



# City of Anderson

## Municipal Service Review & Sphere of Influence Update

**ADOPTED**

Hearing Date- June 1 2017

Adoption- June 1 2017

# SHASTA LOCAL AGENCY FORMATION COMMISSION

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David Kehoe, County Member - District 1 Supervisor  
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## **Acknowledgements:**

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# INTRODUCTION

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This Municipal Service Review (MSR) and Sphere of Influence (SOI) Update provides information about the services and boundaries of The City of Anderson. The report is for use by the Shasta Local Agency Formation Commission (LAFCO) in conducting a statutorily required review and update process. The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) requires that the Commission conduct periodic reviews and updates of Spheres of Influence of all cities and special districts in Shasta County (Government Code § 56425). State law also requires that, prior to adopting a Sphere of Influence, LAFCO must conduct a review of the municipal services provided by that local agency (Government Code § 56430). This report provides LAFCO with a tool to study current and future public service conditions and to evaluate organizational options for accommodating growth, preventing urban sprawl, and ensuring that critical services are provided efficiently. The potential uses of the report are described below.

## **To Update Spheres of Influence**

This service review also serves as the basis for updating the spheres of influence for the City of Anderson. Specifically, a sphere of influence designates the territory LAFCO believes represents the City of Anderson's appropriate future jurisdiction and service area. All boundary changes, such as annexations, must be consistent with an affected city's sphere of influence with limited exceptions.

## **Resource for Further Studies**

Other entities and the public may use this report for further study and analysis of issues relating to municipal services in the City of Anderson.

## **Service Review Determinations**

Government Code § 56430 requires LAFCO to conduct a review of municipal services provided in the county by region, sub-region or other designated geographic area, as appropriate, for the service or services to be reviewed, and prepare a written statement of determination with respect to each of the following topics:

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

State Guidelines and Commission policies encourage stakeholder cooperation in MSR preparation. It also provides a basis to evaluate, and make SOI changes, if appropriate.

## Sphere of Influence Determinations

A Sphere of Influence is a LAFCO-approved plan that designates an agency's probable physical boundary and service area. Spheres are planning tools used to provide guidance for individual boundary change proposals and are intended to encourage efficient provision of organized community services, discourage urban sprawl and premature conversion of agricultural and open space lands, and prevent overlapping jurisdictions and duplication of services.

LAFCO is required to establish SOIs for all local agencies and enact policies to promote the logical and orderly development of areas within the SOIs. Furthermore, LAFCO must update those SOIs every five years. In updating the SOI, LAFCO is required to conduct a municipal service review (MSR) and adopt related determinations. In addition, in adopting or amending an SOI, LAFCO must make the following determinations:

1. The present and planned land uses in the area, including agricultural and open-space lands;
2. The present and probable need for public facilities and services in the area;
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide;
4. The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency; and
5. The present and probable need for public facilities and services related to sewers, municipal or industrial water, or structural fire protection of any disadvantaged unincorporated communities within the existing SOI (effective July 1, 2012).

## Review Methods

The following information was considered in the service review:

- o Agency-specific data: responses to LAFCO Requests for Information from the City of Anderson Development Services and Public Works Department, maps, city and district plans and agency correspondence;
- o Land Use and City of Anderson General Plan data: City of Anderson Development Services
- o Demographic data: U.S. Census Bureau; Department of Finance;
- o Finances: budgets, rates and fees

## California Environmental Quality Act

The California Environmental Quality Act (CEQA) is contained in Public Resources Code §21000, et seq. Public agencies are required to evaluate the potential environmental effects of their actions. MSRs are statutorily exempt from CEQA pursuant to § 15262 (feasibility or planning studies) and categorically exempt from CEQA Guidelines § 15306 (information collection). CEQA requirements are applicable to SOI Updates. The CEQA lead agency for SOI Updates is most often

LAFCO, unless an agency has initiated an SOI expansion or update. A Notice of Exemption has been filed for this MSR SOI Update.

## CITY OF ANDERSON

**Table 1: City of Anderson Profile**

<b>Formation</b>	
Agency Name	City of Anderson
Incorporation Date	January 16, 1956
Enabling Legislation	California Government Code §34000 et seq.
<b>Contact</b>	
Contact	Jeff Kiser, City Manager
E-mail	jkiser@ci.anderson.ca.us
Website	www.ci.anderson.ca.us
Office Phone	(530) 378-6646
Mailing Address	1887 Howard Street, 3 <sup>rd</sup> Floor Anderson, CA 96007
<b>Governance</b>	
Governing Body	City Council
City Council Meetings	First and Third Tuesdays of every Month at 6:00pm
Staffing	56 full-time equivalent, see organizational chart
<b>Services</b>	
Services Provided	Water, Wastewater, Law Enforcement, Parks & Recreation, Planning, Transportation Planning, Street Maintenance and Building Inspection
Areas Served	The incorporated City of Anderson

### City Overview

The City of Anderson is located at the north end of the Sacramento Valley approximately ten miles south of the City of Redding and 150 miles north of Sacramento. The City is situated adjacent to and southwest of the Sacramento River in south central Shasta County and is intersected by Interstate 5 (I-5) and State Route 273. Anderson is one of three incorporated cities in Shasta County, the other two being the cities of Redding and Shasta Lake.

Municipal services provided directly by the City and reviewed in this document include: water, sewer, law enforcement, streets, parks and recreation, and planning. The City of Anderson also contracts with outside agencies to provide certain municipal services, such as emergency medical, garbage and recycling collection, engineering services, animal control and other specialized services as needed. The Anderson Fire Protection District provides fire protection service to Anderson. The City serves a population of approximately 10,485. A municipal service review for the City was previously conducted in 2014. This document will update the previous MSR and build upon information provided therein.

### Formation and Development

The history of the City of Anderson dates back to 1872 when Elias Anderson, owner of the American Ranch, granted the Central Pacific Railroad a right-of-way through his property to lay railroad tracks and build a depot. The railroad also laid out a 12-lot town around the railroad depot, which they named after Elias Anderson. Soon after, Anderson constructed a hotel on the property that became a popular stopping place for freighters, packers and travelers passing by on the California-Oregon Trail. Steady growth over the next 84 years and rapid expansion following World War II led to the City of Anderson’s incorporation on January 16, 1956, as a General Law City. The City of Anderson employs a City Council-City Manager form of government and is currently staffed by approximately 56 full-time employees.

### City Boundary and Sphere of Influence

The City of Anderson’s boundary encompass 4,627 acres, or 6.7 square miles. The SOI and the City boundary are not coterminous, the SOI boundary encompasses an area of 8,699 acres, or 13.5 square miles. The SOI was last updated and approved May 1, 2014. Prior to that, the SOI was updated in 1988. In the 1988 update, an area of land on the east side of the Sacramento River was removed from the City’s SOI that had been assigned to it in 1985. The City has a total of 4,167 parcels. A map of the City’s jurisdictional boundaries and sphere of influence is provided as Figure 1.

### Deschutes Road Annexation

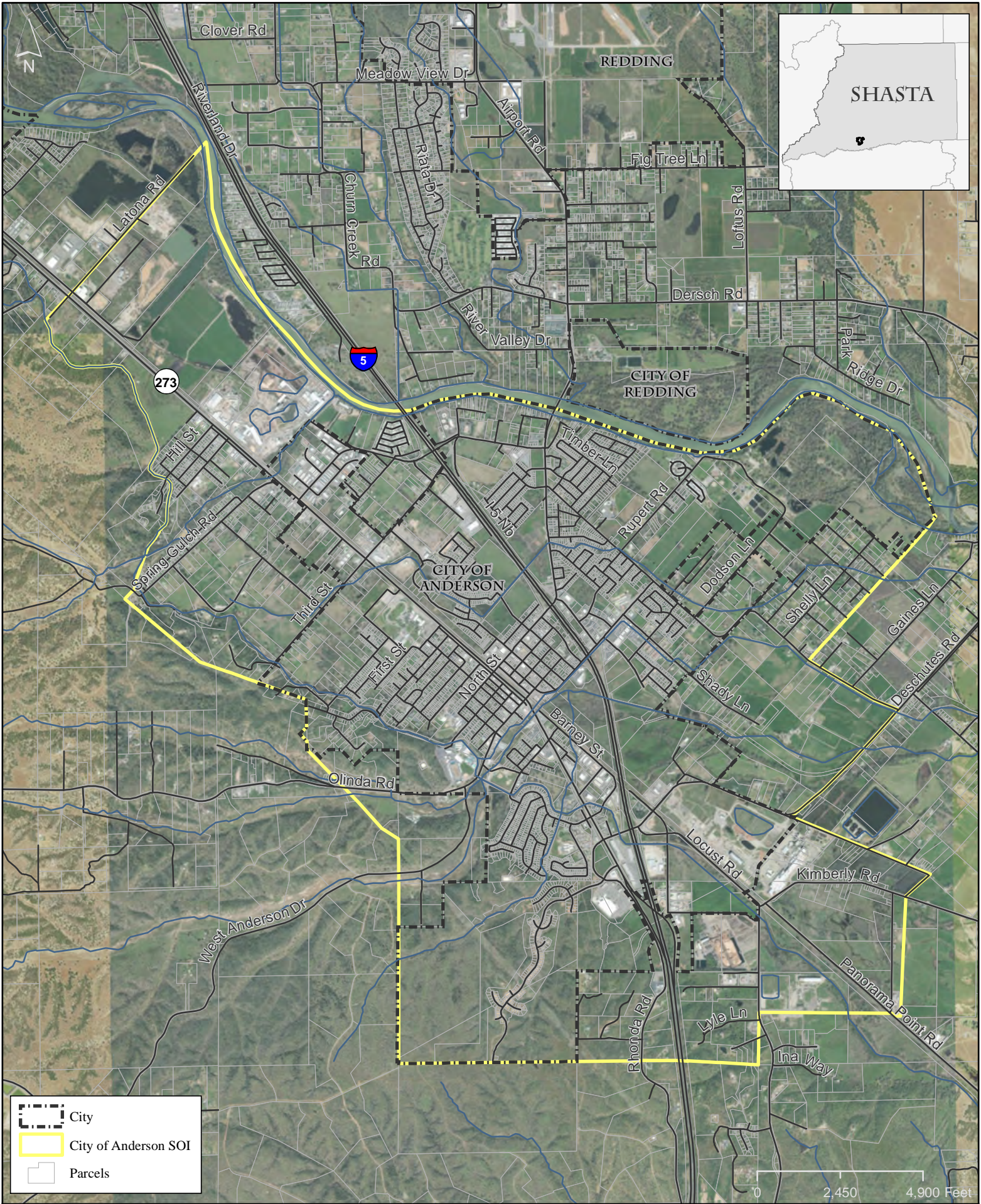
LAFCO approved an annexation in the southeast corner of the City known as the “LAFCO 2013-04 – Deschutes Reorganization”. The Deschutes Road region to the east of the current city boundary adds approximately 385 acres to the total City area. The parcels are developed and the annexation increases the population by as many as 28 residents.




### Area of Interest

Directly north of the City, on the opposite bank of the Sacramento River, is an approximately 303-acre area of land that is included in the jurisdictional boundary of the City of Redding, but is detached. It is physically closer to the City of Anderson than the City of Redding.

**Table 2 Jurisdictional Characteristics**

Characteristic	Quantity/Value
Total Acreage	4,627 acres City - 8,379 acres City + SOI
Total Assessor Parcels	4,167 parcels City – 5,018 parcels City + SOI
Existing Development Acreage	estimated 65%
Undeveloped Acreage	estimated 35%
Assessed Values	\$640,180,178
Registered Voters	4,940



-  City
-  City of Anderson SOI
-  Parcels



# City of Anderson

Figure



## Other Service Providers

### *Solid Waste & Recycling*

The City contracts with Waste Management to provide solid waste service, recycling, and green waste collection for its residents. New customers can contact either the City or Waste Management for a description of available services.

### *Fire Protection*

Fire protection is provided by the Anderson Fire Protection District (AFPD), which is independent of the City of Anderson. Although it is a separate special district, the City of Anderson General Plan provides for coordinated annexation of lands with the AFPD. Further, it is the City's policy that no areas of the City should be served by any other fire protection district. Within the unincorporated SOI boundary, fire protection services are provided by either County Service Area # 1 – Shasta County Fire and, in the eastern area, by the Cottonwood Fire Protection District.

Governed by a five-member board of directors, the AFPD receives most of its revenues from property tax, assessments, and occasionally from public safety grants. The AFPD maintains one active fire station at the corner of Howard and Douglas Streets which is manned 24 hours a day and serves as the base of operations. An old fire station located on East Center Street provides storage for two antique fire trucks which are used for parades only.

## Accountability and Governance

### Governance

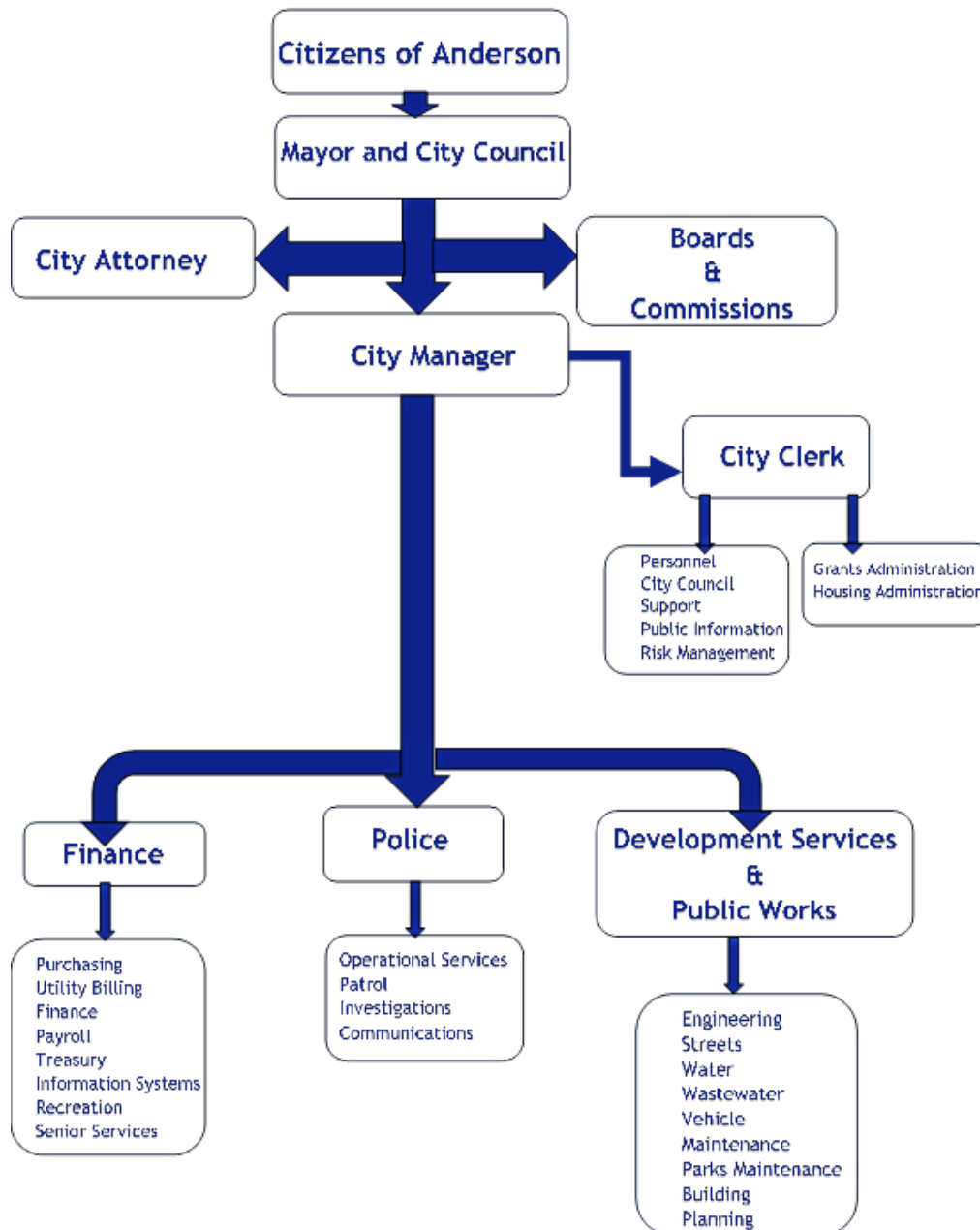
The City of Anderson is a general law city formed under state legislative statutes and governed by a body of laws in the California Government Code §34000 et seq. The City of Anderson employs a City Council-City Manager form of government. The Anderson City Council consists of five council members at large with staggered four-year terms. A mayor and vice-mayor are selected from the council members. The Mayor and Vice Mayor are elected by the City Council at the first regular meeting of each year and serve for one year. Council members receive a monthly stipend in the amount of \$50, except for the Mayor, who receives \$75. The Council is also reimbursed for expenses that are incurred while on City business.

**Table 3: CITY COUNCIL**

<b>Board Member</b>	<b>Position</b>
Baron V. Browning	Mayor Appointed January 3, 2017 by Resolution 17-01
Norma Comnick	Vice-Mayor Appointed January 3, 2017 by Resolution 17-01
Stan Neutze	Councilmember
Melissa Hunt	Councilmember
Susie Baugh	Councilmember

Administration

The management of the City is the responsibility of the City Council members in concert with the City Manager as appointed by the Council. The Council establishes the policies under which the City operates and appoints a City Manager to administer the affairs of the City. City Manager responsibilities include hiring of City staff, preparation of the annual budget, administration and coordination of the City's operations, general supervision over all property under the control of the City, and enforcement of City ordinance and applicable state laws. Administrative and fiscal recommendations are made by the City Manager to the Council for approval. The City Manager appoints a staff to assist him/her in carrying out his/her duties. The City currently has a total of 56 full-time equivalent employees. The departments are organized as follows:



## Present and Planned Land Use

### Existing Land Use

Land uses within the City of Anderson are subject to the Anderson General Plan Land Use Element and Anderson Municipal Title Code 17 - Zoning. Land use designations for the City include residential, commercial, industrial, rural estate, and mixed use. The prevailing land use in the City is single-family residential. The commercial and industrial zoned lands are primarily located near or adjacent to State Route 273 and along Interstate 5. The City has identified the Old Town Core as a Mixed-Use Land Use Designation, combining historical preservation with compatible residential and commercial uses. In addition to maintaining orderly growth, the aforementioned land use designations have been created to ensure the continuance of the City's "small town" atmosphere<sup>1</sup>.

Directly north of the City of Anderson, is the City of Redding with various Shasta County land use designations between the two cities, such as: limited agriculture, industrial, floodway and building site districts. The zoning designations on the urban rural interface, including areas in the SOI surrounding the City, include: planned development, unclassified, rural residential, industrial, and habitat protection districts.

### Future Development Potential

The City strongly encourages infill development on undeveloped land within the current city boundary. Approximately one-quarter of the City remains undeveloped<sup>2</sup>. The City's 2007 General Plan has identified the Old Town Core to be built "up rather than out", highlighting the City's aim to facilitate efficient use of land utilizing cost effective public service extensions where needed to serve new development.

## Population and Growth

Anderson's population increased by approximately 10.0 percent between 2000 and 2010 and by approximately 13.7 percent between 2000 and 2013<sup>3</sup>. According to a 2016 California Department of Finance report, the City of Anderson experienced a 0.2 percent population decrease in fiscal year 2015-2016 resulting in a total population of 10,485<sup>4</sup>. Based on this analysis, it is likely the City will not see a significant increase in demand for commercial and industrial water and sewer services during the time frame of this MSR.

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<sup>1</sup> City of Anderson General Plan 2007 Page 22

[http://www.ci.anderson.ca.us/andersonca/departments/kristen\\_development\\_services\\_and\\_building\\_departments/uploads/General\\_Plan\\_2007.pdf](http://www.ci.anderson.ca.us/andersonca/departments/kristen_development_services_and_building_departments/uploads/General_Plan_2007.pdf)

<sup>2</sup> City of Anderson General Plan 2007 Page 12

<sup>3</sup> 2014 Housing Element for The City of Anderson

[http://www.ci.anderson.ca.us/Anderson\\_2014\\_Housing\\_Element\\_REVIEW.pdf](http://www.ci.anderson.ca.us/Anderson_2014_Housing_Element_REVIEW.pdf)

<sup>4</sup> California Department of Finance Population Estimates <http://www.dof.ca.gov/Forecasting/Demographics/Estimates/E-1/>

## **Disadvantage Unincorporated Communities**

LAFCO is required to evaluate disadvantaged unincorporated communities (DUCs) as part of this municipal service review, including the location and characteristics of any such communities. Per California Senate Bill 244, a DUC is defined as any area with 12 or more registered voters where the median household income (MHI) is less than 80 percent of the statewide MHI. Within a DUC, three basic services are evaluated: water, sewer, and fire protection. The City of Anderson provides water and sewer services and is responsible for ensuring that those services are adequately provided to the community. As is mentioned above, fire protection is provided by the Anderson Fire Protection District.

The City of Anderson is a Census Designated Place with a MHI of \$32,536, which is 53 percent of California's reported \$ 61,818 MHI, thereby qualifying the area as disadvantaged. The City of Anderson is incorporated, and therefore does not qualify as a DUC. However, it stands to reason that sections of unincorporated territory surrounding the City may qualify as disadvantaged. Should the City pursue annexation, DUC communities within its vicinity may be examined further.

## **Services & Infrastructure**

### **Water Service Overview**

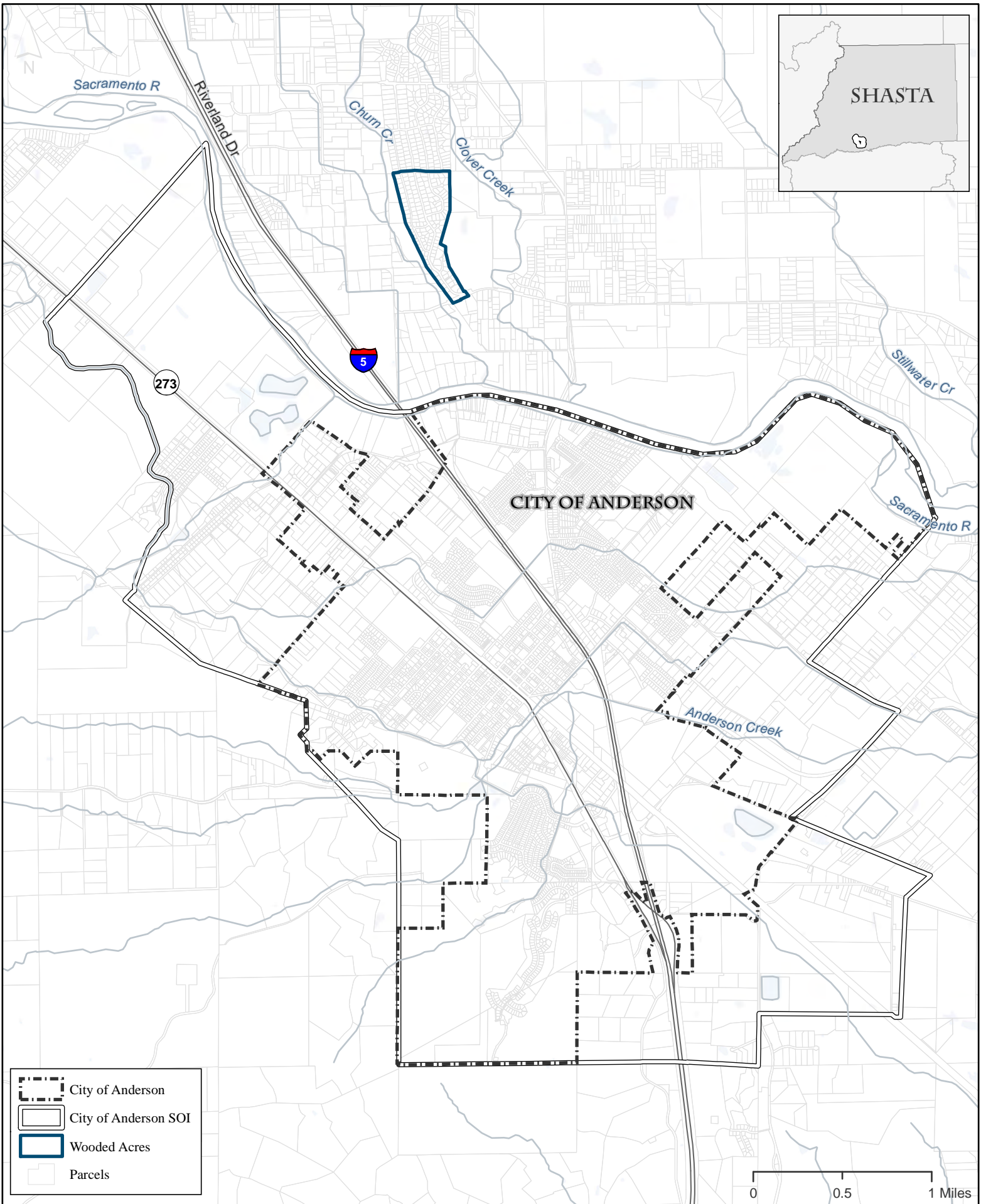
The City of Anderson holds a state water permit for treatment and delivery of water for municipal purposes (public water system 4510001). The water system provides water collection, treatment and distribution with a total of 3,339 connections. Anderson currently utilizes groundwater as its sole source of municipal water. The service area includes not only the City of Anderson, but also a small area north of the City that includes 208 residences (see Figure 2). This area is not in the City SOI. The City of Anderson is in the Clear Creek-Sacramento River Watershed.

The City of Anderson Master Water Plan, completed by Pace Civil Engineering, Inc. in 2006, includes a summary of the existing water system and an analysis of future water demands, with recommended improvements and estimates of costs. These improvements needed are in the main pressure zone, beacon pressure zone, Southwest pressure zone, and the Wooded Acres pressure zone.

### **Water Source**

The Anderson water system delivers water via a system of ten wells, two booster pump stations, and two reservoirs totaling 3.5 million gallons and approximately 40 miles of pipeline. It includes four pressure zones, which are supplied from the ten ground water wells listed in Table 4. The Northern and Southern Main Pressure Zones have eight active wells varying in pumping capacity.

The Southern Pressure Zone wells include Volonte Park and the Highway 273 wells that are on the south side of Anderson Creek. These two wells, which have a combined pumping capacity of approximately 2.4 MGD, supply most of their water to the Anderson Heights Reservoir. The Diamond Street, Balls Ferry Road, North Street, Auto mall well, Ox Yoke 1 and Ox Yoke 2, wells supply water to the High School Reservoir during normal operations. These three wells have a combined pumping capacity of 7.4 MGD. Six of these well facilities are regulated by the two main zone reservoir levels through the City's radio telemetry system.



# City of Anderson Water Service Areas

Figure

Date: 5/10/2017

The Volonte Park and Highway 273 wells are controlled by the Anderson Heights reservoir water levels. The Diamond, Balls Ferry, North St. and Auto mall wells are controlled by the High School reservoir water level.

Two additional well facilities serve the Wooded Acres Estates Pressure Zone. The Rhyne well and the Tucker Oaks well have constant speed well pumps that pump to hydropneumatic tanks. Currently, the pumping capacity of these two well facilities is approximately 1.5 MGD.

**Table 4: Source Data**

Source	Status	Pumping Capacity MGD
Diamond St. Well	Active	0.98
Tucker Oaks Well	Active	~1.1
Volonte Well	Active	~1.2
Rhyne Well	Active	~.69
Balls Ferry Well	Active	~0.99
Highway 273 Well	Active	~1.3
Ox Yoke #1 Well	Active	~1.1
Ox Yoke #2 Well	Active	~1.1
North St. Well	Active	~1.7
Automall Well	Active	~1.5
<b>Total</b>		

**Booster Pump Stations**

The City utilizes two booster pump stations. The first station (Beacon Heights Booster Station) is located on the western edge of the City and has two 15 HP booster pumps as well as a 30 HP emergency pump that can deliver an estimated combined flow of approximately 1,400 gallons per minute (GPM) with 20 pounds per square inch (PSI) residual pressure. The other station, (Southwest Booster station) located adjacent to the Anderson Heights Reservoir, has one 20 HP constant speed pump, two 50 HP variable frequency pumps, and a 150 HP emergency pump that can deliver an estimated combined flow of approximately 2,000 gallons per minute (GPM) with 20 PSI residual pressure.

**Table 5: Booster Pumps**

Location	Service Area	Pumping Capacity
Western Edge of the City (Beacon Heights)	Residences along Beacon Dr. and La Colina Terrace	2,000 GPM
Adjacent to the Anderson Heights Reservoir (Southwest Station)	Development in the Pleasant Hills Subdivision and the Skyview subdivision.	2,000 GPM

**Water Storage**

The City has two water storage reservoirs, Anderson Heights Reservoir and High School Reservoir. A new 1.4 MG reservoir will replace the existing 1.0 MG Anderson Heights Reservoir sometime in 2018. This new Anderson Heights Reservoir will increase static pressure in the southern pressure zone.

**Table 6: Water Storage Facilities**

Name	Type	Capacity	Comments
Anderson Heights Reservoir	Reservoir		Filled by Volonte and Hwy 273 Wells
High School Reservoir	Reservoir		Filled by North St, Balls Ferry, Diamond, Automall, Ox Yoke 1, and Ox Yoke 2 wells
Total (MG)		3.5	

**Water Distribution**

Although treatment of the City’s water supply is typically not required, a small dosage of chlorine is added to water from all of the City’s wells as a precautionary measure.

The City’s water distribution system is made up of approximately 46.1 miles of 2-inch to 14-inch diameter piping of varying ages and composition. The piping consists of steel, cast iron, asbestos cement, and polyvinyl chloride (PVC). In general, the system maintains adequate pressure for all areas served during maximum hour conditions, except for the higher elevations along Knobcone Avenue. Existing service connections at these higher elevations tend to be around 40 PSI during average conditions, and it is only when extreme conditions occur, such as a fire or when the Anderson Heights Reservoir is low, that pressures drop below 40 PSI. The City’s water system has roughly 300 fire hydrants of varying ages. These hydrants are regularly maintained and are in good shape.

**Water Meters**

Over the past 8 years the City has converted all of its 3,340 service meters to automatic meter read (AMR) meters. The AMR meters measure the water flow and then transmit a signal containing the meter reading to a mobile handheld data computer. This data is then automatically downloaded into the City’s Finance Department billing system. The AMR system provides improved staff utilization, accurate data acquisition, efficient billing, and customer leak detection.

**Water System Infrastructure Needs**

*Distribution*

Approximately 4.5 percent (11,000 feet) of the distribution piping is of substandard size (4-inch or smaller). The piping may not provide adequate flows or pressure under normal demands and may be a critical restriction for fire flow to the neighborhoods served by this under-sized piping. A significant amount of this substandard piping consists of steel pipe (approximately 7,000 feet or roughly 2.9 percent) that is over 40 years old and experiences numerous leaks and failures due to corrosion. The substandard piping is shown in the City’s current Master Water Plan, and is replaced as other utilities in the streets are upgraded to ensure flow.

Senate Bill 555 requires that the City of Anderson prepare a validated water loss audit annually. The City’s draft water audit determined that in 2015 the City’s non-revenue water equated to approximately 16.6 percent. Non-revenue water is water that is produced but does not provide revenue to the City. Non-revenue water is made up of water losses, unaccounted water and unbilled water consumption. Unaccounted for water losses include inaccuracies in production and service meters, data handling errors, leaks, breaks, fire flows, and overflows from the City’s

distribution system, storage tanks, and pumping stations. Unbilled water consumption includes un-metered water usage such as irrigating some of the City's parks. The City has implemented a water efficiency program that is looking at testing all of the City's production meters on its ten water wells in order to correct some of the inaccuracies within the non-revenue water.

### **Wastewater Services Overview**

The City has owned and operated its wastewater system since it was incorporated in 1956. The City provides collection, treatment and disposal of wastewater within the city limits. There is a total of 4,714 active wastewater accounts. These accounts are segregated into 2,732 single-family residential connections, 1,459 multifamily connections, 521 commercial/ institutional connections, and two industrial connections.

Throughout the City, wastewater is conveyed from building laterals to collector sewers, where it is in turn conveyed via sewer interceptors to the City's Wastewater Treatment Plant (WWTP). The WWTP is located adjacent to the Sacramento River in Anderson River Park. Because the topography of the City slopes toward the river, much of the City's wastewater is conveyed via gravity. However, in order to serve localized low-lying areas that cannot gravity flow into the collectors, four lift stations are needed.

The City of Anderson 2009 Master Sewer Plan was completed by Pace Civil, Inc., and includes a summary of the existing sewer system, future sewer demands based on the assumed population growth rate, recommended improvements, and estimates of cost. Improvements anticipated by the Master Plan include upgrades to the City's collection system and expansion at the wastewater treatment facility. These improvements are included in the City's impact fee structure.

### **Wastewater Collection System**

Portions of the existing sewer system are up to 60 years old and consist of clay pipe with cement mortar joints. More recent portions of the sewer system consist of concrete sewer pipe, asbestos-cement pipe and, most recently, PVC pipes. The City's collection system consists of approximately 156,000 feet of four-inch to ten-inch collectors and 26,300 feet of 12-inch to 36-inch main sewer interceptors.

Additional projects are planned for other areas. As of 2017, an Inflow and Infiltration (I&I) test was performed for the Barney Street Sewer. This sewer segment is at 30 percent capacity. With current growth rates, the Barney Street Sewer segments are expected to be near or at capacity by the year 2036. This will require the City to add future capacity in order to provide service to Barney Street properties. While current I&I tests in other areas are not yet available, the City believes that substantial improvements have been made and actual infiltration is now significantly less.

### **Wastewater Lift Stations**

Due to topography in the City, the gravity collection system is supplemented by four lift stations, which are required to serve the low-lying portions of the service area. All four stations are operated and maintained by the City. The lift stations have effective capacities that range between 0.216 and 1.152 MGD.



## **Wastewater Treatment Plant**

The treatment plant is located within Anderson City Park adjacent to the Sacramento River. The WWTP is an advanced secondary sewage treatment facility, which serves 4,537 household equivalents (HEs). Each HE contributes the equivalent of approximately 300 gallons per day. The WWTP currently has an average dry weather flow (ADWF) design capacity of 2.0 million gallons per day (MGD) and a peak wet weather flow (PWWF) design capacity of 8.0 MGD. As noted above, the actual ADWF was estimated to be 1.36 MGD in 2006, or approximately 68 percent of the current plant capacity. The PWWF was projected to be 5.9 MGD, or approximately 74 percent of the design capacity.

The City's original oxidation pond system was upgraded to a secondary treatment plant with effluent filtration in 1974. The treatment plant has been continually upgraded to meet state requirements and the needs of the City. The treatment plant includes a number of structures including a control building, chlorine building, filter building, and storage building. These structures range in size from 420 to 1,150 square feet. All facilities at the WWTP are noted as being in good to excellent condition.<sup>5</sup>

## **Law Enforcement**

The Anderson Police Department (APD) provides all aspects of law enforcement for the City, such as patrol, investigations, traffic enforcement, and traffic collision investigations. The Department also provides or participates in several other programs, including the Shasta Interagency Narcotics Task Force, Shasta Anti-Gang Enforcement, Community Oriented Policing, Neighborhood Watch, Citizens on Patrol, School Resource Officer, Youth Violence Prevention Council, Animal Control, and Parking Enforcement. The Department also maintains mutual aid agreements with the Shasta County Sheriff's Department and the California Highway Patrol.

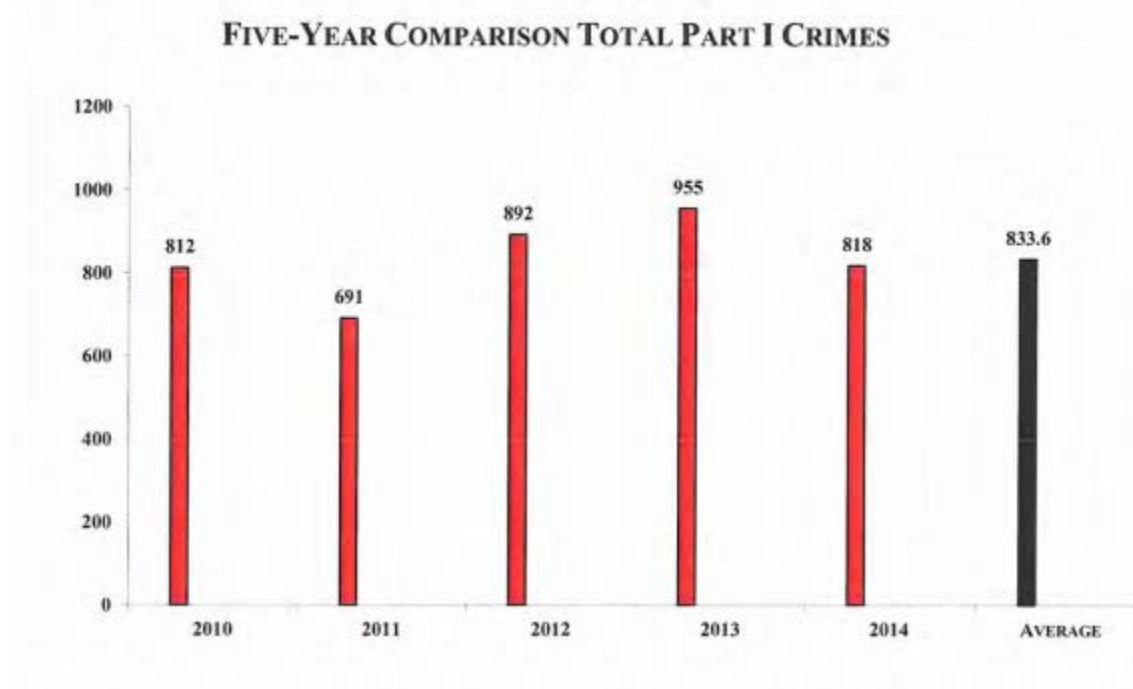
As of May 2017, the City of Anderson Police Department consists of 19 sworn officers, 7 support personnel and citizen volunteers. The department is expected to increase the number of sworn officers to 22 by July 2017. All paid staff are full-time employees. With 6.55 square miles of service area, law enforcement coverage in the City is approximately 2.75 sworn officers per square mile. Pursuant to City Council Resolution 06-25, the Anderson Police Department strives to maintain a service ratio of 1.66 to 1.74 sworn officers per 1,000 persons, or an average 1.70 sworn officers per 1,000 persons. For a population of 10,485 (based on 2016 data), the current service ratio is approximately 1.67 sworn officers per 1,000 persons. The Anderson Police Department has 22 vehicles and station maintained on a regular basis.

The 2015 Annual Report by the Anderson Police Department reports that the APD responded to a total of 19,192 calls for service and handled 23,809 incidents in 2014, including law enforcement, medical, animal control and fire calls. (See Table 7, Anderson Police Department Service Calls, 2014-2015.)

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<sup>5</sup> Prior MSR Completed in 2011

Table 7 – Anderson Police Department Service Calls, 2010-2014\*



#### **Police Station and Animal Control Facility**

The Police Station, which is located at 2220 North Street, consists of a two-story building that is approximately 5,700 square feet in size. Because the facility does not include a jail, all persons booked by the Anderson Police Department are transported to the City of Redding and held at the Shasta County Jail. The police station was initially constructed as a bank in 1967 and has been occupied by the Police Department since 1986. While the station has received on-going maintenance since it was acquired by the City, the current Police Chief notes that the facility is in fair condition due to its age. Current needs for the department are to acquire land and hire an architect for a new police building as capital improvement funds allow.

The City contracts with Haven Human to manage the animal control facility, which is located at 7449 Eastside Road, consists of a 2,000-square foot, single-story structure that was constructed in 1979. The facility is regularly maintained and is in good shape. Needs for the facility include an isolation/quarantine area with a run and cages, as well as an outside fenced area where dogs can exercise and interact with potential owners.

#### **Transportation Planning and Street Maintenance**

The City is responsible for planning for, overseeing construction of, and providing maintenance of all city-owned streets, sidewalks, bridges, bicycle routes, and street signs inside city limits. As such, the City currently provides maintenance of approximately 50 miles of paved roadways.

The City of Anderson Circulation Element is an integral part of the General Plan. The Circulation Element identifies existing roadways, railways, and mass transit routes, as well as proposed collectors and arterials. The General Plan also advances alternative modes of transportation through the inclusion of policies and implementation programs that encourage the use of public transportation and the development of pedestrian trails and bicycle routes.

While not owned or maintained by the City of Anderson, both Interstate 5 and State Route 273 provide direct access through the City, as well as to points north and south. The General Plan designates the following roadways as arterials:

- Ox Yoke Road
- Riverside Avenue
- North Street
- Stingy Lane
- Balls Ferry Road
- McMurray Drive
- Factory Outlets Drive
- Deschutes Road
- Olinda Drive
- West Anderson Drive
- Rhonda Road

The collector street system, which moves traffic between local and arterial streets, with some direct access to parcels, includes the following roadways:

- Pleasant Hills Road
- Piñon Avenue
- Knobcone Avenue
- Hemlock Avenue
- Bruce Drive
- Emily Drive
- Ferry Street
- Silver Street
- East Street
- Ventura Street
- Oak Street
- Dodson Lane
- Rupert Road
- Fairgrounds Drive
- Missouri Lane
- Third Street
- Alexander Avenue
- Little Street
- Spring Gulch Road
- Jacqueline Street

For larger proposed development projects, a traffic impact study is typically required in order to analyze potential traffic impacts and necessary street improvements, including traffic control and calming devices. Projected trip generation is based on information published by the Institute of Transportation Engineers (ITE) or other trip generation studies as approved by the city engineer. Roadways and related improvements in new developments are required to be constructed to city standards by the developer.

The majority of funding for street improvements comes from Traffic Impact Fees (currently \$3,668 to \$7,945 per typical dwelling unit) and various grants where the improvements are not constructed as part of a private development project. In addition, the City most recently negotiated the formation of a Community Facilities District to provide long-term funding for the maintenance of streets proposed by the Vineyards at Anderson, a Specific Plan located on 2,442 acres of land, 1,917 acres of which is not currently in the City.

### **Storm Drain Management**

The City of Anderson Drainage Study was completed by PACE Civil, Inc. in 2000 and provides an overview and evaluation of the existing drainage system, including drainage facilities and drainage deficient areas. The study also identifies recommended improvements to address deficiencies, as well as estimates of cost.

The City of Anderson is situated adjacent to and southwest of the Sacramento River with approximately 3.5 miles of river frontage. As such, the City is traversed by a number of tributaries to the Sacramento River, many of which are natural waterways and a few of which are human-made. These surface waters include Olinda Creek, Anderson Creek, Tormey Drain, Telephone Gulch, Spring Gulch, Sacramento Gulch, and the ACID Canal. The drainages pass under, and sometimes over, City streets in a variety of concrete boxes, concrete pipes and corrugated metal pipes that range in size from 12-inch pipes to a single large aqueduct. Stormwater facilities vary in age (some have been in place for over 100 years) and design. Lacking formal design guidelines, the location, size and geometry of facilities are inconsistent

throughout the City. During larger storm events, stormwater often overflows conveyances in a few locations resulting in localized flooding.

The drainage evaluation completed as part of the City's Drainage Study determined that portions of the storm drain network are ineffective at intercepting all flows from heavier rainfall events. As such, modifications will be necessary to address current deficiencies, as well as projected flows associated with future development. The City analyzes each new development on a project-by-project basis, requiring each project to prepare a drainage and/or hydrology study. The developer is required to construct facilities required to mitigate any increase in runoff due to development. Nevertheless, it is important to note that most of the City remains free of flooding.

The City has storm drain impact fees based on the storm study prepared by PACE. The current fees are shown in Table 9.

### **Parks and Recreation**

The City owns and maintains two parks of varying sizes, each of which provides unique recreational opportunities and amenities. Historically, land for park and recreation facilities has been purchased by, or donated to, the City. Combined, these parks encompass approximately 442 acres. This equates to a ratio of 57.6 acres of parkland per 1,000 residents, which is well in excess of the City's adopted standard of five acres per one thousand population. While owned and maintained by the school districts rather than the City, schools also include land and facilities that are used for recreation by Anderson residents. The City does, however, lease the pool and pool facilities at Anderson High School for a few weeks each summer in order to be able to offer swimming lessons to the community.

The Public Works Department maintains all parks and recreation facilities in the City and performs upgrades as necessary. The Public Works Department is also responsible for planning future facilities and the expansion of the City's parks and recreations areas with funding approved by the City Council.

#### *Anderson River Park*

Anderson River Park, which is accessed via Rupert Road, consists of approximately 430 acres of partially improved recreation lands adjacent to the Sacramento River. The land on which the park is located was acquired by the City over a 20-year period between 1967 and 1987. The park includes a playground, a tot lot, an amphitheater, picnic areas, a soccer field, softball fields, tennis courts, a boat ramp, and hiking, biking and equestrian trails. Most recently, the City completed construction of a new restroom facility and has plans to develop a canoe and raft takeout in the near future. According to the current Director of the Parks and Recreation Department, most facilities at Anderson River Park are in fair condition.

#### *Volonte Park*

Volonte Park was acquired by the City in 1960 and is located at the intersection of Bruce Drive and Emily Road. The approximately ten-acre park includes four ball fields, playground equipment, a pedestrian trail, and a skate park. The Volonte Park facilities are noted as being in fair condition.

## **Future Facilities**

The City of Anderson Subdivision Ordinance and the Recreation Element of the General Plan provide for parks through dedication of land and/or payment of in-lieu fees from residential development projects consistent with the Quimby Act. In general, projects are expected to either: provide land at a ratio of five acres of parkland per 1,000 persons generated by the project; pay the equivalent in in-lieu fees; or a combination of both. Nevertheless, some projects recognize the value of recreational opportunities as a selling point for their properties and propose more than the minimum required. For instance, the proposed Vineyards at Anderson Specific Plan includes approximately 43.4 acres of public parks, 18.0 acres of private recreation areas, approximately 26 miles of bike and pedestrian trails, and approximately 1,230 acres of common area for passive recreational activities. Maintenance of the public parks and trails in the Vineyards at Anderson would be funded through a Community Facilities District with a homeowners association managing the private recreation areas.

## **Land Use Planning**

Pursuant to Government Code Section 65300, general plans must cover all territory within the boundaries of a city, as well as “any land outside its boundaries which, in the planning agency’s judgment, bears relation to its planning”. Consistent with Section 65300, the policies contained in the City of Anderson General Plan provide for long-range planning in the City’s planning area, an area that encompasses all land within the incorporated boundaries, the current sphere of influence, and 3,502 acres located outside of the City’s current sphere of influence. (See Figure 1, City of Anderson Planning Area.) Of the 3,502 acres, 403 acres have been annexed by the City of Anderson.

The Development Services Department functions as a “one-stop” permit center and coordinates processing of planning, building, and public works department permits and applications. The Development Services Department provides comprehensive land use and environmental planning services for discretionary project proposals (e.g., use permits, parcel maps, subdivisions, general plan amendments, rezones, property line adjustments, specific plans, etc.). The Department is also responsible for ensuring compliance with the California Environmental Quality Act (CEQA), National Environmental Policy Act (NEPA), the Subdivision Map Act, and various local, state and federal regulations for both private and public projects.

The Development Services Department coordinates review of land use applications with the Building Department, Public Works Department, Anderson Fire Protection District, and Police Department on an ad hoc basis. These interdepartmental meetings allow the Development Services Department staff to determine specific infrastructure needs for all development projects, as well as identify development constraints, environmental issues and necessary permits. The group relies on the General Plan, Municipal Code, Master Water Plan, Master Sewer Plan, Construction Standards, California Building Code and California Environmental Quality Act Guidelines in determining specific requirements.

Participants typically include the Development Services Director, Public Works Director, Building Inspector, Anderson Fire Protection District Chief, and Anderson Police Department Chief. In conjunction with interdepartmental review, and in order to ensure compliance with state and federal regulations, the Development Services Department coordinates project review with

regulatory agencies such as the California Department of Transportation (Caltrans), Department of Fish and Game, Army Corps of Engineers and Regional Water Quality Control Board.

The Anderson Planning Commission reviews and considers approval or makes recommendations to the City Council for all discretionary permit applications and related environmental review documents. The Planning Commission consists of five members, appointed by the City Council. The Commission meets on the fourth Monday of every month at 6:00 p.m. in Anderson City Hall, 1887 Howard Street, Anderson. Special meetings and workshops are occasionally conducted to discuss special projects such as the General Plan and Housing Element updates.

Land use planning service needs are forecast using the prior year as a baseline for estimating future needs, such as application processing, environmental review needs and public hearings. The Development Services Department also utilizes growth projections provided in the General Plan to identify future land use planning needs.

## **Infrastructure Overview**

### **Present and Planned Capacity**

The City's infrastructure systems are general in good repair with sufficient capacity to service planned growth. Some existing facilities and areas of the city require infrastructure improvements to provide services meeting current standards. There is a need for engineering and environmental clearance for extension of sewer service to the Ox Yoke light industrial area. Maintenance of the Tormey Drain will be budgeted from the Drainage Capital Improvement Fund and General Fund as funding is available. Improvements to I-5/ Riverside Avenue Interchange is also needed to support future commercial growth.

### **Infrastructure Needs and Deficiencies**

Future demand for wastewater service is addressed in the 2009 Master Sewer Plan. The plan analyzes development of the City's planning area in anticipation of the City expanding its sphere of influence and city limits. The Master Sewer Plan projects growth in demand at an annual rate of approximately 4.4 percent. Although the actual future growth rate could vary considerably from this projection, this rate was based on existing development proposals in the City at the time the plan was prepared.

The complete buildout projection used in the Master Sewer Plan for the Anderson study area is estimated at 22,658 HEs. The corresponding ultimate ADWF sewage flows are expected to be in the magnitude of 6.0 MGD. Unfortunately, it is very difficult to predict when this flow will occur given the level of uncertainty surrounding future growth of the City. However, based on a projected annual growth rate of 4.4 percent, these flows would be reached in 60 to 70 years.

Wastewater infrastructure needs are determined by the 2009 Master Sewer Plan in coordination with staff recommendations and City Council approval. Infrastructure maintenance, replacements and upgrades are scheduled and prioritized based on the City's Capital Improvement Program, funding availability, and staff recommendations, and are coordinated with development and other projects when possible. New or upgraded infrastructure is financed through a one-time sewer inclusion fee of \$2,315 to \$4,565 for a typical dwelling, a portion of the monthly sewer fees, development agreements, low-interest loans, and grants.

The 2009 Sewer Master Plan identifies the following recommended improvements to the City's wastewater collection system and treatment plant:

- Implement a two-phase I&I reduction program consisting of an analysis phase and repair and rehabilitation phase. Implement the program over the next 20 years and continue with periodic flow monitoring;
- Construct an 18-inch to 33-inch southeast interceptor to accommodate significant projected growth in the southwestern portion of the City and planning area;
- Accommodate future growth and address current deficiencies by increasing sewer capacity;
- Install parallel relief sewers or bypass sewers in some areas to relieve future surcharging; and
- In order to accommodate anticipated growth in the city, expand the capacity of the wastewater treatment plant in four stages. These stages entail:
  1. Developing two additional emergency storage ponds, adding a fourth multimedia pressure filter, and enlarging the filter building;
  2. Constructing a chemical building, an electrical building and blower building, adding a third clarifier and a drying bed, converting a solids storage pond to a chlorine contact basin and a travelling bridge filter, converting a solids storage pond to an aeration basin and aerobic digester, converting one of the emergency storage ponds from phase one to a solids storage pond, expanding the headworks, and developing a parallel outfall to the Sacramento River;
  3. Developing an additional aeration basin and aerobic digester, adding a fourth clarifier and a second drying bed, converting the second emergency storage pond from phase one to a solids storage pond, and developing an additional chlorine contact basin and a travelling bridge filter; and
  4. Developing an additional aeration basin, aerobic digester, chlorine contact basin, and a travelling bridge filter.

The cost of the sewer improvements is included in the connection fee charged for new connections to the system. The monthly service rate also provides some of the replacement/improvement cost for the system.

The City also requires that new projects such as the Vineyards Specific Plan, install necessary improvements to the system needed to meet their service demands. The City prefers that the improvements be installed and dedicated to the City rather than payment of connection or impact fees. Timing of the improvements is based on demand for service and regulatory requirements. Improvements are phased to meet demand which is determined with each development application.

### **Future Water Needs**

Water infrastructure needs are determined by the 2006 Master Water Plan in coordination with staff recommendations and City Council approval. Infrastructure maintenance, replacements and upgrades are scheduled and prioritized based on the Capital Improvement Program, the availability of funds, and staff recommendations. Further, they are coordinated with development and other projects when possible. New or upgraded infrastructure is financed through a one-time connection fee of \$605 to \$2,185 per typical dwelling unit, monthly water

fees that are based on connection size and metered use, development agreements, low- interest loans and grants.

Two pressure zones in the City are identified in the 2006 Master Water Plan as being without adequate storage (i.e., Wooded Acres and Riverside Industrial Park), PACE Civil, Inc. as of 2016 an automatic connection to the City of Redding has been made to serve the Wooded Acres area, as well as a connection to the City’s Northern Pressure Zone serving Ox Yoke Industrial Park. The connection between Wooded Acres and the City of Redding already existed in the form of an 8- inch main with a manually-operated pressure regulating valve. This connection is normally kept closed and opened only at the time one or both wells in the Wooded Acres Pressure Zone are not operating properly. Under existing agreement with the City of Redding, if the valve is open, the City of Anderson pays the City of Redding for the use of water.

### Future Police Needs

According to the Police Chief, the police station is operating at maximum capacity with the current number of personnel and equipment. Although no plans have been developed to construct a new facility at this time, the City has purchased adjoining property in order to expand the facility in the future.

The City is currently accepting applications for additional Police Officer positions as a result of the recently successful sales tax initiative. Service needs in Anderson are determined by population, activity level, and government mandates. Expansion of services is based on needs and the availability of funding, which must be approved by the City Council. The Anderson Police Department is funded through various sources, including the City’s General Fund and a local ½ cent sales tax, which provides the Department with approximately 97 percent of its budget. The remaining 3 percent of the budget is funded through miscellaneous grants.

### Financial Information

The City of Anderson prepares an annual budget and reports using best practices in managing their financial resources. The City Council is responsible for establishing and maintaining a system of internal accounting control.

**Table 8. City of Anderson Revenues & Expenditures**

Revenue	Actual 2015-16	Adopted 2016-17
General Fund	7,490,442	6,620,433
All Other Funds	10,016,652	7,795,664
<b>Total Revenue</b>	<b>\$17,507,094</b>	<b>\$14,416,097</b>
Expenses		
General Funds	6,262,278	6,257,298
All Other Funds	8,317,078	7,745,829
<b>Total Expenses (without depreciation)</b>	<b>\$14,579,356</b>	<b>\$14,003,127</b>
<b>Net Total (Deficit)</b>	<b>\$2,927,738</b>	<b>\$412,970</b>

Source: City of Anderson



The Council operates as a financial committee with guidance from the City Manager. The annual budget is drafted and recommendations are made to the Council for approval. In addition, annual financial statements are presented to the Council for review and comment.

The City of Anderson uses several sources of revenue to finance infrastructure improvements. Smaller projects are typically funded through ongoing user fees, sewer inclusion fees, water capital improvement fees, traffic impact fees, and capital improvement fees. Larger projects have been funded through assessment districts, loans, reimbursement agreements, and certificates of participation. The City has also been successful in acquiring infrastructure loans, Community Development Block Grant funds and California Department of Transportation grants.

The City's total expenditure budget for the fiscal year 2016-2017 is approximately \$14,467,371. The City receives revenue through charges for services provided, which include but are not limited to County taxes, special assessment, sales taxes, licenses, permits and interest on investments, connection charges, loans and grants. All fees and charges must be approved by City Council before being implemented.

## **City of Anderson Comprehensive Annual Financial Report Excerpt**

### **Introduction**

This section of the Comprehensive Annual Financial Report provides a narrative overview and analysis of the financial activities of the City of Anderson for the fiscal year ended June 30, 2016. This should be read in conjunction with the transmittal letter and the financial statements.

### **Financial Highlights**

- The assets of the City of Anderson exceeded its liabilities at June 30, 2016, by \$44.7 million (net position). Due to the implementation of GASB 68, net pension liabilities are reported on the financial statements. Reporting of the City's net pension liability of \$7.8 million resulted in an unrestricted net position of (\$2,149,965) in the Governmental Activities.
- Total net position increased by \$1.47 million, with an increase of \$1.71 million in net assets of governmental activities, and a decrease of \$.233 million in business-type activities.
- Governmental funds reported combined June 30, 2016, fund balances of \$15.7 million, an increase of \$2.60 million in comparison to the previous fiscal year. These fund balances are largely reserved for various purposes.
- As of June 30, 2016, the General Fund had a year-end unassigned fund balance of \$2,402,284, an increase of 100% over the prior year fund balance of \$1,199,416. The unassigned General Fund balance at June 30, 2016 represented 37% of 2015-2016 General Fund expenditures of \$6,359,308.
- As of June 30, 2016, the Gas Tax Fund had a year-end restricted fund balance of \$1,403,605. The restricted Gas Tax Fund balance at June 30, 2016 represented 144% of 2015-2016 Gas Tax Fund expenditures of \$974,296. The restricted Gas Tax Fund balance decreased by \$38,049 from June 30, 2015 to June 30, 2016.
- During the fiscal year ended June 30, 2016, the City's net long-term liabilities decreased by \$539,503, with an ending long-term liability balance of \$7,713,396 (See Note 4).

*Source: City of Anderson Comprehensive Annual Financial Report Page 12*

### Sensitivity of the Net Pension Liability to the Changes in the Discount Rate

The following presents the net pension liability of the Plan, calculated using the discount rate of 7.65%, as well as what the net pension liability would be if it were calculated using a discount rate that is one percentage point lower (6.65%) or one percentage point higher (8.65%) than the current rate:

	1% Decrease 6.65%	Current Discount Rate 7.65%	1% Discount 8.65%
Plan's Net Pension Liability- Miscellaneous	\$8,350,825	\$4,979,414	\$2,195,923
Plan's Net Pension Liability - Safety-Police	\$4,566,223	\$2,847,939	\$1,438,976
<b>Total</b>	<b>\$12,917,048</b>	<b>\$7,827,353</b>	<b>\$3,634,899</b>

### Pension Plan Fiduciary Net Position

Detailed information about the Plan's fiduciary net position is available in the separately issued CalPERS financial report

*Source: City of Anderson Comprehensive Annual Financial Report Page 73*

### Service Rates

**Table 9. Monthly Minimum Rate for Water Consumption Fee Schedule Effective 12/1/2015**

Meter Size	Minimum Monthly Charge	Meter Size	Minimum Monthly Charge
¾" or 5/8"	\$12.30	3"	\$48.16
1"	\$15.24	4"	\$102.12
1 ½"	\$24.20	6"	\$147.51
2"	\$36.18	8"	\$221.89

Additional charge for each additional cubic foot of water consumed over 1,000 cubic feet (Effective 12/1/2015): City Charge \$0.01192 Outside City Charge: \$0.01227

**Table 10: Sewer Users Charge (Effective October 1, 2015)**

Flat Rate Per Month	Additional Charge per 100 ft <sup>3</sup> of water consumed
\$22.44	\$1.52

**Table 11: Water Department/Meter Installation Fees (Effective March 1, 2010)**

Type of Fees	Amount	
Water Deposit	\$35	
Installation of a new or changed Water Service (Includes installation of meter, meter box, & water turn on.) (Municipal Code 13.28.060 (A))	5/8" or ¾"	\$2,467
	1"	\$2,654
	1 ½"	\$2,921
	2"	\$3,417
	Over 2"	Cost
Installation of New or Changed Water Service (Includes installation of meter, meter box, and water turn on) (Municipal Code 13.28.060 (A))	5/8" or ¾"	\$130
	1"	\$215
	1 ½"	\$480
	2"	\$660
	Over 2"	Cost

Type of Fees	Amount	
Installation of New or Changed Water Service (Includes Installation of meter and water turn on) (Municipal Code 13.28.060 (A))	5/8" or 3/4"	\$110
	1"	\$190
	1 1/2"	\$455
	2"	\$596
	Over 2"	Cost
Fees for use of Temp. Water Meter	Install Fee	\$40
	Rental	\$50/ Month
Inspection Fee for Extensions to the Water System	\$25	
Deposit for Water Meter Test	5/8" or 3/4"	\$50
	1"	\$100
	1 1/2" +	\$150
Late Water Payment Fee	\$5	
Additional Late Fee- Red Tag delivered	\$10	
Turn on fee after Discontinuance	\$25	
Tampering with Water Meter Penalty Fine	\$50	
Fire Service Connection outside City Limits	\$5/month	
Water Service for Sprinkler Systems	2" main	\$3/Mo
	4" main	\$6/Mo
	6" main	\$9/Mo
	8" main	\$12/Mo
	10" main	\$15/Mo
Annual Water Meter Fee	5/8" or 3/4"	\$12
	1"	\$18
	1 1/2"	\$20
	2"	\$24
	3"	\$36
	4"	\$48
	6"	\$72
	8"	\$96
Annual Fee for Inspecting Water Back flow Devices	\$35	
Inspection Of Industrial Waste Facilities and Grease, Oil and Sand Traps and Interceptors – Periodic Routine Inspections	No Charge	
Inspection of Industrial Waste Facilities and Grease, Oil and Sand Traps and Interceptors – Follow-up Inspections within 30 days to monitor remedial action.	\$25 per inspection	

## **Financing Constraints and Opportunities**

Shasta LAFCO recognizes the need to weigh a community's public service needs against the resources available to fund the services. In the course of preparing a services review, the financing constraints and opportunities that have an impact on the delivery of services will be identified and evaluated in order for LAFCO, local agencies, and the public to assess whether agencies are capitalizing on financing opportunities.

For example, a services review could reveal that two or more water purveyors are each deficient in storage capacity, and individually lack financial resources to construct additional facilities. Shasta LAFCO will consider if there would be any benefit from creating a joint venture to finance and construct regional storage facilities. Services reviews may also disclose innovations for contending with financing constraints, which may be of considerable value to numerous agencies.

As a California municipality, City finances are dependent on State statutes including formulas governing the distribution of certain types of revenues, local policies and decisions regarding growth of the community, and the variety of services offered.

Throughout California, declining tax revenues are creating major financial challenges for cities. Shrinking general fund revenues may impact the ability of cities to fund general services such as police protection, street maintenance, code enforcement, and parks and recreation programs, as well as service existing debt. Decreasing sales revenues and an anticipated decline in property tax receipts will likely be a major challenge for the City to overcome in future budgeting.

No significant financing constraints to the City of Anderson are evident, other than the fact that municipalities in California generally find themselves increasingly dependent on the State legislature for local government funding formulas, such as the recent exchanges between sales taxes and motor vehicle in-lieu fees.

## **Cost Avoidance Opportunities**

LAFCO's role in encouraging the efficient provision of public services depends, in part, on helping local agencies explore cost avoidance opportunities. The municipal service reviews prepared by Shasta LAFCO will explore cost avoidance opportunities such as, but not limited to: (1) eliminating duplicative services; (2) reducing high administration to operation cost ratios; (3) replacing outdated or deteriorating infrastructure and equipment; (4) reducing inventories of underutilized equipment, buildings, or facilities; (5) redrawing overlapping or inefficient service boundaries; (6) replacing inefficient purchasing or budgeting practices; (7) implementing economies of scale; and, (8) increasing profitable outsourcing.

The City of Anderson reports that they have entered into agreements with a number of entities in an effort to provide the full-range of necessary services, while avoiding unnecessary duplication of services and increased costs. Examples of such cost avoidance measures can be seen in most departments within the City.

## Governance Structure Options

While services reviews do not require LAFCO to initiate subsequent changes of organization based on review findings, Shasta LAFCO encourages local agencies and the public to use services reviews to determine whether initiation of proceedings for changes of organization and reorganization, including spheres of influence, would be in order and in the best interests of the agency and the community it serves.

Toward making its determinations with respect to government structure options, Shasta LAFCO may examine efficiencies that could be gained through: (1) functional reorganizations within existing agencies; (2) amending or updating spheres of influence; (3) annexations or detachments from cities or special districts; (4) formation of new special districts; (5) special district dissolutions; (6) mergers of special districts with cities; (7) establishment of subsidiary districts; or (8) any additional reorganization options found in the LAFCO statute.

The City of Anderson has undertaken considerable planning effort to address future development of the Vineyards at Anderson, an approved 2,442.2-acre subdivision located partially within the City of Anderson (525± acres) and partially on unincorporated lands adjacent to and southwest of the current city limits (1,917± acres). As part of the planning effort, the City has identified the following LAFCO actions that will be necessary to facilitate project development while ensuring the provision of services remain the sole responsibility of the City of Anderson or, in the case of fire protection services, consolidated within a single district:

- An amendment of the City of Anderson's SOI to include an additional 2,769.9± acres;
- Annexation of 1,917.5 acres to the City of Anderson;
- Amendment to the Anderson Fire Protection District's SOI to add 2,360.3± acres;
- Annexation of 1,917.5 acres to the Anderson Fire Protection District;
- Amendment to the Cottonwood Fire District's SOI to remove 785.0± acres;
- Amendment to the Cottonwood Water District's SOI to remove 750.1± acres;
- Amendment to the County Service Area 1's SOI to remove 1,132.5± acres;
- Amendment to the County Service Area 15's SOI to remove 1,917.5 acres;
- Detachment of 785.0± acres from the Cottonwood Fire District;
- Detachment of 1,132.5± acres from County Service Area 1; and
- Detachment of 1,917.5 acres from County Service Area 15.

# MUNICIPAL/ SERVICE REVIEW DETERMINATIONS

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This chapter addresses determinations as specified in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (California Government Code Section 56430). As part of the municipal service review process, each LAFCO makes written determinations for each of the categories listed below.

## **Growth and population projections**

Efficient provision of public services is linked to an agency's ability to plan for future growth in development and population. For example, a water purveyor must be prepared to supply water for existing and future levels of demands, and also be able to determine where future demand will occur.

The municipal services reviews prepared by Shasta LAFCO are intended to give LAFCO, affected agencies, and the public the means to examine and evaluate whether projections for future growth and population patterns are integrated into an agency's current and advance planning function.

The City's 2006 General Plan, which is implemented by the City's zoning, permitting, and CEQA processes, provides for the logical and reasonable growth and development of the City of Anderson.

In January 2009, the City of Anderson had an estimated population of 10,765 (DOF). According to the 2006 City of Anderson General Plan, the population of the City and its planning area is projected to reach 19,575 by the year 2025. Much of this projected growth is anticipated to occur within the Vineyards at Anderson Planned Development, a project that includes approximately 525 acres inside the City and 1,917.5 acres that are currently located outside of city limits. The City has actively prepared for the future annexation and development of this land, as well as the corresponding increase in population. Annexation and development of the Vineyards at Anderson is addressed in the City of Anderson General Plan, Vineyards at Anderson Specific Plan, Vineyards at Anderson Environmental Impact Report, Vineyards Planned Development Ordinance, Vineyards Financing Plan, City of Anderson Master Sewer Plan, City of Anderson Master Water Plan, and various other planning documents.

## **The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the Sphere of Influence**

There is no census designated place adjacent to the City or SOI qualifying as disadvantaged.

## **Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies**

In making infrastructure needs or deficiencies determinations, Shasta LAFCO considers the efficient provision of public services. Infrastructure needs or deficiencies, determining the adequacy of existing and planned public facilities in relation to how public services are – and will be – provided to citizens.

Infrastructure is evaluated in terms of capacity, condition, availability, quality, and correlations among operational, capital improvement, and finance plans. Unmet infrastructure needs, due to budget constraints or other factors are taken into consideration; and it is recognized that, the identification of deficiencies has a potentially positive aspect in that it may also promote public understanding and support for needed improvements.

For the City of Anderson, infrastructure planning is coordinated through scheduled review and update of utility master plans. The City uses several sources of revenue to finance infrastructure improvements and regularly reviews and updates both the plans and the fees to keep pace with costs and overall system needs.

Additional infrastructure to accommodate future development will likely include an expansion of water supplies and storage capacity, improved water transmission and distribution facilities, enlargement of the wastewater treatment plant, and increased storm drainage capacity.

The City should be able to provide services to development within the conterminous sphere of influence, and continue to provide a high level of service to existing residents if the policies and standards contained in the General Plan are implemented when considering annexations, development projects and sphere of influence amendments.

#### **Financial ability of agencies to provide services**

The City of Anderson provides a range of community services typical for California Cities of its size. It is determined that the City of Anderson is financially able to adequately provide these services.

#### **Status of, and opportunities for, shared facilities**

Public services costs may be reduced and service efficiencies increased if service providers develop strategies for sharing resources. Sharing facilities and excess system capacity decreases duplicative efforts, may lower costs, and minimizes unnecessary consumption.

The MSR includes an inventory of facilities to determine if they are currently being utilized to capacity and whether efficiencies can be achieved by accommodating the needs of adjacent agencies. Options for planning for future shared facilities and services is also be considered.

The City of Anderson participates in contractual agreements with a number of agencies in an attempt to maximize potential shared resources. Its relationship with the Anderson FPD is a good example of taking advantage of opportunities for shared facilities, in terms of stations and water supply to fire hydrants.

#### **Accountability for community service needs, including governmental structure and operational efficiencies**

Local accountability and governance refers to an agency's decision making and operational and management processes that: (1) include an accessible and accountable elected or appointed decision-making body and agency staff; (2) encourage and value public participation; (3) disclose budgets, programs, and plans; (4) solicit public input when considering rate changes and work and infrastructure plans; and, (5) evaluate outcomes of plans, programs, and operations and disclose results to the public.

In making a determination of local accountability and governance, Shasta LAFCO considers the degree to which the agency fosters local accountability. This includes:

- The City of Anderson makes notable effort to be locally accountable.
- The City has maintained relationships with local news media, providing information or interviews as requested.
- Locally elected and appointed officials make themselves available to their constituencies and the public in general.
- Agendas for Planning Commission and City Council meetings are posted at City Hall and on the City's website.
- The City reports there have been no violations or investigations within the past three years relative to the Ralph M. Brown Act and/or Political Reform Act.

**Any other matter related to effective or efficient service delivery, as required by commission policy.**

The City is able to deliver effective and efficient service.



## SPHERE OF INFLUENCE DETERMINATIONS

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### **Present and planned land uses in the area, including agricultural and open-space lands.**

Shasta County designates land uses within the sphere of influence as primarily Industrial in the northwest and southeast, Unclassified along the periphery on the west side, and Rural Residential on the northwest, southern and eastern sides of the SOI. There is a relatively small area zoned as Agricultural within the SOI on the southeastern side. The City of Anderson's policy is to maintain agricultural and open space; therefore, this area has been determined to remain in the SOI.

### **Present and probable need for public facilities and services in the area.**

Prior to considering an annexation of areas outside the current City boundary, the City must demonstrate the ability to provide services to those areas. Development beyond the City boundary is subordinate to the City emphasis on infill development, and approximately one-quarter of the City remains undeveloped. The City's 2007 General Plan has identified the Old Town Core to be built "up rather than out", highlighting the City's aim to facilitate efficient use of land utilizing cost effective public service extensions where needed to serve new development.

### **Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.**

The present capacity of public facilities provided by the City appear to be adequate to serve current demand. Annexation of sphere lands would be supported by a plan for services that demonstrates capacity to serve.

### **Existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.**

The City of Anderson provides social and economic opportunities to its citizens. Additionally, the City of Redding, located 12.5 miles north, provides shopping and entertainment and other social and economic opportunities.

### **For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere.**

There are no DUCs identified within or adjacent to the SOI.

## REFERENCES

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Incorporated into MSR