

CITY OF YUBA CITY
STAFF REPORT

Date: December 17, 2019

To: Honorable Mayor & Members of the City Council

From: Development Services Department

Presentation By: Brian Millar, Interim Director of the Development Services Department

Summary:

Subject: Updated Yuba City Municipal Services Review (MSR) for the Bogue-Stewart Master Plan area, and Initiation of Amendment of Sphere of Influence.

Recommendation: Adopt a Resolution of the City Council

- A. Accepting the updated municipal services review (MSR) for the expansion of the Yuba City sphere of influence (SOI) to include the area covered by the Bogue-Stewart Master Plan;
- B. Authorizing and requesting amendment of the current MSR as updated; and
- C. Authorizing and requesting an application for, and the initiation of, a SOI amendment.

Fiscal Impact: The cost of preparing the updated the Municipal Services Review was paid for by the applicants of the Bogue-Stewart Master Plan.

Purpose:

In order for the City to annex the Bogue-Stewart Master Plan (Master Plan) area into the City, the City's existing Sphere of Influence must be expanded to include this area. The Sutter Local Agency Formation Commission (Sutter LAFCo) is charged with this responsibility by the Cortez-Knox-Herzberg Local Reorganization Act of 2000 (LAFCo law) commencing with California Government Code 56000 *et. seq.*). As part of this process, LAFCo law requires that the City have prepared an MSR in advance of any LAFCo actions. This enables Sutter LAFCo to be able to determine that the City can reasonably extend City services to this new area. As part of this process, the City may also request Sutter LAFCo to amend the City's SOI to include the Master Plan area, which is require before property may be annexed into the City.

Background:

Sutter LAFCo is charged with encouraging orderly growth and development for the cities and districts within Sutter County. To include this new planning area within the proposed expanded Yuba City Sphere of Influence, the MSR must be updated (Govt. Code Sec 56430). The updated MSR provides an analysis of the City's ability to provide public services to the 741-acre Master Plan area.

Environmental Determination:

The MSR is an information document and is not subject to CEQA review. Regardless, the

Environmental Impact Report (EIR) prepared for the Bogue-Stewart Master Plan and related entitlements adequately addresses the information provided in the EIR. Additionally, the EIR assessed the annexation of the area into the City's Sphere of Influence.

Staff Comments:

As part of this entire Bogue-Stewart Master Plan process, positive Sutter LAFCO actions are a necessary component in order for the project to proceed. LAFCo law requires that Sutter LAFCo find that the City is able to adequately and reasonably extend services to this new planning area, and to approve any reorganization of the sphere of influence.

It is staff's opinion that this updated MSR provides that information, and that initiation of a Sphere of Influence amendment is necessary to implement development under the Master Plan.

Recommended Action:

Adopt a Resolution of the City Council i) accepting the updated municipal services review (MSR) for the expansion of the Yuba City sphere of influence (SOI) to include the area covered by the Bogue-Stewart Master Plan; ii) authorizing and requesting amendment of the current MSR as updated; and iii) authorizing and requesting an application for, and the initiation of, a SOI amendment.

Alternatives:

1. Choose not to accept the MSR and direct staff to make the necessary revisions before forwarding it to Sutter LAFCo.
2. Choose not to accept the MSR and not have it forwarded to Sutter LAFCo. This alternative would make Sutter LAFCo unable to consider amending the City's Sphere of Influence and annexing the properties into the City.
3. Choose not to initiate an amendment of the Sphere of Influence at this time.

Attachment:

Resolution Of The City Council Of The City Of Yuba City i) Accepting The Updated Municipal Services Review For The Expansion Of The Yuba City Sphere Of Influence To Include The Area Covered By The Bogue-Stewart Master Plan; ii) Authorizing And Requesting Amendment Of The Current Municipal Services Review As Updated; And iii) Authorizing And Requesting An Application For, And The Initiation Of, A Sphere Of Influence Amendment

Exhibit A: Municipal Services Review and Sphere of Influence

Exhibit B: Sphere of Influence Boundaries (Bogue-Stewart Master Plan area)

Prepared by:

/s/ Denis Cook

Denis Cook
Planning Consultant

Submitted by:

/s/ Michael Rock

Michael Rock
City Manager

Reviewed By:

Finance
City Attorney

RB
SLC by email

ATTACHMENT A

RESOLUTION NO. _____

**RESOLUTION OF THE CITY COUNCIL OF THE CITY OF YUBA CITY
I) ACCEPTING THE UPDATED MUNICIPAL SERVICES REVIEW FOR THE EXPANSION OF
THE YUBA CITY SPHERE OF INFLUENCE TO INCLUDE THE AREA COVERED BY THE
BOGUE-STEWART MASTER PLAN; II) AUTHORIZING AND REQUESTING AMENDMENT
OF THE CURRENT MUNICIPAL SERVICES REVIEW AS UPDATED; AND III) AUTHORIZING
AND REQUESTING AN APPLICATION FOR, AND THE INITIATION OF, A SPHERE OF
INFLUENCE AMENDMENT**

WHEREAS, to encourage orderly growth and development, the City desires to amend its current MSR (last updated in November 2011) and SOI in order to accommodate the future development of the Bogue-Stewart Master Plan (BSMP), which encompasses the area generally bound by Bogue Road on the north, Stewart Road on the south, South Walton Avenue on the west and the Feather River Levee on the east; and

WHEREAS, the BSMP area is currently located outside of the City's SOI; and

WHEREAS, as lead agency, the City has conducted an environmental assessment for the project, including the proposed annexation of the expanded SOI and the associated municipal services review (MSR); and

WHEREAS, as the result of said environmental assessment, an Environmental Impact Report (SCH #2017012009) (EIR) prepared for the BSMP project, which was certified by the City Council for the project on December 17, 2019. As a result, the project has been fully assessed as required by CEQA, and no further environmental assessment is required; and

WHEREAS, as part of the December 17, 2019, public hearing, the City Council also adopted the BSMP, associated General Plan amendment, and approved preannexation zoning for the entire BSMP area; and

WHEREAS, as a result, the City's General Plan designates the planning area/SOI preferred by the City, including the BSMP area; and

WHEREAS, the Sutter Local Agency Formation Commission (Sutter LAFCo) is charged with encouraging orderly growth and development for the cities and districts within Sutter County as required by the Cortez-Knox-Herzberg Local Reorganization Act of 2000 (LAFCo law) commencing with Government Code 56000 *et. seq.*; and

WHEREAS, LAFCo law requires Sutter LAFCo to review and update, as necessary, a local agency SOI's per California Government Code §56425(g), and to conduct a municipal service review for each agency prior to, or in conjunction with, an agency's SOI update per California Government Code §56430(a); and

WHEREAS, LAFCo law also requires that Sutter LAFCo authorize the amendment of the City's SOI to include the BSMP area (Govt. Code Sec. 56425); and

WHEREAS, LAFCo law also makes Sutter LAFCo responsible for determining that an agency, such as the City, is capable of providing the needed services to the BSMP area; and

WHEREAS, as part of this process, the City has prepared an MSR to analyze the abilities of the

City and other service providers to adequately service an expanded area that encompasses the BSMP; and

WHEREAS, the MSR was prepared in accordance with Section 56430 of the California Government Code and in accordance with the Service Review Guidelines prepared by the State Office of Planning and Research, etc.; and

WHEREAS, the MSR provides an analysis of the City's and other service provider's ability to provide public services to the BSMP area within the next 20 years, and concludes that such services can be adequately provided; and

WHEREAS, the City Council desires to accept the MSR and submit it for review and approval by the Sutter LAFCo as required by LAFCo law; and

WHEREAS, the City Council desires authorize and request amendment of the current MSR, as updated, by the Sutter LAFCo as required by LAFCo law;

WHEREAS, the City Council would to expand the City's SOI to include the BSMP area ensure the orderly provision of services and orderly development; and

WHEREAS, the City Council also desires to authorize and request an application for, and the initiation of, a SOI amendment with Sutter LAFCo.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Yuba City as follows:

1. Recitals: The Recitals set forth above are true and correct and incorporated herein.
2. California Environmental Quality Act (CEQA). This project has been fully assessed as required by CEQA, and an EIR (SCH #2017012009) has been certified for this project, and contemplates both the MSR and the annexation of the property within the Bogue-Stewart Master Plan area. As such, no further environmental assessment is required.
3. Findings and Acceptance of MSR: The City Council finds that the updated MSR, attached as Exhibit A, was prepared in accordance with LAFCo law and the Service Review Guidelines prepared by the State Office of Planning and Research. The City Council also finds that the MSR ensures that adequate public services can be provided within the probable physical boundaries and service area of the City over the next 20 years, including the BSMP area, as required by California Government Code Sections 56425 and 56430. The City Council further makes any other findings that may be required, based upon the facts and analysis of the updated MSR. The City Council accepts the updated MSR attached as Exhibit "A" and by reference made a part hereof.
4. Authorization and Request to Amend MSR: The City Council of the Yuba City hereby requests and authorizes an application for, and the initiation of, an update of the MSR for the City of Yuba City by Sutter LAFCo.
5. Authorization for, and Initiation of, SOI Amendment: The City Council of the Yuba City hereby requests and authorizes an application for, and the initiation of, a sphere of influence amendment consistent with the boundaries depicted in Exhibit "B," or any portion thereof. The exterior boundaries of the proposed updated sphere of influence

are entirely located within the County of Sutter and are described in the attached Exhibit "B," which is attached hereto and by reference made a part hereof.

6. City Manager and City Attorney Authorization: The City Manager is authorized and directed to prepare and file with the Executive Officer of the Local Agency Formation Commission of Sutter County all forms relating to the application as required by the Sutter LAFCO, including submission of the MSR. Additionally, the City Manager is authorized to take all other necessary steps required by the Sutter LAFCO required to effectuate the filing and processing of this Resolution by Sutter LAFCo as set forth herein. The City Manager, and if required by LAFCo law or necessary for approval as to legal form, the City Attorney, are authorized and directed to perform any and all acts required to affect the reorganization of the SOI initiated by this Resolution.

7. Effective Date of Resolution. This Resolution shall become effective immediately.

The foregoing Resolution was duly and regularly introduced, passed and adopted by the City Council of the City of Yuba City at a regular meeting thereof held on December 17, 2019 by the following vote:

AYES:

NOES:

ABSENT:

ATTEST:

Shon Harris, Mayor

Patricia Buckland, City Clerk

APPROVED AS TO FORM
COUNSEL FOR YUBA CITY

Shannon Chaffin
Aleshire & Wynder, LLP

- Exhibit A: Municipal Services Review and Sphere of Influence
- Exhibit B: Sphere of Influence Boundaries (Bogue-Stewart Master Plan area)

Screencheck Draft

MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE

City of Yuba City

Prepared for
Yuba City Development Services Department

December 2019



Screencheck Draft

MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE

City of Yuba City

Prepared for
Yuba City Development Services
Department

December 2019

2600 Capitol Avenue
Suite 200
Sacramento, CA 95816
916.564.4500
esassoc.com



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TABLE OF CONTENTS

City of Yuba City Municipal Service Review and Sphere of Influence

	<u>Page</u>
1. Introduction and Existing Conditions	1
1.1 Purpose of the Municipal Service Review	1
1.2 Background.....	4
1.3 LAFCo's Role.....	5
1.4 Municipal Service Review and Sphere of Influence Requirements.....	6
1.5 Setting	7
1.6 Service and Issues Review.....	7
1.7 Growth and Population Projections.....	8
1.8 Infrastructure and Services.....	12
1.9 Financing Constraints and Opportunities	29
1.10 Cost Avoidance Opportunities	33
1.11 Rate Restructuring	34
1.12 Opportunities for Shared Facilities.....	34
1.13 Government Structure Options	35
1.14 Evaluation of Management Efficiencies	35
1.15 Local Accountability and Governance.....	35
2. Municipal Service Review Determinations	36
2.1 Growth and Population Projections.....	37
2.2 Disadvantaged Unincorporated Communities.....	37
2.3 Infrastructure and Services	37
2.4 Financial Ability.....	40
2.5 Facilities Sharing	40
2.6 Accountability.....	41
2.7 Additional Matters	41
3. Sphere of Influence Determinations.....	41
3.1 Sites Included	42
3.2 Present and Planned Land Uses in the Area Including Agricultural and Open- space Lands	42
3.3 Present and Probable Need for Public Facilities and Services in the Area	44
3.4 The Present Capacity of Public Facilities and Adequacy of Public Services that the Agency Provides or Is Authorized to Provide.....	46
3.5 The Existence of any Social or Economic Communities of Interest in the Area if the Commission Determines that They are Relevant to the Agency.....	46
3.6 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, that Occurs Pursuant to Section 56425 (g) on or after July, 1, 2012, The Present and Probable Need for Those	

	<u>Page</u>
Public Facilities and Services of Any Disadvantaged Unincorporated Communities Within the Existing Sphere of Influence	46
4. References.....	47
5. Persons and Organizations Consulted / List of Preparers.....	48
5.1 Persons and Organizations Consulted	48
5.2 List of Preparers	49

Figures

Figure 1 Regional Location	2
Figure 2 Sphere of Influence Amendment Area and Existing Sphere of Influence	3
Figure 3 Existing Sutter County General Plan Land Use Designations.....	10
Figure 4 Fire Stations in the Yuba City Area.....	22
Figure 5 Parks in the Yuba City Area.....	24

Tables

Table 1 Proposed Sphere of Influence Acreage	4
Table 2 Summary of Services in the Sphere of Influence Amendment Area	5
Table 3 Yuba City Water Supply Sources.....	12
Table 4 Level of Service and Infrastructure - Water.....	13
Table 5 2018 Water Deliveries	14
Table 6 Projected BSMP Water Demand at Full Buildout (2040)	15
Table 7 Level of Service and Infrastructure - Wastewater	17
Table 8 Parks and Open Space Dedication and Credits by Park Type.....	25
Table 9 Land Use Summary Table	44

MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE

City of Yuba City

1. Introduction and Existing Conditions

The City's current Municipal Service Review (MSR) ensures that adequate public services can be provided within the probable physical boundaries and service area of the City over the next 20 years, as required by California Government Code Sections 56425 and 56430.

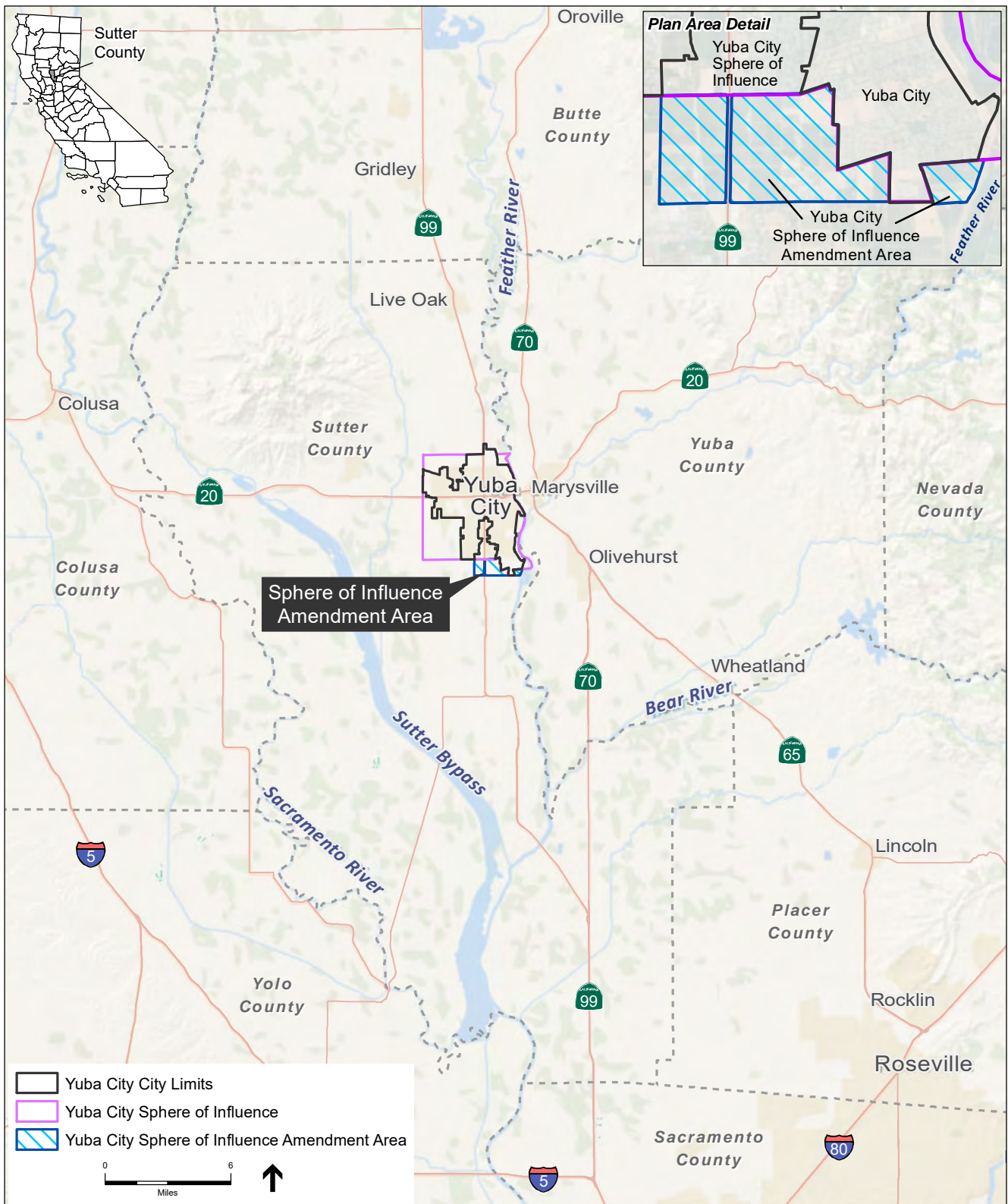
The City is requesting to amend its current MSR (last updated in November 2011) and Sphere of Influence (SOI) in order to accommodate the future development of the Bogue-Stewart Master Plan (BSMP). The entirety of the approximately 741.5-acre BSMP Area is proposed to be included in the City of Yuba City's SOI using a SOI Amendment (SOIA), consistent with the requirements of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act).

1.1 Purpose of the Municipal Service Review

The MSR will be used to determine if municipal service providers can feasibly finance and extend infrastructure, services, and facilities into the proposed SOIA Area to adequately serve projected future growth within the next 20 years. This MSR provides an analysis of the existing service capabilities of the City of Yuba City and other municipal service providers in the vicinity that could be likely future service providers and, more specifically, services that would be needed to support the development of lands within the BSMP. **Figure 1** shows regional location while **Figure 2** shows the proposed SOIA Area.

An SOI indicates the probable physical boundaries and service area of the City over the next 20 years. This proposed SOIA, if approved, will facilitate the long-range planning efforts of the City to direct growth. If approved, the proposed SOIA will provide direction to service providers about the location and extent of the City's growth. In addition, it will set the stage for a phased annexation of the SOIA Area.

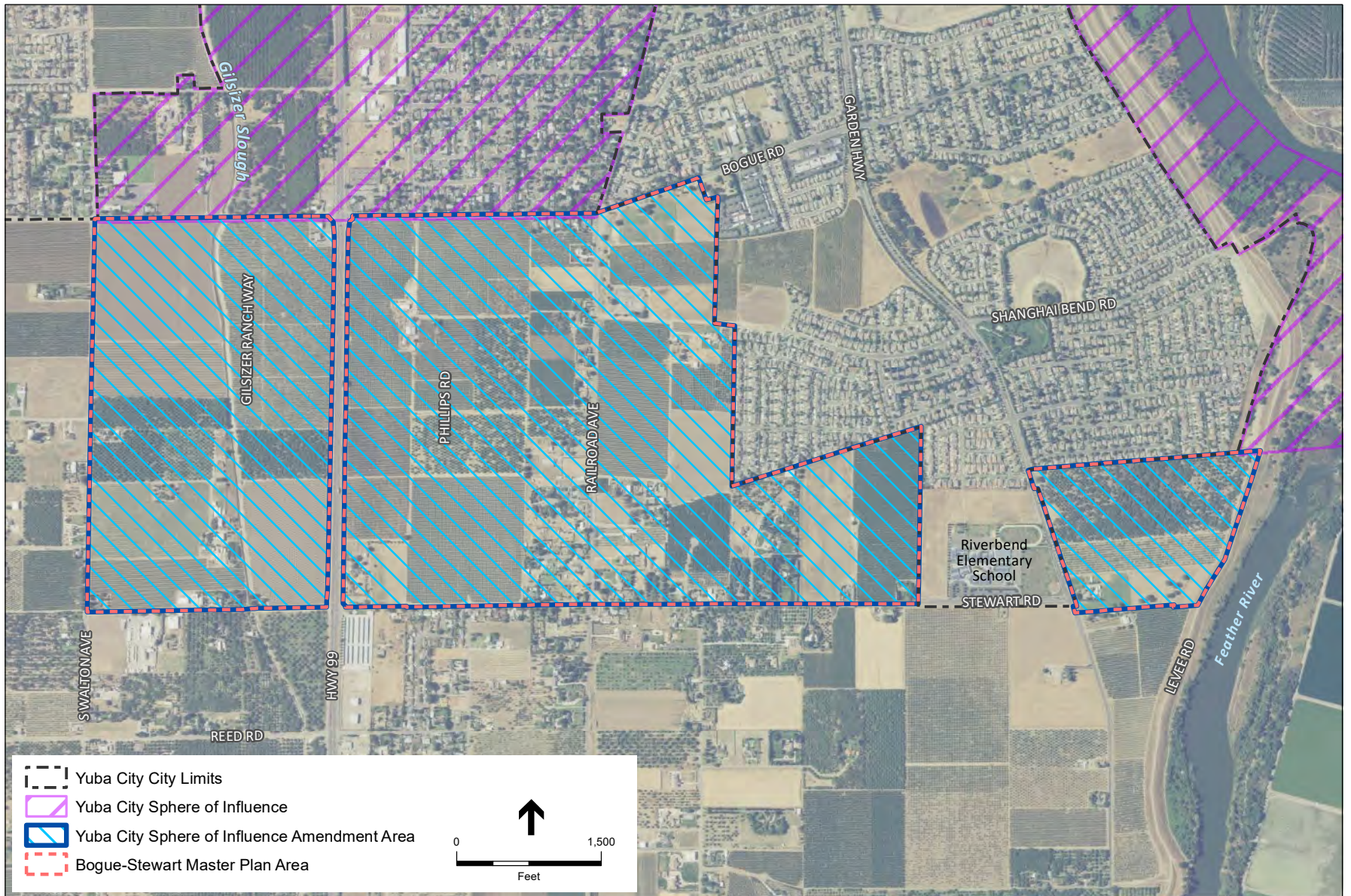
This MSR evaluates the structure and operation of the City and various service providers. The MSR includes a discussion of the plans and ability of each provider to ensure continued adequate municipal service provision, as well as the means and capacity to serve future developments upon annexation into the City boundaries. Key sources for this study include the BSMP Environmental Impact Report (EIR) and other publicly available documents.



SOURCE: ESRI, 2018; City of Yuba City, 2018; ESA, 2019

Bogue-Stewart Master Plan, EIR, and MSR/SOIA . 140720

Figure 1
Regional Location



SOURCE: USDA, 2016; City of Yuba City, 2016; ESA, 2019

Bogue-Stewart Master Plan, EIR, and MSR/SOIA . 140720

Figure 2
 Sphere of Influence Amendment Area
 and Existing Sphere of Influence

This MSR has been prepared by the City of Yuba City in collaboration with LAFCo in accordance with the requirements of the CKH Act, the Sutter LAFCo Municipal Service Review Guidelines, and applicable LAFCo policies as a means of identifying and evaluating public services related to the SOIA Area and possible amendments to the City’s SOI.

1.2 Background

The City of Yuba City’s existing SOI includes unincorporated areas adjacent to the northern, southern, and western sides of the City limits. Generally, these areas are characterized as large parcel, agricultural/rural residential uses. These properties are anticipated to remain in unincorporated Sutter County until urban levels of development are pursued, at which point they would be annexed into the City of Yuba City. The purpose of the SOIA is to amend the City’s current SOI in order to accommodate the future development of the approximately 741.5-acre BSMP (see **Table 1**).

**TABLE 1
PROPOSED SPHERE OF INFLUENCE ACREAGE**

Area	Acres
Existing City Boundary	9,596.6
Unincorporated Area within SOI	5,465.8
Proposed SOI Amendment	741.5
Overall Area within Proposed SOI	15,803.9

The SOIA is accompanied by a General Plan Amendment (GPA) which, if the City approves, will change the land use designations for the 741.5 acres of the BSMP to City of Yuba City designations. If the SOIA is approved, the City is also looking to prezone the entire SOIA Area and annex approximately 265.5 acres. The proposed annexation area addresses Phase 1 and 2 of the BSMP which encompasses tentative subdivision maps for Newkom Ranch (Phase 1) and Kells East Ranch (Phase 2). These two projects include 913 dwelling units and approximately 499,415 square feet of nonresidential uses.

The SOIA Area, includes a mix of residential, commercial, parks, recreational sites, and public facilities uses. While the SOIA Area is currently located outside the City’s SOI, the City and Sutter County have had discussions which resulted in both jurisdictions concurring that this area would be appropriate for future expansion and growth of Yuba City.

Table 2 shows the various service providers located within or adjacent to the proposed SOIA Area. The table shows the current status of each provider, as to which services are provided, and if services are provided to the SOIA Area, or a part of the SOIA Area.

The preferred urban service provider will be the service provider who is most capable of planning for and supporting urban service demands within the SOIA Area, most effectively and efficiently. This assumption is based on the current level of services provided, existing plans, and financing and service capabilities.

TABLE 2
SUMMARY OF SERVICES IN THE SPHERE OF INFLUENCE AMENDMENT AREA

Service Provider	Services Provided	Currently Providing Service in SOIA Area	Provider in the event of Annexation
Sutter County	Roadways	X	
City of Yuba City	Water		X
	Wastewater		X
	Roadways		X
	Parks		X
Gilsizer County Drainage District and Yuba City	Drainage	X	X
Yuba City Police Department	Police		X
Sutter County Sheriff's Office	Police	X	
Yuba City Fire Department	Fire/Emergency Medical	X	X
Recology	Solid Waste	X	X
PG&E	Gas	X	X
	Electric	X	X
Yuba City Unified School District	Schools	X	X

The future development of the SOIA Area will require adequate planning for municipal services. If approved, the proposed SOIA will allow the service providers to plan and ensure adequate financing, services, and infrastructure are available in a timely manner. Future actions may include the amendment of an affected service provider's service boundary or Sphere of Influence, as applicable; and/or annexation in order to fully plan for and support future service demand.

1.3 LAFCo's Role

LAFCo's role is to implement the CKH Act, commencing with Government Code Section 56000 et seq., consistent with local Policies, Standards and Procedures. The CKH Act guides LAFCo's decisions. The major policy elements of LAFCo as established by the CKH Act include:

- **Orderly Growth.** LAFCO is charged with encouraging orderly growth and development. Providing housing for persons and families of all incomes is an important factor in promoting orderly development.
- **Logical Boundaries.** LAFCO is responsible for encouraging the logical formation and determination of boundaries.
- **Efficient Services.** LAFCO must exercise its authority to ensure that affected populations receive adequate, efficient and effective governmental services.
- **Preserve Agricultural and Open Spaces.** LAFCO is required to exercise its authority to guide development away from open space and prime agricultural land uses unless such actions would not promote planned, orderly, and efficient development.

- LAFCO is required to exercise its function in a manner, which promotes environmental justice.

1.4 Municipal Service Review and Sphere of Influence Requirements

1.4.1 Municipal Service Review

MSRs were added to the Local Agency Formation Commission's (LAFCO's) mandate with the passage of the CKH Act, pursuant to Government Code 56000, *et seq.* A service review is a comprehensive study designed to better inform LAFCOs, local agencies, and the community about the provision of municipal services. Service reviews attempt to capture and analyze information about the governance structures and efficiencies of service providers, and to identify opportunities for greater coordination and cooperation among providers. The MSR is a prerequisite to an SOI amendment and may also lead a LAFCO to take other actions under its authority (Government Code Section 56430). Yuba City's MSR is being updated specifically in response to the BSMP.

The State Legislature established the MSR requirement after the release of two studies recommending that LAFCOs conduct reviews of local agencies. The first study was completed by the "Little Hoover Commission," which focused on the need for oversight and consolidation of special districts. The second study was completed by the "Commission on Local Governance for the 21st Century," which focused on the need for regional planning to ensure adequate and efficient local government services to serve the growing population of California.

1.4.2 Sphere of Influence Update

In conjunction with the requirement to conduct an MSR, the CKH Act requires each LAFCO to review and update, as necessary, SOIs for each local agency within LAFCO's jurisdiction, pursuant to Government Code Section 56425. An SOI is a planning tool that is designed to provide guidance in reviewing proposals, promoting the efficient and effective provision of municipal services, and preventing duplication of service responsibility. LAFCOs are responsible for determining that an agency is reasonably capable of providing needed resources and basic infrastructure to serve areas within the agency's boundaries and SOI. The SOI is the area that LAFCOs might expect development to occur and need services.

The adoption of an SOI is perhaps the most important planning function given to LAFCOs by the State Legislature. The CKH Act describes SOIs as an important tool for "planning and shaping the 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." SOIs serve a similar function in LAFCO determinations as general plans do for cities and counties. The SOI boundary and written determinations adopted by LAFCO should guide the provision of services for areas within the SOI. The MSR would provide LAFCO with a clear indication of whether an agency has the services available to support an SOI boundary. Yuba City's SOIA is being updated specifically in response to the BSMP.

1.5 Setting

The City of Yuba City is located in Sutter County, approximately 42 miles north of Sacramento and 0.25 miles west of Marysville. Situated at the crossroads of Highway 99 and Highway 20, the City encompasses approximately 15 square miles, and as of 2017 had an estimated population of 67,445.

The SOIA Area is located directly south of Bogue Road, along the southern edge of the City, and is split by Highway 99. The SOIA Area is generally bounded by Bogue Road to the north, West Feather River Levee (boundary is 30 feet from landside levee toe) to the east, Stewart Road to the south, and South Walton Avenue to the west (see Figure 1).

1.5.1 California Environmental Quality Act (CEQA)

MSRs are planning studies for future action and as such are exempt from environmental review. As this application includes a proposal to amend the City of Yuba City's SOI, environmental review is required for that part of the application. A Draft EIR (SCH# 2017012009) was prepared in May 2019 and the Final EIR was certified December 17, 2019, and specifically envisioned the SOIA and future annexation as a part of the project, subject to approval.

1.6 Service and Issues Review

This MSR analysis is organized into the following seven factors corresponding to the requirements of Government Code Section 56430, as described below.

Growth and Population Projections – This section analyzes the projected growth within the City and within the City's proposed SOI over the next 16 years to 2035.

Disadvantaged Unincorporated Communities – This section analyses the location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI based on the passage of SB 244, which became effective January 1, 2012, and requires LAFCOs to consider disadvantaged unincorporated communities in MSRs.

Public Facilities and Services – This section evaluates the adequacy of the City's major public services and infrastructure and the ability of those public services and infrastructure to be expanded to meet future service demands for this proposed SOIA. Within this section, each service area is evaluated relative to the availability of public services and facilities to meet existing and future service demands.

Financial Ability – This section evaluates the City's fiscal status with regard to its provision of services. The City's rate structure, funding sources, long-term debts, risk management, and expenditures are addressed in this section to determine the City's fiscal viability and potential impacts that would result from the proposed SOIA.

Facilities Sharing – This section analyzes the current status of, and opportunities for, shared facilities. Service agreements with other agencies, as well as any potential service duplication, are

also examined in order to help eliminate duplication or overlapping services, which in turn can reduce costs.

Accountability – This section reviews the extent to which the City makes its governmental processes transparent to the public and invites public participation. This includes discussion of general management practices, existing government structure, boundaries, and future service areas.

Additional Matters – This section provides an overview of any topics not addressed or analyzed in the prior discussions.

1.6.1 Sphere of Influence Factors

Yuba City’s SOIA is being updated specifically in response to the BSMP. In establishing a SOI boundary, LAFCO must consider five factors and make written 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 that the agency provides or is authorized to provide.
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.
5. For any update of an SOI of a city or special district that provides public facilities or service related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any unincorporated communities within the existing SOI.

The City of Yuba City’s MSR has been prepared in accordance with Section 56430 of the California Government Code as a means of identifying and evaluating public services provided by the City and possible changes to the City’s SOI.

The following provides an overview and background information of the seven factors required by Government Code Section 56430 for an MSR:

1.7 Growth and Population Projections

The population projection in the City’s General Plan estimate that its population could reach 68,150 by the year 2025 or later.¹ Actual growth rates will depend on a variety of factors, including demographic, economic, and market conditions that could slow growth compared to the projection. According to the Sutter County General Plan, 91 percent of the unincorporated area within the County is zoned as agricultural land, with low population growth having occurred in

¹ City of Yuba City, 2004. Yuba City General Plan: Growth and Economic Development. Available: https://www.yubacity.net/city_hall/departments/development_services/planning/plans/general_plan. Accessed May 13, 2019. p. 2-3.

recent years.² Existing Sutter County General Plan Land Use designations for the SOIA Area are shown in **Figure 3**.

However, Yuba City experienced nearly an 84 percent increase in population between the years 2000 and 2017. According to the U.S. Census, the City's population was 36,758 in 2000,³ 64,925 in 2010,⁴ and 67,445 in 2017.⁵ The City's share of the total population in Sutter County has increased substantially since 2000, from 46.6 percent of the County⁶ to 69.6 percent in 2017,⁷ while the City's share of the MSA population^{8:9} and has increased moderately over the same period, rising from 26.4 percent¹⁰ in 2000 to 39.3 percent in 2017.¹¹ Further, a portion of the City's population growth can be attributed to the annexations of existing county land in 2001 and 2004. The City's General Plan includes a goal of maintaining a well-defined compact urban form, with a defined urban growth boundary and urban development intensities on land designated for urban uses. Therefore, growth is anticipated to occur within the City limits, SOI, and proposed SOI.

1.7.1 Current Municipal Service Area

The City of Yuba City is situated at the crossroads of State Route (SR) 99 and SR 20, and immediately west of the Feather River with the City of Marysville located on the east side of the Feather River in Yuba County (see **Figure 1**). The City encompasses approximately 15 square miles and as of 2017 had a population of 67,445.

The City of Yuba City predominantly features a mixture of urban and rural areas with existing residential, commercial, industrial, public/semi-public, and parkland land uses. The Yuba City General Plan has determined that long-term growth is expected to occur to accommodate future housing and employment demands.

The City of Yuba City's SOI includes unincorporated areas within Sutter County adjacent to the northern, southern, and western sides of the City limits, and the Feather River, which is the Sutter County line, marks the City boundary to the east. Generally, these areas are characterized as large

² Suter County, 2016. Sutter County 2035 General Plan: Land Use. Available:

https://www.suttercounty.org/doc/government/depts/ds/ps/gp/gp_home. Accessed May 13, 2019. p. 3-2.

³ U.S. Census Bureau, 2000. Population, Housing Units, Area, and Density: 2000 - State -- Place and (in selected states) County Subdivision, Census 2000 Summary File 1 (SF 1) 100-Percent Data. Geography: Yuba City, California. Accessed July 24, 2017.

⁴ U.S. Census Bureau, 2010. Population, Housing Units, Area, and Density: 2010 - State -- Place and (in selected states) County Subdivision, 2010 Census Summary File 1. Geography: Yuba City, California. Accessed July 24, 2017.

⁵ California Department of Finance, Demographic Research Unit, 2017. Report E-5: Population and Housing Estimates for Cities, Counties, and the State, January 1, 2011-2017, with 2010 Benchmark. May 2017.

⁶ U.S. Census Bureau, 2000. Population, Housing Units, Area, and Density: 2000 - State -- County / County Equivalent Census 2000 Summary File 1 (SF 1) 100-Percent Data. Geography: California. Accessed July 24, 2017.

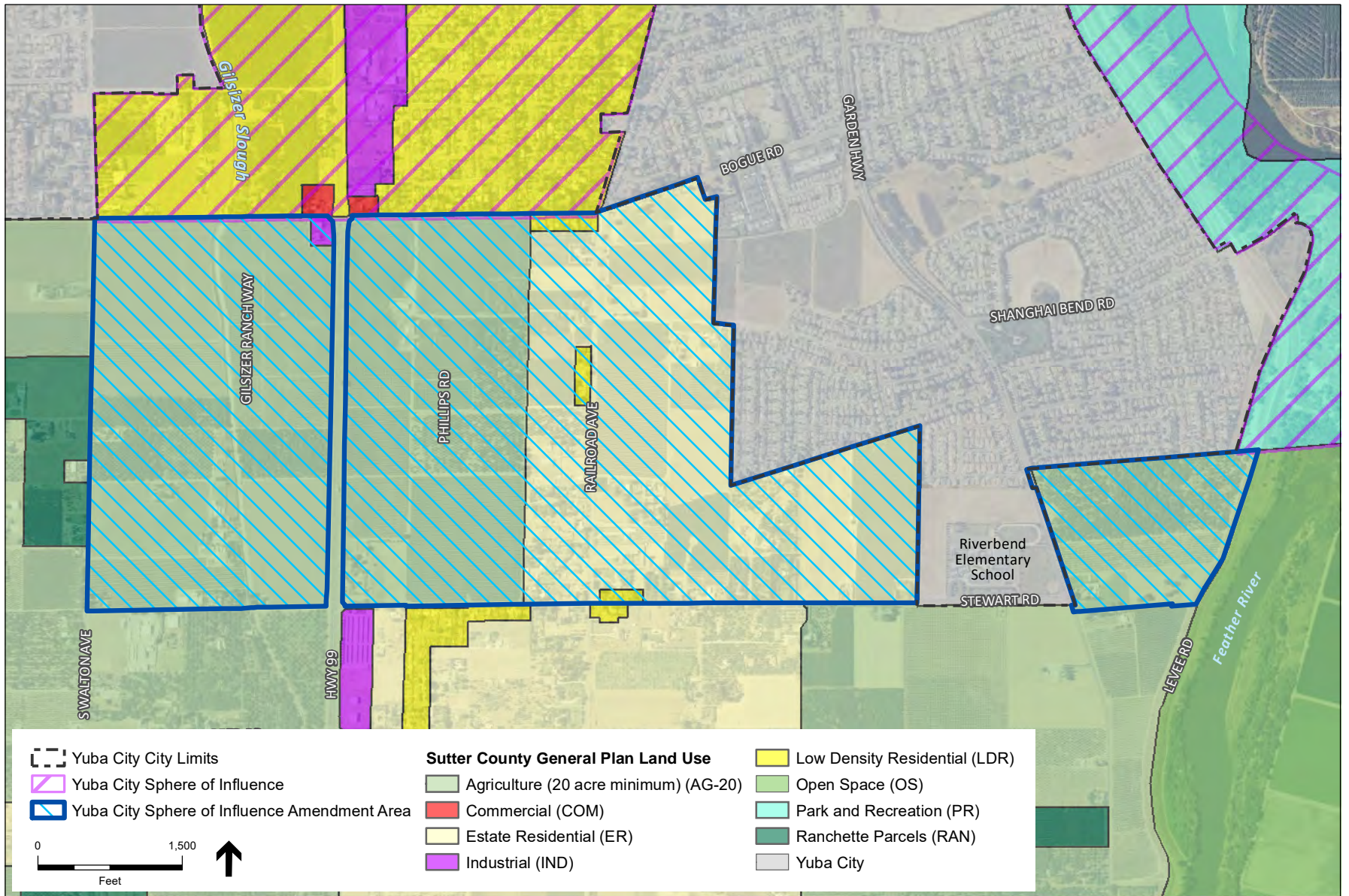
⁷ California Department of Finance, Demographic Research Unit, 2017. Report E-5: Population and Housing Estimates for Cities, Counties, and the State, January 1, 2011-2017, with 2010 Benchmark. May 1, 2017.

⁸ U.S. Census Bureau, 2000. American FactFinder: Population, Housing Units, Area, and Density: 2000 - State -- County/County Equivalent. Geography: California. Accessed July 24, 2017.

⁹ This reference uses the sum of the 2000 Sutter and Yuba County populations, per U.S. Census Bureau, to establish a 2000 Yuba City MSA population.

¹⁰ U.S. Census Bureau, 2000. Population, Housing Units, Area, and Density: 2000 - State -- Place and (in selected states) County Subdivision, Census 2000 Summary File 1 (SF 1) 100-Percent Data. Geography: Yuba City. Accessed July 24, 2017.

¹¹ California Department of Finance, Demographic Research Unit, 2017. Report E-5: Population and Housing Estimates for Cities, Counties, and the State, January 1, 2011-2017, with 2010 Benchmark. May 1, 2017.



SOURCE: USDA, 2016; City of Yuba City, 2016; Sutter County, 2016; ESA, 2019

Bogue-Stewart Master Plan, EIR, and MSR/SOIA . 140720

Figure 3
Existing Sutter County General
Plan Land Use Designations

parcel, agricultural/rural residential uses. These properties are anticipated to remain in unincorporated Sutter County until urban levels of development are pursued, if consistent with planned growth as identified in the Yuba City General Plan.

1.7.2 Projected Service Area

Based on the population projections provided in the City of Yuba City's General Plan, Yuba City's population could reach 68,150 in the year 2025. This would be at the planned buildout of the 2025 General Plan, which assumes development of areas within the SOI and GPA. The General Plan also assumes that the population of the unincorporated areas of the General Plan service area will grow at a rate similar to that of the incorporated city, and if this growth occurs, then the service area population is projected to be approximately 105,730 in 2025.

The Projected Service Area for the City assumes the same service as currently provided by the City under the General Plan, but with the addition of the SOIA Area which is located in a predominantly rural area with a low population count. Currently there are few scattered residences throughout the service area on large lots, with limited infrastructure. The majority of the roads are small, two-lane thoroughfares, with the exception of SR 20 which is an east to west State highway, and SR 99 which is a four-lane north to south State highway through the City that bisects the SOIA Area. Upon buildout of the proposed BSMP, including the Newkom Ranch and Kells East Ranch phases, 2,517 dwelling units would be constructed and approximately 1,288,723 square feet of non-residential space would be constructed.

1.7.3 Disadvantaged Unincorporated Communities

With the passage of SB 244, which became effective January 1, 2012, LAFCOs are required to consider the location and characteristics of any disadvantaged unincorporated communities within or contiguous to the SOI of cities or special districts. Disadvantaged unincorporated communities are defined by Section 79505.5 of the Water Code as a community with an annual median household income that is less than 80 percent of the statewide annual median household income. The 2017 statewide median household income is \$67,169; 80 percent of the median is \$53,735¹². The median household income in Yuba City is \$51,037; 80 percent of the median is \$40,830.¹³

In addition, the California Association of Local Agency Formation Commissions (CALAFCO) has a mapping tool that summarizes those census tracts considered disadvantaged based on the 2017 median household income. Based on the information provided from the CALAFCO mapping tool, there are no known areas of disadvantaged unincorporated communities within the Yuba City SOI, nor are there any disadvantaged unincorporated communities within the SOIA Area identified at this time.

¹² U.S. Census Bureau, 2019. QuickFacts: California. Population Estimates, American Community Survey, Census of Population and Housing (2013-2017). Available: <https://www.census.gov/quickfacts/CA>. Accessed September 5, 2019.

¹³ U.S. Census Bureau, 2019. QuickFacts: Yuba City, CA. Population Estimates, American Community Survey, Census of Population and Housing (2013-2017). Available: <https://www.census.gov/quickfacts/fact/table/yubacitycalifornia,CA/PST045218>. Accessed September 5, 2019.

1.8 Infrastructure and Services

For each service area, an evaluation as to the adequacy of the City's major public services and infrastructure is provided below. This includes the evaluation regarding the ability of those public services and infrastructure to be expanded to meet future service demands for this proposed SOIA.

Each service area is analyzed in terms of the current level of service and proposed future level of service. The current level of services examines the City's existing infrastructure and the services currently being provided. The future level of service reviews planned improvements and service expansions of the City relative to the proposed SOIA.

Future levels of service would be determined by City policies concerning standards acceptable to the residents of the City of Yuba City, while infrastructure improvements needed for specific projects would be based upon the development review process. This section describes the City's ability to provide services to the proposed SOIA Area.

1.8.1 Water

Current Level of Service and Infrastructure

The City of Yuba City Public Works Department is responsible for the City's water treatment and distribution system. The City primarily provides potable surface water to development within the City limits, whereas surrounding unincorporated regions typically rely on groundwater. The City's current water supplies that have historically provided water to the service area are derived from multiple surface water rights and contracts, as well as the City's rights to groundwater. The main water supply source for the City is surface water from the Feather River with use of a backup groundwater well. The City of Yuba City is a public water agency with approximately 19,200 connections as of November 2019. City policy only allows areas annexed into the city limits to be served by the surface water system.¹⁴ **Table 3** shows the water supply sources for the City.

TABLE 3
YUBA CITY WATER SUPPLY SOURCES

Source	Supply – (afy)
SWRCB License 13855	6,500
SWRCB Permit 18558	9,000
North Yuba Water District Agreement	4,500
Subtotal for City Surface Water Entitlements	20,000
State Water Project Contract	9,600
SWP Carryover Water	6,000
SWP Advanced Table A	5,000
Total	40,600
Groundwater	2,464

SOURCE: Tully & Young, 2017. Bogue Stewart Master Plan Project SB 610 Water Supply Assessment. August 2017.

¹⁴ City of Yuba City, 2019. Bogue-Stewart Master Plan (BSMP) Draft EIR. Chapter 3.15.2, Water Supply. p. 3.15-9.

The City currently operates under a municipal water district and sewer system with the use of a surface water treatment plant (WTP). The total permitted capacity of the WTP is 36 million gallons per day (mgd), or approximately 40,000 acre-feet per year (afy) permitted. All water supplies derived from these sources are managed in order to best meet the City's demands, delivery costs, water quality, and emergency management of water supplies. The City possesses entitlements to 20,960 afy (18.7 mgd) of surface water during normal water years. Water demands served by the City of Yuba City are primarily residential (single-family residential and multi-family residential), commercial/institutional, industrial, and landscape irrigation. As noted in the Yuba City 2015 Urban Water Management Plan, the total demand for water is 4,349 million gallons (MG) per year, or 11.91 mgd, which is well below the permitted capacity of 36 mgd.¹⁵ **Table 4** shows the level of service and infrastructure for water at the Yuba City Water Treatment Plant.

TABLE 4
LEVEL OF SERVICE AND INFRASTRUCTURE - WATER

Area	Yuba City Water Treatment Plant – (mgd)
Existing City Water Demand	11.91
Existing and Other Planned Future Uses (2040)	18.85
Proposed BSMP Water Demand (full build out 2040)	1.57
Subtotal City Water Level of Service Needed (full buildout)	20.42
Existing Permitted Capacity for City Water	36.00

SOURCE: City of Yuba City, 2016. City of Yuba City 2015 Urban Water Management Plan. Final July 2016; Tully & Young, 2017. Bogue Stewart Master Plan Project, Water Supply Assessment.

Today private wells provide water to existing residences and other uses present within the SOIA Area. Existing City-owned water infrastructure is located to the north of and adjacent to the SOIA Area to the east.¹⁶

Water Treatment and Delivery

The City's WTP was placed into operation in 1969 and is located on approximately 25 acres in north Yuba City. Sufficient space remains to more than double the capacity of the existing plant. The WTP was originally designed with conventional coagulation, flocculation, sedimentation, and high-rate filtration processes. The permitted capacity of the conventional processes at the WTP is 24 mgd.

Prior to 1969, the City relied entirely on groundwater. However, surface supplies were substituted beginning in 1969 to address poor groundwater quality. Since that time, the City has maintained nominal groundwater infrastructure to provide drought and emergency supplies. The City

¹⁵ City of Yuba City, 2016. *City of Yuba City 2015 Urban Water Management Plan*. Final July 2016. p. 18.

¹⁶ City of Yuba City, 2016. *City of Yuba City 2015 Urban Water Management Plan*. Final July 2016.

maintains one well, located at its water treatment plant, which can produce 1.7 million gallons per day (mgd).¹⁷ The groundwater is treated and blended with available surface water.

In 2007, the WTP was expanded with membrane treatment technology, with the permitted capacity of the membrane WTP at 12 mgd. Water produced from the conventional and membrane plants is blended for chlorine disinfection, and the City's water quality is in compliance with the California Safe Drinking Water Act. As mentioned previously, the total WTP capacity is 36 mgd with both conventional and membrane treatment systems online.

Water demands served by the City of Yuba are primarily residential (single-family residential and multi-family residential), commercial/institutional, industrial, and landscape irrigation. **Table 5** presents water use sectors and associated metered and unmetered deliveries that were reported in the City's 2015 Urban Water Management Plan (UWMP).

**TABLE 5
2018 WATER DELIVERIES**

Water Use Sector	Metered		Unmetered		
	Number of accounts	Deliveries AFY	Number of accounts	Number of Deliveries ¹ AFY	Deliveries AFY ²
Single Family Residential	16,153	7,193	0	0	7,193
Multi-Family Residential	1,176	1,609	0	0	1,609
Commercial/Institutional	1,309	1,678	0	0	1,678
Industrial	5	1,747	0	0	1,747
Landscape Irrigation	420	942	0	0	942
Agriculture	0	0	0	0	0
Other	45	5	0	0	5
Total	19,108	13,174	0	0	13,174

NOTE:

1 No unmetered deliveries in 2018.

2 13,174 AFY is equivalent to approximately 11.73 mgd

SOURCE: City of Yuba City. 2016. *City of Yuba City 2015 Urban Water Management Plan*. Final July 2016; DWR, 2019. City of Yuba City. *Public Water System Statistics*. Accessed December 9, 2019.

Planned Level of Service and Improvements

The City's planned water supplies that are projected to serve its existing and likely future water service area are also derived from multiple surface water rights and contracts, as well as the City's rights to groundwater. The main water supply source for the City would continue to be surface water from the Feather River with use of one backup groundwater well which has a

¹⁷ City of Yuba City, 2016. *City of Yuba City 2015 Urban Water Management Plan*. Water Treatment Plant. Final July 2016. p. 3-1, PDF p. 17.

capacity of approximately 1.7 mgd.¹⁸ The City of Yuba City would remain the public water agency, adding to the existing 19,200 connections, approximately.

The proposed BSMP would include slightly over 2,500 residential units and accompanying infrastructure and improvements such as streetscapes, along with retail, office and technical center space, civic amenities, parks, and an elementary school. To estimate the water needs of the proposed BSMP, the method employed uses population projections in conjunction with the City's 2020 per-capita water use target identified in its 2015 UWMP. This method is often used to evaluate potential demand for an entire water purveyor's service area, such as the entire City, as it reflects a blend of existing and future residential and non-residential uses.

As represented in the City's 2015 UWMP, the 2020 per-capita target for total water consumption (residential and non-residential) is 192 gallons per capita per day (gpcd), and can be used as a conservative estimate of future demand specifically for the new customers anticipated with the proposed BSMP. Total 2020 per-capita targets for residential water consumption (single and multi-family) is 129 gpcd, which means that per-capita targets for non-residential water consumption (commercial, industrial, landscape, and other) would be 63 gpcd.¹⁹

The proposed BSMP would include residential units representing a combination of single-family homes and multi-family homes (e.g. apartments). Based on the analysis presented in the Draft EIR for the BSMP, which used residential unit totals, and slightly higher population assumptions for a conservative estimate, the population of the proposed SOIA Area at BSMP build-out would be 7,320 people, with about 80 percent in single-family homes and 20 percent in multi-family housing. As shown in **Table 6**, using a conservative estimate, the proposed BSMP is forecast to result in a demand for 1,574 acre-feet annually for residential, non-residential, civic, and other consumption at full buildout in 2040 (1.4 mgd). The estimated City-wide demand for water supplies in 2040 is approximately 20,433 acre-feet (18.2 mgd), which is less than the City's current surface water entitlements.

TABLE 6
PROJECTED BSMP WATER DEMAND AT FULL BUILDOUT (2040)

Sector	Demand (afy)
Residential	889
Non-Residential	160
Civic	206
Non-revenue water at 10 percent	139
Total BSMP Demand	1,394
Conservative Estimate Selected for BSMP Analysis (using per capita based demand forecast)	1,574

SOURCE: Tully & Young. 2017. Bogue Stewart Master Plan Project SB 610 Water Supply Assessment. August 2017.

¹⁸ City of Yuba City, 2016. *City of Yuba City 2015 Urban Water Management Plan*. Final July 2016. PDF p. 36.

¹⁹ City of Yuba City, 2016. *City of Yuba City 2015 Urban Water Management Plan*. Final July 2016. PDF p. 27.

Water Treatment and Delivery Improvements

Planned levels of service within the SOIA Area for the BSMP would increase the demand for water supplied by the City's WTP. The proposed BSMP would construct transmission mains and a supply grid to provide sufficient flow and pressure to meet the demand and required fire flows and pressure within the SOIA Area. The existing water system would require strategic upgrades to serve the BSMP to connect with the City's water supply mains. Extensions of the existing distribution main system and system wide storage improvements would provide adequate service to the future development within the SOIA Area for the BSMP.

1.8.2 Wastewater

Current Level of Service and Infrastructure

Yuba City owns, operates, and maintains the wastewater collection, treatment, and disposal system that provides sewer service to approximately 60,000 residents and businesses. The remainder of the residents and businesses in the Yuba City sphere of influence (SOI) are currently serviced by private septic systems.

The City's current Wastewater Treatment Facility (WWTF) was constructed in the early 1970s, and is located on Burns Drive near Garden Highway about three-quarters of a mile northeast of the corner of the SOIA Area.²⁰ The WWTF has a National Pollutant Discharge Elimination System (NPDES) Permit that allows maximum effluent discharge of 10.5 mgd.²¹ The system includes 17 lift stations throughout the City, built between 1949 and 2012 with pipe sizes that range in diameter from 6 to 42 inches.²²

Table 7 provides an overview for the level of service and infrastructure provided by the WWTF, which treats an average dry weather flow of approximately 6.5 million gallons per day (mgd) and a peak-hour flow of approximately 12 mgd. The WWTF has the permitted capacity to treat a maximum flow of 10.5 mgd (dry weather flow).

After processing, the WWTF sends the treated wastewater through further filtration, disinfection and de-chlorination processes prior to being discharged into the Feather River. The treated wastewater can also be discharged to percolation ponds located on the east side of the Feather River in the floodplain. Sludge outputs from the various processes are dewatered and transported to a landfill.

Conveyance capacity needed for wastewater flows from other parts of Yuba City are separate from the interceptor that would serve the SOIA Area. In unincorporated areas of the SOI, with limited exceptions, municipal sewage treatment is typically not available to County residents due to needed infrastructure and City policies regulations.

²⁰ MHM Inc., 2016. *Technical Report, Sanitary Sewer, Bogue Stewart Master Plan Area*. October 2016.

²¹ Central Valley Regional Water Quality Control Board, 2013. Waste Discharge Requirements for the City of Yuba City Wastewater Treatment Facility, Sutter County, Order R5-2013-0094. July 2013.

²² City of Yuba City, 2004. *Yuba City General Plan*. Adopted Resolution #04-049. April 8, 2004.

TABLE 7
LEVEL OF SERVICE AND INFRASTRUCTURE - WASTEWATER

Area	Yuba City Wastewater Treatment Facility ADWF – dry weather flow (mgd)
Existing City Wastewater Level of Service	6.5
Proposed BSMP Wastewater Demand	1.0
Subtotal for Planned City Wastewater Demand	7.5
Existing City Wastewater Permitted Capacity	10.5

SOURCE: MHM Inc., 2016. Technical Report, Sanitary Sewer, Bogue Stewart Master Plan Area. October 2016

As the planning area is currently not served by the Yuba City sewer system, wastewater generated by existing residences on the project site is typically disposed of through on-site private septic systems. Connection to the Yuba City sewer system is required for new development in the SOI that is also within the City limits.

Planned Level of Service and Improvements

The operation of the City’s wastewater collection system was analyzed with the estimated flows for the proposed BSMP to determine the effect that these flows would have on the operation of the existing collection system, and to determine if the system improvements that have been proposed are adequate. Ultimately, the SOIA Area would need to connect to the City’s existing system.

Based on the Technical Report on the Sanitary Sewer for the BSMP the total sewer demand rates for all 741.5 acres at the SOIA Area would be approximately 1,005,500 gallons per day (1.0 mgd), ADWF and 2.28 mgd peak wet weather flow. The land use acreage and other conversion factors were used to calculate the average dry weather flows (ADWF) from the proposed BSMP. The sewer flow requirements would be a combination of demand rate for each land use type, and the design of the sewer conveyance system was based on a flow rate of 330 gpd ADWF, per dwelling unit.²³ The current daily flow to Yuba City WWTF is 6.5 mgd of ADWF. With the addition of approximately 1 mgd ADWF, the SOIA Area would be well below the WWTF permitted treatment capacity of 10.5 mgd maximum flow (dry weather flow), shown in **Table 7** above.

1.8.3 Drainage

Current Level of Service and Infrastructure

The Feather River is the main surface hydrologic feature adjacent to the eastern portion of the BSMP site. It forms the eastern boundary of the City of Yuba City, along with the confluence with the Yuba River, and eventually joins the Sacramento River approximately 30 miles south of the BSMP site.

²³ MHM Inc., 2016. Technical Report Sanitary Sewer. Bogue Stewart Master Plan Area. October 2016.

The main drainage feature within the project site is Gilsizer Slough that runs north to south in the western portion of the BSMP site. This slough drains south into the State Drain and then into the Sutter Bypass. The Gilsizer Drainage District would primarily serve the SOIA Area and is comprised of an approximately 5,700-acre area that drains into Gilsizer Slough. The District is guided by a Board comprised of three County supervisors and two City Council members, with Sutter County managing the District. The City will maintain the drainage collection system that will serve Gilsizer slough.

Planned Level of Service and Improvements

The largest percentage of the SOIA Area is currently used for farming and of that predominantly orchards. The existing ground within the Gilsizer Area is mostly graded smooth with even slopes that direct flow either to roadside swales and ultimately Gilsizer Slough (as is the case for the lands east of Hwy 99), or directly to Gilsizer Slough (as is the case with the lands west of Hwy 99). The proposed residential and commercial development will result in quicker and more intense runoff to the storm drain system. To mitigate the developed runoff, a distributed system of detention ponds will be required. The series of ponds will allow all of the Gilsizer Area drainage to be directed into a nearby system of detention ponds.

Construction of the proposed BSMP, within the SOIA Area, would employ a site-specific SWPPP for erosion and sediment control to prevent flooding on- or off-site during construction activities in compliance with the NPDES Construction General Permit and Yuba City ordinances. Development within the SOIA Area would include construction of a stormwater drainage system designed to maintain stormwater flows below current levels during all storms and would not exacerbate on- or off-site drainage or flooding problems. Design of the system would be required to meet all City stormwater and flood prevention ordinances prior to approval of the project and building permits.

After development, two ponds located on either side of Hwy 99 will retain the majority of the storm runoff from the development. The ponds will drain into Gilsizer Slough through a low flow channel after water has subsided, or as otherwise determined by the District. The peak flows will be reduced from historic data due to the smaller area that directly contributes to the Gilsizer Slough.

The distributed detention ponds also allow for water quality issues to be addressed prior to entering the downstream system in accordance with State and Federal requirements. In addition, throughout the SOIA Area, the proposed drainage from development may utilize streetscapes, bioswales, or vegetated swales along some of the streets, parks, parking lots, and parkways. These could address water quality issues upstream even before entering the storm drain system. The City does not presently collect impact fees for storm drainage, however the Gilsizer Drainage District does collect fees. Further, the City does collect flood and levee fees for control capacity, and the City will require a fee be paid for any infrastructure requirements for drainage to the Feather River. Further. Current funding mechanisms may include grants, bonds, and tax revenues.

1.8.4 Roadways

Current Level of Service and Infrastructure

The City of Yuba City has a sufficient roadway system to serve its residents, and this system is based on a traditional grid pattern, defined by major roadways such as State Route 99, State Route 20, Bridge Street, Live Oak Boulevard and Franklin Road as the major roadways that transect Yuba City. Generally speaking, these roadways feature considerably higher traffic volumes, while the remainder of the City's road network features relatively low traffic volumes.

Colusa Highway (SR 20) provides east-west access through Yuba City, Interstate 5 to the west, and connection with the Cities of Marysville and Grass Valley to the east. Within the Yuba City SOI, SR 20 is an east-west facility that provides one of two routes across the Feather River directly from within the City limits. The Golden State Highway (SR 99) provides north-south access through Yuba City, connecting to Chico to the north and Interstate 5 and Sacramento to the south.

As such, the Golden State Highway (SR 99) and the Colusa Highway (SR 20) comprise the foundation for regional transportation within Yuba City, providing considerable commute traffic within Yuba City and regional traffic throughout the Sacramento Valley.

Planned Level of Service and Infrastructure

Based on the City's General Plan, the specific planned improvements to the roadway network have either already occurred or will include major street improvements, specifically with enhancements to Highway 99 and State Route 20. The General Plan states that Highway 99 is anticipated to be widened between Bogue Road and Lincoln Road to six lanes. Other key improvements included in the Transportation Element of the General Plan are two new north-south parkways to provide better connections throughout the city; a new bridge as an extension of Lincoln Road; and numerous new collector and local streets, to provide a well-connected circulation system.

The proposed BSMP provides for a variety of roadway types and cross-sections as part of the circulation system and includes arterial roadways to deliver traffic to SR 99 including limited driveway access along them. Center turn lanes or medians are provided on the majority of proposed BSMP roadways, and it is assumed that the proposed BSMP would not cause an inconsistency with the City's planned roadway network, as right-of-way would be dedicated to widen roadways as necessary. The BSMP tentative maps for the SOIA Area show streets connecting into adjacent residential areas. The proposed BSMP circulation system includes several roundabouts on collector streets to 'calm traffic'. The proposed BSMP project would expand the City's roadway network, which would require a General Plan Amendment to show modified roadways in the Yuba City General Plan. A list of the specific roadway improvements that would be constructed can be found in the *Bogue-Stewart Master Plan Land Use Plan*.²⁴

²⁴ MHM Inc. 2018. *Bogue-Stewart Master Plan, Land Use Plan*.

1.8.5 Police Protection

Current Level of Service and Infrastructure

Police services in the City limits of Yuba City are provided by the Yuba City Police Department (YCPD), while areas that are located outside of the city limits but within the SOIA Area are serviced by the Sutter County Sheriff's Office (SCSO), or as determined per the City/County Master Tax Exchange Agreement, and MOU. The Police Division's current staffing ratio is 1.05 police officers per 1,000 residents. The Yuba City General Plan, conducted by the City, indicated a desired nationally accepted standard of 1.25 officers per 1,000 residents.

The central command for the YCPD is located at its main station, 1545 Poole Boulevard, approximately three miles north of the SOIA Area. The YCPD is staffed by 64 sworn officers, seven reserve officers, and 29 civilian staff. In 2017 YCPD received 126,462 calls for service, of which 29,775 were 911 calls.^{25 26} The Police Department's achieved performance standard for emergency response times, as stated in the General Plan is three minutes for all priority one calls. There is no official standard for non-emergency responses, though 20 minutes is the accepted norm.²⁷ YCPD currently provides crime prevention services, along with a Special Weapons and Tactics (SWAT) unit, canine unit, and participation in a Yuba-Sutter Area Net-5 narcotics and Gang Task Force unit. The YCPD has mutual aid agreements with the California Highway Patrol (CHP), SCSO, Marysville Police Department (MPD), and Yuba County Sheriff's Office (YCSO).

The patrol area for the YCPD covers roughly 15 square miles and is comprised of five beats. Overall, the patrol area consists of the entire City except for portions of Yuba City located south of Franklin Road and generally west of Gilsizer Slough, as this area is serviced by the SCSO under contract. Beat 5 is located closest to the SOIA Area, covering all land within Yuba City to the east of State Route (SR) 99 and south of Franklin Avenue.

The SCSO is responsible for managing Sutter County jail, which is located at SCSO Headquarters, at 1077 Civic Center Boulevard in Yuba City, and currently provides police protection services in unincorporated areas of Sutter County, and the City of Live Oak. In total, the SCSO is responsible for providing these services to approximately 608 square miles, including 187 miles of navigable waterways within Sutter County.²⁸

Planned Level of Service and Improvements

Upon annexation, law enforcement for the SOIA Area would become the responsibility of the YCPD, and the SCSO would remain responsible for providing police protection to areas adjacent to the south and west of the SOIA Area. The SCSO holds mutual aid agreements with the CHP, the YCPD, the MPD, and the YCSO.

²⁵ Yuba City Police Department. 2017. *2016 Annual Report*. pp. 62.

²⁶ Yuba City, 2018. Adopted Annual Operating Budget. Fiscal Year 2018-2019. Available: https://www.yubacity.net/city_hall/departments/finance/budgets___reports/budgets___c_a_f_rs. Accessed September 5, 2019.

²⁷ Yuba City General Plan, 2004. Chapter 9, Noise and Safety Element. Available: https://www.yubacity.net/UserFiles/Servers/Server_239174/File/Development%20Services/Planning/Plans/General/YC-GPAC-Apr-04-Ch-9-FINAL.pdf. Accessed September 5, 2019.

²⁸ Sutter County Sheriff's Office, 2019. Patrol Section. Available: <https://www.suttersheriff.org/div/patrol/PatrolSection.aspx>. Accessed September 5, 2019.

The planned level of service for police protection throughout the SOIA Area would be provided by YCPD, as the responsible agency. As the proposed BSMP would generate a total of approximately 2,517 housing units and approximately 6,719 residents the increase in housing units and population would create an additional demand for police protection services within the SOIA Area. Based on this projected growth, it is anticipated that the proposed BSMP would require eight new officers, three new vehicles, one new dispatcher, and one community service officer (CSO).²⁹

Development pursuant to the proposed BSMP would be required to pay the appropriate taxes and fees that would contribute to the City's General Fund. In addition, as previously noted the City would require establishment of a community finance district (CFD) and subsequent development impact fees, for the BSMP development that would provide the funding necessary to provide for the additional staff and equipment. Together, these funds would adequately fund the sworn and non-sworn police staffing increases described above.

1.8.6 Fire Protection

Current Level of Service and Infrastructure

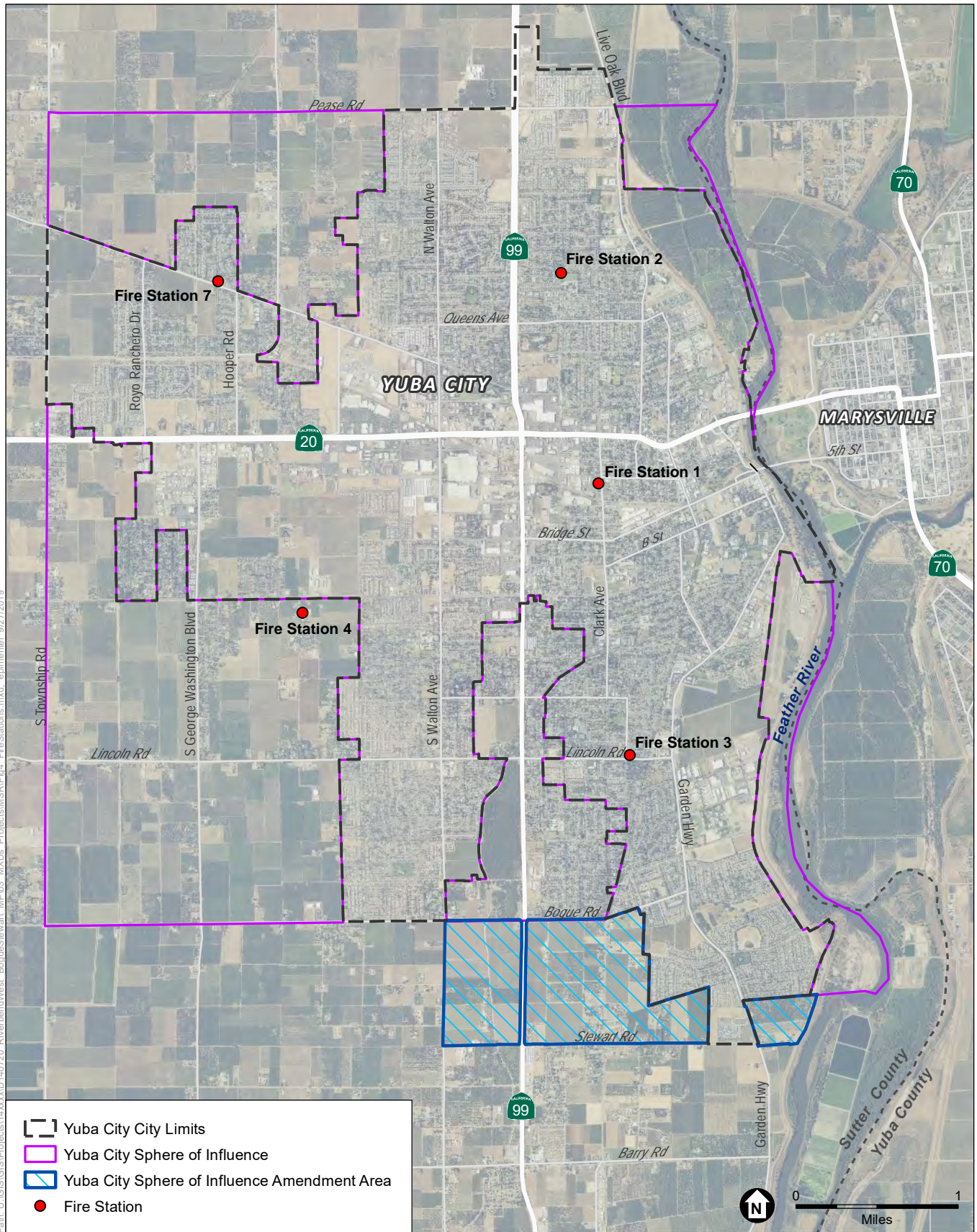
Yuba City Fire Department (YCFD) currently provides fire protection and emergency medical services in the City and SOIA Area, and would continue to serve the SOIA Area with implementation of the proposed BSMP project. The YCFD has 58 personnel, which includes chief officers, fire officers, firefighters and administrative support staff to support fire suppression as the primary duty. Other key roles include fire prevention and education services, an Advanced Technical Rescue team, a Hazardous Materials (Hazmat) Team, a Tactical Emergency Medical Services Team, a Fire Investigation Team, and a Public Education Team.³⁰

YCFD operates from five fire stations in the City (**Figure 4**), with Station 3 at 795 Lincoln Road (at the northeast corner of Railroad Avenue and Lincoln Road) serving the SOIA Area. The nearest Sutter County Fire Department (SCFD) station is the Oswald-Tudor Fire Station, which serves county service area-F (CSA) (located to the south, west, and north of CSA-G) and could assist the SOIA Area as well. This station is located at 1280 Barry Road (at the southeast corner of SR 99 and Barry Road). No new fire stations are proposed or under construction at this time.

YCFD currently serves the SOIA Area under a contract with SCFD. SCFD operates throughout Sutter County in four CSAs and two fire protection districts. The SOIA Area (and all of Yuba City) is within CSA-G. To augment services and maintain shorter emergency response times, YCFD maintains reciprocal mutual aid agreements with the Marysville Fire Department and Sutter County Fire Department.

²⁹ City of Yuba City, 2019. *Bogue-Stewart Master Plan (BSMP) Draft EIR*. Chapter 3.15.2, Water Supply. p. 3.15-9.

³⁰ Yuba City Fire Department, 2018. About Us. Available: http://www.yubacity.net/city_hall/departments/fire_department/about_us/. Accessed September 5, 2019.



SOURCE: USDA, 2018; City of Yuba City, 2016; ESA, 2019

Bogue-Stewart Master Plan, EIR, and MSR/SOIA

Figure 4
Fire Stations in the Yuba City Area

Planned Levels of Service and Improvements

As mentioned above, the YCFD currently provides fire protection and emergency medical services in the City and at the SOIA Area, and this would continue to occur in the future. The proposed BSMP would result in increased employees, residents, and visitors within the SOIA Area, and this increased activity would increase demand for fire protection and emergency services. These increased activities and new uses could result in an incremental increase in calls for fire and emergency medical services beyond the amount currently experienced in the SOIA Area. However, the proposed BSMP has been designed to allow for residential and non-residential growth that would be consistent with the growth anticipated in the Yuba City General Plan. This growth would not exceed the demand of the fire stations already anticipated within the 2025 General Plan.

The Yuba City General Plan states that the internal response time standard has been for the Department to provide service within six minutes of the 911 call being received, 90 percent of the time. The City expects to be able to maintain this standard. The first performance measures stated by the YCFD includes first unit arrival times being within five minutes from Fire Department notification, for pre-hospital emergency medical service calls, 85 percent of the time. The actual performance for this response goal was 74 percent of the time. The second performance measures stated by the YCFD includes first unit arrival times being within ten-minute arrival times from Fire Department notification, for structural fire responses, 85 percent of the time. The actual performance for this response goal was 82 percent of the time.

As mentioned, the YCFD station closest to the BSMP Area is Station 3, which is approximately 1.4 miles to the north. It is anticipated that additional calls would occur at this station as a result of development pursuant to the proposed BSMP and, as such, additional staff and equipment would be needed to work towards maintaining the General Plan response time standard, and Fire Department performance measures. Despite the increased population and development anticipated under the proposed BSMP, the YCFD has indicated that implementation of the BSMP would not require a new fire station.³¹ No new fire stations are proposed or under construction at this time.

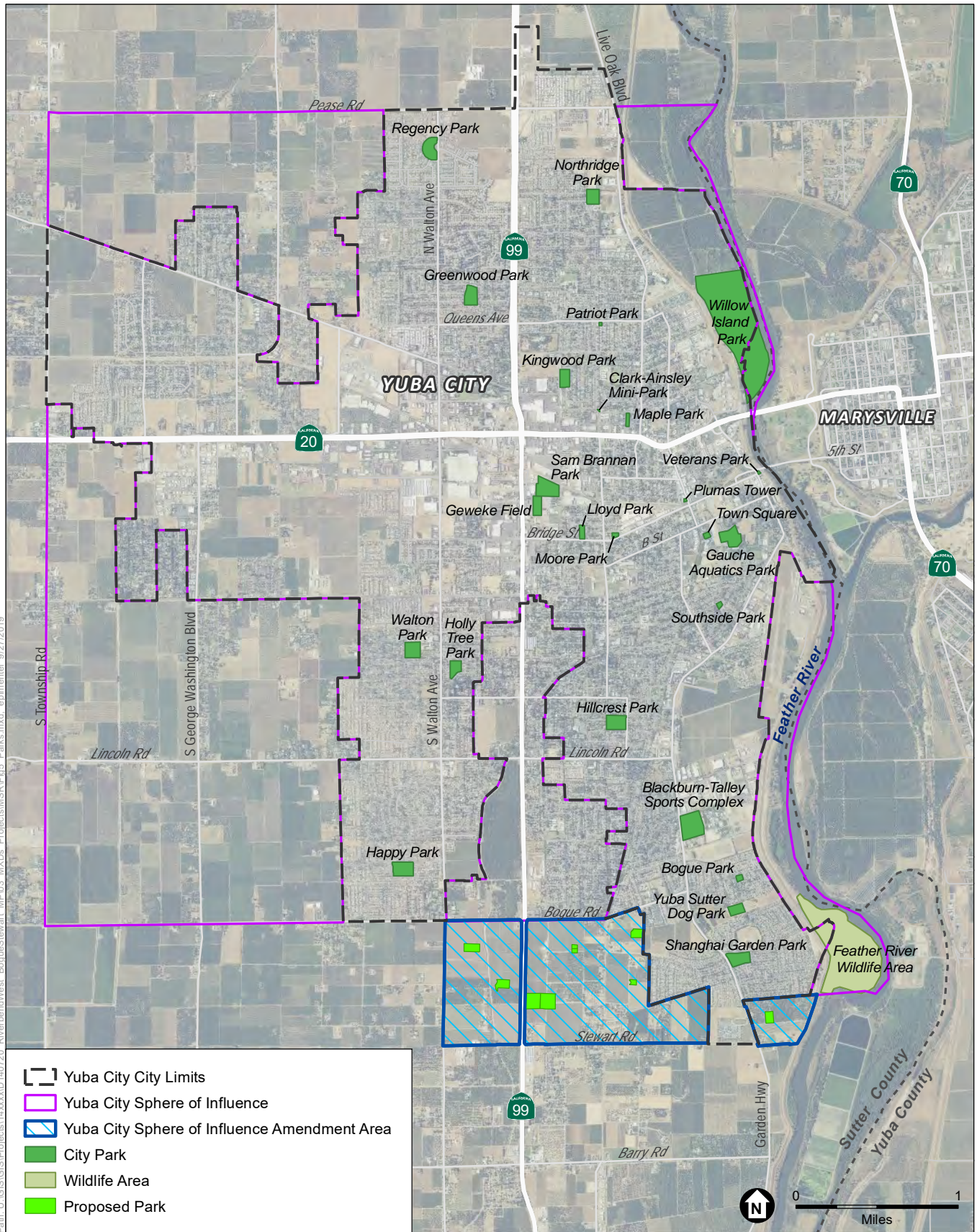
1.8.7 Parks

Current Levels of Service and Infrastructure

Currently, Yuba City has 24 City-owned parks and recreational areas, managed by the City's Parks and Recreation Department, (**Figure 5**). The City currently has four community parks, 17 neighborhood parks, and three passive or mini parks that serve the entire population of the City.

In addition, the Feather River serves as the eastern boundary for Yuba City, with the waterfront area of the Feather River being a major attraction for open space, and having a large amount of undeveloped open space that is located within a floodplain and is visually inaccessible due to the existing levee. The approximately 70 acre Feather River Parkway Park has been in development along the Feather River in the Willow Island area, and includes trails, and picnic benches. Phase one of the project has been completed, with Phase two under development.

³¹ Daley, Pete, Interim Fire Chief, Yuba City Fire Department. Personal communication with Matthew Pruter. July 21, 2017.



SOURCE: USDA, 2018; City of Yuba City, 2016; ESA, 2019

Bogue-Stewart Master Plan, EIR, and MSR/SOIA

Figure 5
Parks in the Yuba City Area

Planned Levels of Service and Improvements

The proposed BSMP would facilitate up to 2,517 new housing units and yield 6,828 new residents in the SOIA Area. Using the parkland demand standard of 5 acres of parkland (plus 1 acre of on-site neighborhood park) per 1,000 residents, the proposed BSMP would generate a demand for a total of 40.97 acres of parklands.

Development within the SOIA Area would generate additional residents, which would increase the use of existing community parks, neighborhood parks, and regional parks. However, the proposed BSMP identifies approximately 84.56 acres of eligible parks and open space, of which the City has given credit for 20.89 acres of on-site parkland, and the remaining is open space, including passive recreation areas along Gilsizer Slough. See **Table 8** showing the acreages dedicated for parks, open space and a total of 65.39 acres of park and open space credit granted.

**TABLE 8
PARKS AND OPEN SPACE DEDICATION AND CREDITS BY PARK TYPE**

Type	Acreage Required	Acreage Provided	City Credited Acreage¹	Standard Met (Y/N)	Shortage/ Surplus (acres)
Community Park	10.24	11.27	9.74	N	-0.50
City Park	10.24	0.00	0.00	N	-10.24
Passive/Open Space	13.66	61.91	44.50	Y	+30.85
Neighborhood Park	6.83	11.38	11.15	Y	+4.55
TOTAL	40.97	84.56	65.39		+24.66

NOTE:
¹ Community Park: 1.70 acres given 100 percent credit, 3.83 acres given 90 percent credit, and 5.74 acres given 80 percent credit
 Passive/Open Space: 27.09 acres given 100 percent credit; 34.82 acres given 50 percent credit
 Neighborhood Park: 9.04 acres given 100 percent credit, 2.34 acres given 90 percent credit

Further, the Feather River Parkway Strategic Plan (2002) acts as a comprehensive plan to establish a framework for improvements for lands and uses on the western bank of the Feather River. Proposed uses include a trail system, beaches, river viewing pavilions, boating facilities, and active recreational facilities to address waterfront accessibility, park space creation, and connections between the waterfront and the City.

1.8.8 Solid Waste

Current Levels of Service

Solid waste generated in Yuba City is collected by Recology Yuba-Sutter. Recology offers residential, commercial, industrial, electronic, and hazardous waste collection, processing, recycling and disposal, as well as construction and demolition waste processing, diversion, and transfer to a disposal facility. The City's municipal solid waste is delivered to the Ostrom Road Landfill; a State-permitted solid waste facility that provides a full range of transfer and diversion

services. This landfill has a remaining capacity of 36,631,000 cubic yards (approximately 84 percent remaining capacity reported in 2016).³²

Planned Levels of Service

The proposed BSMP would result in the generation of a substantial increase in solid wastes as a result of the proposed development of new residential, commercial, and industrial land uses. With the existing land uses within the SOIA Area being mostly agricultural and including few rural residences or other urban uses, current solid waste generation from the planning area is minimal. The estimated solid waste disposal demand for the proposed BSMP would be 50-percent of the total solid waste of 5,284 tons. Upon buildout, the proposed BSMP would generate a total of approximately 2,643 tons of solid waste per year with the other half being recycled. The Ostrom Road Landfill has an expected life span to the year 2096.³³

Waste generated from developed uses under the proposed BSMP would be removed by the City through contract with private hauler Recology, and either recycled in accordance with City and State programs and requirements, or landfilled at the Ostrom Road Landfill. As noted previously, the facility currently has approximately 37 million cubic yards of available capacity. Solid waste from the proposed BSMP would represent approximately 0.03 percent of total annual solid waste served at the Ostrom Road Landfill.³⁴ Sufficient landfill capacity would be available to serve the proposed BSMP, and would not require new or expanded solid waste management or disposal facilities. There are no plans for expansion of existing solid waste facilities or for any new solid waste facilities to serve the SOIA Area

1.8.9 Electricity and Natural Gas

Current Levels of Service and Infrastructure

PG&E is the electric and natural gas service provider in the City of Yuba City, and within Sutter County. The electric power supply grid and natural gas distribution lines within Sutter County is part of a larger supply network operated and maintained by PG&E that encompasses the entire northern California region. PG&E produces some of its own power and purchases some of its electricity through the Independent System Operator, which in turn obtains electricity from a number of companies that operate power plants throughout the Western Grid. On average, about half of the electricity provided by PG&E to customers is from renewable sources, including non-emitting nuclear generation (21 percent), large hydroelectric facilities (11 percent), and other renewable sources (19 percent, including wind, geothermal, biomass, solar, and small hydroelectric).³⁵

³² CalRecycle. 2017. Facility/Site Summary Details: Recology Ostrom Road LF Inc. (58-AA-0011). Available: <http://www.calrecycle.ca.gov/SWFacilities/Directory/58-AA-0011/Detail/>. Accessed August 15, 2017.

³³ CalRecycle. 2017. Facility/Site Summary Details: Recology Ostrom Road LF Inc. (58-AA-0011). Available: <http://www.calrecycle.ca.gov/SWFacilities/Directory/58-AA-0011/Document?SITESCH=58-AA-0011>. Accessed August 15, 2017.

³⁴ One cubic yard is equivalent to approximately one ton of compacted municipal solid waste at a large landfill facility.

³⁵ Pacific Gas & Electric, 2015. *Clean Energy Solutions*. Available: <http://www.pge.com/en/about/environment/pge/cleanenergy/index.page>. Accessed July 23, 2015.

Operational-related electricity annual consumption rates for the proposed BSMP are estimated to result in demand for 30,732 MWh/year of electricity. Currently, the Bogue substation (located along Tuscan Road east of Railroad Avenue) distributes electricity to the existing buildings within the SOIA Area. The Bogue substation contains two 12-kilovolt (kV) electric distribution circuits that serve the site with three-megawatt (MW) capability. If necessary, circuit capacity would be increased to serve buildout of the proposed BSMP. However, construction of new substations or other such infrastructure is not anticipated. All electrical distribution lines are anticipated to be buried in-street and would be constructed as the proposed BSMP project is developed over time.

Natural gas is provided to the SOIA Area by PG&E. It is anticipated that PG&E would plan and construct the infrastructure to provide service to development under the proposed BSMP, and that natural gas distribution lines in new development will be placed underground in accordance with California Public Utilities Commission (CPUC) rules.³⁶ Gas infrastructure serving the proposed BSMP development is assumed to be constructed along SOIA Area roads concurrently with development. The anticipated natural gas demand from the proposed BSMP estimates 87,333 million Btu/year of natural gas demand.

Planned Levels of Service and Improvements

As previously discussed, PG&E would provide electricity and upgraded infrastructure to the development under the proposed BSMP. Given that there are approximately 6,000 megawatts of pending power plant projects in the State,³⁷ the increase in electrical demand from development proposed under the proposed BSMP project would not have a substantial impact on the local or regional electrical supplies or require additional capacity to be constructed. It is anticipated that PG&E would be able to serve the development proposed under the proposed BSMP, and that construction of new substations or other such infrastructure is not anticipated.

Continued growth throughout PG&E's service areas could contribute to ongoing increases in demand for electricity and natural gas. PG&E sources electricity and natural gas from a combination of producers and suppliers located in Canada and the U.S. Southwest. The utility maintains contracts with producers and suppliers over daily, monthly, and longer-term agreements. PG&E also maintains gas storage facilities and a network of conveyance and distribution pipelines within its service area. The latest California Gas Report indicates that predicted demand for Northern California during a high demand wintertime scenario in 2035 of 2,463 million cubic feet per day will be 79 percent of available capacity.³⁸

In order to address future increases in demand, PG&E maintains an active planning process to identify and deploy additional conservation measures to minimize increases in demand, to secure continued natural gas supply, and to maintain sufficient distribution system capacity within its

³⁶ Pacific Gas & Electric, 2015. Company Profile. Available: <http://www.pge.com/en/about/company/profile/index.page?> Accessed December 8, 2015.

³⁷ California Energy Commission. 2017. Status of All Projects, Power Plant Projects since 1996, Available: http://www.energy.ca.gov/sitingcases/all_projects.html Accessed July 2017.

³⁸ California Gas and Electric Utilities. 2016. *2016 California Gas Report*. pp. 59. Available: http://docketpublic.energy.ca.gov/PublicDocuments/16-BSTD-06/TN212364_20160720T111050_2016_California_Gas_Report.pdf. Accessed July 7, 2017.

service area. With respect to the proposed BSMP and vicinity, existing and planned infrastructure is anticipated to be sufficient to maintain service to the proposed plan and other cumulative scenario projects.

1.8.10 Schools

Current Levels of Service and Infrastructure

Yuba City Unified School District (YCUSD) is the main provider of primary and secondary education in both the SOIA Area and the City of Yuba City. YCUSD generally includes Yuba City and large portions of Sutter County immediately surrounding and to the south of the City. In total, YCUSD operates six elementary schools, one middle school, five kindergarten through eighth grade (K-8) schools, two high schools, one continuation high school, and one alternative school. Enrollment, as of the 2014-2024 Facilities Master Plan, is approximately 12,819 students, with 122 students in pre-K, 6,022 students in grades K-5, 2,899 students in grades 6-8, and 3,776 students in grades 9-12.³⁹

Based on the 2014-2024 Facilities Master Plan for the YCUSD, the BSMP Draft EIR used the following per unit rates for student generation to calculate the number of students to assume as being part of the proposed SOIA Area: 0.291 for elementary school students, 0.076 for middle school students, and 0.152 for high school students. These are rates that have been developed by the YCUSD to accommodate for the range of housing common to Yuba City.

Using these rates, the existing YCUSD school facilities are projected to serve needs in the SOIA Area. Within the SOIA Area, students located to the east of Railroad Avenue would attend Riverbend Elementary School for grades K-8, and students located west of Railroad Avenue would attend Barry Elementary School for grades K-8. All students in the SOIA Area would attend Yuba City High School.

Planned Levels of Service and Improvements

At the time of the Facilities Master Plan approval, YCUSD staff indicated that existing school facilities within the district were adequate to serve the initial new student needs of the Newkom Ranch and Kells East Ranch developments.⁴⁰ YCUSD staff indicated that enrollment at Barry Elementary School and Riverbend Elementary School could exceed capacity with the addition of students from the remainder of the SOIA Area.⁴¹

Based on an increase of 2,517 residential units, the proposed BSMP is estimated to result in a total of 1,306 students. This would include approximately 732 elementary school students, 191 middle school students (or 923 K-8 students),⁴² and 383 high school students estimated to be generated by the proposed BSMP. Collectively, Barry and Riverbend elementary schools are 119 students below their design capacity under existing conditions. In total, the BSMP would generate

³⁹ Yuba City Unified School District. 2014. *Facilities Master Plan – 2014-2024*. August 12, 2014. pp. 32.

⁴⁰ Yuba City Unified School District. 2014. *Facilities Master Plan – 2014-2024*. August 12, 2014.

⁴¹ Kernan, Pat, Counsel for Yuba City Unified School District, Kingsley Bogard LLP. Personal communication with Matthew Pruter. May 3, 2017.

⁴² As many of YCUSD's lower grade schools are K-8, this is the additive figure of total K-8 BSMP students who could attend either type of school.

804 students in kindergarten through eighth grade (K-8) who would not be accommodated within these two schools. The development of Lot 1 as a K-8 school site under the BSMP could accommodate these students.

As a result, Lot 1, located in the northwest corner of the SOIA Area, is identified in the proposed BSMP as the location of a future a K-8 school, to serve future students within SOIA Area, to be built when necessary to serve the student population. With City review and approval, future project applicants within the SOIA Area would be required to work with YCUSD to ensure that there is adequate capacity for students from the SOIA Area. If YCUSD determines that the K-8 school designated for Parcel 1 is not required, other land uses, such as single-family and multi-family residential, could be developed instead of a school if the City deems appropriate.

Yuba City High School is approximately 814 students below its design capacity of 2,668 students, and could accommodate the 383 additional students expected to be generated by development of the proposed BSMP. Development within the SOIA Area would be required to pay fair share fees to adequately finance school facilities. The developers of BSMP have come to an agreement with YCUSD that the Plan Area will annex into YCUSD CFD No. 1, which funds school improvements. The YCUSD CFD No. 1 rate structure includes a component that replaces school fees, so properties will be subject to the CFD but will not be required to pay school impact fees.

1.9 Financing Constraints and Opportunities

The purpose of this section is to evaluate the City's fiscal status with regard to its provision of services. The City and project applicants may execute development agreements to implement the development of a proposed project within the SOIA Area, such as the BSMP. Development agreements allow developers to complete long-term development projects as approved, regardless of future intervening changes in local regulations as a way to further address issues of fiscal responsibilities for both parties. The proposed development agreements would include commitments to project entitlements and development standards consistent with the BSMP, as well as other administrative and/or financial aspects of developing the plan area. Initial draft development agreements would be negotiated prior to project approval and included in all other BSMP entitlements presented to the City for approval.

The City's rate structure, funding sources, long-term debts, risk management, and expenditures are addressed in this section to determine the City's fiscal viability and potential impacts that would result from the proposed SOIA. Specific constraints may include the following:

- Municipal service providers are limited in their capacity to finance services by the inability to increase property taxes, requirements for voter approval for new or increased taxes, and requirements of voter approval for parcel taxes and assessments used to finance services. Municipalities must obtain majority voter approval to increase or impose new general taxes and two-thirds voter approval for special taxes.
- Limitations on property tax rates and increases in taxable property values are financing constraints. Property tax revenues are subject to a formulaic allocation and are vulnerable to State budget needs. Agencies formed since the adoption of Proposition 13 in 1978 often lack adequate property tax financing.

- Financing opportunities that require voter approval include special taxes such as parcel taxes, increases in general taxes such as utility taxes, sales and use taxes, business license taxes, and transient occupancy taxes. Communities may elect to form business improvement districts to finance supplemental services, or Mello-Roos districts to finance development-related infrastructure extension. Agencies may finance facilities with voter-approved (general obligation) bonded indebtedness.
- Financing opportunities that do not require voter approval include imposition of or increases in fees to more fully recover the costs of providing services, including user fees and development impact fees to recover the actual cost of services provided and infrastructure. Development impact fees and user fees must be based on reasonable costs, and may be imposed and increased without voter approval. Development impact fees may not be used to subsidize operating costs. Agencies may also finance many types of facility improvements through bond instruments that do not require voter approval.
- Water and wastewater rates and rate structures are not subject to regulation by other agencies. Utility providers may increase rates annually, and often do so. Generally, there is no voter approval requirement for rate increases, although notification of utility users is required. Water and wastewater providers must maintain an enterprise fund for the respective utility separate from other funds, and may not use revenues to finance unrelated governmental activities.

1.9.1 Current Financing

The City's Comprehensive Annual Financial Report, last published in December 2018 for the 2017-2018 fiscal year, provides an overview of the City's current financial position. Specific financial highlights for the year ending June 30, 2018 are provided below:

- The assets of the City exceeded its liabilities at the close of fiscal year 2017-18 by \$574.1 million. Of this amount, \$4.6 million may be used to meet the City's ongoing obligations to citizens and creditors.
- The City's total net position increased by \$8.1 million. This included an increase in governmental net activities of \$5.7 million and an increase in business-type activities of \$2.3 million. The increase in net position is attributable to many things, but the most significant is an increase of \$27.4 million and \$9.0 million in investment for new assets. These increases were partially offset by increases in liabilities.
- At the close of the 2017-2018 fiscal year, the City's governmental funds reported a combined ending fund balance of \$36.4 million, a decrease of \$1.7 million from the prior fiscal year. The decrease was a combination of an increase of \$0.5 million in the general fund, an increase of \$4.1 million in the Streets and Roads fund, a decrease of \$7.0 million in the Streets and Roads Capital Improvement Project (CIP) fund (included this fiscal year as a major fund), a decrease of \$0.1 million in the Impact Fees CIP fund, and an increase of \$0.8 million in other non-major governmental funds.
- The General Fund reported revenues (and other financing sources) in excess of expenditures (and other financing uses) of \$0.5 million.
- Yuba City has maintained its fiscal balance, and in relation to financing for public services, has implemented a new citywide Community Facilities District (CFD) as of 2017. This CFD was designed to finance new municipal services for new development anticipated to occur

through 2040. The citywide CFD tax rates were heavily impacted by a Citywide Fiscal impact analysis and based upon the City's existing Master Tax Sharing Agreement (MTSA).

Financing Plans and Revenue Sources

There is an existing Financing Plan for Backbone Infrastructure and Public Facilities required to serve the Bogue Stewart Master Plan. The purpose of the Financing Plan is to describe how a variety of major capital improvements needed to serve the BSMP will be funded as the proposed BSMP is developed. Further, the Financing Plan synthesizes the estimated cost and timing of major capital improvements needed to serve new development in the BSMP and documents the funding sources available to fund these improvements. It is designed to provide the City with critical information regarding the cost of needed improvements, the ability to fund these items with existing and/or new sources of funding, and the availability and timing of revenues to fund each improvement.

Title 8, Chapter 10 of the Yuba City Municipal Code identifies development fees required to finance public improvements. These fees are used to fund public services, including police protection, fire protection, and parks and recreational facilities. The City adopted CFD NO. 2017-1, which provides additional funding for services provided to residential units for police protection, fire protection, and parks and recreational facility protection. In addition, maintenance of streets, storm drainage, and flood protection would be provided.⁴³ It should be noted that a separate CFD will be established for the BSMP.⁴⁴

The major sources of revenue for the City that have been treated as susceptible to accrual includes primarily property taxes, taxpayer-assessed tax revenues (sales taxes, transient occupancy taxes, franchise taxes, etc.), grant revenues and earnings on investments. Taxes account for the City's largest single revenue source. Most of the taxes received are not restricted and are used for general city purposes in the general fund. These taxes include sales tax, property tax, utility user's tax, and business license tax. It is the general operating fund of the City.

Most City services are supported by the General Fund; the General Fund provides support to the Mayor and City Council Office, Support Services, Police, Fire, Transportation, Drainage, Parks and Recreation, Planning, Code Enforcement and General Services for operations and capital improvements.

The Streets and Roads Special Revenue Fund accounts for monies to be used on transportation, road, and street programs. The main sources of revenue of this fund are local transportation funds, gas tax funds, Proposition 42 funds, and road maintenance franchise fees. The Streets and Roads CIP Projects Fund accounts for funds budgeted for capital expenditures, which are funded from gas tax revenue and street and road fund sources, and the Impact Fees CIP Projects Capital Project Fund accounts for budgeted capital expenditures, which are funded from development impact fees.

⁴³ Rodriguez, Arnoldo, Director, Development Services Department. Personal communication to Matthew Pruter and Harriet Ross. July 27, 2017.

⁴⁴ Rodriguez, Arnoldo, Director, Development Services Department. Personal communication to Matthew Pruter and Harriet Ross. July 27, 2017.

1.9.2 Planned Expenditures, Debts, and Risk Management

Yuba City prepares a budget for each fiscal year and maintains budgetary controls to ensure compliance with legal provisions from the annual appropriated budget. Activities of the general fund and special revenue funds are included in the annual appropriated budget. This budget is approved by the City Council with budget control occurring through the process of not allowing expenditures to legally exceed the amount set appropriated.

The City remains committed to reviewing, planning, and updating its long range fiscal model which looks out five to ten years, with an increased emphasis placed on evaluating shorter term sustainability of the general fund budget. Shorter term projections indicate that the anticipated growth in revenues, particularly in both property and sales taxes will occur. However, expenditures are also expected to grow for employee benefits costs including healthcare and worker's compensation, but especially for retirement costs.

Specifically, for the proposed BSMP, and in most cases, the Project developer will be responsible for financing and construction of improvements, while in other cases a public agency may be responsible for financing and construction of improvements. Financing refers only to the advanced funding needed to pay for the construction of an improvement; in all cases, there is an existing, proposed, and/ or planned fee program or other funding source to ultimately pay for these facilities. The BSMP Project developer is expected to finance/construct all Backbone Improvements within these categories: Roads, Sewer, Water, Drainage, and Neighborhood Parks.

The BSMP Fee is a proposed new fee program which would fund Project Backbone Infrastructure. The BSMP Fee costs would apply to roadway, sewer, water, drainage, neighborhood parks, and fee formation/updates that would be funded by the project at buildout. Costs were allocated to BSMP developable land uses based on usage, utilizing various allocation factors specific to each infrastructure type, using specific factors.

Future Growth Impacts

The City's General Plan policies require that future growth pay its fair share to upgrade and expand municipal utilities to adequately serve new development, resulting in no negative financial impacts to current residents. Although future growth areas will require municipal services, they will also contribute to the City's revenues, offsetting costs. Based on the City's policies, future growth is not expected to have a significant negative impact on the City's future financial status.

For the proposed BSMP, the total project cost for onsite Backbone Infrastructure and Public Facilities for all phases and through project buildout would be approximately \$26.2 million. However, only \$23.8 million from new fee revenue will be available to fund these items at the end of the phase, since the pace of development in Phase 1 will not occur quickly enough to generate all of the funding needed. The remaining "oversizing" amount of \$4.7 million must be advance funded by the Phase 1 developer or funded through the use of an approved funding

mechanism, to be repaid from fees generated from future development.⁴⁵ However, as discussed below, the revenues generated by a CFD are not anticipated to be sufficient to fund this oversizing amount, and a net shortfall will still exist. By the time the Project builds out in its entirety, sufficient fee revenues will have been generated to fund all needed infrastructure improvements.

1.10 Cost Avoidance Opportunities

As described in the Financing Plan, an outline for funding BSMP Project infrastructure, and public facilities is provided. This includes specific cost avoidance opportunities for the City with specific arrangements between the Project developer(s) (and/or future property owners) and affected public service providers. In addition, the Financing Plan provides numerous steps identified in mitigation measures and conditions of approval that would need to be taken to formalize these arrangements, and to set the various funding mechanisms in place. A discussion of some of the highest-priority items that should be considered is provided below.

1.10.1 Current Practices

The creation of a new fee program through the formation of a new special financing district, which could include a publicly administered fee program for the BSMP, and would assist in minimizing costs on the City. The proposed new BSMP Fee program would include the backbone infrastructure items described in this report, including backbone Roadways, Sewer, Water, Drainage, and Neighborhood Park improvements. Should this fee program be desired, a formal Fee Nexus Study for such a fee program would need to be prepared and adopted by the City.

Another cost avoidance opportunity could be through the establishment of a new CFD to provide special tax revenue for public services and maintenance and bond financing. Bond financing could provide funding for Backbone Infrastructure and/or Public Facility improvements needed during early phases development, before sufficient fees have been collected or other sources of revenue obtained. The bonds would be repaid through special taxes levied on property within the CFD boundaries. The parameters of the CFD, including special tax rates, the list of eligible improvements, bond debt authorization, and the amount and type of property included in the district would be established and approved by the City prior to creation of the district.

Updates to the existing Development Impact Fee programs could also help minimize costs if the City works in updating its existing DIF program. This might allow for certain facilities serving the BSMP that have regional benefit to also be added to the City's DIF. This would have the effect of reducing the fee burden on the BSMP and could help facilitate the development of future projects.

Finally, fee credits and reimbursements could be updated and applied to developers. Those developers who control significant land holdings in a project (or subsequent developers/builders) may need to advance fund and/or construct some offsite and/or regional Backbone Infrastructure and/or Public Facility improvement projects in the early phases of development. If a developer/

⁴⁵ New Economics & Advisory, 2019. Bogue-Stewart Master Plan Public Facilities Financing Plan Final - Sources and Uses of Funds. April 19, 2019.

builder is required to advance fund or provide shortfall funding for offsite and/or regional projects, the developer/builder will also likely be entitled to future reimbursements from those development areas generating fees for those facilities. Fee credit/reimbursement programs for existing and proposed development fee programs require agreement between the developers, the City, and any other applicable agencies who will administer the fee programs.

1.11 Rate Restructuring

1.11.1 Current Rate

The Finance Department provides utility billing and collections administration for customers using City water and sewer (with the billing for solid waste provided by Recology). This includes billing and payment services, and maintenance of customer accounts, including opening new accounts and closing existing accounts. These rates and fees can be found via the City's Finance Department website (https://www.yubacity.net/city_hall/departments/finance) and at City offices.

Current rates and fees are reviewed and updated regularly to accurately reflect the true costs of providing services. The metered rates vary based on the type of service provided. Future service upgrades and expansions to serve new developments will be funded by development impact fees and connection fees.

1.11.2 Rate Updates

The City's General Plan policies require that future growth pay its fair share to upgrade and expand municipal utilities to adequately serve new development, resulting in no negative financial impacts to current residents. The BSMP Financing Plan includes the proposed establishment of a new special funding district to be developed and administered as a public funding program for the project's new backbone infrastructure. This would be funded through initial fee rates by land use and total cost burdens that have been calculated in the Financing Plan. In addition, a Community Facilities District (CFD), or multiple CFDs, may be formed to finance the construction of necessary backbone infrastructure. Based on the likely home prices in the Project and the existing and future taxes and assessments placed on the properties, the BSMP Project could support up to \$15.0 million in CFD bond proceeds at buildout.

1.12 Opportunities for Shared Facilities

1.12.1 Currently Shared Resources, Facilities, Personnel, and Systems

The City has a variety of agreements with other agencies to share facilities and services in order to reduce costs. These include agreements with Butte County Ambulance, and with Sutter County for dispatch services (Sutter County utilizes their own law enforcement dispatch) and animal shelter services. Through its contract with Sutter County Fire Protection District (SCFPD), the City has informal agreements with various fire departments. The City also has a mutual aid agreement established with the Sutter County Sheriff's Department. Lastly, the City uses volunteers for a variety of programs.

1.12.2 Opportunities for Expansion

A key focus for the City is to manage growth through compact urban development, the use of the City's Urban-Rural Edge (URE) limits the amount of expansion that can occur outside the City's limits. The use of an URE is intended to contain development within a centralized area, maintaining Yuba City's small town feel, and preserving the surrounding rural, agricultural landscape.

The City's General Plan directs residential expansion within the UGB in addition to areas slated for new growth. These new growth areas are then joined to existing neighborhoods, with plans for mixed use housing types, and convenient access to retail or commercial services. Policies in the General Plan strive to promote the integration of new neighborhoods with existing urban development, and to preserve and enhance neighborhood connectivity with a continuous street network. Opportunities for expansion would take into account existing neighborhood character, and services provided, prior to expansion.

1.13 Government Structure Options

The City of Yuba City was incorporated on January 23, 1908. As a legally separate and fiscally independent agency, it can issue debt, set and modify budgets and fees, and sue and be sued.

The City is a general law city and operates under a City Council/City Manager form of local government. Yuba City is a full-service city providing the following services: police, fire protection and emergency services, parks and recreation, street maintenance, water distribution, wastewater collection, storm drainage, and general government services.

Public meetings are held in compliance with Brown Act requirements. Information regarding the City, including meeting agendas and reports, is readily available to members of the public via the City's website (<https://www.yubacity.net/>) and at its offices.

Yuba City works to meet its goals for each service provided. The City continually evaluates its organizational structure, position allocations, and classifications with positions rearranged, departments reorganized, which can result in General Fund savings.

1.14 Evaluation of Management Efficiencies

The City's management team includes the City Manager, City Clerk, City Council, Chief of Police, Fire Chief, City Attorney, City Treasurer, Development Services Director, Community Services Director, Finance Director, Public Works Director, and Human Resources Director. The management team and City Council routinely monitor management of City functions and evaluate opportunities for improvement, and areas for efficiencies regarding City implementation programs and policies.

1.15 Local Accountability and Governance

The City of Yuba City was incorporated as a general law city on January 23, 1908 and operates under the general law statutes defined under the California Government Codes, which enumerates

their powers and specifies their structure. This form of government allows the City to provide the following services: public safety, streets, solid waste/recycling, sanitation, culture, parks and recreation, public improvements, land use planning and zoning, and general administrative services. Services provided by others include: gas, electricity, telecommunications, and other general governmental services contract, such as a portion of street lighting.

Yuba City operates under the Council-Manager form of government, a system that combines the policy leadership of elected officials in the form of a city council, with the managerial expertise of an appointed city manager. This Council-Manager form of government operates with the City Council serving as the legislative body for the City. Council members are directly elected by Yuba City residents for four-year overlapping terms. From among its members, the Council selects the City's Mayor and Vice Mayor every year, whereby the Mayor and two Council Members are elected at one election, and the remaining two Council Members, City Treasurer, and City Clerk are elected in the next election.

The City Manager, appointed by the City Council, is responsible for all other personnel appointments within the City. General Municipal elections are held on the first Tuesday of November every two years. The City Council has a broad range of municipal powers including the review and approval of an annual budget, establishing community goals and objectives, approving the City's general plan, reviewing and approving certain development applications, and hearing community problems and concerns. Current City Council members are as follows:

- Shon Harris, Mayor
- Marc Boomgaarden, Vice Mayor
- Dave Shaw, Council Member
- Grace Espindola, Council Member
- Manny Cardoza Council Member
- Michael Rock, City Manager
- Shannon L. Chaffin, City Attorney

The Council's business meetings are scheduled for the first and third Tuesday of each month in the Council Chambers at City Hall. City Hall is located at 1201 Civic Center Boulevard.

2. Municipal Service Review Determinations

Pursuant to the CKH Act, determinations must be made for each of the seven factors defined below. Determinations are based on analysis of information provided by surveys completed by agency staff, agency documents, meetings with agency staff, and internet research. Accordingly, staff recommends the Commission adopt the following determinations.

The City of Yuba City's MSR has been prepared in accordance with Section 56430 of the California Government Code as a means of identifying and evaluating public services provided by the City and possible changes to the City's SOI.

The following provides an overview of the Municipal Service Review Determinations for the seven factors required by Government Code Section 56430 for an MSR.

2.1 Growth and Population Projections

The population projection in the City's General Plan estimate that its population could reach 68,150 by the year 2025 or later. Implementation of the proposed BSMP would result in a substantial increase in population in Yuba City. Such infrastructure as roadways and utilities piping would be oversized to accommodate development for the proposed BSMP, as well as any further growth contemplated in the City's water and sewer plans. Although the implementation of the proposed BSMP would result in the development of approximately 2,500 dwelling units and approximately 1.3 million square feet of non-residential space, this growth reflects values consistent with the City of Yuba City General Plan and its water and sewer plans. Annexations will continue to contribute to growth in Yuba City. To ensure new growth pays its own way for the cost of infrastructure and services, the City has adopted a resolution requiring pre-annexation of specific plans with voluntary development agreements for developers wanting to annex projects into the City. Therefore, no substantive issues relative to growth and population projections were identified.

2.2 Disadvantaged Unincorporated Communities

As described under Section 1.7.3, Disadvantaged Unincorporated Communities, there are no known areas of disadvantaged unincorporated communities within the Yuba City SOI, nor are there any disadvantaged unincorporated communities within the SOIA Area identified at this time and therefore, no substantive issues relative to the provision of services to disadvantaged unincorporated communities were identified.

2.3 Infrastructure and Services

This section evaluates the adequacy of the City's major public services and infrastructure and the ability of those public services and infrastructure to be expanded to meet future service demands for this proposed SOIA. Within this section, each service area is evaluated relative to the availability of public services and facilities to meet existing and future service demands. Specifically, for the existing 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, fire, and police protection in any disadvantaged unincorporated communities within or contiguous to the SOI.

2.3.1 Water

The existing Water Master Plan, and the BSMP EIR analysis state that there would be adequate infrastructure provided within the SOIA Area to meet the anticipated water demand in the future. The City requires that all future development fund and install the necessary infrastructure and improvements. Therefore, no substantive issues relative to water infrastructure were identified.

2.3.2 Wastewater

The City uses different funding sources to maintain and upgrade the WWTF. The primary sources of funding include user fees and connection fees. The City maintains revenues from these fees in a sewer enterprise fund. Other funding mechanisms include grants and bonds. Recent improvements to the WWTF were funded through bonds and retained earnings.

The operation of the City's wastewater collection system was analyzed with the estimated flows for the proposed BSMP to determine the effect that these flows would have on the operation of the existing collection system, and to determine if the system improvements that have been proposed are adequate. Ultimately, the SOIA Area would need to connect to the City's existing system.

For the prior MSR the most significant infrastructure need for the City was in addressing wastewater treatment levels, capacity, and necessary permits. However, for this MSR (Introduction section for Infrastructure and Services), the addition of approximately 1 mgd ADWF to the SOIA Area would be well below the WWTP permitted treatment capacity of 10.5 mgd maximum flow (dry weather flow). Therefore, no substantive issues relative to wastewater were identified.

2.3.3 Drainage

The City, and Gilsizer District, maintains the capacity to provide adequate storm drainage service to the existing and projected population. As described above in the Introduction section for Infrastructure and Services, and identified in the General Plan EIR, the City understands where storm drainage improvements are necessary to meet the needs of the existing population. New storm drainage demands are driven primarily by new development. The City maintains policies that require new developments to install storm drainage infrastructure where necessary. As a result, the City is able to meet the existing and projected population needs for storm drainage infrastructure. Therefore, no substantive issues relative to drainage were identified.

2.3.4 Roadways

The proposed SOIA Area would not cause an inconsistency with the City's planned roadway network, as right-of-way would be dedicated to widen roadways as necessary. However, the proposed BSMP project would expand the City's roadway network, which would require a General Plan Amendment to show modified roadways in the Yuba City General Plan. Therefore, no substantive issues relative to roadways were identified.

2.3.5 Police

The YCPD's current staffing ratio and response time standard provided in the City's General Plan are not anticipated to be impacted by additional development or annexation. Existing development fees and taxes are expected to finance the majority of costs associated with new development. New development within Yuba City's SOI would be annexed into the City, and would generate new fiscal revenues through payment into the City's General Fund, and BSMP Fee program, to fund additional police staffing and resources. In addition, the City's General Plan policies require new development to develop or fund police protection facilities, personnel,

operations, and maintenance that maintain service level standards. Therefore, no substantive issues relative to police protection services were identified.

2.3.6 Fire

The proposed BSMP has been designed to allow for residential and non-residential growth that would be consistent with the growth anticipated in the Yuba City General Plan. This growth would not exceed the demand of the fire stations already anticipated within the 2025 General Plan. In addition, the response time standard provided in the City's General Plan is not anticipated to be impacted by additional development or annexation. New development within Yuba City's SOI would be annexed into the City, and would generate new fiscal revenues through payment into the City's General Fund, and BSMP Fee program, to fund additional fire protection staffing and resources. The City's General Plan policies require new development to develop or fund fire protection facilities, personnel, operations, and maintenance that maintain service level standards. Therefore, no substantive issues relative to fire protection services were identified.

2.3.7 Parks

Development within the SOIA Area would generate additional residents, which would increase the use of existing community parks, neighborhood parks, and regional parks. However, the proposed BSMP identifies approximately 84 acres of eligible parks and open space, of which the City has given credit for 21 acres of on-site parkland, and the remaining is open space, including passive recreation areas along Gilsizer Slough. A total of 65.39 acres of park and open space credit is granted. Therefore, no substantive issues relative to the provision of parks were identified.

2.3.8 Solid Waste

Waste generated from developed uses under the proposed BSMP would be removed from the site by the City and/or private haulers, and either recycled in accordance with City programs and requirements, or landfilled at the Ostrom Road Landfill, and solid waste customers pay for the cost of providing solid waste services. These facilities together currently have sufficient landfill capacity available to serve the City and the proposed BSMP, and would not require new or expanded solid waste management or disposal facilities. Therefore, no substantive issues relative to the provision of solid waste services were identified.

2.3.9 Electricity and Natural Gas

PG&E would provide electricity and natural gas infrastructure to the development under the proposed BSMP, and it is anticipated that PG&E would be able to serve the development proposed under the proposed BSMP, and that construction of new substations or other such infrastructure would not be required. Therefore, no substantive issues relative to the provision of electricity and natural gas were identified.

2.3.10 Schools

YCUSD staff indicated that existing school facilities within the district were adequate to serve the initial new student needs of the Newkom Ranch and Kells East Ranch developments,⁴⁶ and indicated that enrollment could exceed capacity at certain schools with the addition of students from the remainder of the SOIA Area.⁴⁷

Future project applicants within the SOIA Area would be required to work with YCUSD to ensure that there is adequate capacity for students from the SOIA Area. As a result, Lot 1, located in the northwest corner of the SOIA Area, is identified in the proposed BSMP as the location of a future a K-8 school to serve future students within SOIA Area to be built when necessary to serve the student population.

Development within the SOIA Area would be required to pay fair share fees to adequately finance school facilities, and an agreement has been made for the Plan Area to annex into the YCUSD CFD No. 1, which funds school improvements. Therefore, no substantive issues relative to the provision of school facilities were identified.

2.4 Financial Ability

The City of Yuba City is financially stable. The City's Comprehensive Annual Financial Report, last published in December 2018 for the 2017-2018 fiscal year, provides an overview of the City's current financial position. Based on the report, Yuba City has a balanced general fund budget for the fiscal year 2018-19, and the revenues for both property taxes and sales tax are increasing year-over-year. Further, the City has been monitoring and controlling labor costs, and the City's reserves also appear to be adequate to respond to new development and growth. The City's adopted investment policies and debt policies are consistent with state law, and work to maintain its good credit rating. In accordance with state law, the City completes an annual independent audit as part of the Annual Financial Report, and the City's finances were found to be consistent with accepted accounting principles and standards. Therefore, no substantive issues relative to financial abilities were identified.

2.5 Facilities Sharing

The City utilizes a sufficient range of cost avoidance opportunities; including facilities sharing, utilizing technologies to improve workflow, use of volunteers, and cooperative coordination with other service providers. These include agreements with Sutter County for dispatch services and animal shelter services. Through its contract with SCFPD, the City has informal agreements with various fire departments. The City also has a mutual aid agreement established with the Sutter County Sheriff's Department. These arrangements shall be articulated in the required Plan For Services, as part of the annexation proposals for the SOIA. Therefore, no substantive issues relative to facilities sharing were identified.

⁴⁶ Kernan, Pat, Counsel for Yuba City Unified School District, Kingsley Bogard LLP. Personal communication with Matthew Pruter. May 3, 2017.

⁴⁷ Yuba City Unified School District. 2014. *Facilities Master Plan – 2014-2024*. August 12, 2014.

2.6 Accountability

This section reviews the extent to which the City makes its governmental processes transparent to the public and invites public participation. This includes discussion of general management practices, existing government structure, boundaries, and future service areas. Open meeting laws are followed, meetings are publicly noticed and held during the evening, and City as well as elected officials are accessible through several modes of communication, including: telephone, email, Internet, letters, and fax. Local governance also includes a number of City Council appointed advisory commissions that promote and hold open public meetings. The City also maintains a comprehensive website with numerous publications about its governance, and publishes a number of newsletters to keep citizens informed.

Yuba City is able to operate effectively under the current General Law statutes defined under the California Government Codes, which enumerates their powers and specifies their structure. This form of government allows the City to provide direct public services.

Yuba City operates under the Council-Manager form of government, a system that combines the policy leadership of elected officials in the form of a city council, with the managerial expertise of an appointed city manager.

No change in the current government structure is necessary to continue the adequate provision of municipal services in consultation and coordination with affected agencies and service providers. As a City, Yuba City is a legally separate and fiscally independent agency. It can issue debt, set and modify budgets and fees, and sue or be sued. The City works to meet its goals for each service provided. The overall management structure of the City is sufficient to account for necessary services and maintain operations in an efficient and effective manner. Therefore, no substantive issues relative to government structure and accountability were identified.

2.7 Additional Matters

The City should continue to use the budget and long-range planning processes to ensure that it is able to provide for adequate levels of service in a cost-effective manner within its service area.

3. Sphere of Influence Determinations

The City budget is typically an indicator of management efficiency. As considered in this MSR, the City is financially stable and complies with all accounting requirements for a municipality. The mission of each department, the goals for that fiscal year, and the specific accomplishments are included in the City's budget.

No significant management deficiencies were identified relative to coordination or oversight of the public services provided by outside agencies. Accordingly, the proposed SOI plan would have no effect on this determination.

The SOI determinations analyze the appropriateness of the City's SOI boundaries, relative to the capabilities of the service provider and future growth specifically for the SOIA Area, which

includes the entirety of the BSMP Area. The SOI contains the probable physical boundaries and probable service area of the City. As part of a sphere of influence review and as outlined in Government Code Section 56425, LAFCO is required to make its determinations based on review of five topics. The SOI plan for the City of Yuba City, as described in Section 1.0, Introduction and in this section, addresses the five topics that, pursuant to California Government Code Section 56425, LAFCO must consider in order to act upon an SOI plan. LAFCO is required to make written determinations with respect to the following five topics as follows:

- a. The present and probable land uses within the area, including agricultural and open space lands;
- b. The present and probable need for public facilities and services in the study area;
- c. The present capacity of public facilities and the adequacy of public services that the agency provides or is authorized to provide; and
- d. The existence of any social or economic communities of interest in the study area.
- e. 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, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

3.1 Sites Included

The areas proposed to be included within the City of Yuba City's SOI, include the following sites:

- The Newkom Ranch property would be Phase 1 of the BSMP. This phase would include development of property that is presently in agricultural use.
- The Kells East Ranch development (Phase 2) would be anticipated to start one year following the initiation of Newkom Ranch construction, and would also include development of property that is presently in agricultural use.
- The Final Phase would involve buildout of remaining SOIA area and would be anticipated to occur in response to market trends and demand, independent of the Newkom Ranch or Kells East Ranch developments.

3.2 Present and Planned Land Uses in the Area Including Agricultural and Open-space Lands

The BSMP area encompasses 114 parcels of approximately 741.5 acres immediately to the south of the City of Yuba City, in unincorporated Sutter County. The BSMP area is located adjacent to but outside the incorporated boundaries of the City of Yuba City and its SOI. As such, the BSMP area currently has no land use designations under the Yuba City General Plan. However, the Sutter County General Plan recognizes the BSMP area as comprising a portion of a possible future expanded SOI or annexation area for Yuba City, also acknowledged as the SOIA Area, and designated as low density residential (Estate Residential). The Yuba City General Plan includes

policies designed to minimize land use incompatibilities, including incompatibilities between urban and rural uses.

Present land uses within the proposed SOIA Area are primarily in agricultural use, with some rural residential land uses. Also included are a gas station at the southwest corner of SR 99 and Bogue Road and a Pacific Gas and Electric (PG&E) substation located near the corner of Railroad Avenue and Tuscan Road. The majority of agricultural lands located within the SOIA Area contain orchards.

The planned land uses within the proposed SOIA Area would include a mix of residential, commercial, office/business, park and recreational sites, and public facilities on the 741.5-acre site that is currently occupied primarily by agricultural and rural residential uses. The predominant land use within the SOIA Area would be residential. The SOIA Area would also include neighborhood commercial, community commercial, office/office park, business/technology/light industry, parks and open space, school, and public facilities uses. Of the 741.5-acre SOIA Area, a total of 581 acres are classified as Important Farmland. Compared to the County total (281,109 acres), the SOIA Area contains 0.2 percent of the total Important Farmland within the County. Within the SOIA Area, there is a total of 617.4 acres of agricultural land, with 581 acres classified as Important Farmland. Upon approval of an SOIA, the agricultural land would continue to be used for agricultural uses until a development application is approved.

Adherence to existing Yuba City General Plan policies and proposed BSMP Development Standards and Guidelines designed to minimize or eliminate land use conflicts would ensure that proposed development within the SOIA Area would be compatible with internal and adjacent land uses.

Development within the SOIA Area is in line with the goals and policies included within the Yuba City General Plan, which recognizes the importance of cooperating with Sutter County in developing resource-based employment centers to areas outside of the Yuba City SOI, but adjacent to the urban area and along key transportation corridors (i.e., SR 99), as identified in Implementing Policy 3.9-I-9. Furthermore, the City would support the County's efforts to maintain viable agricultural uses surrounding the City in areas outside the proposed urban growth boundary, in accordance with Implementing Policy 3.4-I-4. In addition, per Implementing Policy 3.4-I-2, the requirements for urban edges would be satisfied, ensuring that the designated intensities and uses provide an appropriate transition to rural land at these edges. These actions would be made possible through a comprehensive master plan that focuses on strategic growth, as required in Implementing Policy 3.4-I-3. **Table 9** summarizes the land use acreages to be included within the SOIA Area, in addition to a summary of existing and future uses within the City.

**TABLE 9
LAND USE SUMMARY TABLE**

Proposed BSMP Land Use Designation	SOIA Land Area (Acres)	Percent Land Allocation	Existing Land Use Designations within City Limits	Percent Land Allocation	Future Land Use Designations within City Limits	Percent Land Allocation
Residential Neighborhoods						
Low density residential	368.9	50	4,157.4	44	4,526.3	44
Low-Medium density residential	62.6	8	434.7	5	497.30	5
Medium/High density residential	32.0	4	403.0	4	435.00	4
Commercial and Employment						
Neighborhood Commercial	7.2	1	45.5	1	52.70	1
Community Commercial	36.7	5	230.4	2	267.10	3
Office & Office Park	8.6	1	280.0	3	288.60	3
Business, Technology & Light Industrial	55.8	8	564.3	6	620.10	6
Public and Quasi-Public						
Parks, Recreation & Open Space	84.2	11	509.9	5	594.10	6
Public Facilities	27.5	4	408.3	4	435.80	4
Roads and Circulation	58	8	1721.8	18	1,779.80	17
TOTAL	741.5	100	9,545.40¹	100¹	10,286.90¹	100¹

NOTE:

¹ This total includes the acreages and percentages for: agricultural/rural land, manufacturing, processing, and warehousing; and regional commercial land uses. These uses are not shown in the table for the purposes of clarity, in order to show what is proposed in comparison to what is existing. As these uses are not proposed, they are not shown for comparison in the table here.

SOURCE: ESA, 2019. BSMP Table 3-1 and GIS calculations based on City Land Use.

3.3 Present and Probable Need for Public Facilities and Services in the Area

3.3.1 Water

There is currently available supply capacity to meet peak summer demands and future development envisioned under the 2025 General Plan, which includes the City's SOI. The City would not require additional sources of water over the next 10 to 20 years in order to meet increased demands. The City will continue to pursue associated infrastructure improvements and agreements to allow for the addition of treated surface water to its water system. As development occurs in the City's SOI and proposed SOI areas, those areas would be annexed into Yuba City. The City would provide water service to those new developments. The City requires that all

future development to fund and install the necessary infrastructure and improvements. Therefore, no substantive issues relative to the provision of water were identified.

3.3.2 Wastewater Collection and Treatment

New development within the SOI and proposed SOIA Area would be annexed to the City and the City would provide wastewater services. The City requires that all future development to fund and install the necessary infrastructure and improvements.

The City's current WWTF has a treatment capacity of 10.5 mgd, and provides up to 4 mgd ADWF current excess capacity. There would be adequate capacity to serve the proposed BSMP demand for wastewater treatment in addition to existing flow. Therefore, no substantive issues relative to the provision of wastewater collection and treatment services were identified.

3.3.3 Storm Drainage

Individual components of the City's storm drainage system vary with each development project, as stormwater is handled on an area-by-area basis. The current stormwater facilities have been designed to adequately handle most storm events. All future development is required to fund and install the necessary storm drainage infrastructure, designed to City standards, in the City's SOI and proposed SOI. Therefore, no substantive issues relative to the provision of storm drainage were identified.

3.3.4 Police Protection

The Police Department's current staffing ratio is 1.05 police officers per 1,000 residents. The Yuba City General Plan, conducted by the City, indicated a desired nationally accepted standard of 1.25 officers per 1,000 residents.

Existing development fees and taxes are expected to finance the majority of costs associated with new development. In addition, the City's BSMP Fee is designed to ensure that future project applicants would contribute a fair share fee for any required law enforcement infrastructure improvement, and the General Use CFD would also provide funding. Therefore, no substantive issues relative to the provision of police protection services were identified.

3.3.5 Fire Protection

The City's Fire Department is currently staffed at a level of 0.80 firefighters per 1,000 residents. The City has not expressed a specific ratio for its fire protection staffing.

Increased development in Yuba City would heighten the demand for fire protection services. The City's General Plan policies require new development to develop or fund fire protection facilities, personnel, and operations and maintenance that, at a minimum, would maintain the desired service level standards. In addition, the City's BSMP Fee is designed to ensure that future project applicants would contribute a fair share fee for any required fire protection infrastructure improvement, and the General Use CFD would also provide funding. Therefore, no substantive issues relative to the provision of fire protection services were identified.

3.4 The Present Capacity of Public Facilities and Adequacy of Public Services that the Agency Provides or Is Authorized to Provide

Present needs for public municipal facilities and services within the City of Yuba City are currently being met. The MSR provides a detailed discussion of the services provided by the City and their present capacities.

The City will define future capacities necessary to accommodate urbanization and build out of the City's SOI when specific developments are proposed. As noted above, for the proposed SOIA Area, the MSR and BSMP document the requirements for municipal services and the way in which these services will be provided, and ensures that adequate services in all categories will be provided with development. Additionally, there are no disadvantaged unincorporated communities and would not be impacted by this MSR/SOI update relative to the proposed SOIA Area.

3.5 The Existence of any Social or Economic Communities of Interest in the Area if the Commission Determines that They Are Relevant to the Agency

There are no social or economic communities of interest in the proposed SOIA Area. Nearby communities of interest include the City of Marysville and the unincorporated community of South Yuba City.

3.6 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, that Occurs Pursuant to Section 56425 (g) on or after July, 1, 2012, The Present and Probable Need for Those Public Facilities and Services of Any Disadvantaged Unincorporated Communities Within the Existing Sphere of Influence

The City of Yuba City's SOI includes unincorporated areas adjacent to the northern, southern and western sides of the city limits. Generally, these areas are characterized as large parcel, agricultural/rural residential uses. These properties are anticipated to remain in unincorporated Sutter County until urban levels of development are pursued (if ever), at which point they would be annexed into the City of Yuba City. Under Government Code Section 56033.5, "disadvantaged unincorporated community" is defined as an inhabited community with an annual median household income that is less than 80 percent of the statewide annual median household income. Upon review of available Census data and the identified communities, no disadvantaged unincorporated communities were identified within or contiguous to the City's SOI.

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5. Persons and Organizations Consulted / List of Preparers

5.1 Persons and Organizations Consulted

City of Yuba City

Brian Millar, Interim Development Services Director

Denis Cook, Yuba City Planning Consultant

New Economics & Advisory

Isabel Domeyko

Fehr & Peers

John Gard, P.E.

Kyle Shipley

MHM Incorporated

Sean Menard, P.E., P.L.S.

John Mallen, P.E., P.L.S.

Tim Mallen, P.E.

Steve Klein, P.E.

Tully & Young

Greg Young, P.E.

Gwyn-Mohr Tully

Kris Olof

5.2 List of Preparers

Environmental Science Associates (ESA)

Daniel Dameron, Project Director

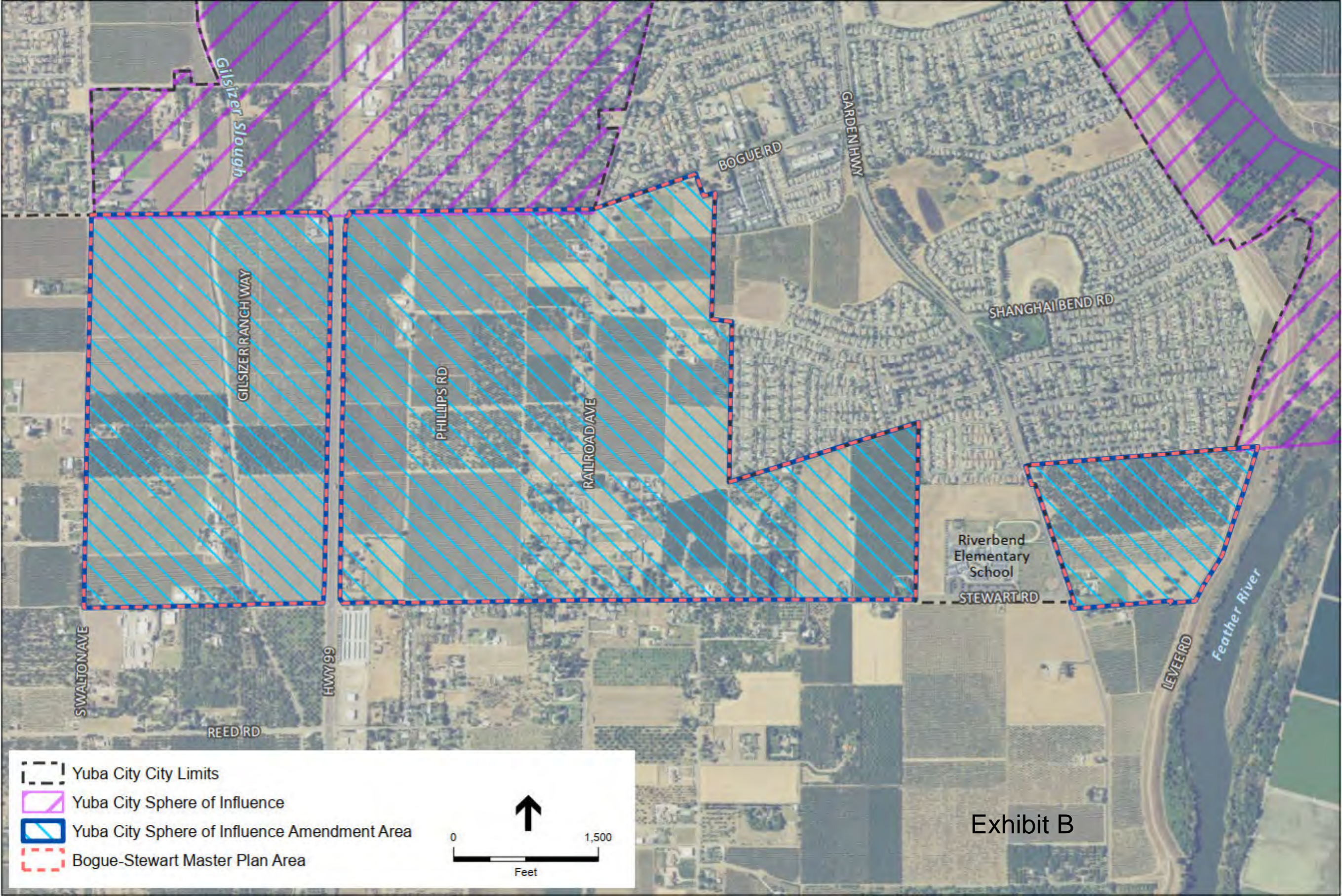
Elizabeth Boyd, Senior Managing Associate

Eryn Pimentel, GIS Specialist

Evan Wasserman, Senior Associate

Kristine Olsen, Publications Specialist

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-  Yuba City City Limits
-  Yuba City Sphere of Influence
-  Yuba City Sphere of Influence Amendment Area
-  Bogue-Stewart Master Plan Area





0 1,500
Feet

Exhibit B