

**CITY OF CLOVERDALE
MUNICIPAL SERVICE REVIEW
AND SPHERE OF INFLUENCE UPDATE**

Final Report

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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.

One of the key observations and recommendations of the report was:

"Among the most fundamental purposes of LAFCO iterated in GC §56001, §56300, and §56301 are to "encourage orderly growth", provide ". . . planned, well-ordered, efficient urban development patterns . . .", and ". . . advantageously provide for the present and future needs of each county and its communities.

These directives imply that each LAFCO has comprehensive knowledge of the services available within its county, the current efficiency of providing service within various areas of the county, future needs for each service, and expansion capacity of each service provider. Although some LAFCOs may have access to such essentials, many do not, and the Cortese-Knox Act offers no mechanism for assisting and encouraging them to gather the basic necessary information. The Commission believes that such provision should be added to the statute.

Information on public service capacity could be gathered as part of the implementation of a new requirement for periodic service reviews. LAFCOs could conduct such reviews prior to or in conjunction with amendments to spheres of influence. A service review would encompass a comprehensive study of each identifiable public service provided by counties, special districts, and cities in the region. The review would not focus exclusively on an individual jurisdiction to determine its future boundary or service areas. Rather, it would require LAFCO to look broadly at all agencies within a geographic region that provide a service. The review would also include a component that examines the benefits or disadvantages of consolidation or reorganization of service providers. LAFCOs should be provided flexibility in designating the geographic area to be analyzed, the timing of conducting particular reviews, and the scope of the reviews."

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 law endows LAFCO with more responsibilities and more influence to oversee growth in California.

One of LAFCO's responsibilities is to conduct comprehensive studies of municipal services (Municipal Service Reviews or MSRs) in conjunction with reviews of city and district spheres of influence (SOI). LAFCOs are directed to, as necessary, review and update agencies' SOIs 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 seven factors:

1. Growth and population projections for the affected area;
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence;
3. Present and planned capacity of public facilities adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence;
4. Financial ability of agencies to provide services;
5. Status of, and opportunities for, shared facilities;
6. Accountability for community service needs, including governmental structure and operational efficiencies; and
7. Any other matter related to effective or efficient service delivery, as required by commission policy.

REPORT FORMAT

The first part of this report addresses the MSR requirements of the CKH Act. The second part evaluates the City of Cloverdale's (City) SOI amendment request.

The source material for this report includes:

- City Budgets: Fiscal Years 2010-11, 2011-12 and 2012-13;
- Budget Audits: Fiscal Years 2008-09, 2009-10, 2010-11 and 2011-12;
- City of Cloverdale Service Area Plan;
- 2009 Sewer System Master Plan Update;
- 2010 Water System Master Plan Update;
- 1998 Development Impact Fee Update for Public Facilities;
- General Plan (adopted 2009); amended 2010);
- General Plan background reports and Environmental Impact Report;
- United States Department of Agriculture Preliminary Engineering Report, February 2013;
- Sewer & Water Rate Study, March 2013;
- Cloverdale Open Space Plan;
- City Capital Improvement Plan;
- Association of Bay Area Governments Population Projections, 2009;
- City Pavement Management Plan; and
- City Station Area/Downtown Plan.

REQUEST

The City completed a comprehensive update to the General Plan in 2009, adopted an Urban Growth Boundary (UGB) and Station Area/Downtown Plan in 2010, and completed a major

revision to the Zoning Ordinance in 2011. In those documents, the City set forth a vision for establishing a voter-approved development footprint within which a build-out population of 12,000 residents by 2025 could be achieved. The policies contained in these documents outline a framework for amending the City's SOI in a manner that the City believes will ensure orderly growth and the timely extension of public services. In January 2011, the City requested that LAFCO consider a SOI amendment, consistent with the City's recently adopted long-range planning documents, as part of the five-year MSR.

Specifically, the City requested the following amendments to its SOI:

- Area 1 - McCray Road: Expand the SOI to the north to include the parcels in and around McCray Road and to generally align with the City's UGB and with the Urban Service Area Boundary (USB) as designated in the County of Sonoma 2020 General Plan;
- Area 2 - Lile Lane: Expand the SOI to the east to include the parcels east of Lile Lane to align with the City's UGB;
- Area 3 – Southeast: Expand the SOI to the southeast to include the parcels located in the southern half of the Industrial Area to align with the City's UGB and expand the SOI to the southeast to include the parcels located in the Asti Area to align with the City's UGB;
- Area 4 - Rains Creek County Water District: Expand the SOI to the southwest to include the parcels in the Rains Creek Water District;
- Area 5 - Westside: Retain the existing 2006 LAFCO approved SOI along the western hillsides consistent with the existing USB;
- Area 6 - Foothill Boulevard: Expand the SOI to the west to include approximately 9.8 acres to align with the City's UGB and USB; and
- Area 7 – Kelly Road: Expand the SOI to the southwest to include approximately 45 acres to align with the City's UGB.

RECOMMENDATION

The following five amendments to the City's SOI are recommended by LAFCO Staff:

- Expand the SOI to the north to include Area 1 - McCray Road;
- Expand the SOI to the east to include Area 2 - Lile Lane;
- Expand the SOI to the southeast to include Area 3 – Southeast: Industrial Area and Asti Area with significant conditions;
- Expand the SOI to the west to include Area 6 - Foothill Boulevard;
- Expand the SOI to the southwest to include Area 7 – Kelly Road.

While the City views the inclusion of the territory designated as Area 5 – Westside in the SOI as an opportunity to retain land-use influence over the hillsides, the territory is located outside the City's UGB and inclusion of the territory within the SOI would be inconsistent with Commission policy. The Commission has, on a case-by-case basis, approved inclusion of territory in a city's SOI that is outside the city's UGB. Specifically, the Commission included Helen Putnam Park in the SOI of the City of Petaluma, the Montini Reserve in the SOI of the City of Sonoma and a parcel, slated for a future park, in the SOI for the City of Sebastopol.

The territory designated as Area 4 – Rains Creek is also outside the City's UGB and USB and therefore inclusion of this territory in the SOI would be inconsistent with Commission policy.

II. MUNICIPAL SERVICE REVIEW FACTORS

FACTOR 1 – GROWTH AND POPULATION

The City is located at the northern end of the Alexander Valley where the Mayacamas Mountains and the Coast Range meet. The Russian River flows through the center of the Valley with the developed City located largely west of U.S. Highway 101 and south of State Route 128. The City is at the very northern end of Sonoma County, approximately 34 miles north of the City of Santa Rosa and 25 miles south of the City of Ukiah, the Mendocino County seat.

The site of Cloverdale was originally part of the Mexican Rancho Rincon de Muscalon, a long narrow strip of land comprising 8,776 acres on both sides of the Russian River. The 1846 grantee of the Rancho, Francisco Berryessa, sold it in 1851 to Johnson Horrel who, in 1858, deeded 759 acres to Richard B. Markle and W.J. Miller. The two men established a trading post and tavern adjacent to the Russian River and Cloverdale had its start.

Early settlers were predominantly farmers or ranchers who purchased properties for sheep, stock, vineyards or hops. J.A. Kleiser and David C. Brush purchased the 759 acres in 1859 and had the site surveyed and plotted; they improved the main streets and erected a number of buildings. Commerce soon followed with the establishment of various businesses.

In 1872, Cloverdale was incorporated. The railroad soon arrived, adding to the City's commercial, shipping and tourist viability. By 1878, the railroad service provided three trains a day between the City and San Francisco. The first City building, a combined firehouse and City Hall, opened its doors in August 1887.

The City's economy in the early 1900s revolved around the agricultural, timber and railroad industries. During that period, the population hovered around 1,000 residents. The area was also known for its excellent wine production and warm climate. The 1900 census for Cloverdale shows eleven "grape growers" and eight "winemakers."

The advent of mechanized equipment in both the timber and automobile industries further shaped Cloverdale. A number of logging mills were constructed in the area and served as major employers. With the availability of employment, the City experienced a boom in growth from 1940 to 1960 when the population rose from 800 to around 3,000 residents.

With the advent of the automobile and the slow improvement of Highway 101, the City became more of a highway-oriented community. In the early 1960's businesses catering to the traveling public became common along Cloverdale Boulevard.

In the 1980's, the City annexed approximately 300 acres to the south. A series of development applications for residential projects was submitted to the City. Growth in the residential housing market was occurring at a rapid pace along the Highway 101 corridor throughout Sonoma County and the City began to experience this pressure as well.

In the early 1990's, the City received word from the State of California that a long-awaited Highway 101 Bypass was funded and would be constructed by 1995. At the same time, industries in the resource products fields, such as timber manufacturing and the Geysers steam generation fields began to lose force as the major employers in the Cloverdale area. In 1993, the City adopted a General Plan which focused on the vulnerability resulting from the lumber mill closures and freeway bypass. The City also adopted a Downtown Specific Plan aimed at revitalizing the downtown business district.

Since its completion, the City has taken several steps to respond to the impacts of the Highway 101 Bypass including the development of infrastructure in the south industrial area, beautification of Cloverdale Boulevard and the development of the Cloverdale River Park. In the late 1990s, residential growth grew three times as much as the historic rate.

The population of the City has increased steadily over the years, growing from 3,251 persons in 1970 to 8,618 in 2010. The decade from 1990 to 2000 experienced the greatest population increase with 43 percent growth. Historical population growth trends for both Cloverdale and Sonoma County from 1970 through 2010 are shown in Table 1.

Table 1. Historic Population Growth – Cloverdale and Sonoma County

	1970	1980	1990	2000	2010	Change 1970 to 2010	Change 2000 to 2010	Average Annual Change
Cloverdale	3,251	3,989	4,924	7,052	8,618	165%	22%	4.1%
Sonoma County	204,885	299,681	388,222	458,614	483,878	136%	5.5%	3.4%

Source: CA Department of Finance, 2011, City of Cloverdale General Plan EIR and ABAG Projections

Table 2 shows the expected population growth for the City from 2010 to 2035 as projected in 2007 by the Association of Bay Area Governments (ABAG). The 2007 ABAG forecasts were the basis for the City's General Plan build-out projection of 12,000 residents by the year 2025. Under the 2007 forecast, the City was expected to experience a growth of 23 percent from 2010 to 2015, while Sonoma County overall was projected to grow by approximately 8 percent during the same time period. However, economic conditions between 2008 and 2013 have slowed the growth rate and current City population levels continue to hover around 2010 levels, thereby reducing the possibility of achieving the projections in the timeframe originally anticipated.

Table 2: Projected Population Growth – Cloverdale and Sonoma County 2007

	2010	2015	2020	2025	2030	2035
Cloverdale	8,618	10,600	11,400	12,000	12,600	13,000
Sonoma County	483,878	522,300	535,200	548,900	558,900	568,900

Source: Association of Bay Area Government 2007

Table 3 summarizes the more recent 2009 ABAG forecasts which have been further adjusted downward and reflect a slower rate of growth in the City that is more in line with what is currently being experienced.

Table 3: Projected Population Growth – Cloverdale and Sonoma County 2009

	2010	2015	2020	2025	2030	2035
Cloverdale	8,900	9,400	10,000	10,500	11,200	11,900
Sonoma County	497,900	509,900	522,500	535,200	548,400	561,500

Source: Association of Bay Area Government 2009

In 2013, ABAG adopted Plan Bay Area (PBA) which updated forecasts for growth for entities in the nine-county Bay Area, including the City. Under PBA, ABAG’s forecast methodology was changed from population to housing units. Extrapolation of the ABAG 2040 housing unit data to the 2025 timeframe of the City’s General Plan and equating it to population indicates that 3,820 housing units are forecast for 2025 with a population of approximately 10,200 residents.

Due to these unforeseen changes in economic and market conditions, the City’s adopted General Plan estimates a higher rate of growth than has been realized. Since 2007, the City has issued only 42 permits for new residential construction. Using the 2009 ABAG forecasts, General Plan build-out is expected to occur closer to 2035.

The City Council adopted a Residential Growth Management Plan in 1996 to regulate residential development. The Plan requires an annual inventory of residential approvals. If the inventory exceeds 200 units, the City must prepare an infrastructure audit and establish an annual residential allotment. In addition, in November 2010, the voters of the City approved a UGB which restricts urban development and the extension of water and sewer services outside the UGB and specified Exception Areas.

Determination

It is projected that the population of the City will continue to grow approximately 1.4 percent annually, a slower rate than experienced in the past. The City has implemented a number of mechanisms including a Residential Growth Management Plan and UGB intended to ensure that growth occurs in a logical and orderly manner.

FACTOR 2 – DISADVANTAGED UNINCORPORATED COMMUNITIES

With the implementation of CA Senate Bill 244 authored by Senator Lois Wolk in 2012 (the Wolk bill), the Cortese-Knox-Hertzberg Act now requires a written statement of determination with respect to the location and characteristics of any Disadvantaged Unincorporated Community (DUC) within or contiguous to the City’s SOI and the present and planned capacity of public facilities, adequacy of public services, including sewer, water, and structural fire protection, within these DUCs.

The Wolk bill created several definitions, in both LAFCO and Planning law, including:

1. "Community" is an inhabited area within a city or county that is comprised of no less than 10 dwellings adjacent to or in close proximity to one another;
2. "Unincorporated fringe community" is any inhabited and unincorporated territory that is within a city's sphere of Influence;
3. "Unincorporated island community" is any inhabited and unincorporated territory that is surrounded or substantially surrounded by one or more cities or by one or more cities and a county boundary or the Pacific Ocean; and
4. "Unincorporated legacy community" as a geographically isolated community that is inhabited and has existed for at least 50 years.
5. "Disadvantaged unincorporated community" is inhabited territory of 12 or more registered voters that constitutes all or a portion of a community with an annual median household income that is less than 80 percent of the statewide annual median household income.

The U.S. Census Bureau identifies a "census designated place" as the statistical counterpart of a city in that it is a named place with a concentration of residents, housing, and commercial activity, but is located in a county's unincorporated territory. In the 2010 Census, 28 "census designated places" are identified in Sonoma County. They are shown in Table 4.

The "census designated places" generally fall into one of the three basic classifications of communities as defined in the Wolk bill: unincorporated fringe community, unincorporated island community or unincorporated legacy community.

The California Department of Water Resources (DWR) has developed a methodology to determine the location of DUCs using the census-designated places. DWR has developed a mapping tool to help determine which communities in an Integrated Regional Water Management region meet the DUC median household income (MHI) definition for grants. The maps and geographic information system files are derived from the US Census Bureau's American Community Survey and are compiled for the five-year period 2006-2010. DWR has included, in the maps, a calculated field which indicates the DUC status for different census geographies (Place, Tract, and Block Group). DUC status is determined based on the DUC definition provided in DWR's Proposition 84 and 1E Integrated Regional Water Management Guidelines, dated August, 2010. The DUC threshold is a MHI of less than \$48,706 (80% of the Statewide MHI).

According to DWR's methodology, the following areas are determined to be disadvantaged unincorporated communities in Sonoma County: Boyes Hot Springs, Cazadero, Glen Ellen, Guerneville, Monte Rio, Temelec and Valley Ford.

Table 4. Sonoma County Census Designated Places

Bloomfield	Fulton	Penngrove
Bodega	Geyserville	Roseland
Bodega Bay	Glen Ellen	Salmon Creek
Boyes Hot Springs	Graton	Sea Ranch
Carmet	Guerneville	Sereno del Mar
Cazadero	Jenner	Temelec
El Verano	Kenwood	Timber Cove
Eldridge	Larkfield-Wikiup	Valley Ford
Fetters Hot Springs	Monte Rio	
Forestville	Occidental	

Determination

There are no DUCs within or adjacent to the SOI of the City.

FACTOR 3 – PUBLIC FACILITIES AND SERVICES

The third factor in the review is the City’s present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies. The law states that in conducting a MSR, the Commission shall comprehensively review all of the agencies that provide the identified service or services within the designated geographic area.

The City is a “full service city” meaning that the City provides almost all essential municipal services including police, sewer, water, public works, parks and recreation and land use planning. The Cloverdale Fire Protection District provides fire protection to properties within City boundaries as well as to surrounding unincorporated territory. Table 5 details the provision of services by the City and other local agencies.

Table 5. Municipal Service Providers for the City of Cloverdale

Municipal Service	Service Provider
General Government	
Governing Board	City Council
Manager	City of Cloverdale
Attorney	Contractor

Municipal Service	Service Provider
Finance/Clerk/Administrative Services	City of Cloverdale
Public Protection	
Traffic Control/Accident Investigation	City of Cloverdale
Law Enforcement	City of Cloverdale
Fire Protection	Cloverdale Fire Protection District
Animal Control	City of Cloverdale
Land Use and Planning	
Regulation & Planning	City of Cloverdale
Building Inspection	Contractor
City Engineering	City of Cloverdale
Community Services	
Local Parks/Recreation Facilities	City of Cloverdale
Library	Cloverdale Regional Library (Sonoma County)
Public Works	
Roads, Local Drainage, Bridges, Signals	City of Cloverdale
Domestic Water	City of Cloverdale Rains Creek County Water District (District territory is outside the City though some parcels are within the City's SOI)
Wastewater Treatment/Disposal	City of Cloverdale
Solid Waste Management/Disposal	Contractor
Flood Control	City of Cloverdale
Street Lighting	City of Cloverdale Pacific Gas & Electric California Department of Transportation
Street Tree Maintenance	City of Cloverdale
Public Education	
K-12 Grade Levels	Cloverdale Unified School District
College	Santa Rosa Junior College Sonoma State University
Other Services	
Electricity	Pacific Gas & Electric
Gas	Pacific Gas & Electric
Cable Television	Comcast AT&T
Public Transit	Sonoma County Transit City of Cloverdale

Non-City Services

Public Education

The Cloverdale Unified School District (CUSD) is comprised of five schools: Jefferson School (grades Pre K-4), Washington School (grades 5-8), Cloverdale High School (grades 9-12), Eagle Creek Community Day School (grades 9-10) and Johanna Echols-Hansen Continuation High School (grades 11-12). Santa Rosa Junior College and Sonoma State University offer higher education opportunities.

Enrollment figures for school years 2006-07 through 2012-13 are shown in Table 6. Overall, enrollment in the five schools has declined slightly which the City believes may be due in part to the movement of families out of the community to seek economic opportunities elsewhere. In an effort to attract more students, the School Board's 2013-14 Adopted Budget provides for additional teachers and support services geared toward improving the educational experience for students.

The District is directed by a five-member Board of Trustees, which meets monthly. The meetings are held at the Cloverdale High School Library and are open to the public. The City and CUSD have formed a Joint City/Cloverdale Unified School District Subcommittee to meet and discuss topics or issues in common. The Subcommittee is comprised of two City Councilmembers, a School Board member and the Superintendent of Schools and meets the third Monday of each month.

Table 6. City Schools

Academic Year	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13
Jefferson Elementary	459	441	448	448	458	546	555
Washington Middle School	592	585	567	567	527	418	401
Johanna Echols Continuation High School	21	25	25	27	26	22	21
Cloverdale High School	441	450	444	468	453	417	415
Eagle Creek	10	6	6	6	6	0	0
District Total	1,523	1,507	1,490	1,516	1,470	1,403	1,392

Source: California Department of Education, Educational Demographics Unit, California Public School Enrollment-School Report (2006-2011)

Fire Protection

The Cloverdale Fire Protection District (District) provides fire protection services to a population of approximately 11,500 including the residents of the City. The District encompasses an area of 76 square miles, 2.7 of which are within the City's boundaries.

The Cloverdale Fire Company was organized in 1886 to provide fire protection services to the City and, under contract with the County of Sonoma, to surrounding unincorporated areas

around the City. In the 1990's, when the County indicated it could no longer fund this service, the City Manager proposed the formation a fire protection district to provide a secure, long term funding mechanism for delivering fire services to the City and the outlying areas. The District was formed in 1996.

The District provides services including fire suppression, rescue, EMT response, fire prevention, and public education. The District employs four, full-time fire personnel and a ¾ time administrative assistant with volunteers fulfilling the remaining staffing needs. The District contracts with Cal Fire (formerly California Department of Forestry and Fire Protection) for additional staffing and service from their Cloverdale station. The two agencies operate as one. Cloverdale firefighters, both paid and volunteer, also help to staff the Cloverdale Health Care District's Ambulance. Additionally, the District has automatic aid agreements with the Geyserville and Healdsburg Fire Department year round and seasonal automatic aid agreements with Cal Fire.

The District is directed by a five-member Board of Directors, which meets the second Monday of each month. The meetings are held at the District's Fire station and are open to the public. The City and District have formed a Joint City/Cloverdale Fire Protection District Subcommittee to meet and discuss topics and issues in common. The Subcommittee is comprised of two City Councilmembers and two Board members and meets the second Monday of each quarter. The District publishes fire safety news and information in the local newspaper.

Approximately 40 percent of the District revenue comes from property tax, 40 percent from the District's special assessment and the remaining 20 percent from fees for service, donations, mutual aid reimbursement and grants.

The District's ISO rating is 4 inside the City limits and 5 within five road miles of the Cloverdale fire station. All unincorporated areas greater than five miles have an ISO rating of 10. Average response time within the City is approximately five minutes. The District responds to approximately 1,050 calls each year, 70 percent of which generally come from within City limits.

In January 2010, the District moved into a new fire station located at 451 South Cloverdale Boulevard, Cloverdale. This station, centrally located to respond to calls for service throughout the District, was specifically designed to meet the needs of the community for the next 50 years.

The District's fire suppression equipment includes:

1. Engine 6580 - 2000 KME Pumper (City Fire Engine) Diesel Powered;
2. Engine 6581 - 1997 Pierce Engine (City Fire Engine) Diesel Powered;
3. Engine 6570 - 1997 BME/International Pumper (Interface Fire Engine) Diesel Powered;
4. Engine 6560 - 2006 West Mark/International 4WD Wildland firefighter engine;
5. 6590 - 2005 International Tactical Type I Water Tender; and
6. 6530- 2006 KME Medium Rescue.

The District has executed automatic aid agreements with the Geyserville Fire Protection Districts and the City of Healdsburg Fire Department.

In November 2013, LAFCO initiated a MSR of fire services in the northeastern portion of the County which includes the District. The MSR will analyze the service area and assess the feasibility of a larger consolidated fire district.

Rains Creek Water District

The Rains Creek Water District (RCWD) encompasses approximately 142 acres to the south and southwest of the City and serves approximately 59 connections including several within the City's SOI. The RCWD was formed in 1997 when LAFCO approved the consolidation of the Rains Creek Water and the Hiatt Road Mutual Water companies. The RCWD is empowered to provide water in accordance with the Water Code for "County Water Districts." It contracts with the Russian River Utilities Company for the District's operation and management.

After its formation, the RCWD drilled a well near the Cloverdale Municipal Airport and constructed a mainline distribution system and tank. The system operates in two gravity zones, one serviced by gravity only and one requiring a pumping surcharge.

Although the County Board of Supervisors appointed the original RCWD five-member Board of Directors, voters within the District have subsequently its board members. The Board of Directors meets quarterly.

City Services

In 2007, a year after the latest LAFCO approved MSR, the City prepared a draft Cloverdale Service Area Plan (Service Plan). The document stated:

"The purpose of the Service Area Plan is to provide the City of Cloverdale with enough information to demonstrate that future public facilities have been identified and will be available to serve the future development within the sphere of influence in accordance with the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. This document complies with the requirements of Section 56653(b) regarding the preparation of a plan for providing services (Service Area Plan) and provides the information necessary for LAFCO to conduct a municipal services review in compliance with Section 56430."

The City should be commended for the forward thinking and thoughtful planning in the preparation of this document. To the greatest extent possible, the Service Plan was used as a resource in the development of this report; however the information from the Service Plan was updated as necessary.

Public Protection - Police

The Cloverdale Police Department (Department) is responsible for enforcement of State and City laws, investigation of crimes, apprehension of criminals, maintenance of ongoing crime prevention programs, emergency services, and building ties with the community and other local law enforcement agencies. The Department is also responsible for providing community services such as public education and animal control and is approved by the Department of Justice to be the Host Agency for four other police departments providing access to the

California Law Enforcement Telecommunications System (CLETS). The Department is divided into four divisions: Administration, Field Services and Investigations, Auxiliary Services, and Communications Bureau and Records and employs 21.5 full time employees.

The Administration Division is responsible for upper-level managerial oversight of all major operational units of the agency, including:

- Coordination and direction of the Police Department;
- Recruitment, organizational staffing, administration, and personnel management;
- Budgeting and fiscal management;
- Grant writing;
- Strategic planning;
- Research and development;
- Internal investigations, training, and professional standards;
- Permit approval; and
- Special event coordination.

The Field Services and Investigations Division are responsible for patrol and investigations. In addition to routine patrol, officers make regular security checks of the City's parks and licensed business establishments.

The Communications Bureau and Records Division Dispatch Unit consist of five full-time public safety dispatchers. The dispatchers provide the interface between the Cloverdale Police Department, the Cloverdale Ambulance, surrounding Emergency Services, and the citizens of Cloverdale. They are also the initial point of contact for the Cloverdale Public Works Department in the evenings, weekends, and holidays. Through the 9-1-1 system, they are the initial point of contact for fire and rescue calls. When not actively dispatching, the dispatchers act as records clerks responsible for entering information into the records management and statewide telecommunications systems and processing reports.

The Auxiliary Services Division consists of a Community Services Officer (CSO), who is a paid reserve officer functioning as the school resource officer, two volunteer reserve officers and school crossing guards. The main responsibilities of the Division are as follows:

- Animal Control;
- Property and Evidence Management;
- Reserve Officers Training and Management;
- School Crossing Guards Programs;
- School Resource Officer Programs including DARE, GREAT and Law Enforcement classes; and
- Abandoned Vehicle Abatement.

Between 2011 and 2012, calls for service decreased from 13,143 calls to 12,503 calls. The Department states that response times average two to three minutes. Tables 7 and 8 summarize known criminal activity in the City.

Table 7. Crimes Against Persons

Crimes	2005	2006	2007	2008	2009	2010	2011	2012
Homicide	0	0	0	0	0	0	0	0
Rape	0	3	1	2	1	0	3	2
Robbery	2	3	5	1	2	2	1	3
Assault	38	19	22	11	13	12	16	11
TOTAL	40	25	28	14	16	14	20	16

Source: Cloverdale Police Department

Table 8. Crimes Against Property

Crimes	2005	2006	2007	2008	2009	2010	2011	2012
Burglary	38	38	28	28	44	39	21	34
Theft	120	121	135	84	125	123	130	107
Auto Theft	19	10	16	5	8	12	9	17
Arson	1	3	1	1	4	5	3	1
TOTAL	178	172	180	118	181	179	163	159

Source: Cloverdale Police Department

The Department is located at 112 Broad Street, the facility that formerly housed the Cloverdale Fire Protection District. While the facility is adequate for the Department's current needs, the City is exploring funding mechanisms for the design and construction of a new police station. The Department has two ZAP bicycles which are battery-powered and available for use during special events and "quiet" patrol.

The Department currently has two canine teams consisting of one K9 officer and his K9 patrol dog. Both canine teams are trained in multiple drug detection and have been used in public outreach programs as well as drug interdiction. Teams receive weekly training in order to remain current in their narcotics certification. One canine team is also trained in criminal apprehension and master protection.

The Department endorses a "take home" car plan for officers who live in the City. This allows off-duty officers to quickly respond in case of emergencies that require additional officers. The Department recently purchased two new patrol cars for the K9 officers with federal asset forfeiture money.

Community Services - Parks and Recreation

According to the 1998 Development Impact Fee Update for Public Facilities (March 1, 1999) prepared by Coastland Civil Engineering, Inc., the City's standard for park facilities is five acres

per 1,000 residents. The 2009 City of Cloverdale General Plan affirmed the standard although it was not further categorized. The Update recommended the following categories and standards:

Table 9: City of Cloverdale Standards for Park Facilities

Type	Standard
Neighborhood Parks	0.6 acres / 1,000 residents
Community Parks	2.6 acres / 1,000 residents
Open Space Recreation	1.5 acres / 1,000 residents
Community Center	0.3 acres / 1,000 residents
Total	5.0 acres / 1,000 residents

Inventory of Existing Facilities

The City owns and maintains a total of 346.5 acres of public parks and open space within its boundaries. The City's Public Works Department provides park maintenance services to the City's parks including administration and supervision of contract providers and park maintenance staff for landscaping, irrigation, general maintenance, custodial and litter abatement. Table 10 shows the inventory of the City-owned parks and open space areas separated into four parkland categories.

Table 10. City of Cloverdale Owned Parkland

Park Type	Number of Acres
Neighborhood Parks	
Tarman Park	.1
Brookside Mini Park	0.2
Vintage Meadows	3.5
Total	3.8
Community Parks	
City Park	7.4
Furber Park	6.0
Total	13.4
Open Space Recreation	
Cloverdale River Park (Combined County & City)	68.5
Porterfied Creek	10.0
Clover Springs	250.0
Total	328.5
Community Center/Administrative	
Downtown Plaza	0.4
Senior Center	0.4
Total	0.8
Total City Owned Parkland	346.5

Source: Cloverdale General Plan

The Clover Springs Open Space Area, located on the westside of the City, is comprised of approximately 250 acres of publicly accessible open space and hiking trails preserved in perpetuity via a conservation easement. Located within the City’s boundaries, it is included in its inventory of open space.

In addition to the City-owned parkland facilities, the City has entered into Joint Use Agreements with CUSD for use of Kleiser Park and the tennis courts at Cloverdale High School. The City also leases the pool at the Veterans Building, owned by the County of Sonoma, for use as a public pool. Table 11 below shows the inventory of City joint-use and leased parks within the City.

Table 11: City of Cloverdale Joint-Use/Leased Parkland

Park Type	Number of Acres
Neighborhood Parks	
Kleiser Park (CUSD)	1.0
Total	1.0
Community Parks	
Cloverdale High School Tennis Courts (CUSD)	0.7
Total	0.7
Community Center/Administrative	
Veterans Building – Public Pool (Sonoma County)	0.3
Total	0.3
Total Joint-Use/Leased Parkland	2.0

Overall, the current park and open space acreage of 348.5 acres exceeds the performance standard of 5.0 acres per 1,000 residents set forth in the City’s adopted General Plan. However, there is deficiency in some of the individual parkland categories. Table 12 provides the adequacy of each parkland category.

Table 12: Parkland Availability by Park Type (includes City-owned, Joint-Use and Leased Parks)

Park Type	Acres/1,000 Residents	Park Demand (acres)*	Existing Parkland (acres)	Difference (acres)
<i>Neighborhood</i>	0.6	5.2	4.8	(0.4)
<i>Community</i>	2.6	22.4	14.1	(8.3)
<i>Open Space Recreation</i>	1.5	12.9	328.5	315.6
<i>Community Center</i>	0.3	2.6	1.1	(1.5)
<i>Total</i>	5.0	43.1	348.5	305.4

*Based on 2010 Census population of 8,618 residents.

Table 12 does not take into account and credit the City for school playgrounds within the UGB. Some cities have included school-owned and city maintained/leased playgrounds in the calculation of either neighborhood or community parks. Table 13 summarizes the non-City owned community parkland available to the public.

Table 13: Cloverdale Union School District Owned Parkland

Facility	Number of Acres
Jefferson School	2.0
Washington School	3.0
Cloverdale High School (Not including Tennis Courts)	5.0
Eagle Creek Community Day School	-
Johanna Echols-Hansen Continuation High School	0.4
District Offices	5.0
Total Non-City Owned Parkland	15.4

The existing facilities analysis demonstrates that the City currently has a total of 348.5 acres of public parks and open space (including City-owned, joint-use and leased facilities) and an additional 15.4 acres of community parks available on CUSD-owned parkland within the City. The majority of this acreage is the Cloverdale River Park and the Cloverdale Springs Open Space Area, both passive open space parks.

Currently, the City is above the total parkland requirement of five acres per 1,000 residents and the required ratios for the Neighborhood and Community Center parkland categories.

Public Works

Water

The City owns, maintains and operates its water supply and distribution system and facilities. The Russian River Watershed provides the source water for the City's four wells which pump water from the well field for processing through the City's Water Treatment Plant (WTP). The current production capacity of the well field is approximately 2.5 million gallons per day (mgd); the current capacity (2013) of the Water Treatment Plant (WTP) is 4.2 mgd. The water is treated at the WTP, pumped to the City's main reservoirs and then distributed throughout the City system via the existing distribution system. The City operates and maintains approximately 40 miles of water mains ranging in size from 4-inch to 16-inch. The City is divided into three water pressure zones, which use storage elevation to control the water pressure provided within each of the zones. In addition, the City has six water reservoir sites with a total storage of 4.25 million gallons, as well as two pump stations to move water between the primary water zone and the two (2) higher elevation water zones.

In August 2010, the City adopted the *Water System Master Plan Update* (WSMP Update). The WSMP Update evaluates the City's water production, treatment and distribution system with regard to the City's current water needs and further identifies what improvements to the system are required so that the system can adequately serve the City. The update also evaluates the future demands of the City as a function of the General Plan Update and outlines those system improvements that are required to accommodate General Plan build-out.

Short-Term System Improvements

The findings of the WSMP Update indicated that the water system had deficiencies that would require action to fix. Three of the more significantly identified items were: (1) Hot Springs and Southcrest Reservoirs were having trouble recharging during peak demand periods; (2) in several locations pipe sizes and the subsequent water flow was not adequate to serve the minimum fire flow requirements for those locations during peak hour demand periods; and (3) maximum water production capacity from the existing well field improvements did not meet State regulations during dry weather periods. To resolve these issues, the following improvements were recommended:

1. Provide well field improvements to alleviate water production shortages during dry weather periods;
2. Add a new 16-inch main in Asti Rd between W. First Street and Citrus Fair Drive to improve water flow to the Hot Springs and Southcrest Reservoirs;
3. Upsize existing water mains to 8-inch, 10-inch and 12-inch water mains to improve water flow and add looping during peak demand periods, and
4. Extend existing 12-inch mains to connect specific regions of the City, which have inadequate water flows.

In 2012 the City initiated a number of short and long range water improvement projects aimed at addressing the recommendations of the WSMP Update. In August 2013 the City added a fifth well to its well field, increasing the system production capacity by 0.3 mgd. In September 2013 the City completed a flow test of a sixth well which was drilled in 2010 but not brought on-line. The City anticipates that the sixth well will yield an additional 0.6 mgd and will be brought on-line approximately mid-2014. On the recommendations of the hydrogeologist, the City has also completed three exploratory borings for a seventh well which the City anticipates will yield an additional 0.3 to 0.9 mgd. Table 14 summarizes the City's current and projected water production capacity.

Table 14: City Water Production Capacity

Water Source	MGD
Current Production (Four Existing Wells)	2.5
5 th Well	0.3
6 th Well	0.6
7 th Well*	0.3 -0.9
Total	3.7 - 4.3

*Flow test in progress; yield is estimated.

As shown in Table 14, the City anticipates that the completion of the three new wells will increase the system production capacity by approximately 1.2 to 1.8 mgd; this capacity is anticipated to be brought on-line in phases by Summer 2014. These well field improvements are expected to alleviate the water production shortages during dry weather periods, meet State regulations described in WSMP Update Recommendation 1, above, and provide additional production capacity for future users.

To address WSMP Update Recommendation 2 above, the City has applied for a \$4.0 million USDA loan to complete a number of water system improvement projects including construction

of a new 16-inch main in Asti Road between W. First Street and Citrus Fair Drive. The City received a conditional funding commitment letter in August 2013 enabling the City to initiate the USDA water system improvement projects.

The improvements identified in WSMP Update Recommendations 3 and 4, above, are planned system improvements included in the City's adopted Capital Improvement Program. These improvements will be funded through water rates paid by users as well as by new development, as appropriate. In March 2013 the City adopted a water rate increase to cover the costs associated with system operation and maintenance.

Long-Term System Improvements

The WSMP Update also addressed the impact that General Plan build-out would have on the existing system. As projected, build-out would require the City to add 53,000 linear feet of water mains, four reservoirs totaling 1,950,000 gallons of additional storage, and 305 million gallons of water per year. To support build-out, the following improvements were recommended:

1. Provide up to an additional three wells;
2. Replace the main reservoirs with two 375,000-gallon tanks;
3. Increase water storage at the Ritter Reservoir with an additional 750,000-gallon tank;
4. Add two new 500,000-gallon reservoirs in the southerly portion of the city southeast of the southerly interchange;
5. Increase the capacity of the water treatment plant by adding filter media into the fourth filter bay and connecting the filter to the system to accommodate increased water demand and provide redundancy;
6. Add a new 16-inch main in Asti Road between the WWTP and Santana Drive to increase flows to the Hot Springs and Southcrest Reservoirs and facilitate southerly expansion;
7. Provide a new 12-inch water main in Zone 2 north along North Cloverdale Blvd to the potential build-out location at McCray Road;
8. Extend a new 16-inch / 12-inch water main south of Santana Drive on Asti Road to support the growth in the southern Asti Road area; and
9. Provide a 12-inch Zone 3 loop south of Sandholm Lane and north of Dutcher Creek Road and connect Dutcher Creek Road and Theresa Drive areas to City water service.

As indicated previously, completion of three new wells is anticipated to increase system production capacity by approximately 1.2 – 1.8 mgd. These well field improvements are expected to alleviate the water production shortages during dry weather periods, meet State regulations, and provide additional production capacity for future users.

The improvements identified in WSMP Update Recommendation 2 above are planned system improvements included in the City's adopted Capital Improvement Program. The improvements identified in WSMP Update Recommendations 3 and 5 above are included in the USDA funded water system improvement projects.

The improvements identified in WSMP Update Recommendations 4 and 6 - 9 above will be necessary to serve new development in the future; new development will be required to construct needed distribution facilities and pay development impact fees to fund needed facilities and services.

Sewer

The City owns and operates its wastewater facilities and system. The existing wastewater treatment facility (WWTF) is located on 40 acres between Highway 101 and the Russian River in the northeastern portion of the City. The facility includes the headworks, three aeration ponds, a chlorination and disinfection system and seven evaporation/percolation ponds. Sewage is treated to a secondary level and disposed of by a combination of evaporation and percolation. The City's National Pollutant Discharge Elimination System (NPDES) permit does not allow for releases to the Russian River; there have been only two releases to the River in the last 20 years. However, if an emergency situation arises, when treated effluent must be released to the Russian River, de-chlorination facilities are available.

The *Sewer System Master Plan Update of June 2009* (SSMP Update) prepared by the City quantifies and qualifies the City's ability to transport, store and treat the effluent wastewater generated at existing levels and into the future. The SSMP Update stated that the average daily dry weather capacity of the WWTF was 1.0 million gallons per day (mgd) with a peak dry weather capacity of 2.20 mgd and peak wet weather capacity of 8.25 mgd. The flows experienced from 2002 to 2007 were 0.41 mgd average dry weather, 1.40 mgd peak dry and 4.10 mgd peak wet weather, representing a decrease in flow when compared to the 2000-01 values. The City attributes these reductions to reductions in domestic water usage and inflow and infiltration.

The SSMP Update also addressed potential growth in the City in accordance with the 2009 General Plan. Per the General Plan, the City plans to increase its population to a total of 12,000 residents and encourage complete build-out of all existing vacant commercial and industrial lands within the proposed UGB by the year 2025. This planned growth will result in increased loadings on parts of the collection system and on the WWTF. As shown in Table 15, the current WWTF is sufficient to handle the average wet and dry weather flows associated with the increased loading; however, its capacity falls short of handling peak loading in both wet and dry seasons at complete build-out.

These peak flows are based on maximum build-out not occurring until 2025. The loads identified in Table 15 are based upon the flows over the past several years; however, flow characteristics can change. Reductions in total water consumed, development requiring lower water demand, no maximum density industrial/commercial development, and continued inflow and infiltration reduction projects can reduce the total effluent produced City-wide so that the capacity threshold of the WWTF may not be surpassed in the peak flow scenarios.

Given the predicted loading, the WWTF would be operating at 93% of the peak dry weather capacity for a population of 10,000 residents and a total of 42% of complete commercial/industrial build-out. The SSMP Update concluded that conditions did not warrant any upgrades to meeting existing demands and recommended that the City continue to monitor loading levels as it begins to expand to meet the General Plan.

Table 15. Waste Water Treatment Facility Capacity & Historic Flows

	Facility Capacity (MGD)	Maximum Historic Experienced Loading (MGD)	Percentage of Available Capacity	Build-out Average Daily Flow (MGD)
Max Average Dry Weather Flows	1.0	0.41	41%	0.77
Peak Dry Weather Flows	2.20	1.40	63.6%	3.00
Peak Wet Weather Flows	8.25	4.10	50%	8.16

Roads and Streets

This MSR uses two standards to evaluate streets and roads. First is the qualitative standard of the condition of the roads and the second is the quantitative level of service (LOS), which measures intersection demand and capacity.

The City’s circulation system is generally oriented in a north/south and east/west pattern. The major north/south arterial system consists of U.S. 101 (Freeway) and Cloverdale Boulevard (Arterial). Asti Road, Foothill Boulevard and Jefferson Street are collector streets that also run north/south. The major east/west segments are classified as collectors and include First Street, Healdsburg Avenue, Cherry Creek Road, Elbridge Avenue and Treadway Drive.

According to the Metropolitan Transportation Commission (MTC), the City maintains 64 miles of streets. Every year, local jurisdictions analyze pavement conditions to help gauge their success in maintaining their local street and road networks. MTC, in turn, collects this information to determine a regional state of repair. MTC and local jurisdictions use a Pavement Condition Index (PCI) score that rates segments of paved roadways on a scale from 0 to 100. MTC looks at the percentage of the region’s roadways that fall into various condition categories, ranging from “failed” “excellent.” The classifications used in the regional pavement condition analysis are shown in Table 16.

In June 2011, MTC issued its annual report of the state of the condition of street pavement in the Bay Area. The report showed an average PCI of 66. Overall the streets in the Bay Area are in “fair” condition. When reviewing the jurisdictions in Sonoma County, Cloverdale ranked third best in pavement condition out of the nine cities, behind the Town of Windsor and the City of Sonoma. The City’s road conditions have improved since 2006 and are currently considered to be in ‘good’ condition, above the condition established for the Bay Area as a whole. Table 17 shows the four-year average for the City.

Road maintenance is primarily funded by the gas tax. The gas tax funds are accounted for in a special fund used exclusively for road maintenance and repair. In fiscal year 2011-12, the City allocated approximately \$194,000 to road maintenance and repair.

Table 16: Regional Pavement Criteria

Rating	Description
Very Good-Excellent (PCI = 80-100)	Pavements are newly constructed or resurfaced and have few if any signs of distress.
Good (PCI = 70-79)	Pavements require mostly preventive maintenance and have only low levels of distress, such as minor cracks or spalling, which occurs when the top layer of asphalt begins to peel or flake off as a result of water permeation.
Fair (PCI = 60-69)	Pavements at the low end of this range have significant levels of distress and may require a combination of rehabilitation and preventive maintenance to keep them from deteriorating rapidly.
At Risk (PCI = 50-59)	Pavements are deteriorated and require immediate attention including rehabilitative work. Ride quality is significantly inferior to better pavement categories.
Poor (PCI = 25-49)	Pavements have extensive amounts of distress and require major rehabilitation or reconstruction. Pavements in this category affect the speed and flow of traffic significantly.
Failed (PCI = 0-24)	Pavements need reconstruction and are extremely rough and difficult to drive.

Source: Metropolitan Transportation Commission

Table 17. City of Cloverdale Street Pavement Condition Index

Jurisdiction	County	Total Lane Miles	2006	2007	2009	2010
Cloverdale	Sonoma	64	69	71	72	71

The quantitative analysis evaluates the roadway capacity on an alphabetical standard of “A” through “F”, with “A” being the best. The standard is usually applied to signalized intersections. There are three signalized intersections in the City of Cloverdale:

- Cloverdale Boulevard/First Street: This intersection is located in the downtown core and is the primary access to the bridge over the Russian River and the unincorporated areas to the east. At this intersection, Cloverdale Boulevard includes one through lane and an exclusive left-turn lane with protected signal phasing in both directions. First Street includes one approach lane in each direction. The intersection was improved in 2003 as part of the downtown streetscape improvement project.
- Cloverdale Boulevard/Citrus Fair Drive: This intersection is located just south of the downtown core and provides access to the U.S. 101 interchange to the east. At this intersection, Cloverdale Boulevard has two through lanes and exclusive left-turn lanes with protected signal phasing in each direction. On the westbound Citrus Fair Drive approach, there are three approach lanes that serve traffic from the interchange.
- Cloverdale Boulevard/Brookside Drive: This intersection provides access to the major developments to the west and other residential subdivisions to the east. At this

intersection, Cloverdale Boulevard has one through lane in the northbound direction and two through lanes in the southbound direction, and exclusive left-turn lanes with protected signal phasing in each direction. Each of the eastbound and westbound approaches has one shared lane.

The three signalized intersections currently operate at LOS B or C during both AM and PM peak hours, which is considered acceptable according to City standards.

Determinations

The City is generally meeting the service needs of its residents. The City is working under difficult financial constraints due to the continuing difficult economic and market conditions and the loss of redevelopment funds. The City has acknowledged that certain improvements are necessary to meet future demand.

Police: The City continually works to identify opportunities for operational efficiencies within the Department in order to provide high quality law enforcement services and meet community needs. Examples of those efficiencies include expanding community presence through the canine program, the take-home car program which provides greater access to off-duty officers for back-up, and adjusting shifts to meet demand.

Existing Department staffing levels have been sufficient, due in part to relatively low population densities and crime rates in the City as well as a decrease in the number of service calls received. Significant growth in and around the City, which results in increased calls for service within the City, may result in a need for increased staffing levels.

Parks: The existing facilities analysis demonstrates that the City currently has a total of 348.5 acres of public parks and open space (including City-owned, joint-use and leased facilities). Overall, the current park and open space acreage exceeds the performance standard of 5.0 acres per 1,000 population set forth in the City's adopted General Plan. However, there is a slight deficiency in the individual neighborhood and community parkland categories.

Based on the City's General Plan projected population of 12,000 residents by the year 2025, the City of Cloverdale will need a total of 60 additional acres of parkland. The General Plan includes a list of proposed park facilities. Consistent with the policies of the adopted General Plan, new development is required to provide for new parkland either through land dedication or payment of development impact fees.

Water: The WSMP Update concluded that the City's water system is currently meeting demands of the City; however, expansion will be necessary to increase the capacity of the system to meet the requirements of the General Plan. The City has programmed and initiated a number of short and long range water improvement projects aimed at addressing the recommendations of the WSMP Update and bringing additional water supply capacity on-line.

New development will be required to construct and fund distribution facilities and services necessary to support the City's General Plan projected population. The City has implemented City-wide voluntary water conservation measures and continues to identify other opportunities for water conservation.

The CKH Act requires that proposals for annexation include a plan for services providing evidence that the City has the long-term capability to provide adequate water service. Sonoma LAFCO policy requires that, prior to annexation, the City must demonstrate its ability to provide and finance services within the annexation territory.

Sewer: The City owns and operates its wastewater facilities and system. The SSMP Update concluded that conditions did not warrant any upgrades to meet existing demands and recommended that the City continue to monitor loading levels as it begins to expand to meet the General Plan. When the population has reaches approximately 10,000 residents, the SSMP Update recommended that the City re-evaluate the wastewater flows into the WWTF and conduct another SSMP Update to identify any changes in the loading criteria.

All annexations shall, as required by CKH, include a plan for services providing evidence that the City has the long-term capability to provide adequate sewer service. As per Commission policy, prior to annexation, the City must demonstrate its ability to provide and finance services within the annexation territory.

Roads and Streets: Cloverdale ranked third best in pavement condition out of the nine cities in Sonoma County, only slightly behind Windsor and Sonoma. The City’s road conditions have improved since 2006 and are currently considered to be in ‘good’ condition, above the condition established for the Bay Area as a whole. The three signalized intersections in the City currently operate at LOS B or C during both AM and PM peak hours, which is considered acceptable according to City standards.

FACTOR 4 – FINANCIAL ABILITY TO PROVIDE SERVICES

The previous discussion has focused on performance, standards and scope of service. This section focuses on the City’s ability to fund needed services for current and future residents. It examines the overall fiscal condition of the City, not individual department budgets, and makes no recommendations on the allocation of resources.

Like most cities throughout the state, the City is going through difficult economic times and its ability to provide public services has been impacted by the fiscal constraints from the recent recession as well as the loss of redevelopment funds. This was particularly evident in the City’s delay in providing accurate financial documentation necessary for the completion of this report.

Table 18 shows the City’s audited revenues and expenditures for fiscal years 2010-11 and 2011-12 and the budgeted amounts for the fiscal year 2012-13. Due to changes in the City’s method of budgeting and accounting during the last several years, the financial data from earlier years could not be efficiently converted into a useful format for comparison in this report.

Table 18. General Fund Schedule 2010-2013

	2010-11 (Audited)	2011-12 (Audited)	2012-13 (Budgeted)	Change 2010-2013
Beginning Balance	451,270	466,034	247,274	-203,996

	2010-11 (Audited)	2011-12 (Audited)	2012-13 (Budgeted)	Change 2010-2013
REVENUE				
General Taxes	2,788,068	2,740,939	2,732,484	-55,584
License and permits	105,224	77,839	80,400	-24,824
Intergovernmental	99,797	27,707	30,000	-69,797
Charges for Services	57,011	55,396	59,625	2,614
Fines and Forfeitures	84,271	38,031	23,000	-61,271
Interest	100,239	6,062	5,000	-95,239
Miscellaneous	302,643	273,540	204,300	-98,343
Miscellaneous successor entries	0	152,954	0	0
Transfers in	2,052,537	1,630,664	2,060,535	7,998
TOTAL REVENUES (including transfers in)	5,589,790	5,003,132	5,195,344	-394,446
EXPENDITURES				
General Government				
City Council (contract)	105,894	94,006	58,200	-47,694
City Manager/City Attorney	415,809	237,531	295,070	-120,739
Clerk	7,649	25	0	-7,649
Community Support	65,646	35,435	116,300	50,654
Human Resources	104,024	112,748	122,850	18,826
Risk Management	200,588	157,174	183,300	-17,288
Capital Buildings	0	9,572	0	0
Finance	179,225	163,659	168,460	-10,765
General Services	386,204	366,535	402,000	15,796
Public Safety				
Police Administration	704,316	750,901	731,260	26,944
Police Operations	1,420,263	1,446,820	1,489,790	69,527
Police Communications and Records	782,362	794,668	731,260	-51,102
Police Auxiliary	137,110	133,689	142,150	5,040
Public Works				
Facilities Maintenance	53,163	38,575	38,640	-14,523
Streets	199,349	293,467	544,050	344,701
Storm Drainage and Creek Maintenance	18,131	6,281	10,760	-7,371
Parks and Recreation				

	2010-11 (Audited)	2011-12 (Audited)	2012-13 (Budgeted)	Change 2010-2013
Park Maintenance and Improvements	229,441	205,997	164,850	-64,591
Planning				
Planning Commission	2,345	2,591	2,640	295
Current Planning	77,743	29,432	47,150	-30,593
Long Range Planning	33,946	27,092	31,050	-2,896
Engineering/Building Services	308,811	206,214	37,150	-271,661
Plan Checking and Inspection	41,513	65,798	50,000	8,487
TRANSFERS OUT	101,494	0	0	-101,494
TOTAL EXPENSES (including transfers out)	5,575,026	5,178,210	5,366,930	-208,096
SURPLUS (DEFICIT)	14,764	-175,078	-171,586	

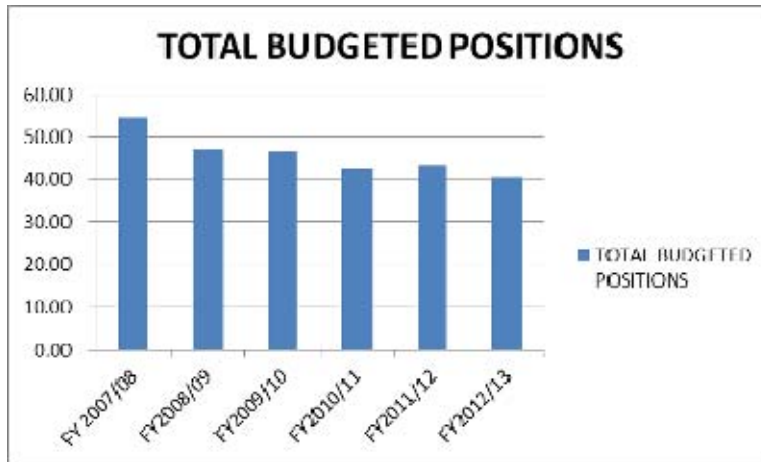
As can be seen in Table 18, the City funds many of its functions such as police, recreation and parks, and public works from its General Fund. Revenue sources include sales tax, property taxes, licenses and permits, charges for service, transient occupancy tax, and vehicle license. The substantial level of funds being transferred into the General Fund is reflective of the City's practice of providing services to and being reimbursed by each of its Enterprise Funds.

In response to the changes in revenues, the City has decreased its reserves and reduced its expenditures. Much of the savings or reduction in budget has been achieved by organizational restructuring, reducing operating hours at City Hall, combining positions/functions, a reduction in staffing and employee concessions. The City has reduced the number of FTE positions from 54.6 in FY 2007-08 to 40.4 positions in FY 2012-13. This reflects a staffing reduction of 26% in six years and is depicted in Figure 1.

Table 19 summarizes staffing changes by department between FY 2010-11 and FY 2012-13.

As shown in Figure 1 and Table 19, the reduction in staffing occurred across the organization, impacting most departments. In many cases, staff assignments have been redefined and functions combined. Since some staff members provided services to the redevelopment agency, which partially funded their positions, the elimination of the redevelopment funding has left a funding gap. In a May 2013 report to the City Council, staff analyzed the positions previously funded, at least in part, by RDA funds to determine if the positions could be eliminated. The analysis found that the people holding these positions perform other essential services for the City and staff concluded, and the City Council agreed, that the elimination of these positions was not a viable option.

Figure 1: City of Cloverdale Total Budgeted Positions (Fiscal Year 2007/08 through 2012/13)



Source: Communication from the City Manager, December 2012)

Table 19. City of Cloverdale Full-Time Equivalent (FTE) Employees Allocation by Department

Title	2010-11	2011-12	2012-13	Change from 2010 to 2013
Finance, Administration & Community Development				
Accountant Analyst	0.00	0.00	1.00	1.00
Accounting Assistant	2.00	2.00	0.93	(1.07)
Accounting Technician	0.00	0.00	1.00	1.00
Administrative Specialist	2.00	2.00	0.38	(1.62)
Assistant City Manager	0.50	0.50	0.00	(0.50)
Asst City Mgr/CD Director	0.00	0.00	1.00	1.00
Assistant Planner	0.00	0.65	0.63	0.63
City Manager	1.00	1.00	1.00	0.00
Community Development. Director	0.50	0.00	0.00	(0.50)
Finance & Accounting Mgr	1.00	1.00	1.00	0.00
Housing/Redevelopment Project Mgr	0.80	0.78	0.00	(0.80)
Meter Reader	1.00	1.00	1.00	0.00
Planning Technician	1.00	0.35	0.00	(1.00)
Senior Planner	0.00	1.00	0.00	0.00
Subtotal	9.80	10.28	7.94	(1.86)
Police				
Community Svc Officer	1.75	1.75	1.35	-0.40
Crossing Guards	0.00	0.50	0.50	0.50
Dispatcher	6.00	6.00	5.00	-1.00
Police Chief	1.00	1.00	1.00	0.00

Title	2010-11	2011-12	2012-13	Change from 2010 to 2013
Police Officer	9.00	9.00	9.00	0.00
Police Officer Reserve	0.02	0.25	0.65	0.63
Police Sergeant	3.00	3.00	3.00	0.00
Records Supervisor	1.00	1.00	1.00	0.00
Subtotal	21.77	22.50	21.50	-0.27
Public Works & Engineering				
Park/Landscape Maint. Assistant	1.00	1.00	1.00	0.00
Park/Landscape Maint. Lead	1.00	1.00	1.00	0.00
Public Works Director/City Eng.	0.00	0.50	1.00	1.00
Transit Van Operator	1.00	1.00	1.00	0.00
Utility Maint. Worker I	2.00	1.17	1.00	-1.00
Utility Maint. Worker II	2.00	2.00	2.00	0.00
Wastewater Operator I	0.00	1.00	1.00	1.00
Wastewater Op-in-Training	1.00	0.00	0.00	-1.00
Wastewater Sr. Operator	1.00	1.00	1.00	0.00
Water Operator II	1.00	1.00	1.00	0.00
Water Sr. Operator	1.00	1.00	1.00	0.00
Subtotal	11.00	10.67	11.00	0.00
TOTAL BUDGETED POSITIONS	42.57	43.45	40.44	-2.13

Source: Communication from the City Manager, December 2012

Audits

When the research was begun for this report, the City had not completed a comprehensive City-wide audit since fiscal year 2007-08. The City has since completed audits up to the current year. The City Council accepted the fiscal year 2008-09 audit on October 24, 2012, fiscal year 2009-10 audit on June 12, 2013 and the fiscal year 2010-11 and 2011-12 audits on June 26, 2013.

Enterprise Funds

In addition to the General Fund, the City operates its water, sewer, airport and transit departments as Enterprise Funds. Enterprise Funds are used to account for operations that are financed and operated in a manner similar to a private business – where the intent of the governing body is that the costs (expenses, including depreciation) of goods and services to the general public on an on-going basis, be financed or recovered primarily through user charges. It is critical that the governing body charge sufficient fees to cover the current and long term operations of these services. Table 20 provides an overview of the Enterprise Funds for the past two years.

Table 20. Enterprise Funds Schedule

	Ending Balance			
	Water	Wastewater	Transit	Airport
FY 2010-2011 (Audited)	498,708	1,401,928	13,641	0
FY 2011-2012 (Audited)	350,475	1,399,290	8,046	-145,104

Note: The Airport Enterprise Fund negative balance results from a timing issue of expense vs. reimbursement for a capital project.

In June 2012, the City, recognizing that the existing rate structure for the water and wastewater funds was not sustainable, engaged a consultant to review the sewer and water rates. The consultant’s report concluded, “there is a critical need for large water and sewer rate increases to avoid exhausting the water and sewer funds in fiscal year 2013-14.” The report recommended that the City increase water rates beginning with a 67% increase on April 1, 2013 and a 5% increase on July 1 for each of the following three years. The report also recommended the City increase sewer rates beginning with a 25% increase on April 1, 2013 and a 5% on July 1 for each of the following three years.

After extensive community outreach and public hearings, on March 13, 2013 the City Council approved an amended rate structure which provided for an increase in water rates beginning with a 55% increase on April 1, 2013, a 13% increase on July 1, 2014 and a 5% increase on each July 1 for the two succeeding years and a 20% increase in sewer rates on April 1, 2013, a 9% increase on July 1, 2014 and a 5% increase on each July 1 for the two succeeding years. These rate increases will result in enhanced operating income for the water and sewer funds activities.

Community Development Agency

The Cloverdale Community Redevelopment Agency (RDA) was implemented in accordance with the Community Redevelopment Law, Code section 33000 of the Health and Safety Code and the California Environmental Quality Act of 1970. The funding sources for the RDA were in the form of property tax increment revenues and Tax Allocation Bond proceeds, which were secured and serviced by property tax increment revenues. Separate funds accounted for Redevelopment Operations, Inclusionary Housing, Capital Improvement Projects, Debt Service and Economic Development.

On December 29, 2011, the California Supreme Court upheld the validity of ABX126, which dissolves all the redevelopment agencies in the State. As a result of the Court’s ruling, the dissolution of redevelopment agencies became effective as of February 1, 2012. The City had previously allocated approximately \$430,000 in staff salary and benefit costs, as well as the overhead costs of performing RDA functions, to the RDA fund.

At a May, 2013, the City Finance and Accounting Manager presented a report on preliminary projections for the June 30, 2013 General Fund Balance, the 2013-14 budget and a five-year forecast of the General Fund revenues and expenses to the City Council. The report stated “the loss of RDA funds has created a structural imbalance in the City’s budget” and made several

economic projections which anticipate a long term structural deficit. Staff pointed out that the projections, while speculative, provide “a greater understanding of the magnitude of the City’s structural deficit and the urgency required to address it.”

The May 2013 staff report highlighted the cost of public safety in comparison to all other departments. A review of the FY 2011-12 budget showed that public safety accounted for 60 percent of total expenditures. While the staff acknowledged the value of a safe and secure community, it was put forth that a review of the efficiency of police operations might be necessary.

City Staff stated that, while the City’s efforts over the last few years to manage expenditures while growing revenues in the General Fund should help offset the loss of the RDA funds in the fiscal year 2012-13, absent any further action, the deficit in the General Fund will likely continue to grow. Additionally, City staff stated that in accordance with GASB 54 previously adopted by the City Council, the loss of RDA funds and a negative fund balance will “result in the decimation of committed fund balance intended to be used as a reserve against economic downturns.”

The City continues to work to resolve these issues and has recently taken several steps toward resolution, including considering a review of police services and exploring revenue opportunities. In June, 2013 the City retained The Lew Edwards Group who has been tasked with determining the likelihood of a successful voter-approved revenue measure.

Determinations

The City is continuing to take measures to adjust to challenging economic conditions, most recently the loss of redevelopment funds. As a general services City, the delivery of adequate water, sewer and public safety services is critical. In its recent approval of significant rate increases in the fee for sewer and water services, the City is demonstrating its commitment to providing these services by taking difficult actions to ensure the continued delivery of quality services. These rate increases will enable the water and sewer funds to operate at a net income.

While the City has made and continues to make the necessary budgetary modifications to remain stable and continues to provide essential services at reduced levels, due to the limitations imposed by the current fiscal conditions, proof of the City’s ability to provide essential services to any annexed territory should be provided with each annexation request. The Commission’s existing policy requires a Plan for Services that includes such an analysis.

While there is no actual legal requirement for cities to prepare annual audits, it is considered a best practice to complete audits in a timely manner.

FACTOR 5 – OPPORTUNITIES FOR SHARED FACILITIES

Given the City’s location in the northern part of the County, opportunities to share facilities with other cities or government agencies are limited. In the City’s 2007 Draft Service Area Plan, a shared utility arrangement was considered; given the City’s relatively isolated geography, the

report stated that there are no reasonable opportunities for sharing water, sanitary sewer or other utilities. However, the Plan indicated that some limited possibilities for shared facilities with the regional library and shared services in Parks and Recreation and Police exist. Since that time, the City has also begun considering opportunities for shared services in other areas, including administrative services such as personnel services and information technology.

Parks and Recreation

As stated in the Background Report for the General Plan Update, recreational facilities owned by other public agencies as well as private entities are located in and around the City that help meet the recreational needs of the City. Although utilization of these facilities is an acceptable means to provide additional recreational opportunities for the community, a shared services arrangement does not meet the intent of the Quimby Act, which is to preserve open space and provide parks and recreation facilities for communities, or facilitate the continued implementation of the Development Impact Fee program for park facilities.

Personnel Services

In April 2013, as a result of reduced staffing, the City entered into a Joint Powers Agreement with the City of Healdsburg to provide human resource services for the recruitment of two key positions: a Finance Manager and a Senior Water Treatment Plant Operator.

Police

At the May 8, 2013 City Council meeting, as part of the preliminary budget preparation, the proportionate cost of public safety in comparison to all other City departments was discussed and the City Council recommended that the City Manager “begin a dialogue with the Police Chief to determine the best method for reviewing police appropriations to ensure the highest level of confidence in law enforcement efficiency.”

As with Personnel Services, the City might explore an organizational review of the Police Department and/or the feasibility of contracting some or all of the police and dispatch functions to other agencies. Public safety dispatch is a major function and usually accounts for a disproportionately large portion of expenditures to small departments. Options may exist for the City to achieve economies of scale by expanding use of the California Law Enforcement Telecommunications System (CLETS) program to other agencies, participating in an existing joint dispatch center or forming a new one with other cities seeking similar solutions to increasing costs.

Information Technology

The City has utilized contractor services for the provision of information technology services for several years. Recent changes have resulted in the need for the City to assess the provision of these services. The City might explore the possibility of sharing information technology services with adjacent cities such as Healdsburg and Ukiah.

Determinations

The City is currently utilizing shared services opportunities to provide necessary services to its residents. The City is encouraged to continue to explore other opportunities that may assist the City through these difficult economic times, including assessing the provision of information technology and other services.

FACTOR 6 – COMMUNITY SERVICE NEEDS

One of the factors in evaluating agencies' responsiveness to community needs is the ability of the residents to easily and effectively communicate with the civic leadership. The City offers its residents many opportunities to express their service needs.

Commissions, Committees and Volunteers

City Council

The City is a General Law City with five City Council members elected at-large. The Mayor is appointed annually by a majority vote of Council members. The Mayor serves as ceremonial head of the City and presides over all Council meetings. The Council appoints the City Manager, City Attorney, and members of the Planning Commission. Members of the Council also serve on various regional government committees and boards.

The Council has established various sub-committees to help set management objectives for City government, adopt a City budget for fulfilling those management objectives, and ensure accountability to the residents of Cloverdale. Each sub-committee consists of two Council members, one of whom is designated sub-committee chair, and the City Manager and staff. Council members serve a one-year term on the sub-committee or until their successor is appointed. Sub-committee assignments and appointments are made by the majority of the Council, which typically takes place during the first regularly scheduled Council meeting in January of each year.

All sub-committees, with the exception of the Joint City/Cloverdale Fire Protection District Sub-Committee, meet at the City Hall at 124 N. Cloverdale Boulevard. The Fire Sub-Committee meets at 451 S. Cloverdale Boulevard at the Fire District headquarters.

<u>Subcommittee</u>	<u>Regular Meeting</u>
Airport	First Tuesday of Quarter, 8:00 am
Finance & Administration	Fourth Thursday of Month, 5:00 pm
Fire	Second Monday of Quarter, 5:30 pm
Planning & Community Development	Third Tuesday of Month, 4:00 pm
Public Services	Fourth Tuesday of Month, 10:30 am
School	Third Monday of Month (during school year), 5:30 pm
Citrus Fair	Quarterly

Regular meetings of the City Council are held the second and fourth Wednesdays of each month at 6:30 p.m. at the Cloverdale Performing Arts Center located at 209 N. Cloverdale Boulevard. Alternate meeting dates are set as needed for those meetings that fall on a holiday.

City ordinances, budget, City Council agendas, staff reports and minutes, and other public documents are available for download on the City's website.

Planning Commission

The Planning Commission is charged with carrying out the purposes of California Planning and Zoning Law by implementing plans, ordinances and policies relating to land use matters. They assist in the writing and implementation of General and Area Plans and, as necessary, conduct public hearings on these plans. They also conduct hearings and act on proposed changes to the Zoning Code, Zoning Map and the General Plan, and tentative subdivision maps. They undertake special planning studies as needed.

The Commission is comprised of five regular members appointed by the City Council, each for a four-year term. Two alternate members are also appointed by the City Council, each for a two-year term. The Commissioners serve at the pleasure of the City Council and membership may therefore change in response to changes in the Council. The Commission is the City Council's advisor on matters related to land use planning.

Planning Commission meetings are typically held the first Wednesday of each month at 6:30 p.m. at the Cloverdale Performing Arts Center located at 209 N. Cloverdale Boulevard. Alternate meeting dates are set as needed for those meetings that fall on a holiday.

Internet Information

The City maintains a website and regularly posts City Council, Planning Commission and sub-committee agendas, staff reports and minutes for public access and review. Other important documents, sometimes found on city websites, such as current budgets, ordinances and resolutions are slow to be posted to the City's website.

Determinations

The City has a citizen participation process that provides residents the opportunity for participation at all levels of government including the Sub-committees, Planning Commission and City Council.

When budget constraints are reduced, the City should improve and better maintain its website.

FACTOR 7 – COMMISSION POLICY CONSIDERATIONS

As required by law, the Commission has adopted policies pertaining to the urban development, spheres of influence, annexations, open space, and physical form and functionality of cities and special districts. Table 21 summarizes the applicable policies that have been adopted by the Commission and provides commentary about the City in relation to these policies; full review of the policies and discussion is encouraged.

Table 21: Sonoma LAFCO Policy Considerations

Number	Policy Title	Review Comments
1	<p><i>Duplication of Authority</i> - The Commission discourages the inclusion of territory in more than one local agency where the local agencies possess common powers.</p>	<p>There are no areas in which there exists a duplication of authority.</p>
2	<p><i>Premature Extension of Urban Services Discouraged</i> - The Commission discourages the extension of urban services (i.e., water and sewer service) for urban development in the absence of either existing urban development or plans for imminent urban development. In cases of existing urban development, the Commission encourages extension of services only to existing development, unless further extension is consistent with applicable city or county plans and is needed to serve imminent development.</p>	<p>The City currently does not have plans to extend urban services for urban development that would be considered premature. This MSR includes conditions stating that prior to the submittal of an annexation proposal, the City provide a plan for services demonstrating its ability to provide and finance these urban services. These conditions insure that premature extension of services will not occur.</p>
3	<p><i>Territory Subject to Williamson Act Agricultural Preserve Contracts -</i></p> <p>A. Proposals establishing or amending spheres of influence and/or annexations for territory with an existing Agricultural Preserve Contract shall be prohibited, unless the annexing agency protested the establishment of the contract and it was upheld by LAFCO, except if: (1) the landowner has filed a notice of non-renewal with the Sonoma County Board of Supervisors; or (2) the contracted territory is being phased out of Agricultural Preserve and there are no more than five (5) years remaining in the term of the contract.</p>	<p>There are no Williamson Act properties within the proposed SOI of the City.</p>
4	<p><i>Consideration of Economic Factors and Existing Services -</i></p> <p>A. Public Service Capabilities. Territory shall be annexed to a city or special district only if such agency has or soon will have the capacity to provide the requested services.</p> <p>B. Impact on Existing Services. The Commission discourages proposals, which could result in</p>	<p>The City is generally meeting existing service needs and user demands. The City has adopted Water and Wastewater Master Plans that set forth necessary capacity and system improvements to serve the proposed SOI. The City is currently implementing the Water Master Plan and is actively working to bring additional water supply on-line. The SSMP Update concluded that no</p>

Number	Policy Title	Review Comments
	<p>significant operational or economic problems or in the serious disruption of existing services provided by the county, cities, or special districts. The Commission shall consider the availability of feasible measures which would mitigate such adverse impacts.</p> <p>C. Economic Feasibility of Proposed New Cities or Special Districts. If an application proposes city incorporation or the formation of a new special district, the applicant shall submit a plan for providing services and a revenue program showing the proposal to be economically feasible. Applicants are encouraged to contact Commission staff and may wish to discuss the proposal informally with the Commission to determine the content of the required plan for providing services.</p>	<p>upgrades would be needed to meeting existing demands; when the population reaches approximately 10,000 residents, the City should re-evaluate the wastewater flows into the WWTF and conduct another SSMP Update to identify any changes in the loading criteria. As new development occurs, additional infrastructure and capacity will need to be brought on-line to serve these developments.</p> <p>This MSR includes conditions directing that prior to the submittal of an annexation proposal, the City provide a plan for services demonstrating its ability to provide and finance these urban services within the annexation territory.</p> <p>C. Not Applicable.</p>
5	<p>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 which may be annexed to a city in a single proceeding.</p>	<p>With the amendment of its SOI, the City will be able to apply for annexation of the territory that is within the SOI and adjacent to City boundaries. As a result, urban development will most likely occur within the City's boundaries.</p>
7	<p>Community Separators - It shall be a standard and policy of this Commission to disapprove any proposal to the extent that such proposal proposes any of the following for any territory having a community separator designation in the Sonoma County General Plan</p>	<p>There are no community separators in the proposed SOI of the City.</p>
8	<p>Consistency with City or County General Plans and Specific Plans - Proposals shall be consistent with applicable city and county general and specific plans. The Commission discourages proposals that promote urban development in areas not designated for urban development by</p>	<p><i>Consistency with City General Plan:</i> The proposed SOI is depicted on the City's adopted 2009 General Plan Land Use Map. The City has assigned land use designations for all of the territory within the proposed SOI. These land use</p>

Number	Policy Title	Review Comments
	applicable plans.	<p>designations are generally consistent with existing development as well as the applicable County land-use designations. The territory within the proposed SOI will be subject to further planning by the City. A land-use plan for the southeast territory will be required prior to submittal of any proposal for annexation that territory. The City's UGB is consistent with the land-use designations of the adopted General Plan and further ensures that development will occur in areas designated for urban development as depicted on the adopted Land Use Map.</p> <p><i>Consistency with County General Plan:</i></p> <p>The County land-use designations for the territory proposed for inclusion in the SOI are consistent with existing development and the land uses identified under the City's General Plan. In some areas the UGB is inconsistent with the USB designated in the County General Plan. Prior to amending the SOI in the Industrial Area and Asti Area, the City and County should agree upon one coterminous Urban Growth Boundary and Urban Service Area Boundary.</p>
9	<p><i>Sphere of Influence – Cities -</i> In establishing spheres of influence for cities, the Commission's general policies are as follows:</p> <p>A. Include all properties within the incorporated city.</p> <p>B. 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.</p>	<p>The proposed SOI corresponds to the Commission's policies as follows:</p> <p>The proposed SOI includes all properties within the incorporated City.</p> <p>The following areas are located wholly within the City's UGB and generally coincide with the USB:</p> <p>Area 1 - McCray Road (Due to mapping areas by the County, minor revisions are necessary to fully include Area 1 in the County's USB)</p>

Number	Policy Title	Review Comments
		Area 6 - Foothill Boulevard
	<p>C. 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.</p>	<p>The following areas are located within the City's UGB and outside the USB:</p> <p>Area 2 - Lile Lane Area 3 – Southeast Area 7 – Kelly Road</p> <p>Area 5 – Westside: The area is within the City's current USB and SOI but was not included within the City's UGB. The County did not adjust the USB in its last General Plan Update as the City had not completed its General Plan Update and UGB determination. Commission policy would not generally include this area in the Sphere of Influence.</p> <p>The Commission, on a case-by-case basis has approved inclusion of territory into a City's SOI that is outside the City UGB. Specifically, the Commission has included Helen Putnam Park in the SOI of the City Petaluma, the Montini Reserve in the SOI of the City of Sonoma and the City-owned trailer park adjacent to the City of Sebastopol for a future park. In this case, the City desires to include the territory in the City's SOI in order to maintain land-use influence over the hillsides west of the City without annexing the territory into the City.</p>
	<p>D. Exclude parcels outside the Urban Growth Boundary and Urban Service Boundary of a city.</p>	<p>The following area is located outside the City's UGB and the USB and should be excluded from the SOI:</p> <p>Area 4 - Rains Creek County Water District</p>

Number	Policy Title	Review Comments
	<p>E. 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 of influence.</p>	<p>Not applicable; the City has a voter-approved UGB.</p>
<p>10</p>	<p><i>Transition Planning – Planning for Transition of Territory between Cities and Fire Protection Districts</i> - Any independent fire district whose boundaries include territory within a city's sphere of influence is encouraged to develop plans for the orderly detachment of that territory from the district. Districts should plan their long-term revenues and expenditures (e.g., facilities, equipment and staffing) to reflect the eventual annexation of that territory.</p>	<p>Not required.</p>
<p>11</p>	<p><i>Consolidations and Mergers</i> - The Commission encourages local government agencies to cooperate with each other in pursuit of providing services most efficiently and reducing costs. As a significant initial step, the Commission encourages agencies to enter into functional agreements, such as memoranda of understanding or joint powers agreements, in instances where the results of a special study initiated by agencies or a Municipal Service Review finds that such agreements would result in the better provision of services and reduction of costs. Experience under such agreements may determine the practical implications of potential future changes of organization, such as consolidations or mergers.</p> <p>All Municipal Service Reviews shall include review and analysis of any potential consolidations and mergers of the affected agencies.</p>	<p>None is proposed.</p>

III. SPHERE OF INFLUENCE REVIEW

To update a SOI the Commission must make several determinations, pursuant to the requirements of MSR Government Code Section §56425 which states:

- (e) *In determining the sphere of influence 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.*

Beyond the State law, the Commission's general policies for city SOIs direct the following:

- A. *Include all properties within the incorporated city.*
- B. *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.*
- C. *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.*
- D. *Exclude parcels outside the Urban Growth Boundary and Urban Service Boundary of a city.*
- E. *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 of influence.*

In Table 21, the Commission's policy for establishing spheres of influence for cities, designated in the table as Policy 9, is applied to each of the seven areas the City has proposed be include in the City's SOI. As summary of this analysis is as follows:

- Policy 9A – The proposed SOI is consistent with this policy as all properties currently within the City's boundaries are included within the proposed SOI;
- Policy 9B – The areas designated as Area 1 - McCray Road and Area 6 - Foothill Boulevard within the proposed SOI are located either wholly or generally within the City's UGB and USB and are therefore consistent with this policy;

- Policy 9C - The three areas designated as Area 2 - Lile Lane, Area 3 – Southeast, and Area 7 – Kelly Road within the proposed SOI are located within the City’s UGB but outside the USB and are therefore consistent with this policy;
- Policy 9D – The areas designated as Area 4 - Rains Creek County Water District, and Area 5 – Westside are located outside the City’s UGB and inclusion in the City’s SOI would be inconsistent with this policy;
- Policy 9E is not applicable as the City has a UGB.

The City’s UGB generally coincides with, but does not fully align with, the City’s USB as designated in the County General Plan 2020; there are areas within the UGB that are not within the designated USB and, conversely, there are areas outside the UGB that are within the designated USB. Similarly, the City’s USB does not fully align with the City’s current, or proposed, SOI. A revision to the USB will be necessary to align the USB with the City’s UGB.

TERRITORIES WITHIN THE URBAN GROWTH BOUNDARY

The City has requested that territory in five areas that are within the City’s UGB be included within the City’s SOI. Two of these areas are located wholly within the City’s UGB and generally coincide with the USB and three of these areas are located within the City’s UGB but outside the USB. Inclusion of these five areas within the SOI would be consistent with the Commission’s policies. Table 22 summarizes the subject territory which includes a total of 111 parcels encompassing approximately 584 acres.

Table 22: Areas Proposed for Inclusion by the City

Area	Territory	Parcels	Acres	Recommended Action
Area 1	McCray Road	90	249	Include in the SOI
Area 2	Lile Lane	6	58	Include in the SOI
Area 3	Southeast			
	Industrial Area	6	59	Include in the SOI
	Asti Area	6	163	Include in the SOI with conditions
Area 6	Foothill Boulevard	1	10	Include in the SOI
Area 7	Kelly Road	2	45	Include in the SOI
	Total	111	584	

Area 1: McCray Road

Located on the northern end of the City, this triangular shaped area is bisected by Old Redwood Highway and is bounded by the Russian River to the east and the City to the south. It is comprised of 90 parcels totaling approximately 249 acres. The median parcel size is 6.4 acres, with the largest being a 40-acre regional park. The largest privately owned parcel is 29 acres.

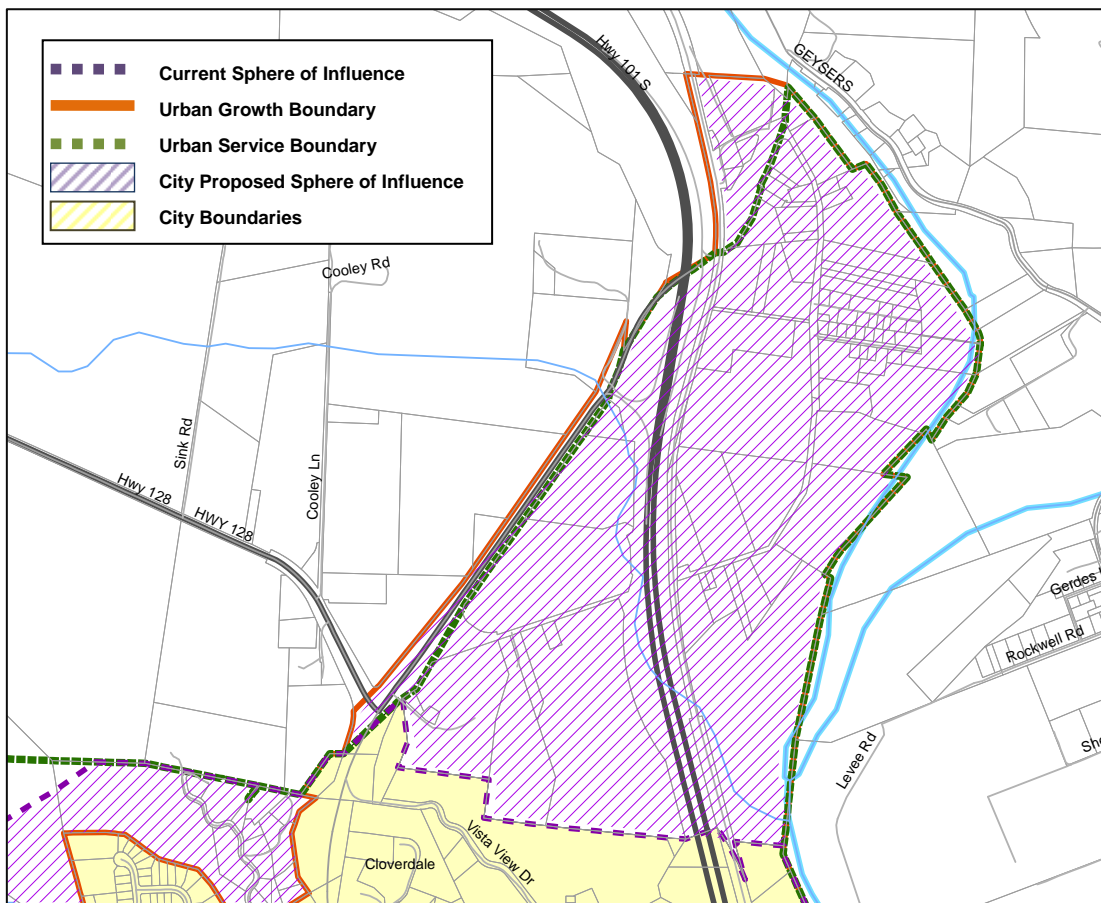
Of the 249 acres, four properties comprise over 55 percent of the total acreage including 48.6 acres (20%) within the Preston Lumber Mill clean-up site, 40 acres (16%) within the Cloverdale

Regional Park, 26 acres (10%) occupied by the Redwood Empire Saw Mill and 30 acres (12%) planted in grapevines. The remaining acreage is generally comprised of residential uses located on the east side of McCray Road. This area has a mixture of cottages, mobile and modular homes, traditional single-family residential units and residentially converted barns, sheds and other buildings.

A residential development, Riverdale Ranch, is proposed in the McCray Road area on the former Preston Mill site. The Riverdale Ranch project proposes development of the territory into 229 single-family homes, one acre of commercial uses and a public park.

Area 1 is within the City's UGB and USB and the proposed SOI expansion area. Appendix 1 provides data for the parcels within Area 1.

Figure 2. Area 1 – McCray Road



Determinations

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

The territory is generally comprised of a mix of residential, industrial and recreational uses, all of which are planned to remain. The vacant former Preston Mill site is proposed for medium density residential development.

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

The territory is currently served by individual wells and septic systems. Upon annexation of the territory, approximately 1,280 linear feet of 6-inch non-gravity force sewer main would need to be installed to support the residential area adjacent to McCray Road. A pump station would need to be installed in close proximity to proposed development. The pump station should be capable of pumping 0.527 mgd peak wet flows to overcome the approximate 95-feet of elevation difference between the proposed development and the top of the grade of North Cloverdale Boulevard. Additionally, all lift stations should be above ground wherever practical.

Development of the McCray Road territory would add a maximum of 550 residential connections to the City's water system. A new 12-inch water main must be extended from the new 12-inch main crossing North Cloverdale Boulevard at Shahan Drive north along North Cloverdale Boulevard to McCray Road to serve this area. The 12-inch main would then proceed along McCray Road, go under Highway 101, and create a loop along Highway 101, McCray Road and North Cloverdale Boulevard. Water and sewer improvements, described in the adopted Water and Sewer Master Plan Updates, would need to be constructed to support development in this area. Construction of the systems will be the responsibility of the developers at the time of development.

There is an existing regional park in the area; therefore, no additional park facilities will be needed.

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

Given the predicted loading, as referred to in the MSR, the WWTF would be operating at 93% of the peak dry weather capacity for a population of 10,000 residents and at 42% of complete commercial/industrial build-out. When the population reaches approximately 10,000 residents, the City should re-evaluate the wastewater flows into the WWTF and conduct another SSMP Update to identify any changes in the loading criteria.

The WSMP Update approximates a 30% increase in residential demand for a maximum population of 12,000 citizens and a 55% increase in non-residential demand when all available non-residential land is developed at General Plan build-out to maximum density. Build-out would largely occur in the northern and southern limits of the City, primarily on the eastern side of Hwy 101; however, some build-out would occur as infill within the developed parts of town. For the most part, the existing water system network is sufficient to handle the new loads associated with infill.

In order to support expanded service, the City must increase its water storage and production capacity. Increases in water storage will be required for Zone 2, which includes the McCray Road area. The Zone 2 increase would occur by adding an additional 500 thousand gallon tank at the Ritter Reservoir. Additionally, to support development in the McCray Road area and the extension of services to the Southern Expansion areas, several new water mains will have to be constructed.

Annexations should not be considered until a plan for services demonstrates that the City has the capacity to provide water and sewer service.

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.

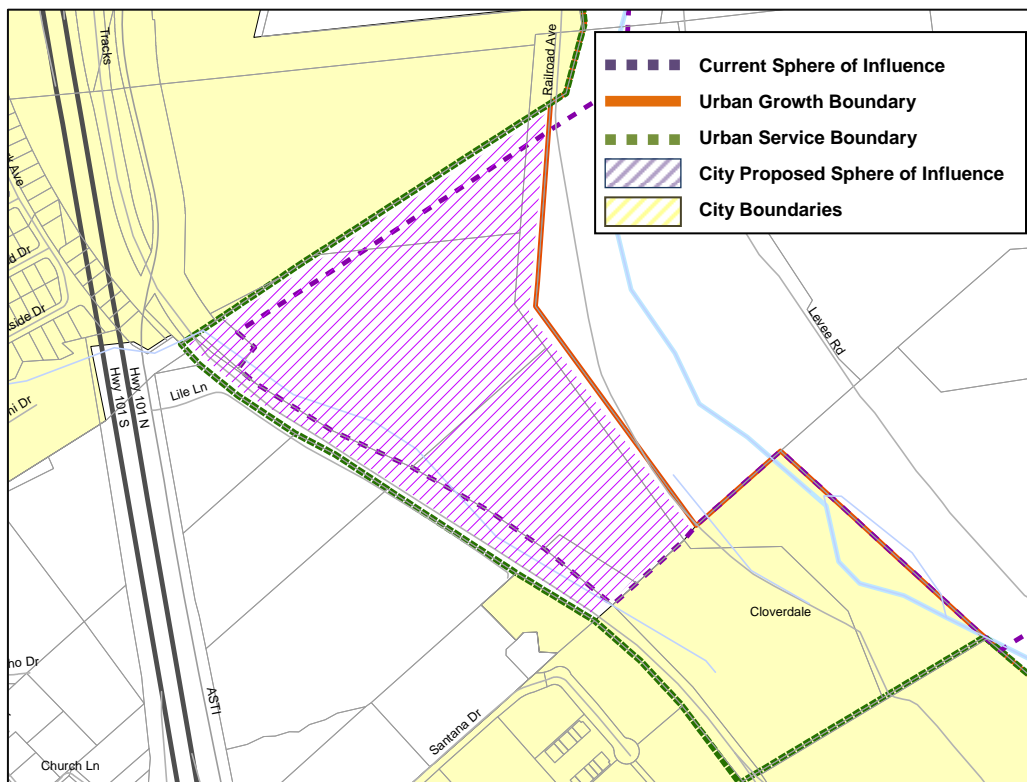
No social or economic communities of interest have been found in the territory.

Area 2- Lile Lane

This small area, surrounded by the City and the Russian River, is located east of Asti Road adjacent to the Russian River. The parcels are currently vacant or used as vineyards. Of the eight parcels, only one is designated for urban use as Destination Commercial. None of the parcels is under Williamson Act contract or has conservation easements.

As previously stated, this area is within the City's UGB and outside the County's USB. Appendix 1 provides data for the parcels within Area 2.

Figure 3. Map of Area 2 - Lile Lane



Determination

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

The area is presently designated agricultural under the County's General Plan and is planned to remain mainly in agricultural use, with one parcel being designated for urban uses.

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

The area is served by individual wells and septic systems. There is no need to extend urban services and facilities to the area.

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

The area is served by individual wells and septic systems. There is no need to extend urban services and facilities to the area.

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 found in the area.

Area 3 – Southeast

The Southeast territory includes properties generally located south of the Cloverdale Airport, east of Highway 101 and west of the Russian River. Two areas are proposed for inclusion in the SOI: the Industrial Area and the Asti Area. The Industrial Area territory is contiguous to the existing SOI and consists of six parcels encompassing approximately 59 acres. The Asti Area territory is contiguous to the Industrial Area and consists of six parcels encompassing approximately 163 acres.

City General Plan

City staff prepared the following summary of the City's General Plan and UGB policies related to the inclusion of the Industrial and the Asti Exception Areas in the SOI:

"The applicable policy and implementation measures from the adopted General Plan requiring development of a UGB and allowing urban development in the Industrial Exception Area and the Asti Exception Area are as follows:

Land Use Policy LU 3.1 *Develop an Urban Growth Boundary that allows urban development within the boundaries and does not allow urban development outside the boundaries except in two existing developed areas (Industrial and Asti Exception Areas).*

Implementation LU 3-1.a. *Prepare an Urban Growth Boundary to be passed by the voters substantially as shown in Exhibit 2.5. The UGB language adopted by the City Council and presented to the voters shall also include a General Plan amendment to include the UGB language in the General Plan.*

Implementation LU 3-1.b. Land outside the Urban Growth Boundary shall be retained as Conservation Features, except for the Industrial and Asti Exception Areas.

Implementation LU 3-1.c. The City shall develop a list of exception uses allowed outside the Urban Growth Boundary, limited specifically and exclusively to industrial uses in the Industrial Exception Area, Destination Commercial Uses in the Asti Exception area, and Conservation Uses in all other areas outside the Urban Growth Boundary. The conservation uses shall allow relocation of the Citrus Fair as an exception.

Implementation LU 3-1.d. Revise the Sphere of Influence to be coterminous with the Urban Growth Boundary to the north, west, and east of the city and to extend south to include the Rains Creek Water District and the General Plan Study Area to the southeast of the freeway.

The City's UGB was adopted November 2010 and amended Policy LU 3-1 of the adopted General Plan to read as follows:

Amended Land Use Policy LU 3-1: Establish and maintain a 20-year Urban Growth Boundary to: restrict urban development outside the Urban Growth Boundary and specified exception area; stipulate that City water and sewer service shall not be extended to development outside of the Urban Growth Boundary, except as specified in this Policy LU 3-1 and permitted by law; manage growth in a manner that fosters and protects the small town character of Cloverdale while encouraging economic development appropriate to Cloverdale; and promote stability in long term planning for the City. The Urban Growth Boundary shall first be adopted by the City Council as an amendment to the General Plan, and then presented to the Cloverdale voters for adoption as a voter-approved General Plan amendment. Upon approval by the Cloverdale voters in a general election, the Urban Growth Boundary shall not be amended except by a vote of the people or as provided in this Policy LU 3-1.

Provision 2 of the UGB states, "No urban development shall be located or services provided outside the UGB, except as otherwise provided in Policy LU 3-1."

The UGB further defines urban development as "construction, alteration, or addition of any building or structure requiring one or more services" and defines services as "one or more basic municipal services including, but not limited to, water, sewer, or drainage services." The UGB also states,

"The prohibition against urban development and provision of services outside the UGB pursuant to...this Policy LU 3-1 does not apply:

A. To industrial uses and utilities and improvements required for industrial uses in the Industrial Exception Area depicted in Exhibit 2-4 of the General Plan. For purposes of this Policy LU 3-1, industrial uses means uses allowed in the M-1 and M-P zoning districts in the Zoning

Code of the City of Cloverdale, except that such permitted industrial uses outside the UGB exclude residential uses and retail uses other than sale of goods incidental to industrial uses.

B. To preservation of agricultural uses, winery-related uses, and improvements required for agricultural and/or winery related uses in the Asti Exception Area depicted in Exhibit 2-4 of the General Plan as further limited by this provision. For purposes of this Policy LU 3-1, winery-related uses in the Asti Exception Area that are exempt from the prohibition in provision of 2 of this Policy are maintenance of the historic Asti Winery and appropriate expansion of the winery for production and storage of wine and wine products; and maintenance and appropriate expansion of visitor uses consistent with those which have been historically held at Asti including wine tasting, wine sales, and wine related events.”

Commission Policy

The City's General Plan is unique with the respect to the planning of the City-designated "Exception Areas". It is common practice for a city General Plan to contain only contiguous properties with the exception of City owned properties used for municipal purposes such as wells, airports and service centers.

The Asti Exception Area is separated from the City boundaries and SOI by areas of productive agricultural land. Prior to the adoption of its General Plan, LAFCO staff informed the City that in order for LAFCO to consider the inclusion of the Asti area in the SOI, the City would need to implement some method or program to connect the Exception Areas to the City while addressing the issue of agricultural lands.

The Draft General Plan was amended to create Conservation Areas on these lands and to require zoning that is consistent with these General Plan designations. However, the area between the City and the Asti Exception Area was excluded from the UGB.

While it is not the Commission's policy to place territory outside a city's UGB within its SOI, there is Commission precedence that should be considered when evaluating the City's request to amend its SOI to include the territory between the UGB and the Asti Exception Area. In previous instances where park or open space land, such as the Helen Putman Regional Park in Petaluma, is outside of but consistent with a city's UGB, the Commission has included the park land in the city's SOI. LAFCO staff believes that in this case there are alternatives available to the Commission that would both permanently preserve the agricultural use of the existing parcels and allow for the provision of services to the Asti winery.

Four parcels located between the two exception areas are designated as Conservation Areas. To ensure that the inclusion of these parcels in the SOI does not result in development of the parcels at urban levels, the City and the owners of these parcels have agreed to the recordation of permanent conservation easements. LAFCO staff believes that this is consistent with the Commission's policy on agriculture and open space which discourages proposals with a likelihood of converting agricultural land to urban uses.

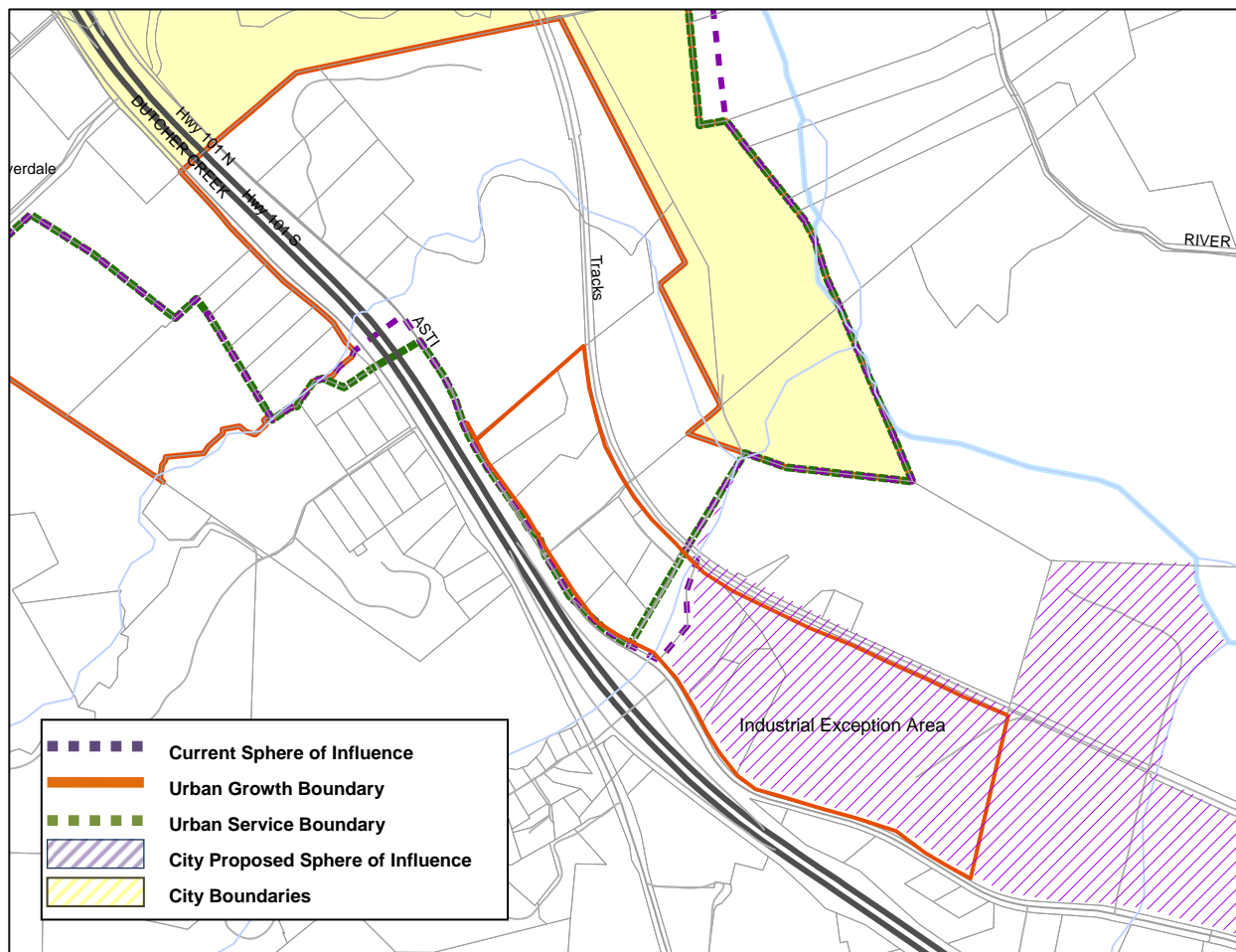
Area 3 - Southeast Territory: Industrial Exception Area

The Industrial Exception Area consists of 16 parcels with existing urban development identified in the City's adopted General Plan as the Industrial Exception Area and designated as General Industry. Of these 16 parcels, ten are currently within the City's SOI. These parcels encompass 29.47 acres, approximately 33 percent of the total acres within the Industrial Exception Area.

Ten of the 16 parcels are currently within the City's SOI, encompassing 29.47 acres or 33% of the total Exception Area. The City has requested inclusion in the SOI of an additional six parcels, including the 43-acre parcel containing the Redwood Empire Saw Mill. The total Exception Area approximates 58 acres, all of which is designated General Industrial under the City's adopted General Plan. Appendix 1 provides data for the parcels within Area 3.

As stated previously, including these six parcels in the SOI would be consistent with the Commission's policy which encourages urban development in cities rather than in unincorporated territory and, where existing urban development is adjacent to a city, to encourage annexation to, and provision of services by, the adjacent city. In light of the Commission's policy and the existence of urban development on these parcels, it can be argued that these six parcels should be included the SOI.

Map of Area 3 – Southeast Territory: Industrial Area



Area 3 - Southeast Territory: Asti Exception Area

The City-designated Asti Exception Area is comprised of approximately 52 acres, all within in the City's UGB. This territory is the home of the historic Italian-Swiss Asti Winery, now known as Cellar No. 8; it is largely developed with the winery and winery-related uses and improvements. In the Sonoma County General Plan, this is one of four winery sites whose land-use designation is Recreation and Visitor-Serving Commercial, allowing for a wide variety of intensive recreation and tourist-commercial uses, including restaurants, offices, country clubs and golf courses, trade schools and colleges, race tracks, amusement parks, hotels, visitor oriented retail businesses, as well as existing or proposed wineries and associated restaurants and lodging facilities. The City's General Plan designates this area as Destination Commercial, intended to encourage recreation and tourist commercial uses. There appears to be consistency in use between the City and County General Plans.

The 52 acres, which encompass the City-designated Asti Exception Area, represent only a portion of a parcel of approximately 120 acres owned by Beringer Blass Wine Estates Company. To support continuity in the City's sphere and to assure permanent conservation of agriculture and open space, staff supports inclusion in the City's SOI of an area larger than a portion of this parcel. Five parcels, which lie adjacent to the Cellar No. 8 parcel, should be included in the sphere. In the City's General Plan, these parcels are designated Conservation with the purpose to manage and preserve valuable biological, visual and agricultural resources in the Cloverdale Planning Area. In addition to the winery, other uses in the area include residences, small vineyards and assorted commercial uses. None of these parcels is under Williamson Act contracts or has a conservation easement.

Inclusion in the sphere of this entire area would be acceptable only if, prior to the submittal of any annexation proposal, the City develops a conservation zoning district for this area; the district must include permanent conservation mechanisms.

Determinations

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

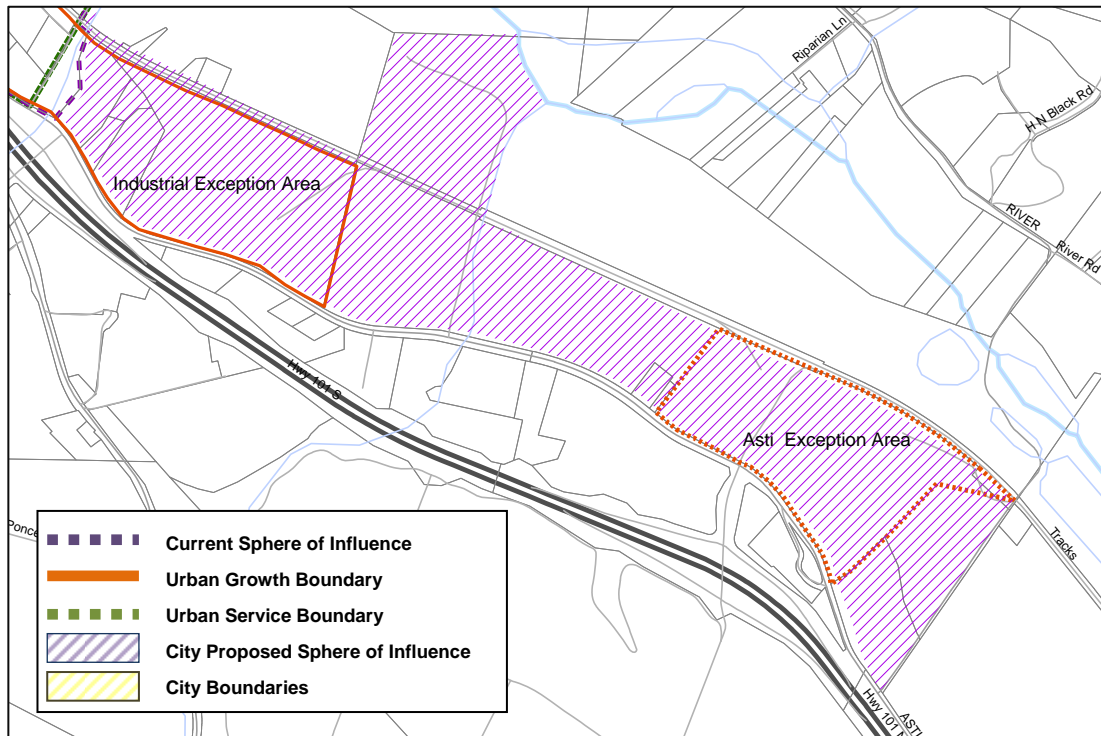
The Southeast Territory, comprised of the Industrial Area and the Asti Area, is developed to the limits provided in the County General Plan with commercial, industrial, and winery-related uses; further development is not expected. However, approximately 59% of the area is currently in agricultural use (vineyards).

The territory containing existing urban development is included under the City's adopted General Plan and UGB. The Industrial Exception Area is designated General Industry under the City's adopted General Plan. The UGB allows for urban development of industrial uses and utilities and improvements required for industrial uses in the Industrial Exception Area consistent with the General Industrial (M-1) and Industrial Park (M-P) zoning districts of the City's Zoning Ordinance, excluding residential uses and retail sales other than sale of goods incidental to industrial uses.

Similarly, the Asti Exception Area is designated Destination Commercial under the City's adopted General Plan. The uses allowed under the City's General Plan are similar to or less intensive than those uses currently allowed under the County's General Plan. The City's UGB further limits uses within the Asti Exception Area to preservation of

agricultural uses, winery-related uses, and improvements required for agricultural and/or winery related uses. The uses currently allowed in the Asti Exception Area are limited to: maintenance of the historic Asti Winery and appropriate expansion of the winery for production and storage of wine and wine products; and maintenance and appropriate expansion of visitor uses consistent with those which have been historically held at Asti including wine tasting, wine sales, and wine related events.

Figure 5. Map of Area 3 – Southeast Territory: Asti Area



Areas currently in agricultural use are identified under the City's General Plan as Conservation. The purpose of the Conservation designation is to manage and preserve valuable biological, visual and agricultural resources in the Cloverdale Planning Area. Prior to submittal of any proposals for annexation of territory in this area, the City must develop a conservation zoning district within its Zoning Ordinance which is anticipated to include permanent conservation mechanisms.

In order to ensure that inclusion in the SOI does not result in development of Conservation parcels at urban levels, the City and property owners have agreed to recordation of a permanent conservation easements over the Conservation parcels.

No annexation shall not occur until the recordation of a permanent conservation easement, acceptable to the Commission, over any Conservation parcel.

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

For this territory, approximately 6,400 linear feet of 12- inch and 1,400 linear feet of 8- inch gravity sewer main and 1,100 linear feet of 6-inch sewer force mains will need to be constructed in Asti Road to serve the areas within the City's voter-approved UGB which

is planned for development. In addition, two pump stations will be required along Asti Road to lift effluent at two low spots along this route.

The water system must be extended south along Asti Road past the Alexander Valley Resort Specific Plan area to support growth in the Industrial and Asti Exception Areas. A 12-inch water main will continue new water service in Asti Road to approximately ½ mile south of the Dutcher Creek Exit of Highway 101. A 12-inch loop running from Asti Rd in Chrome Iron Road to Cloverdale Municipal Airport and north along the western boundary of the Cloverdale Municipal Airport along the railroad tracks will connect to an existing 12-inch stub main in Santana Drive.

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

Given the predicted loading, the WWTF would be operating at 93% of the peak dry weather capacity for a population of 10,000 residents and a total of 42% of complete commercial/industrial build-out. When the City's population reaches approximately 10,000 residents, the City should re-evaluate the wastewater flows into the WWTF and conduct another SSMP Update to identify any changes in the loading criteria.

The WSMP Update approximates a 30% increase in residential demand for a maximum population of 12,000 citizens and a 55% increase in non-residential demand when all available non-residential land is developed at General Plan build-out to maximum density. Build-out will largely occur in the northern and southern limits of the City primarily on the eastern side of Hwy 101; however, some build-out will occur as infill within the developed parts of town. For the most part, the existing water system network is sufficient to handle projected new loads associated with infill.

To support the non-infill development in the southern area of Cloverdale, an Asti Rd Reservoir site is proposed to be added in the area southeast of the southerly interchange and be included in Water Zone 1. The Asti Rd Reservoir site would include two (2) 500,000 gal tanks.

Annexations should not be considered until a plan for services demonstrates that the City has the capacity to provide water and sewer service.

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.

No social or economic communities of interest have been found in the territory.

Area 6 - Foothill Boulevard

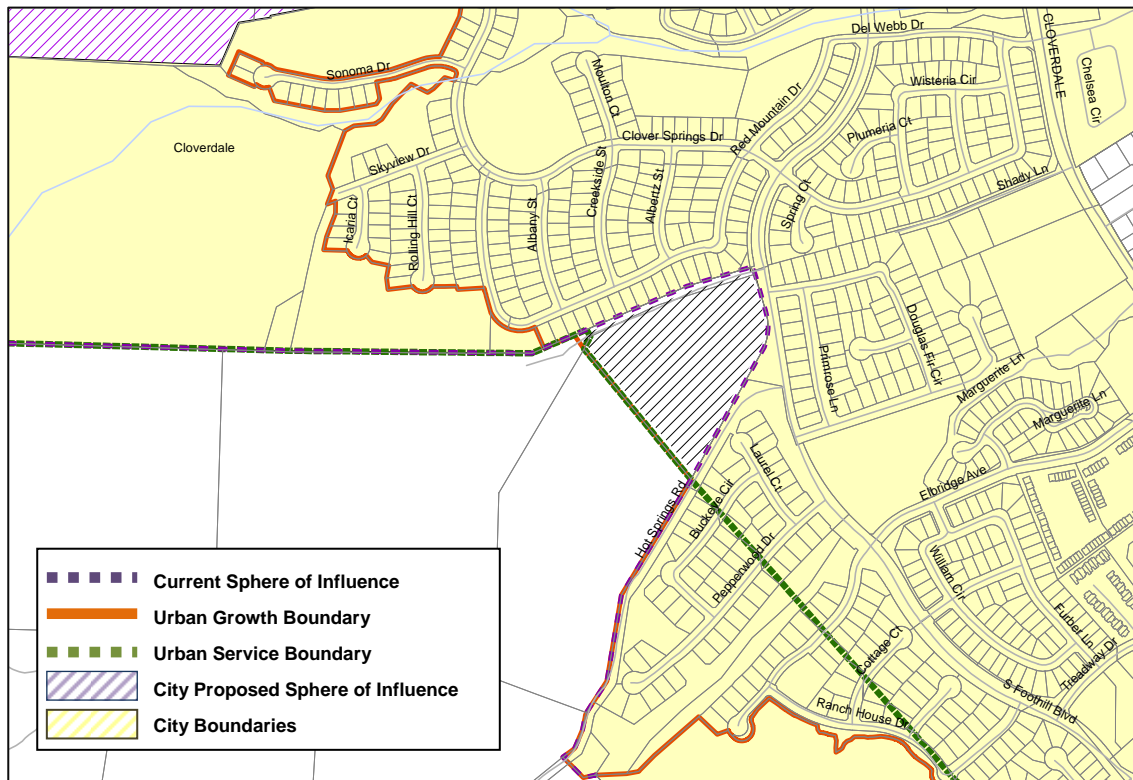
This small area, which represents a single parcel, is surrounded by City boundaries and urbanized development to the north, east and south. The parcel is currently developed as a single family residence. As previously stated, this area is within the City's UGB and the County's USB.

Determinations

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

The area is presently designated Resources & Rural Development under the County's General Plan and is planned to remain in residential use.

Figure 6. Map of Area 6 – Foothill Boulevard



2. The present and planned land uses in the area including agricultural and open space lands.

The area is presently designated Resources & Rural Development under the County's General Plan and is planned to remain in residential use.

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

The territory is served by City water and a septic system. There is no need to extend additional urban services and facilities to the territory.

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

The territory is served by City water and a septic system. There is no need to extend additional urban services and facilities to the territory.

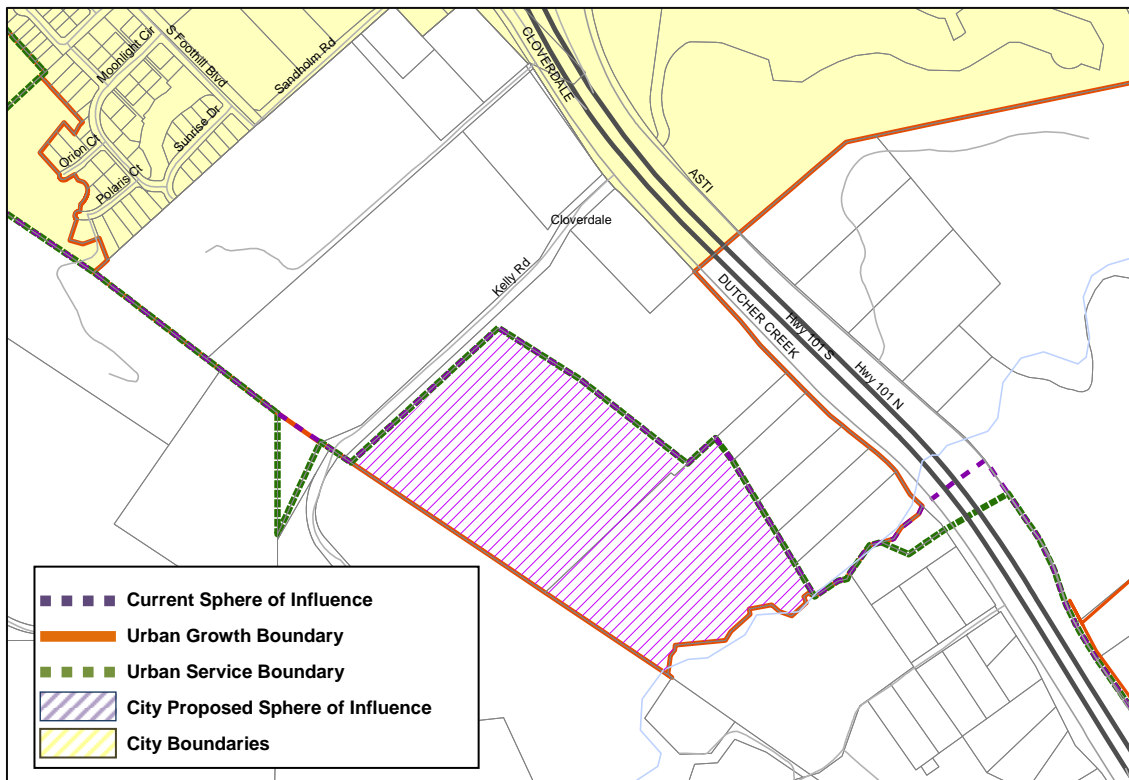
5. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

No social or economic communities of interest have been found in the territory.

Area 7 – Kelly Road

This small area is adjacent to the current SOI on the north and east. The northern parcel (117-040-073) is currently developed as a single family residence. As indicated in Figure 5, this area is within the City's UGB but outside the County's USB. A portion of the southern parcel is already in the City's existing SOI. Appendix 1 provides data for the parcels within Area 7.

Figure 7 . Map of Area 7 – Kelly Road



Determinations

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

The area is presently designated Rural Residential under the County's General Plan and is planned to remain in residential use.

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

The territory is served by individual wells and septic systems. There is no need to extend urban services and facilities to the territory.

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

The territory is served by individual wells and septic systems. There is no need to extend urban services and facilities to the territory.

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.

No social or economic communities of interest have been found in the territory.

TERRITORY OUTSIDE THE CITY'S URBAN GROWTH BOUNDARY

The City has requested that two areas outside the City's UGB be included within the City's SOI: Area 4 - Rains Creek and Area 5 - Westside. The Rains Creek territory, located outside the City's USB, includes a total of 56 parcels encompassing approximately 360 acres. The Westside territory, including a total of 42 parcels encompassing approximately 442 acres, is located outside and adjacent to the City's UGB and within the City's USB. Table 29 summarizes the subject territory which includes a total of 98 parcels encompassing approximately 802 acres.

Table 29: Areas Proposed for Inclusion

Area	Territory	Parcels	Acres	Recommended Action
Area 4	Rains Creek	56	360	Exclude from SOI
Area 5	Western Hillside	42	442	Remain in the SOI
	Total	98	802	

Area 4 – Rains Creek

The area requested by the City for inclusion within the SOI is comprised of most, but not all, of the territory within the Rains Creek County Water District (RCWD). This territory is not currently within the City's SOI and is mostly outside the City's UGB and USB. The territory contains 56 parcels comprising approximately 360 acres. Most of the area is designated Conservation under the City's General Plan. Appendix 1 provides data for the parcels within Area 4.

Determinations

In establishing spheres of influence for cities, the Commission's general policy is to exclude parcels outside the Urban Growth Boundary and Urban Service Boundary of a city. At this time, inclusion of this area within the SOI would not be consistent with the Commission's policies. Due to the inconsistency, the recommendation is to exclude this territory from the SOI.

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

The territory is developed to the limits provided in the County General Plan and further development is not expected.

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

The territory is served by individual wells and septic systems. There is no need to extend urban services and facilities to the territory.

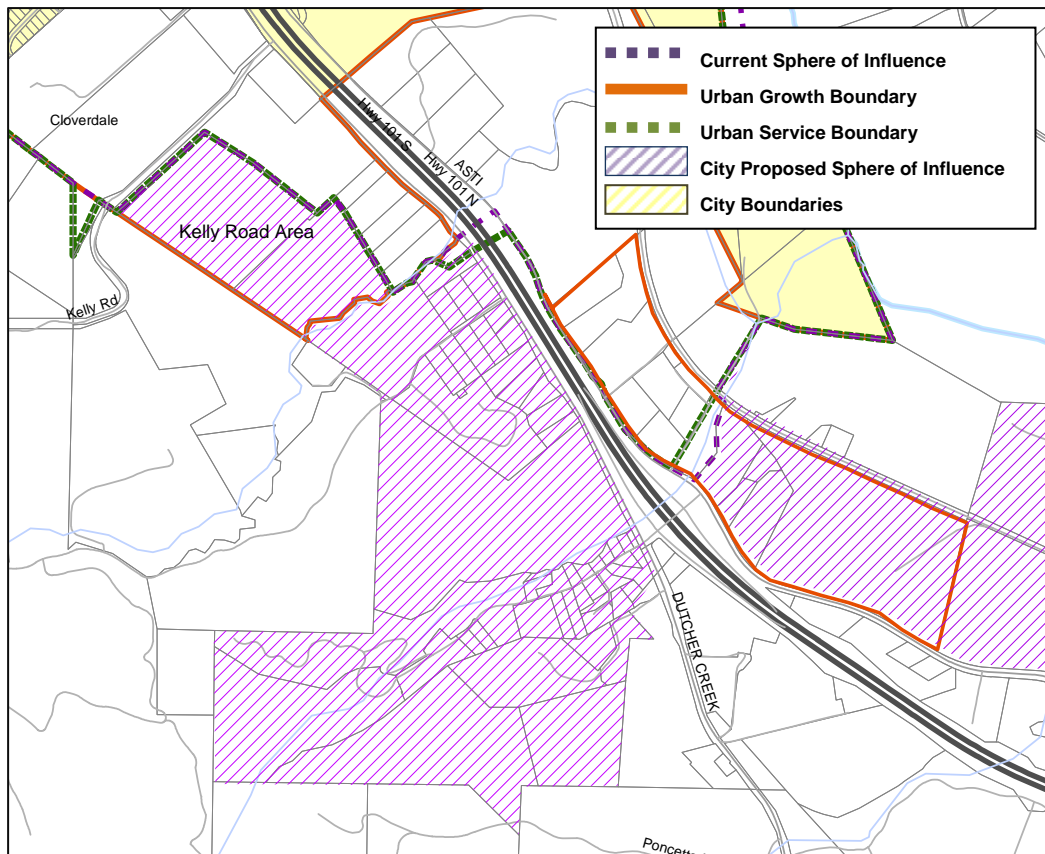
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

The territory is served by individual wells and septic systems. There is no need to extend urban services and facilities to the territory.

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.

No social or economic communities of interest have been found in the territory.

Figure 8. Map of Area 4 - Raines Creek



Area 5 – Westside

Although the territory designated as the Westside is currently within the City's SOI, it is not within the boundaries of the City's UGB. The City did not include the territory in the UGB proposed to the voters in 2011. The City is now requesting, however, that the territory remain within the City's SOI. This territory is generally comprised of parcels above the 400-foot elevation line to the west of the existing City limits. It is largely designated Conservation in the City's General Plan with small amounts of Rural Residential and Public Institutional lands. Appendix 1 provides data for the parcels within Area 5.

The City General Plan addresses the Westside territory as follows:

Land Use Policy LU 3-2: *Hillside areas are generally outside of the proposed Urban Growth Boundary, and any development shall conform to Urban Growth Boundary requirements. Development shall not be allowed on hillsides outside the UGB, except where the development restrictions would raise constitutional issues regarding private property rights. Development on hillside areas within the UGB shall be consistent with the Conservation, Design, and Open Space Element, to eliminate or minimize visual, access or lighting impacts in hillside areas, particularly in the western hillsides.*

Policy CDO 1-2: *"Conservation Features" areas outside the Urban Growth Boundary, as shown on the General Plan Land Use Map, shall be reserved for agricultural uses. "Conservation Features" areas in hillsides to the west of the City shall be reserved for protection of forested hillsides.*

The UGB prohibits urban development outside the UGB and seeks to protect the western hillsides as follows:

F. To provision of services to or annexation of land outside and adjacent to the western City limit/Urban Growth Boundary, subject to the following:

i. Provision of services to or annexation of land outside and adjacent to the western City limit/Urban Growth Boundary shall be subject to discretionary approval by the City Council in consideration for permanent dedication of western hills open space in a form acceptable to the City Council. Dedication of western hills open space pursuant to this provision must be to an open space district, land trust, or the City and be pursuant to an agreement to which the City is a party that prohibits revocation of the dedication and that creates permanent access for public use in accordance with policies PR 1-4 and PR 1-5 of the General Plan. Open space dedicated pursuant to this provision is intended to serve as a buffer between urban land uses within the City limit/Urban Growth Boundary and rural and agricultural land uses outside the City limit/Urban Growth Boundary and as a permanent open space amenity for the entire community consistent with General Plan Goal LU-3 and Policies LU 3-2 and 3-3. Open space dedicated pursuant to this provision must provide for public access and the potential for trails as outlined in the Open Space Element of the General Plan. Open space dedicated pursuant to this provision must extend from the 400 or 550 foot elevation of the parcel to be annexed or receive services pursuant to this provision (whichever is

applicable to the development proposed for annexation or to receive City services pursuant to paragraph a or b, below) to and include the highest elevation of the parcel or the ridgeline, whichever is highest. Such dedicated open space may, but need not, include land beyond the parcel ridgeline, provided that the dedicated land shall include sufficient lands beyond the ridgeline to assure that any development beyond the ridgeline will not be visible from the valley floor. Development on parcels on which open space is dedicated pursuant to this provision may not include structures, lighting or other features beyond the parcel ridgeline that are visible from the valley floor. For purposes of this provision, "ridgeline" means the highest points of the western hillside which are generally visible from the valley floor of the City. A line along the highest points of an individual parcel is not necessarily a ridgeline for purposes of this section. "Generally visible" means visible from multiple or several areas on the valley floor, rather than from a single isolated vantage point below the 400 foot elevation. "Valley floor" means gently sloping, level or nearly level areas within the City limits and below the 400 foot elevation.

ii. Services may only be provided to land outside and adjacent to the western City limit/Urban Growth Boundary pursuant to this exception for the following land uses:

(a) residential development with a finished grade below the 550 foot elevation consistent with all of the land use requirements applicable to rural residential (R-R) zoning districts as defined in General Plan Exhibit 2-2, and providing that any grading will not be detrimental to the views from the valley floor.

(b) development below the 400 foot elevation consistent with all of the land use requirements applicable to R-1 zoning districts within the City limit/Urban Growth Boundary.

(c) provision of services to structures in existence as of November 2, 2010, provided that such structures or any related access ways, lighting or other features are not visible from the valley floor.

iii. Provision of services to or annexation of land outside and adjacent to the western City limit/Urban Growth Boundary will be subject to an outside area services agreement or pre-annexation agreement or similar transaction meeting the requirements of this provision F and approved by the City Council and any other government agency with jurisdiction over such transaction.

Urban development of the Westside territory is protected by the policies of the General Plan and the City's UGB. The City believes that retaining the SOI in its current location would provide an avenue for the City to express concerns over development, preserve its western hillsides, and maintain the visual character of the community. The City points to the Clover Springs Open Space Area, located outside the City's UGB and within the SOI, as a good example of the successful implementation of these policies. The Clover Springs Open Space Area, located on the west side of the City is comprised of approximately 250 acres of publicly-accessible open space and hiking trails and has been preserved in perpetuity via a conservation easement.

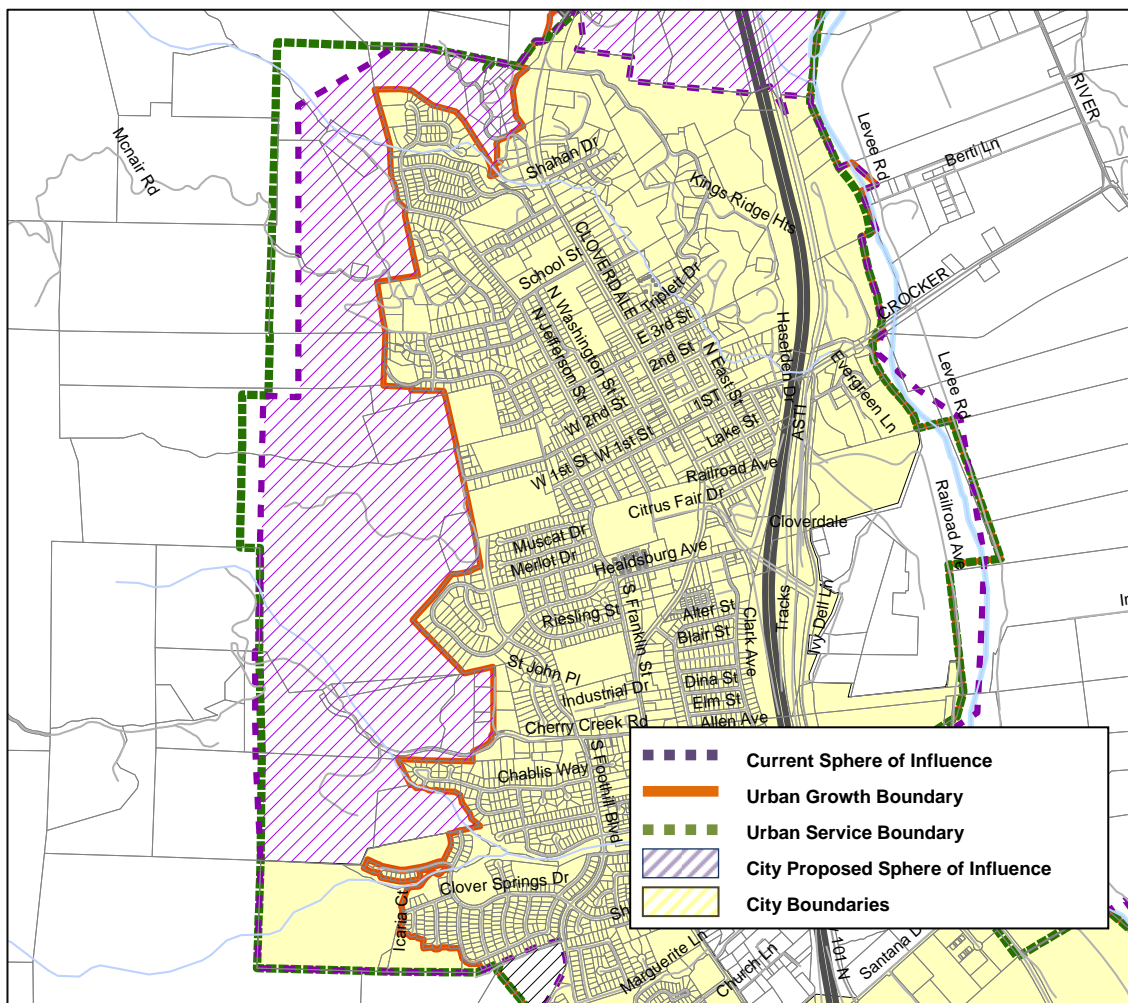
Determinations

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

The territory is developed to the limits provided in the County General Plan and further development is not expected. The of the City's adopted General Plan and UGB protect the western hillsides from urban development through conservation and open space easements to provide for public access.

In order to that insure development of the Westside hill area at urban levels does not occur if the territory is included within the SOI, prior to the Commission's consideration and approval of an annexation, the City must provide documentation satisfactory to the Commission, that insures the annexation provides permanent hillside open space as stated in the City's 2009 General Plan and Urban Growth Boundary Policy.

Figure 9. Map and Aerial View of Area 5 - Westside



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

The territory is served by individual wells and septic systems. There is no need to extend urban services and facilities to the territory.

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

The territory is served by individual wells and septic systems. There is no need to extend urban services and facilities to the territory.

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.

No social or economic communities of interest have been found in the territory.

PROPOSED SPHERE OF INFLUENCE MAP AND POLICY

Figure 10 shows the SOI as proposed by LAFCO staff. Two areas, shown as Proposed SOI with Conditions, are recommended to be included within the SOI with the conditions set forth in the following Draft City of Cloverdale Sphere of Influence Policy. The SOI lines on the map are intended to coincide with the nearest parcel or right of way line.

Draft Policy: Cloverdale Sphere of Influence and Annexation

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

1. Prior to the consideration of a proposal for annexation, the City shall provide a Plan for Services that demonstrates the City's fiscal and physical capability to provide municipal services to the subject territory;
2. Territory to the south of the Cloverdale Airport and east of Highway 101, shown in Figure 11. Exhibit "A" and designated in the City of Cloverdale General plan as Conservation Reserve, may be annexed to the City provided that the owner's of the territory have agreed in writing to record a permanent conservation easement or other form of restriction, to the satisfaction of the Commission, prohibiting conversion of the territory to non-agricultural uses.
3. Territory to the west of the City of Cloverdale, shown in Exhibit "B" and designated in the City of Cloverdale General plan as Hillside Conservation, may be annexed to the City provided that, prior to the consideration and approval of the annexation, the City provides documentation satisfactory to the Commission insuring that annexation provides permanent hillside open space as stated in the City's 2009 General Plan and Urban Growth Boundary Policy.

Figure 10. Proposed City Sphere of Influence

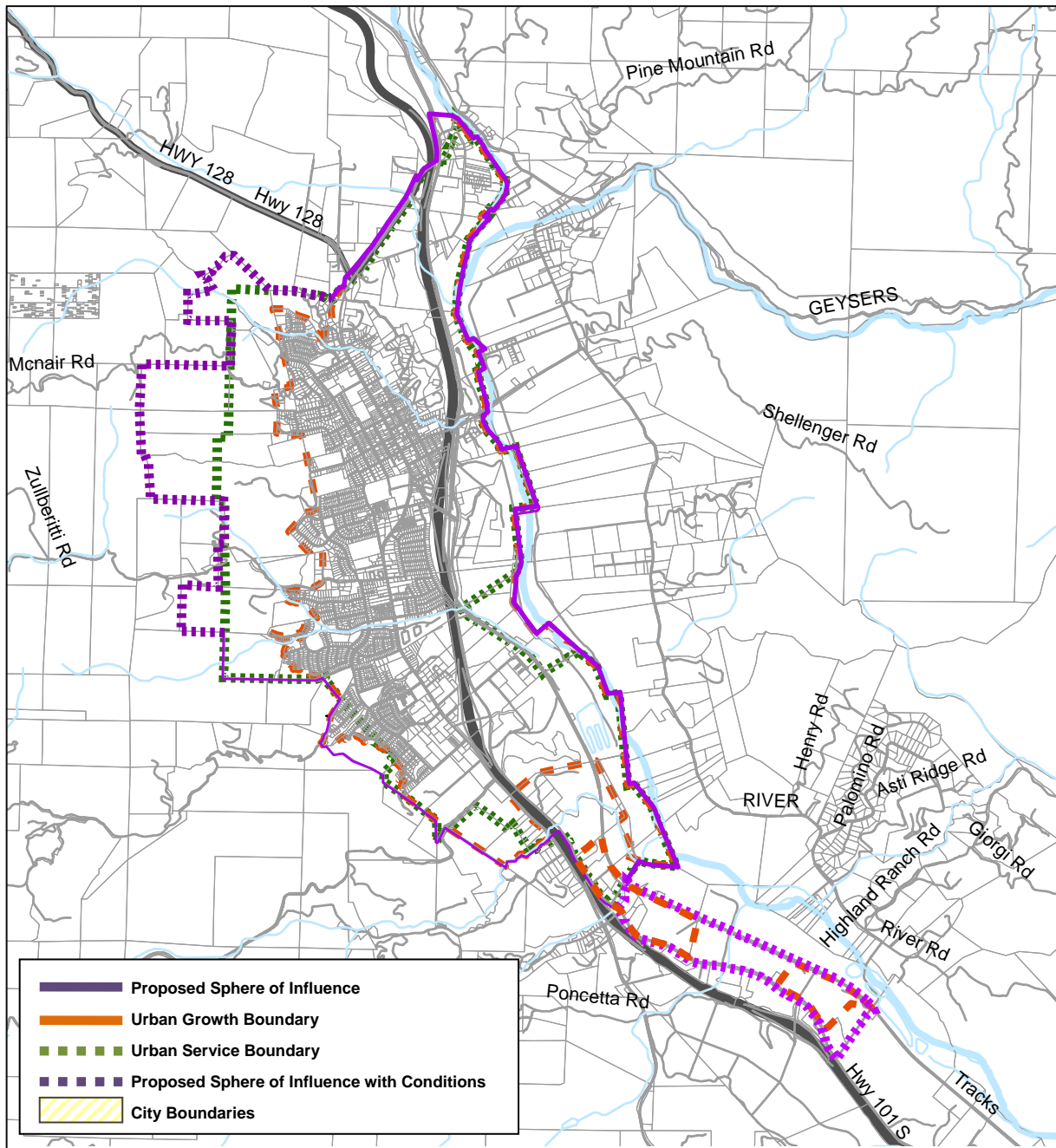


Figure 11. Exhibit A

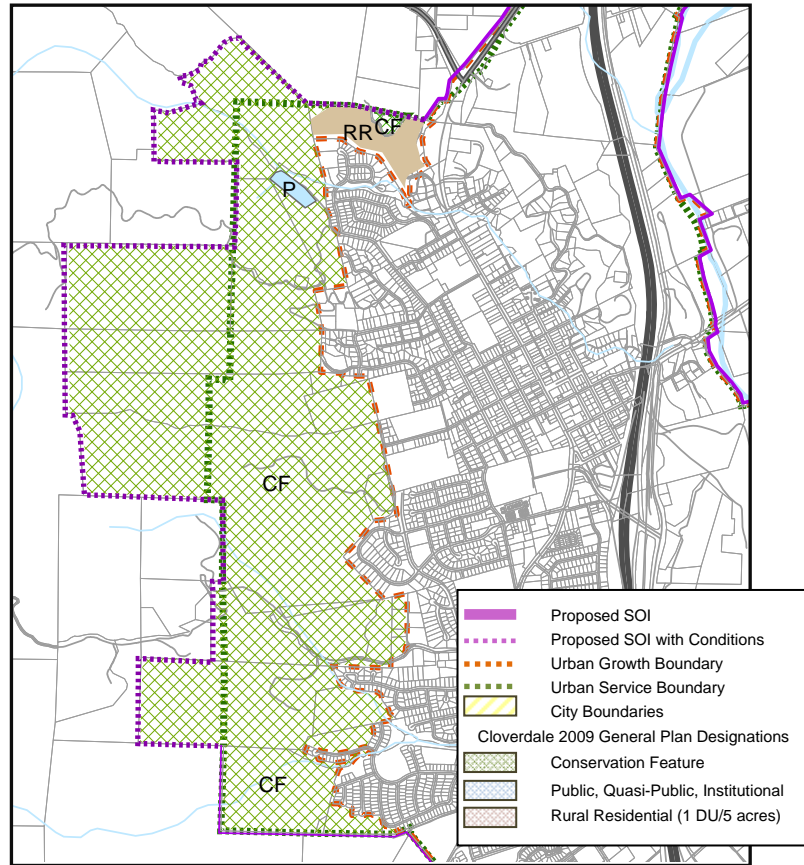
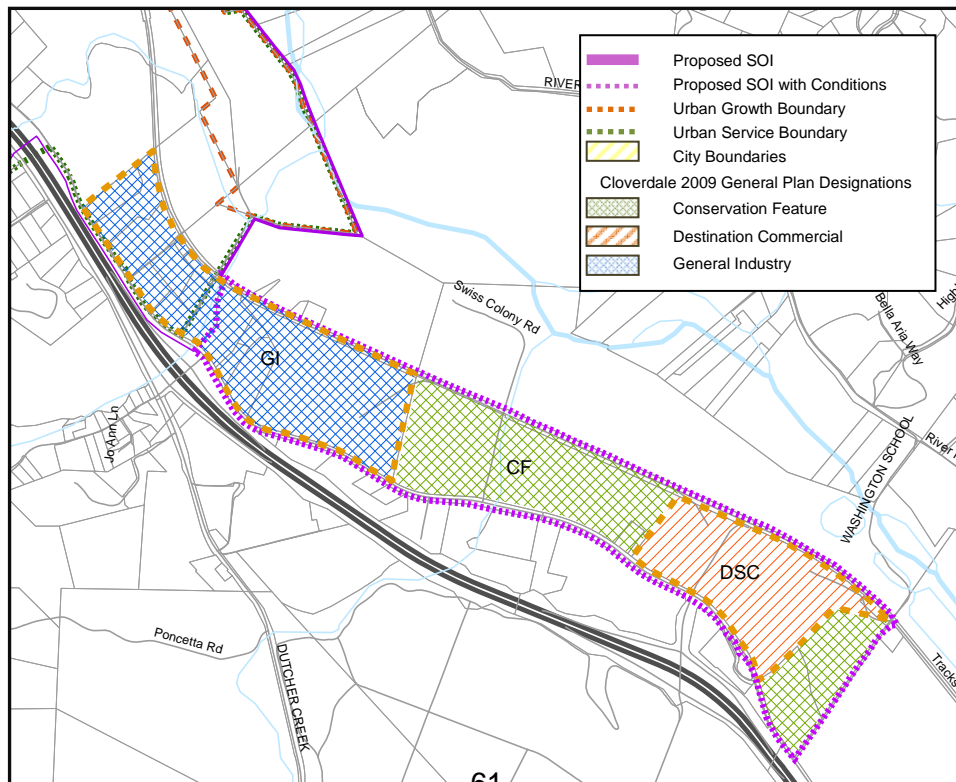


Figure 12. Exhibit B



Legal Authority

The California Government Code Section 56425 states, in part:

In order to carry out its purposes and responsibilities 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, the commission shall develop and determine the sphere of influence of each local governmental agency within the county and enact policies designed to promote the logical and orderly development of areas within the sphere.

Government Code Section 56076 defines a sphere of influence as “a plan for the probable physical boundaries and service area of a local agency, as determined by the commission.” Key to the definition is that the sphere of influence is a plan, which includes a map. This policy provides a plan for the implementation of the sphere of influence that ensures logical and orderly development and preserves the agricultural resources of Sonoma County.

Background and Discussion

The General Policy for establishing the Spheres of Influence for Cities states:

Spheres of influence are established by LAFCO to identify the probable physical boundaries and service areas of cities. Spheres of influence must be updated every five (5) years and are amended as conditions warrant. The intent of this policy is to promote the efficient, effective, and equitable delivery of local and regional services for existing and future residents through spheres of influence and to encourage a collaborative process with agencies.

By 2008, the Commission confirmed existing spheres of influence for all nine cities in the county. The spheres of influence and Urban Growth Boundaries for the nine cities in the County where voters have approved them often coincide, and, for most cities, the Urban Service Boundary, as designated in the Sonoma County General Plan, is frequently the same “line.” However, because of the Board of Supervisors’ approval of the 2020 General Plan in September 2008, there are a number of instances in which these three lines are not coterminous, i.e., where a city’s sphere of influence differs from its Urban Growth Boundary and Urban Service Boundary, which are generally coterminous. In those cases, besides reviewing the general policy, the Commission, must evaluate any changes to the sphere of influence using the following criteria:

- A. Relationship to city boundary, streets, open space
- B. Existing uses
- C. Size & development potential of parcel
- D. Topographical & physical considerations
- E. City’s willingness to serve
- F. City’s ability to serve
- G. Planning principles
- H. Legal agreements and settlements

Several of the amendments to the Sphere of Influence requested by the City include territory that is outside the City's Urban Growth Boundary and/or Urban Service Boundary. The Commission reviewed the City's requested amendments and found all but one request to be reasonable when evaluated with the established policy and practice and when certain conditions were included in the consideration of future annexations.

These special conditions are based on the City of Cloverdale's General Plan having several unique policies and planning theories, including conservation areas outside the Urban Growth Boundary and non-contiguous "exception areas" within the Urban Growth Boundary.

The City has stated in its General Plan and Urban Growth Boundary Policy that development west of the City's boundary and UGB should be limited to low intensity development with controlled visibility and impacts. Although the territory is outside the City's UGB, the City believes the inclusion of the territory within the City's SOI will provide the City a greater degree of influence over potential development within territory. In anticipation of the potential annexation of the hillside areas, the City General Plan states that the "hillside conservation areas may be annexed if the annexation provides permanent hillside open space or recreational opportunities for the City."

The Commission respects the City's desire to limit development and encourage open space in the areas surrounding the City. As a condition of the inclusion of this territory within the SOI, the Commission will require, prior to the approval of annexation, documentation, satisfactory to the Commission, insuring that the annexation provides permanent hillside open space as stated in the City's 2009 General Plan.

In order for the City to annex the Asti Exception area, the intervening territory between the current City boundaries and the exception area must also be annexed. Much of this area is in productive agricultural use. To accommodate the goal of the City to annex the exception area and the Commission's goal of the preservation of agricultural lands, the Commission may permit annexation of the intervening areas provided the territory is placed in a permanent conservation easement or other form of restriction, to the satisfaction of the Commission, prohibiting conversion of the territory to non-agricultural uses.

APPENDIX 1. Parcels requested by the City to be included within the Sphere

Parcel Number	Acreage	County General Plan	City General Plan	Use
Area 1 – McCray Road				
115-180-069	32.18	Public-Quasi Public	Public-Quasi Public	Park
115-150-049	2.31	Rural Residential	Low Density Residential	Residential
115-150-050	1.37	Rural Residential	Low Density Residential	Residential
115-150-015	0.18	Rural Residential	Low Density Residential	Residential
115-150-014	0.18	Rural Residential	Low Density Residential	Residential
115-150-076	0.86	Rural Residential	Low Density Residential	Residential
115-150-075	2.00	Rural Residential	Low Density Residential	Residential
115-150-074	2.00	Rural Residential	Medium Density Residential	Residential
115-180-068	9.75	Public-Quasi Public	Public-Quasi Public	Park
115-150-007	7.48	General or Limited Industrial	Medium Density Residential	Vacant
115-150-068	7.21	General or Limited Industrial	Medium Density Residential	Vacant
115-150-043	2.32	Rural Residential	Medium Density Residential	Vacant
115-150-067	16.47	General or Limited Industrial	Medium Density Residential	Preston Lumber Mill Clean-up Site - Vacant
115-180-007	5.43	Rural Residential	Low Density Residential	Residential
115-180-061	7.06	Rural Residential	Low Density Residential	Residential - Else Way
115-180-058	2.06	Rural Residential	Low Density Residential	Residential
115-150-052	5.00	General or Limited Industrial	Medium Density Residential	Preston Lumber Mill Clean-up Site - Vacant
115-180-057	1.87	Rural Residential	Low Density Residential	Residential
115-170-027	0.17	Rural Residential	Low Density Residential	Residential
115-170-028	0.14	Rural Residential	Low Density Residential	Residential
115-170-043	0.15	Rural Residential	Low Density Residential	Residential
115-180-062	0.64	Rural Residential	Low Density Residential	Residential
115-170-030	0.22	Rural Residential	Low Density Residential	Residential
115-170-061	2.69	Rural Residential	Low Density Residential	Residential
115-170-026	1.56	Rural Residential	Low Density Residential	Residential

Parcel Number	Acreage	County General Plan	City General Plan	Use
115-170-060	0.50	Rural Residential	Low Density Residential	Residential - Else Way
115-170-024	0.21	Rural Residential	Low Density Residential	Residential - Else Way
115-170-023	0.16	Rural Residential	Low Density Residential	Residential - Else Way
115-170-022	0.16	Rural Residential	Low Density Residential	Residential - Else Way
115-170-021	0.16	Rural Residential	Low Density Residential	Residential - Else Way
115-170-020	0.16	Rural Residential	Low Density Residential	Residential - Else Way
115-170-019	0.16	Rural Residential	Low Density Residential	Residential - Else Way
115-170-018	0.16	Rural Residential	Low Density Residential	Residential - Else Way
115-170-017	0.18	Rural Residential	Low Density Residential	Residential - Else Way
115-170-051	0.12	Rural Residential	Low Density Residential	Residential - Else Way
115-170-052	0.34	Rural Residential	Low Density Residential	Residential - Riverside Drive
115-170-054	0.38	Rural Residential	Low Density Residential	Residential - Riverside Drive
115-170-058	0.23	Rural Residential	Low Density Residential	Residential - Riverside Drive
115-170-047	0.14	Rural Residential	Low Density Residential	Residential - Riverside Drive
115-170-013	0.12	Rural Residential	Low Density Residential	Residential - Riverside Drive
115-170-014	0.12	Rural Residential	Low Density Residential	Residential - Riverside Drive
115-170-015	0.27	Rural Residential	Low Density Residential	Residential - Riverside Drive
115-170-016	0.26	Rural Residential	Low Density Residential	Residential - Riverside Drive
115-170-010	0.51	Rural Residential	Low Density Residential	Residential - Riverside Drive
115-170-009	0.23	Rural Residential	Low Density Residential	Residential - Riverside Drive
115-170-045	0.57	Rural Residential	Low Density Residential	Residential - Riverside Drive
115-170-053	0.41	Rural Residential	Low Density Residential	Residential - Riverside Drive
115-170-007	0.26	Rural Residential	Low Density Residential	Residential - Riverside Drive
115-170-006	1.83	Rural Residential	Low Density Residential	Residential - McCray Road
115-170-062	0.88	Rural Residential	Low Density Residential	Residential - McCray Road
115-170-002	1.03	Rural Residential	Low Density Residential	Residential - McCray Road
115-170-036	2.95	Rural Residential	Low Density Residential	Residential - McCray Road
115-170-001	2.80	Rural Residential	Low Density Residential	Residential - McCray Road
115-160-062	6.77	Rural Residential	Low Density Residential	Residential - McCray Road
115-160-016	0.49	Rural Residential	Low Density Residential	Residential - McCray

Parcel Number	Acreage	County General Plan	City General Plan	Use
				Road
115-160-018	0.34	Rural Residential	Low Density Residential	Residential - McCray Road
115-160-019	2.85	Rural Residential	Low Density Residential	Residential - McCray Road
115-160-066	1.39	Rural Residential	Low Density Residential	Residential
115-160-065	3.56	Resources and Rural Development	Low Density Residential	Residential
115-090-011 PTN	3.00	Recreation & Visitor Serving Commercial	Conservation	Residential
115-150-073	0.00	Rail	General Industrial	Railroad right-of-way
115-160-052	0.58	Resources and Rural Development	Low Density Residential	Residential
115-160-049	0.49	Resources and Rural Development	Low Density Residential	Residential
115-160-011	1.27	Urban Residential/Medium Density Residential	Medium Density Residential	Apartments/Cottages
115-160-045	0.35	Limited Commercial & Limited Commercial -Traffic Sensitive	Medium Density Residential	Residential
115-160-047	0.53	Limited Commercial & Limited Commercial-Traffic Sensitive	Medium Density Residential	Vacant Commercial - Old Redwood Highway
115-160-012	0.49	Rural Residential	Low Density Residential	Residential - McCray Road
115-160-013	0.22	Rural Residential	Low Density Residential	Residential
115-160-057	0.34	Limited Commercial & Limited Commercial-Traffic Sensitive	Medium Density Residential	Preston Lumber Mill Clean-up Site - Vacant
115-160-014	1.50	Rural Residential	Low Density Residential	Residential - McCray Road
115-160-058	1.57	Limited Commercial & Limited Commercial-Traffic Sensitive	Medium Density Residential	Preston Lumber Mill Clean-up Site - Vacant
115-160-038	0.51	Rural Residential	Low Density Residential	Residential - McCray Road
115-150-038	1.62	General or Limited Industrial	Medium Density Residential	Residential - McCray Road
115-150-039	2.95	General or Limited Industrial	Medium Density Residential	Preston Lumber Mill Clean-up Site - Vacant
115-150-002	1.04	General or Limited Industrial	Medium Density Residential	Preston Lumber Mill Clean-up Site - Vacant

Parcel Number	Acreage	County General Plan	City General Plan	Use
115-150-055	2.85	General or Limited Industrial	Medium Density Residential	Preston Lumber Mill Clean-up Site - Vacant
115-150-054	1.00	General or Limited Industrial	Medium Density Residential	Preston Lumber Mill Clean-up Site - Vacant
115-150-064	1.28	Limited Commercial & Limited Commercial-Traffic Sensitive	General Industrial	Retail Antiques and Saw Service
115-150-045	9.90	General or Limited Industrial	General Industrial	Redwood Empire Saw Mill
115-150-069	16.74	General or Limited Industrial	General Industrial	Redwood Empire Saw Mill
116-050-006	0.41	Rural Residential	Conservation	Residential
116-050-011	29.03	Rural Residential	Conservation	Vineyard
116-050-008	1.26	Rural Residential	Conservation	Residential
116-050-009	10.2	Rural Residential	Low Density Residential	Residential
116-050-010	12.2	Rural Residential	Low Density Residential	Barnes Lumber
116-050-003	0.28	Rural Residential	Low Density Residential	Residential
115-160-050	0.34	Rural Residential		
115-150-072	0	Rail		
115-160-001	0.12	Rural Residential		
116-050-002	0.32	Rural Residential	Low Density Residential	Residential
Area 2 – Lile Lane				
116-310-080	5.26	Land Intensive Agricultural	Conservation	Vacant
116-310-079	30.26	Land Intensive Agricultural	Conservation	Vineyard
116-310-006	1.00	Land Intensive Agricultural	Conservation	Vineyard
116-310-005	10.8	Land Intensive Agricultural	Conservation	Vineyard
116-310-055	0.60	Land Intensive Agricultural	Conservation	Vacant
116-310-054	0.07	Land Intensive Agricultural	Conservation	Vacant
116-310-053		Land Intensive Agricultural	Conservation	Vacant
116-310-014	9.59	Land Intensive Agricultural	Destination Commercial	Vacant
Area 3 - Southeast Territory: Industrial Area				
<i>Parcels Within UGB Exception Area & Existing SOI</i>				
117-060-056	4.00	Limited Industrial	General Industrial	
117-060-057	4.39	Limited Industrial	General Industrial	
117-060-058	6.63	Limited Industrial	General Industrial	
118-010-001	0.22	Rural Residential	General Industrial	

Parcel Number	Acres	County General Plan	City General Plan	Use
118-010-022	0.91	Rural Residential	General Industrial	
118-010-038	3.24	Limited Industrial	General Industrial	
118-010-074	3.22	Limited Commercial	General Industrial	
118-010-075	1.89	Limited Industrial	General Industrial	
118-010-072	2.38	Limited Commercial	General Industrial	
118-010-073	2.59	Limited Commercial	General Industrial	
<i>Parcels Within UGB Exception Area & Outside Existing SOI</i>				
118-010-046	1.49	Limited Industrial	General Industrial	
118-010-036	5.70	Limited Industrial	General Industrial	Industrial
118-010-034	42.90	Limited Industrial	General Industrial	Redwood Empire Lumber Mill
118-010-050	1.45	Limited Industrial	General Industrial	Industrial
118-010-049	7.02	Limited Industrial	General Industrial	Commercial Landscape
118-010-076	0.00	Railroad Right-of-Way	Conservation	Railroad Right-of-Way
AREA 3 - Southeast Territory: Asti Area				
118-020-005	119.58	Land Intensive Agricultural and Recreational and Visitor Serving	Destination Commercial and Conservation	Vineyard and Winery – Cellar No. 8
118-020-003	1.28	Land intensive agricultural	Conservation	Church
118-020-006	0.30	Land intensive agricultural	Conservation	Vacant
118-020-004	9.96	Land intensive agricultural	Conservation	Residential
118-020-008 PTN	0.00	Railroad Right-of-Way	Conservation	Railroad Right-of-Way
118-020-007 PTN	32.0	Land intensive agricultural	Conservation	Vineyard and Residential
AREA 4 – Rains Creek County Water District				
117-030-011	63.0	Agricultural & Residential	Conservation	Open Space
117-040-011	15.51	Agricultural & Residential	Conservation	Open Space
117-040-052	2.00	Agricultural & Residential	Conservation	Residential
117-040-049	1.43	Agricultural & Residential	Conservation	Residential
117-040-050	1.43	Agricultural & Residential	Conservation	Residential
117-040-051	1.20	Agricultural & Residential	Conservation	Residential
117-030-027	0.84	Agricultural & Residential	Conservation	Residential
117-030-023	1.10	Agricultural & Residential	Conservation	Residential
117-030-029	1.40	Agricultural &	Conservation	Residential

Parcel Number	Acreeage	County General Plan	City General Plan	Use
		Residential		
117-030-028	1.40	Agricultural & Residential	Conservation	Residential
117-030-018	1.49	Agricultural & Residential	Conservation	Residential
117-030-017	1.49	Agricultural & Residential	Conservation	Residential
117-030-043	0.08	Agricultural & Residential	Conservation	County Owned
117-030-044	14.06	Agricultural & Residential	Conservation	Residential
117-030-033	2.00	Agricultural & Residential	Conservation	Residential
117-030-034	1.68	Agricultural & Residential	Conservation	Residential
117-030-037	1.18	Agricultural & Residential	Conservation	Residential
117-030-038	1.38	Agricultural & Residential	Conservation	Residential
117-030-039	1.02	Agricultural & Residential	Conservation	Residential
117-030-011	62.97	Resource & Rural Development	Conservation	Open Space
117-020-022	0.15	Rural Residential	Conservation	Residential
117-020-023	0.33	Rural Residential	Conservation	Residential
117-020-021	0.39	Rural Residential	Conservation	Residential
117-020-010	0.25	Rural Residential	Conservation	Residential
117-020-003	0.46	Rural Residential	Conservation	Residential
117-020-041	0.40	Rural Residential	Conservation	Residential
117-020-043	0.48	Rural Residential	Conservation	Residential
117-020-045	1.06	Rural Residential	Conservation	Residential
117-020-044	0.21	Rural Residential	Conservation	Residential
117-020-037	0.41	Rural Residential	Conservation	Residential
117-010-027	24.40	Resources & Rural Development	Conservation	Campground and Recreational Vehicle Park
117-010-026	25.64	Resources & Rural Development	Conservation	Open space
117-010-024	3.52	Agricultural & Residential	Conservation	Residential
117-010-008	0.51	Resources & Rural Development	Conservation	Residential
117-010-013	0.54	Agricultural & Residential	Conservation	Residential
117-020-046	2.50	Rural Residential	Conservation	Residential
117-020-005	0.92	Rural Residential	Conservation	Residential
117-020-026	1.00	Rural Residential	Conservation	Residential

Parcel Number	Acreeage	County General Plan	City General Plan	Use
117-020-012	0.55	Rural Residential	Conservation	Residential
117-020-013	0.55	Rural Residential	Conservation	Residential
117-020-040	0.32	Rural Residential	Conservation	Residential
117-020-039	1.06	Rural Residential	Conservation	Residential
117-020-031	0.69	Rural Residential	Conservation	Residential
117-020-006	0.52	Rural Residential	Conservation	Residential
117-020-030	1.30	Rural Residential	Conservation	Residential
117-020-028	0.42	Rural Residential	Conservation	Residential
117-020-007	0.76	Rural Residential	Conservation	Residential
117-010-015	2.42	Resources & Rural Development	Conservation	Church
117-010-016	2.00	Agricultural & Residential	Conservation	Residential
117-010-017	12.70	Resources & Rural Development	Conservation	Residential and Open space
117-010-002	36.00	Resources & Rural Development	Conservation	Residential and Open space
117-010-010	15.18	Resources & Rural Development	Conservation	Residential and Vineyard
117-020-017	0.57	Rural Residential	Conservation	
117-020-038	0.05	Rural Residential	Conservation	
Area 5 - Westside				
116-030-001	0.45	Rural Residential	Conservation	Residential
116-030-002	2.16	Rural Residential	Conservation	Residential
116-030-003	0.45	Rural Residential	Rural Residential	Residential
116-030-004	0.42	Rural Residential	Rural Residential	Residential
116-030-005	1.16	Rural Residential	Rural Residential	Residential
116-030-008	1.10	Rural Residential	Rural Residential	Residential
116-030-009	0.62	Rural Residential	Rural Residential	Residential
116-030-010	0.44	Rural Residential	Rural Residential	Residential
116-030-011	1.90	Rural Residential	Rural Residential	Residential
116-030-012	0.35	Rural Residential	Rural Residential	Residential
116-030-013	0.35	Rural Residential	Rural Residential	Residential
116-030-014	0.39	Rural Residential	Rural Residential	Residential
116-030-015	0.55	Rural Residential	Rural Residential	Residential
116-030-016	0.50	Rural Residential	Rural Residential	Residential
116-030-017	0.62	Rural Residential	Rural Residential	Residential
116-030-018	0.62	Rural Residential	Rural Residential	Residential
116-020-001	portion	Rural Residential	Rural Residential	Vacant
115-340-004	portion	Resources and Rural Development	Conservation	Vacant
115-120-018	4.98	Resources and Rural Development	Public	Residential

Parcel Number	Acreage	County General Plan	City General Plan	Use
115-120-045	portion	Resources and Rural Development	Conservation	Vacant
115-120-046	20.00	Resources and Rural Development	Conservation	Residential
115-120-042	portion	Resources and Rural Development	Conservation	Vacant
115-220-030	portion	Resources and Rural Development	Conservation	Vacant
115-220-004	portion	Resources and Rural Development	Conservation	Vacant
116-110-001	3.03	Resources and Rural Development	Conservation	Residential
116-110-002	0.91	Resources and Rural Development	Conservation	Residential
116-110-024	15.93	Resources and Rural Development	Conservation	Vineyard
115-220-007	portion	Resources and Rural Development	Conservation	Residential
115-220-006	6.36	Resources and Rural Development	Conservation	Residential
115-220-019	portion	Resources and Rural Development	Conservation	Residential
115-220-038	portion	Resources and Rural Development	Conservation	Residential
115-220-037	2.10	Resources and Rural Development	Conservation	Vacant
115-220-021	portion	Resources and Rural Development	Conservation	Residential
115-220-020	7.38	Resources and Rural Development	Conservation	Residential
116-130-020	1.21	Rural Residential	Conservation	Residential
116-130-019	portion	Rural Residential	Conservation	Vacant
116-130-022	0.65	Rural Residential	Conservation	Residential
116-130-021	1.58	Rural Residential	Conservation	Residential
115-230-008	portion	Resources and Rural Development	Conservation	Residential
115-230-009	15.42	Resources and Rural Development	Conservation	Vacant
115-340-008	portion	Resources and Rural Development	Conservation	Vacant
Area 6 - Foothill Boulevard				
115-240-011	9.8	Resources & Rural Development	Low Density Residential	Single Family Residential
Area 7 – Kelly Road				
117-040-073	27	Rural Residential	Low Density Residential/Conservation	Single Family Residential
117-040-061 PTN	18	Rural Residential	Low Density Residential/Conservation	Vacant