

COLUSA LAFCO

PARK and RECREATION DISTRICTS

SPHERE OF INFLUENCE

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Resolution 2010-0011***

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1 INTRODUCTION

1.1 LAFCO's Responsibilities

This Sphere of Influence (SOI) Update has been prepared for the Colusa Local Agency Formation Commission (Colusa LAFCO). Local Agency Formation Commissions are quasi-legislative local agencies created in 1963 to assist the State in encouraging the orderly development and formation of local agencies. This SOI consists of a review of park and recreation services as provided by the three park and recreation districts in Colusa County.

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000 et seq.) is the statutory authority for the preparation of an MSR, and periodic updates of the Sphere of Influence of each local agency. A Sphere of Influence is a plan for the probable physical boundaries and service area of a local agency, as determined by the affected Local Agency Formation Commission (Government Code §56076). Government Code §56425(f) requires that each Sphere of Influence be updated not less than every five years, and §56430 provides that a Municipal Service Review shall be conducted in advance of the Sphere of Influence update.

1.2 Sphere of Influence Requirements

In determining the Sphere of Influence for each local agency, LAFCO must consider and prepare a written 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; and
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.

1.3 LAFCO Policies and Procedures Related to Spheres of Influence

The Colusa LAFCO adopted policies and procedures related to Spheres of Influence on February 5, 2004.

1.4 Description of Public Participation Process

The LAFCO proceedings are subject to the provisions of California's open meeting law, the Ralph M. Brown Act (Government Code Sections 54950 et seq.) The Brown Act requires advance posting of meeting agendas and contains various other provisions designed to ensure that the public has adequate access to information regarding the proceedings of public boards and commissions. Colusa LAFCO complies with the requirements of the Brown Act.

SOI policies have been adopted by the Colusa LAFCO. Colusa LAFCO has discussed and considered the SOI process in open session, and has adopted a schedule for completing the various municipal service reviews and sphere of influence updates for Colusa County. Each Sphere of Influence will be prepared as a draft, and will be subject to public and agency comment prior to final consideration by the Colusa LAFCO.

1.5 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:
A Coterminous Sphere means that the Sphere of Influence 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.
- 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.

The limited service sphere SOI is generally adopted when the following 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.

1.6 SOI Update Process

LAFCO is required to establish SOIs for all local agencies and enact policies to promote the logical and orderly development of areas within the SOIs. Furthermore, LAFCO must update those SOIs every five years. In updating the SOI, LAFCO is required to conduct a municipal service review (MSR) and adopt related determinations. Information contained in this Sphere of Influence Update is only current as of the date of adoption.

This report identifies preliminary SOI policy alternatives and recommends the SOI option for each of the three park and recreation districts. Development of actual SOI updates will involve additional steps, including opportunity for public input at a LAFCO public hearing, and consideration and changes made by Commissioners.

LAFCO must notify affected agencies 21 days before holding a public hearing to consider the SOI and may not update the SOI until after that hearing. The LAFCO Executive Officer must issue a report including recommendations on the SOI amendments and updates under consideration at least five days before the public hearing.

1.7 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 likely 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

Since the recommendation is to keep the Sphere of Influence for the Park and Recreation Districts the same as the Boundary of the District there will be no environmental impacts from the adoption of the Sphere and no environmental document is required.

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 SPHERE OF INFLUENCE FOR ARBUCKLE PARK AND RECREATION DISTRICT

The Sphere of Influence for the Arbuckle Park and Recreation District in Colusa County will stay the same as the present boundary of the District.

2.1 Land Use

2.1.1 *Present and Planned Land Uses in the Arbuckle Area, Including Agricultural and Open Space Lands*

Colusa County is in the process of revising its General Plan. Since the Arbuckle Park and Recreation District includes land surrounding the Arbuckle PUD as well as land within the Arbuckle PUD areas of growth will be within the Arbuckle Park and Recreation District. The District has a special assessment for various types of development so the District should be able to maintain financial stability with any of the General Plan choices.

4.1.2 *SOI Determinations Present and Planned Land Use for Arbuckle Park and Recreation District*

- 1-1] The Sphere of Influence for the Arbuckle Park and Recreation District will be the same as the District Boundary.
- 1-2] There are no conflicts with the Arbuckle Park and Recreation District and existing or proposed land uses in the area.
- 1-3] If the Arbuckle Park and Recreation District proposes an annexation or detachment in the future a revised Municipal Service Review and Sphere of Influence will be required.

2.2. Municipal Services: Present Need

2.2.1 *Service Need for Arbuckle Park and Recreation District*

The lands within the Arbuckle Park and Recreation District need the services that are provided. Arbuckle has benefitted from the Park and Recreation District from the start. The community has worked together to form, fund, and operate the District.

2.2.2 *SOI Determinations for Facilities and Services Probable Need for Arbuckle Park and Recreation District*

- 2-1] The people within the Arbuckle Park and Recreation District are relatively young and have few resources to provide recreation opportunities on a private basis.
- 2-2] The Arbuckle Park and Recreation District makes a valuable contribution to Arbuckle by providing a way for the town and rural community to work together.
- 2-3] Recreation opportunities are a proven method to combat crime and increase educational achievement.

2.3 Public Facilities Future Capacity

2.3.1 Facilities and Capacity

The Arbuckle Park and Recreation District has the following facilities:²

Balfour Park, 10 th and Hall Street,	5.70 acres
KIA Memorial Park, 5 th and Hall Streets	0.81 acres
Lavanch Hursh Park, 5 th and Hall Streets	0.44 acres
Wee Park, Old Highway 99 and Hillgate Road	1.45 acres
Total	8.40 acres

The facilities and capacity of the Arbuckle Park and Recreation District are adequate considering that the District was formed in 2007. The District is meeting the needs of the community and uniting the agricultural area and the town of Arbuckle in a common cause.

2.3.2 SOI Determinations for Public Facilities Present and Future Capacity for Arbuckle Park and Recreation District

3-1] The Arbuckle Park and Recreation District has adequate facilities and will increase capacity as the District gains experience.

2.4 Social or Economic Communities of Interest

2.4.1 Arbuckle Park and Recreation District

Arbuckle is clearly a separate community both socially and economically. The community is not an incorporated city but needs all the services including park and recreation service. The advantage of a separate Park and Recreation District is that the larger community can be included and that the special assessment collected must be used only for parks and recreation.

2.4.2 SOI Determinations for Social or Economic Communities of Interest for Arbuckle Park and Recreation District

4-1] The Arbuckle Park and Recreation District serves the larger community of Arbuckle and is a source of community pride.

² "Arbuckle Parks and Recreation District Engineer's Report, July 2007", SCI Consulting Group, 4745 Mangels Boulevard, Fairfield, CA 94534, PH: 707.430.4300, Fax: 707.430.4319, www.sci-cg.com, Page 1.

3 SPHERE OF INFLUENCE FOR MAXWELL PARK AND RECREATION DISTRICT

The Sphere of Influence for the Maxwell Park and Recreation District in Colusa County will stay the same as the present boundary of the District.

3.1 Land Use

3.1.1 *Present and Planned Land Uses in the Maxwell Area, Including Agricultural and Open Space Lands*

Colusa County is in the process of revising the General Plan. The Maxwell Park and Recreation District includes land surrounding the Maxwell PUD as well as land within the PUD so any lands proposed for development will be included in the Park and Recreation District.

3.1.2 *SOI Determinations Present and Planned Land Use for Maxwell Park and Recreation District*

- 1-1] The Sphere of Influence for the Maxwell Park and Recreation District will be the same as the District Boundary.
- 1-2] There are no conflicts with the Maxwell Park and Recreation District and existing or proposed land uses in the area.
- 1-3] If the Maxwell Park and Recreation District proposes an annexation or detachment in the future a revised Municipal Service Review and Sphere of Influence will be required.

3.2. Municipal Services: Present Need

3.2.1 *Service Need for Maxwell Park and Recreation District*

There is a need for the Maxwell Park and Recreation District but the District has been unable to meet the need for the past two years. The District may have to look into providing other types of recreation instead of operating the High School pool or work with another agency to prepare a grant application for the necessary repairs.

3.2.2 *SOI Determinations for Facilities and Services Probable Need for Maxwell Park and Recreation District*

- 2-1] Although the Maxwell Park and Recreation District is needed, no pool services have been provided for 2009 or 2010. The district is sponsoring other recreational activities such as a winter basketball league

3.3 Public Facilities Future Capacity

3.3.1 *Facilities and Capacity*

The Maxwell Park and Recreation District has no facilities and limited capacity at this time. The District does have a special assessment that could be used to provide for limited recreation programs.

3.3.2 *SOI Determinations for Public Facilities Present and Future Capacity for Maxwell Park and Recreation District*

- 3-1] The District should be maintained and supported so that recreational opportunities in Maxwell can be developed.

3.4 Social or Economic Communities of Interest

3.4.1 *Maxwell Park and Recreation District*

Maxwell is a separate community both socially and economically. The community is not an incorporated city but needs all the services including park and recreation service. The advantage of a separate Park and Recreation District is that the larger community can be included and that the special assessment collected must be used only for parks and recreation.

3.4.2 *SOI Determinations for Social or Economic Communities of Interest for Maxwell Park and Recreation District*

- 4-1] The Maxwell Park and Recreation District serves the larger community of Maxwell.

4 SPHERE OF INFLUENCE FOR STONYFORD PARK AND RECREATION DISTRICT

The Sphere of Influence for the Stonyford Park and Recreation District in Colusa County will stay the same as the present boundary of the District.

4.1 Land Use

4.1.1 *Present and Planned Land Uses in the Stonyford Area, Including Agricultural and Open Space Lands*

The Stonyford Park and Recreation District includes the area around Stonyford as well as the area within CSA 2 and benefits all residents of the area.

4.1.2 *SOI Determinations Present and Planned Land Use for Stonyford Park and Recreation District*

- 1-1] The Sphere of Influence for the Stonyford Park and Recreation District will be the same as the District Boundary.
- 1-2] There are no conflicts with the Stonyford Park and Recreation District and existing or proposed land uses in the area.
- 1-3] If the Stonyford Park and Recreation District proposes an annexation or detachment in the future a revised Municipal Service Review and Sphere of Influence will be required.

4.2. Municipal Services: Present Need

4.2.1 *Service Need for Stonyford Park and Recreation District*

There is a need for the Stonyford Park and Recreation District. The baseball fields provided for the community provide a recreational opportunity for the community.

4.2.2 *SOI Determinations for Facilities and Services Probable Need for District*

- 2-1] The Stonyford Park and Recreation District was originally funded with a grant but has received no subsequent funding. The facilities are used by residents.

4.3 Public Facilities Future Capacity

4.3.1 Facilities and Capacity

The facilities and capacity of the Stonyford Park and Recreation District are appropriate for a small community.

4.3.2 SOI Determinations for Public Facilities Present and Future Capacity for Stonyford Park and Recreation District

3-1] Because the growth of Stonyford is limited there is no need to change the sphere or boundary of the Stonyford Park and Recreation District.

4.4 Social or Economic Communities of Interest

4.4.1 Stonyford Park and Recreation District

Stonyford is a separate community both socially and economically. The community is not able to grow but hopes to maintain itself at the present level.

4.4.2 SOI Determinations for Social or Economic Communities of Interest for Stonyford Park and Recreation District

4-1] The Stonyford Park and Recreation District serves the larger community of Stonyford and is a source of community pride.

REFERENCES

“Arbuckle Parks and Recreation District Engineer’s Report, July 2007”, SCI Consulting Group, 4745 Mangels Boulevard, Fairfield, CA 94534, Phone: 707.430.4300, Fax: 707.430.4319, www.sci-cg.com, Page 1.

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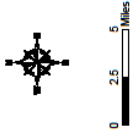
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MAP

Colusa LAFCO

Recreational Districts in Colusa County

- Storyford Recreation District
- Maxwell Recreation District
- Arbuckle Park and Recreation District
- Public Land Survey Township and Range
- Major Roads
- County Boundaries



Arbuckle Park and Recreation District Boundary from Colusa LAFCO Resolution 2006-05
 Maxwell Recreation District Boundary from Public Notice, Resolution 2006-05
 Storyford Recreation District Boundary from Colusa LAFCO File No. 8-4 Storyford Recreation District Formation.
 Map Produced July 2010 by ChicosMapWorks, LLC

