

CITY OF PETALUMA

MUNICIPAL SERVICE REVIEW
AND SPHERE OF INFLUENCE UPDATE

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Sonoma Local Agency Formation Commission

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I. INTRODUCTION

Legal Requirements

In 1997, the State Legislature convened a special commission to study and make recommendations to address California's rapidly accelerating growth. The Commission on Local Governance for the 21st Century focused energies on ways to empower the already existing Local Agency Formation Commissions (LAFCOs) in California's counties. The Commission's final report, *Growth within Bounds*, recommended various changes to local land use laws and LAFCO statutes. Assembly Speaker Robert Hertzberg encompassed the recommendations of the Commission in Assembly Bill 2838, which passed into the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act). The new law endows LAFCO with more responsibilities and more influence to oversee growth in California.

An important tool used in implementing the CKH Act is the adoption of a Sphere of Influence (Sphere) for a jurisdiction. Government Code Section 56425 defines a Sphere as "...a plan for the probable physical boundary and service area of a local agency or municipality..." A Sphere represents an area adjacent to a city or district where a jurisdiction might be reasonably expected to provide services over the next 20 years.

One of the responsibilities of LAFCO is to conduct comprehensive, regional studies of municipal services (Municipal Service Reviews, or MSRs) in conjunction with reviews of city and district spheres of influence (Spheres). LAFCOs are directed to review and update agencies' Spheres, as necessary, every five years, according to Government Code Section 56425. Section 56430 requires MSRs to be conducted prior to or in conjunction with the sphere updates. MSRs must address at least the following six factors:

1. Growth and population projections for the affected area
2. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies
3. Financial ability of agencies to provide services
4. Status of, and opportunities for, shared facilities
5. Accountability for community service needs, including governmental structure and operational efficiencies
6. Any other matter related to effective or efficient service delivery, as required by commission policy

Petaluma's History

In Petaluma's early days, the riverbanks were crowded with piers, boat landings, and local manufacturing businesses such as tanneries, flourmills, carpentry shops, and wagon-making shops. With the growth of the dairy and poultry industries, the riverfront evolved into a thriving center of agricultural commerce. By 1917, the river channel was widened and deepened for steamship services to San Francisco.

Petaluma began to transform into a bedroom community after the Golden Gate Bridge was built in 1937 and post-World War II suburbanization swept the nation. The construction of US Highway 101 in the late 1950s provided improved automobile access to San Francisco, and diminished the importance of rail and river transportation. Residential neighborhoods, shopping centers, and business parks expanded east of the new highway, where access was improved and land was flat and readily available. Commercial buildings and business parks were developed around thoroughfares close to highway interchanges, river and railroad corridors.

Petaluma has grown steadily since its incorporation in 1858, with a notable spurt following suburbanization from the 1950s to 1970s. Following the adoption of Residential Growth Management legislation in the early 1970s, the city slowed its residential growth rate a maximum of 500 units per year through the turn of the century.

Petaluma experienced growth spurts in the early 1980s and again in the early 1990s. As easily developed land inventory diminished, infill projects have reflected a slowed growth rate during the first five years of the new century to an annual average rate of just 0.8 percent, or an increase of 2,100 people. Between 1985 and 2005, Petaluma's population grew at an average annual rate of 1.8 percent.

By 2010, Petaluma had a population of approximately 58,401 people (California Department of Finance, 2010) in 14 square miles. Petaluma operates as a charter city.

Report Format

The first part of this report addresses the Municipal Service Review requirements of the CKH Act. The second section evaluates the Petaluma Sphere.

The source material for this report is the Fiscal year 2009-10 Budget, Fiscal year 2010-11 Budget and the General Plan 2025.

Recommendations

Three changes in the Sphere are recommended with this Municipal Service Review. These changes are as follows:

1. Align the Sphere with the Urban Growth Boundary and the Urban Service Boundary, generally, east of Ely Boulevard, South and west of Adobe Road, and;
2. Align the Sphere with the Urban Growth Boundary by removing the Penngrove Planning area from the Sphere
3. Align the Sphere with the Urban Growth Boundary and the Urban Service Boundary, generally, west of the existing city boundaries north and south of Western Avenue and north and south of Bodega Avenue.

II. MUNICIPAL SERVICE REVIEW FACTORS

As stated previously, LAFCOs are to review and update agencies' Spheres, as necessary, every five years, according to Government Code Section 56425. Section 56430 requires MSRs to be conducted prior to or in conjunction with the sphere updates. MSRs must address at least the following six factors:

1. Growth and population projections for the affected area
2. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies
3. Financial ability of agencies to provide services
4. Status of, and opportunities for, shared facilities
5. Accountability for community service needs, including governmental structure and operational efficiencies
6. Any other matter related to effective or efficient service delivery, as required by commission policy

Factor 1 – Growth and Development

According to the Petaluma General Plan 2025, the City's population is expected to grow to 72,707 by 2025, an annual increase of approximately 1.2 percent. This represents a slowing of growth, which occurred at an annual rate of 1.8 percent from 1985 to 2005.

The Petaluma Urban Growth Boundary (UGB) was established through voter approval in November 1998. The UGB currently contains 10,300 gross acres and aims to contain urban development through December 31, 2018. Until that time, the UGB can be amended without voter approval only under specific circumstances. These include the addition of land designated for affordable residential uses or transit-oriented, industrial, or agricultural development, assuming no land is available within the UGB to accommodate these uses, and the avoidance of an unconstitutional taking of a landowner's property. Each circumstance has a number of additional related requirements and limitations based on the location of proposed development and accessibility of existing services. The City has preliminarily identified four areas totaling 330 acres as appropriate for potential future expansion of the UGB under these circumstances, subject to City Council approval. Measure T on the November 2010 ballot proposes to extend the Urban Growth Boundary to 2025, coterminous with the General Plan time horizon.

In 2006, Petaluma's Sphere was updated and in 2008, the City developed a new General Plan.

Figure 1: Urban Growth Boundary and Urban Service Area

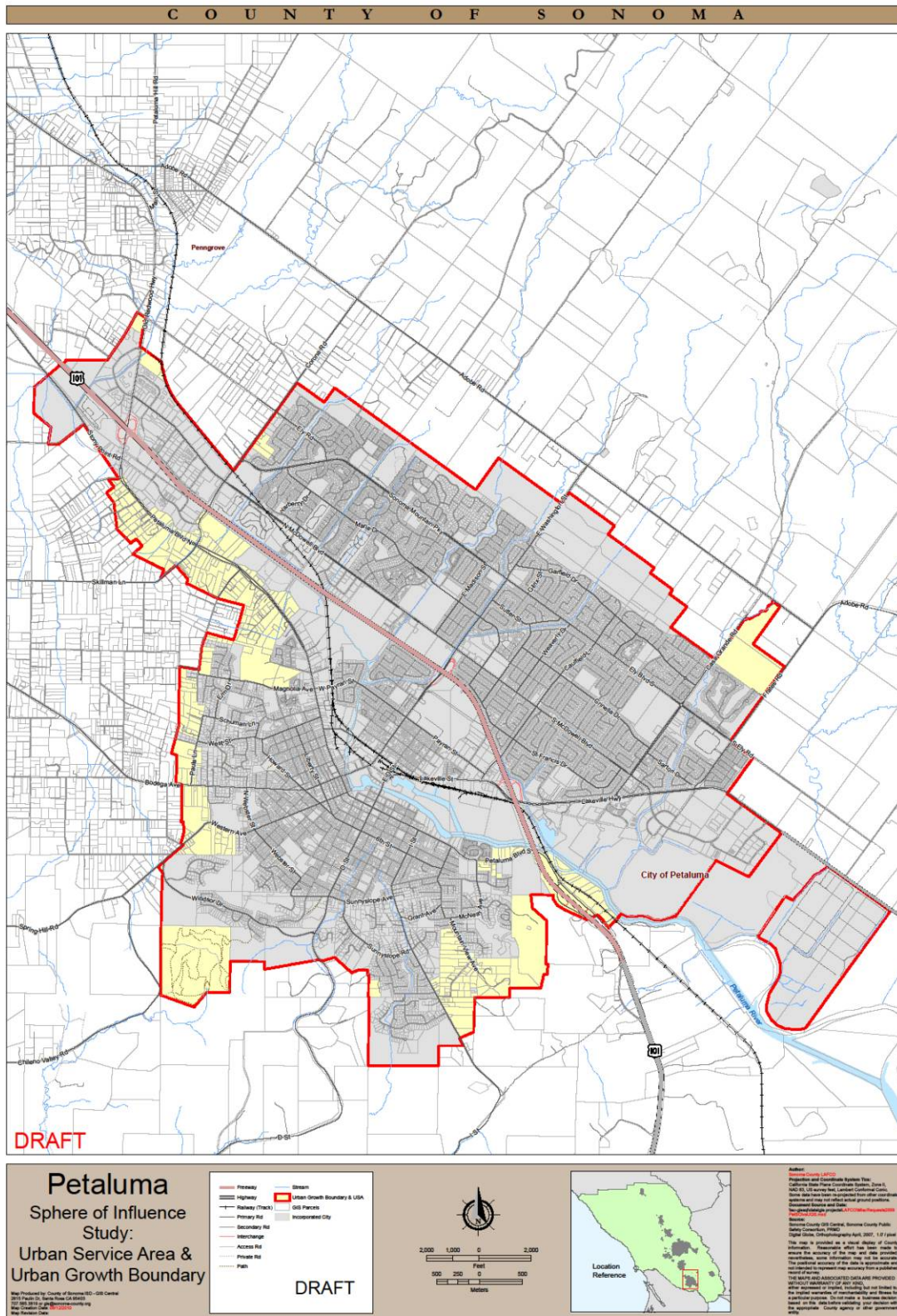
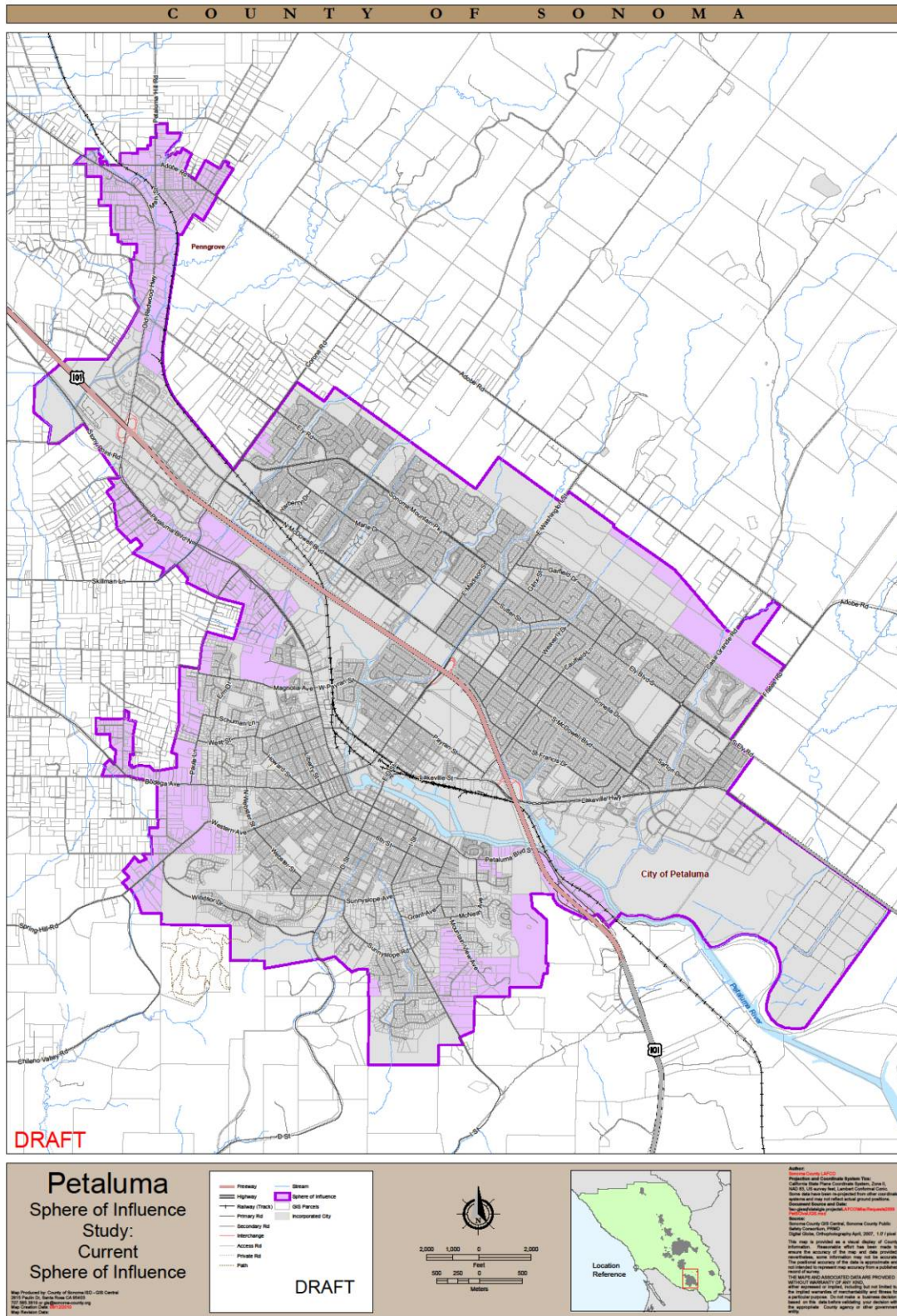


Figure 2: 2006 Sphere of Influence



Determination

According to the Petaluma General Plan 2025, the City's population expected to grow to 72,700 by 2025, an annual increase of approximately 1.2 percent. This represents a slowing of growth, which occurred at an annual rate of 1.8 percent from 1985 to 2005. The slowing is due primarily to the decreasing availability of land. Future growth is directed within the current Urban Growth Boundary.

Factor 2 – Public Facilities and Services

The City of Petaluma is a full-service municipality with the following departments:

- Police
- Fire
- Water Resources and Conservation
- Public Works
- Parks and Recreation
- Community Development
- Finance

The City does not provide all services to the community. Special districts or public utilities provide services such as schools, libraries, and utilities. Table 1 summarizes the service providers.

Table 1: Municipal Services Providers

<u>Municipal Service</u>	<u>Service Provider</u>
General Government	
Governing Board	City Council
Manager	City of Petaluma
Attorney	Contract/City of Petaluma
Finance/Clerk/Administrative Services	City of Petaluma
Public Protection	
Traffic Control	City of Petaluma
Law Enforcement	City of Petaluma
Fire Protection	City of Petaluma
Animal Control	City of Petaluma
Land Use and Planning	
Regulation and Planning	Contract/City of Petaluma
Building Inspection	City of Petaluma
Housing	City of Petaluma
Community Services	
Parks and Recreation Facilities	City of Petaluma
Library	Sonoma County Regional Library

Municipal Service

Service Provider

Public Works

Roads, Local Drainage, Bridges, Signals	City of Petaluma
Engineering	City of Petaluma
Water Resources and Conservation	City of Petaluma
Solid Waste Management	Contract
Street Lighting	City of Petaluma
Street Tree Maintenance	Contract/City of Petaluma/Private
Transit System	City of Petaluma
Municipal Airport	City of Petaluma
Marina and Turning Basin	City of Petaluma

Public Education

K-12 Grade Levels	Old Adobe School District, Petaluma School District, Waugh School District, Cinnabar School District, Dunham School District, Liberty School District, Wilson School District
College	Santa Rosa Junior College and Sonoma State University

Other Services

Electricity	Pacific Gas and Electric
Gas	Pacific Gas and Electric
Cable Television	Comcast
Public Transit	Petaluma Transit
	Sonoma County Transit Paratransit
	Golden Gate Transit

Police

The Police Department currently has 92.5 funded positions, including the Chief, 1 Captain, 3 Lieutenants, 10 Sergeants, 51 Officers, 4 Community Service Officers, 10 Dispatchers, and other administrative support staff. Petaluma has 67 sworn officers, or approximately 1.16 officers per 1,000 citizens. The Department also has a K-9 Unit, Bicycle and Motorcycle Patrol, a SWAT Team, a Crisis Negotiation Team, an Investigation Unit, and a volunteer Reserve Community Service Officer Program.

Total Department operating expenses budgeted for fiscal year 2010-11 is \$14.1 million, a decrease of about 4.2 percent from the previous fiscal year. Eighty-nine percent of this budget covers salaries and benefits. Revenues come from the City's General Fund, with some additional funding from fines and forfeitures and charges for services, as well as funding from grants.

The Police Department has one main station and two non-staffed substations. Petaluma's General Plan 2025 anticipates that future population growth will create a demand for expanded facilities. The City recognizes the need for a new station; however, funding for a new facility is not available. Recent efforts to improve technological systems, such as the Department's

Computer-Aided Dispatch and Records Management System, will aid the Department in maintaining an efficient level of service.

The department has made significant organizational changes to respond to reductions in funding. The street crimes unit, alcohol control enforcement and school resource programs have been eliminated, and these positions shifted to patrol duties.

Fire

The Petaluma Fire Department provides fire, rescue, emergency medical, public education, fire prevention, hazardous materials regulation and response/mitigation services to residents of the City. Additionally, EMS services are provided within a 160 square mile area of Sonoma County surrounding the City. The department has 58 employees.

Total operating expenditures budgeted for fiscal year 2010-11 is \$8.7 million, with over 90 percent going toward salaries and benefits. The Department's ambulance service operates as an enterprise fund and pays for 10.8 firefighters and a dispatcher.

In fiscal year 2002-03, the Department established automatic aid agreements with the Rancho Adobe Fire Protection District and with three volunteer fire companies organized under County Services Area #40 – San Antonio VFC, Wildemar VFC, and Lakeville VFC.

Petaluma Fire Department's overall ISO rating is three (on a scale of 1 to 10, 1 being the best), which places it in the top 20 percent of the over 1,500 California cities reviewed by ISO. The Department has a target response time of 4 minutes, which was achieved 78 percent of the time in calendar year 2009. The department responded to 5,156 emergency calls in calendar year 2009.

The Department has a fire prevention office and three stations, one of which includes a training facility. A Standards of Coverage study, completed in 2003, determined the appropriate number of fire stations and their optimum locations for the potential build out within the established Urban Growth Boundary. The study concluded that the current number and locations of fire stations was adequate for meeting Petaluma's needs.

Funding for fire services comes from the City's General Fund and user fees. Fees collected for providing Advanced Life Support (ALS) ambulance transport services and fire prevention services offset the cost of fire protections services to the City's General fund. On average, the General Fund provides up to 75% of the funding utilized to deliver fire services.

Water Resources and Conservation

Water

The City's Water Resources and Conservation Department provides both water and wastewater services. The City's Water Resource and Conservation division has approximately 20,425 water accounts serving approximately 57,400 people. Nearly one hundred percent of the water provided to Petaluma is imported water purchased from the Sonoma County Water Agency (SCWA). However, 21 local groundwater wells are maintained for emergency and standby purposes. The City maintains six active SCWA aqueduct turnouts and one standby turnout, eleven potable water tank reservoirs, and seven booster pump stations. Additionally, the City provides water to the Coast Guard Station in Two Rock. The City has been requested to extend water service to the Two Rock Volunteer Fire Department proposed new fire station. The City has adequate water capacity to provide service for this use.

Water bills include a fixed service charge and consumption charge. The fixed service charge is driven by costs independent of water consumption and is based on the meter size. The consumption charge for single-family residential customers is based on four tiers. The average single-family household monthly bill includes first tier usage (lowest rate) and some usage in the second tier (middle rate). Consumption charges for multi-unit residential, commercial and industrial customers are based on a single rate.

Long-term water demand will continue to be met primarily through the purchase of SCWA water. The City does not anticipate increasing its SCWA water allocation beyond its current entitlements. Instead, the City plans to meet the new demand by expanding its conservation and recycled water program. The City will continue to reserve local groundwater for emergencies.

Currently, the SCWA system is limited both by its overall system capabilities and by the hydraulic capacity of the aqueduct that connects it to Petaluma. According to the City's General Plan, the total water supply may be inadequate if the SCWA system is not expanded, since the system has reached its capacity, and groundwater supplies within Petaluma are limited. The SCWA is planning a Water Supply and Transmission System Project that would increase its overall capacity from 84 million gallons per day to 149 million gallons per day. It also plans to construct a second aqueduct to supply Petaluma with its full peak supply allocation, which cannot be accommodated by the existing aqueduct, and to improve the system's reliability. These measures will help the City meet projected demand.

To assist in meeting the long-term supply and demand the City has a Conservation Program. Petaluma's Conservation Program, which has been jointly funded by the City and SCWA since 1997, focuses on incentives and education to encourage responsible water use. Devices such

as low-flow showerheads and kitchen aerators are distributed free of charge to residential water customers. The City offers subsidies and rebates to businesses and individuals who use efficient landscaping techniques, toilets, and appliances.

Improvements to the City's recycled water program could also help decrease Petaluma's reliance on SCWA water. Petaluma currently recycles about 50 percent of its annual average dry weather flow of wastewater, which is used to irrigate 800 acres of agricultural land and a golf course during summer months. Expanding this program will require significant modifications to infrastructure, including construction of a lower elevation pump station and tertiary recycled water facilities. Increased use of recycled water might also call for education programs to inform the public that such water is safe for non-potable uses.

Wastewater

Like the water system, City's Water Resources and Conservation Department operates and maintains the sewer system.

Petaluma contracts with Veolia Water North America for operation and maintenance of the Petaluma Wastewater Treatment Facility. Petaluma's Ellis Creek Recycling Facility has an average dry weather design capacity of 6.7 million gallons per day (mgd), and a headwork design capacity of 36 mgd to handle wet weather flows. The treatment plant also treats sewage collected by the Penngrove Sanitation Zone, which is owned and operated by the SCWA. The contract for treatment of Penngrove sewage is limited to 3,000 people. Water treated at this facility is discharged into the Petaluma River during winter months and used to irrigate 800 acres of agricultural land and a golf course between May and October.

As of 2005, the City of Petaluma provides wastewater service to approximately 58,900 residents. Wastewater flows are projected to increase by 40 percent between 2000 and 2025 based on projected population and employment growth. This growth will necessitate the construction of new sewer collection systems connecting to existing truck sewers.

Improvements to the water-recycling program will also help Petaluma meet a growing demand for wastewater services by offering expanded disposal options. Construction of the tertiary recycled water plant is the most significant of these improvements; tertiary treatment will allow the City to use recycled water not only for agricultural or industrial uses, but also for urban irrigation at schools and parks. Other possible improvements to this system include a new storage reservoir and the addition of a lower elevation pump station to serve Lakeville agriculture properties and new urban customers.

The wastewater system is an enterprise fund supported primarily through user fees.

Summary

The Water Resources and Conservation Department currently has 59.9 funded positions. The Department is divided into 15 sub-programs and four divisions (Water, Wastewater, Environmental, and Capital Improvement Projects). These include:

Water

Pumping
Transmissions and distribution
Leak detections and cross connections
Supply
Conservation

Wastewater

Water recycling
Industrial waste
Collections system
Treatment
Storm Drains
Environmental Monitoring

Total Department operating expenses budgeted for fiscal year 2010-11 is \$53.4 million, a decrease of about 8.1 percent from the previous fiscal year. Thirty eight percent of this budget covers debt service and seventeen percent covers capital projects.

Public Works

Petaluma's Department of Public Works is responsible for maintenance, new installation, and construction improvements of the City's infrastructure, including streets, traffic signals, streetlights, and public buildings, as well as the operation of the City's Turning Basin (head of navigable waterway of the Petaluma River). The department also manages the City airport and transit system. Its fiscal year 2010-11 staff includes 52 funded positions. The City contracts for operations and maintenance of fixed route service and Para-transit service.

The total Department budget for fiscal year 2010-11 is \$22.6 million. Of this total, \$232,300 is budgeted for street signals maintenance, \$276,450 for street signs \$1,860,850 for park maintenance, \$3,724,000 for transit, \$1,750,000 for the airport and \$778,550 for facilities maintenance. In addition, \$7.6 million is budgeted in the capital improvements.

The department has three divisions - engineering, operations and maintenance as well as parks maintenance. Additionally, the Public Works Department manages the City transit system and municipal airport.

The engineering division consists of development engineering, traffic engineering, and capital improvement engineering. Development engineering is responsible for all aspects of engineering issue related to privately funded development projects. Traffic engineering

oversees design and construction of traffic infrastructure improvements and provides traffic-engineering oversight to all private development and other projects affecting public facilities. The capital improvement engineers manage preliminary and final design, permitting, construction and rehabilitation.

The operations division includes inspection services, vehicle and equipment repair, paint and sign shop, Turning Basin operations, traffic signal and street lighting, building and facilities maintenance, and janitorial services.

The inspection services are responsible for inspections of private development construction, capital improvement construction and construction within the public right-of-way. The vehicle maintenance staff maintains the city's 430 vehicles and other equipment. The paint shop is responsible for the maintenance of all street signs, directional signs, and street traffic markings. The Turning Basin staff is responsible for the maintenance of the docks and boating facilities. Traffic signal and lighting technicians maintain the 6,000 City-owned streetlights and 50 traffic signals.

The Department's ongoing street maintenance service include preventative maintenance of signalized intersections, pothole repair, weed abatement, sign repainting, and monitoring of the street light system for failed bulbs. The department maintains 166 miles of public streets.

The Parks Division is responsible for the maintenance and operation of 100 sites citywide, comprised of City parks, bus stops, public landscaping, and open space. Also included are two public pools, street trees and seven miles of landscaped medians, as well as numerous pedestrian and bike paths. The Parks Division also oversees the maintenance contract for the City's 44 landscape assessment districts. In fiscal year 2009-10, the Public Works Department assumed the parks division from the Parks and Recreation Department.

Established in 1976, the Petaluma Transit provides five buses on three fixed routes connecting retailers, local high schools, hospitals, City Hall, and other areas encompassing approximately 13.3 square miles. All buses are Americans with Disabilities Act (ADA) accessible. The intersection of Fourth and C Streets, located in Petaluma's historic downtown, currently serves as the major transfer point for Petaluma Transit and its connections with Sonoma County Transit and Golden Gate Transit.

Petaluma Municipal Airport is operational 24 hours a day and staffed from 8:00 a.m. to 5:00 p.m. daily – including holidays. Its mission is to operate and market a safe, efficient, self-sustaining airport facility that meets the needs of the City of Petaluma and surrounding communities. Airport operations encompass a host of services for the orderly and safe departure and arrival of aircraft to and from Petaluma. A self-fueling island is operated 24 hours

a day by the City to meet the needs of users. Jet fuel service is available during regular hours and after hours for a call-out fee. Approximately 60,000 take-offs and landings are recorded at the Petaluma Municipal Airport each year. There are 167 aircraft storage hangars, including two commercial businesses and four executive hangars, 22 private hangars, and 118 tie-down spaces for 240-based aircraft.

Parks and Recreation

The Petaluma Parks and Recreation Department is responsible for recreational resources and programs.

Several City-owned recreational facilities operate under contract with private organizations, including Rooster Run, a 161-acre golf course. The City also participates in a Joint Use Agreement under which the Boys and Girls Club runs youth programs at seven locations within the city, including the Cavanaugh Recreation Center.

The Department plans, coordinates, and implements recreational programs and classes for toddlers, youth, adults and seniors. Included is the operation of the Petaluma Community Center, the Jack Cavanagh Recreation Center, Kenilworth Recreation Center, Petaluma Swim Center, Cavanagh Pool, the Novak Senior Center at Lucchesi Park, and the Petaluma Historical Library and Museum. The Department is also responsible for the planning and implementing community-wide special events including the Fourth of July fireworks display.

The Department supports the Recreation, Music, and Parks Commission, Youth Commission, Senior Advisory Committee and the Petaluma Museum Association Board of Directors.

In fiscal year 2008-09, the Department had 23 funded positions. Its operating budget was \$4.9 million. In fiscal year 2010-11, the department has 7.25 funded positions and a budget of \$.62 million. The Assistant City Manager manages the department. The reductions are attributed to the transfer of the maintenance function to the Public Works Department and reduction in services.

Petaluma seeks to maintain a park standard of 5 acres per 1,000 residents (3.0 acres of community parks and 2.0 acres of neighborhood parks) and an open space/urban separator standard of 10 acres per 1,000 populations. As of October 2005, the City was providing 5.1 acres of parkland per 1,000 residents. The City's General Plan proposed 103 acres of new parkland, which results in a total of 370 acres. With the projected population of 72,707 residents by the year 2025, the City will be providing 5.3 acres of parkland per 1,000 residents.

Community Development

In June 2008, the City Council approved a proposal to establish an enterprise fund to support the staffing and work program of a portion of the Community Development Department. The enterprise fund supported the Planning, Building and Geographical Information System functions of the department, including current and advanced planning, General Plan implementation and public policy work. The General Fund subsidized some of the department functions.

The enterprise fund anticipated sufficient revenues from building permit applications and cost recovery from development and zoning applications to fund the department. The revenues never achieved the anticipated levels. Because of the short fall in revenues, in April 2009, the Community Development was reorganized with many of the positions associated with function abolished.

To continue to process applications for development approvals, the City contracted with the Metropolitan Planning Group (M-Group) on a cost recovery basis. Planning staff maintains counter hours from 8:00am-12:00pm and 1:00pm-5:00pm Monday through Thursday. The advanced planning function was moved to the City Manager's office in 1999 and is currently managed by a senior level planner.

Determination

The City of Petaluma is a full service City, providing a wide range of services in an efficient and effective manner. The City has demonstrated it can:

1. Provide adequate police and fire protection;
2. Meet the projected water demand through the year 2025 by utilizing SCWA supplies, conservation and recycled water programs;
3. Has adequate sewage capacity for the year 2025;
4. Provides planning and building services; and
5. Provide minimal recreation and parks services and programs.

Factor 3 – Financial Ability to Provide Services

Like most Cities, Petaluma is going through difficult economic times. The General Fund provides the necessary funds for many City functions, including police and fire. The General Fund budget for fiscal year 2010-11 is \$32,517,300. This represents a reduction of \$525,775 or 4.5% from the revised fiscal year 2009-10 budget. The expenditures are supported by estimated revenue of \$31,494,350, thus leaving a shortfall of \$1,022,950. The budget shortfall is bridged

by use of the City's reserves. The reserves are expected to be depleted by June 2011. The City enters the fiscal year without any margin for budgetary error or contingency for unforeseen circumstances.

The City has addressed the fiscal conditions by eliminating vacant positions, reducing benefits, and laying-off employees. Additionally, the City has adjusted user fees, reduced overtime, privatized current planning, janitorial services, aquatics center management, and eliminated funding for some capital improvement projects. However, the revenues are not adequate to maintain the current levels of service.

Determination

The City is adjusting to economic conditions. As a general services City, delivery of water, sewer and public safety is critical. The City has and is making the necessary budgetary modifications to remain stable, while providing the reduced essential services.

The long-term economic stability of the City is uncertain. The City does not have adequate reserves or the ability to increase revenues significantly. As an additional cost saving measure, the City should consider contracting more services to the County of Sonoma, independent special Districts or private companies.

Factor 4 – Opportunities for Shared Facilities

The City has several shared programs, such as:

- Purchase of water from Sonoma County Water Agency
- Contracts with the Penngrove Sanitation Zone for treatment of sewage in the Penngrove area
- Participates in a Joint Use Agreement with the Boys and Girls Club for recreational programs
- The Fire Department has automatic mutual aid agreements with the Rancho Adobe Fire Protection District and with the San Antonio, Wilmar, and Lakeville Volunteer Fire Companies
- Participates in the Sonoma County Regional Library

Determination

The City does not participate in the tri-county Redwood Empire Dispatch Communications system (REDCOM). It is recommended that the City explore whether participation in the program would be more cost effective and efficient than the current practice.

Factor 5 – Community Service Needs

One of the factors in evaluating agencies' responsiveness to community needs is the number of avenues of opportunity for the residents to communicate with the civic leadership. The City of Petaluma offers the residents numerous opportunities for effective communication of their service needs including a user-friendly website.

The Petaluma City Council consists of six Council Members and the Mayor. The City Council Members are elected at large for a four-year term. Three Council Members are elected at the November General Municipal election in even-numbered years. The Mayor is directly elected to a four-year term during the General Municipal election in November. The Council and Mayoral elections are non-partisan and the members are elected as at-large representatives for all of the citizens.

Regular City Council Meetings are held on the first and third Mondays of the month, with some exceptions made for holidays that fall on a regular meeting day. Meetings usually include a 6:00 p.m. closed session and a 7:00 p.m. open meeting. All City Council meetings are open to the public with the exception of discussions pertaining to property acquisition, legal, or personnel issues.

The City Manager, appointed by the City Council, is responsible for carrying out the directives of the Council as well as the long-range strategic planning necessary to accommodate anticipated future growth and development. The City Manager appoints all employees except the City Attorney and the City Clerk. The City Manager is also responsible for presenting the annual fiscal year budget to the City Council and making resource allocation recommendations. Throughout the year, the City Manager keeps the City Council advised as to the financial condition and the economic needs of the City.

The City has a number of standing committees including:

- Animal Services Advisory Committee
- Historic and Cultural Preservation Committee
- Pedestrian and Bicycle Committee
- Public Art Committee
- Senior Advisory Committee
- Technology and Telecommunications Advisory Committee
- Transit Advisory Committee
- Tree Advisory Committee
- Youth Commission

In addition to the advisory committees, the City has a legally mandated Planning Commission.

Determination

The City of Petaluma offers its citizens many opportunities for participation in the civic process. The City structure and administrative functions are organized for efficiency and effectiveness.

Factor 6 – Commission Policy Considerations

The Commission has adopted several policies pertaining to the urban development and the physical form and functionality of a City. These policies are as follows:

Urban Land Uses to be within Cities

The Commission encourages urban development in cities rather than in unincorporated territory. Where existing urban development is adjacent to a city, the Commission encourages annexation to, and provision of services by, the adjacent city. The Commission encourages the use of sentiment surveys to determine the maximum feasible area of existing urban land uses that may be annexed to a city in a single proceeding.

Urban Growth Boundaries

The Commission supports the establishment of urban growth boundaries for cities and special districts providing sewer and water services.

Community Separators

It shall be a standard practice and policy of this Commission to disapprove any proposal to the extent that such proposal requests territory designated as a community separator in the County of Sonoma General Plan be annexed to a city or special district providing sewer or domestic water service.

The City of Petaluma has responded to the policies of the Commission by establishing an Urban Growth Boundary and supporting community separators.

The City, in compliance with Commission policy, has restricted the extension of services outside the City Sphere to responses to public health and safety problems from failing septic systems and wells or to service critical facilities such as fire stations and schools.

Sphere of Influence Policy

In establishing spheres of influence for cities, the Commission's general policies are as follows:

1. Include all properties within the incorporated city.
2. Include properties wholly within both the voter-approved Urban Growth Boundary and the Urban Service Boundary for the city in the Sonoma County General Plan. Include frontage roads.
3. Include properties within a city's Urban Growth Boundary that are outside the Urban Service Boundary for the city in the Sonoma County General Plan.
4. Exclude parcels outside the Urban Growth Boundary and Urban Service Boundary of a city.
5. For any city without a voter-approved Urban Growth Boundary, the Commission shall consider the city's general plan and the Urban Service Boundary for the city in the Sonoma County General Plan when updating or amending the Sphere.

Outside Service Area Agreements for Parcels within a City's Sphere of Influence

The Commission encourages development in cities rather than in unincorporated territory. Additionally, the Commission believes that there are efficiencies of scale and opportunities to encourage well-planned and phased development by permitting interim Outside Service Area Agreements, rather than requiring immediate annexation, when a documented threat to public health or safety exists.

Where existing development is within a city's Sphere, and public services, such as water or sewer, are required to respond to an existing or impending threat to the public health or safety of the residents of the affected territory, the Commission will consider approval of an Outside Service Area Agreement.

The Commission, or by direction, the Executive Officer, will consider authorization of an Outside Service Area Agreement for existing development within a city's Sphere under the following conditions only:

1. There is a documented existing or potential threat to public health or safety;
2. The property owner and city have entered into a recordable agreement that runs with the land, limiting development to existing levels;

3. A covenant is recorded against the property prohibiting the current and future property owners from protesting annexation to the city; and
4. The existing development has been determined to be either legal or legally non-conforming by the Sonoma County Permit and Resource Management Department.

Determination

The City of Petaluma policies for urban development, community separators and outside service area agreements are consistent with those of the Commission. The Sphere is inconsistent with Commission policy and should be amended to conform to Commission policy.

III. SPHERE OF INFLUENCE

To update a Sphere the Commission has to make several determinations, which closely approximate the requirements of a Municipal Service Review Government Code Section §56425 states:

- (e) In determining the Sphere of each local agency, the commission shall consider and prepare a written statement of its 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.

Three areas currently within the City's Sphere do not align with the County Urban Service Boundary and the City's Urban Growth Boundary. These areas should be made consistent with Commission policy.

Area 1 – Old Adobe Road

This area is comprised of seven parcels. The total acreage is approximately 276 acres, with approximately 90 acres within the Sphere. Shown below are the parcels and acreage. With the exception of the City owned parcel, the Sphere line bisects each parcel.

The City's Urban Growth Boundary and County Urban Service Area Boundary are located on the western edge of each parcel. This amendment would align the Sphere, the City Urban Growth Boundary and County Urban Service Area Boundary.

Table 2: Old Adobe Road Parcels

Parcel Number	Address	Size (ac.)	Portion (estimate)	Estimated in the Sphere	Zoning
136-060-032	2790 OLD ADOBE RD	65.00	0.15	9.75	Diverse Agriculture
017-070-004	2844 ADOBE RD	45.04	0.33	14.8632	Diverse Agriculture
017-070-018	NO SITUS ADDRESS	29.43	0.25	7.3575	Diverse Agriculture
017-070-019	3066 ADOBE RD	31,.34	0.20	6.054	Diverse Agriculture
017-140-006	801 CASA GRANDE RD	52.96	0.10	5.296	Diverse Agriculture
017-140-003	637 CASA GRANDE RD	8.47	0.20	1.694	Diverse Agriculture
017-050-042*	NO SITUS ADDRESS	45.52	1	45.52	Diverse Agriculture
TOTAL		276.69		90.53	

**This parcel is owned by the City and serves as the outer approach zone for the Petaluma Municipal Airport. No development is anticipated. Retaining this parcel within the Sphere would have no adverse affects or inconsistency.*

Existing Uses

Several of the parcels have residential units. These residential units are located adjacent to Old Adobe Road. Of the seven parcels, one has a vineyard, one has a riparian area, and four are grazing pastures. The remaining 45.5-acre parcel is vacant (City owned); improvements consist of landscaping and trees along the adjacent street frontage. None of the privately owned parcels receives municipal services.

Determinations

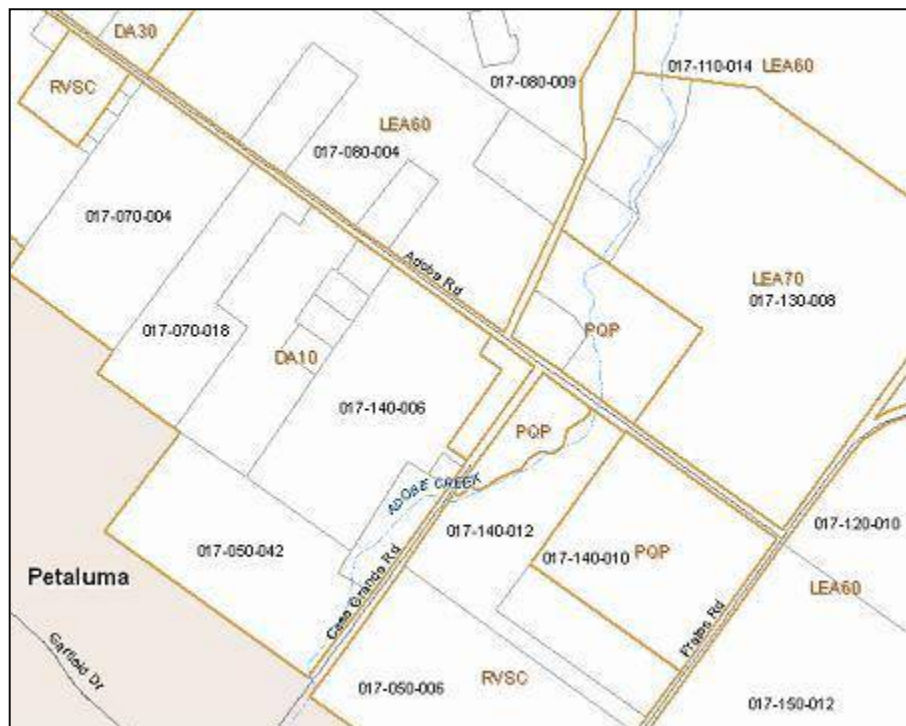
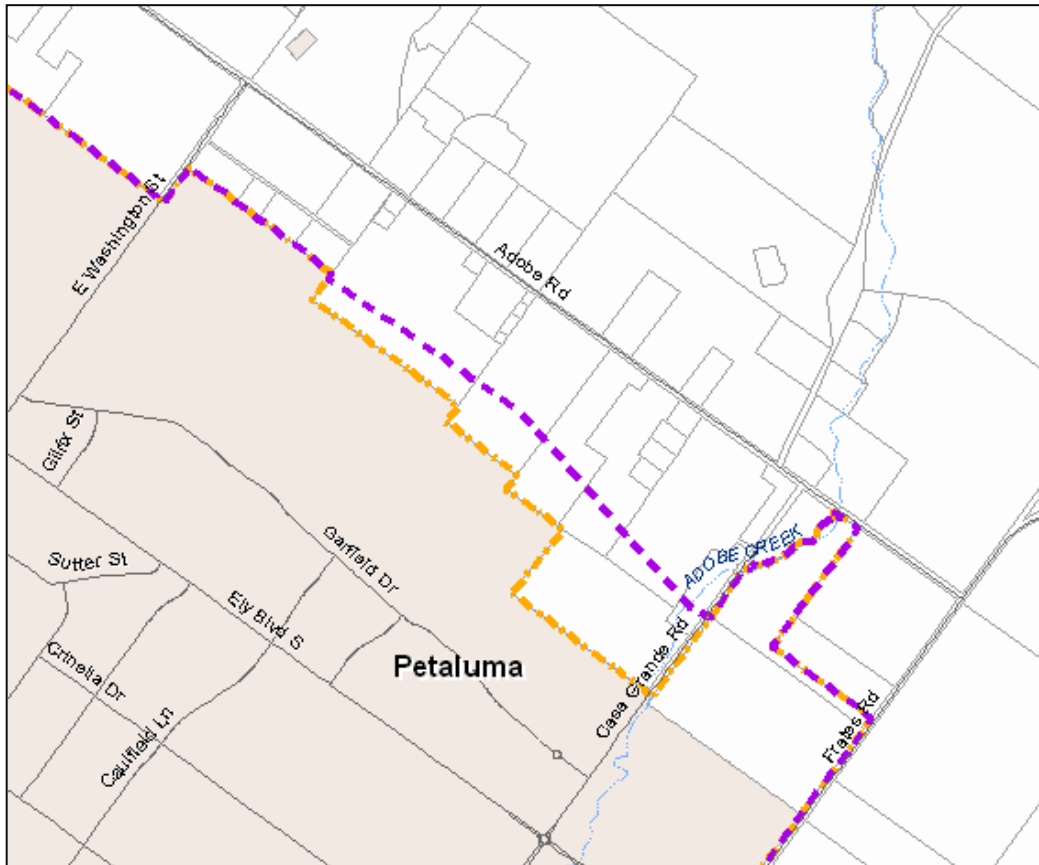
1. The present and planned land uses in the area include agricultural and open space lands.

The properties are currently planned for agricultural use and zoned diverse agricultural. These uses do not require annexation to the City.

The City has designated the City-owned property as a combination of Open Space and Urban Separator. There is no underlying City zoning for this property.

The County General Plan is as shown in Figure 4.

Figure 3: Old Adobe Road Sphere Adjustment



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

The properties are large parcels with existing well and septic systems. There is no need for public facilities or services from the City.

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

The County of Sonoma currently provides public services. The services are adequate for rural agricultural uses.

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.

The area is a minor portion of an agricultural community of interest. The current sphere splits properties.

Area 2 - Penngrove

Established in 1882, Penngrove is a small, unincorporated, rural town at the foothills of Sonoma Mountain. The Penngrove Specific Plan, adopted in 1984, encompasses 2,750 acres of land located between Petaluma, Cotati, and Rohnert Park. Penngrove's core area is served by sewer system and aqueduct water, with parcels ranging from 1/4 acre to 1 acre. The outlying areas are served by private wells and septic, with parcels ranging from 2 acres to the 20-acre density established by the Sonoma Mountain Specific Plan. Based on low-density land use policies, the Penngrove Specific Plan intends to accommodate a population of 2,744 at build out.

The Penngrove Specific Plan is committed to a community centered concept; provisions of greenbelts surrounding and separating urban areas; retention of agricultural resources; adherence to the principle of environmental sustainability; and preservation of natural resources.

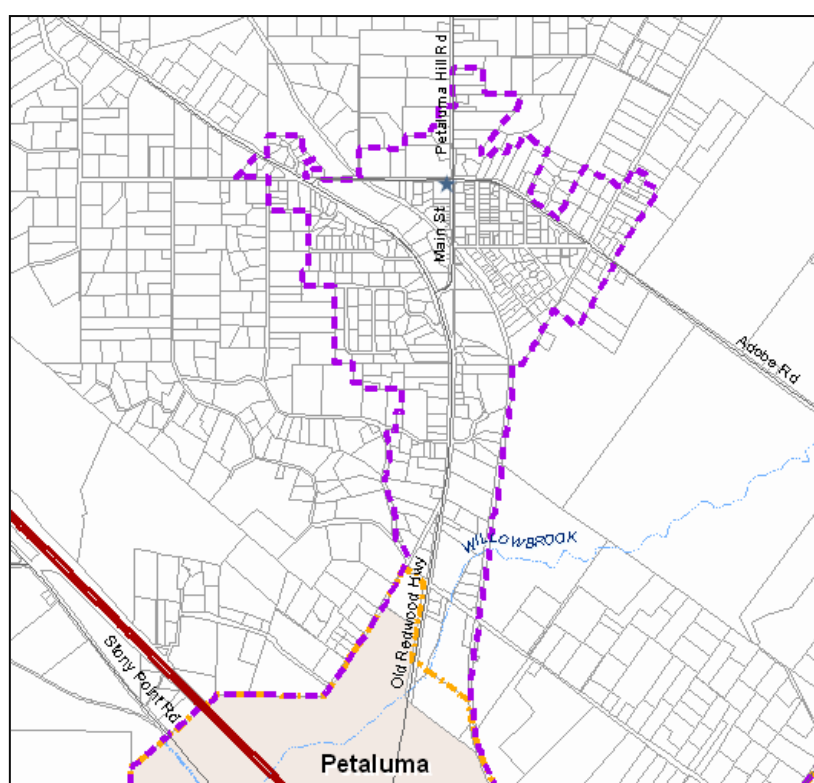
The Penngrove Sanitation Zone is within the City of Petaluma's Sphere, but outside the Urban Growth Boundary and the County Urban Service Area. The only connection to the City is through an agreement for the City to provide sewage treatment for the Zone.

The Penngrove Sanitation Zone (PSZ) was formed in 1972 and was transferred to SCWA in 1995. The Sonoma County Board of Supervisors serves as the Board of Directors for the Zone, and SCWA personnel operate the facilities and charge time based on actual hours spent in the

PSZ. The sanitation zone's pump system is already connected to the Agency's SCADA system with no potential for additional future connections.

Penngrove Sanitation services are funded primarily through user fees. Penngrove's sewer service rate is near the average for Sonoma County. Additionally, connection fees are being collected as the collection system expands. The PSZ's fund balance appears adequate at approximately 44 percent of the operating budget. General Obligation bonds were issued in 1977 to finance Penngrove's share of the local wastewater collection system. Its operator, SCWA, considers the District to be operating at a "Standard Level of Service."

Figure 5: Penngrove Sphere Adjustment



The Penngrove Sanitation Zone provides for the collection of wastewater to approximately 1,200 people, or 486.8 ESDs in 475 acres north of Petaluma. Penngrove's service area is generally coterminous with the County General Plan's urban service boundary.

The PSZ's lift station is located at 25 Ely Road in Penngrove. It is designed to collect sewage and route it to the City of Petaluma's collection system for treatment at Petaluma's wastewater treatment plant. PRMD reports that to meet future demand, the existing trunk sewer line between Penngrove and Petaluma will require replacement. Other infrastructure costs include

Penngrove's portion of the costs to upgrade Petaluma's wastewater treatment plant to tertiary standards and Penngrove's own Capital Replacement Program. These infrastructure costs will be passed on to PSZ customers through rate increases.

The contract for sewage treatment with the City of Petaluma is capped at a population of 3,000. According to the PRMD's calculations, the PSZ has adequate capacity with sewer line improvements to serve an additional 670 housing units, far more than 2020 projections of 202 residential units and modest industrial/commercial development.

Determinations

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

Penngrove, as defined in the County General Plan, is in the Rohnert Park - Cotati Planning Area. This planning area is located in central Sonoma County along the Highway 101 corridor and includes Rohnert Park, Cotati, and Penngrove. Sonoma Mountain forms a continuous backdrop visible from throughout the area.

The County General Plan policies for the area include:

- Limit new commercial and industrial development to the cities and the Urban Service Area of Penngrove, except as authorized by Policy OSRC-1c of the Open Space and Resource Conservation Element.
- Apply the commercial and industrial categories only in the Penngrove Urban Service Area and to sites designated for such use by Specific or Area Plans in effect as of 1986.
- Properties within the Penngrove Area Plan boundary may be zoned and/or subdivided to recognize existing legal residential units

The area is a mix of small lot "town" homes, larger ranches with small pastures and a community "downtown hub." There are no plans to modify the existing small town semi rural character of the Community.

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

The area is served by private wells and the Penngrove Water Company. The County General Plan states:

The Penngrove Water Company well use permit has been amended to allow service to and connection of the additional lots.

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

In this case, the area is being removed from the Sphere and there is existing capacity through the current providers.

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.

Penngrove is an independent community with a distinct identity. A county specific plan, developed in 1984, supports the exclusion of the area from any city's Sphere.

Area 3 – Westside Area: Cleveland Lane, Western Avenue and Lohrman Lane

This area is recommended for removal from the Sphere. However, because of the unique conditions, the Commission may determine the area should be within the sphere, even if, in doing so, it would be inconsistent with the Commissions policy.

The area of approximately 215 acres is located on the western edge of the City. It is outside the City Urban Growth Boundary and the County Urban Service Area. Of the 145 parcels comprising the area, 138 are zoned Agriculture. Land uses vary from small lot single family to larger estate ranches. Several subdivisions have been partially built-out.

Inclusion of this area in the Sphere is inconsistent with Commission policy to align the Sphere with the City's Urban Growth Boundary and the County Urban Service Area.

The implementation of this policy becomes complicated due to the existing City water and sewer connections within the area dating back a previous private water company. Although the number of connections is limited, it is not clear whether additional parcels may be eligible for service under an agreement or will serve letter for the existing subdivisions that pre-dates LAFCO approval of outside service agreements. The CKH Act exempts agencies from Commission review when a city or district was providing the service on or before January 1, 2001.

The County General Plan and Zoning do not permit additional subdivisions in the area. The City of Petaluma General Plan 2025 does not permit connections for new development in the area.

Commission policy does not allow for the extension of services, through an Outside Service Area Agreement, for new development. Therefore, the only issue remaining is whether the vacant parcels have existing agreements or approvals for service connections that pre-date January 1, 2001. If so, the City need not apply to the Commission for approval of new connections. If the documentation does not exist, the City will be excluded from extending services for new construction.

Determinations

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

The exclusion area is included in the County of Sonoma General Plan and zoned Rural Residential. The County Zoning regulations state: "Rural residential uses are intended to take precedence over permitted agricultural uses, but the district does not allow agricultural service uses. The rural residential district may also be applied to lands in other land use categories where it is desirable to use zoning to limit development." The minimum lot size is 20,000 square feet, however most of the properties are zoned for 1 ½ acres. The City did not include the area in its General Plan 2025.

Removal of the area from the City's Sphere will not affect the development potential. Additionally, the removal of the area from the City's sphere will reduce the demand on City services.

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

The area is built-out to the current County General Plan densities. Other than municipal water, the County and special districts are currently providing all services. Emergency services are provided by CSA 40 and mutual aid agreements.

If water service is required because of a health and safety hazard, the City, with the Commission's approval, has the authority to extend service through an Outside Service Area Agreement. Removal of the area from the Sphere will not affect the existing levels of service.

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

The County and Special Districts are currently providing all necessary services. Removal of the area from the Sphere will not affect the existing levels of service.

Figure 6: Westside Sphere Exception Area

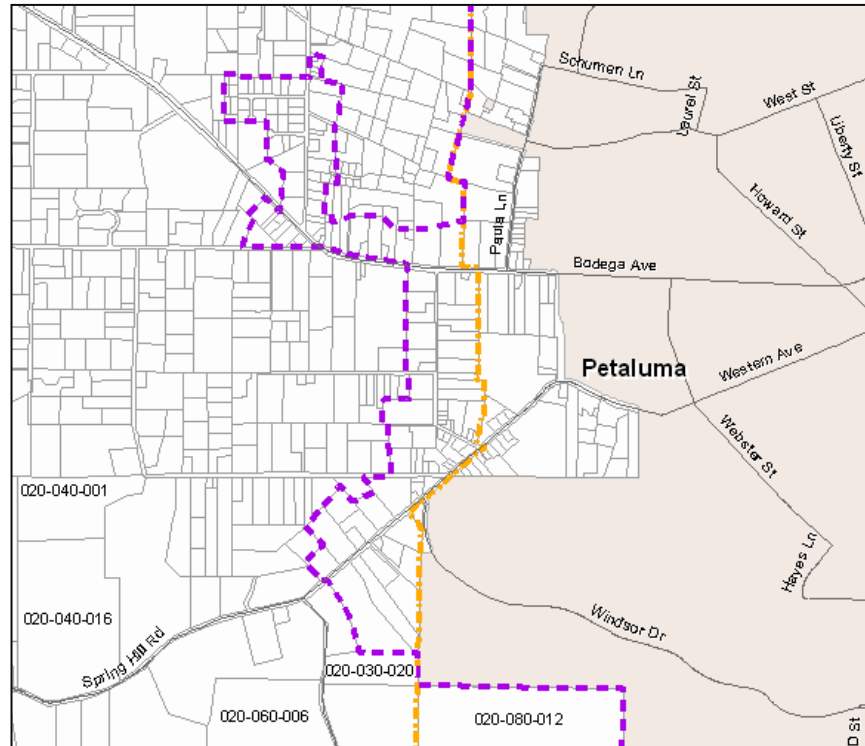
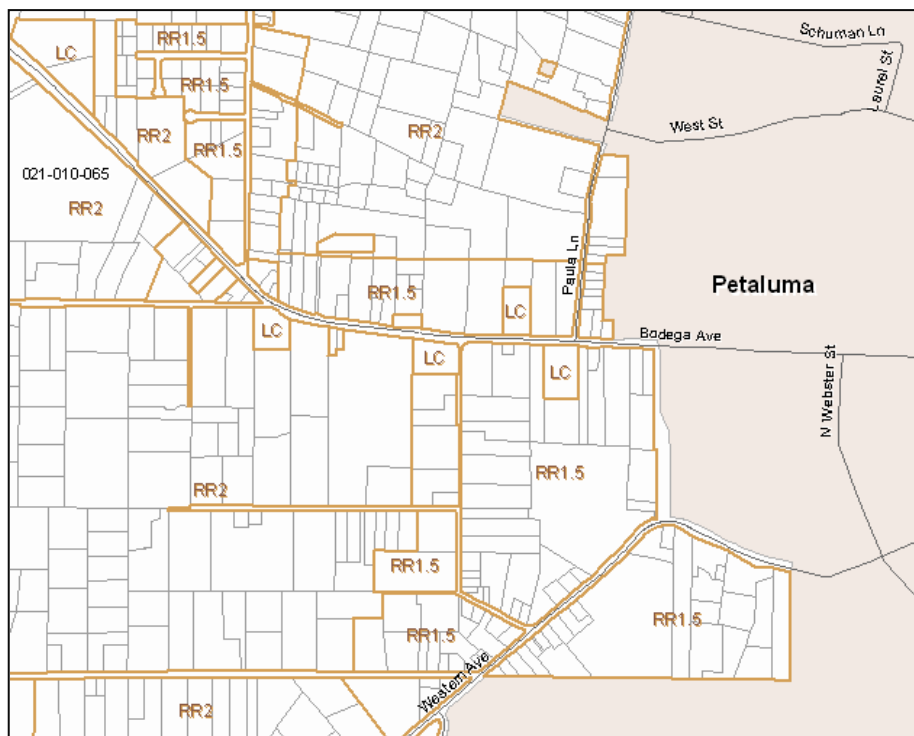


Figure 7: Westside County General Plan Designations



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.

There have not been any social or economic communities of interest identified in the area.

IV. Proposed Sphere of Influence

Figure 8: Proposed 2010 Sphere of Influence

