CHAPTER 4 PUBLIC FACILITIES AND SERVICES

City development is dependent on a complicated network of public facilities and services. Each type of service has a unique set of opportunities and constraints and must adapt to growth and change differently. This chapter focuses on water, sewer collection and treatment, storm drainage, solid waste collection and disposal, fire protection, law enforcement, and other utilities such as gas, electricity, and communications.

Transportation facilities are discussed separately in Chapter 3, and parks and schools are addressed in Chapter 5.

Goals, policies, and implementation programs

This chapter contains goals, policies, and implementation programs that establish the framework for the provision of public facilities and services to meet the demand generated by existing and future development in Woodland. The goals and policies of this section are organized topically according to the following categories, each of which relates to a particular type of facility or service.

- General Public Facilities and Services
- Public Facilities and Services Funding
- Water Supply and Delivery
- Wastewater Collection, Treatment, Disposal, and Reuse
- Stormwater Drainage
- Solid Waste Collection and Disposal
- Law Enforcement
- Fire Protection
- Public Utilities
- Information Technology

GENERAL PUBLIC FACILITIES AND SERVICES Modern development requires a wide range of publicly-provided services, such as water, sewer, storm drainage, and garbage collection. The City of Woodland directly provides or contracts for most of these services. The General Plan seeks to provide for the logical and efficient extension of these services as new development occurs. The City provides for the development of major public facilities through its *Major Projects Financing Plan*, which identify capital improvements projects to accommodate growth projected under the General Plan

consistent with applicable state and federal law.

GOAL 4.A

To ensure the timely development of public facilities and the maintenance of specified service levels for these facilities.

POLICIES

- 4.A.1. Where new development requires the construction of new public facilities, new development shall fund its fair share of the construction of those facilities.
- 4.A.2. The City shall ensure through the development review process that adequate public facilities and services are available to serve new development. The City shall not approve new development where existing facilities are inadequate unless the following conditions are met:
 - a. The applicant can demonstrate that all necessary public facilities will be installed or adequately financed (through fees or other means); and
 - b. The facility improvements are consistent with applicable master or facility plans adopted by the City.
- 4.A.3. The City shall require specific plan proposals to include plans for development and financing of public facilities and services.
- 4.A.4. The City shall update City facility master plans on a regular basis to ensure: compliance with appropriate state and federal laws; use of modern and cost-effective technologies; and compatibility with current land use policy.
- 4.A.5. Through fiscal revenues generated by new development, the City shall provide for expansion of general government services (e.g., City administrative services) in connection with new development, if warranted.
- 4.A.6. The City shall annually review the Major Projects Financing Plan (MPFP) and every five years update the MPFP to ensure the implementation and adequacy of the MPFP Plan.

IMPLEMENTATION PROGRAMS

4.1. The City shall maintain and periodically update the Water Master Plan, Wastewater Master Plan, and Storm Drainage Master Plan

based on the updated General Plan.

Responsibility: Public Works Department

Planning Commission

City Council

Time Frame: As required; ongoing

4.2. The City shall annually review the *Major Projects Financing Plan* and shall update it every five years.

Responsibility: Finance Department in conjunction with

all City departments

Time Frame: Annually; major update every five years

Public facilities AND SERVICES FUNDING

In the past, federal and state grants paid for many improvements and expansions of City facilities, but this type of funding has dwindled in recent years. New development is therefore generally responsible for providing for the extensions of the services it requires.

The policies in this section seek to provide for funding of new facilities and services as new development occurs, and to consider how the ongoing maintenance and operations of these facilities will be funded to ensure that operational levels do not decline. Facilities not only have to be constructed, but they require ongoing operation and maintenance.

GOAL 4.B

To ensure that adopted facility and service standards are achieved and maintained through the use of equitable funding methods.

- 4.B.1. The City shall require that new development pay its fair share of the cost of providing new public services and/or the costs of upgrading of all existing facilities it uses, based on the demand for these facilities attributable to the new development; exceptions may be made when new development generates significant public benefits (e.g., low-income housing, primary-wage-earner employment) and when alternative sources of funding can be obtained to offset foregone revenues.
- 4.B.2. The City shall seek broad-based funding sources for public facilities and services that benefit current and future residents

of the city.

4.B.3. The City shall require preparation of a fiscal impact analysis for all specific plans or significant general plan land use amendments. The analysis will examine the fiscal impacts on the City and other service providers that result from large-scale development. The fiscal analysis shall project a positive fiscal impact from new development or include mechanisms to fund projected fiscal deficits; exceptions may be made when new development generates significant public benefits (e.g., low-income housing, primary-wage-earner employment) and when alternative sources of funding can be obtained to offset foregone revenues.

IMPLEMENTATION PROGRAMS

4.3. The City shall maintain and periodically update the *Major Projects Financing Plan* and update water, sewer, and drainage master plans.

Responsibility: Public Works Department

Finance Department

City Council

Time Frame: Ongoing

4.4. The City will maintain development fee schedules consistent with its updated *Master Projects Financing Plan*.

Responsibility: Public Works Department

Finance Department

City Council

Time Frame: Ongoing



Woodland relies on groundwater for its municipal water supply, as do most of the surrounding agricultural operations. The General Plan seeks to ensure a safe and adequate water supply for existing and future development, by investigating the groundwater basin and other water supply options to determine the most appropriate long-term water supply for the city. Policies of the plan also promote water conservation and reuse. See also section on "Water Resources" in Chapter 7 Environmental Resources.

GOAL 4.C

To maintain a safe, reliable, and sufficient water supply that will meet the future needs of the city.

POLICIES

- 4.C.1. The City shall protect the groundwater basin from overdraft due to City pumpage. The City shall study the groundwater basin and the feasibility of using surface water supplies (e.g., obtaining water rights, transfers, or exchanges) for domestic and/or agricultural use within the Woodland area. Water management programs such as conjunctive use and recharge programs will also be considered. The City shall use this information to determine the most appropriate long-term water supply to serve Woodland.
- 4.C.2. The City shall study groundwater basin quality and seek to maintain or enhance the quality of the basin supply or of delivered potable water or both.
- 4.C.3. The City shall promote efficient water use by:
 - a. Requiring water efficient building design and pumping devices in new construction that comply with State and Federal laws;
 - b. Encouraging the use of water efficient landscaping; and
 - c. Encouraging the retrofitting of existing development with water efficient plumbing devices.

Other measures will be adopted, as appropriate, based on the findings of the studies in Policy 4.C.1.

- 4.C.4. The City shall investigate the use of reclaimed wastewater to offset the demand for new water supplies.
- 4.C.5. The City shall complete an assessment of its water source(s) (quality, well head protections, etc.) as required by current State law.
- 4.C.6. The City shall work closely with Yolo County and other public agencies in countywide watershed management efforts. Based upon these efforts, the City will develop a water transfer policy. In the interim, the City will oppose long-term water transfers from Yolo County.
- 4.C.7. The City shall work with other agencies to promote efficient

water use countywide.

- 4.C.8. The City shall reduce "unaccounted for" water losses.
- 4.C.9. The City shall approve new development only where an adequate City water supply can be delivered and an adequate funding source is in place to finance system development and maintenance.

IMPLEMENTATION PROGRAMS

- 4.5. The City shall conduct a study of future water supply alternatives to determine the most appropriate long-term water supply to serve Woodland. This study will include the following components, as deemed appropriate to implement Policy 4.C.1.
 - a. Examination of the costs and feasibility of various surface water supplies (e.g., obtaining water rights, transfers, or exchanges) for domestic and/or agricultural use within the Woodland area.
 - b. Consideration of water management programs such as conjunctive use and recharge

Responsibility: Public Works Department

City Council

Time Frame: FY 01-02

4.6 The City shall update the Urban Water Management Plan to include water conservation and management measures, as required by state law. The City shall endeavor to implement projects that have a benefit-to-cost ratio greater than 1:1. The City shall strive to measure the results of water conservation and management measures that are implemented.

Responsibility: City Council

Public Works Department

Time Frame: Completed 2000; every 5 years

Also see programs 4.1, 4.2, 4.3, and 4.4.

4.7 The City shall complete a source water assessment that is

consistent with State regulations.

Responsibility: Public Works Department

Time Frame: FY 02-03

Wastewater Collection, Treatment, Disposal, and Reuse

The City provides sewer collection, treatment, and disposal services. The City's wastewater treatment plant is located south of I-5 and east of Road 102. New development will require expansion of the plant and new trunk lines.

The policies in this section seek to provide for the logical expansion and extension of the wastewater system to serve new development. Water conservation efforts also reduce the amount of waste water that must ultimately be disposed of. Industrial waste source control and pretreatment of industrial wastewater can lessen the burden on the City's treatment plant.

GOAL 4.D

To ensure adequate wastewater collection and treatment and the safe disposal of wastes.

- 4.D.1. The City shall promote reduced wastewater system demand through efficient water use by:
 - a. Requiring water-conserving design and equipment in new construction;
 - b. Encouraging retrofitting with water-conserving devices; and
 - c. Designing, constructing, and repairing wastewater systems to minimize inflow and infiltration to the extent economically feasible.
- 4.D.2. The City shall implement and maintain an industrial pretreatment program in accordance with state and federal requirements.
- 4.D.3. The City shall require all sewage generators within its service area to connect to the City's system, except those areas where on-site treatment and disposal facilities are deemed appropriate.
- 4.D.4. The City shall require that collection systems be designed on a gravity-flow basis except where a site-specific engineering

- analysis demonstrates the long-term cost-effectiveness of pumped facilities.
- 4.D.5. The City shall review development proposals in the vicinity of the wastewater treatment plant site to ensure their safety and compatibility.
- 4.D.6. The City shall investigate, plan, develop, and implement options for the reuse of treated wastewater.
- 4.D.7. The City shall investigate potential hazards and nuisance potential associated with operations at the wastewater treatment plant and shall identify any necessary buffering requirements or operational changes at the plant that may be necessary.

IMPLEMENTATION PROGRAMS

See programs 4.1., 4.2, 4.3, and 4.4.

4.8. In connection with the *Wastewater Treatment and Disposal Master Plan* update, the City will investigate potential hazards associated with chlorine gas use and potential nuisance associated with odor at the plant, and will identify and implement buffer zone requirements or operational changes at the plant to address these issues including alternative disinfection procedures.

Responsibility: Public Works Department

Time Frame: FY 01-02 to 04-05

4.9. The City will undertake a study of the feasibility of the use of reclaimed water through the Wastewater Treatment and Disposal Program.

Responsibility: Public Works Department

Time Frame: FY 01-02 to 04-05

Stormwater drainage The City's storm drainage system consists of collection, conveyance, detention, and pumping facilities. Stormwater is ultimately pumped into an outfall channel that discharges directly into the Yolo Bypass. Future development will require extensions of the storm drainage

system; in addition, additional federal and state water quality standards will require examination of the quality of stormwater released into public waterways. Policies of this section require the expansion of the storm drainage system in the safest and most efficient manner.

GOAL 4.E

To collect and dispose of stormwater in a manner that minimizes inconvenience to the public, minimizes potential water-related damage, and enhances the environment and complies with state and federal laws.

- 4.E.1. The City shall require development to provide for the overland flow of stormwaters exceeding the City's standard design capacity of the storm drainage system. These overland flow waters shall be conveyed over public streets where possible and shall be at least one foot below building pad elevations and contains provisions for removal of silt and other contaminants.
- 4.E.2. The City shall encourage project designs that minimize drainage concentrations and impervious coverage.
- 4.E.3. The City shall prohibit grading activities during the rainy season, unless adequately mitigated, to avoid sedimentation of storm drainage facilities.
- 4.E.4. The City shall require projects that have impacts on the quantity and quality of surface water runoff to incorporate mitigation measures for impacts related to urban runoff and/or pay fees in lieu of the support of City-sponsored projects for this purpose.
- 4.E.5. Future drainage system requirements shall comply with applicable state and federal pollutant discharge requirements.
- 4.E.6. The City shall seek to minimize operational complexities and maintenance requirements of the storm drainage system.
- 4.E.7. The City shall allow stormwater detention facilities to mitigate drainage impacts and reduce storm drainage system costs. To

the extent practical, stormwater detention facilities should be designed for multiple purposes, including recreational and/or stormwater quality improvement.

4.E.8. The City shall use stormwater of adequate quality to replenish local groundwater basins, restore wetlands and riparian habitat, and irrigate agricultural lands to the maximum extent feasible in accordance with state and federal laws.

IMPLEMENTATION PROGRAMS

See programs 4.1, 4.2, 4.3, and 4.4.

4.10. The City shall implement NPDES Phase II stormwater regulations.

Responsibility: Public Works Department

Planning Commission

City Council

Time Frame: FY 01-02

4.11. The City shall identify illicit and unapproved discharges and implement corrective measures to comply with state and federal regulations.

Responsibility: Public Works Department

Time Frame: Ongoing

4.12. The City shall prepare and adopt a comprehensive stormwater ordinance to implement the updated *Storm Drainage Master Plan* to address the quality and quantity of stormwater runoff.

Responsibility: Public Works Department

Planning Commission

City Council

Time Frame: FY 02 - 03 to 03-04

4-10

Solid waste collection and disposal

Solid waste collection and disposal and curbside recycling in Woodland are provided by a franchise agreement, with disposal at the Yolo County landfill. Waste generated by new residential, commercial, and industrial development will hasten the rate at which the landfill is filled. Policies in this section seek to reduce the amount of waste produced through source reduction, reuse, and recycling, and to ensure safe disposal of waste. Solid waste management policy is specifically addressed in the City's Source Reduction and Recycling Element and the County Integrated Waste Management Plan. The goal of this Plan is to reduce the total amount of waste generated and disposed of through source reduction, recycling and composting, and safe transformation and land disposal of solid wastes. State law enacted in 1989 requires that a minimum of 25 percent of the total wastes generated are diverted from landfills by 1995 and a minimum of 50 percent are diverted by the year 2000.

GOAL 4.G

To ensure the safe and efficient disposal or recycling of solid waste generated in Woodland.

POLICIES

- 4.G.1. The City shall require waste collection in all new development.
- 4.G.2. The City shall promote maximum use of solid waste source reduction, recycling, composting, and environmentally-safe transformation of wastes.
- 4.G.3. The City shall require that all new development complies with applicable provisions of the City of Woodland *Source Reduction* and *Recycling Element* and the *Yolo County Integrated Waste Management Plan*.
- 4.G.4. The City shall encourage the development of regional and community-based recycling facilities and secondary resource businesses in heavy commercial and industrial areas.
- 4.G.5. The City shall encourage businesses to use recycled products in their manufacturing processes and consumers to buy recycled products.
- 4.G.6. The City shall work with Yolo County to employ methods to lengthen the life of the County landfill.

IMPLEMENTATION PROGRAMS

4.13 The City shall periodically review and update the *Source Reduction and Recycling Element* and evaluate progress in achieving stated source reduction goals.

Responsibility: Public Works Department

Time Frame: Ongoing

Law enforcement

A sense of public safety is one of the most important aspects of small town quality and enjoyment of a community. In recognition of this importance, law enforcement expenditures represent a significant percentage of the City's General Fund expenditures each year. The policies in this section address public safety by setting standards for police service. Public safety can also be addressed through other public safety programs and the design of new residential and commercial development and remodels and public facilities such as parks, schools, and pedestrian and bike trails.

GOAL 4.H

To deter crime and to meet the growing demand for police services associated with increasing population and commercial/industrial development in the city.

- 4.H.1. The City shall, through adequate staffing arrangements, endeavor to maintain a high level of police service to the community. Determination of adequate staffing levels shall consider the number of calls for service per patrol officer (non-supervisory), response time to calls for service based on priority, the amount of unobligated patrol time available to further community policing activities, and the average number of Part I crimes per investigator. The following goals are established to measure the adequacy of police staffing:
 - The average number of calls for service per day per patrol officer should not exceed seven per day.
 - The average response times for calls for service:

Priority	Class of Crime	Dispatch/Response Standard
Priority 1	Major Crimes	Dispatch time: 1 minute Police response time: 4 minutes
Priority 2	Major Crimes	Dispatch time: 1 minutes Police response time: 5 minutes
Priority 3	Major Crimes Cold	Dispatch time: 15 minutes Police response time: 10 minutes
Priority 4	Minor Crimes Cold	Dispatch time: 30 minutes Police response time: 10 minutes
Priority 5	Service Calls	Dispatch time: 35 minutes Police response time: 10 minutes

- Patrol officers should average a minimum of 50 percent unobligated patrol time per shift to focus on community policing activities.
- The ratio of Part I crimes should not exceed an average of two per day for each assigned investigator.
- 4.H.2. Within the City's overall budgetary constraints, the City shall provide police support (including patrol and other vehicles, necessary equipment, and support personnel) sufficient to maintain its service standards.
- 4.H.3. The City shall require new development to develop or fund police facilities and equipment that, at a minimum, maintain the above standards.
- 4.H.4. The City shall require new development, as demonstrated through positive fiscal impacts or through specific funding mechanisms in the event of fiscal deficits, to fund police personnel and operations and maintenance that, at a minimum, maintain the above standards.
- 4.H.5. The City shall promote and fund public safety programs, including neighborhood watch, child identification and fingerprinting, substance abuse prevention, violence prevention, conflict resolution, and other public education and crime prevention efforts.
- 4.H.6. The City shall provide and promote services for children at risk of abuse, neglect, youth violence and exploitation.
- 4.H.7. The City shall consider public safety issues in all aspects of public facility, commercial, and residential project design, including crime prevention through environmental design.

IMPLEMENTATION MEASURES

4.14. The City shall update the plan for police services based on future development trends. The City shall incorporate necessary service equipment and facilities into the *Major Projects Financing Plan*.

Responsibility: Police Department

Finance Department

Time Frame: Ongoing

4.15. The City shall continue to offer youth services programs.

Responsibility: Police Department

Time Frame: Ongoing

$\mathbf{F}_{ ext{ire protection}}$

Fire protection is a critical component of public safety. Woodland currently enjoys a high level of fire protection. Fire protection depends on several factors: personnel and equipment, available water supply and pressure, quickness of response, and reducing potential fire hazards. Buildings can also be constructed with fire resistant materials, smoke alarms, or sprinkler systems to reduce fire hazards.

GOAL 4.I

To protect residents of and visitors to Woodland from injury and loss of life and to protect property from fires.

- 4.I.1 Within the City's overall budgetary constraints, the City shall strive to maintain a fire operations staffing ratio of 1.0 per 1,000 residents.
- 4.I.2. The City shall attempt to maintain an ISO (Insurance Service Organization) rating of 3.
- 4.I.3 The City shall establish and maintain a performance standard of four (4) minutes response time for the first arriving unit capable of providing service and eight (8) minutes for arrival of the complete first alarm assignment. The benchmark for both response times in this process should be 90 percent

(response time is measured from the time the unit leaves the station to the time the unit arrives at the scene.

- 4.I.4 The City shall attempt to maintain the following fire flow standards:
 - Commercial and individual: 3,500 gallons per minute (GPM)
 - Light commercial and multifamily: 2,500 GPM
 - Single family: 1,500 GPM
- 4.I.5. The City shall require new development to develop or fund fire protection facilities that, at a minimum, maintain the above service level standards.
- 4.I.6. The City shall require new development, as demonstrated through positive fiscal impacts or through specific funding mechanisms in the event of fiscal deficits, to fund fire protection personnel and operations and maintenance that, at a minimum, maintain the above standards.
- 4.I.7. The City shall identify key fire loss problems and design appropriate fire safety education programs to reduce fire incidents and losses.
- 4.I.8. The City shall implement ordinances to control fire losses and fire protection costs through continued use of automatic fire detection, control, and suppression systems.

IMPLEMENTATION PROGRAMS

4.15. The City shall continue to implement the recommendations in the City of Woodland Fire Department Organizational Assessment and Master Plan adopted by the City Council on January 16, 2001. The City shall incorporate necessary service equipment and facilities into the *Major Projects Financing Plan*.

Responsibility: Fire Department

Finance Department

Time Frame: FY 01-02; annually

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Other public utilities important to future development include electricity, gas, and communication services. Although provided by private utility companies, most of these services are critical for existing and new development. These facilities should be sited carefully to minimize health hazards. Overhead lines in older parts of the city are often unsightly. These specific issues are also addressed in Chapter 1 in the sections on "Downtown" and the "East Street Corridor."

GOAL 4.J

To promote adequate levels of utility services provided by private companies and ensure that these are constructed to minimize negative effects on surrounding development.

POLICIES

- 4.J.1. The City shall communicate its major development plans with utility companies and coordinate planning of extension of these facilities.
- 4.J.2. The City shall require undergrounding of utility lines in new development and as areas are redeveloped, except where infeasible for operational reasons.
- 4.J.3 The City shall promote initiatives for using emerging technologies such as fiber connectivity, wireless communications, data communications over broadband cable, and other capabilities where appropriate to improve and/or enhance Woodland's multimedia communications infrastructure.
- 4.J.4. The City shall promote technological improvements and upgrading of utility services in Woodland.
- 4.J.5. The City shall continue to actively use a Government Access Television channel as a communications tool in providing governmental information to the viewing public.
- 4.J.6. The City shall continue its support of the Community Television channel on the cable television system.

Information technology

The City of Woodland will make a conscious effort to foster the use of information technology. Increased use of information technology can increase interaction and cooperation among the community, government, industry, and education. Use of this technology can improve the lives of Woodland residents by increasing mobility (while lessening the burden on the physical transportation structure and reducing related environmental pollutants). Residents can also increase control over the demands placed upon their lives through the convenience offered by a communitywide information infrastructure.

GOAL 4.K

To expand the use of information technology as a communication tool in order to improve personal convenience, to reduce dependency on nonrenewable resources, to take advantage of the ecological and financial efficiencies of new technologies, and to develop a better-informed citizenry.

POLICIES

- 4.K.1. The City shall facilitate and support development of the infrastructure necessary for all residents to use and benefit from current and emerging communication technologies.
- 4.K.2. The City shall encourage telecommuting where feasible for its own staff.
- 4.K.3. The City shall formally monitor information technology development and city infrastructure issues (both planning and enforcement).
- 4.K.4. The City shall work with Yolo County and other agencies to coordinate telecommunication infrastructure planning on a regional basis.
- 4.K.5. The City shall endeavor to ensure that the "public utility" telecommunications infrastructure for high-speed networking will not be dependent on any one media, but will incorporate CATV, wireless, fiber optics, and other technology, as appropriate.
- 4.K.6. The City shall strive to expand opportunities for all citizens to participate in City governance through the use of communication technologies.
- 4.K.7. The City shall strive to make essential City documents available for immediate retrieval by electronic transfer technologies.

IMPLEMENTATION PROGRAMS

4.16 The City shall designate, within a City department or agency, technology coordination function with responsibility for oversight over communitywide information technology infrastructure development. This department or agency should have sufficient authority to conduct standards planning

and enforcement.

Responsibility: City Council

City Manager

Finance Department

Library Board

Time Frame: Ongoing

4.17 The City shall study the use of City right-of-way to foster development of a "public utility" telecommunications infrastructure to provide high-speed networking throughout the community, and to make the community attractive to information-based businesses.

Responsibility: Public Works Department

City Manager

Time Frame: Completed 2002

4.18 The City shall continue to develop and expand the telecommunications program at the Library.

Responsibility: Library Services Department

Library Board City Council

Time Frame: Ongoing

4-18