

Shasta Local Agency Formation Commission



Municipal Services Review & Sphere of Influence Update City of Anderson

May 2014

City of Anderson

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1. EXECUTIVE SUMMARY

Local agency formation commissions have been tasked with updating local agency municipal service reviews (MSR) and sphere of influence boundaries (SOI) every five years since 2008 [Government Code Section 56425 *et seq.*]. This study presents a baseline review of the City of Anderson services and SOI needs, satisfying the requirements of this statute.

2. GENERAL BACKGROUND

The City of Anderson covers a 6.6 square mile area in southern Shasta County, with a reported population of 10,057. Interstate 5 bisects portions of the city.

In order to effect a boundary change after 2008, a SOI Update study is required. In order to prepare an SOI Update, Shasta LAFCO is required to develop a baseline MSR study.

A comprehensive Municipal Service Review was conducted by the City in conjunction with a proposed development project, and was presented to and accepted by the Shasta LAFCO in March 2011. The legislative intent for MSR studies and updates involves a five year review cycle. The next MSR review cycle will begin in 2016, two years from now. The next SOI Update review cycle will begin in 2019.

The City's sphere of influence boundary was last updated in 1988, at the time Shasta LAFCO removed an area on the east side of the Sacramento River from the SOI designation assigned to Anderson in 1985. Later annexation projects involved property within that SOI boundary and therefore an amendment to the City's SOI boundary was not required.

Shasta LAFCO has scheduled a SOI Update for later in 2014. However, the City received a request from a landowner to pre-zone about 405 acres of land to the east of I-5 in 2013 in preparation for an annexation project. Seen as a mutually beneficial project, the City proceeded in the spring of 2013 to establish pre-zoning designations for this primarily industrial area in preparation for the proposed annexation.

The area proposed for annexation is already within the sphere of influence boundary of the City of Anderson, and has been since 1988. However, since 2008 LAFCOs, as noted above, are restricted from changing local agency boundaries until the agency's SOI boundary has been updated under the provisions of the Cortese-Knox-Herzberg Act of 2000 (CKH Act). These provisions required the development of a "municipal services review" or development and review of a specific set of data on the agencies services, operations, and fiscal ability to provide those services. This step now preceded any SOI or boundary change.

The current proposal is to establish a SOI boundary for the City of Anderson compatible with a boundary identified in the previously prepared 2011 MSR. Since a comprehensive MSR

has already been prepared for the City of Anderson, the project before the Commission now is to set the new SOI boundary.

3. AGENCY SERVICES

a. Infrastructure, Facilities and Services

The City is quite capable of providing services to all areas within its proposed SOI boundary. Additionally, the City also has a good stock of land within the existing city boundaries to accommodate additional growth. Analysis of these factors occurred in the 2011 MSR approved by Shasta LAFCO and it is incorporated by reference to this SOI Update proposal.

b. Administration, Management and Operations

Analysis of City internal operations and managements can be found within the 2011 MSR previously approved LAFCO.

c. Fiscal

Analysis of City internal operations and managements can be found within the 2011 MSR previously approved LAFCO.

d. Governance

The City is governed by an elected City Council and administered by a City Manager, who oversees the City's various departments and operations, and is its fiscal officer. The City is responsible for land use planning and zoning within its boundaries and within its SOI boundary.

As new regulations regarding housing, water, and extension of services outside its boundaries are implemented, the City will have an increasing need to coordinate low income housing and water services, with the Shasta County Planning Department in order to assure that equitable adjustments for service needs and documentation occur, particularly during future pre-zoning activities.

4. Regional Context/Relevant Services by Other Agencies

Land use and building regulation services are provided within this territory by the City of Anderson, while County of Shasta provides these services to territory within the City's adopted sphere of influence boundary. The City also provides law enforcement, road services and other general services provided to the incorporated areas of the City through various departments and contracts.

The City of Anderson does not provide fire protection or emergency services to the population within its corporate boundaries. These services have historically been provided by the Anderson Fire Protection District, one of the oldest independent fire agencies in Shasta County. Within its unincorporated SOI boundary, fire protection services are variously provided by either County Service Area #1 – Shasta County Fire and, in an eastern area by the Cottonwood Fire Protection District.

Again, historically, when an annexation proceeding is proposed, it has been a common practice to also include with any annexation the concurrent detachment of Shasta County Fire (who is empowered to perform services in the unincorporated areas of the county), and annexation of the territory into the Anderson Fire Protection District. Without this step, unless specific contracts are established with other agencies prior to consideration of annexation projects, considerable delays can occur in the finalization of such a proposal.

Both the City of Anderson and the Anderson Fire Protection District need to formalize this transfer of fire and emergency services during future boundary change requests in order to avoid the level of misunderstanding that can be experienced by those who are not familiar with these process and regulations, and subsequently act in ways that tend to slow down rather than promote the progress of simple boundary change proposals.

In the future, it is good to recognize that proposed annexation projects will necessarily require more than one simple annexation process. In addition to addressing fire and emergency services, detachment from one or more county service areas will need to occur as certain services transfer from Shasta County to the City of Anderson. Early consultation with these agencies will go a long way to paving a good path for timely processing of these applications.

5. Agency Boundary and Proposed Sphere of Influence Update Maps.

The City's current boundary and proposed SOI Update boundary are shown in the exhibits following this report.

6. Written Determinations for the Municipal Service Review

The City of Anderson, in conjunction with a proposed development project, sought permission from LAFCO to prepare a Municipal Services Review ahead of the Shasta LAFCO scheduled program for conducting it as a regular part of their duties. In 2011 a draft MSR was brought before the Commission and ultimately accepted in March 2011.

In the preparation of this Sphere of Influence Update, the LAFCO staff has concluded that the previously adopted MSR does not need to be updated at this time because the economic downturn experienced throughout Shasta County has also negatively impacted the City of Anderson ability or need to conduct major expansion of services. The SOI boundary the City wished to have designated is the same SOI boundary being proposed at this time.

The next review of the City of Anderson's MSR data will begin in 2016, five years after the adoption of that document. Therefore there will be no analysis of municipal services as that normally are included in the combination SOI/MSR studies and updates being done for other agencies in Shasta County.

7. Written Determinations for the Sphere of Influence Update

The last noted sphere of influence study prepared for the City of Anderson and adopted by Shasta LAFCO occurred in September 1988. Some in-fill annexations did occur in the intervening period, but not very many.

a. Present and planned land uses

The current population of Anderson is shown as 9,932 according to Sperling's website, with population change at about 8%. The unemployment rate is currently at 13.10%. The majority of land within the City boundary can accommodate modest growth over the next 2-5 years. Proposed annexation projects will be required to be pre-zoned before coming before LAFCO for consideration.

b. Present and probable need for public facilities; adequacy of services

Expansion of existing City service needs and facilities will be address during the permit process for development of territory within the city limits. Within the SOI, the City will use the process of pre-zoning land use and its associated public notices and hearings to establish parameters for accommodating these needs, perhaps through development and other types of agreements or contracts.

c. Present capacity of public facilities and adequacy of services

The City is quite capable of providing services, and any inadequacies that might be perceived by the public will most likely be due to budgetary constraints rather than any lack of will on the part of the City to adequately provide for the public needs.

d. Existence of social or economic communities of interest

The City of Anderson is directly associated with the Anderson Fire Protection District, and works collaboratively with the other cities and local special districts that surround it.

e. Present and probable needs of disadvantaged unincorporated communities (DUCs) within the area.

All communities within Shasta County qualify for the designation of “Disadvantaged Unincorporated Communities.” California State Parks (www.parks.ca.gov) provides a Community Locator tool which helps with identifying the general income within ½ or 2 miles of a town center. For larger service areas a 25-mile measure is used. This is usually sufficient to provide a guideline for this classification. Classification sheets for this District were too numerous to attach to this report, but copies can be made available upon request to Shasta LAFCO staff. The population counts shown on these reports do not reflect the actual population assigned to those communities in census statistics.

The median for the state is \$46,477, and communities qualify for the designation as a Disadvantaged Unincorporated Community (DUC) if their median income falls below 80% of this figure. If a community income falls below 60% of the state figures, they qualify as a Severely Disadvantaged Unincorporated Community (SDUC). These designations do not necessarily identify the quality of life in these outlying areas, but rather identify their eligibility for certain types of funding programs and cycles provided by state and/or federal agencies.

The City of Anderson qualifies as a Disadvantaged Unincorporated Communities. The City is undertaking a study of the DUCs both within (islands) their boundaries and within their sphere of influence boundary (fringe DUCs) as part of their General Plan update and additional information should be available for an expanded analysis of this designation during the next Municipal Service Review Update which is due to be prepared in 2016.

8. Conclusion

It is recommended that the proposed sphere of influence update for the City of Anderson be adopted as proposed, and that the City be encouraged to establish a formal relationship with the Anderson Fire Protection District, or some other fire services agency, to assure continuity of fire and emergency services when expanding to add territory within its jurisdictional boundaries.

References

- a. City of Anderson (interviews, records, data)
- b. Miller Engineering
- c. County of Shasta
- d. Shasta LAFCO files for this district
- e. Internet research on various sites

9. Exhibits

- a. Map of Anderson showing proposed SOI Boundary Update
- b. Notice of Intent to Adopt CEQA Determination – Statutory Exemption PRC 21083
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