Draft

City of Winters Municipal Services Review

Yolo County LAFCo | August 25, 2008

DESIGN, COMMUNITY & ENVIRONMENT

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City of Winters
Municipal Services Review

Submitted to

Yolo County LAFCo | August 25 2008

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1 EXECUTIVE SUMMARY

The Draft Winters Municipal Services Review and Sphere of Influence Study contains two major components: a review of municipal services and a Sphere of Influence (SOI) plan for the City of Winters. This summary provides an overview of the purpose of this combined document and describes the proposed SOI for the City of Winters. This document includes separate chapters which address each MSR determination required by the Cortese-Knox-Hertzberg Act, followed by two chapters (Chapter 8 and Chapter 9) that present the determinations for the MSR and SOI, respectively.

A. Purpose of the Combined MSR and SOI Study

The 2000 Cortese-Knox-Hertzberg Act requires each LAFCO to prepare service reviews for all cities and special districts within their area on or before January 1, 2008, and every five years thereafter. Service review updates are also required prior to or in conjunction with the establishment or update of a sphere of influence.

The purpose of this combined Municipal Service Review (MSR) and Sphere of Influence (SOI) study is to comply with the 2000 Cortese-Knox-Hertzberg Act and establish an SOI for the City of Winters.

Yolo County LAFCO requires that Municipal Service Review (MSR) and Sphere of Influence (SOI) studies evaluate the ability of the City to provide services within the probable physical boundaries at ten- and twenty-years from the present. The years 2018 and 2028 represent the ten- and twenty-year sphere horizons described in this MSR and SOI Study.

B. Background

The City of Winters is located immediately east of the junction between State Highway 128 and Interstate 505 in the southern part of Yolo County. The

City, incorporated on February 9, 1898, is a General Law City comprised of approximately 1,627 acres.

The City's 2008 population was estimated at 7,052 by the California Department of Finance and is projected by the City to reach 9,102 by 2018 and 11,901 by 2028. The General Plan has established the City's buildout population as 12,500.

The *City of Winters General Plan Policy Document*, adopted in 1992, serves as the guiding policy document for the City. This document is referred to as the General Plan in this MSR.

C. *Municipal Services Review*

The municipal services reviewed in this document include Fire Protection and Emergency Medical Services, Law Enforcement, Water Supply and Treatment, Wastewater Collection and Treatment, Stormwater Drainage and Parks and Recreation. All of these services are provided by the City of Winters either directly or, in the case of Fire protection services, through a contract. Fire protection services are currently provided through a contract with the Winters Fire Protection District; however, the City is exploring the potential to establish its own fire department and eventually provide contract services to the Winters Fire Protection District instead. This opportunity is further discussed in Chapter 7.

Each municipal service discussed above is reviewed in relation to several factors, including growth and population projections, present and planned facilities and infrastructure, financial ability to provide services, shared facilities accountability and operational efficiencies. Written determinations, regarding the City's ability to provide services for both existing and future populations, are consolidated in Chapter 8.

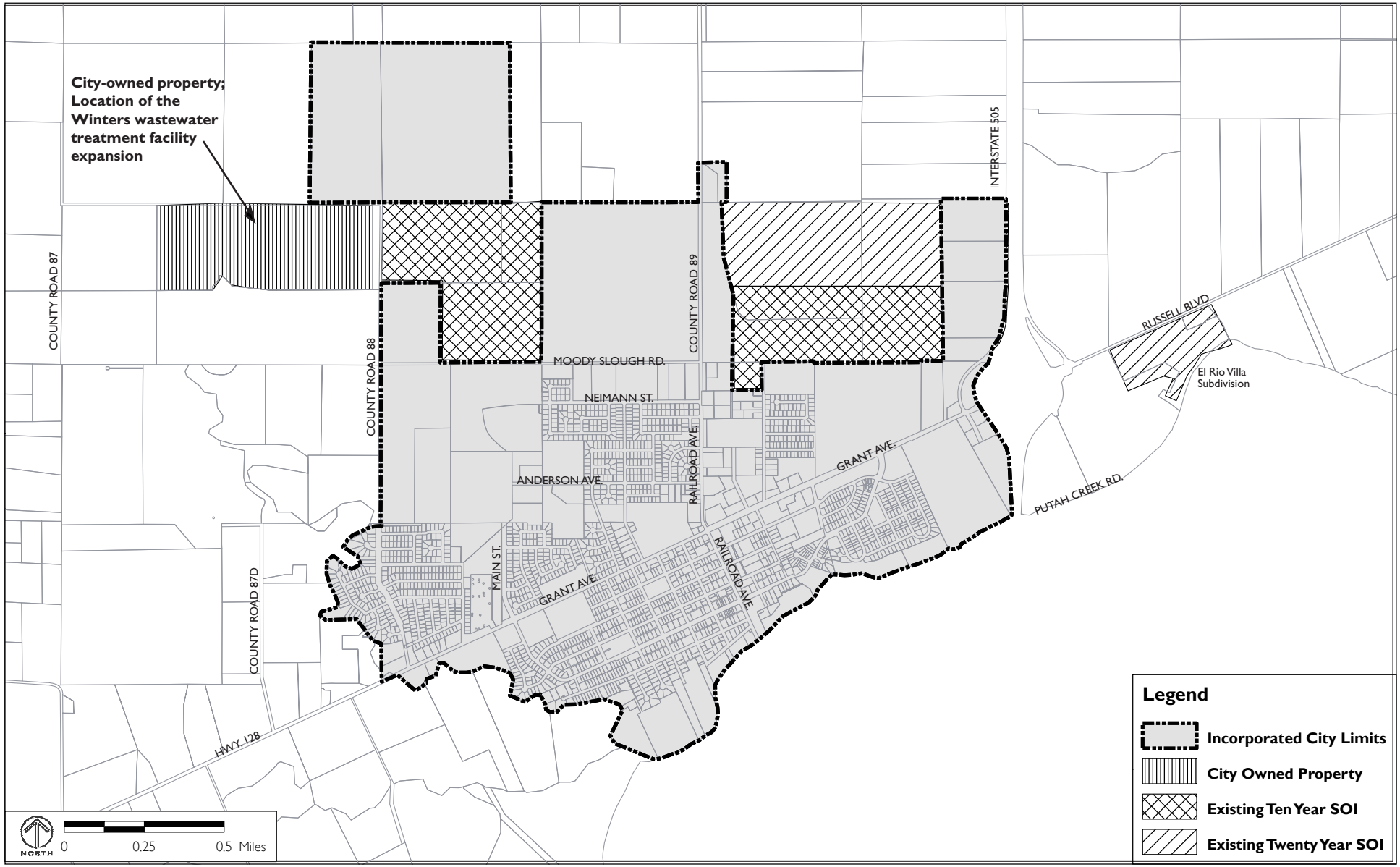
D. Proposed Sphere of Influence

Figure 1-1 depicts the existing SOI for the City of Winters. The ten year line includes 232 acres of vacant land outside the current city limits and the 20 year includes 150 acres. All of the land included in the existing SOI is privately owned. The one developed site located within the existing sphere lines is the El Rio Villa Yolo Housing Center. This housing center receives wastewater services from the City of Winters through an out-of-agency service extension agreement. It's inclusion in the sphere highlights that service connection.

The proposed SOI in this document includes the same area as the existing SOI but allocated in different timeframes and with the addition of the City-owned expansion area to the southwest of Winters' wastewater treatment facility (WWTF).

Figure 1-2 shows the proposed SOI, including the physical boundaries for the ten- and twenty-year sphere horizons. Chapter 9 provides a description and evaluation of four distinct areas which comprise the proposed SOI. With the exception of the El Rio Villa Housing Center, all of the areas evaluated are immediately adjacent to the existing city limits. The El Rio Villa Housing Center is included in the proposed SOI as an area for which the City provides wastewater services.

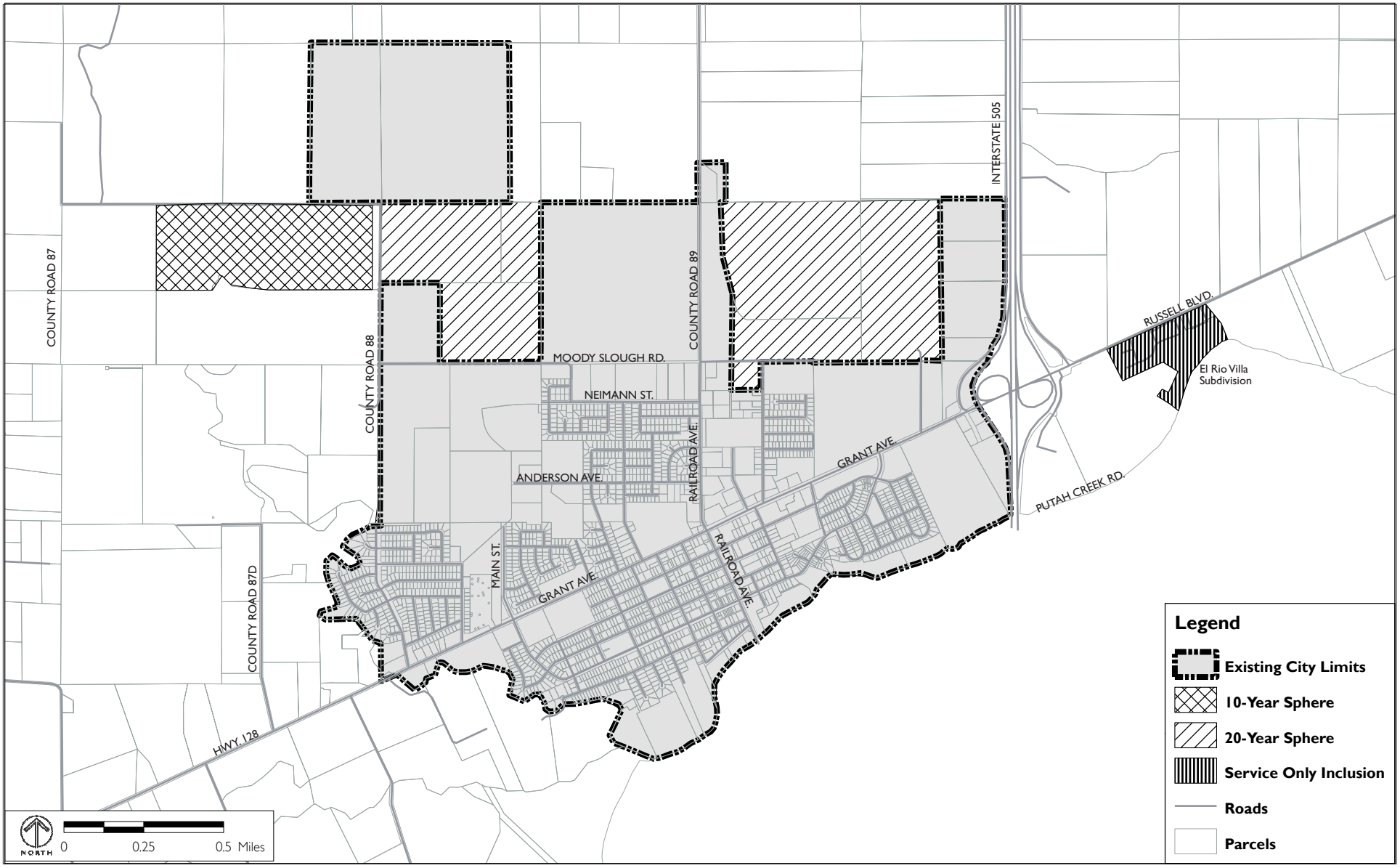
The proposed ten-year sphere would add the 113-acre city-owned property, located to the southwest of the main wastewater treatment facility, purchased for expansion of the wastewater treatment facility. The proposed ten year line and the city limits are 1,740 acres in size and include adequate land to accommodate projected growth through 2018. The proposed ten-year sphere is smaller than the existing ten-year sphere. This proposed reduction in the ten-year sphere is a response to current capacity for future development within city limits and existing vacant land within the city.



Source: Yolo County GIS information and the *City of Winters General Plan Policy Document*, 1992

FIGURE 1-1

CITY OF WINTERS' EXISTING SPHERE OF INFLUENCE AND CITY LIMITS



Source: Yolo County GIS

FIGURE 1-2

PROPOSED CITY OF WINTERS SPHERE OF INFLUENCE

and twenty-year spheres, with the addition of the city-owned property where the expansion to the wastewater treatment facility is located. The twenty-year sphere includes adequate land to accommodate projected population growth through 2028, the twenty-year sphere horizon. As shown in Figure 1-2, the El Rio Villa Housing Center is included in the proposed 20-year SOI as an area for which the City provides wastewater services and is therefore described in Figure 1-2 as a "Service Only Inclusion." The El Rio Villa Housing Center occupies approximately 35 acres of land. The proposed SOI, including the El Rio Villa Housing Center, and existing incorporated city land comprise approximately 2,122 acres.

2 INTRODUCTION

This Municipal Services Review (MSR) and Sphere of Influence (SOI) study was prepared for the Yolo LAFCO in compliance with the 2000 Cortese-Knox-Hertzberg Act. The 2000 Cortese-Knox-Hertzberg Act requires each LAFCO to review and update spheres of influence (SOI) on or before January 1, 2008 and every five years thereafter.

A. LAFCO and the Sphere of Influence

Government Code Section 56076 defines a SOI as a "plan for the probable physical boundaries and service area of a local agency, as determined by the Commission." An SOI is an area within which a city or district may expand through the annexation process. In simple terms, an SOI is a planning boundary within which a city or district is expected to grow over time.

The purpose of a SOI is to encourage "logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its communities." An SOI serves a similar function in LAFCO determinations as general plans do for cities and counties.

Yolo County LAFCO includes ten-year and twenty-year SOI boundaries for projected growth and service provision, with the understanding that no boundary is static. Ten-year and twenty-year SOI boundaries are established with consideration of the land required to accommodate projected growth; the ability of the City to provide water, sewer and community services; regional housing need; growth incentives and obstructions; agricultural land and open space; compatibility of present legal boundaries and census districts; and socioeconomic interdependency.

The City of Winters has identified an urban limit boundary (also referred to as urban limit line) which defines the General Plan Area and the area of projected City growth. The SOI proposed in this document as the extent of

probable, logical and efficient growth for the City of Winters includes the same physical area as the City's existing urban limit line.

B. LAFCO and Municipal Services Reviews

The Cortese-Knox-Hertberg Act of 2000 identified nine written determinations that must be included in Municipal Services Reviews. Since then, the required determinations have been reduced to six, as described by the *Guide to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000* prepared in 2007 by the Assembly Committee on Local Government. These six factors are listed below.

- Growth and Population Projections for the Affected Area
- Present and Planned Capacity of Public Facilities and Adequacy of Public Services, including Infrastructure Needs and Deficiencies
- Financial Ability of Agencies to Provide Services
- Status of, and Opportunities for Shared Facilities
- Accountability for Community Services Needs, including Governmental Structure and Operational Efficiencies
- Any other Matter Related to Effective or Efficient Service Delivery, as Required by Commission Policy

LAFCO must conduct the MSR and adopt written determinations with respect to these six factors either prior to, or in conjunction with, any action to establish or update the SOI. This document dedicates a chapter to each of these determinations in the order listed above.

Adopted LAFCO policies emphasize the use of existing plans, data and information currently available for the preparation of MSR documents rather than requiring preparation of new service documents.

C. California Environmental Quality Act

This MSR is an informational document used for future actions that neither LAFCO nor the City have approved, adopted or funded. No physical action (e.g. construction of new facilities or expansion of existing facilities) is proposed in connection with this MSR. The proposed alterations to the City's SOI would identify the area where future growth is intended to occur, however these alternations to the existing sphere would not, in themselves, physically affect the environment. Therefore, this MSR and proposed alterations to the existing SOI are considered to be exempt from the California Environmental Quality Act (CEQA), pursuant to Section 15262 of the 2008 CEQA Guidelines. A notice of exemption pursuant to CEQA will be prepared by LAFCO.

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3 GROWTH AND POPULATION PROJECTIONS

This chapter identifies future growth projections for the City of Winters and the proposed SOI that need to be taken into consideration when planning for the provision of services. A detailed discussion on existing and future municipal services to meet the future demand identified in this chapter is included in Chapter 4.

A. Background

Winters is the smallest city in Yolo County, with a population of 7,052 according to the most current information available from the California Department of Finance.[1]

In 2006-7, Winters' population growth rate was 0.2-percent, compared to the Yolo County average of 1.8-percent. Since 1970 the City's growth rate has varied dramatically, as shown in Table 3-1.

The Land Use/Circulation Diagrams and Standards section of the Winters General Plan Policy Document provides a framework for growth within the City. Policies are included in this section to ensure that the rate and pattern of development promotes the efficient use and extension of public facilities and services, that adequate service provision is linked to the City's rate of growth, and that new developments are only approved when adequate public services and facilities will be available to accommodate this growth. In addition, the City establishes Development Agreements (DAs) for new developments in order to ensure funding for expanded service provision. DAs are further discussed in Chapter 5.

[1] California Department of Finance, http://www.dof.ca.gov/research/demographic/reports/estimates/cities-counties_1-2007, accessed July 21, 2008.

TABLE 3-1 **CITY OF WINTERS' HISTORIC POPULATION GROWTH**

Year	Population Size	Average Growth Rate
1970	2,419	-
1975	2,510	0.74%
1980	2,652	1.10%
1985	3,180	3.70%
1990	4,639	7.80%
1995	5,278	2.62%
2000	6,125	3.01%
2001	6,153	0.46%
2002	6,304	2.42%
2003	6,606	2.55%
2004	6,868	3.96%
2005	6,973	1.53%
2006	6,867	-1.52%
2007	6,885	0.26%
2008	7,052	2.4%
Average Annual Population Growth Rate (1970-2008)		2.21%

Source: California Department of Finance, http://www.dof.ca.gov; accessed January 23, 2008

B. Population and Development Projections

The population projections for the City of Winters presented in this document were established by the City based on approved and proposed projects, the historical growth rates discussed above, and additional data from the California Department of Finance. Population projections for the City's ten- and twenty-year spheres are described below and listed in Table 3-2. The estimated acreages for the ten- and twenty-year spheres are based on Yolo County Geographic Information System (GIS) data.

TABLE 3-2 **POPULATION PROJECTIONS FOR THE CITY OF WINTERS**

Year	Population	Net New Population	Annual Growth Rate (Avg.)
2008	7,052	--	--
2018	9,527	2,642	3.05%
2028	11,901	2,374	2.25%

Source: Sokolow, Dan, Community Development Director, City of Winters. Written correspondence with DC&E, January, 2008.

1. Ten-Year Sphere Horizon (2018)

Winters' population is projected to grow from 7,052 to 9,527 between 2008 and 2018. This projection is equivalent to a three-percent annual population growth and is based largely upon the approved and proposed projects identified in Table 3-3, with the exception of Winters II and Monticello. The projection assumes that approximately 827 new units will be developed through projects identified in Table 3-3 or similar projects, and that an average of 3.182 people will reside in each dwelling unit. The latter assumption is consistent with the California Department of Finance's 2008 estimate of persons per dwelling unit in Winters. This projection reflects a 3.05-percent annual growth rate between 2008 and 2018.

TABLE 3-3 **PROJECTED DEVELOPMENT IN WINTERS THROUGH 2018***

Project Name	Dwelling Units	Status
Winters Village East	5	Units completed; Some Occupied; No units were counted in 2007 population estimate (CA DOF)
Winters II	34	Units completed; all units have been leased
Winters Highlands	443	Approved Project
Callahan Estates	120	Approved Project
Creekside Estates	40	Approved Project
Hudson-Ogando	72	Approved Project
Cottages at Carter Ranch Phase 2	6	Approved Project
Anderson Place	28	Approved Project
Pearse Parcel Map	4	Approved Project
Mary Rose Gardens	28	Approved Project (Currently inactive)
Monticello	10	Approved Project
Orchard Village	74	Proposed Project (Application completed July, 2008)
TOTAL PROJECTED UNITS	**838**	

Source: Kelly, Kate, Planning Manager, City of Winters. Written correspondence with Isby Swick, DC&E, February, 2007 *It is expected that additional projects that have not yet been identified will be entitled and built over the next ten years.

The actual projects to be built by 2018 may vary depending on approval by City Council and development interest, and could likely include projects not identified at the time of this MSR.

The approved and proposed projects upon which the population estimate for the ten-year sphere is based are all located within the existing limits. There-

fore, the proposed physical boundary for the ten-year sphere horizon includes the existing city limits (approximately 1,627 acres) and the city-owned property where the wastewater treatment facility is located (approximately 113 acres), as shown in Figure 1-2, because this parcel is already partially developed and used to provide service to areas in and projected to be included in the City. The ten-year sphere is comprised of approximately 1,740 acres, and is expected to accommodate all growth through 2018.

2. Twenty-Year Sphere Horizon (2028)

The City's 2028 population projection of 11,901 reflects an annual growth rate of 2.25-percent from 2018 to 2028. The 2.25-percent annual growth rate is estimated based on approved and projected development and the City's average growth rate between 1970 and 2007.

The physical boundary for the twenty-year sphere horizon is delineated by the proposed SOI boundary, shown in Figure 1-2. As discussed in Chapter 1, the proposed SOI shown in Figure 1-2 encompasses the same area as the General Plan Area in addition to the city-owned property where the wastewater treatment facility is located. The proposed SOI is comprised of approximately 2,122 acres and has an estimated capacity to accommodate 12,705 residents. This estimate is based on the General Plan Land Use Designations as well as the General Plan allowances and assumptions identified in Table 3-4.

TABLE 3-4 **GENERAL PLAN ASSUMPTIONS FOR RESIDENTIAL CAPACITY**

Residential Designation	Allowable Units/Gross Acre	Assumed Persons/ Dwelling Unit
Rural	0.5 -1.0	2.8
Low	1.1- 4.0	2.8
Medium	4.1- 6	2.3
Medium-High	6.1- 10.0	2.3
High	10.1- 20.0	2.0

Source: City of Winters, May 19 1992, City of Winters General Plan Policy Document.

Table 3-5 provides additional detail regarding capacity estimates for the SOI. The City projects that redevelopment of areas within the Central Business District zone with mixed-use projects emphasizing residential use could potentially increase the General Plan Area's capacity to 13,000.[2] Since the capacity of the proposed SOI is estimated to be slightly greater than the projected twenty-year sphere population of 11,901, the proposed SOI is adequate to accommodate projected growth.

TABLE 3-5 **RESIDENTIAL CAPACITY OF WINTERS' GENERAL PLAN AREA**

Residential Designation	Approximate Gross Acres at Buildout (acres)	Allowable Units Per Designation (dwelling units)	Maximum Capacity (residents)
Rural	59	59	165
Low	374	1,496	4,189
Medium	392	1,884	4,333
Medium-High	86	860	1,978
High	51	1,020	2,040
Total	962	5,319	12,705

Source: City of Winters, May 19 1992, City *of Winters General Plan Policy Document.*
Note: Calculations are based on General Plan allowances and assumptions discussed in Table 3-4. Gross acres approximations assume that gross acreage is equivalent to 125% of the net acreage provided in Chapter 2.

[2] Sokolow, Dan, Community Development Director, City of Winters. Written correspondence with DC&E, January, 2008.

C. Determination

The City of Winters has policies and procedures to ensure that buildout of the General Plan will occur in a reasonable manner so as to ensure the adequate provision of services. The Land Use/Circulation Diagrams and Standards section of the Winters General Plan Policy Document includes policies to ensure that the rate and pattern of development promotes the efficient use and extension of public facilities and services, that adequate service provision is linked to the City's rate of growth, and that new developments are only approved when adequate public services and facilities will be available to accommodate this growth. Procedures utilized by the City to ensure reasonable growth include the establishment of Development Agreements (DAs) for new developments in order to ensure funding for expanded service provision.

The proposed 20-year SOI, which includes he same area as the General Plan Area, has adequate capacity to accommodate all projected growth through 2028. The City has experienced varied annual population growth rates, ranging from 1.5- to 7.8 percent since 1970. The City's 2008 population was estimated to be 7,052 by the Department of Finance.[3] The population is projected to reach 11,901 by 2028, based on historic growth rates, and approved and proposed development projects.

[3] California Department of Finance, http://www.dof.ca.gov/HTML/DEMOGRAP/ReportsPapers/Estimates/E1/E-1text.php; accessed January 23, 2008.

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4 INFRASTRUCTURE NEEDS AND DEFICIENCIES

The purpose of this section is to evaluate the present and planned capacity of public facilities, including infrastructure needs and deficiencies, and adequacy of public services provided by the City of Winters.

The *City of Winters General Plan Policy Document,* adopted in 1992, includes the following policies to ensure that public facilities and infrastructure are adequate to provide for existing and projected populations:

- The City shall encourage development to occur in a sequence that promotes the efficient use and extension of public facilities and services. (I.A.3.)
- The City shall link the rate of growth in Winters to the provision of adequate services and infrastructure, including schools. To this end, the City shall prepare and adopt a program to ensure that growth occurs in an orderly fashion and in pace with the expansion of public facilities and services. (I.A.4.)
- The City shall not approve new development unless the capacity of needed public services and facilities, including school facilities, is sufficient to accommodate that new development or a mechanism that ensures the needed facilities will be available in a timely fashion is in place. (I.A.5.)

These policies are supported by the impact fees, Development Agreements (DAs) and related programs discussed in Chapter 4 and Chapter 5 of this document.

A. Fire Protection and Emergency Medical Services

The information presented in this section is based on written and oral communication between DC&E and City staff, including Scott Dozier, Chief of the Winters Fire Protection District.

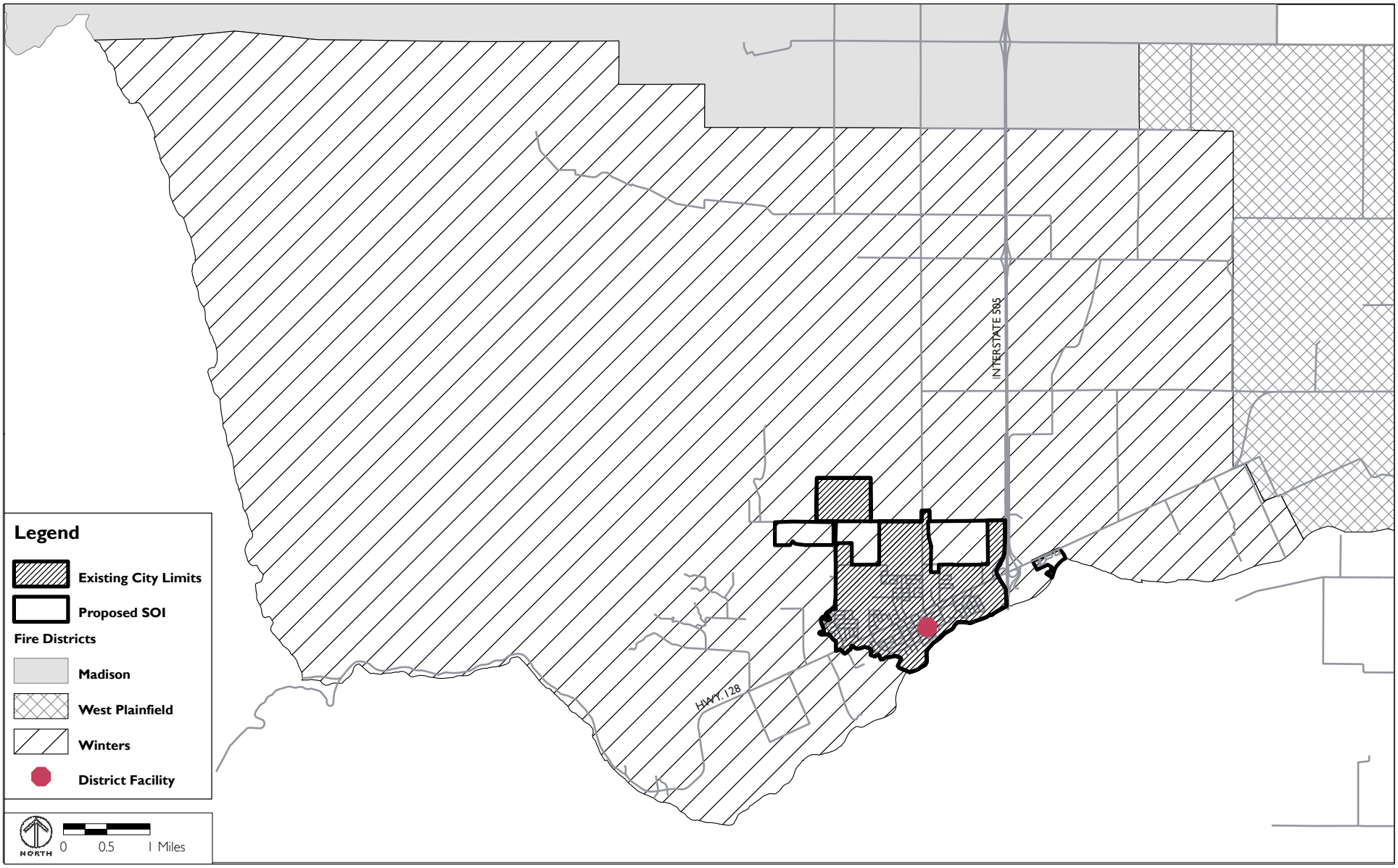
The City of Winters has contracted with the Winters Fire Protection District (District) for fire protection services since 1991. The contract for services between the District and the City is amended on an as-needed basis, and was most recently amended in 2005. In accordance with the contract, the City pays the District for their services. In addition, the City of Winters' Director of Financial Management currently assists the District in preparing its budget. The City Manager, for the city council, and the Board of Fire Commissioners are presently exploring the potential of reversing the current agreement so that the City would provide contract service to the Winters Fire Protection District, as further discussed in Chapters 5 and 7.

The Fire District's budget for the 2007-2008 fiscal year is $730,687, which is financed primarily by property taxes assessed by Yolo County in the District's service area and by the Winters' General Fund. The City's contribution to the 2007-2008 budget is $409,872, which is over 55-percent of the total budget.[1] City impact fees have been used to acquire equipment, including air packs, radios, and three one-ton trucks.

The Winters Fire Protection District provides fire suppression and prevention, first responder medical aid, and search and rescue service for the geographical area encompassed by the District (see Figure 4-1). The Board of Fire Commissioners is composed of five members, all of whom are appointed by the Yolo County Board of Supervisors, and is responsible for overseeing the Winters Fire Protection District as well as the contract with and service to the City of Winters.

Ambulance service for the City and District is provided by a private company, American Medical Response (AMR), under contract with Yolo County. AMR units respond primarily from Davis, and from Woodland and West Sacramento when AMR resources in Davis are committed. The con-

[1] Scott Dozier, Fire Chief, Winters Fire Department, MSR Questionnaire received November 26, 2007.



Source: Yolo County GIS

FIGURE 4-1

WINTERS FIRE PROTECTION DISTRICT

-tractual "on scene" target response time is 20-minutes, and is usually met by AMR. The District charges a $104 first responder fee to the party receiving medical aid.

1. Existing Facilities and Services

The Winters Fire Protection District fire station is located within city limits at 10, 12, and 14 Abbey Street. Table 4-1 describes department facilities and lists the equipment that they house. The combined facility footprint is approximately 0.5 acres. The existing station does not include resident quarters and the office area has been identified by the department as inadequate. The City is exploring opportunities to address this need, as discussed below in Section A.3 (Provisions for Future Growth and System Improvement).

TABLE 4-1 **WINTERS FIRE STATION AND EQUIPMENT**

Address	Facilities	Equipment
10 Abbey Street	3,178 SF- Apparatus Floor 714 SF- Office 714 SF- Storage 168 SF- Restroom/Utility	Engines 26 and 226 Squad 26 Water 26 and 226 OES- 224 Cook trailer
12 Abbey Street (Shop Area)	2,686 SF- Work/Tool Rooms 750 SF- Storage	1914 American LaFrance fire engine.
14 Abbey Street (New Station)	2.106- Apparatus Floor 600 SF- Kitchen 1,000 SF- Training (2nd floor) 250 SF- Restrooms/Utility	Grass 26, 226, and 326 and the department's 1940 Buffalo fire engine.
Combined Outdoor Area	6,265 SF- Rear Parking 1,334 SF- Wash Rack Area	

Source: Scott Dozier, Fire Chief, Winters Fire Department, MSR Questionnaire received November 26, 2007.

The District is addressing the need for equipment through their capital replacement plan, which has guided the replacement of several pieces of equipment. The District anticipates the replacement of Grass 226 and Engine 226 with a multi-tasking engine when funds are available. The City collects funds to be used for new equipment by assessing impact fees on new development.

There are 192 fire hydrants within the City. City policy states that fire hydrants shall be located no further than 300-feet apart and placed in locations approved by the Winters Fire Protection District Chief. Fire hydrant flows range from 400- to 1,000- gallons per minute (GPM) in the old part of town and 1,000- to 4,000- GPM in the new part of town or where lines have been replaced.

The District is comprised of career staff and volunteer firefighters. The career staff includes one Fire Chief, two Fire Captains, one firefighter, and one part-time secretary. Volunteer firefighters currently include one Lieutenant, eight Emergency Medical Technicians (EMT) and twelve firefighters. Since 2005 when the most recent contract was signed between the City and District, fire staff pay and benefits have been significantly increased.

However, volunteer numbers vary from month to month, as volunteer recruitment and retention become difficult. To compensate for variable volunteer response, due to volunteers' other commitments, the District trains and utilizes the City's Department of Public Works employees in fire and emergency response. Trained staff members are available to respond to emergencies during business hours; 7:30 am to 3:30 pm.

Although the District's business hours are from 8:00 am to 4:00 pm, Monday through Friday, the District provides 24-hour emergency coverage. Three staff members are on-call, or available to respond to calls, between the hours of 4:00 pm and 6:00pm, and 6:00 am and 8:00 am. In addition, one staff member responds to calls between 6:00 pm and 6:00 am.[2] Both volunteer and career staff respond from home to the fire paging system administered by the Yolo County Communications Emergency Service Agency.

[2] During non-business hours, staff members that respond to calls are not necessarily at the District facility.

During the 2006 calendar year, the District responded to 626 service calls, averaging 1.73 calls per day. Calls from within the city limits accounted for 56-percent of these calls, while 23-percent of calls were from within the District and 19-percent were mutual aid calls from surrounding districts. Within the City, 43.9-percent of service calls were for medical aid, 16-percent were fire related and 40 percent were miscellaneous (e.g. tree removal from roadways during or after storms). Average response times are 4:37 minutes within the City and 9:06 minutes within the District. The District is therefore meeting the response time goal of 5:00 minutes for emergency calls within the City set by the City of Winters 1992 General Plan.

In order to reduce fire risk in the City of Winters, the City has required fixed fire protection systems (sprinklers) in businesses over 4,000- square-feet since the early 1990's, and adopted an ordinance requiring fixed-fire/life safety systems in new residential units in 2001. These actions have helped the City in reducing overall demand on the fire department.

2. Mutual Aid Agreements

A mutual aid agreement between fire authorities in Yolo County, including the Winters Fire Protection District, was signed in 2007. In addition to mutual aid agreements within Yolo County, the City maintains an informal mutual aid agreement with Solano County fire agencies, in particular the Dixon Fire Department and the Vacaville Fire Department. As over half of the Winters Fire Protection District is within a State Responsibility Area (SRA), the California Fire Alliance (California Fire) also responds during fire season (May through November). California Fire has access to five Type 3 engines, a rotary wing air craft, an Air Coadunation air craft, three fixed wing air craft, two bulldozers, and one hand crew.

Aid agreements are intended to improve efficiency in responding to emergencies in the region. For instance, in the event of a structure fire in Winters, a type 1 engine is dispatched from Station 30 of the West Plain Field Fire Protection District just west of Davis. If additional engines are needed, type 1

engines will be dispatched from Dixon, Madison, Esparto, and/or Willow Oak.

The State Responsibility Area (SRA) of the District is also under the authority of CAL-FIRE (previously known as CDF). The standard response in the event of a wildland fire would include one fire engine company, one CAL-FIRE chief, two bulldozers, one air attack, two fixed wing aircrafts, one rotary wing aircraft, and one hand crew.

3. Provisions for Future Growth and Systems Improvement

The General Plan includes policies to ensure that an adequate level of fire protection service is maintained as new development occurs (General Plan Goal IV.G). Supporting General Plan policy IV.G.1 requires that the Fire Protection District maintain an overall fire insurance (ISO[3]) rating of five or better for the City of Winters. The General Plan policy sets the emergency response time goal at 5:00 minutes.

In order to ensure an adequate level of fire service for the current and future population, a new public safety facility has been proposed to house both fire and police. This facility, which would be located on the west side of the City where it would be centrally located to residential development at buildout, is in the planning stages and could be on-line as soon as 2010. The City is currently exploring financing options for this facility. In addition, the District plans to replace Engine 226 and Engine G226, both of which are housed at the 10 Abbey Street facility, with a multi-tasking Type 1/3 engine; however, these upgrades are currently on hold due to financial constraints.

The primary challenges to providing an adequate level of fire protection services to the City's growing population have been identified as staff retention and funding. As the volume of service calls increases, higher demand is placed on staff. This can lead to an excessive work burden on staff, and ultimately

[3] ISO (Insurance Services Office), ratings are on a scale of 1 to 10 and are used to determine the overall fire protection in a community. Lower numbers indicate better fire protection.

lower levels of service. While volunteer staff help compensate for the increased demand, such staff are also becoming more difficult to retain due to increasing training requirements.

4. Determination

Fire protection and emergency services are currently provided to the City of Winters through a contract with the Winters Fire Protection District. The District is responsible for providing service to the entire geographical area within the District and the City from the one fire station inside the City limits. The District is currently meeting the response time goal of 5:00 minutes for emergency calls within the City as set forth in the 1992 *City of Winters General Plan Policy Document*.

As the City grows, it is anticipated that demands on the District will increase. The City and District are proactively planning for this projected future demand. The City and District are in the process of exploring the potential for the City to contract services to the Winters Fire Protection District, with the intention of providing a higher level of service and meeting the needs of future urbanized development. In addition, the City is in the process of planning a public safety facility, which could be online as soon as 2010. This facility would be centrally located to residential development at buildout and would improve the City and/or District's ability to provide a high level of service for current and future residents.

These coordinated planning efforts, which include consideration of fire staff pay and benefits, are anticipated to provide adequate fire service for new growth areas. Development fees and the expanded tax base that results from new development will provide funding for additional fire stations, including the new public safety facility, equipment, and personnel.

B. Law Enforcement

The information provided in this section is based primarily on written communication and phone interviews conducted by DC&E with Bruce Muramoto, Chief of the Winters Police Department.

1. Existing Facilities and Services

Police protection services within cCty limits are provided by the Winters Police Department, which operates out of a 1,200 square-foot police facility located at 318-A First Street. Police services in unincorporated areas are provided primarily by the Yolo County Sheriffs Department and California Highway Patrol.

The Winters Police Department maintains an informal mutual aid agreement with Yolo County law enforcement agencies and is a participant in the California Mutual Aid Plan, in accordance with the California Emergency Services Act and the Master Mutual Aid Agreement. The latter agreement would be utilized during emergency situations that are beyond the control of a local enforcement agency. The City of Winters funds the Police Department primarily through the General Fund. The Department's budget was $2.2 million for the 2006-2007 fiscal year.[4]

The General Plan includes policies to ensure that an adequate level of police service is maintained as new development occurs. One of these policies (Policy IV.F.1) sets the goal (Goal IV.F) of maintaining an average 3:00-minute response time for emergency (Priority 1) calls. The Department is currently meeting this standard within City limits.

The City of Winters is one of the "safest" communities in the region. According to the Uniform Crime Reporting (UCR) Program, there were seven

[4] City of Winters, July 10, 2006, City of Winters 2006-2007 Approved Operating Budget.

violent crimes and 155 property crimes in the City of Winters in 2006.[5] Violent crimes involve threat or force and include the offenses of murder and non-negligent manslaughter, forcible rape, robbery, and aggravated assault. Property crimes include the offenses of burglary, larceny-theft, motor vehicle theft, and arson. Based on the UCR Program 2006 data, the crime rate in Winters is 1.02 violent crimes and 22.7 property crimes per 1,000 people. In the surrounding cities of Davis, Dixon, Vacaville and Woodland, the 2006 UCR Program data reports violent and property crime rates that exceed that of Winters, as shown in Table 4-2. This data supports the Department's description of Winters as "very safe."[6]

TABLE 4-2 **UNIFORM CRIME REPORTING FOR WINTERS AND SURROUNDING CITIES IN 2006**

City	Violent Crimes per 1,000 Residents	Property Crimes per 1, 000 Residents
Davis	3.4	30.1
Dixon	3.8	34.4
Vacaville	2.9	25.4
Winters	1.02	22.7
Woodland	2.5	34.8

Source: Federal Bureau of Investigation, Uniform Crime Reports, http://www.fbi.gov/ucr/cius2006/data/table_08_ca.html, accessed 5/5/08.

The Winters Police Department's current staffing includes 11 sworn officers, including one chief, two sergeants, one corporal and seven patrol officers, as well as three civilian positions. Civilian positions include one records man-

[5] Federal Bureau of Investigation, Uniform Crime Reports, http://www.fbi.gov/ucr/cius2006/data/table_08_ca.html, accessed 5/5/08.

[6] Muramoto, Bruce, Police Chief, Winters Police Department, phone conversation with Isby Swick, DC&E, May 7, 2008.

ager, one community services officer, and one part-time property and evidence clerk. Currently, two patrol officer positions are vacant.

The vacant patrol officer positions are expected to be filled by the end of the calendar year, at which time the Department will be operating with a ratio of 1.02 patrol officers per 1,000 residents. As the City standard for police personnel is for a minimum of 1.7 officers per 1,000 residents, the current officer per resident ratio is slightly below City standards. Despite operating below this standard, the City experiences a low volume of crimes and the Department meets the 3:00-minute response time goal for emergency calls discussed above.

The Department prefers to evaluate staffing needs based on in-house staffing calculations rather than staffing ratios. Based on in-house calculations, the Department has identified a need for six additional patrol officers at present, for a total of 15 sworn officers, and has projected that 25 sworn officers will be necessary by buildout.[7] The present need for 15 officers assumes that 5.5 Full Time Equivalent (FTE) officers are needed in order to have one officer on duty at all times. In order to have two officers on duty at all times, which the Department identifies as necessary to ensure adequate service levels, eleven patrol officers are needed in addition to the four command staff positions. The projected need for 25 officers by buildout was calculated using similar staffing ratios with consideration of population growth. The City Council and City staff recognizes the need for increased staff and are addressing it through the budgeting processes discussed in Chapter 5.

2. Provisions for Future Growth and Systems Improvement

As unincorporated areas are annexed into the City, the Winters Police Department will expand police services in order to adequately provide services to annexed areas. As discussed above, a new public safety facility for Winters is in the planning stages and would be located on the west side of town where

[7] Muramoto, Bruce, Police Chief, Winters Police Department, phone conversation with Isby Swick, DC&E, May 7, 2008.

it would be central to residential development at buildout. The City is currently exploring financing options for this facility, which could be online as soon as 2010. The facility would house police and fire service and improve overall level of service by providing adequate facilities in which these departments can conduct daily operations and store necessary equipment.

The added operational costs that result will be funded through the General Fund, as new development will contribute to an expanded tax base. Capital costs for facilities and equipment will be funded by one-time impact fees assessed on new development.

3. Determination

The Police Department is currently meeting its response time standard within city limits; however, the Department has identified the need for six additional patrol officers at present, for a total of 15 patrol officers. Despite slightly low staffing levels, the City of Winters is considered a safe city by the Department Chief and City staff and maintains low crime rates. While the City's 2006-2007 budget for police services is not at a level to allow for the hiring of the six additional officers, the City plans to increase staffing as funds become available. The planned public safety facility, which could be on-line as soon 2010, is expected to improve the Departments ability to provide a high level of service.

The equipment necessary to provide adequate service to future development within the proposed SOI will be funded by assessing development fees on all new development. Furthermore, the City has multiple planning processes in place, including annual budget and master plan updates, to ensure that opportunities to improve the level of police service are identified.

C. Water Supply and Treatment

This section summarizes the City's ability to provide adequate water service within current and projected city limits. The information presented in this

section is based primarily on the *City of Winters Water Master Plan, December 2006 (WMP)* and information provided by City staff.

Existing water service infrastructure, as well as wastewater and storm drainage infrastructure. This figure provides an illustrative of these systems only and is not to be referred to when making planning and design decisions that require accuracy.

The City of Winters provides water service to approximately 2,200 users within the City and the El Rio Villa Housing Center, which is located east of the City and owned by the Yolo Housing Authority (YHA). Otherwise, people in the unincorporated areas around the City receive water from private wells.

1. Water Source and Water Quality

Groundwater is currently the only water source for the City, although the City does hold an entitlement to divert water from Putah Creek. The City currently operates five wells, with groundwater elevations ranging between 42 and 69 feet. Groundwater in the vicinity of Winters is recharged primarily by subsurface inflow from the west and north, percolation, and seepage from Putah Creek and Dry Creek.[8]

2. Transmission and distribution system

The following section describes the major components of the City of Winter's water transmission and distribution system.

a. Pump Stations and Wells

The City currently operates five wells, which have a firm capacity of 6.9 million gallons per day (mgd) at 30psi. "Firm capacity" refers to the system capacity when the largest well is out of service, and is used to estimate the guaranteed capacity that can be accessed at any time. The wells are distributed

[8] RMC Water and Environment, December 2006, City of Winters Water Master Plan.

throughout the City, with locations in the downtown, northwestern, south, southwestern, and southeastern regions of the City.

As Well #1 was taken off-line and dismantled in 1995, the five wells include Well #2, #3, #4, #5 and #6. An additional, sixth well (Well #7) is partially constructed and is expected to be on-line by 2009. One of the existing wells serves as a "backup" well, capable of supplying the entire system if necessary. Chlorination, the only method of water treatment currently utilized by the City to treat groundwater, is administered by sodium hypochlorite injectors which are located on each in-service well which runs whenever the well is operating. The hypochlorite is pumped from 55 gallon drums and injected into the discharge pipe of the well just before the water supply enters the pipe network. The City is in the process of upgrading all well facilities to increase capacity and/or improve operating condition.

b. Water Mains and Pipelines

The water distribution system includes approximately 20 miles of pipeline and 2,200 water connections.

c. Water Storage

The City does not currently have any water storage facilities.

3. Water Quality

The City's water is tested annually for primary drinking water standards (including testing for barium, chromium, fluoride, nitrate, selenium, gross alpha particle activity, total trihalomethanes, lead and copper), secondary drinking water standards, unregulated substances, and coliform bacteria. Water quality at all utilized wells was within levels required by Federal and state regulation;[9] however, Well #4 was taken offline in June, 2007 due to biologic contamination. Since then, this well has been sanitized and redeveloped to eliminate the

[9] Ponticello, Nicholos, City Engineer, City of Winters. Written correspondence received by DC&E.

contaminant. Renovation of this well with modern pumping equipment and electronics is complete, and the well is back on-line.

4. Water Supply and Demand

The water supply assessment prepared as part of the *City of Winters Water Master Plan* indicates that current groundwater supply can meet demands at General Plan buildout with no risk of overdraft. Constraints to water supply are, therefore, associated more directly with well capacity.

The *Water Master Plan* evaluates water supply and demand for existing and General Plan buildout conditions based on Average Day Demand, Max Day Demand, Max Hour Demand and various Fire Scenarios. Methods used to calculate these demands are described in the *Water Master Plan.* The existing wells have a total capacity of 8.0 mgd during a Max Hour Scenario when well pressure is approximately 50 psi, and 10.1 mgd during Fire Scenarios, as shown in Table 4-3. The firm capacity is 5.5 mgd and 6.9 mgd for Max Hour and fire scenarios.

TABLE 4-3 **WELL CAPACITY AND WATER DEMAND**

	Capacity		Demand	
Scenario	Total	Firm	Existing	Buildout
Average Day	-	-	1.5 mgd	4.9 mgd
Max Hour (@50 psi)	8.0 mgd	5.5 mgd	6.0 mgd	18.9 mgd
Fire Scenario (@30 psi)	10.1 mgd	6.9 mgd	-	-

Source: RMC Water and Environment, December 2006, City of Winters Water Master Plan.
*Most current data available.

Water supply and demand modeling presented in the *Waster Master Plan* determined that there is adequate well capacity to meet the existing Average Day and Max Hour demands of 1.5 mgd and 6.0 mgd, respectively. However, the modeling also demonstrated that under certain fire conditions water supply pressure would drop below Federal and State requirements.[10]

5. Future Improvements to Water Distribution System

Water models presented in the *Water Master Plan* demonstrate that the development of six new wells is necessary to provide adequate water supply for the City at buildout. The actual number of wells required will depend upon the production of each new well. Existing and future projects to improve capacity, improve conveyance and ensure system control and reliability include:

- **Existing Water Conveyance Improvements.** These improvements include the 800-foot Almond Drive Loop Main and 31,390 linear feet (LF) of pipeline replacement ranging in diameter from 8- to 14- inches.
- **Existing and Future Well Improvements.** This includes the development of Future Wells A, B, C, D, E, and F, each with a capacity of approximately 1.90 mgd, System Control and Data Acquisition, major well maintenance and rehabilitation, and a portable emergency generator. Construction of future wells will increase total well capacity to 19.4 mgd, assuming all wells are in service.
- **Future Water System Expansions.** Expansion projects are comprised of water mains for various new developments, with an estimated length of 31,000 linear feet. Water mains for Creekside, Winters Highlands and Callahan Estates will also be necessary.
- **Other.** Other projects include the Residential Water Study and Urban Water Management Plan described below.

[10] Ponticello, Nicholos, City Engineer, City of Winters. P.E. Written correspondence received by DC&E.

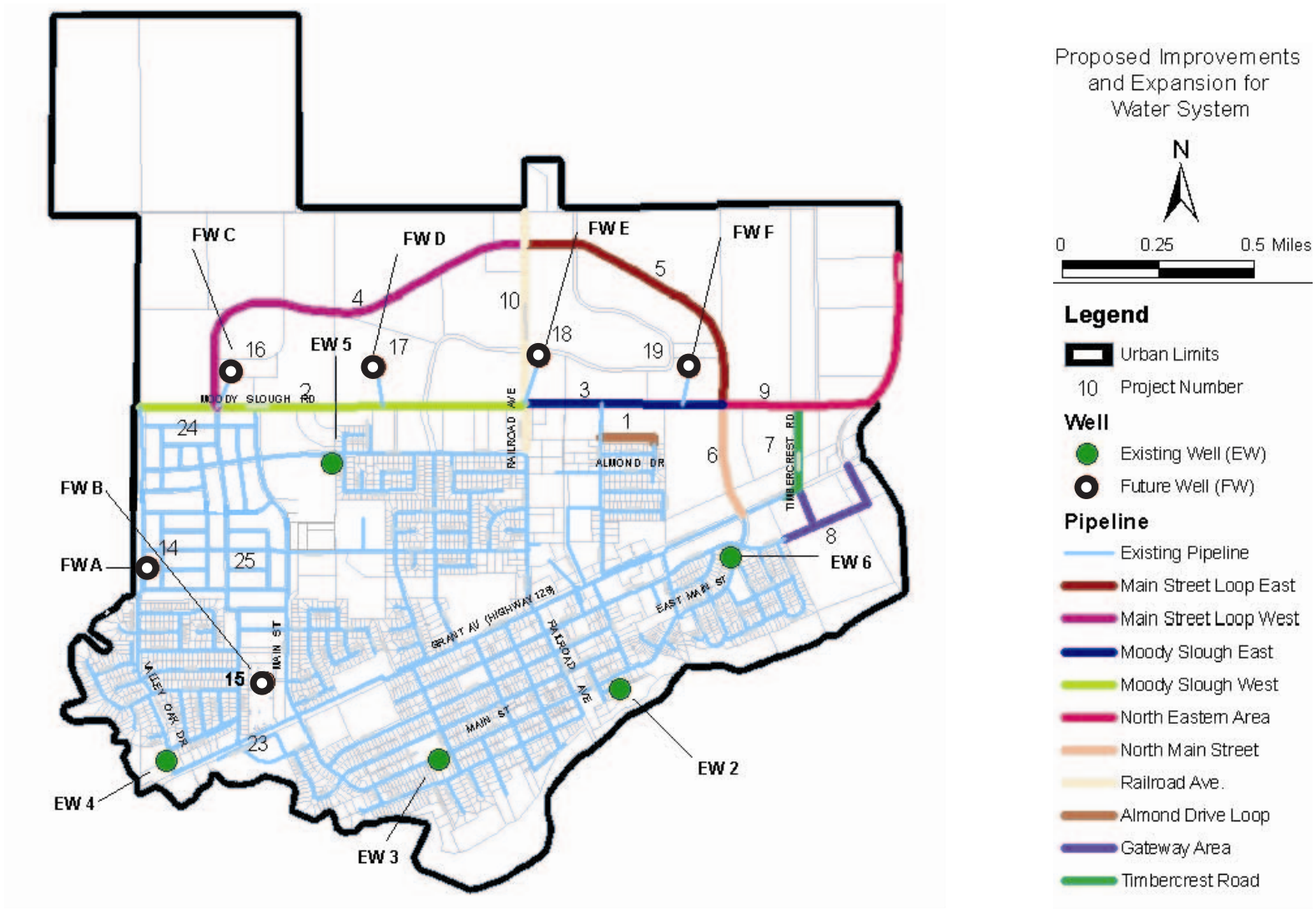
Figure 4-2 identifies the potential location of these projects, although the exact location will depend upon development configuration and other factors. The estimated capital cost for these projects is $27,940,100, which will be provided primarily through per unit impact fees. Water main projects for the developments of Creekside, Winters Highlands and Callahan Estates will be paid by developers. Further discussion of impact fees is provided in Chapter 5.

In accordance with AB 2572, urban water suppliers are required to charge for water based on meter readings at all homes that have water meters by January 2010, and install meters for all users by 2025. Section 10617 of the California Water Code defines urban water suppliers as "a supplier, either publicly or privately owned, providing water for municipal purposes either directly or indirectly to more than 3,000 customers or supplying more than 3,000 acre-feet of water annually."[11] As the City currently operates less than 3,000 connections, it is not considered an urban water supplier; however, it is anticipated that the City will reach 3,000 connections by buildout and will, therefore, need to comply with AB 2572. Although not considered an urban water supplier at this time, the City is currently in the process of studying metering options and has installed meters on 1,081 out of 1,969 homes.[12]

Installation of meters on all homes by buildout will allow the City to bill residents according to the quantity of water they use. This program would enable residents and the City to monitor domestic water usage and promote water conservation efforts throughout the City. The City will also need to adopt an Urban Water Management Plan (UWMP) prior to reaching 3,000 service connections in order to comply with the Urban Water Management Planning Act. In addition, the Water Master Plan recommends a Residential

[11] California Water Code, http://www.owue.water.ca.gov/docs/UWMPAct.pdf, accessed April 30, 2008.

[12] City of Winters, Water Meter FAQ, http://www.cityofwinters.org/public_works/meterFAQ.htm#StateLaw, accessed on March 21, 2008.



Source: RMC Water and Environment, December 2006, City of Winters Water Master Plan, Figure 5-1.

FIGURE 4-2

CITY OF WINTERS FUTURE WATER SYSTEM IMPROVEMENTS

Water Use Study in order to refine the estimate of actual water use and allow the City to identify and prioritize water conservation programs.

6. Determination

The City's projected water demand at buildout can be supplied by groundwater without causing overdraft. However, the capacity of the water supply system needs to be increased in order to provide adequate water supply under certain fire scenarios that could occur during existing conditions as well as for the estimated buildout population. At buildout, Average Day Demand is projected to increase by 3.4 mgd, and Max Hour Demand is projected to increase by 12.9 mgd.

The City plans to address increased water demand and the current lack of adequate supply during certain fire scenarios by constructing six new wells with an estimated combined capacity of 11.4 mgd, which will result in a total well capacity of 19.4 mgd assuming all wells are in service. This would be adequate to supply the projected buildout demand of 18.9 mgd. Other improvements include the development of new water mains and the replacement of 31,390 feet of existing pipeline. Capital costs to fund these improvements will be provided by development impact fees and user fees.

It is anticipated that the City will also develop an Urban Water Management Plan and conduct a Residential Demand Study before reaching buildout to identify potential conservation measures. Assuming that the City continues to implement planned improvements and comply with the Urban Water Management Planning Act, no constraints to providing adequate water supply for projected development are expected.

D. Wastewater Collection and Treatment

This section addresses the City's wastewater collection system and wastewater treatment facility (WWTF). The following documents are the primary sources for the information provided in this section:

- *The City of Winters Sewer Collection System Master Plan,* December 2006, guides operations and planning for wastewater collection service.
- *The City of Winters Revision to the Sewer System Master Plan- Wastewater Treatment Facilities, Final Report*, 1997, serves as the current plan for the WWTF.
- *The City of Winters Wastewater Facilities Master Plan Update 2007 (Draft)* is the primary source of baseline information regarding the WWTF presented in this section.

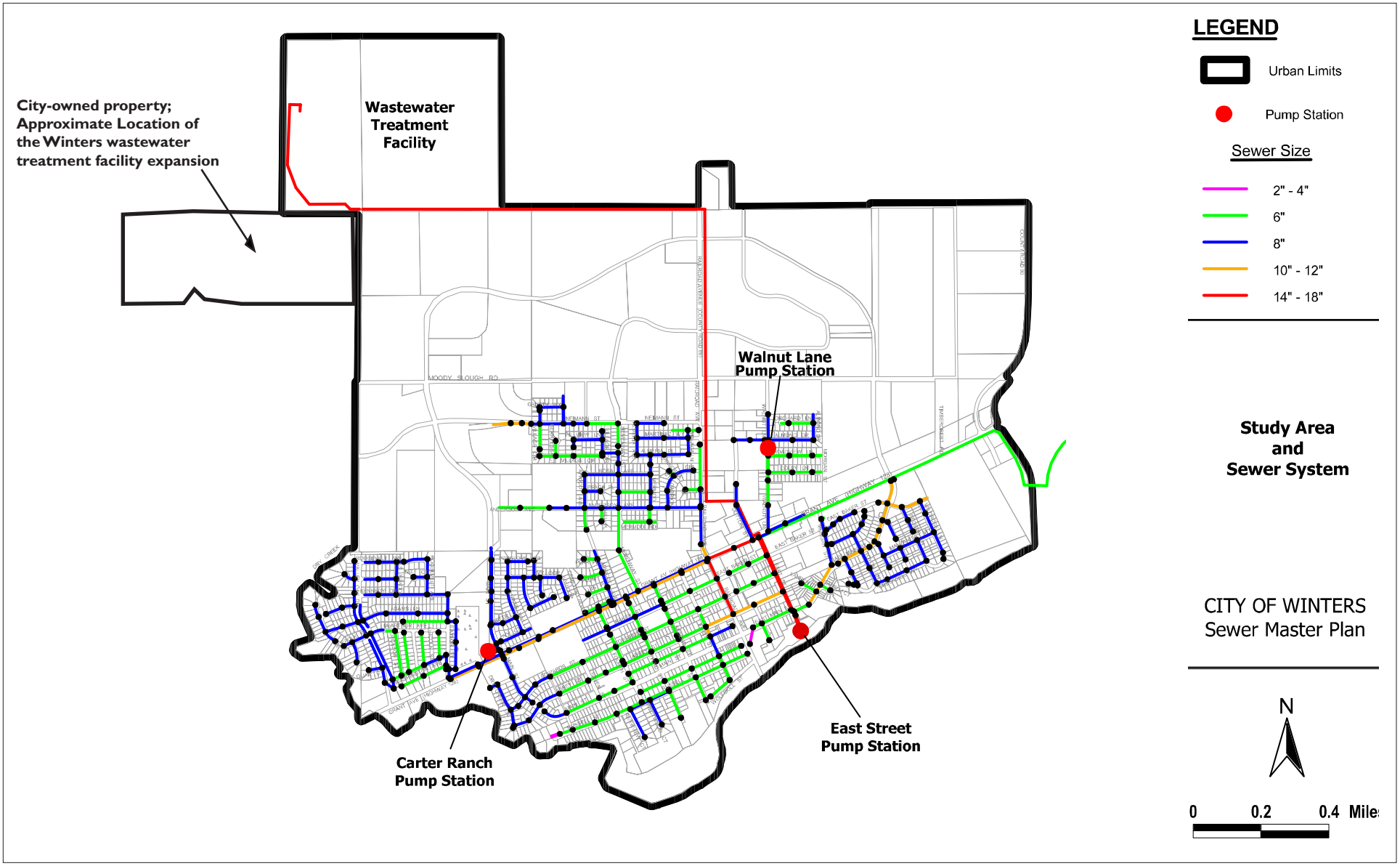
The City provides wastewater collection and treatment for residents in the City and El Rio Villa Housing Center, located approximately 0.7 miles east of the city limits, as shown in Figure 4-3. Southwest Water Company, a private company, is responsible for managing facility operations for the City of Winters wastewater treatment system. Residents in unincorporated areas use private septic systems.

1. Wastewater Collection System

This section describes the wastewater collection system, including existing infrastructure, system capacity, and future improvement plans. The information presented in this section is based on the *City of Winters Sewer Collection System Master Plan*, December 2006 and written communication between Nick Ponticello, City Engineer, and DC&E.

a. Existing Infrastructure

Wastewater within the service area is gravity fed to the East Street Pump Station, with the exception of the El Rio Villa Housing Center which arrives at the East Street Pump Station via a force main. All wastewater is conveyed by the East Street Pump Station to the Wastewater Treatment Facility (WWTF) via a forced main. The collection system includes 136,620 linear feet (LF) of pipe as well as the four pump stations described below.



Source: RMC Water and Environment, December 2006, City of Winters Sewer Collection System Master Plan.

FIGURE 4-3

CITY OF WINTERS EXISTING WASTEWATER COLLECTION SYSTEM

- **East Street Pump Station.** All of the City's wastewater flows are conveyed by the other pump stations to the East Street Pump Station, located in the southeast portion of the City. This station pumps wastewater northward to the WWTF through a 14-inch force main.
- **El Rio Villa Pump Station.** Located outside of city limits in the El Rio Villa Housing Center, the El Rio Villa Pump Station conveys wastewater from the subdivision to the East Street Pump Station via the El Rio Villa force main. The pump station and force main are owned by Yolo County Housing and maintained by the City through a 1979 maintenance/use-agreement which is under on-going discussions.
- **The Walnut Lane Pump Station.** The Walnut Lane Pump Station lifts wastewater flows collected from the Almond Ranch subdivision into the gravity fed system that directs flows to the East Street Pump Station, from where it is conveyed to the WWTF for treatment.
- **The Carter Ranch Pump Station.** This pump station was constructed in 2003 and lifts flows from the Carter Ranch subdivision into the gravity fed system which conveys flows to the East Street Pump Station, where it is conveyed to the WWTF.

b. Existing and Projected Wastewater Flow

Wastewater collection systems and facilities are typically designed with consideration to both average dry weather and peak wet weather conditions, which simulate steady conditions and extreme conditions, respectively. Although the steady conditions are more typical, sewer systems are typically designed to accommodate the extreme conditions represented by the peak wet weather flow.

The total average daily wastewater flow for the City is 0.84 mgd under existing conditions and is projected to be 2.81 mgd at buildout, as shown in Table 4-4. The existing and projected peak wet weather flows of 2.96 mgd and 9.67 mgd for existing and buildout conditions, respectively, are also shown in Table 4-4.

TABLE 4-4 **WASTEWATER FLOW PROJECTIONS FOR COLLECTION SYSTEM**

Estimated Flow	Existing (2002) (mgd)	Buildout (mgd)
Average Dry Weather Flow (ADWF)	0.84	2.81
Peak Wet Weather Flow	2.96	9.67

Source: RMC Water and Environment, December 2006, City of Winters Sewer Collection System Master Plan.

c. Collection System Capacity

The existing capacity of the sewer collection system is approximately 2.3 mgd, based on the capacity of the East Street Pump Station which currently pumps all wastewater flow to the WWTF. The current system is therefore adequate to accommodate current (2002) average dry weather flows of 0.84 mgd, yet short of the necessary capacity to accommodate existing (2002) peak wet weather flows of 2.96 mgd. The City is in the process of improving the existing system to increase capacity as described in the following section.

d. Future Collection System Improvements

The City is currently implementing the recommendations made in the *Sewer Collection System Master Plan* that will enable the collection system to accommodate projected peak wet weather flows of 9.67 mgd at General Plan buildout. Recommendations that are currently being implemented include the following:

- **Existing Capacity Deficiency Projects.** This includes the Dutton Street sewer upsize.
- **Proposed Pump Station Expansion Projects.** Pump station expansion projects include four new pumping stations, and one lift station, to convey projected flow at buildout to the WWTF. In addition, the City plans to expand the East Street Pump Station and upgrade the Carter Ranch Pump Station.

- **Future Collection System Expansion Projects.** Collection system expansion projects are expected to include approximately 39,105 linear feet of new sewer as necessary to accommodate projected flows.
- **Other.** Other projects include, but are not limited to, the proactive development of a Sewer System Management Plan and implementation of a system-wide flow monitoring program.

At buildout, assuming the City continues to implement the recommendations of the *Sewer Collection System Master Plan,* flow from El Rio Villa will be directed to Future Pump Station C and flow from Carter Ranch will be conveyed to Future Pump Station A. Walnut Lane and Future Pump Stations B and D will convey flow to East Street Pump Station, necessitating an increase in the capacity of East Street Pump Station to 4.55 mgd. Table 4-5 shows planned wastewater flow conveyance and collection system conveyance at buildout. As described, the system capacity would be 9.69 mgd which is adequate to accommodate for peak wet weather flow of 9.67 at buildout.

TABLE 4-5 **PUMP STATION CAPACITY AT BUILDOUT**

Pump Stations that Convey Flow to Other Pump Stations	Pump Station to Convey flow to WWTF	Firm Capacity at Buildout
Walnut Lane	East Street	4.55 mgd
Future Pump Station B (Lift station)		
El Rio Villa	Future Pump Station C	3.35 mgd
Carter Ranch	Future Pump Station A	1.79 mgd
Total Projected Firm Capacity at Buildout		9.69 mgd

Source: RMC Water and Environment, December 2006, City of Winters Sewer Collection System Master Plan. Note: Only pump stations that convey flow to the WWTF are listed in this table.

The estimated capital cost for the implementation and management of these improvements is $21,214,000. These projects will be funded through water user fees and per-unit impact fees prior to buildout. As the 2007-2008 Enterprise Fund contained $1,153,910,[13] it is not anticipated that improvements will be implemented immediately. However, it is anticipated that improvements will be implemented by buildout. Impact fees are further discussed in Chapter 5.

2. Wastewater Treatment Facility

This section describes the WWTF, including existing infrastructure, system capacity and future improvement plans. The information presented in this section is based primarily on written communication between DC&E and Nick Ponticello, City Engineer, the *City of Winters Revision to the Sewer System Master Plan- Wastewater Treatment Facilities, Final Report*, 1997, and the *City of Winters Wastewater Facilities Master Plan Update* 2007 *(Draft)*. As the latter plan is currently in draft form, the information presented from this plan is limited to baseline information and flow projections.

a. Existing infrastructure and capacity

The WWTF is located four miles north of town and has a dry weather capacity of 0.92 mgd, which is adequate to accommodate the existing average dry weather flow of 0.60 mgd. The facility consists of two primary (stage-1) aerated ponds, two secondary (stage-2) aerated ponds, a polishing pond and chlorination facilities, and an effluent storage and recycling system. The storage and recycling system includes four storage reservoirs and 170 acres of effluent spray fields. Effluent from the WWTF is re-leased as irrigation to support native grassland during dry weather, and held in storage ponds during wet weather. Releasing effluent into grasslands was determined by the City to be the most economical method to dispose of effluent given the type of treatment and the land characteristics.[14]

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[13] Ponticello, Nicholas, City Engineer, City of Winters. Written correspondence with DC&E, January, 2008.

[14] Fletter, Jim, Assistant Engineer, Ponticello Enterprises. Written correspondence with DC&E, March, 2008.

b. Wastewater quality

The City operates the WWTF under Waste Discharge Requirements (WDR) issued by the Central Valley Regional Water Quality Control Board (RWQCB). In accordance with WDR provisions, a Background Groundwater Quality Study is currently being conducted to assess degradation of groundwater in the proximity of the WWTF. Initial data from the study indicates possible degradation of the groundwater. If groundwater degradation is found to be the result of WWTF operation, the requirement for best practicable treatment and control (BPTC) would be imposed by the RWQCB with a new WDR. It is possible that the facility's effluent storage and recycle system will require some type of storage pond lining and/or a higher level of treatment.

c. Projected flow

Wastewater flows for the projected buildout population of 12,500 are estimated at 1.62 mgd for average dry-weather conditions, with a peak flow of 6.0 mgd, as shown in Table 4-6. The peak design flow used for the WWTF is lower than the peak flows used for the collection system, as is typical for sewer systems. The reasons for this seeming discrepancy is that a collection system must be designed to accommodate peak instantaneous flow in order to avoid overflows, while treatment facilities are designed to treat average daily flows.

TABLE 4-6 **WASTEWATER FLOW PROJECTIONS FOR WWTF**

Existing (2006)	Buildout	
	Average Dry-Weather	Design Peak Flow
0.60	1.62 mgd	6.0 mgd

Source: Larry Walker and Associates, January 2007, City of Winters Wastewater Facilities Master Plan Update 2007 (Draft).

d. Future improvements

As discussed above, expansions to the WWTF are necessary in order to provide adequate wastewater service to the City's future population. The *City of Winters Revision to Sewer System Master Plan- Wastewater Treatment Facilities, Final Report, 1996,* recommends three phases of improvements. Phase I includes the improvements that were completed in 2001 and 2002 that increased the facility's dry weather flow treatment capacity to the current permitted capacity of 0.92 mgd. Recommended expansions for Phase IIwould increase the facility's treatment capacity to 1.625 mgd and the grassland disposal capacity to 1.41 mgd. Two alternatives were recommended for Phase III, both of which would increase the facility's final design capacity to 1.625 mgd. The alternatives include the Grassland Option in which effluent would continue to be disposed of through grassland/pasture irrigation, and the Reclamation/Reuse Option in which effluent would be reused in urban landscape or golf course irrigation. As discussed above, the City is in the process of preparing an update for the *City of Winters Wastewater Facilities Master Plan*. This update will include additional recommendations for improvements to the WWTF.

3. Determination

The City of Winters provides wastewater collection and treatment for an approximately 1,980-acre area which includes the area within the proposed SOI. SouthWest Water Company, a private company, is responsible for managing the City of Winters wastewater treatment facility. The City's sewer collection system and WWTF have adequate capacity to accommodate existing flows, with the exception of peak weather wet flows which could exceed the collection system capacity by up to 0.63 mgd under extreme conditions, as calculated by the *City of Winters Sewer Collection System Master Plan*, December 2006.

The City is implementing plans to increase the collection system capacity by buildout as well as the potential for the existing capacity to be exceeded during peak wet weather flows. These plans are intended to increase the capacity

to 9.69 mgd by buildout, accommodating projected buildout peak wet weather flows of 9.67 mgd.

The City is also in the process of implementing a three-phased plan to improve the WWTF. Phase I of expansions have been implemented, as recommended in the 1997 plan, and the City expects to implement Phase II and Phase III expansions to increase the WWTF's average dry weather flow capacity to 1.62 mgd. The projected flows for buildout are estimated at 1.62 mgd for average dry-weather conditions. It is expected that the capital costs required to implement improvements to the collection system and WWTF will be funded by development impact fees and usage fees.

Assuming that the City continues to plan and implement improvements to the existing wastewater system, it is anticipated that the City will be able to continue to provide adequate wastewater collection and treatment service to current and future populations.

E. Stormwater Drainage

The City of Winters is responsible for the construction and maintenance of the stormwater facilities within the City. The following documents are the primary source of information provided in this section as well as the primary guides to stormwater systems operations and planning:

- *City of Winters Storm Drainage Master Plan, 1992.*
- *City of Winters Draft Putah Creek/Dry Creek Subbasins Drainage Report, 2005.*
- *City of Winters Draft Moody Slough Subbasin Drainage Report, 2005.*

The latter two documents are flood plain facility management plans. The *City of Winters Draft Putah Creek/Dry Creek Subbasins Drainage Report* makes recommendations to attenuate and environmentally condition flows before delivering them into the existing pipe system, whereas the *City of Winters*

Draft Moody Slough Subbasin Drainage Report makes recommendations to reduce flooding conditions in the 100-year floodplain and environmentally condition the stormwater before delivering the water into Putah Creek.

1. Existing Floodplain

Overland flow within the proposed SOI is generally divided between the north and south side of Highway 128, or Grant Avenue. The area of the City north of Highway 128 lies within the Moody Slough Subbasin while the area south of Highway 128 lies with the Putah Creek and Dry Creek Subbasins. Moody Slough Subbasin consists of approximately 5.8 square miles and is largely undeveloped with the exception of the subbasin's southern portion that falls within the propsed SOI. The Putah Creek and Dry Creek Subbasins, which together comprise 1.4 square miles, are located to the south and west of the Moody Slough Subbasin.

Portions of the area within the proposed SOI lie in designated 100-year floodplains associated with Moody Slough, Putah Creek and Dry Creek Subbasins. In accordance with the Federal Emergency Management Agency (FEMA), construction within this area can only be permitted if first floor elevations are at least one-foot higher than the 100-year floodplain or the construction of flood control projects removes the area from the 100-year floodplain.

2. Existing Stormwater Drainage System

The stormwater drainage system consists of catch basins, manholes, and pipelines, and releases stormwater into Putah Creek. Putah Creek has the estimated capacity to accommodate 500-year storm events.[15] The 2005 *City of Winters Putah Creek/Dry Creek Subbasins Drainage Report* did not identify any constraints to increasing storm drainage discharges into Putah Creek by 1,000 cfs or less. If proposed discharges were to exceed 1,000 cfs, further evaluation would be necessary.

[15] US Department of Agriculture, Soil Conservation Service, July 1976, Flood Hazard Analysis: City of Winters.

Although there is minimal flooding within developed areas of the City during 100-year storm events, nine of the 17 stormdrain lines maintained by the City are undersize to some degree during ten-year storm events.[16] Specific capacity issues described in the 2005 subbasin drainage reports include the following:

- The capacity of existing culverts at Railroad Avenue and Moody Slough, Morgan Street, and East Main Street are exceeded during large storm events.
- The capacity of the existing Moody Slough channel and existing box culverts at Interstate 505 are exceeded during large storm events.
- In the 100-year, 10-day storm event, approximately eight cubic feet per second (cfs)spills from Moody Slough into Putah Creek.
- Several sections of pipe, located primarily in older areas of the City, are undersized for a 10-year storm event.
- During a 100-year storm event, 23 to 24 cfs spill over Highway 128 near Winters High School.

The existing stormwater drainage system requires improvements to accommodate large storm events. Additional improvement and expansion projects will be necessary prior to new development. The City is currently implementing the recommendations of the 2005 subbasin drainage reports to address capacity issues, as discussed below.

3. Future Stormwater Drainage Demands and System Improvements

Projected growth within the City of Winters will require improvements to and expansion of the existing storm drainage system. The 2005 drainage reports for Moody Slough, Putah Creek and Dry Creek Subbasins recommend projects that would protect existing and proposed development within the City's proposed SOI from the risk of flood damage and threats to public

[16] Ponticello, Nicholas, City Engineer, City of Winters. Written correspondence with DC&E, January, 2008.

safety. The City plans to implement the following recommendations of the 2005 *City of Winters Moody Slough Subbasin Drainage Report* by buildout:

- Putah Creek Diversion. Construction of the northern portion of the diversion channel with a 15-foot wide bottom. The southern portion of the diversion channel is discussed below in relation to Putah Creek and Cry Creek Subbasins.
- Detention/Water Quality Pond #1, #2, #3, #4 and #5. Five new detention/water quality ponds to be constructed within the Moody Slough Subbasin. Ponds #1, #2 and #3 are detention/water quality ponds; Ponds #4 and #5 will be regional water quality ponds.
- Runoff Corridor #1, #2, #3. Maintenance or expansion of Runoff Corridors #1, #2 and #3 capacity as necessary for buildout conditions during 100-year, 24-hour storm events.
- Winters North Drain. Construction of a 1,000 cfs channel along the north boundary of the proposed SOI to direct floodwater into Moody Slough.
- Relocated Winters Canal. Relocation of Winters Canal, ensuring a capacity of 65 cfs. Portions of the canal could be relocated as a buried pipeline in urban areas.

In addition, the City plans to implement the following recommendations of the 2005 *City of Winters Putah Creek/Dry Creek Subbasin Drainage Report* by buildout

- Rancho Arroyo Regional Detention Pond. Modification of existing pond to accommodate a new pump station.
- Putah Creek Diversion. Construction of a southern portion of the diversion channel with a 40-foot wide bottom and a capacity of 1,150 cfs, resulting in an increase in discharge into Putah Creek of 1,000 cfs.
- Putah Creek Detention/Water Quality Ponds #1, #2, #3, #4. Four new detention/water quality ponds will be constructed in the southeast quad-

rant of the City. Ponds #1, #3 and #4 will be wet water quality ponds, while Pond #2 will have dry water quality pond features.

- Grant Street Interceptor. Construction of a 110 cfs capacity interceptor between Broadview Lane and Highway 128 to direct flows into the Putah Creek Diversion Channel.
- Storm drain. Construction of a 66-inch storm drain with a capacity of 184 cfs running parallel to the south face of Highway 128 between Morgan Street and Putah Creek Detention/Water Quality Pond #3.

Based on 2005 year cost, the projected cost for implementing these recommendations is $19,748,585 for the Moody Slough Subbasin and $4,026,340 for the Putah Creek and Dry Creek Subbasins. The *Moody Slough and Putah Creek/Dry Creek Subbasins Storm Drainage Cost Allocation Report* was prepared in 2005 to address allocation of costs to land designated for development according to zones of benefit. The report recommends development impact fees that correspond to drainage zone and development type. It is expected that these fees will fund the capital costs to improve and expand the existing storm drain system to accommodate projected flow at buildout.

4. Determination

The City of Winters is responsible for the construction and maintenance of the stormwater facilities within the proposed SOI. The City lies within the Moody Slough, Putah Creek and Dry Creek Subbasins. Much of the area within proposed SOI is within designated 100-year floodplains. The existing stormwater system consists of catch basins, manholes, and pipelines, and releases stormwater into Putah Creek.

Putah Creek has an estimated capacity to accommodate 500-year storm events, existing stormwater flow, and the projected flow under buildout conditions; however, existing capacity deficiencies have been identified for several culverts, Moody Slough, and certain sections of pipeline during 10-year and 100-year storm events. Stormwater Drainage Reports, which are currently in draft form, were prepared for all three subbasins in 2005 that recommend improvements to address these deficiencies and to expand the system to ac-

commodate projected stormwater flow at buildout. The City is currently in the process of implementing recommended improvements and expansions. Development impact fees are expected to fund the capital costs to improve and expand the existing storm drain system in order to accommodate projected stormwater flow at buildout.

F. Parks and Recreation

The information presented in this section is based primarily on the *City of Winters General Plan Policy Document, 1992,* and written communication between DC&E and Dan Sokolow, Community Development Director, and Kate Kelly, Planning Manager.

1. Existing and Planned Facilities

The City of Winters operates and maintains seven recreational facilities, including the six recreational facilities listed in Table 4-7 and a community center. The Community Center, located at 201 Railroad Avenue, includes a 5,000 square-foot building with a kitchen and conference room as well as an outdoor shaded patio and amphitheatre. The community center is used for large gatherings and events including dance and yoga activities, theatre production, meetings, weddings, barbecues, fundraising dinners, and concerts. The Putah Creek Nature Park, designated by the General Plan as Open Space, is included in Table 4-7 as it provides additional recreational opportunities. Although referred to as a park, the Skateboard Park/Area is primarily concrete and is not considered as a park by the City.

The City's four parks comprise approximately 8.06 acres of developed parkland, which equates to 1.17 acres per 1,000 residents. The City is currently operating below the General Plan goal for the provision of parkland, which is seven acres per 1,000 residents. The City will be constructing two new parks in the next five to seven years that will add an additional 32 acres of developed parkland to the City's recreational facilities. These parks are listed in Table 4-7 as a Linear Park and Sports Field Park.

TABLE 4-7 **EXISTING AND PLANNED RECREATIONAL FACILITIES**

Facility	Size (acres)	Location	Principle Uses/Facilities
Blue Oak Park	1.74	East Main Street and Blue Oak Lane	Mini-soccer, T-ball, football, play structures
City Park	3.4	Main Street and Fourth Street Intersection	Picnics, Playground, baseball, softball, basketball, horseshoes, restrooms
Valley Oak Park	2.52	Near Valley Oak Drive and Grant Avenue Intersection	Playground, walking/jogging path, open play field, portable toilets
Rotary Park	0.4	East Main Street and Railroad Avenue Intersection	Events and gatherings (i.e. concerts and weddings), accessible restroom
Putah Creek Nature Park*	(30+)	East of Railroad Avenue, along Putah Creek	Walking, fishing, nature viewing; Designated Open Space by General Plan
Skateboard Park/Area*	(~0.11)	Near Grant Avenue and Valley Oak Drive Intersection; Property owned by PC&E	Skateboarding; Owned by PC&E and not considered as a City Park
Total Existing Parkland	~8.06 not including Putah Creek Nature Park or the Skate board Park/Area		

Planned Park Name	Size (acres)	Location	Principle Uses/Facilities
Linear Park	10	Winters Highland Subdivision Project	Not known
Sports Park	22	Closed Winters Landfill	Not known
Total Planned	32		

Total Existing and Planned	**~40.06 acres**

Source: Dan Sokolow, Community Development Director, City of Winters.

*Not a formal park; acreage does not count toward total City Park acreage

The City currently employs a Recreational Coordinator and two Public Works Field Staff whose primary duties are to maintain the existing park facilities. The Recreational Coordinator is responsible for planning and scheduling recreational activities in addition to other non-recreational program duties. The City also operates an After School Program and a Summer Youth Program.

As discussed above, two additional park facilities will be constructed within the next five to seven years. The addition of new facilities will increase the City's workload associated with operating recreational facilities, and therefore may require the City to employ additional staff members. It is anticipated that funding and land required for additional parks will be provided by a combination of impact fees assessed on new developments, parkland dedications required of new residential projects and, to a lesser degree, grants.

2. Determination

The City of Winters operates and maintains seven recreational facilities, including four parks and a community center. The City's four parks comprise approximately 8.06 acres of developed parkland, which equates to 1.17 acres per 1,000 residents. As the General Plan includes a goal for the provision of parkland of seven acres per 1,000 residents, additional parkland is required to meet the needs of the current population.

The City has plans to construct two new parks in the next five- to seven-years which will add an additional 32 acres of developed parkland to the City's recreational facilities. To meet General Plan parkland goals under buildout conditions, an additional 47.44 acres of parkland will be required by buildout for a total of 87.5 acres. The City is addressing this need through their planning processes and anticipates that adequate funding and land for the development and operation of additional parkland will be provided by a combination of impact fees assessed on new developments, parkland dedications required of new residential projects and, to a lesser degree, grants.

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5 FINANCIAL ABILITY OF AGENCIES TO PROVIDE SERVICES

This chapter describes the City's current fiscal organization and evaluates funding mechanisms, such as fees and taxes, available to the City of Winters to meet existing and future service needs related to police, fire, water, wastewater, stormwater drainage, and parks and recreation. In addition, this chapter identifies opportunities to minimize the cost of service provision. The *City of Winters 2006-2007 Approved Operating Budget* is the primary reference for the information included in this chapter.

A. Background

The provision of adequate funding to provide municipal services poses a notable challenge to many small cities, including the City of Winters. The City's success in continuing to provide services is in part due to the commitment of individuals responsible for service provision. In 2002, the City initiated an aggressive program to address these fiscal challenges, including the development of a new fiscal approach. Since 2002, the City has produced yearly comprehensive Annual Financial Reports and implemented financial management policies that have resulted in awards from the California Society of Municipal Finance Officers and the Government Finance Officers Association.

The City of Winters organizes their funding accounts into six groups: General, Special Revenue, Capital, Debt Service, Enterprise, and Fiduciary. This section describes the function of these funding groups and the related mechanisms with which the funds are generated. Table 5-1 lists the primary funding mechanisms employed and fund type utilized by each of the services evaluated in this document. The following discussion describes these funds in further detail.

TABLE 5-1 **MUNICIPAL SERVICES FUNDING MECHANISMS***

Service	Primary Funding Mechanisms
Fire	Taxes (General Fund) Impact fees (Capital Projects Fund)
Police	Taxes (General Fund) Impact fees (Capital Projects Fund)
Water	Impact Fees (Capital Projects Fund) User Fees (Enterprise Fund)
Wastewater (Sewer)	Impact fees (Capital Projects Fund) User Fees (Enterprise Fund)
Stormwater Drainage	Impact fees (Capital Projects Fund)
Parks and Recreation	Taxes (General Fund) Impact fees (Capital Projects Fund) City-wide Assessment District (Special Fund) Park dedications

*Many services utilize a variety of funding mechanisms and types. This table lists primary funding mechanisms and types only.

Sources: City of Winters, July 10, 2006, City of Winters 2006-2007 Approved Operating Budget; Ponticello, Nicholas, City Engineer, City of Winters. Written correspondence with DC&E, January, 2008.

1. General Fund

Many of the services reviewed in this document are primarily funded by the General Fund, including police, fire, and parks and recreation services. The funding for these services is supplemented by other sources, as discussed below. According to the City of Winters 2006-2007 Approved Operating Budget, "there are five major funding sources that comprise 69-percent of the City's discretionary General Fund revenues." These funding sources include:

- Sales tax (9-percent of General Fund)
- 5-percent Utility users tax for electricity, natural gas, and telephone service (13-percent of General Fund)
- Property tax (22-percent of General Fund)
- Property tax in lieu of motor vehicle license fee (15-percent of General Fund)
- Municipal services tax for water and sewer (10-percent of General Fund)

Other sources of General Fund financing include revenue from permits, fees and investment earnings.

2. Special Revenue Funds

Revenues that are legally restricted for a specific purpose, such as grants, are considered Special Revenue funds. On-going Special Revenue Funds include the City Wide Assessment District, Gas Tax, Transportation Development Act Funds, Winters Swim Team Fund, Community Development Agency Low Income Housing Tax Increment, and the Community Development Agency Low Income Housing Area.

The City Wide Assessment District, approved by voters in 1997, was established to offset the costs of park maintenance and lighting, street lighting and stoplights. Revenues are collected on a per-unit basis, with residential units contributing $82.50 per year and businesses contributing $41.25 per year. Revenue generated from this assessment will increase as the number of units in the City increases. However, the cost to the City of providing these services is increasing at a faster rate than new funds are being generated. To compensate for this gap in funding, the General Fund has been subsidizing this fund since the 2005-2006 fiscal year.

3. Capital Project Funds (Impact Fees)

All of the City's Capital Improvement Project funds are grouped together as Capital Projects Funds. These funds are utilized for the development of major capital facilities, including those for police, fire, and recreational activities. Of the 18 Capital Projects Funds managed by the City, eight are funded by development impact fees.

The City assesses impact fees to all new development for streets, storm drains, parks, police, fire, general facilities, water, and sewer. These fees are collected when building permits are issued, in accordance with the City's AB 1600 document, *The City of Winters' Development Code Impact Fees Nexus,* last updated in March, 2003. In accordance with General Plan policies, the City

reviews its development fee schedule on an annual basis, making adjustments as necessary.

4. Enterprise Funds (User Fees)

City operations that function and are financed in a manner similar to private business enterprises are supported by Enterprise Funds. These funds are financed by fees that are charged to users, either as customers, programs, or departments. Winters operates two Enterprise Funds, one for water service and one for sewer service.

5. Debt Service Funds

Debt Service Funds are used to track revenues and expenditures for and make payments on principal and interest costs associated with borrowing money for long-term obligations. These funds are not directly related to the provision of municipal services evaluated in this document.

6. Fiduciary Fund Types

Fiduciary Funds are trust and agency funds that are used to account for assets held by the City. These funds are not directly related to the provision of municipal services evaluated in this document.

B. City of Winters' Fiscal Policy and Development Agreements

The City of Winters has adopted fiscal policies that address the following topics: budget, financial reporting and budget information, general revenue management, user fee cost recovery goals, enterprise fund fees and rates, revenue distribution, Winters Community Development Agency investment, appropriation limitation, fund balance reserves, capital improvement management, capital financing and budget management.

The City's fiscal policies and procedures assist the City in managing funds so as to benefit both current and future populations. For instance, according to the City's fiscal policies for budget, one-time revenues may only be used for

one-time expenses. Furthermore, budgetary procedures that fund current expenditures at the expense of future needs are to be avoided. In addition, the City has established procedures for fund balance reserves that help to ensure that adequate funding is available for approved projects. When reserve balances meet City standards, yearly revenue that is in excess of yearly expenditures is set aside in a Service Reserve Fund. The principal of this fund remains unutilized, while any investment earnings are transferred to the General Fund.[1]

Development Agreements (DAs) are another method that the City is utilizing to ensure that adequate funding is available for service provision. The City currently has several DAs in place that require developers to contribute to annuities, which help pay for costs associated with new development. The developer's contribution is determined by an outside consultant, who conducts a fiscal analysis of the proposed development in order to determine the difference between revenues generated by the development and the cost of providing services to the development. The principal balance of these annuities, which are in lieu of Mello-Roos Community Facilities Districts, remain in the annuity while the investment earnings are transferred to the General Fund, thereby generating an ongoing revenue stream to fund municipal services.[2]

C. Opportunities

This section focuses on opportunities to minimize costs of service provision while maintaining and improving current service levels. Cost-sharing, rate-restructuring, and other opportunities are described below.

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[1] Gunby, Shelly, Director of Financial Management, City of Winters; Written communication with Isby Swick, DC&E. May 14, 2008.

[2] Gunby, Shelly, Director of Financial Management, City of Winters; Written communication with Isby Swick, DC&E. May 14, 2008.

1. Fire Protection Services

The City of Winters contracts with the Winters Fire Protection District for fire protection services. The Winters Fire District is funded by property taxes and the City's General Fund. The District facility is located within city limits and is funded approximately 60% by the City. Currently, the City Director of Financial Management assists the District with budget preparation.

While the existing service arrangement has allowed for the provision of fire service to the City, the City is in the process of evaluating the potential to reverse the contract so the City would provide services to the Winters Fire Protection District. Under this agreement, the District would contribute 90-percent of its revenue to the City while retaining ten-percent. While the cost to the City is expected to increase if the City assumes control of the District, the level of service provision is anticipated to improve for current and future residents. This opportunity is further discussed in Chapter 7.

2. Water and Sewer Rate Restructuring

The information presented in this section is based on the *City of Winters City Council Staff Report*, September 2005, regarding water and sewer rates.

The City collects user fees for the provision of water and wastewater services. These fees can be increased by the City to cover the cost of providing service. The City conducted a water and sewer rate analysis in 2005 that confirmed that in order to meet increased demand and provide adequate service, it would be necessary to increase the user rates. Funds for repairs to the existing infrastructure are included in the City's Operations & Maintenance budget. The 2005 rate analysis led to rate increases that were implemented on January 1, 2006, as well as rate increases that have been approved for July 1, 2007 and July 1, 2008. The 2005 rate analysis also led to the development of a seven-year financial plan. Rate restructuring programs specific to water and sewer services are further described below.

a. Water Service

At the time of the 2005 rate analysis, the Water Operations and Maintenance Fund (O&M) had been operating at a negative cash flow for two years (since 2003), and the deficit was projected to exceed $128,000 by 2006 if a rate change was not implemented. The rates recommended by the study are comparable to the rates of cities of similar size within the region, with Winters' rates just above those of Suisun and below those of Fairfield. Rate restructuring, as well as the transfer of capital funds to operating funds, is anticipated to enable the Water Enterprise fund to meet the City's fiscal reserve policies. The City anticipates preparing an additional water rate analysis in spring and summer of 2008, prior to its initiation of billing on a metered basis.

b. Wastewater (Sewer) Service

The Sewer O&M Fund expenditures exceeded revenues between 2002 and 2005, which led to a continuous decline in the cash balance of this fund. As a result, there has been a shortage of funding to conduct adequate maintenance on the existing system. In order to address the declining balance, the consultants, in their rate analysis, proposed the City issue a bond to pay for necessary infrastructure maintenance, which would necessitate increased sewer rates. The proposed sewer rates, which the City has implemented, are comparable to the rates of other cities in the region. Winters' rates are greater than those of Vacaville, but less than those of Davis.

Bonds currently contribute to the funding for comprehensive rehabilitation of both water and sewer systems, including the addition of Supervisory Control and Data Acquisition (SCADA) to pump stations.

D. Determination

Financial constraints continue to pose a challenge to the City's service provision. However, the City has been proactive in addressing these challenges through long and short term planning activities. The City's financial forecasting through 2010, included as part of the *2006-2007 Approved Operating*

Budget, acknowledges current deficiencies in meeting General Plan objectives and standards, and outlines a proactive approach to addressing these challenges. The City reviews its development fee schedule and water and sewer user-fee rates on an annual basis, making adjustments as necessary, in accordance with General Plan policies. The water and sewer rate analysis conducted in 2005 was a product of this process that led to an increase in rates while maintaining a fair cost to users. The City's current explorations regarding the potential for the City to serve as the controlling authority of the Winters Fire Protection District also demonstrates the City's proactive planning.

It is expected that new development within the City will increase funds available for municipal services, both through development impact fees and increased tax base. Given the likelihood of increased funding combined with the City's proven ability to prepare conservative and proactive fiscal plans, this MSR finds that the City has the fiscal capability to fund adequate services for existing and future populations.

6 OPPORTUNITIES FOR SHARED FACILITIES

Facility and resource sharing among the City of Winters municipal departments can reduce overall costs and improve service provision. Given the City's relatively small population and budget constraints, shared facilities play an important role in maximizing City resources. Multiple planning processes are in place to ensure that opportunities are not overlooked to improve service level and/or reduce service cost by utilizing shared facilities. These planning processes include the City's annual budgeting process, the General Plan update process and periodic service reviews and updates, as described in Chapter 7. This chapter describes facilities and resources that serve multiple purposes and/or agencies, and discusses additional opportunities for shared facilities and resources.

A. Police and Fire Services

Existing fire and police facilities are in need of improvements in order to meet the demands generated by new growth. A new safety center that would house both police and fire services has been proposed for the west side of Winters and is currently in the planning stages. The new facility would replace the existing, separate facilities.[1] As discussed in Chapter 4, this facility could be on-line as soon as 2010. The projected budget for the construction of this facility is $8.4 million. Funding options for the facility are currently being explored.

B. Recreational Facilities

The primary sources of information presented in this section is the Winters Joint Unified School District's *Facilities Master Plan, School Years 2007/2008-2017/2018*, December 6, 2007 and direct communication between DC&E and City Staff.

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[1] Muramoto, Bruce, Police Chief, Winters Police Department, phone conversation with Isby Swick, DC&E, March 17, 2008.

The Winters Joint Unified School District (WJUSD) Board of Trustees advocates for the establishment of Joint Use Agreements with community organizations, the City of Winters, Solano County, Yolo County, and other interested agencies. These Joint Use Agreements are intended to maximize facility and resource utilization and create mutual financial, political, and social benefits for the City and WJUSD.

Sharing facilities, such as libraries and recreational sports fields, reduces utility and maintenance costs through more effective use of facilities. The following list describes possible Joint Use Agreements, as identified by WJUSD:

- Combine construction funds with partners
- Access grant program funding through cooperation with Police, Parks and Recreation, after school programs, and other departments and organizations
- School district contributions of facilities, cleaning, and maintenance
- City of Winters contributions such as water, sewer, staff, construction fee credits or waivers

The City and WJUSD currently have Joint Use Agreements for recreational fields that are used as parks by the community after school hours. Joint use facilities that are currently being operated include the community pool, the Winters High School gym, and the Community Center. The community pool was completed in 2007, with operations beginning the summer of 2007.

Additional opportunities for shared facilities between the City and WJUSD are identified in the WJUSD's *Facilities Master Plan.* These opportunities include the establishment of common school/community recreation and park areas, and partnering with the Department of Parks and Recreation for after school programs. The City and WJUSD are currently planning for a new joint-use library, which will serve students and other community members. Construction of the library is expected to begin during the summer of 2008.

C. Wastewater Collection and Treatment

The City has an agreement with Yolo County Housing that ensures adequate wastewater service to residents of the El Rio Villa Housing Center, located east of the City. Under this 1979 maintenance/use-agreement, the City maintains the El Rio Villa Pump Station (PS) and force main, which are owned by Yolo County Housing. Wastewater generated by El Rio Villa is pumped to the City-owned East Street Pump Station and then conveyed to the City's Wastewater Treatment Facility. This agreement enables efficient use of existing infrastructure.

D. Combined Stormwater Basins and Parks

Utilizing parkland to detain stormwater is a method of integrating stormwater management into developed areas while avoiding the duplication of resources. Although the City does not currently maintain any dual-purpose parks, existing parks may act as occasional supplemental retention basins. This is an opportunity that will be considered in the development of future parks and stormwater detention systems.

E. Determination

The City of Winters has existing and planned arrangements for shared facilities and resources that reduce overall costs and improve service provision. These arrangements include the planned safety center that would house both police and fire services, recreational facilities that are shared by the Winters Joint Unified School District and the City's Parks and Recreation Department, and the wastewater collection and treatment system which is extended to the El Rio Villa Housing Center through an agreement with Yolo County Housing. These agreements enable efficient use of infrastructure and fiscal resources and improve the level of service provision. The City has multiple planning processes in place to ensure that future opportunities for shared fa-

cilities are explored. These planning processes include the City's annual budgeting process, the General Plan update process and periodic service reviews and updates. During each of these processes, City staff evaluate whether existing facilities are adequately serving the needs of the City's population, and if necessary, how shared use facilities could address any identified deficiencies.

7 ACCOUNTABILITY FOR MUNICIPAL SERVICE NEEDS

This chapter assesses the level of accountability provided by the City of Winters to the people that it serves and the efficiency of the current management structure, and identifies opportunities for improvement where applicable. Unless otherwise noted, the information provided in this section is based on direct communication between DC&E and City Staff, the City *of Winters General Plan Policy Document, 1992*, and the *City of Winters 2006-2007 Approved Operating Budget*.

A. Government Structure and Local Accountability

The City of Winters, incorporated on February 9, 1898, is a General Law city that operates under the City Council/City Manager form of municipal government with 33.82 employees budgeted for 2006-2007.[1] This general law format allows for citizens to elect a governing body that will set policy, pass ordinances and resolutions, and approve fiscal spending.

1. City Council

The Council is the City's governing body. The Council consists of seven elected officials including five City Council members who are elected to four-year terms, the City Clerk and the City Treasurer. The elected council member who receives the highest number of votes becomes the Mayor Pro Tempore for two years, and Mayor for the following two years. The Council's primary responsibility is enacting legislation and policies.

Council Meetings, which take place at the Winters City Hall on 318 First Street, are held on the first and third Tuesday of each month at 7:30 pm. The City Council meeting agenda is posted at least 72 hours before regular meetings and at least 24 hours before special meetings, according to Government Codes SS54954.2 and 54956. The City posts its agenda at City Hall, where it is available to the public 24 hours a day. Council meeting agendas are also posted prior to meetings in the Winters Express newspaper, and on the City's

[1] City of Winters, July 10, 2006, City of Winters 2006-2007 Approved Operating Budget.

website, which also provides information on service departments, documents for public review, and other resources.

2. Commissions

The City Council appoints a seven member Planning Commission, with each member serving a four-year term. According to State law, the primary function of the Planning Commission is to ensure that proposed developments meet the City's environmental and technical standards. The Commission is responsible for holding public hearings that elicit public comment on development plans. The Commission meets at the City Hall on the fourth Tuesday of every month at 7:30 p.m, and on the second Tuesday of the month, as necessary. Time is allotted at each meeting for citizen input on development proposals. Individuals can also address the Commission about items that are not on the agenda, but are within the jurisdiction of the Commission.

The City has additional boards, commissions and committees that advise the City Council. These advisory groups include the Parks and Community Services Commission, the Winters Putah Creek Committee, the Affordable Housing Steering Committee and the Hispanic Advisory Committee. Community members are invited by the City to apply for positions on boards, commissions and committees as they become available. Advisory members occasionally reside outside of the city limits in either Yolo or Solano County.

3. Accountability

In accordance with State and Federal regulations, the City prepares annual reports on the General Plan implementation process, water quality, and growth (for the California Department of Finance). These reports are available to the public for review and comment at the City Hall and on the City's website.

The City's efforts to maintain local accountability are exemplified by its annual budgeting process and report. The City identifies the key objective of the annual budget report as "allowing citizenry to learn the specifics of how their funds are being spent and to present accountability for our elected offi-

cials."[2] The City's efforts to meet this objective were acknowledged by the Government Finance Officers Association of the United States and Canada (GFOA) and the California Society of Municipal Finance Officers (CSMFO), which both gave awards to the City for its 2005-2006 fiscal year budget. Criteria for the rewards included the budget document's effectiveness as a communications device.

B. Management Efficiencies

The purpose of this section is to evaluate the City of Winter's functions, operations, and practices as they pertain to the ability of the City to provide quality services to meet current and future demand.

The City undertakes long-range planning programs to plan and budget for needed improvements to services and facilities, such as the City's long-term Capital Improvement Program (CIP) and General Plan updates. General Plan implementation programs outline schedules for periodic review of capital improvement programs and annual review of fee ordinances for funding infrastructure improvements, as described in Table 7-1. Implementation programs also provide schedules for updating the City's *Water System Master Plan*, *Sewer System Master Plan*, and *Storm Drainage Master Plan*. The frequency of review varies from annual to "as needed," depending on the service in question.

These long-term planning processes for the City of Winters take place on the basis of input of various city departments and community members. The City plans to continue to use these processes to ensure management effectiveness, and to meet goals established by the General Plan.

[2] City of Winters, July 10, 2006, City of Winters 2006-2007 Approved Operating Budget.

TABLE 7-1 **SCHEDULE FOR SERVICE REVIEW FOR THE CITY OF WINTERS**

Task	Responsible Parties	Time Frame
Update *Level of Service Plan* for public improvements and services, including traffic, sewer, water, drainage, police, and fire (IV.1)	City Council City Manager Department Heads	As Needed
Monitor *Level of Service Plan* (IV.2)	City Council Planning Commission City Manager Department Heads	Ongoing
Prepare, adopt and update *Water System Master Plan* (IV.3), *Sewer System Master Plan* (IV.8), and *Storm Drainage Master Plan* (IV.10).	City Council City Engineer Public Works Department	As Needed
Pursue acquisition of surface water rights (IV.4)	City Council City Manager City Engineer Public Works Department	Ongoing
Monitor groundwater levels (IV.5)	Public Works Department	Biannual
Review of fee ordinance to provide funding for capital improvements and equipment for fire and police protection	City Council Fire Protection District Police Department Public Works Department	Periodic
Prepare, adopt and update long-term Capital Improvements Program for traffic, sewer, water, drainage, parks, and other facilities. (IV.18.)	City Council Planning Commission City Manager Department Heads	As Needed
Review and adjust, as necessary, the development fee schedule (IV.19)	City Council City Manager Department Heads	Annual

Source: *City of Winters General Plan Policy Document*, 1992.

As discussed in Chapters 4 and 5, the City Manager and the Board of Fire Commissioners are exploring the potential for the City to provide contract services to the Winters Fire Protection District. Currently, the Winters Fire

Protection District is contracted to provide fire protection services for the City. While this change in management structure would likely increase the cost of service provision to the City, it is expected that it will result in improved level of service for both current and future populations and reduce duplication of equipment and management.

The City is exploring an arrangement similar to models which have proven successful in surrounding cities, such as the model employed by the City of Dixon. Located in the geographical center of the largely rural Dixon Fire Protection District, the City of Dixon is a natural location for the Dixon Fire Department. The City operates the Dixon Fire Department and provides fire protection services to the District through a contractual agreement.[3] This agreement enables the Department to provide services 24-hours a day, ensures that equipment is not unnecessarily duplicated, and ensures management efficiency.

Existing information regarding the potential for the City of Winters to provide fire protection services to the City and District through a contractual agreement appears beneficial for the following reasons:

- The City has proven strengths in fiscal management, as evidenced by their award winning budget documents and by the budget the City Finance Director currently prepares for the District.
- Although not located in the geographical center of the Winters Fire Protection District, the City of Winters is the current location of the District Facility and is the most urban area within the district, therefore demanding the highest level of service and housing a large number of volunteer firefighters. The City is currently planning a Public Safety Facility that will house both Fire Protection District and the police department.

[3] City of Dixon Fire Department, http://www.ci.dixon.ca.us/FireDepartment/HistoryFireDepart.html, accessed June, 10, 2008.

- The arrangement would reduce the potential for duplicative equipment and management as the City grows, thereby improving management efficiency.
- As a city operated Fire Department, the working conditions and benefits can be expected to improve for Fire Department staff.

C. Determination

The City of Winters is a General Law city that operates under the City Council/City Manager form of municipal government, and therefore its residents are offered a range of opportunities to oversee the activities of elected, appointed and paid representatives. Elections, publicized meetings and hearings, as well the reports completed in compliance with State and Federal reporting requirements, ensure that City representatives are held responsible to the community. The City's website provides up-to-date public access to meeting agendas, service departments, documents for public review, and other resources.

On-going service reviews and the annual City Budget process ensure that the City continues to strive to provide adequate levels of service in a cost-effective manner within its service area, and to identify measures to address budget challenges. These long-term planning processes which allow for community input are lead by applicable city departments. It is anticipated that the City will continue to use short- and long-term processes to ensure management effectiveness, and to meet goals established by the General Plan for adequate public service provision.

The City oversees the provision of all municipal services reviewed in this document, expect for Fire Protection which is provided through a contractual agreements with the Winters Fire Protection District. It is the recommendation of this MSR that the City and District pursue a new arrangement under which the City would operate as the controlling authority of the Winters Fire Protection District. This arrangement is currently being explored by the

City and District, and has been successful in similar districts in the region. It is expected that this arrangement would improve management efficiency and enable the City to provide a higher level of fire service provision to its residents.

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8 MSR DETERMINATIONS

In accordance with the 2000 Cortese-Knox-Hertzberg Act, this MSR includes written determinations that address the factors shown below in order to update a Sphere of Influence. This chapter provides a compilation of the determinations contained in Chapters 3, 4, 5, 6 and 7.

A. Growth and Population

The City of Winters has policies and procedures to ensure that buildout of the General Plan will occur in a reasonable manner so as to ensure the adequate provision of services. The Land Use/Circulation Diagrams and Standards section of the Winters General Plan Policy Document includes policies to ensure that the rate and pattern of development promotes the efficient use and extension of public facilities and services, that adequate service provision is linked to the City's rate of growth, and that new developments are only approved when adequate public services and facilities will be available to accommodate this growth. Procedures utilized by the City to ensure reasonable growth include the establishment of Development Agreements (DAs) for new developments in order to ensure funding for expanded service provision.

The proposed 20-year SOI, which includes he same area as the General Plan Area, has adequate capacity to accommodate all projected growth through 2028. The City has experienced varied annual population growth rates, ranging from 1.5- to 7.8 percent since 1970. The City's 2008 population was estimated to be 7,052 by the Department of Finance.[1] The population is projected to reach 11,901 by 2028, based on historic growth rates, and approved and proposed development projects.

[1] California Department of Finance, http://www.dof.ca.gov/HTML/DEMOGRAP/ReportsPapers/Estimates/E1/E-1text.php; accessed January 23, 2008.

B. Infrastructure Needs and Deficiencies

The following determinations regarding infrastructure needs and deficiencies have been compiled from Chapter 4.

1. Fire Protection

Fire protection and emergency services are currently provided to the City of Winters through a contract with the Winters Fire Protection District. The District is responsible for providing service to the entire geographical area within the District and the City from the one fire station inside the City limits. The District is currently meeting the response time goal of 5:00 minutes for emergency calls within the City as set forth in the 1992 *City of Winters General Plan Policy Document*.

As the City grows, it is anticipated that demands on the District will increase. The City and District are proactively planning for this projected future demand. The City and District are in the process of exploring the potential for the City to contract services to the Winters Fire Protection District, with the intention of providing a higher level of service and meeting the needs of future urbanized development. In addition, the City is in the process of planning a public safety facility, which could be online as soon as 2010. This facility would be centrally located to residential development at buildout and would improve the City and/or District's ability to provide a high level of service for current and future residents.

These coordinated planning efforts, which include consideration of fire staff pay and benefits, are anticipated to provide adequate fire service for new growth areas. Development fees and the expanded tax base that results from new development will provide funding for additional fire stations, including the new public safety facility, equipment, and personnel.

2. Law Enforcement

The Police Department is currently meeting its response time standard within city limits; however, the Department has identified the need for six additional

patrol officers at present, for a total of 15 patrol officers. Despite slightly low staffing levels, the City of Winters is considered a safe city by the Department Chief and City staff and maintains low crime rates. While the City's 2006-2007 budget for police services is not at a level to allow for the hiring of the six additional officers, the City plans to increase staffing as funds become available. The planned public safety facility, which could be on-line as soon 2010, is expected to improve the Departments ability to provide a high level of service.

The equipment necessary to provide adequate service to future development within the proposed SOI will be funded by assessing development fees on all new development. Furthermore, the City has multiple planning processes in place, including annual budget and master plan updates, to ensure that opportunities to improve the level of police service are identified.

3. Water Supply, Conservation and Treatment

The City's projected water demand at buildout can be supplied by groundwater without causing overdraft. However, the capacity of the water supply system needs to be increased in order to provide adequate water supply under certain fire scenarios that could occur during existing conditions as well as for the estimated buildout population. At buildout, Average Day Demand is projected to increase by 3.4 mgd, and Max Hour Demand is projected to increase by 12.9 mgd.

The City plans to address increased water demand and the current lack of adequate supply during certain fire scenarios by constructing six new wells with an estimated combined capacity of 11.4 mgd, which will result in a total well capacity of 19.4 mgd assuming all wells are in service. This would be adequate to supply the projected buildout demand of 18.9 mgd. Other improvements include the development of new water mains and the replacement of 31,390 feet of existing pipeline. Capital costs to fund these improvements will be provided by development impact fees and user fees.

It is anticipated that the City will also develop an Urban Water Management Plan and conduct a Residential Demand Study before reaching buildout to identify potential conservation measures. Assuming that the City continues to implement planned improvements and comply with the Urban Water Management Planning Act, no constraints to providing adequate water supply for projected development are expected.

4. Wastewater Collection and Treatment

The City of Winters provides wastewater collection and treatment for an approximately 1,980-acre area which includes the area within the proposed SOI. SouthWest Water Company, a private company, is responsible for managing the City of Winters wastewater treatment facility. The City's sewer collection system and WWTF have adequate capacity to accommodate existing flows, with the exception of peak weather wet flows which could exceed the collection system capacity by up to 0.63 mgd under extreme conditions, as calculated by the *City of Winters Sewer Collection System Master Plan*, December 2006.

The City is implementing plans to increase the collection system capacity by buildout as well as the potential for the existing capacity to be exceeded during peak wet weather flows. These plans are intended to increase the capacity to 9.69 mgd by buildout, accommodating projected buildout peak wet weather flows of 9.67 mgd.

The City is also in the process of implementing a three-phased plan to improve the WWTF. Phase I of expansions have been implemented, as recommended in the 1997 plan, and the City expects to implement Phase II and Phase III expansions to increase the WWTF's average dry weather flow capacity to 1.62 mgd. The projected flows for buildout are estimated at 1.62 mgd for average dry-weather conditions. It is expected that the capital costs required to implement improvements to the collection system and WWTF will be funded by development impact fees and usage fees.

Assuming that the City continues to plan and implement improvements to the existing wastewater system, it is anticipated that the City will be able to continue to provide adequate wastewater collection and treatment service to current and future populations.

5. Stormwater Drainage

The City of Winters is responsible for the construction and maintenance of the stormwater facilities within the proposed SOI. The City lies within the Moody Slough, Putah Creek and Dry Creek Subbasins. Much of the area within proposed SOI is within designated 100-year floodplains. The existing stormwater system consists of catch basins, manholes, and pipelines, and releases stormwater into Putah Creek.

Putah Creek has an estimated capacity to accommodate 500-year storm events, existing stormwater flow, and the projected flow under buildout conditions; however, existing capacity deficiencies have been identified for several culverts, Moody Slough, and certain sections of pipeline during 10-year and 100-year storm events. Stormwater Drainage Reports, which are currently in draft form, were prepared for all three subbasins in 2005 that recommend improvements to address these deficiencies and to expand the system to accommodate projected stormwater flow at buildout. The City is currently in the process of implementing recommended improvements and expansions. Development impact fees are expected to fund the capital costs to improve and expand the existing storm drain system in order to accommodate projected stormwater flow at buildout.

6. Parks and Recreation

The City of Winters operates and maintains seven recreational facilities, including four parks and a community center. The City's four parks comprise approximately 8.06 acres of developed parkland, which equates to 1.17 acres per 1,000 residents. As the General Plan includes a goal for the provision of parkland of seven acres per 1,000 residents, additional parkland is required to meet the needs of the current population.

The City has plans to construct two new parks in the next five- to seven-years which will add an additional 32 acres of developed parkland to the City's recreational facilities. To meet General Plan parkland goals under buildout conditions, an additional 47.44 acres of parkland will be required by buildout for a total of 87.5 acres. The City is addressing this need through their planning processes and anticipates that adequate funding and land for the development and operation of additional parkland will be provided by a combination of impact fees assessed on new developments, parkland dedications required of new residential projects and, to a lesser degree, grants.

C. Financial Ability of Agencies to Provide Services

Financial constraints continue to pose a challenge to the City's service provision. However, the City has been proactive in addressing these challenges through long and short term planning activities. The City's financial forecasting through 2010, included as part of the *2006-2007 Approved Operating Budget*, acknowledges current deficiencies in meeting General Plan objectives and standards, and outlines a proactive approach to addressing these challenges. The City reviews its development fee schedule and water and sewer user-fee rates on an annual basis, making adjustments as necessary, in accordance with General Plan policies. The water and sewer rate analysis conducted in 2005 was a product of this process that led to an increase in rates while maintaining a fair cost to users. The City's current explorations regarding the potential for the City to serve as the controlling authority of the Winters Fire Protection District also demonstrates the City's proactive planning.

It is expected that new development within the City will increase funds available for municipal services, both through development impact fees and increased tax base. Given the likelihood of increased funding combined with the City's proven ability to prepare conservative and proactive fiscal plans, this MSR finds that the City has the fiscal capability to fund adequate services for existing and future populations.

D. Shared Facilities

The City of Winters has existing and planned arrangements for shared facilities and resources that reduce overall costs and improve service provision. These arrangements include the planned safety center that would house both police and fire services, recreational facilities that are shared by the Winters Joint Unified School District and the City's Parks and Recreation Department, and the wastewater collection and treatment system which is extended to the El Rio Villa Housing Center through an agreement with Yolo County Housing. These agreements enable efficient use of infrastructure and fiscal resources and improve the level of service provision. The City has multiple planning processes in place to ensure that future opportunities for shared facilities are explored. These planning processes include the City's annual budgeting process, the General Plan update process and periodic service reviews and updates. During each of these processes, City staff evaluate whether existing facilities are adequately serving the needs of the City's population, and if necessary, how shared use facilities could address any identified deficiencies.

E. Accountability for Municipal Service Needs

The City of Winters is a General Law city that operates under the City Council/City Manager form of municipal government, and therefore its residents are offered a range of opportunities to oversee the activities of elected, appointed and paid representatives. Elections, publicized meetings and hearings, as well the reports completed in compliance with State and Federal reporting requirements, ensure that City representatives are held responsible to the community. The City's website provides up-to-date public access to meeting agendas, service departments, documents for public review, and other resources.

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manner within its service area, and to identify measures to address budget challenges. These long-term planning processes which allow for community input are lead by applicable city departments. It is anticipated that the City will continue to use short- and long-term processes to ensure management effectiveness, and to meet goals established by the General Plan for adequate public service provision.

The City oversees the provision of all municipal services reviewed in this document, expect for Fire Protection which is provided through a contractual agreements with the Winters Fire Protection District. It is the recommendation of this MSR that the City and District pursue a new arrangement under which the City would operate as the controlling authority of the Winters Fire Protection District. This arrangement is currently being explored by the City and District, and has been successful in similar districts in the region. It is expected that this arrangement would improve management efficiency and enable the City to provide a higher level of fire service provision to its residents.

9 SPHERE OF INFLUENCE DETERMINATIONS

The Sphere of Influence (SOI) study for the City of Winters described in this chapter analyzes the City's ability to serve existing and future residents within the proposed SOI. LAFCO is responsible for the adequacy of the documentation and the Study's consistency with State law and LAFCO policy. According to Government Code 56425 of the Cortese-Knox-Hertzberg Act, LAFCO must consider and prepare determinations for the following four factors:

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

Yolo County LAFCO guidelines for determining an SOI require that "sphere horizons," or planning increments, depict a city's logical boundaries at ten years and twenty years from the present.

A. Ten- and Twenty- Year Spheres of Influence

The proposed ten-year sphere is delineated by existing city limits with the addition of the city-owned property (Area D) where the wastewater treatment facility is located. The ten-year sphere is comprised of approximately 113 acres. The ten-year sphere and the existing city limits combined include 1,740 acres, which is adequate land to accommodate projected growth through 2018. The proposed ten-year sphere is smaller than the existing ten-year sphere, which includes approximately 700 acres located outside existing city limits. This proposed reduction in the ten-year sphere is a response to

the remaining capacity for future development within city limits projected by the City, as discussed in Chapters 1 and 3.

The proposed twenty-year sphere is comprised of approximately 347 acres and encompasses the same area as the existing ten- and twenty-year spheres, with the addition of the city-owned property where the wastewater treatment facility is located in Area D. The twenty-year sphere combined with the ten-year sphere and the existing city limits includes approximately 2,122 acres which is adequate to accommodate projected population through 2028, or the twenty-year sphere horizon.

B. Determinations

This section includes the four SOI determinations required by State law.
The determinations are based on the City's ability to provide adequate services to existing and future populations within existing city limits and the proposed SOI.

1. Present and Planned Land Uses

Predominant land uses in the City of Winters includes residential, commercial and office. Agricultural and industrial uses are minimal. The north portion of the City is less urban, containing many vacant parcels. There is no land protected under the Williamson Act within the proposed SOI. However, the northern area of the proposed SOI includes land that is described as prime agriculture.

The *City of Winters General Plan and Policy Document*, the City's current planning document, designates land uses within the proposed sphere as Low, Medium/High and High Density Residential (RR, LR, MHR, HR), Rural Residential (RR), Open Space (OS), Parks and Recreation (P-R), and Public-Quasi Public (PQP), Heavy Industrial (HI), and Neighborhood Commercial (NC). Implementation of the General Plan would convert vacant land, which includes prime agricultural land, to other uses. The land uses that are planned

to increase the most by buildout include residential, commercial, industrial, parks and open space.

As discussed in Chapter 3, it is anticipated that the projected population of 9,527 in 2018 will be accommodated within existing city limits, which are contiguous with the proposed 10-year sphere. Furthermore, assuming current residential land use designations, the proposed twenty-year SOI has the estimated capacity to accommodate 12,705 residents, which will be adequate to accommodate the projected population of 11,901 in 2028.

2. Present and Probable Need for Public Facilities

Municipal services within the proposed SOI are presently being provided by the City of Winters, the Winters Fire Protection District, Yolo County, and private providers. The City of Winters provides police, water, stormwater, and park and recreational services within the existing city limits. The City also provides sanitary wastewater service within City limits and for the El Rio Villa Housing Center, which is located outside of the proposed SOI. However, the Wastewater Treatment Facility is managed by a private firm, SouthWest Water Company. Fire service is presently provided within the city limits, the proposed SOI, and surrounding areas by the Winters Fire District.

It is anticipated that additional public services will be needed upon the development of new areas within the proposed SOI. It is also anticipated that the City will assume responsibility for providing services, directly or through contracts, to new developments within the proposed SOI upon annexation to the City. Based on the population and development projections set forth in the previous chapters of this document, probable needs for public facilities and services at buildout of the proposed SOI include the following:

- Additional fire department staff and equipment, and expanded facilities
- Additional law enforcement staff and equipment, and expanded facilities
- Increased infrastructure for water service
- Expanded wastewater collection system capacity

- Expanded Wastewater Treatment Facility capacity
- Expansion and improvement of stormwater drainage system
- Parkland must increase to approximately 87.5 acres to comply with General Plan standards

The City has established plans and implementation programs, such as Development Agreements, to ensure that these needs are met and that adequate municipal services can be provided for development.

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

The City of Winters maintains the highest level of service possible given budget constraints, often due to the dedication and commitment of staff members. While the City is able to provide adequate services under most scenarios, the existing stormwater drainage service and wastewater collection system do not have adequate capacity to accommodate peak flows and the existing water system may not be able to provide adequate flow under certain fire scenarios. In addition, both the Fire and Police departments have identified the need for improved facilities and increased staffing and the City is operating below the General Plan standard for provision of parkland.

The City is in the process of implementing plans to improve the level of service offered to the existing population and developing updates to existing service plans. The Municipal Service Review provides further discussion on existing infrastructure and the City's improvement plans. It is expected that the City will be able to provide adequate service provision for future populations, and that the level of service provision will improve as new developments are constructed within the City and the tax base expands.

4. Social and Economic Communities of Interest

A "Social and Economic Community of Interest" is a community located within close proximity of the city or district in question that has the potential to become contiguous with the city due to annexations. Although the City of Winters is relatively isolated from other communities, the El Rio Villa Housing Center can be considered as a community of social and economic

interest to the City because the City currently provides wastewater services to this community. There are no plans for the annexation of El Rio Villa Housing Center and the Housing Center is not contiguous with the existing City limits or the proposed SOI. However, this does not eliminate the potential for the community to become contiguous with the City in the future.

C. Proposed Sphere of Influence

The SOI proposed in this document includes the same area as the existing SOI with the addition of the City-owned property where the Winters' wastewater treatment facility (WWTF) is located, and therefore does not require any significant changes. The existing SOI and proposed SOI are shown in Figures 1-1 and 1-2, respectively.

Figure 9-1 shows four distinct areas of the proposed SOI. The inclusion of these areas as part of the proposed SOI is evaluated below.

1. Area A

Area A is located in the northwest portion of the City. According to the Farmlands Mapping and Monitoring Program, this area consists entirely of grazing land and other non-prime farmland.[1] This area is bounded by incorporated areas of the City to the north by the noncontiguous wastewater treatment plant and the east, west, and south connect to the northern portion of the City. Moody Slough Road is the southern boundary. The inclusion of this area into the proposed SOI promotes efficient, continuous, and logical growth of the city. No constraints to this inclusion were identified by this review.

[1] California Department of Conservation, Division of Land Resource Protection, Farmland Mapping and Monitoring Program, 2006, Yolo County Important Farmland.

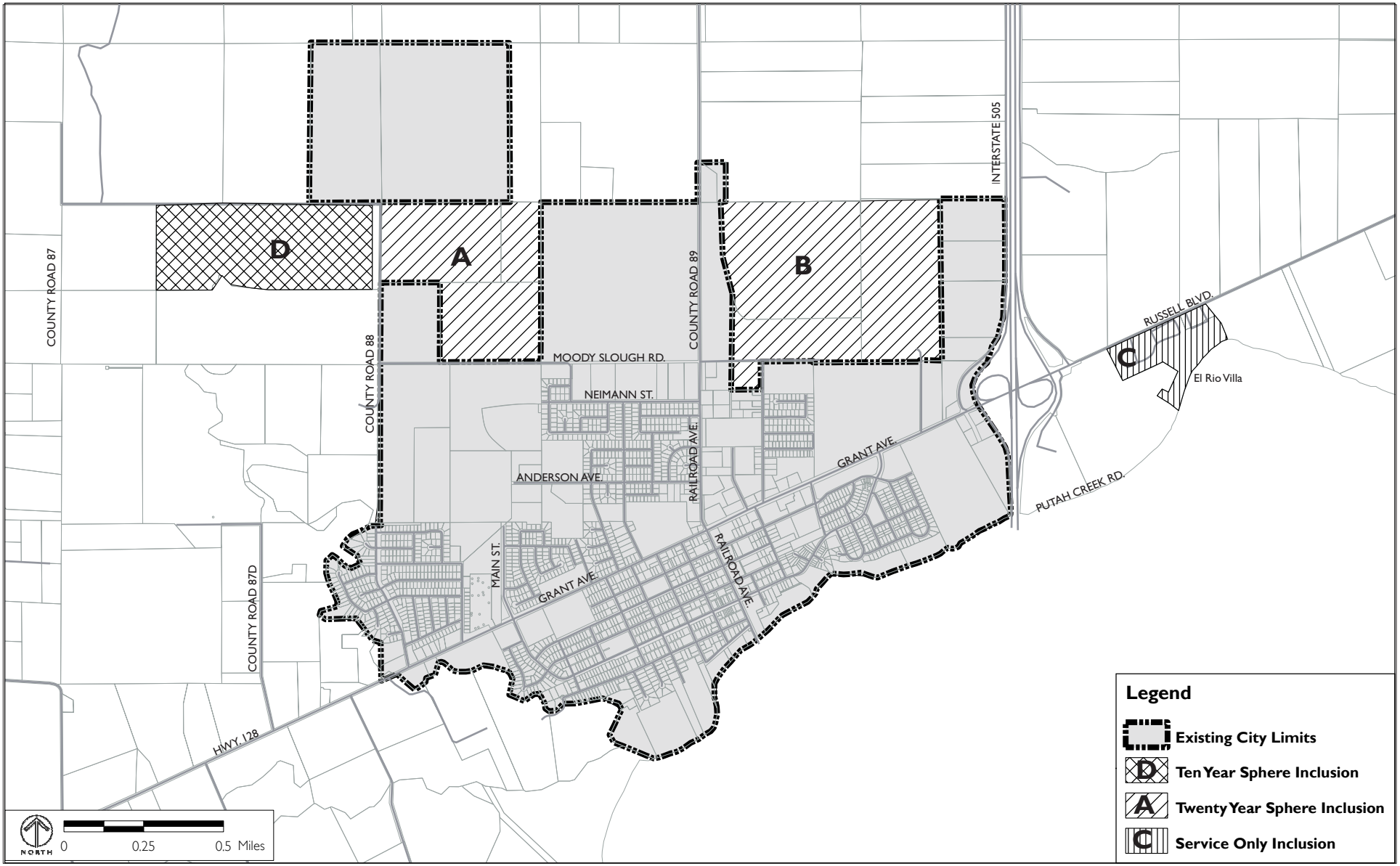

FIGURE 9-1

SITES INCLUDED IN THE PROPOSED SOI

2. Area B

Area B is bounded by incorporated areas of Winters to the east, south and west between County Road 89 and Interstate 505 north of Walnut Lane. According to the Farmland Mapping and Monitoring Program, this area consists primarily of prime farmland. Yolo County LAFCO agricultural policy encourages the preservation of prime farmland unless "that action would not promote the planned, orderly, efficient development of an area." As the land is substantially surrounded by existing city boundaries, this inclusion is determined to be a logical means of promoting orderly, efficient development of the City of Winters.

3. Area C

As shown in Figure 1-1, the El Rio Villa Housing Center is included in the existing SOI as part of the twenty-year sphere. This area is included in the proposed SOI as an area for which the City provides wastewater services. This property is included in the proposed SOI as a "Service Only Inclusion." It is not contiguous to the city limits and the out-of-agency agreement by which it receives wastewater services predates LAFCO's responsibility for review of that type of agreement.

4. Area D

Area D is located immediately west of existing city limits and is an expansion of the Winters wastewater treatment facility (WWTF). The main facility is located immediately northeast of this expansion site. The main wastewater treatment plant was annexed to the city in the 1960's under the law that allows noncontiguous annexations of land owned by a city and used for municipal purposes. The property is owned by the City and is used to provide necessary municipal services to City residents and residents of the El Rio Villa Housing Center. This property consists of non-prime farmland, including grazing and wastewater treatment ponds that will be expanded as needed for growth.[2] The inclusion of this property as part of the proposed SOI is logical

[2] California Department of Conservation, Division of Land Resource Protection, Farmland Mapping and Monitoring Program, 2006, Yolo County Important Farmland.

given the existing use of the property, property ownership, the absence of prime farmland, and the adjacency of the property to existing city limits.

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