

COLUSA LOCAL AGENCY FORMATION COMMISSON

Adopted

CITY OF WILLIAMS

SPHERE OF INFLUENCE (SOI) UPDATE

March 6, 2014

Resolution 2014-0002

TABLE OF CONTENTS

1	INTRODUCTION	
1.1	Sphere of Influence Requirements	1
1.2	Possible Approaches to the Sphere of Influence	1
1.3	SOI Amendments and CEQA	2
1.4	SOI Alternatives for City of Williams	3
1.4.1	Coterminous Sphere	3
1.4.2	Detachable Sphere	3
1.4.3	Zero Sphere	3
1.4.4	Annexable Sphere	4
2	SPHERE OF INFLUENCE (SOI) DETERMINATIONS FOR CITY OF WILLIAMS	5
2.1	Present and Planned Land Uses in the Williams Area, Including Agricultural and Open Space Lands	5
2.1.1	Colusa County General Plan	5
2.1.2	SOI Determinations on Present and Planned Land Use for City of Williams	5
2.2	Municipal Services—Present and Probable Capacity and Need	5
2.2.1	Present and Probable Capacity and Need Background	5
2.2.2	SOI Determinations on Present and Probable Capacity and Need for City of Williams	5
2.3	The Present Capacity of Public Facilities and Adequacy of Public Services Provided by City of Williams	6
2.3.1	Adequacy of Services Provided by City of Williams	6
2.3.2	SOI Determinations on Adequacy of Services Provided by City of Williams	6
2.4	Social or Economic Communities of Interest	6
2.4.1	City of Williams Background	6
2.4.2	SOI Determinations on Social or Economic Communities of Interest for City of Williams	6
2.5	Disadvantaged Unincorporated Community Status	7
2.5.1	Disadvantaged Unincorporated Communities	7
2.5.2	City of Williams and Disadvantaged Unincorporated Community Status	7
	REFERENCES	9
	PREPARERS	9
	APPENDIX A ANNEXATION HISTORY	10
	MAPS	11
	MAP 1 HISTORY OF ANNEXATIONS TO CITY OF WILLIAMS	11
	MAP 2 MAP SHOWING LAFCO RECOMMENDED SOI FOR CITY OF WILLIAMS	12
	MAP 3 MAP SHOWING PROPOSED SOI BOUNDARIES AND COUNTY GENERAL PLAN LAND USE DESIGNATIONS	13
	MAP 4 MAP SHOWING SOIL TYPES WITHIN PROPOSED SOI FOR CITY OF WILLIAMS	14

INTRODUCTION

1.1 Sphere of Influence Requirements

In determining the Sphere of Influence for each local agency, LAFCO must consider and prepare a statement of determinations with respect to each of the following:

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

1.2 Possible Approaches to the Sphere of Influence

LAFCO may recommend government reorganizations to particular agencies in the county, using the SOIs as the basis for those recommendations. Based on review of the guidelines of Colusa LAFCO as well as other LAFCOs in the State, various conceptual approaches have been identified from which to choose in designating an SOI. These seven approaches are explained below:

1) Coterminous Sphere:

The sphere for a city or special district that is the same as its existing boundaries.

2) Annexable Sphere:

A sphere larger than the agency's boundaries identifies areas the agency is expected to annex. The annexable area is outside its boundaries and inside the sphere. Previous annexations to the City of Williams are shown on Map 1 at the end of this report.

3) Detachable Sphere:

A sphere that is smaller than the agency's boundaries identifies areas the agency is expected to detach. The detachable area is the area within the agency bounds but not within its sphere.

4) Zero Sphere:

A zero sphere indicates the affected agency's public service functions should be reassigned to another agency and the agency should be dissolved or combined with one or more other agencies.

5) Consolidated Sphere:

A consolidated sphere includes two or more local agencies and indicates the agencies should be consolidated into one agency.

6) Limited Service Sphere:

A limited service sphere is the territory included within the SOI of a multi-service provider agency that is also within the boundary of a limited purpose district which provides the same service (e.g., fire protection), but not all needed services. Territory designated as a limited service SOI may be considered for annexation to the limited purpose agency without detachment from the multi-service provider.

This type of SOI is generally adopted when the following four conditions exist:

- a) The limited service provider is providing adequate, cost effective and efficient services
- b) The multi-service agency is the most logical provider of the other services
- c) There is no feasible or logical SOI alternative, and
- d) Inclusion of the territory is in the best interests of local government organization and structure in the area

Government Code §56001 specifically recognizes that in rural areas it may be appropriate to establish limited purpose agencies to serve an area rather than a single service provider, if multiple limited purpose agencies are better able to provide efficient services to an area rather than one service district.

Moreover, Government Code Section §56425(i), governing sphere determinations, also authorizes a sphere for less than all of the services provided by a district by requiring a district affected by a sphere action to “establish the nature, location, and extent of any functions of classes of services provided by existing districts” recognizing that more than one district may serve an area and that a given district may provide less than its full range of services in an area.

7) Sphere Planning Area:

LAFCO may choose to designate a sphere planning area to signal that it anticipates expanding an agency’s SOI in the future to include territory not yet within its official SOI.

1.3 SOI Amendments and CEQA

LAFCO has the discretion to limit SOI updates to those that it may process without unnecessarily delaying the SOI update process or without requiring its funding agencies to bear the costs of environmental studies associated with SOI expansions. Any local agency or individual may file a request for an SOI amendment. The request must state the nature of and reasons for the proposed amendment, and provide a map depicting the proposal.

LAFCO may require the requester to pay a fee to cover LAFCO costs, including the costs of appropriate environmental review under CEQA. LAFCO may elect to serve as lead agency for such a review, may designate the proposing agency as lead agency, or both the local agency and LAFCO may serve as co-lead agencies for purposes of an SOI amendment. Local agencies are encouraged to consult with LAFCO staff early in the process regarding the most appropriate approach for the particular SOI amendment under consideration.

Certain types of SOI amendments are usually exempt from CEQA review. Examples are SOI expansions that include territory already within the bounds or service area of an agency, SOI reductions, and zero SOIs. SOI expansions for limited purpose agencies that provide services (e.g., fire protection, levee protection, cemetery, and resource conservation) needed by both rural and urban areas are typically not considered growth-inducing and are likely exempt from CEQA. Similarly, SOI expansions for districts serving rural areas (e.g., irrigation water) are typically not considered growth-inducing.

Remy et al. write

In City of Agoura Hills v. Local Agency Formation Commission (2d Dist.1988) 198 Cal.App.3d480, 493-496 [243 Cal.Rptr.740] (City of Agoura Hills), the court held that a LAFCO's decision to approve a city's sphere of influence that in most respects was coterminous with the city's existing municipal boundaries was not a "project" because such action did not entail any potential effects on the physical environment.¹

The City of Williams prepared and certified an Environmental Impact Report for its General Plan adopted in 2012. The recommended approach for LAFCo will be to affirm the findings and content of the City's Environmental Impact Report.

1.4 SOI Alternatives for City of Williams

1.4.1 Coterminous Sphere

A Coterminous Sphere would mean that the boundary of the City of Williams would stay exactly the same as it is now for at least five years or until the Sphere of Influence could be amended. This would not allow the City any flexibility in case an annexation were needed. The City could be required to provide wastewater treatment or water service to land outside the City and would want to annex the subject parcels. The City may have a chance to annex a new business. Therefore, a Coterminous Sphere is not recommended.

1.4.2 Detachable Sphere

A Detachable Sphere would be smaller than the existing City boundary and would mean that the City would be expected to detach land in the near future. This is unlikely because most of the land within the City is probably considered to be more valuable within the City limits. Also, since the property taxes are determined by the sale price of the land due to Proposition 13, there would be no financial incentive for land to be detached from the City. Therefore a Detachable Sphere is not recommended.

1.4.3 Zero Sphere

A Zero Sphere would mean that the City should be unincorporated and that another agency such as the County of Colusa would take over the functions of the City. It could be argued for a County as small as Colusa (2012 County population 21,411²) that one government should be sufficient rather than a county and two cities. However, it would

¹ Remy, Michael H., Tina A. Thomas, James G. Moose, Whitman F. Manley, Guide to CEQA, Solano Press Books, Point Arena, CA, February 2007, page 111.

² US Census Bureau, <http://quickfacts.census.gov/qfd/states/06/06011.html>, March 23, 2013.

not be good to recommend a Zero Sphere for the City of Williams unless the same thing were also recommended for the City of Colusa. Colusa LAFCO has previously adopted an Annexable Sphere for the City of Colusa.

1.4.4 Annexable Sphere

An Annexable Sphere is recommended for the City of Williams as shown in Map 2 at the end of this report. This will provide the City with ability to annex land if needed. The past annexation history for the City of Williams is shown in Appendix A at the end of this report. Map 2 shows the Sphere of Influence, which is slightly larger than the existing city boundary.

Since the City's General Plan EIR analyzed the territory within the recommended Sphere of Influence no additional environmental review should be required. The total SOI area includes approximately 4,503 acres but this is divided between 3,219± acres within the City limits and 1,284± acres within the SOI but not within the City limits. The annexable area would include the territory shown in Figure 2 (Williams City Limits and Sphere of Influence). Therefore, this is the recommended Sphere option for the City of Williams. The determinations presented below are prepared for the Annexable Sphere of Influence proposed by Colusa LAFCO.

2 SPHERE OF INFLUENCE (SOI) DETERMINATIONS FOR CITY OF WILLIAMS

2.1 Present and Planned Land Uses in the Williams Area, Including Agricultural and Open Space Lands

2.1.1 Colusa County General Plan

The Colusa County General Plan Land Use Designations around the City of Williams are shown on Map 3 at the end of this report. Most of the land around the City of Williams is designated for Agricultural use in the City General Plan and for Commercial, Urban Residential and Industrial in the County General Plan. The Sphere of Influence should not extend into land designated as Williamson Act unless the land is under non-renewal status.

2.1.2 SOI Determinations on Present and Planned Land Use for City of Williams

- 1-1] The proposed SOI is compatible with the Colusa County General Plan. Urban Development should occur within the City whenever possible.
- 1-2] The proposed SOI is compatible with the City of Williams General Plan in light of inconsistencies with the County General Plan and the expansion was analyzed in the City General Plan EIR.
- 1-3] Prior to the annexation of additional lands into the city, for territory meeting LAFCo's definition of prime agricultural lands, the City shall require agricultural land mitigation agreements through the purchase of agricultural easements in Colusa County having a 1 to 2-acre conversion ratio on lands having equal agricultural value and risk of conversion as the lands proposed to be converted from agricultural to urban uses.
- 1-4] LAFCo will work with the City to develop a farmland conversion mitigation program including farmland conservation easements to mitigate the conversion of prime farmland.
- 1-5] The LAFCo review process will include a project-specific assessment of the loss of prime farmland and determine appropriate mitigation measures (type and amount). LAFCo will consider the City's adopted policies and programs that provide for mitigating the loss of prime farmland within its General Plan planning area.
- 1-6] LAFCo has considered the presence of contracted Williamson Act lands of which all contracted Williamson Act lands within the City's Sphere of influence are under non-renewal status.

2.2 Municipal Services—Present and Probable Capacity and Need

2.2.1 Present and Probable Capacity and Need Background

There is a need for all of the City of Williams services provided. The City has adequate capacity to serve the residents of the City and foreseeable population growth. The City recently upgraded the wastewater treatment plant. The residents of the City again voted to have a half-cent sales tax for the benefit of the City of Williams.

2.2.2 SOI Determinations on Present and Probable Capacity and Need for City of Williams

- 2-1] There is a need for the City of Williams and for all of the services that the City provides.
- 2-2] The City of Williams has adequate capacity with staff and infrastructure to provide services to the residents of the City now and in the future.

2.3 The Present Capacity of Public Facilities and Adequacy of Public Services Provided by City of Williams

2.3.1 Adequacy of Services Provided by City of Williams

The services provided by the City of Williams are adequate and meet the State requirements for water and wastewater treatment.

2.3.2 SOI Determinations on Adequacy of Services Provided by City of Williams

- 3-1] The services provided by the City of Williams are adequate for the present and future residents.
- 3-2] The water service meets the State requirements.
- 3-3] The wastewater treatment plant has been upgraded to meet the State requirements.

2.4 Social or Economic Communities of Interest

2.4.1 City of Williams Community Background

The City of Williams is a separate community and has a history and sense of identity separate from other communities within Colusa County. The City includes social groups,

religious groups, and commercial services in addition to the government facilities and services.

2.4.2 SOI Determinations on Social or Economic Communities of Interest for City of Williams

- 4-1] The City of Williams is both a social and an economic community.
- 4-2] The services provided by the City of Williams are essential to allow the residents to live in health and safety and to carry on business.

2.5 Disadvantaged Unincorporated Community Status

2.5.1 Disadvantaged Unincorporated Communities

SB 244 defines disadvantaged unincorporated community as any area with 12 or more registered voters, or as determined by commission policy, where the median household income is less than 80 percent of the statewide annual median. The median household income for California is \$61,632. Eighty Percent of the Statewide Annual Median is \$49,096.³

SB 244 also requires LAFCOs to consider disadvantaged unincorporated communities when developing spheres of influence. Upon the next update of a sphere of influence on or after July 1, 2012, SB 244 requires LAFCO to include in an MSR (in preparation of a sphere of influence update):

- 1) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere; and
- 2) The present and planned capacity of public facilities, adequacy of public services and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged unincorporated community within or contiguous to the sphere of influence.

In determining spheres of influence, SB 244 authorizes LAFCO to assess the feasibility of and recommend reorganization and consolidation of local agencies to further orderly development and improve the efficiency and affordability of infrastructure and service delivery.

³ US Census Bureau, <http://quickfacts.census.gov/qfd/states/06/0685586.html>, September 9, 2013

2.5.2 City of Williams and Disadvantaged Unincorporated Community Status

- 5-1] The City of Williams Median Household Income is \$47,934⁴, which is less than 80% of the Statewide Median Household Income (\$49,306) so the entire City could be considered as a disadvantaged community. However, the City is an incorporated community.
- 5-2] There is no data available to show that there are Disadvantaged Unincorporated Communities adjacent to the City of Williams that could benefit by being annexed to the City. Prior to future annexations documentation as to the presence of Disadvantaged Unincorporated Communities adjacent to or nearby an annexation proposal shall be submitted to LAFCo for its evaluation and possible action.

⁴ US Census Bureau, <http://quickfacts.census.gov/qfd/states/06/0685586.html>, September 9, 2013

REFERENCES

Colusa LAFCO, John Benoit, Executive Officer, November 2012.

Remy, Michael H., Tina A. Thomas, James G. Moose, Whitman F. Manley, Guide to CEQA, Solano Press Books, Point Arena, CA, February 2007, page 111.

US Census Bureau, <http://quickfacts.census.gov/qfd/states/06/06011.html>, March 23, 2013.

US Census Bureau, <http://quickfacts.census.gov/qfd/states/06/0685586.html>, September 9, 2013

PREPARERS

Colusa LAFCO, John Benoit, Executive Officer
PO Box 2694, Granite Bay CA 95746
Phone: 916-797-6003 johnbenoit@surewest.net

Christy Leighton, Planning Consultant
555 East Willow Street, Willows CA 95988
Phone: 530-934-4597 christyleighton@sbcglobal.net

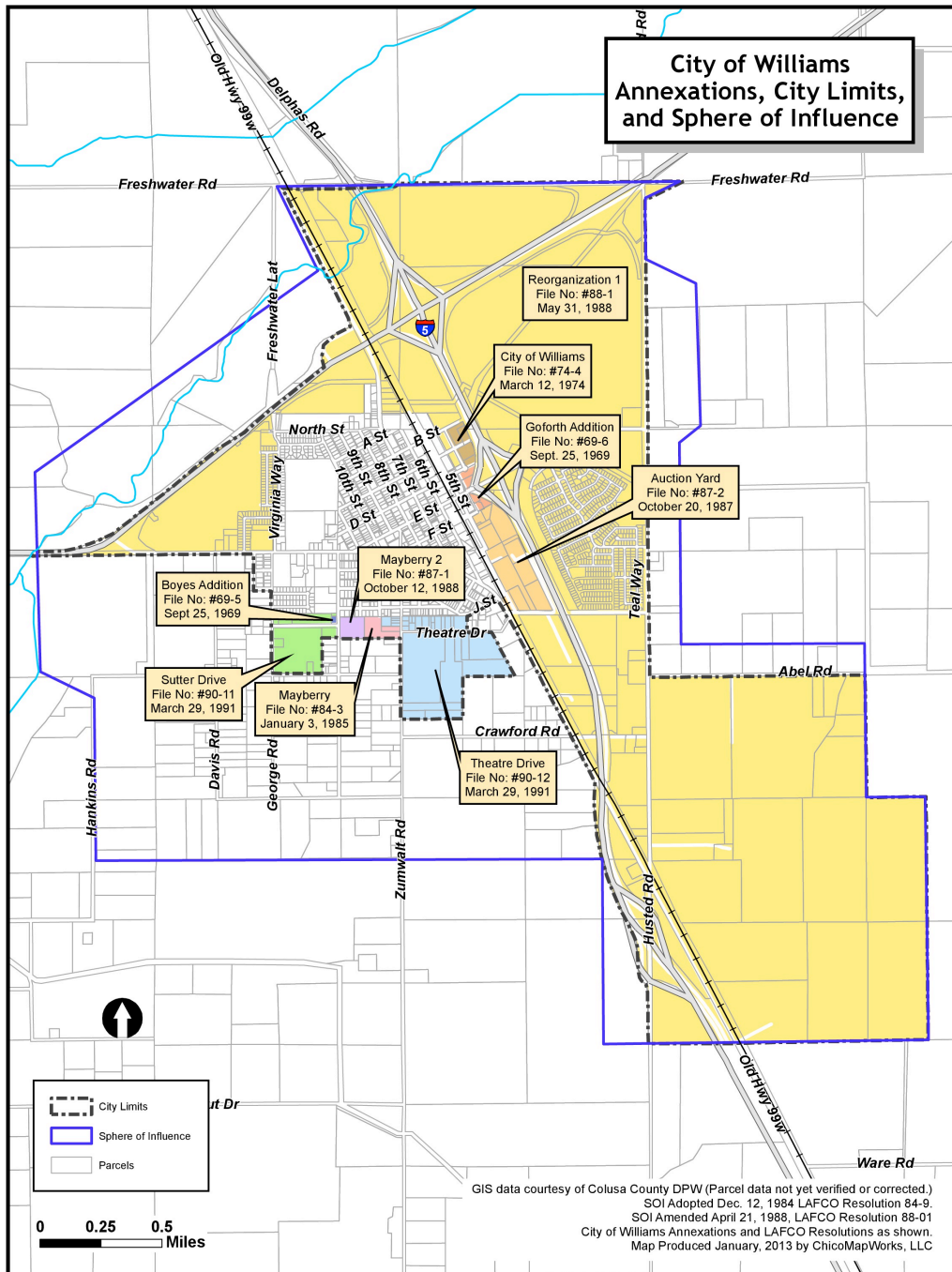
Judy Stolen, ChicoMapWorks
892 Vallombrosa Avenue, Chico CA 95926
Phone: 530-230-9953 jstolen@chicomapworks.com

APPENDIX A ANNEXATION HISTORY

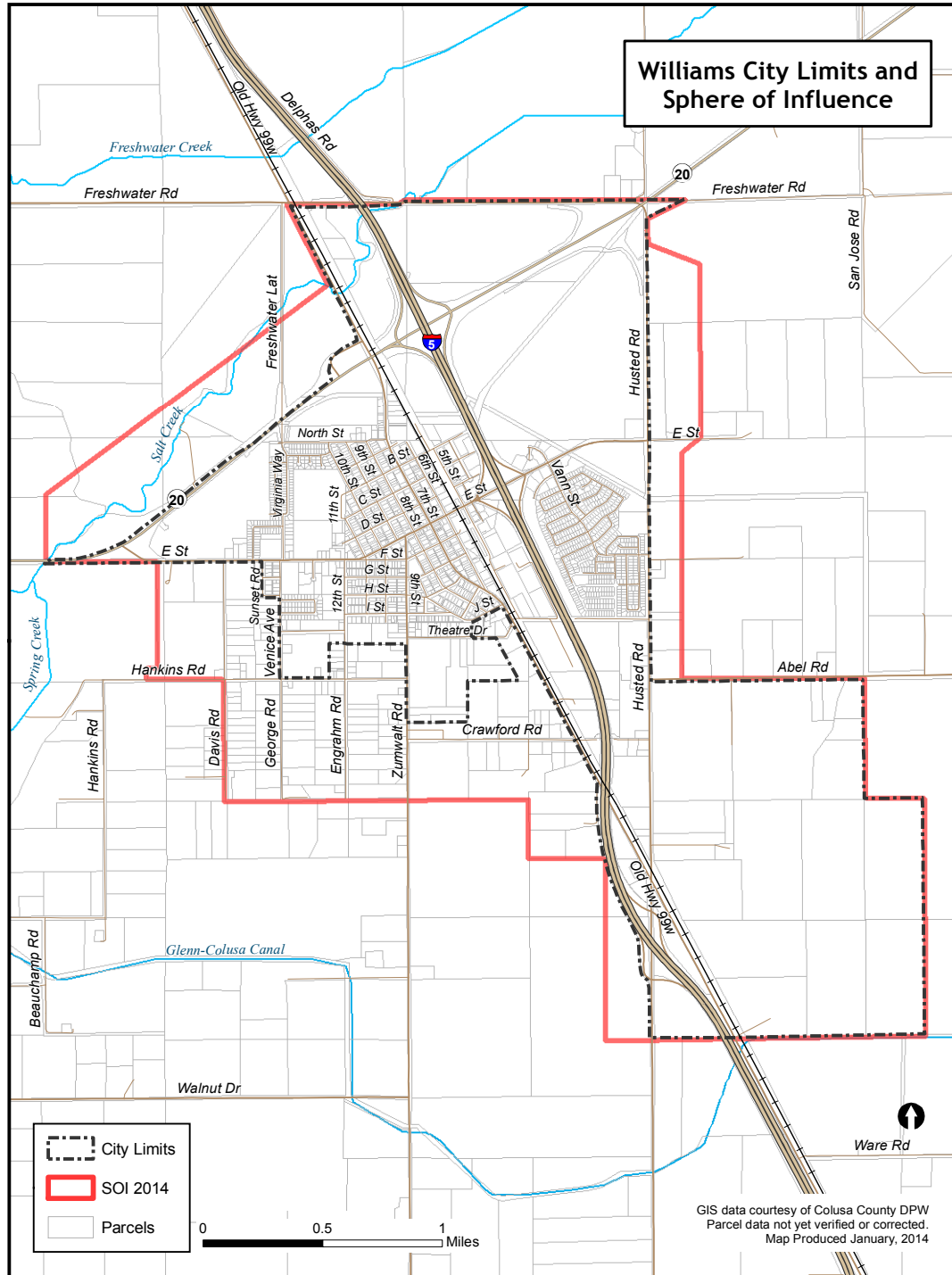
CITY OF WILLIAMS ANNEXATION HISTORY⁵				
Annexation Name	Colusa LAFCO File Number	Date of Certificate of Completion	Acres	Location
Boyes Addition	#69-5	September 25, 1969	0.43 acres	South of City
Goforth Addition	#69-6	September 25, 1969	4.58 acres	West side of I-5, adjacent to off ramp
City of Williams	#74-4	March 12, 1974	8.54 acres	West side of I-5
Mayberry Annexation	#84-3	January 3, 1985	6.40 acres	West side of Zumwalt Road, south side of City
Mayberry 2 Annexation	#87-1	October 12, 1988	5.68 acres	East side of Engraham Road, south side of City
Auction Yard Annexation	#87-2	October 20, 1987	43.22 acres	West side of Highway 99W
Reorganization #1	#88-1	May 31, 1988	2563.54 acres	West side of Highway 99W, west side of I-5
Sutter Drive Annexation	#90-11	March 29, 1991	36.75 acres	Northeast corner of Hawkins Road and George Road, south side of City
Theatre Drive Annexation	#90-12	March 29, 1991	90.91 acres	East side of Zumwalt Road, south side of City

⁵ Colusa LAFCO, John Benoit, Executive Officer, November 2012.

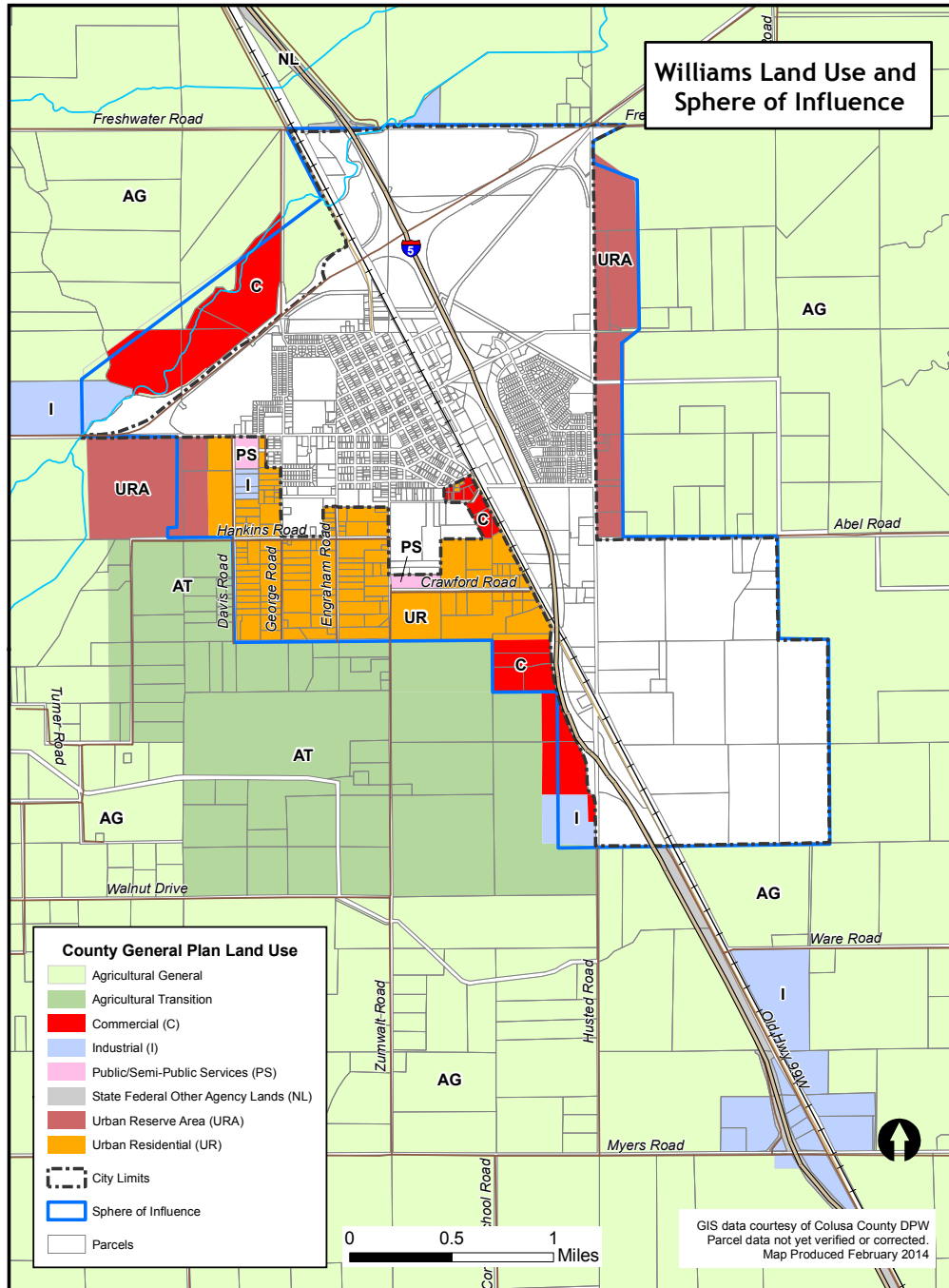
MAP 1 HISTORY OF ANNEXATIONS TO CITY OF WILLIAMS



MAP 2 MAP: LAFCO RECOMMENDED SOI FOR CITY OF WILLIAMS



MAP 3 MAP SHOWING PROPOSED SOI BOUNDARIES AND COUNTY GENERAL PLAN LAND USE DESIGNATIONS



MAP 4 MAP SHOWING SOIL TYPES WITHIN PROPOSED SOI FOR CITY OF WILLIAMS

