes a set aside for economic uncertainties. The City's Enterprise funds, except for the Cemetery and Drainage activities, are also healthy. While total operating revenue has increased by almost 90%, operating expenditures have only increased by 38%. The increase

in revenue was required to finance the debt service related to debt used to make improvements and construct water and wastewater infrastructure. As a result, Enterprise Funds outstanding debt has increased from \$50.7M to \$235.5M and interest expense has increased from \$1.8M in 2012 to \$7.7M in 2017. Total net position for the Enterprise funds has remained flat over the years, and since these funds should not be accumulating money, which is normal.

The City's financial risks include managing Enterprise Fund debt, mitigating increases to OPEB and pension liabilities and these plans unfunded actuarial accrued liabilities and developing consistent funding for the Cemetery and drainage enterprise activities.

**Recommendations**

- The City of Woodland should review and/or improve its budget monitoring process to minimize or eliminate overdrawn appropriations.
- The City of Woodland should create a strategy and necessary studies to increase its storm drainage fees since this fund has an accumulated net operating loss of almost \$5M over the past five years.
- The City should consider changing accounting and financial reporting of the Cemetery fund from enterprise fund to governmental activity as the service cannot realistically be self-supporting and requires general fund support. (e.g. the Davis Cemetery District received \$237,713 in FY 2016/17 property tax revenue and the Winters Cemetery District received \$137,774 in FY 2016/17 property tax revenue, within their respective city limits).

**5. SHARED SERVICES AND FACILITIES**

Status of, and opportunities for, shared facilities.

	<b>YES</b>	<b>MAYBE</b>	<b>NO</b>
a) Are there any opportunities for the organization to share services or facilities with neighboring or overlapping organizations that are not currently being utilized?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
b) Are there any recommendations to improve staffing efficiencies or other operational efficiencies to reduce costs?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

**Discussion:**

- a) The City already partners with surrounding agencies to provide services such as: homeless services, the Office of Emergency Services, animal services, among others. The City also partners with the neighboring cities and County on the following joint powers agencies/authorities (JPAs): Valley Clean Energy Alliance, Woodland-Davis Clean Water Agency, Yolo Emergency Communications Agency, Yolo Habitat Conservancy, and Yolo Subbasin Groundwater Agency. The City is also a member of the Woodland Finance Authority JPA. In addition, there are other regional agencies the City engages in shared services with, such as the Yolo Housing Authority, Yolo County Transportation District, and the Sacramento Area Council of Governments. The City has also had some preliminary discussions with the County regarding potentially providing sewer treatment services for the Wild Wings CSA, which is an additional possible area of shared services.
- b) There may be shared service opportunities remaining for pooled contracting in the common areas of building/fire plan check & inspection, fleet maintenance, park/landscape maintenance and arborist/tree

maintenance services. LAFCo sent a memo to the city/county managers on March 19, 2018 suggesting these service areas be pursued for potential pooled contracting to reduce costs. If the agencies send LAFCo the contracts for these services, it can perform some simple rate comparisons.

There have also been multiple conversations regarding the Woodland City Library contracting with Yolo County for library services. The City and County used to have a library joint powers authority for shared library services beginning in 1978, however the JPA was terminated by the Woodland voters in 1979 (Measure A). There have been more recent exploratory discussions on this topic, however, the City has indicated that it is not interested in exploring library services as a shared service at this time.

**Shared Services MSR Determination**

The City already partners with surrounding agencies to provide services such as: homeless services, the Office of Emergency Services, animal services, among others. The City also partners with the neighboring cities and County on the following joint powers agencies/authorities (JPAs): Valley Clean Energy Alliance, Woodland-Davis Clean Water Agency, Yolo Emergency Communications Agency, Yolo Habitat Conservancy, and the Yolo Subbasin Groundwater Agency. The City is also a member of the Woodland Finance Authority JPA. In addition, there are other regional agencies the City engages in shared services with, such as the Yolo Housing Authority, Yolo County Transportation District, and the Sacramento Area Council of Governments. The City has also had some preliminary discussions with the County regarding potentially providing sewer treatment services for the Wild Wings CSA, which is an additional possible area of shared services.

There may be shared service opportunities remaining for pooled contracting in the common areas of building/fire plan check & inspection, fleet maintenance, park/landscape maintenance and arborist/tree maintenance services. LAFCo sent a memo to the city/county managers on March 19, 2018 suggesting these service areas be pursued for potential pooled contracting to reduce costs. If the agencies send LAFCo the contracts for these services, it can perform some simple rate comparisons.

**Recommendations**

- Please provide any City contracts for building/fire plan check & inspection, fleet maintenance, park/landscape maintenance and arborist/tree maintenance services (per LAFCo's March 23, 2018 memo), and LAFCo can compare contractors and rates with the other cities and Yolo County for shared services opportunities.

**6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES**

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

	<b>YES</b>	<b>MAYBE</b>	<b>NO</b>
a) Are there any issues with meetings being accessible and well publicized? Any failures to comply with disclosure laws and the Brown Act?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) 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?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

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

c) Are there any issues with staff turnover or operational efficiencies? Is there a lack of staff member training regarding the organization's program requirements and financial management?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) Are there any issues with independent audits being performed on a regular schedule? Are completed audits being provided to the State Controller's Office within 12 months of the end of the fiscal year(s) under examination? Are there any corrective action plans to follow up on?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) Does the organization need to improve its public transparency via a website? [A website should contain at a minimum the following information: organization mission/description/boundary, board members, staff, meeting schedule/agendas/minutes, budget, revenue sources including fees for services (if applicable), and audit reports]?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
f) Are there any recommended changes to the organization's governance structure that will increase accountability and efficiency?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
g) Are there any opportunities to eliminate overlapping boundaries that confuse the public, cause service inefficiencies, unnecessarily increase the cost of infrastructure, exacerbate rate issues and/or undermine good planning practices?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

- a) The Woodland City Council meets on the 1<sup>st</sup> and 3<sup>rd</sup> Tuesdays of each month at 6:00 PM in the chambers located on the second floor of City Hall. Meeting agendas are readily accessible on the City's website. Archived agendas and minutes are also available. City Council meeting agendas are available by email and online, and meetings may be viewed on cable TV or on live streaming video. The City also utilizes social media to inform residents regarding issues and/or items of interest.
- b) Woodland City Council members are elected by district and there are no issues with filling board vacancies. Council receives specialized ethics training every two years; the last training took place on December 15, 2016. Each Council member files the required Form 700 Statement of Economic Interest with the Fair Political Practices Commission in timely manner as required.
- c) There are no apparent issues with staff turnover or operational efficiencies. In the economic downturn that began in 2008, the City reduced staff by 22% over five years and reached its lowest staffing level in FY 2013/14. The City has since increased staff as the economy has rebounded, but only by 10%, which indicates some operational efficiencies have been gained.
- d) The City's adopted budgets are available on its website for the current year and the past nine years. The City's Comprehensive Annual Financial Reports (CAFR) are available for fiscal years 2004/05 through 2015/16.

State statutes require the City of have annual audits. Audits are to be completed and submitted to California State Controller's Office (SCO) within nine months after the City's fiscal year end of June 30, or by March 31. Government Finance Officers Association (GFOA) is a professional association with the mission to promote excellence in state and local government financial management. A GFOA recommended best practice is to have annual financial statements audited and published within six months after the fiscal year end. The City had CAFRs published late in FY 2013-2015 but has been

trending better since. The City had a significant scheduling conflict with the previous auditors (MGO) and due to the lateness of issuing those reports resulted in a compounding effect for FY14 and FY15.

<b>Fiscal Year</b>	<b>Auditors</b>	<b># Months Issued After Year End</b>
2017	Davis Farr CPAs	7+
2016	Davis Farr CPAs	6
2015	Davis Farr CPAs	14+
2014	Davis Farr CPAs	18+
2013	MGO, LLP	19+

- e) The City's mission/description/boundary, board members, staff, meeting schedule/agendas/minutes, budget, revenue sources including fees for services, and audit reports are all available on its website.
- f) This question is more applicable to special districts. There are no changes recommended to the City's governance structure that will increase accountability and efficiency.
- g) There are a few special districts that overlap the City's boundaries: Yolo County Flood Control and Water Conservation District, Yolo County Resource Conservation District and Reclamation District 2035. However, these districts provide services that are more rural in nature and LAFCo is not aware of any public confusion or redundancies created by the overlap.

**Accountability, Structure and Efficiencies MSR Determination**

The City of Woodland holds regular scheduled publicly accessible meetings that are well publicized in accordance with the Brown Act. There appear to be no issues with competitive elections, presence of required policies, or Councilmember adherence to legal requirements. The City adopts annual budgets and comprehensive annual financial statements that are readily accessible on the City's website. In recent years the audits have been issued in a timely manner, however the audits issued for fiscal years 2013-2015 were issued later than required. City departments continuously look for ways to cut costs, increase operational efficiency, and plan for future needs. No accountability issues or challenges have been identified.

**Recommendation**

- Strive to continue with the City's recent practice of completing audits within 6 months and no more than 9 months from the end of the fiscal year.

**7. OTHER ISSUES**

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

	<b>YES</b>	<b>MAYBE</b>	<b>NO</b>
a) Are there any other service delivery issues that can be resolved by the MSR/SOI process?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

There are no additional issue areas identified for this MSR.

**Other Issues MSR Determination**

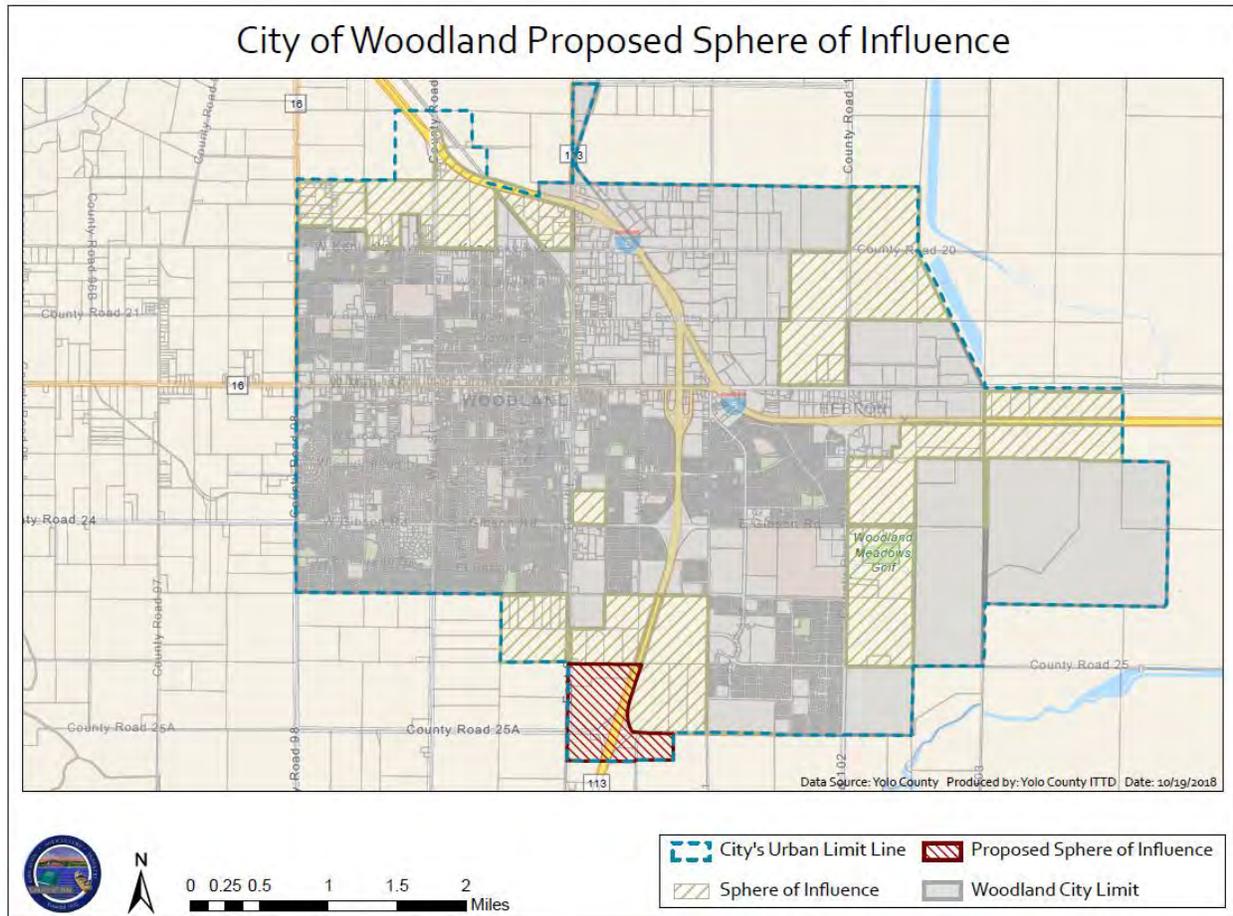
There are no additional issue areas identified for this MSR.

**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.

**SPHERE OF INFLUENCE MAP(S)**



**POTENTIALLY SIGNIFICANT SOI DETERMINATIONS**

The SOI determinations below are potentially significant, as indicated by “yes” or “maybe” answers to the key policy questions in the checklist and corresponding discussion on the following pages.

- Present and Planned Land Uses
- Need for Public Facilities and Services
- Capacity and Adequacy of Provide Services
- Social or Economic Communities of Interest
- Disadvantaged Unincorporated Communities

**1. PRESENT AND PLANNED LAND USES**

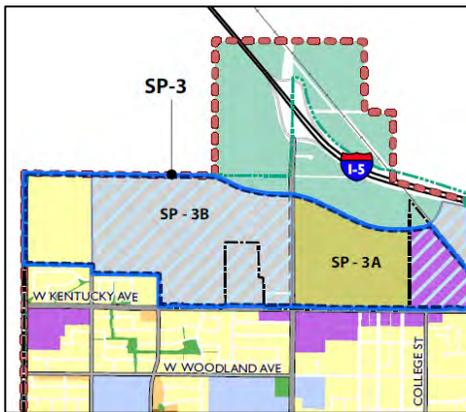
The present and planned land uses in the area, including agricultural and open-space lands.

	YES	MAYBE	NO
a) Are there any present or planned land uses in the area that would create the need for an expanded service area?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Would the SOI conflict with planned, orderly and efficient patterns of urban development?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Is there a conflict with the adopted SACOG Metropolitan Transportation Plan/Sustainable Communities Strategy?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
d) Would the SOI result in the loss of prime agricultural land or open space?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e) Would the SOI impact the identity of any existing communities; e.g. would it conflict with existing postal zones, school, library, sewer, water census, fire, parks and recreation boundaries?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
f) Are there any natural or made-made obstructions that would impact where services can reasonably be extended or should otherwise be used as a logical SOI boundary?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
g) Would the proposed SOI conflict with a Census boundary, such that it would compromise the ability to obtain discrete data?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

- a) There are no existing developments that would create the need for an expanded service area, however, the City’s recently adopted General Plan has land uses planned within the Urban Limit Line. There is

also a development project in process in the Specific Plan 1A area. There are two general areas identified in the City's General Plan which the City has requested be added to its sphere of influence.



Flood Study Area (from the City's General Plan):<sup>6</sup>

- Flood Study Area (FS)
- Sphere of Influence (SOI)

*“The Flood Study Area designation is applied to areas restricted from urban development due to health and safety concerns related to flood risk, or because the property falls within a likely future flood project improvement area. Allowed uses include open space, as well as low-intensity agriculture or recreational uses. Generally, land uses that require extensive capital improvements or permanent infrastructure improvements shall be prohibited, with the exception of improvements related to flood protection and control. Existing structures and business operations in areas designated as Flood Study Area may remain but may not expand. When the exact boundaries of the future flood project are determined, the City will initiate an amendment to the Land Use Diagram to update the adjacent land use designations, as necessary.”*

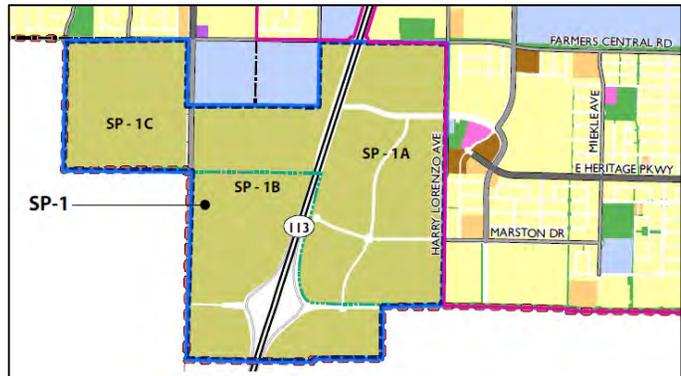
The City's General Plan has restricted urban development in this area until additional study has been completed. The City will amend its Land Use Diagram to update land use designations when the boundaries of any future development are known. Currently, it would be difficult to make a determination there's a need for growth in this area since the City has restricted growth, the area is not used to meet its Regional Housing Needs Allocation (RHNA), and there are currently natural obstacles to growth (i.e. flood risk). Therefore, the Flood Study Area is not recommended to be included in the City's SOI until the City completes its additional studies and more exact flood boundaries are determined. The City is working on a flood solution and is evaluating options.

After the City has completed this process and amended its Land Use Plan accordingly, the City will petition LAFCo to update its SOI to correspond with the updated Land Use Plan within the Flood Study Area.

Specific Plan (SP) – 1<sup>7</sup>

- Sphere of Influence (SOI)

SP-1 is located in the southern portion of the Planning Area, generally south of CR 24A and west of CR 101. It includes the area referred to in older planning documents as the Spring Lake Master Plan Remainder Area. SP-1 is separated into three sub-areas. SP-1A encompasses 347 acres and is located on the eastern portion of the Specific Plan area between State Route 113 and Spring Lake. SP-1B is located between East Street and State Route 113, covering 248 acres. SP-1C is the smallest of the



<sup>6</sup> Woodland 2035 General Plan: Land Use, Community Design and Historic Preservation Element, page LU 2-62.

<sup>7</sup> Woodland 2035 General Plan: Land Use, Community Design and Historic Preservation Element, page LU 2-54-56.

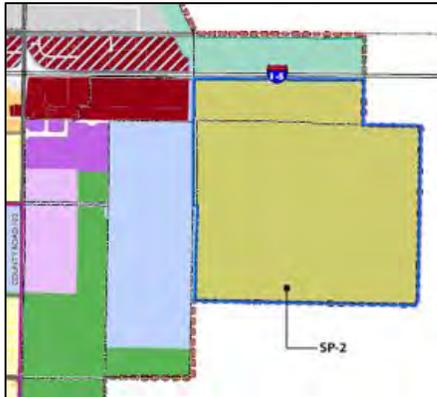
three at 151 acres and is located west of East Street. The thin green dotted line crossing SP-1A and SP-1B shows the existing City SOI. The southern portions of SP-1A and 1B are not within the City's SOI, and all of 1C is already within the SOI.

The General Plan envisions SP-1A to develop as a mixed-use neighborhood anchored by a research and technology business park in the "Southern Gateway" located at CR 25 and SR 113. The remainder of SP-1A will be largely residential with some open space and recreation areas. The Southern Gateway portion of SP-1B is also expected to develop to complement the business park and commercial development in SP-1A. SP-1C is assumed to be entirely residential.

The City is currently processing a development application on the SP – 1A area. The project is called the "Woodland Research and Technology Park". Most of this area (the NE quadrant of SR 113/County Road 25A) is already within the City's SOI. The area south of CR 25A and east of SR 113 is not within the City's COI. It appears appropriate to extend the City's SOI to the Urban Limit Line east of SR 113 so that development could have a better economic advantage along the interchange. This appears consistent with LAFCo's policies regarding a framework of controlled growth due to the City's Urban Limit Line. Therefore, the City's SOI boundary is recommended to be expanded to include the SP-1 designated areas.

Specific Plan (SP) – 2

Although this third area is already within the City, a recent land use designation change may result in

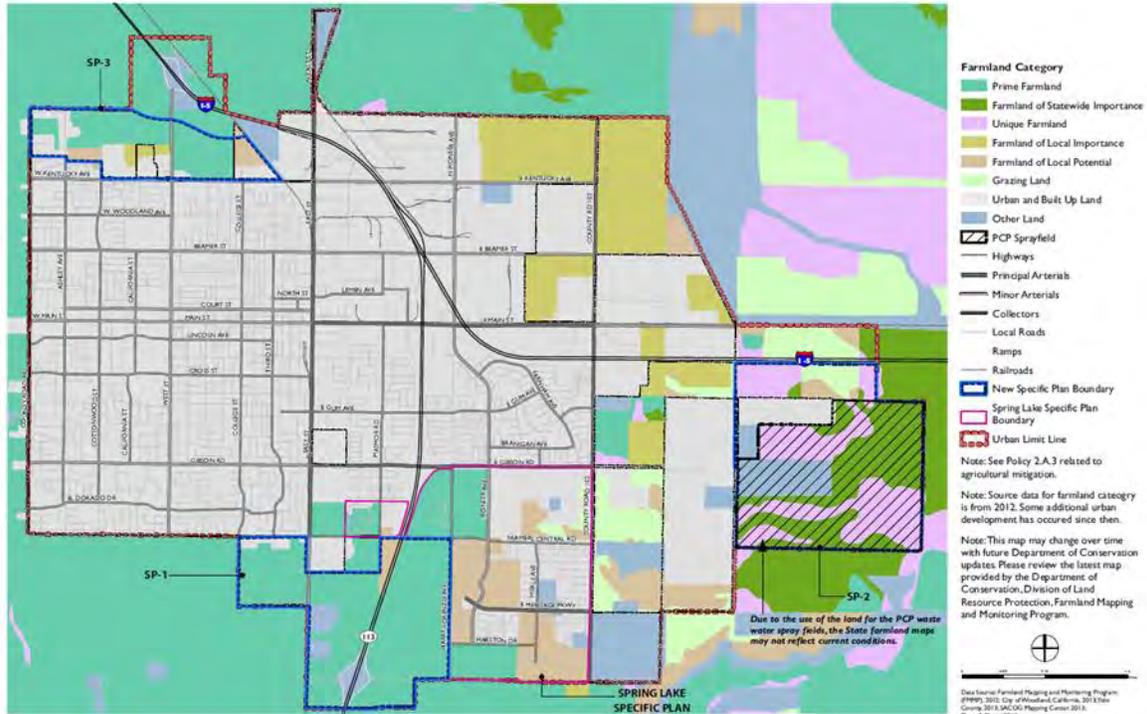


an expanded service area potentially outside the City boundaries. The City recently designated its City-owned waste water treatment plant (WWTP) site in the General Plan 2035 Update for future development. However, the General Plan does not appear to explain where the municipal spray fields would be relocated, if necessary. They could not be relocated outside City boundaries without LAFCo Out of Agency Services approval to extend municipal services outside the boundaries.

This site was annexed to the City as non-contiguous property in 2001 only because it was City-owned for municipal services. Per Government Code Section 56741(e), if the City sold this property it would cease to be part of the City and revert back to unincorporated lands.

LAFCo staff notes that it may be difficult to justify LAFCo approval to extend WWTP facilities outside the City boundaries (if requested in the future) as it would be considered growth inducing.

- b) The proposed SOI would not conflict with planned, orderly and efficient patterns of urban development. No islands or awkward patterns of development would be created.
- c) SACOG correspondence dated November 8, 2016 (see appendices) states that the City's Draft General Plan "demonstrates good local planning and is in alignment with the Blueprint and MTP/SCS Metropolitan Transportation Plan/Sustainable Communities Strategy.
- d) Development of the proposed SOI would result in the loss of prime agricultural land. However, most of Yolo County is fertile agricultural soils and it is difficult to expand the City's footprint without impacting agricultural land (see farmland map below). The City's Urban Limit Line preempts any uncontrolled sprawl. The City's General Plan Environmental Impact Report mitigates for this loss consistent with LAFCo policies and concludes that this loss is significant and unavoidable.



e-g)The proposed SOI would include primarily agricultural lands and would not impact any existing communities, census boundaries, etc. In addition, there are no obstructions of concern other than the flood issues discussed under Section 1a.

**Present and Planned Land Uses SOI Determination**

There are two general areas identified in the City’s General Plan which the City has requested added to its sphere of influence (SOI). The Flood Study Area is not recommended to be included in the City’s SOI until the City completes its additional studies and more exact flood boundaries are determined. When new flood boundaries are determined, the City may request LAFCo update the SOI accordingly. The SP-1 areas appear consistent with LAFCo’s policies regarding a framework of controlled growth, therefore, the City’s SOI boundary is recommended to be expanded to include the SP-1 designated areas.

While already within the City boundaries, the SP-2 area was annexed to the City as non-contiguous property in 2001 only because it was City-owned for municipal services. Per Government Code Section 56741(e), if the City sold this property it would cease to be part of the City and revert back to unincorporated lands (if it were still non-contiguous). The City should note that LAFCo may not be able to justify approval to extend WWTP facilities outside City boundaries (if requested in the future) as it would be growth inducing.

The proposed SOI would not conflict with planned, orderly and efficient patterns of urban development. SACOG correspondence dated November 8, 2016 (see appendices) states that the City’s Draft General Plan “demonstrates good local planning and is in alignment with the Blueprint and MTP/SCS Metropolitan Transportation Plan/Sustainable Communities Strategy. Development of the proposed SOI would result in the loss of prime agricultural land. However, most of Yolo County is fertile agricultural soils and it is difficult to expand the City’s footprint without impacting agricultural land and the City’s Urban Limit Line preempts any uncontrolled sprawl. The City’s General Plan Environmental Impact Report mitigates for this loss consistent with LAFCo policies and concludes that this loss is significant and unavoidable.

## **2. NEED FOR PUBLIC FACILITIES AND SERVICES**

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

	<b>YES</b>	<b>MAYBE</b>	<b>NO</b>
a) Would the SOI conflict with the Commission's goal to increase efficiency and conservation of resources by providing essential services within a framework of controlled growth?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Would the SOI expand services that could be better provided by a city or another agency?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
c) Does the SOI represent premature inducement of growth or facilitate conversion of agriculture or open space lands?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d) Does the SOI conflict with the Regional Housing Needs Analysis (RHNA) or other SACOG growth projections?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
e) Are there any areas that should be removed from the SOI because existing circumstances make development unlikely, there is not sufficient demand to support it or important open space/prime agricultural land should be removed from urbanization?	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
f) Have any agency commitments been predicated on expanding the agency's SOI such as roadway projects, shopping centers, educational facilities, economic development or acquisition of parks and open space?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

- a) The City's Urban Limit line provides for a framework of controlled growth.
- b) The City of Woodland is best suited to provide expanded municipal services in the proposed SOI area.
- c) See response to MSR checklist 1c), SOI checklist 1a), and SOI checklist 1d). In addition, the City's General Plan 2035 Draft EIR concludes that the General Plan represents premature inducement of growth.
- d) See the response to SOI checklist 1c). In addition, SACOG's letter indicated that the total growth assumed is in alignment with the 2016 MTP/SCS, which includes the Regional Housing Needs Allocation.
- e) Portions of the existing SOI in the Flood Study Area (see SOI checklist 1a) may need to be removed due to flood risk, however, this issue will be studied further by the City. It would be better for LAFCo to adjust the SOI in this area once a flood study has been completed.
- f) LAFCo staff is not aware of any City commitments predicated on expanding the agency's SOI.

**Need for Public Facilities and Services SOI Determination**

The City's recently updated General Plan 2035 plans for future growth and the City of Woodland is best suited to provide expanded municipal services in the proposed SOI areas. The City's Urban Limit line

provides for a framework of controlled growth. SACOG has indicated via letter that the total growth assumed in the City's General Plan is in alignment with the 2016 MTP/SCS, which includes the Regional Housing Needs Allocation. Portions of the existing SOI in the Flood Study Area (see SOI checklist 1a) may need to be removed due to flood risk, however, this issue will be studied further by the City. It would be better for LAFCo to adjust the SOI in this area once a flood study has been completed.

### **3. CAPACITY AND ADEQUACY OF PROVIDED SERVICES**

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

	<b>YES</b>	<b>MAYBE</b>	<b>NO</b>
a) Are there any issues regarding the agency's capacity to provide services in the proposed SOI territory?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
b) Are there any issues regarding the agency's willingness and ability to extend services?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

a-b) See the discussion for MSR checklist 3. "Capacity and Adequacy of Public Facilities and Services".

**Capacity and Adequacy of Provided Services SOI Determination**

The City of Woodland has capacity to provide its full range of municipal services to the proposed SOI territory. The City is willing and able to extend services and has conducted the analysis required to do so in its 2035 General Plan Update.

### **4. SOCIAL OR ECONOMIC COMMUNITIES OF INTEREST**

The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

	<b>YES</b>	<b>MAYBE</b>	<b>NO</b>
a) 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" (same as MSR checklist question 2b)?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Discussion:**

a) Please see response to MSR checklist question 2b.

**Social or Economic Communities of Interest SOI Determination**

There is a Disadvantaged Unincorporated Community adjacent to the City boundaries and within its SOI, however, construction is already underway to extend municipal water and sewer services to this community.

**5. DISADVANTAGED UNINCORPORATED COMMUNITIES**

For an update of an SOI of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

	<b>YES</b>	<b>MAYBE</b>	<b>NO</b>
a) Does the subject agency provide public services related to sewers, municipal and industrial water or structural fire protection (same as MSR checklist question 2a)?	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) If yes, does the proposed SOI exclude any disadvantaged unincorporated community (per MSR checklist question 2b) where it either may be feasible to extend services or it is required under SB 244 to be included?	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

**Discussion:**

- a) Please see response to MSR checklist question 2a.
- b) The disadvantaged unincorporated community of “Westucky” is already included in the City’s SOI. In addition, a project is underway to extend City water and sewer services to this community which is estimated to be completed during fiscal year 2018/19. It already receives structural fire protection from the City via contract with the Springlake Fire Protection District.

**Disadvantaged Unincorporated Communities SOI Determination**

The disadvantaged unincorporated community of “Westucky” is already included in the City’s SOI. In addition, a project is underway to extend City water and sewer services to this community which is estimated to be completed during fiscal year 2018/19. It already receives structural fire protection from the City via contract with the Springlake Fire Protection District.

**ATTACHMENTS**

1. City of Woodland Voter Approved Urban Limit Line Act, October 26, 2005
2. SACOG Comment Letter Regarding City of Woodland Draft General Plan, November 8, 2016

## INITIATIVE MEASURE TO BE SUBMITTED DIRECTLY TO THE VOTERS

The People of the City of Woodland Do Hereby Ordain as Follows:

### SECTION 1. Title.

This Act shall be known and may be cited as the "City of Woodland Voter Approved Urban Limit Line Act" (the "Act").

### SECTION 2. Purposes and findings.

A. Purposes. The purposes of this Act are as follows:

1. To amend the General Plan to create a permanent and complete urban limit line.
2. To preserve and protect agricultural, natural resource, and open space uses on lands outside the permanent urban limit line.
3. To allow Woodland to meet its housing needs for all economic segments of the population in an environmentally sound manner.
4. To allow Woodland to provide high quality and reliable public services and infrastructure for its citizens.

B. Findings. The people of Woodland find the following:

1. This Act will protect Woodland's quality of life by protecting open space.
2. This Act allows Woodland to meet the housing needs of all economic segments of its population, while encouraging sound planning.
3. The permanent urban limit line established by this Act is consistent with the General Plan, as amended by this Act.
4. The permanent urban limit line complies with state and local laws.

5. For all the foregoing reasons, this Act serves the public health, safety, and welfare of Woodland.

### SECTION 3. City of Woodland General Plan Amendment.

- A. Text Amendment to General Plan Policy Document, Part II, Chapter 1, Policy 1.A.12.

The City ~~shall~~ establishes a permanent urban limit line around Woodland to permanently circumscribe urban development and preserve surrounding agricultural lands as depicted on Figure 1-4. ~~The western and northern boundaries are the Urban Limit Line boundaries depicted on Figure 1-4. The boundaries to the south and east will be determined after further study. Public services and facilities shall not extend beyond the permanent urban limit line.~~

- B. Text Amendment to General Plan Policy Document, Part II, Chapter 1, Implementation Program 1.1.

The City shall take such administrative steps as may be required to implement Policy 1.A.12. ~~The City shall undertake a study to identify the location of a permanent urban limit line for the east and south. The study City shall also identify funding sources for implementing a the permanent urban limit line, including mitigation fees for development on agricultural land.~~

Responsibility: Community Development Department  
Planning Commission  
City Council

Time Frame: FY ~~02-03~~ 05 and continuing

- C. Text Amendment to General Plan Policy Document, Part II, Chapter 1, Policy 1.B.6.

The City shall continue to look for infill opportunities, including increased densities, if it will assist in appropriate reuse of properties continually reevaluate residential land use densities, housing policies, and zoning to determine the potential for increased residential densities for both infill sites and undeveloped

land within the permanent urban limit line. The City shall continually review existing non-residential zoning to determine potential for conversion to higher density residential uses within the permanent urban limit line.

- D. Map Amendment: General Plan Summary, Part I, General Plan Summary, Figure 3 "Planning Area and Permanent Urban Limit Line" document.

General Plan Summary, Part I, General Plan Summary, Figure 3 "Planning Area and Permanent Urban Limit Line" document is hereby amended to show the establishment of the City's permanent urban limit line, and to have the Planning Area Boundary encompass this permanent urban limit line, as shown on Exhibit A-1. For reference, the existing Figure 3 is shown on Exhibit A-2.

- E. Map Amendment: General Plan Policy Document, Part II, Chapter 1, Figure 1-3 "Planning Area and Permanent Urban Limit Line" document.

General Plan Policy Document, Part II, Chapter 1, Figure 1-3 "Planning Area and Permanent Urban Limit Line" document is hereby amended to show the establishment of the City's permanent urban limit line, and to have the Planning Area Boundary encompass this permanent urban limit line, as shown on Exhibit B-1. For reference, the existing Figure 1-3 is shown on Exhibit B-2.

- F. Map Amendment: General Plan Policy Document, Part II, Chapter 1, Figure 1-4, "Land Use Diagram."

General Plan Policy Document, Part II, Chapter 1, Figure 1-4, "Land Use Diagram" is hereby amended to show the establishment of the City's permanent urban limit line, and to have the Planning Area Boundary encompass this permanent urban limit line, as shown on Exhibit C-1. For reference, the existing Figure 1-4 is shown on Exhibit C-2.

#### **SECTION 4. Finding of consistency.**

The Act is consistent with the Woodland General Plan.

## SECTION 5. Implementation of Act.

- A. Upon the effective date of this Act, the Act shall be deemed inserted in the Woodland General Plan as an amendment thereof.
- B. The City shall immediately take such administrative steps as may be required to implement this Act, and to revise any figures or tables in the General Plan or Municipal Code affected by this Act, including but not limited to General Plan Summary, Part I, General Plan Summary, Figure 3; General Plan Policy Document, Part II, Chapter 1, Figure 1-3; and General Plan Policy Document, Part II, Chapter 1, Figure 1-4.
- C. The City shall immediately amend any provisions or exhibits of the General Plan and Municipal Code to implement this Act and to ensure consistency and correlation between this Act and other elements of the General Plan.
- D. The City will encourage and support appropriately located agricultural and wildlife conservation easements to support the implementation of the permanent urban limit line.
- E. The City shall immediately initiate a reevaluation of residential land use densities, housing policies, and zoning to determine the potential for increased residential densities for both infill sites and undeveloped land within the permanent urban limit line. The City shall also immediately review existing non-residential zoning to determine potential for conversion to higher density residential uses.
- F. The amendment adopted by this Act and the existing General Plan are intended to comprise an integrated, internally consistent, and compatible statement of policies for the City as required by state law. To ensure that the actions of the voters in enacting this Act are given effect, any provision of the General Plan adopted between the Act's Notice of Circulation and its Effective Date, to the extent it is inconsistent with this Act, shall be immediately amended by the City to ensure consistency between the provisions adopted by this Act and other elements of the General Plan.

**SECTION 6. Future amendments.**

This Act may be amended or repealed by a majority of voters of Woodland in an election held in accordance with state law.

**SECTION 7. Interpretation and severability.**

This Act shall be interpreted so as to be consistent with all federal and state laws, rules, and regulations. If any section, sub-section, sentence, or clause (“portion”) of this Act is held to be invalid or unconstitutional by a final judgment of a court, such decision shall not affect the validity of the remaining portions of this Act. The voters hereby declare that this Act, and each portion, would have been adopted irrespective of the fact that any one or more portions of the Act are found invalid. If any portion of this Act is held invalid as applied to any person or circumstance, such invalidity shall not affect any application of this Act which can be given effect.

This Act shall be broadly construed to achieve the purposes stated in this Act. It is the intent of the voters that the provisions of this Act be interpreted or implemented by the City, courts, and others in a manner that facilitates the purposes set forth herein.

**SECTION 8. Effective date of Act.**

This Act shall become effective upon the approval of the voters of the City pursuant to California Elections Code section 9217.

**SECTION 9. Exhibits.**

The following Exhibits are attached to this Act and incorporated herein for all purposes.

Exhibit A-1. Amended General Plan Summary, Part I, General Plan Summary, Figure 3 “Planning Area and Permanent Urban Limit Line” document adopted by this Act.

Exhibit A-2. For reference, the existing General Plan Summary, Part I, General Plan Summary, Figure 3 “Planning Area and Urban Limit Line” document.

Exhibit B-1. Amended General Plan Policy Document, Part II, Chapter 1, Figure 1-3 "Planning Area and Permanent Urban Line Limit" document adopted by this Act.

Exhibit B-2. For reference, the existing General Plan Policy Document, Part II, Chapter 1, Figure 1-3 "Planning Area and Urban Line Limit" document.

Exhibit C-1. Amended General Plan Policy Document, Part II, Chapter 1, Figure 1-4 "Land Use Diagram" adopted by this Act.

Exhibit C-2. For reference, the existing General Plan Policy Document, Part II, Chapter 1, Figure 1-4 "Land Use Diagram."



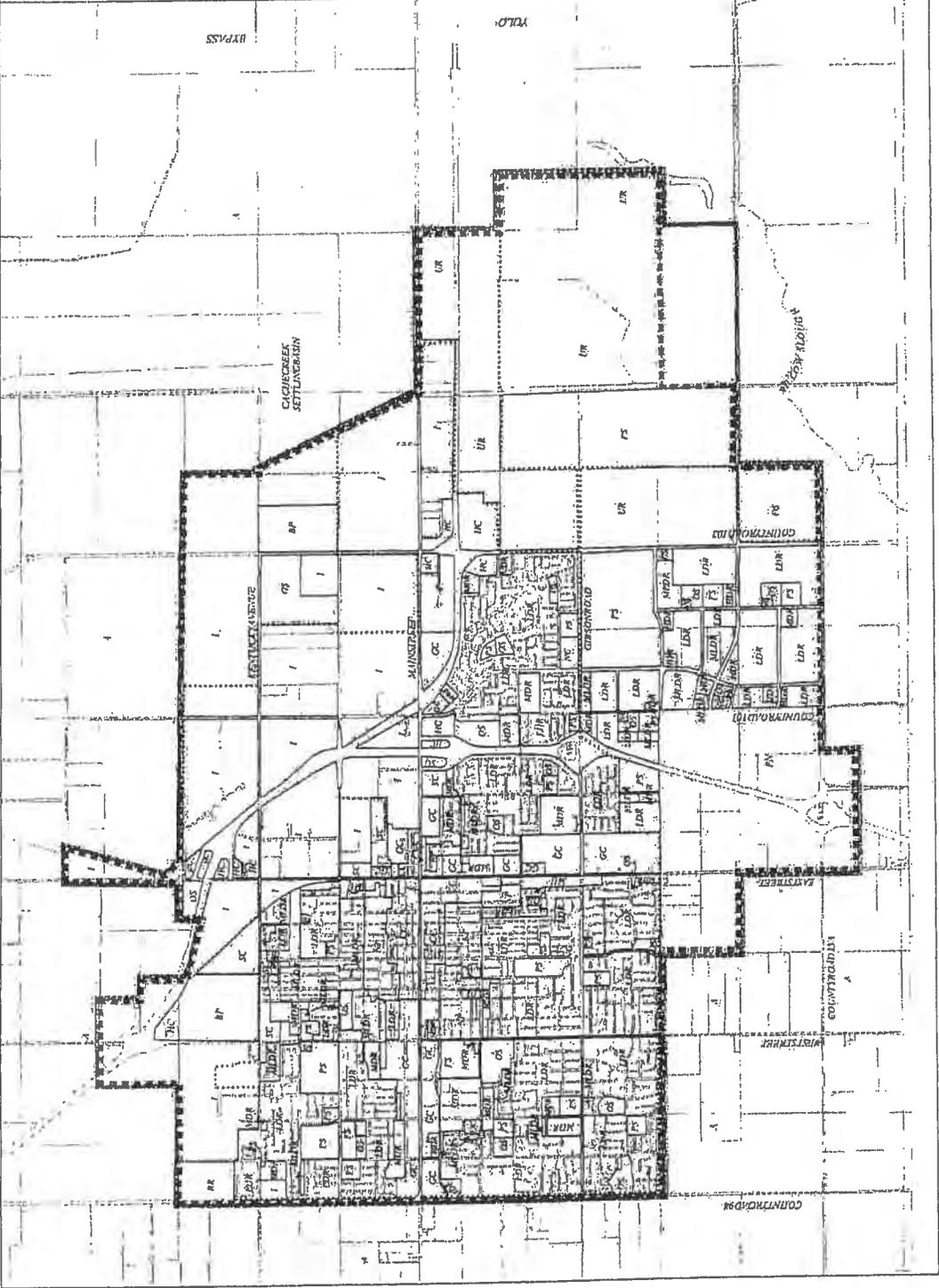
**CITY OF  
WOODLAND  
GENERAL PLAN  
POLICY DOCUMENT**



**FIGURE I-1  
LAND USE DIAGRAM**

- RESIDENTIAL:**
- 1. Single-Family Detached
  - 2. Single-Family Attached
  - 3. Very Low Density Residential
  - 4. Low Density Residential
  - 5. Medium Density Residential
  - 6. High Density Residential
  - 7. High Density Residential (Mixed-Use)
  - 8. Planned Single-Family
- COMMERCIAL:**
- 9. General Commercial
  - 10. Neighborhood Commercial
  - 11. Office
  - 12. Medium-Density Office
  - 13. Public Service
  - 14. Open Space
  - 15. Agricultural
  - 16. Urban Reserve
- INDUSTRIAL:**
- 17. Light Industrial
  - 18. Medium-Density Industrial
  - 19. Heavy Industrial
- OTHER:**
- 20. Public Street
  - 21. Open Space
  - 22. Agricultural
  - 23. Urban Reserve

WOODLAND CITY LIMITS  
AS SHOWN ON MAPS AND RECORDS  
AND AS APPROVED BY THE BOARD OF SUPERVISORS



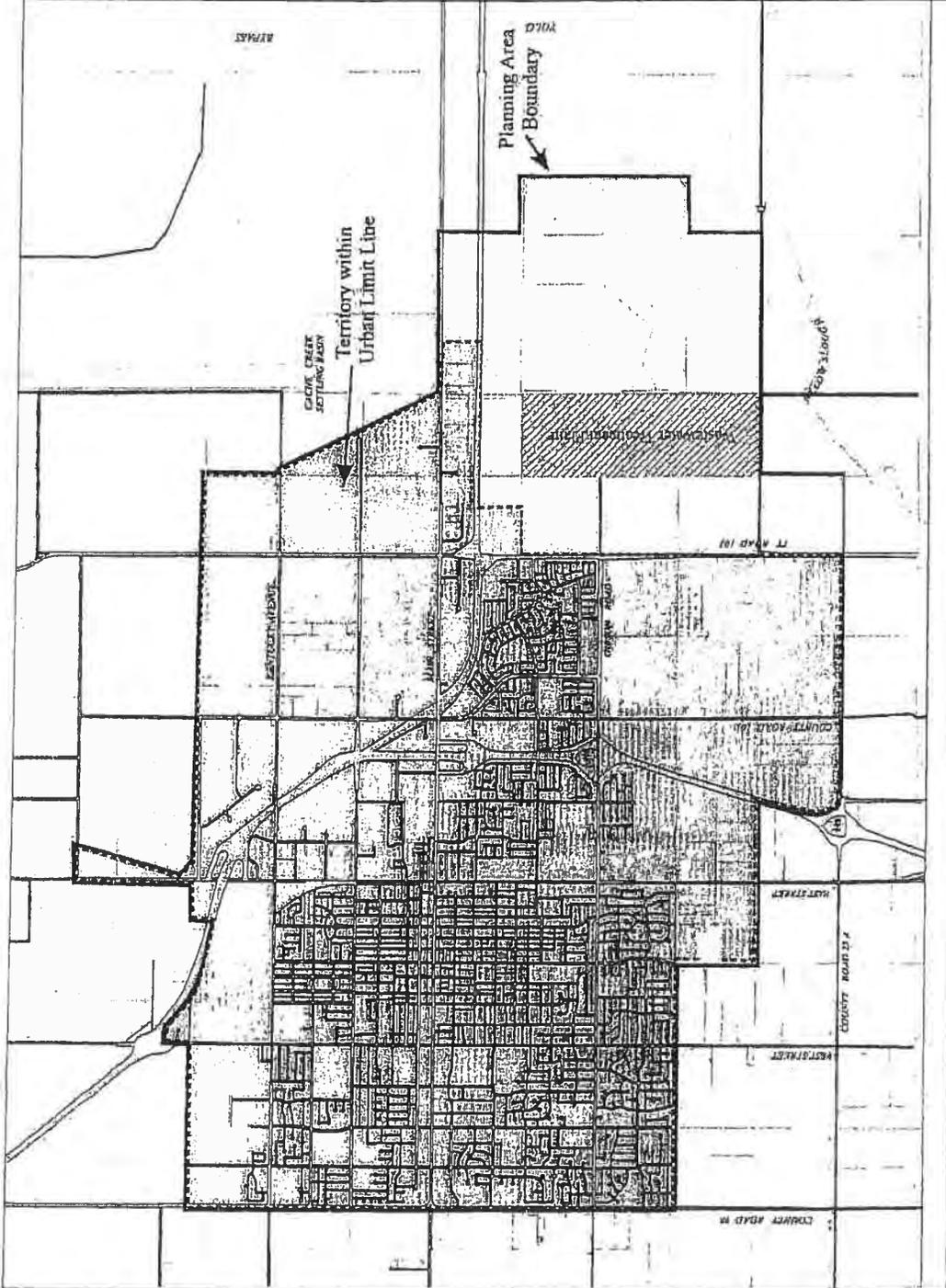
CITY OF  
WOODLAND  
GENERAL PLAN  
POLICY DOCUMENT



FIGURE 3  
PLANNING AREA AND  
URBAN LIMIT LINE

--- URBAN LIMIT LINE  
--- PLANNING AREA BOUNDARY

December 17, 2002

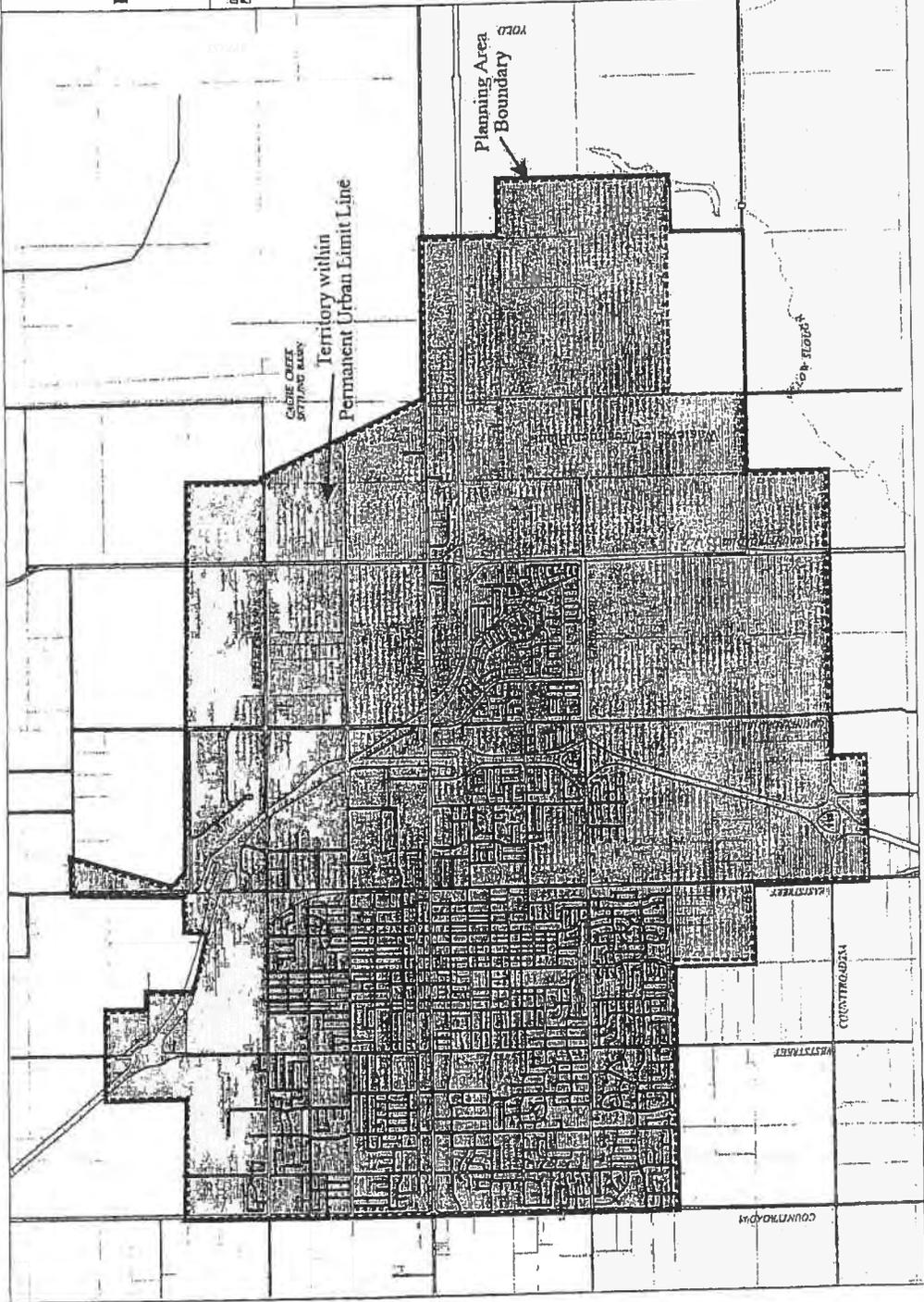


CITY OF  
WOODLAND  
GENERAL PLAN  
POLICY DOCUMENT



FIGURE 1-3  
PLANNING AREA AND  
PERMANENT URBAN  
LIMIT LINE

----- PERMANENT URBAN LIMIT LINE  
----- PLANNING AREA BOUNDARY







November 8, 2016

City of Woodland  
Cindy Norris, Community Development Department  
300 First Street  
Woodland, CA 95695

Re: Draft General Plan

Dear Ms. Norris:

SACOG received notification of the Draft General Plan and would like to offer the following comments. From the materials we have reviewed, it is clear that the City process is examining a full range of opportunities and issues that will be important to the future quality of life for Woodland citizens and the entire region. We appreciate the city including SACOG in this regionally important planning process.

The basis for our comments is the Metropolitan Transportation Plan/Sustainable Communities Strategy (MTP/SCS) and Blueprint. SACOG's primary responsibility is developing and implementing the MTP/SCS, a document that establishes transportation spending priorities throughout the region. The MTP/SCS must be based on the most likely land use pattern to be built over the 20+ year planning period, and it must conform with federal and state air quality regulations. The foundation for the MTP/SCS land use forecast is local government general plans, community plans, specific plans, and other local policies and regulations. Other market and regulatory/policy variables that are considered help refine the sum of the local plans in order to determine the most likely future development pattern for a specific period of time. The Blueprint vision is based on the principles of smart growth and is intended to give general direction on how the region should develop to reap the benefits of the Blueprint Preferred Scenario (and related MTP/SCS). Implementation of the Blueprint vision depends greatly on the efforts of cities and counties to implement that vision through local plans and projects. The MTP/SCS and Blueprint are in alignment with each other because of these local efforts.

Auburn  
Citrus Heights  
Colfax  
Davis  
El Dorado County  
Elk Grove  
Folsom  
Galt  
Isleton  
Lincoln  
Live Oak  
Loomis  
Marysville  
Placer County  
Placerville  
Rancho Cordova  
Rocklin  
Roseville  
Sacramento  
Sacramento County  
Sutter County  
West Sacramento  
Wheatland  
Winters  
Woodland  
Yolo County  
Yuba City  
Yuba County

Many of the goals in the Draft General Plan align with and support the goals of the MTP/SCS and Blueprint. A few of these goals are highlighted here:

- Goal 2.C: Promote Woodland as a leader in sustainable development and support statewide and regional efforts to encourage smart growth, reduce greenhouse gas emissions, fund transportation improvements, conserve resources, and maintain fiscal sustainability.
- Goal 3.A: Develop and maintain a multi-modal transportation system that provides for the efficient movement of people and goods, supports vibrant neighborhoods and districts, and reduces air pollution and greenhouse gas emissions.
- Goal 3.B: Provide complete streets that accommodate driving, walking, bicycling, and public transit and that are designed to enable safe, attractive, comfortable access and travel for users of all ages.
- Goal 3.G: Promote a transit system that serves as a viable alternative to the automobile for those without access to a vehicle and those that choose to live and work in areas where land use density and intensity are supportive of transit.

The Draft General Plan contemplates two alternative ways in which growth and development through 2035 could occur within the planning area: the South Alternative and the East Alternative. The general location of growth contemplated in the South Alternative mirrors the growth areas envisioned in the Blueprint and the current MTP/SCS. The location of growth in the East Alternative, specifically the area labeled SP-2 on “Figure 2-5: Land Use Diagram” in the draft plan is not an area contemplated for growth in the Blueprint or the MTP/SCS. The total growth assumed in both alternatives of approximately 7,000 new homes and 18,000-19,000 new jobs, resulting in approximately 27,000 total homes and 45,000 total jobs in the City, is in alignment with the 2016 MTP/SCS build out estimate for the City of approximately 28,000 homes and 49,000 jobs.

The Blueprint principle of Transportation Choice means that people have viable options for traveling beyond driving in a car. There is a strong connection between land use patterns, travel behavior and air quality. Higher density housing and employment, locating housing near jobs, and providing strong connectivity in the design of the street and bicycle and pedestrian networks, all lead to increased walking, biking, and transit use and shorten the length of auto trips.

The MTP/SCS is measured by a number of performance outcomes. Specific to transportation outcomes, the MTP/SCS increases travel efficiency and multi-modal travel, and reduces congestion and vehicle miles traveled (VMT). Together these outcomes lead to improved air quality. The Draft General Plan Goals 3.A, 3.B, and 3.G (noted above) clearly support the Blueprint principle of travel choice.

Mix of Uses and Using Existing Assets are two Blueprint Principles that directly support transportation choice and the transportation performance outcomes of the MTP/SCS. The MTP/SCS performance outcomes noted above are a direct result of the relationship between land use and transportation and are in part dependent on the balance between infill and greenfield development that the MTP/SCS forecasts. Today, as well as in the 2036 MTP/SCS forecast, the City has lower than average VMT when compared to the region. This is largely due to jobs/housing balance and the balance between infill development and new growth areas.

The South Alternative, due to the location of the planned new growth being directly adjacent to existing development, supports these two Blueprint principles because there is existing infrastructure directly adjacent to the new growth areas. It contributes to the mix of uses in the existing city and places housing near jobs and services as more of the new homes planned in this alternative are infill. The East Alternative is less infill focused with 51 percent of the new homes in infill areas and 49 percent in new growth areas. However, the new growth areas, specifically area SP-2, is encouraged to be a “sustainable complete neighborhood with a town center so that most daily needs can be met within the area” (Draft General Plan Policy 2.L.5). We are encouraged to see that the Draft General Plan includes phasing requirements and timing assumptions for new growth areas under both alternatives in Policy 2.L.1, but particularly if the East Alternative is selected, that Policy 2.L.5 requires flood protection before land use approvals can be made, requires phased growth and encourages a complete neighborhood. Implementation of this policy will be essential to keep VMT low and support the Draft General Plan goals. As federal standards on criteria air pollutants are getting stricter and we face a strong possibility of stricter state greenhouse gas reduction targets for the next MTP/SCS, well-performing local plans and projects are critical to our region’s ability to meet these targets. The worst outcome for the East Alternative would be if area SP-2 developed as an island of residential uses that requires mostly car trips to get to jobs and services. It’s clear that is not the intention or desire of the City, but we encourage you to use even stronger policies related to phasing and performance requirements when planning for area SP-2, if the East Alternative is selected.

As a new non-contiguous growth area, the East Alternative also requires more new infrastructure, including the addition of a new interchange. Our research indicates that for the entire region, the more compact Blueprint land use pattern will reduce infrastructure costs compared to the Base Case pattern by approximately \$16 billion through 2050, or almost \$20,000 per new housing unit. Infrastructure costs spread over a relatively small number of homes, either the result of low-density development or poor phasing of development, can increase the price of housing. Additionally, as you

contemplate this alternative, keep in mind that state and federal sources of transportation funding are becoming more performance-based and that the MTP/SCS transportation investment strategy strives to invest first in existing transportation maintenance needs before investing in new capacity projects.

Compact Development and Natural Resources Conservation are two important Blueprint Principles that align well with the goals of the Draft General Plan. These two principles work together at both the neighborhood scale and the larger citywide scale. At a neighborhood level, environments that are more compactly built can encourage more walking, biking, and public transit use and shorter auto trips. Incorporating public-use open space (such as parks, town squares, trails, greenbelts) is an important contribution to the aesthetics and sense of community that also helps lead to these outcomes.

At a larger scale, the combination of these two principles supports urban growth expansion that is adjacent to existing developed lands, well planned, and conserves natural resources. Less urbanized land means more open space including, wildlife and plant habitat preservation, agricultural preservation, and open recreation areas. Preserving the City's Urban Limit Line and evaluating two growth alternatives that both are within that area clearly supports these principles. As noted early, the phasing and development requirements included for both alternatives in the Draft General Plan is a good strategy for managing growth and demonstrates support for these two Blueprint Principles. We commend the City's forward-thinking and commitment to being good regional partners.

Additionally, the Draft General Plan includes an economic development policy to develop Woodland into a premier food and agriculture industry cluster. We see the potential for this already starting with recent agricultural related businesses locating in and near the city. This is a great example of the Rural-Urban Connections Strategy.

Housing Choice and Diversity, another Blueprint Principle, is about providing a range of housing choices to serve the needs of all the residents. The Draft General Plan includes residential and mixed land uses at a range of densities that is appropriate for the city and supports this principle. We are happy to see the City promoting higher densities and mixed-use development in the Downtown area and along key multi-modal transportation corridors in both alternatives, as this provides more housing choice in the areas with the most transportation choice.

Design for Quality is the Blueprint Principle that relates not only to the attractiveness of buildings but also to street pattern and urban design of a development. A walkable street pattern, or urban design, is one of the most significant factors in reducing VMT for an

area. A pedestrian-friendly street pattern and urban design encourages not only walking but also biking and transit use. The Draft General Plan includes a lot of attention to the design details of streets and land uses as well as overall neighborhoods, which is supportive of this principle.

In summary, the Draft General Plan demonstrates good local planning and is in alignment with the Blueprint and MTP/SCS. As the City deliberates its choice of general plan alternatives, we ask you to consider how the implementation, or timing, of each alternative, affects transportation and air quality related performance in terms of VMT, mode choice, GHG emissions, and air quality.

If you have additional questions, please feel free to contact me or Kacey Lizon, Planning Manager, at [klizon@sacog.org](mailto:klizon@sacog.org) or 916-340-6265.

Sincerely,



Mike McKeever  
Chief Executive Officer

MM:JH:pm