



CITY OF SACRAMENTO
CALIFORNIA

OFFICE OF THE
CITY MANAGER

December 10, 1980

CITY HALL
915 I STREET - 95814
(916) 449-5704

City Council
Sacramento, California

Honorable Members in Session:

SUBJECT: Sphere of Influence

SUMMARY

The Sacramento Local Agency Formation Commission staff has completed, and presented to its Commission, a draft Sphere of Influence for the City of Sacramento. The Commission will hold hearings on the matter between December 18, 1980 and April 4, 1981. The City of Sacramento must adopt an official position on the findings of the draft report and ensure that the City position is presented during the course of the hearings. This report outlines the history and significance of Spheres of Influence and suggests general and specific responses to the draft report now under consideration by LAFCO and recommends that the Sphere of Influence be generally congruent with the City of Sacramento Water Rights Application Area.

BACKGROUND

History

In the late 1960's most of the cities in California pursued very aggressive annexation programs to gain the relatively high net tax revenues generated by new suburban housing and commercial developments. Frequently, two or more cities vied for annexation of the same territory. These contests were often bitter and always carried on in the context of LAFCO annexation hearings. The intensity of the competition did not often produce good municipal service planning.

In an attempt to rationalize the competition between cities, several LAFCO's brought their cities together to develop general consensus as to their reasonable annexation potential and municipal service capacities. These agreements were carefully documented but carried no legal obligations and were not recognized in law. Those agreements were the first "Spheres-of-Influence".

The early sphere agreements worked very well and the concept spread quickly through the state. In the course of its development, special districts were seen as needing spheres of influence.

APPROVED
BY THE CITY COUNCIL

DEC 16 1980

OFFICE OF THE
CITY CLERK

The Sphere of Influence concept and process was formalized in the early 1970's by amendments to the Knox-Nisbett Act and the District Reorganization Act. LAFCO's are now legally required to adopt Spheres of Influence for every City and Special District based on economic, physical, and social criteria.

The legislature intended the Sphere of Influence as a long-range planning tool. Local agencies used it more as a means to settle emergent disputes between themselves. Cities were especially active because demands for increased services could be answered by increasing tax revenues through annexation of new, high quality, development.

The Jarvis-Gann Initiative reversed the trend.

Cities can no longer depend on any annexation being cost beneficial. The reverse is more likely to be the case. As a result, the long-range planning elements have assumed greater importance and the immediacy of any particular annexation or detachment has been virtually eliminated.

In its current form, the Sphere of Influence document provides an opportunity to correlate land use planning and municipal services planning over a relatively long period of years. As the Sphere of Influence has evolved, it must be treated as a long-range document which attempts to forecast the ultimate boundaries of local agencies. It should not, and possibly cannot, be used as an annexation and detachment strategy.

TECHNICAL CORRECTIONS

The LAFCO document to which the City must respond contains some specific errors and instances of lack of clarity. City staff has prepared a list of needed technical correction (see Appendix A) which should be referred to LAFCO staff.

BASIS FOR CITY'S RESPONSE TO DRAFT SPHERE OF INFLUENCE

The City's position on its ultimate boundaries should be based on a set of reasonable assumptions which include the following:

1. No mass annexations to or detachments from the City of Sacramento are imminent.

The present adverse public attitudes and local government financing structure argue strongly against immediate changes to the boundaries of local governments.

2. Services provided by Special Districts on the periphery of the City are currently adequate; at least minimally.

Historically, annexations to cities (including Sacramento) have been extremely difficult to accomplish politically in the face of "adequate" municipal services. Nationally, mass annexations to cities have been accomplished only when a total breakdown of one or more vital municipal services was imminent. Barring economic relief from the State Legislature, such a breakdown is foreseeable in the unincorporated areas of Sacramento but not imminent.

3. The Sphere of Influence should be established on the basis of the most stable and lasting territorial divisions.

Physical features such as freeways and rivers are obvious examples. The next most stable line is the boundary of the City's Water Rights Application Area. This is a particularly important line. If ground water supplies continue to be depleted at the current rate in the unincorporated area, the City's surface water may well become the sole reasonable source of water in the territories now bordering the City. This could occur before the end of the twenty year period contemplated by the Sphere of Influence study.

4. Trends in land use will be toward more rather than less intensive use of land.

Escalating costs of energy, utility extensions, real property, and road building will force more development on smaller parcels. This will be particularly evident in those areas close by the existing City limits.

5. In normal circumstances, a single entity providing multiple municipal services will be more economically viable, stable, and cost effective than multiple entities each providing a single service.

Cities enjoy the greatest variety of statutory service authority and financing techniques; single-purpose special districts, the least.

6. The 5 and 10 year time periods in the report are probably unrealistic.

The current local agency financing structure mandated by State law will result in serious degeneration and/or insolvency of special districts in the relatively near future. Offsetting changes may be made. The timing of change or lack of change could easily make the 5-10 year period irrelevant.

7. The Sphere of Influence should closely approximate the City's Water Rights Application Area.

Given the trend toward more intensive development, service and financing capacity, high energy costs, sinking water table, and stability of surface water supply, the City of Sacramento's ultimate boundary should be closely aligned with its water rights area. The shortage of water is second only to shortage of money in causing degradation of municipal services; water is a vital element in development, firefighting, parks, sewer operation, and others.

8. Undeveloped tracts of land are not significantly effected by inclusion of exclusion from the City.

REVIEW OF LAFCO'S TERRITORIAL PROPOSALS

The draft Sphere of Influence study is presented as a series of potential annexations and one detachment shown on the attached maps. Specific responses relative to the City's capacity to provide services are contained in the attached reports from City departments. Utilizing the assumptions set forth above, each of the areas is examined below.

Natomas - Map 1

The draft report proposes that the ultimate City boundary be drawn to exclude that portion of the existing City west of the W.P.R.R. and north of Del Paso Road until such time as the County Government entertains development proposals for the area, at which time it would be reattached to the City. Since neither the land nor the City is adversely effected by its inclusion, it would be simpler to leave it in its current status. A more regular and easily defined boundary for the Sphere of Influence would proceed from the intersection of the existing boundary and the W.P.R.R. north along the tracks to Elkhorn Boulevard; along Elkhorn Boulevard to Power Line Road; then south along Power Line Road to the Sacramento River. That Sphere of Influence boundary would be delineated by clearly recognizable physical features; would eliminate irregularity and be roughly comparable to the City's Water Rights Application Area.

North Sacramento - Map 2

In this section, the Sphere of Influence follows the existing City boundary and the Water Rights Application Area. There appears to be no reason to modify it.

Arden-Arcade - Map 3

The Sphere of Influence report recommends that the City's ultimate boundary be held west of Howe Avenue to its intersection with the American River. This line would eliminate all of the Arden-Arcade area from the City's Sphere of Influence and would call for the separation of the Campus Commons area from the rest of the City.

While the American River is a more viable boundary than the existing legal line, this seems to be inadequate justification to detach Campus Commons from all the City services it now enjoys.

The boundary of the City's Water Rights Application Area runs north and south along Walnut Avenue between the American River and Winding Way.

The Sphere of Influence report recommends this gap between the existing City limit and the Water Rights Application Area based on the fact that the area is fully developed and that hostility to City annexation is strong and vocal in the area. If the Sphere of Influence is used as an annexation/detachment tool rather than a long-range municipal services plan, the line recommended has validity. However, if the ultimate boundary is the main purpose, annexation could become much more viable over the next 20 years. The benefit to be gained by the City through annexation is questionable at this time. However, a change in municipal financing structure and/or a serious problem in municipal service delivery in the area could cause the interests of the existing City and the Arden-Arcade area to coincide. Early opportunities for cooperation in this area could easily arise from the fire or water services.

The Sphere of Influence line should run from the center of the American River straight north to Winding Way along Walnut Avenue. This line would be congruent with the City's Water Rights Application Area.

Rosemont/Larchmont - Map 4

In this segment the LAFCO report recommends that the line run from Elder Creek Road north on Bradshaw Road to Folsom Boulevard, west on Folsom Boulevard to Mayhew Road, north on Mayhew Road to the American River. The City's Water Rights Application Area is coterminous with the Sphere of Influence except that its boundary continues north on Bradshaw Road to the American River without the diversion via Folsom Boulevard and Mayhew Road.

The LAFCO report contains a key technical error in this section. It states that the City can sell water to Citizens Utility Company. In fact, State contracts prohibit the City from selling water to any non-public entity.

The exclusion of the strip between Mayhew Road and Bradshaw Road is unexplained. A more regular boundary would be located by making the Sphere of Influence match the Water Rights Application Area at Bradshaw Road.

As mentioned previously in this report, the five and ten year increments appear to be irrelevant to the long-term planning of municipal services.

It should be noted at this point that the Mayhew-Bradshaw gap is filled by the Rancho Cordova Community Sphere of Influence, which is extra legal. Rancho Cordova cannot have a Sphere of Influence because it is not a local agency under the law.

Vineyard - Map 4

The draft Sphere of Influence places the boundary coterminous with the Water Rights Application Area. The rural nature of the Vineyard area places it in the same general municipal service status with Natomas. Whether or not the territory is covered by the City will have no immediate significant effect on the property or the City.

South Sacramento Area-Laguna Creek-Freeport - Map 4

The draft LAFCO report line in this area is more complex and suggests more difficulties. The easterly section of the proposed boundary runs south on Bradshaw Road from the Jackson Highway to Calvine Road; then easterly on Calvine to Freeway 99; south on Freeway 99 to Elk Grove Boulevard; west on Elk Grove Boulevard to Franklin Boulevard; north on Franklin Boulevard to the existing City boundary which it follows to the Sacramento River.

In this area, as in others, the 5 and 10 year increments are of questionable value. The ultimate or 20 year Sphere of Influence is more valuable as a municipal services planning aid.

The LAFCO report assumes that the City can easily extend its Water Rights Application Area and water service south of Sheldon Road. Such an expansion would require amendments to the Water Rights contracts and expansion of the American River Filtration Plant and its transmission system. The plant and transmission lines are adequate to serve the area north of Sheldon Road.

Almost all of the territory north of Sheldon Road, west of Franklin Boulevard, and south of the existing City limit is in public ownership and will not require municipal services. The town of Freeport may well be an exception in the future.

The City should request that the Sphere of Influence include the area enclosed by a line running south on Bradshaw Road from the Jackson Highway to the intersection of Bradshaw Road with the easterly extension of Stevenson and westerly along that line to the intersection of Stevenson and U.S. 99 to Sheldon Road; west on Sheldon Road to Franklin Boulevard; north on Franklin Boulevard to the next most southerly point of the City limits; westerly to the Sacramento River.

CONCLUSIONS

The LAFCO draft Sphere of influence report is of vital concern to the future of the City of Sacramento. A series of public hearings will be held by the Commission between December 18, 1980 and April 4, 1981 during which time the City's official position should be presented. Since the schedule is tight, the City staff report should be referred immediately to the City Council's Planning and Community Development Committee. The technical corrections listed on Appendix A should be referred to the LAFCO staff for consideration. At the Commission's meeting of December 18, 1980, the City should request that we be allowed to present our official recommendations at their meeting of January 7, 1981 for consideration and testimony at the scheduled special LAFCO meeting of January 21, 1981.

The Sphere of Influence as finally adopted by LAFCO should provide a means to blend land use and municipal services planning that can be used by all effected jurisdictions. If it is used for that purpose, it can help to promote good land and service decisions in the future by providing a reasonable and rational guideline. If it is used in that way, the Sphere of Influence will have served an extremely useful purpose.

RECOMMENDATION

It is recommended that:

1. Technical corrections listed under Appendix A be forwarded to LAFCO staff for consideration.
2. City staff report be referred to Planning and Community Development Committee to consider the recommendations and report back to City Council.
3. LAFCO be requested to continue the first public hearing to January 21, 1981 at which time the City will discuss its official response to the draft Sphere of Influence report.

Respectfully submitted,


Mac Mailles

Assistant City Manager
for Community Development

Recommendation Approved:


Walter J. Slipes, City Manager

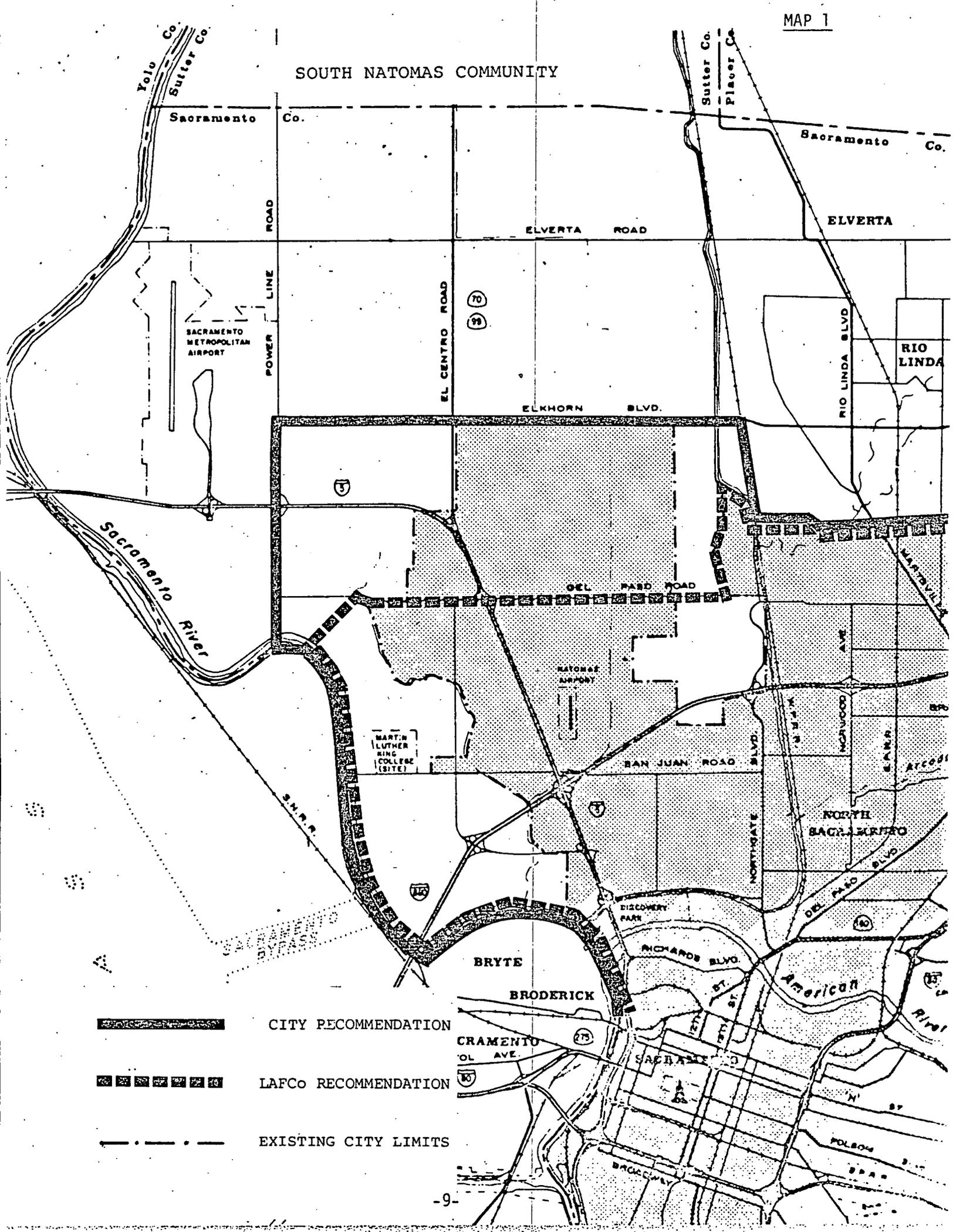
December 16, 1980

TECHNICAL CORRECTIONS TO CITY OF SACRAMENTO'S SPHERE OF INFLUENCE REPORT

- Page 17: (4th line from bottom of page) substitute 393,487 instead of 530,000 for the year 2000 population projection; both are Department of Finance projections, and both include part of adjacent unincorporated population. However, the latter includes major areas of unincorporated territory.
- Page 18
& 19: Tables 1 and 2 are misleading, and should be either deleted or clarified; they represent the total of County community areas, some which are entirely within the City, and others which only contain a portion of City territory. For example, approximately 80 percent of the 100,000 residents of the Arden-Arcade community live in the unincorporated County area. About one-half of the South Sacramento community population resides in unincorporated territory. These tables therefore are correct for projected growth within the communities which are comprised entirely of incorporated territory, such as the Central City and Land Park.
- Page 22
& 23: The preceding comment also applies to this table: adding population of County communities does not result in an accurate projection of future City population. For example, the 1979 Department of Finance population estimate for the City was 262,000 persons, not the 301,700 persons shown on this table.
- Page 62: Metropolitan Arts Commission and Museum and History Division should not be listed as a 100% General Revenue Sharing support. 50% of the funds for these services are generated by the County of Sacramento from their Transient Occupancy Tax. The City 50% is generated from Art in Public Places funding from capital improvements, General Revenue Sharing and general funds.
- Page 63: Second paragraph, second sentence should read as follows: "The principal funding sources are gas taxes, which help support street maintenance, traffic signal maintenance and a limited amount of traffic engineering".
- Page 70: The Table 16 reference to Recreation and Parks should be changed to Community Services and the correct number of F.T.E. employees is 483, which will also change the percentage.
- Page 85: All reference to police "divisions" should be changed to "offices".
- Page 85: The phrase, "51% of the total police budget, and..." should be stricken.
- Page 86: - Reference to 8 hour shifts should be changed to 10 hour shifts.
 - "twenty-three largest cities" should read twenty-one.
 - "Los Angeles with 6.64" should read "Riverside with 5.47"
 - Communications facility location should be changed to City Filtration Plant.

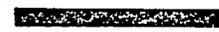
- Page 87: - Personnel complements should show 743.65 positions; 513 of which are sworn.
- 2nd paragraph should list 21 largest cities.
- Page 90: - Police budget should be \$24,546,403
- 21 largest cities; not 23.
- Page 107: Second paragraph, second sentence should read as follows:
"The boundaries of this area were drawn with the expectation that the City would..."
- Page 109: First paragraph, third sentence should read as follows:
"Wholesale water sales to public water agencies..."
- Page 114: Footnote, second sentence should read, "The rest of the City has two separate systems".
- Page 119: The reference to convention services could easily be changed to conventional services and facilities. The Department does not operate the Convention Center. The reference to the Crocker Art Gallery should be Museum. James Morgan Rifle and Pistol Range should be changed to James Mangan.
- Page 120: The 475 F.T.E. for 1979-80 does not correspond with the F.T.E. numbers in Table 25 on page 120.1
- Page 120.1: The word Gallery should be changed to Museum.
- Page 123: Reference to the City golf course should be plural; the City owns five. Also, reference to 100% General Revenue Sharing funding for Metropolitan Arts Commission and Museum and History Division is inaccurate and should be changed as noted above.
- Page 137: The second sentence of the first paragraph should be deleted or modified, as the current update of the City's 1974 General Plan may result in changes to the existing land use designation. Considering that the time frame of this study is approximately 20 years, the planned land uses may change, so the water rights boundary is highly relevant to this study.

SOUTH NATOMAS COMMUNITY



-  CITY RECOMMENDATION
-  LAFCO RECOMMENDATION
-  EXISTING CITY LIMITS

NORTH SACRAMENTO COMMUNITY



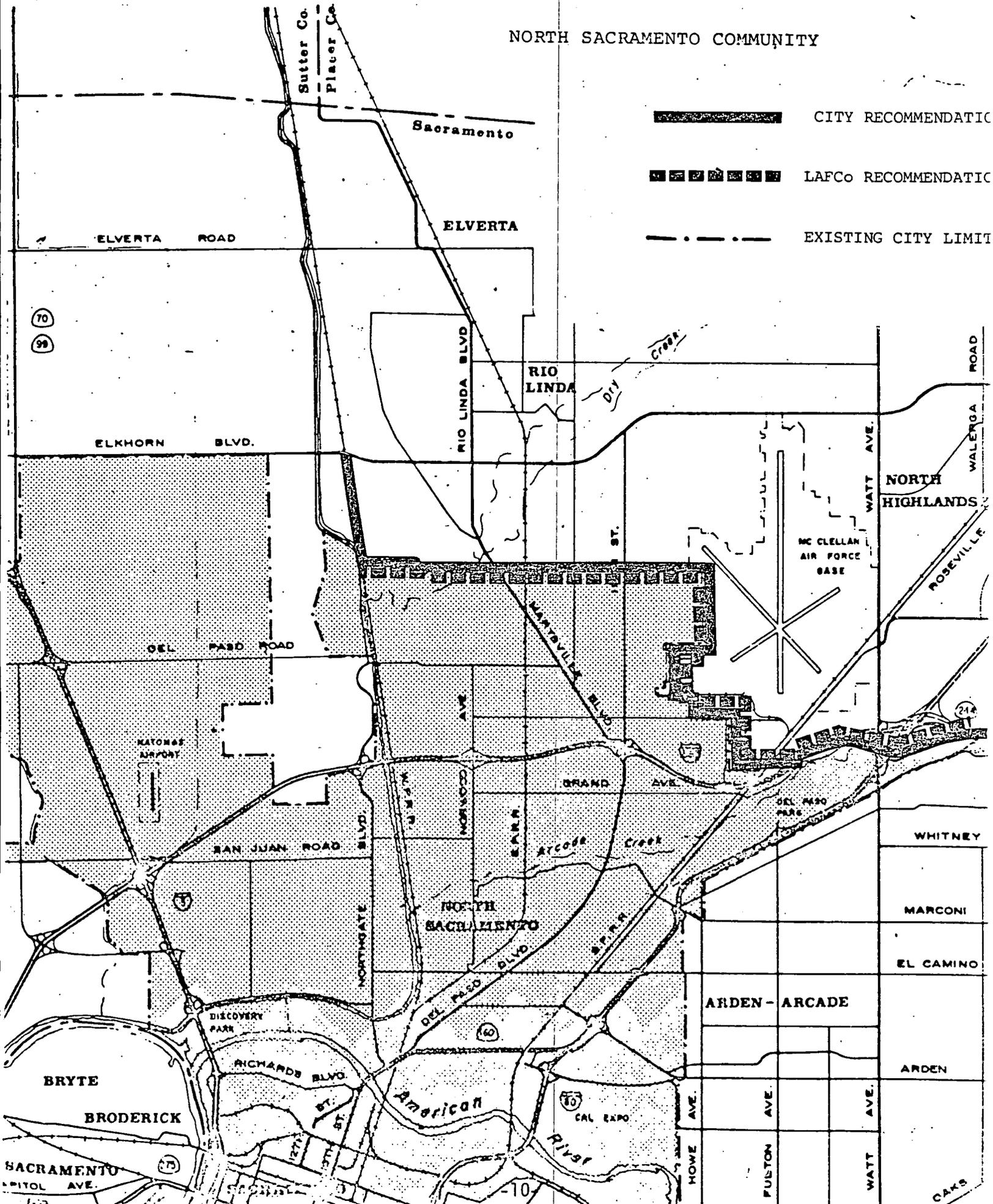
CITY RECOMMENDATION



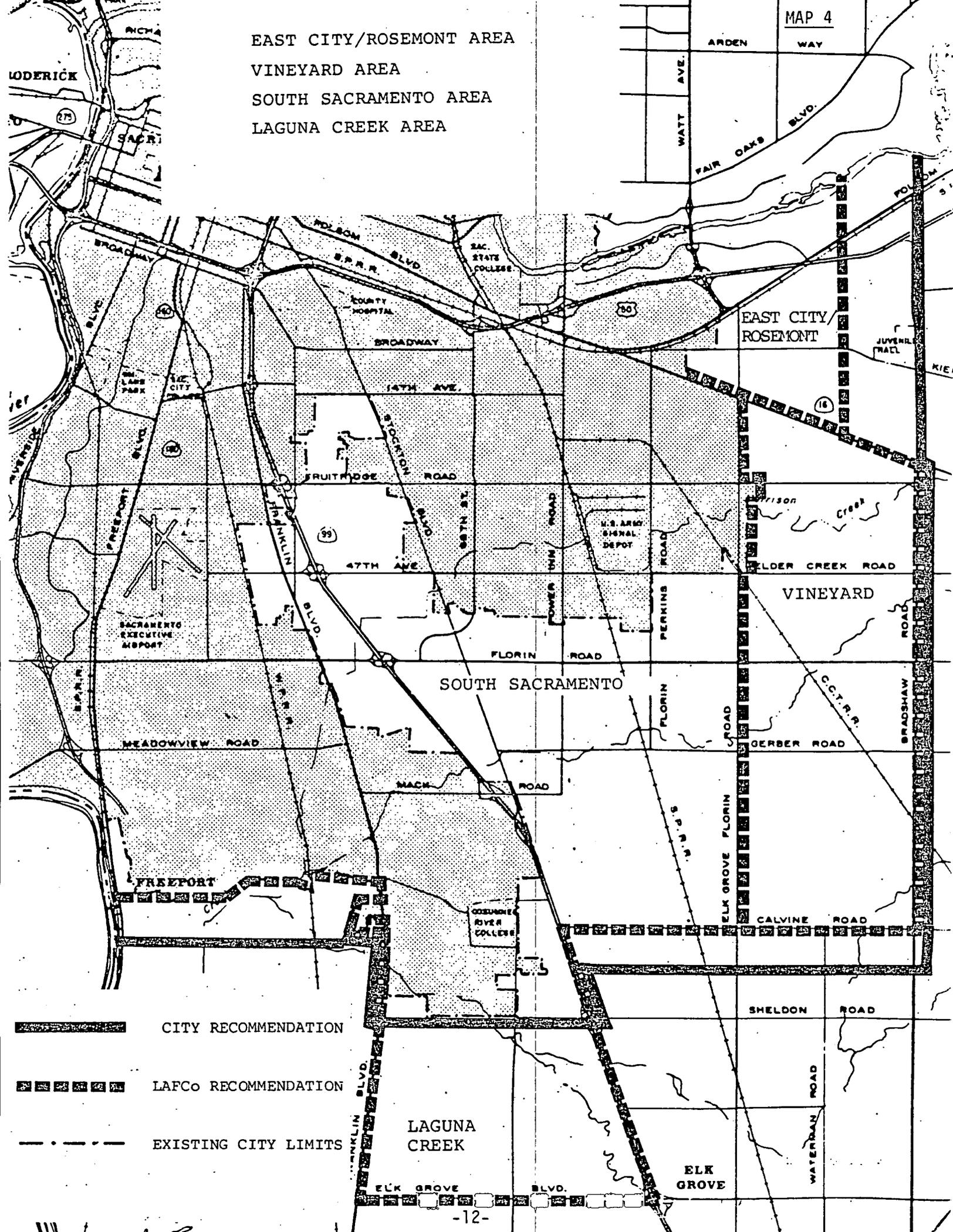
LAFCO RECOMMENDATION

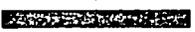
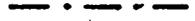


EXISTING CITY LIMIT



EAST CITY/ROSEMONT AREA
VINEYARD AREA
SOUTH SACRAMENTO AREA
LAGUNA CREEK AREA



-  CITY RECOMMENDATION
-  LAFCo RECOMMENDATION
-  EXISTING CITY LIMITS

ATA SUMMARIES

Suite 300, 800 "H" Street, Sacramento, California 95814
 (Mailing Address: P. O. Box 808, Sacramento, California 95804)
 (916) 441-5930



ALLOCATION OF SERIES E-150 POPULATION PROJECTIONS FOR
 SACRAMENTO REGIONAL AREA PLANNING COMMISSION JURISDICTIONS

JURISDICTION	ACTUAL 1975	ESTIMATE 1979	ESTIMATE 1985	ESTIMATE 2000
City of Roseville	20,266	23,500	31,036	65,153
<u>Sacramento County</u>	686,325	745,400	816,000	976,700
Folsom	9,216	10,400	14,880	22,982
Galt ^{3/}	4,303	5,250	7,508	9,775
Isleton	911	910	1,138	1,484
Sacramento City ^{3/}	260,713	264,400	312,943	<u>393,487</u>
Unincorporated	411,182	464,440	479,531	548,972
<u>Sutter County</u>	46,003	49,500	57,014	72,200
Live Oak ^{2/}	2,710	2,904	3,229	3,650
Yuba City ^{3/}	15,160	17,100	24,566	29,743
Unincorporated	28,188	29,496	29,219	38,807
<u>Yolo County</u>	100,783	107,100	119,886	143,767
Davis ^{1/}	37,076	41,757	45,000	50,000
Winters	2,528	2,590	3,350	4,154
Woodland	25,455	27,650	32,396	40,870
Unincorporated	35,724	35,103	38,640	48,743
<u>Yuba County</u>	44,952	47,700	54,900	68,400
Marysville	9,254	9,875	11,424	13,174
Wheatland	1,365	1,480	1,634	1,925
Unincorporated	34,333	36,345	41,842	53,301
REGIONAL TOTAL	898,329	973,200	1,078,836	1,325,220

CITY PLANNING COMMISSION

JAN 4 1980

RECEIVED

- 1/ Includes the UC Davis population in all four years.
 2/ Live Oak Special Census 1979
 3/ 1985 and 2000 figures include some currently unincorporated population.



CITY OF SACRAMENTO

CITY MANAGER'S OFFICE

RECEIVED
DEC. 5 1980

DEPARTMENT OF COMMUNITY SERVICES

3520 FIFTH AVENUE
(916) 449-5200

SACRAMENTO, CA 95817

SOLON WISHAM, JR.
DIRECTOR

CROCKER ART MUSEUM DIVISION
GOLF DIVISION
METROPOLITAN ARTS DIVISION
MUSEUM AND HISTORY DIVISION
RECREATION DIVISION
PARKS DIVISION
ZOO DIVISION

November 18, 1980

MEMO TO: Mac Mailes, Assistant City Manager
for Community Development

SUBJECT: Departmental Comments on the Sphere of Influence Study

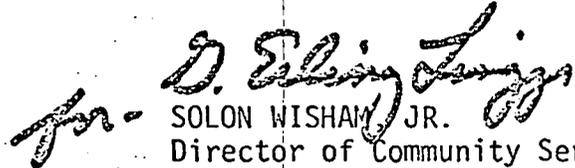
Several administrators in this Department reviewed the Sphere of Influence Study in an attempt to validate information concerning the services and functions of the Department of Community Services. Specific comments are as follows:

1. Page 62 - Metropolitan Arts Commission and Museum and History Division should not be listed as a 100% General Revenue Sharing support. 50% of the funds for these services are generated by the County of Sacramento from their Transit Occupancy Tax. The City 50% is generated from Art in Public Places funding from capital improvements, General Revenue Sharing and general funds.
2. Page 70 - The Table 16 reference to Recreation and Parks should be changed to Community Services and the correct number of F.T.E. employees is 483, which will also change the percentage.
3. Page 119 - The reference to convention services could easily be changed to conventional services and facilities. The Department does not operate the Convention Center. The reference to the Crocker Art Gallery should be Museum. James Morgan Rifle and Pistol Range should be changed to James Mangan.
4. Page 120 - The 475 F.T.E. for 1979-80 does not correspond with the F.T.E. numbers in Table 25 on page 120.1.
5. Page 120.1 - The word Gallery should be changed to Museum.
6. Page 123 - Reference to the City golf course should be plural; the City owns five. Also, reference to 100% General Revenue Sharing funding for Metropolitan Arts Commission and Museum and History Division is inaccurate and should be changed.

The following general comments are offered for your consideration:

1. The preliminary LAFCO report is inconsistent in strongly recommending that the City's water rights boundaries be utilized as the logical sphere of influence in some communities and not in others. Example: South Sacramento versus the Arden-Arcade Community. The report fails to develop significant reasons to exclude the Arden-Arcade area from the City's sphere of influence, including the recommended detachment of Campus Commons. The five recreation and park agencies that provide services within the Arden-Arcade area have composite boundaries which are almost identical to the City's water rights area. One district, Fulton-El Camino, continues to overlap incorporated territory in the Arden Fair - Swanston Estates.

Give me a call if you need further information on this matter.


SOLON WISHAM JR.
Director of Community Services

SW:js



CITY OF SACRAMENTO

DEPARTMENT OF ENGINEERING
915 I STREET SACRAMENTO, CALIFORNIA 95814
CITY HALL ROOM 207 TELEPHONE (916) 449-5281

R. H. PARKER
CITY ENGINEER
J. F. VAROZZA
ASSISTANT CITY ENGINEER

November 17, 1980

MEMORANDUM

TO: Mac Mailes
FROM: R. H. Parker
SUBJECT: Draft Sphere of Influence Study

The draft study appears not to be a sphere of influence study, but an annexation plan contrived by County staff to allow the City to expand where the County wants us to, primarily in areas of their interest that need our surface water supply.

There are several pages that have misquotes, errors, or incomplete statements as listed below:

1. Page 63, second paragraph, second sentence should read as follows: "The principle funding sources are gas taxes, which help support street maintenance, traffic signal maintenance and a limited amount of traffic engineering".
2. Page 107, second paragraph, second sentence should read as follows: "The boundaries of this area were drawn with the expectation that the City would..."
3. Page 109, first paragraph, third sentence should read as follows: "Wholesale water sales to public water agencies..."
4. Page 114, footnote, second sentence should read, "The rest of the City has two separate systems".

The following comments will pertain to the various community plans as outlined in the study:

1. The South Natomas area boundary was suggested to drop south to Del Paso Road because of planned land use in the area and the fact that the City's water rights boundary is not significant. It should be noted that land uses can and have changed in this and other areas. I believe that a more logical boundary of the sphere of influence would be north along the WPRR, thence, west along Elkhorn Road to Power Line Road, thence, south along Power Line Road to the Sacramento River. This would not only square up the City limits but also the water rights boundary.

MEMORANDUM

November 17, 1980

2. In the Arden-Arcade area, the suggested boundary does not appear at all realistic. To detach the Campus Commons area from the City after such a large capital investment is ridiculous. The sphere boundary in this area should be the water boundary along Walnut Avenue since the area will need surface water in the future and the City, by expanding the American River Filtration Plant, is best able to provide this service on a large scale basis.
3. With regard to the Rosemont-Larchmont area, the report on Page 152 indicates that the City could share its water rights with a private purveyor such as Citizens Utilities. This is not in accord with either current City policy or the Bureau Contract. On Page 159, it indicates that the boundary should be established on Mayhew Road. I believe the intention was Bradshaw Road which is where the map indicates and also would coincide with the City's water rights boundary.
4. The South Sacramento Area discussion indicates that we should expand our water rights area to the South, and we could easily serve this area since we have water transmission mains through the area. This area cannot be served without an expansion of both the American River Filtration Plant and the transmission system. Rather than extend the boundary too close to the community of Elk Grove, it should stop at no more than Sheldon Road extended east to Bradshaw Road and west to Franklin Boulevard where it would follow the current City limits. As Harry Behrens points out in his attached Memorandum, the existing City water rights boundary would be better. All the area west of Franklin Boulevard in this area is owned by the Regional Sanitation District which precludes any development in the area.

In summary, our water rights boundary is a much better general guide for the City's sphere of influence than the report prepared by County Staff. Attached is also a map of our State approved water rights boundary.



R. H. PARKER
City Engineer

Attachments

RHP:ls

MEMORANDUM

Date: 11-17-80

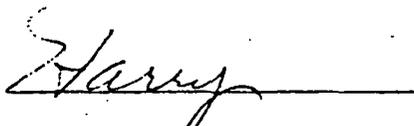
To: Mel Johnson, Deputy City Engineer
From: Harry G. Behrens, Manager
Subject: LAFCO Sphere of Influence Report

We have reviewed this report, and here are my comments on those points of interest. My comments are by area as shown on the attached map.

- A. This area is outside LAFCO's recommended sphere of influence. I see no particular impact on City water operations whether this area is included or excluded from the City limits.
- B. I'm not sure of the logic behind exclusion of area B from the sphere of influence. However, whether it annexes or not, I think the impact on water system operations would be the same. If the area were to annex, my recommendation would be to allow the existing water agencies to continue serving the area. City acquisition of existing systems is not to our economic benefit. I believe an agreement with those agencies to purchase wholesale water from the City would be beneficial to all parties, especially an agreement that involved financial participation in the expansion of plant facilities.
- C. This area is within our water rights application area, but not in the City limits. I see the same impact on City water operations with or without annexation. Should the area annex, I would recommend that the existing agencies be allowed to continue serving. Again, this is because the economic effects of purchasing existing systems are adverse to the City.
- D. and E. I would not want to see D and E annexed, since we would have to try to amend our water rights application area to serve these areas. In addition, it would be physically difficult to serve area D, since the hydraulics of our system are stretched to serve the existing City limits in the Valley Hi area. Area E could be more easily served from a physical standpoint.

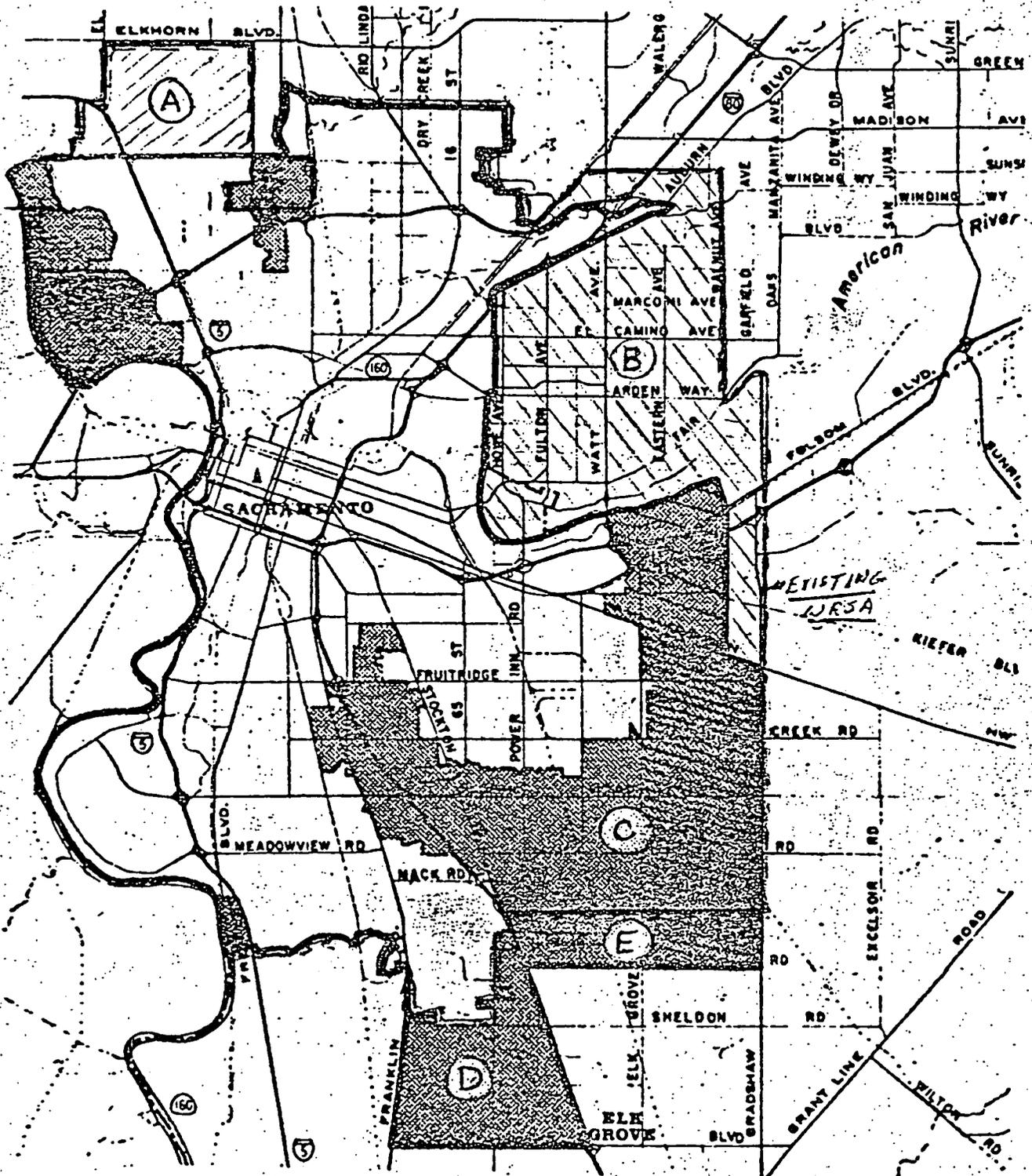
Generally, I see no reason for this Division to oppose any of the recommendations except addition of areas D and E to the City's service area.

While the economics of acquiring existing systems is adverse if we charge the same water rates as in the rest of the system, this effect could be eliminated by imposing an additional fee in the acquired systems to pay for acquisition and upgrading costs.


attachment

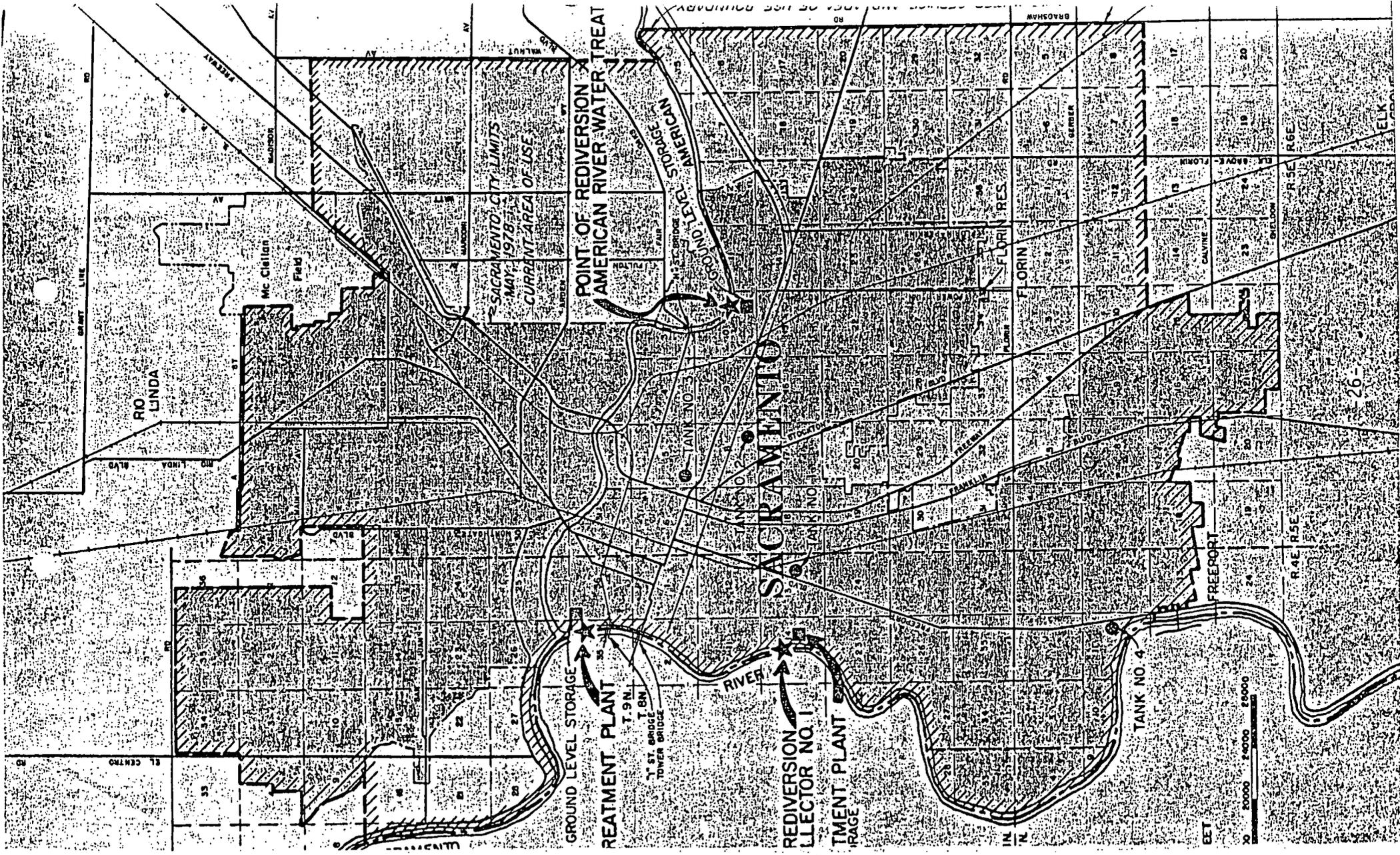
MAP 1

CITY OF SACRAMENTO SPHERE OF INFLUENCE



SACRAMENTO LAFCO - CITY OF SACRAMENTO SPHERE OF INFLUENCE - 1980

Note:
Numerals indicate years of phased annexations.



SACRAMENTO CITY LIMITS
MAY, 1978
CURRENT AREA OF USE

POINT OF REDIVERSION
AMERICAN RIVER WATER TREAT

GROUND LEVEL STORAGE
TREATMENT PLANT
T. 9N
T. 8N
T. ST. BRIDGE
TOWER BRIDGE

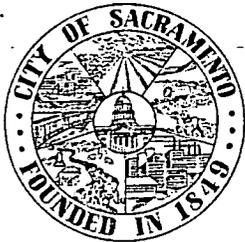
REDIVERSION
COLLECTOR NO. 1
TREATMENT PLANT
STORAGE

SACRAMENTO

TANK NO. 4

FEET

0 20000 24000 28000



CITY OF SACRAMENTO

DEPARTMENT OF POLICE
HALL OF JUSTICE
813 - 6TH STREET
SACRAMENTO, CALIFORNIA 95814
TELEPHONE (916) 449-5121

CITY MANAGER'S OFFICE
RECEIVED
NOV 19 1980

JOHN P. KEARNS
CHIEF OF POLICE

MEMORANDUM

November 17, 1980

REF: 11-26

TO: MAC MAILES
ASSISTANT CITY MANAGER
COMMUNITY DEVELOPMENT

FROM: JOHN P. KEARNS
CHIEF OF POLICE

SUBJECT: LAFCO REPORT - CITY OF SACRAMENTO - SPHERE OF INFLUENCE

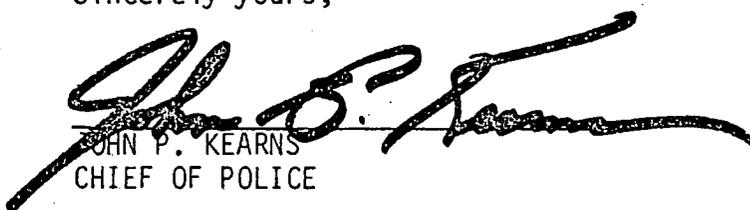
Per your request, the Police Department has reviewed the draft report: City of Sacramento - Sphere of Influence prepared by the Sacramento Local Agency Formation Commission. The entire report was reviewed with specific emphasis on Section IV - Service Capability - Police Services. The data for this section was basically taken from City budgets and reports submitted to the City Council by the Police Department and a Cal-Tax study "Law Enforcement Work Load" released in June, 1979.

This section would have been more informative when discussing crime in Sacramento had the authors also included comparative data for Sacramento County, State of California, and national crime trends. Secondly, the authors could have also made reference to the higher-than-average arrest rate in the City of Sacramento compared to other cities with populations over 250,000. This data was included in the Police Department's report to the City Council. I have attached a xerox copy of Section IV which includes corrections in this section and also recommendations for LAFCO staff to recheck some of their statistics.

Section V - Potential Annexations was reviewed, however, no comments are included since LAFCO did not make any reference to police services in these areas.

Do not hesitate to contact the Department if you have any questions regarding this report.

Sincerely yours,


JOHN P. KEARNS
CHIEF OF POLICE

JPK:RCB:jt
Attachment

SECTION IV

SERVICE CAPABILITY

The City of Sacramento offers a wide range of public services. Most of these would be considered as essential to the functioning of a modern city. This section will briefly describe the key services provided by the City which have some bearing on capacity to accommodate new growth, both within the current City boundary, and the adjacent unincorporated area. The descriptions will touch upon the characteristics of the service, the quality of service, its cost, and potential to accommodate new growth.

Police Services

Service Capability

The department provides a broad spectrum of metropolitan police services. It is organized in four ^{OFFICES} basic ~~divisions~~, each further divided into functional sections. The four ^{OFFICES} ~~divisions~~ are:

- Office of the Chief
- Administrative Services
- Operations
- Investigations

The operations ^{OFFICE} ~~division~~, which includes patrol duties, is the largest component of police service. In the 1978-79 budget, the operations division accounted for ~~51% of the total police budget, and~~ 53% of total police personnel. Patrols are allocated on the basis of

territory, or "beats." The boundaries of beats are defined for each ~~ten~~ ^{ten} eight hour watch, or shift, and are frequently changed by watch. The allocations of patrol personnel varies from place to place in anticipation of variation in demand for service.

Among the twenty-~~three~~ ^{one} largest cities in California, Sacramento ranks eighth in "potential patrol capability," a relative measure of patrol service developed by the California Taxpayer's Association.* Potential patrol capability is the number of times a given street would be patrolled in a 24-hour period, assuming all patrols are evenly distributed throughout the City's streets. Sacramento had a potential capability of 13.27 in 1977-78. The highest capability was Oakland with 33.37; the lowest was ~~Los Angeles~~ ^{RIVERSIDE} with ~~6.64~~ ^{5.47}. The median was ~~8.97~~ ^{8.97} and the mean was 13.84. *recheck*

The department is head^aquartered in the downtown area at 813 Sixth Street. There are currently no precinct stations. Communications, including radio dispatch of patrol units, is currently handled by a central communications center. The present radio system was installed in 1968 with a capability of transmitting on eight separate channels. At the time of installation, only six of these channels were activated, leaving two channels of reserve capacity. The department is planning to upgrade and relocate their communication facility to the fire department facility located in Winn Park at 28th and Q Streets.

*SITE
STILL IN
QUESTION*

*California Taxpayer's Association, Law Enforcement Workload, Sacramento, June, 1979, p. 18.

In fiscal year 1979-80 (~~preliminary budget~~), the City Police Department maintained a total staff complement of ^{743.65}~~731~~ full and part-time positions. Of this total, ⁵¹³~~503~~ positions, 69 percent were sworn personnel. The ratio of sworn personnel to civilian employees is 2.1 : 1.

Since 1973, total staffing has increased only 1.6 percent and sworn personnel actually declined by 6 percent. Despite this decline in numbers of sworn personnel, there has been a significant increase in primary line assignments (patrol duty) which put more officers on the street. In 1973, the total sworn personnel assigned to primary police duty was 239. By 1978, this had increased to 277, a 16 percent increase.*

In 1977-78, the City provided one sworn officer per 535.6 residents. Among the ²¹~~23~~ largest cities in the state, Sacramento ranked sixth in number of officers per capita.** San Francisco provided the highest service with 354 residents per sworn officer and Fremont provided the least with 951 residents per sworn officer. The mean was 631 and the median was 651.

Demand for Service

During the period 1969-1978, the City experienced a slight decline in population, but there was a 58 percent increase in calls for service.

* Sacramento Police Department, Police Performance Measures, Memorandum to City Budget and Finance Committee, May 14, 1979, p. C-4.

** California Taxpayer's Association, Law Enforcement Workload, Sacramento, June, 1979.

TABLE 17
RADIO CALLS

<u>YEAR</u>	<u>CALLS</u>	<u>CHANGE</u>	
		<u>YEARLY</u>	<u>1973</u>
1973	162,384		
1974	165,108	2%	2%
1975	166,773	1%	3%
1976	175,437	5%	8%
1977	193,450	10%	19%
1978	202,476	5%	25%

Source: Sacramento Police Department, Police Performance Measures,
Memorandum to City Budget and Finance Committee, May 14,
1979, page A-2.

TABLE 18

VIOLENT CRIMINAL ACTIVITY IN CITY OF SACRAMENTO

	<u>MURDER</u>	<u>RAPE</u>	<u>ROBBERY</u>	<u>FELONY ASSAULT</u>	<u>TOTAL VIOLENT CRIMES</u>
1973	29	143	747	623	1,542
1974	37	137	892	959	2,025
1975	42	155	1,128	1,087	2,412
1976	52	192	1,187	1,368	2,799
1977	41	205	1,276	1,393	2,915
1978	61	217	1,581	1,337	3,196
Percentage Change	110.3%	51.7%	111.6%	114.6%	107.3%

RATE PER 100,000 POPULATION
SACRAMENTO AND CITIES OVER 250,000

	<u>Sacramento</u>	<u>Others</u>	<u>Sacramento</u>	<u>Others</u>	<u>Sacramento</u>	<u>Others</u>	<u>Sacramento</u>	<u>Others</u>
1973	10.9	20.7	54	51	282	571	235	360
1974	14.0	21.5	52	55	338	648	364	383
1975	16.0	21.4	59	56	430	683	415	399
1976	19.9	19.3	73	54	455	626	525	396
1977	15.7	19.5	78	59	487	583	532	408
1978	23.3		83		604		511	

Despite fewer residents, the number of violent crimes reported increased by 107.3 percent from 1973 through 1978.* In comparison with other cities of over 250,000 population, Sacramento's crime rate has been relatively low except for rape and felonious assault. As a percentage of total crimes reported, violent crimes have remained consistently lower than other cities of 250,000 or greater population. Yet, the trend toward more violent crimes, both in real numbers and as a percentage of total criminal activity, is quite clear in these recent statistics.

During the period 1973 through 1978, reported crimes against property increased overall by 34 percent. In general, the rate of crimes of this type reported per 100,000 is higher in the City of Sacramento than for other cities of comparable size.**

Police Budget and Revenues

The police department budget for FY 1979-80 was about ^{24,546,403} ~~\$21,000,000~~. This is an annual average increase of 10 percent over 1971-72. In the wake of Proposition 13, the budget for police has been held to only modest increases each year. The total cost per capita rose from about \$46 in 1972-73 to about \$77 in 1978-79. In the Cal Tax survey done in 1977-78, Sacramento ranked seventh in per capita police expenditures among the ²¹/~~25~~ largest California cities.***

* Op. cit., p. B-5, b, c, d, e.

** Ibid., p. B-5, f, g, h.

*** Ibid., p. 12.

The highest per capita expenditure was San Francisco at \$114.35 and the lowest was San Diego at \$42.96. The median was \$56.90 and the mean was

\$57.29.

RECHECK

The police budget has typically been the largest single item in the total City budget. As a percentage of the total City budget, it ranged from 17.4 percent in 1973-74 to 19.2 percent in 1978-79. The source of funding for police services is almost exclusively the City's general fund. The traffic safety fund, made up of motor vehicle fines and forfeitures, contributes a small percentage of the total revenue. The general fund is made up of a number of revenue sources, most notably the property tax and sales tax.

These revenue sources are generally reflective of growth in the City and, therefore, a loose correlation exists between increases in demand for services due to growth and the revenue to pay for those services accruing from new growth. But the statistics for crime rates cited above make it clear that criminal activity is not necessarily related to population or density. Sacramento experienced a significant rise in crime of virtually all types during a period when population actually declined slightly.

Fiscal Impacts of New Growth and Annexations

A number of factors affect crime rates and, hence, the need for police service. It is beyond the scope of this study to explore the implications of this complex area. Yet it is necessary to anticipate the

TABLE 19

CITY OF SACRAMENTO POLICE BUDGET
AND PERSONNEL

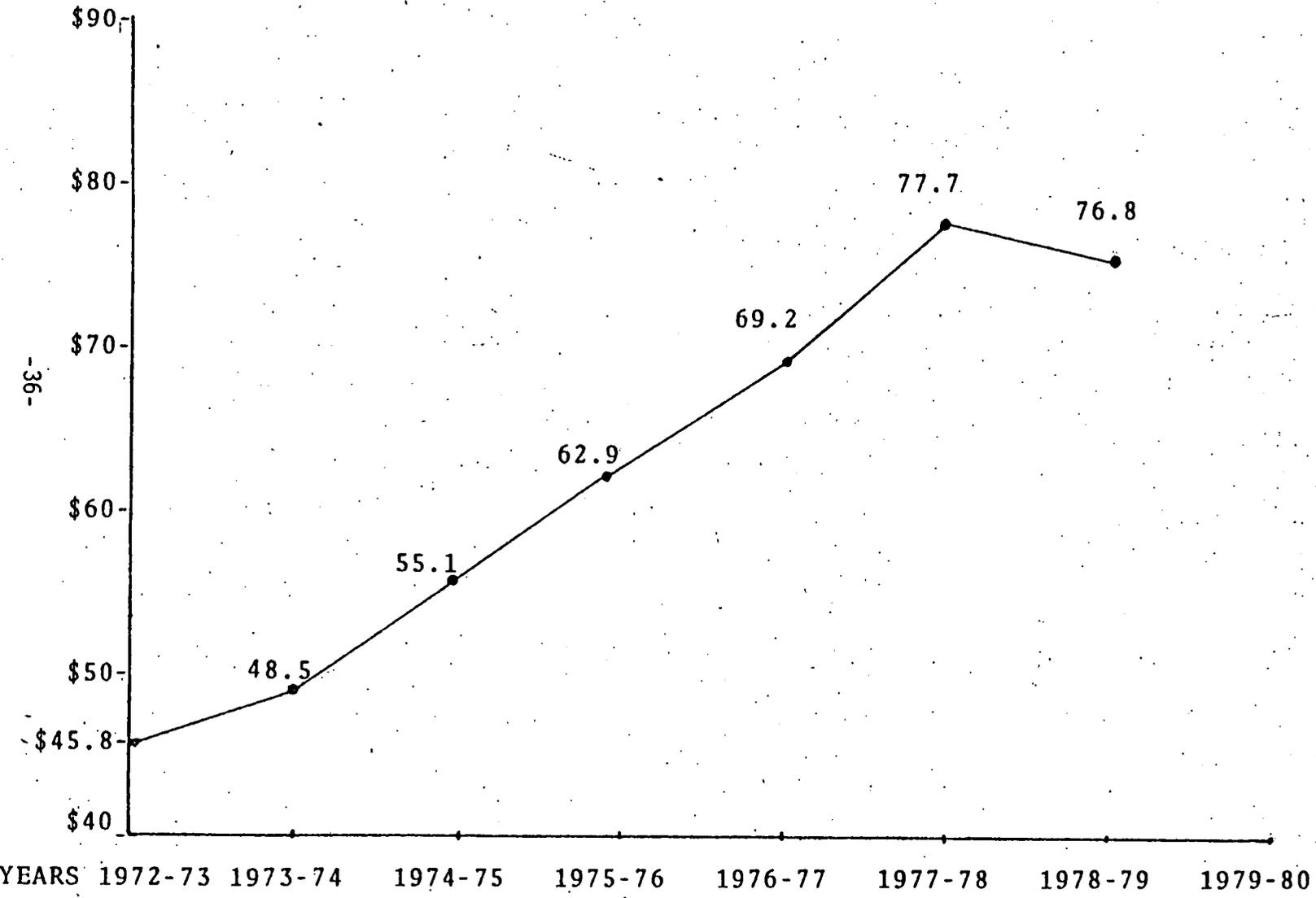
Year	Total Budget	Percentage Increase	Percentage of Total Budget	Total (FTE) Personnel
1978-79	\$20,364,684	0.11%	19.2%	717.8 714.53
1977-78	\$20,3 ^{57,522} 42,238	12.2%	18.0%	721.45 717.8
1976-77	\$18,126,384	10.46%	18.4%	721.45
1975-76	\$16,408,973	13.55%	19.0%	729
1974-75	\$14,450,340	13.01%	18.6%	704.6
1973-74	\$12,786,637	5.39%	17.4%	703.4
1972-73	\$12,132,416	7.24%	N/A	694.3 691
1971-72	\$11,3 ^{747,516} 13,169	N/A	N/A	N/A 681

RECHECK
PERCENTAGES

CHART 4

POLICE EXPENDITURES PER CAPITA

DOLLARS



-36-

- 93 -

effects of new service demands due to growth both within the current City boundaries and in potential annexation areas.

The City of Sacramento will have a resident population of about 390,000 by the year 2,000 within the present boundaries. If the police budget were increased only for inflation and with no increase in personnel or other service capacity, the cost of total police expenditures per capita would drop to about \$55 in 1978 dollars. This is slightly lower than the current median and mean per capita expenditures for the 25 largest cities in California.

The number of residents per sworn officer would jump to 795 by the year 2,000 if there were no increases in police personnel. This would be considerably higher than the current mean and median figures for the 25 largest cities in California.

Clearly, anticipated growth within the City as it is presently constituted will require significant increases in budget and personnel if the City is to maintain a level of police service approximately equal to that currently provided.

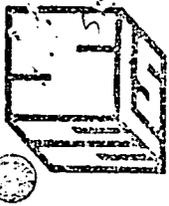
The cost of such service at a future date can be very crudely approximated by a simple extrapolation of current trends. This is useful to provide an idea of the general order of magnitude of cost but should not be taken as a precise estimate. At an assumed average rate of inflation of 12.5 percent, the cost of all police service would double every eight years. Thus, the 1978-79 cost of police at \$77 per capita would increase

to \$192 per capita by the year 2,000. With a population of approximately 390,000 estimated for that year, and assuming a simple, direct proportional increase in police personnel and overhead costs, the total cost of police service in 2,000 will be \$75 million.

This compares to the 1978-79 budget of slightly more than \$20 million and reflects an average annual increase of 13.8%. This percentage increase is higher than any single increase in the last decade and considerably higher than the average annual increase.

Certain factors may render this projection of costs unnecessarily high. For example, the annual inflation rate, although quite conservative in light of recent trends, may average out somewhat less over a 20 year period. Furthermore, the per capita cost of service includes the central support activities of the department which are not directly related to population. Technical innovations in the area of communications and criminal investigation may allow the department to provide improved and/or expanded service without proportional personnel expansions.

On the other hand, certain factors may point to an even higher cost for police service. The recent rise in criminal activity statistics indicate that demand for service may actually outpace growth in population by a significant margin. As the level of criminal activity increases, the public response will be a demand for a more visible police deterrent in the form of more patrol officers, both in vehicles and on foot.



Date: November 14, 1980

To: Mac Mailes, Assistant City Manager
Community Development

From: Robert B. Wall, Deputy Director
Library Administration

Subject: SPHERE OF INFLUENCE STUDY -- LIBRARY ELEMENT

CITY MANAGER'S OFFICE
RECEIVED
NOV 18 1980

In response to your meeting of November 10, 1980 requesting feedback on the LAFCO Study, libraries appear to have been almost omitted.

Because this is a sphere of influence study, and not an annexation proposal, I will not provide specific cost data.

Operating as a joint department, our service is the same regardless of jurisdiction, and recognizes no jurisdictional boundaries within the County of Sacramento.

There are currently no plans for site acquisition or new construction in the unincorporated area for the Library Department which would be effected if each of the sphere areas became an annexation.

The following will address specifics in the report:

The figures contained in Table 1 (page 18), Table 2 (page 19), Table 12 (page 56) and Tables 27 and 28 (page 129) have been reviewed by staff. No changes are necessary.

Section V, Potential Annexations:

South Natomas Community Area

On page 136, mention is made of the current bookmobile service at the Northgate Shopping Center. The report states that a permanent library site has been identified. More accurately, the City Council included monies in the Capital Improvement Budget for 1980-81 for acquisition of a library site somewhere in the South Natomas area, South of I-880 and East of I-5. No specific site has been determined, nor has the search area been more specifically narrowed.

North Sacramento Community Area

The City Library currently operates three branches in that community: The Del Paso Heights Library on Grand Avenue, the Hagginwood Library on Marysville Blvd, and the North Sacramento Library on Arden Way. No impact for that area.

Section V, Potential Annexations (continued)

Arden/Arcade Community Area

This area includes two county libraries which would have to transfer to the city should the area be annexed. The Arcade Library on Marconi Avenue, west of Fulton, is a 12,000 square-foot county-owned facility on a 2-1/2 acre site currently staffed with 9.5 FTE. The Arden Library on Watt Avenue and Northrup is a 20-year lease-purchase facility of 8,000 square-feet on county-owned parcel, also staffed with 9.5 FTE. Reference my memorandum of August 7, 1980 regarding Southgate annexation (copy attached), the same problems would apply to the Arcade Library as noted for Southgate. The only difference with Arden Library is the \$33,000 annual lease-purchase payment which has ten years to go.

East City Community Area/Rosemont-Larchmont

There are currently three libraries within the boundaries of the 5, 10, and 20 year sphere of influence; two are city libraries and one a county contract station. The city libraries are Oak Park Library at 33rd and 5th Avenue, and the Mabel Gillis Library on 60th Street behind Tallac Village Shopping Center. Neither of these libraries would be impacted by the sphere of influence. The County Fruitridge Contract Station is a lease facility operated by a contract employee which would have to transfer to the City, should the area be annexed. This was also addressed in the attached August 7, 1980 memorandum.

Rosemont and Larchmont neighbors--Rancho Cordova, Florin

The Rancho Cordova Library located at Folsom Blvd. and Paseo Rio Way serves the Cordova community, Larchmont/Rosemont and new subdivisions south on Bradshaw and Mayhew. There is no obvious impact.

Vineyard Community Area

This area does not contain any library facilities. Library service to these residents would primarily be provided by Rancho Cordova and Southgate libraries.

South Sacramento Community Area

This area includes one county-owned library which would have to transfer to the city should the area be annexed. That library is the Southgate Library at 66th Avenue and Florin Mall Drive. The issues related to annexation of that area and library are contained in the attached August 7, 1980 memorandum. Those issues should be considered as "typicals" for Arcade Library and for the most part, Arden Library.

Section V, Potential Annexations (continued)

The Laguna Creek and Rural Sacramento

Residents of this service area could be served by one of three libraries, depending on their location of residence. Those libraries include: The Martin Luther King, Jr. Memorial Library on 24th Street Bypass, South of Florin Road; the Southgate Community Library at Florin Mall Drive and 66th Avenue; and the Elk Grove Library in the town of Elk Grove.

Please advise if you wish more specifics.

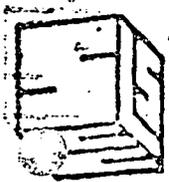


ROBERT B. WALL
Deputy Director
Library Administration

RBW/sab

cc/H. D. Martelle
Line Council

Attachment



Sacramento
Public
Library System
MEMORANDUM

Date: August 7, 1980

To: Felton M. Mailes, Assistant City Manager
for Community Development

From: Robert B. Wall, Deputy Director of Libraries

Subject: POTENTIAL ANNEXATION SOUTHGATE AND FRUITRIDGE AREAS

With regard to the potential for annexation of the area that includes the Southgate Community Library and the Fruitridge Contract Library, this department had submitted current year costs on those two facilities.

You additionally posed the question as to what would be different if those two facilities were to become City instead of County.

Fruitridge is the easiest to deal with. The building lease and the contract staff person could be transferred to City. Book stock and equipment are small. I would anticipate token consideration for transfer of materials. Replacement of fixed assets from City inventory would be easily accomplished.

The Southgate Community Library, however, is a County-owned facility -- the site and building construction financed from County revenue sharing. Transfer of a million dollar plant, staffed by eleven County employees, would create problems. Following are items to be resolved before a transfer could be accomplished.

Personnel -- staff are currently County employees. There are four possibilities for handling the changeover:

- 1) Change all employees from County to City employment (with or without option of employee). This would require that the employee maintain equitable benefits in salary, sick leave accrual, vacation accrual, use of vacation, various insurances and retirement plan. Seniority and status of employee would be important. Transfer of representation units from SCEO to Local 39 could impact benefits. Additionally, County has permanent half-time employees. None exist in City.
- 2) Transfer all County staff to other County units and establish City positions to staff the facility. The major drawback to this plan is the establishment of eleven new positions and financing plus "surplus" of eleven positions in the remaining County units.
- 3) Eliminate the positions from County Salary Ordinance as they go vacant, re-establish in the City salary plan and fill as City positions. Not only does this attrition method increase responsibilities of the supervisor with two MOU's and civil service rules, it creates different salaries and benefits for people working in the same branch, and with differing holidays, having some of the staff off at different times from the branch closing.

Felton M. Mailes, Assistant City Manager
for Community Development

August 7, 1980

4) Retain all staff as County employees with actual cost, salaries and benefits to be reimbursed by the City. While this could be accommodated for a few years, any major deviation in salaries and benefits for like classes in City and County could be potential for misunderstandings between jurisdictions.

It is recommended that staff be consulted as well as bargaining units, should such a plan come to fruition. Additionally, the employees should be given the option to change jurisdiction. That option might be palatable to employees with little seniority.

Physical Plant

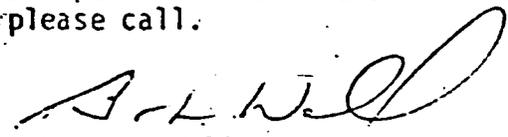
In addition to personnel problems, the County has a recent and major investment in the structure, land, fixtures, equipment and book stock.

1) To transfer structure and furnishings from County to City would raise questions about the reimbursement. Would being financed by revenue sharing rather than by local County funds make any difference? Would County require compensation for the 40,000 volumes maintained in the book stock?..a majority of which was financed from revenue sharing. The furniture and equipment in the building is on County fixed assets inventory. If compensated, would the valuation be determined at cost, fair market value, replacement value or depreciated. This might have to be negotiated.

2) To retain as County property, the City could reimburse County for actual operating costs. This would raise additional questions: who would do maintenance and repairs; administer the landscaping contract; pay insurance premiums; and have ownership of new assets such as books and equipment as they are replaced and additional's acquired.

Ongoing financing is from less-than-County-wide funds -- primarily unincorporated area and serves City and County residents. The annexation would only shift percentages of the mixed patronage. The identity of the branch should remain Southgate Community Library. We operate as one department and most residents are unaware that we are still two political jurisdictions.

I hope that this covers all the points. Any further information, please call.


Robert B. Wall
Deputy Director of Libraries

RBW:ms