

DRAFT
Municipal Service Review
City of Lincoln, Placer County, California

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ACRONYMS AND ABBREVIATIONS

ALS	Advanced Life Support
CDF	California Department of Forestry
CDOF	California Department of Finance
CEQA	California Environmental Quality Act
CIMIS	California Irrigation Management Information System
CIP	Capital Improvement Plan
CIWMB	California Integrated Waste Management Board
CKH	Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000
COPS	Citizens on Patrol
CSUS	California State University, Sacramento
CVP	Central Valley Project
DOF	California Department of Finance
EMS	emergency medical services
FY	fiscal year beginning July 1
gpm	gallons per minute
IRWMP	Integrated Water Resources Management Plan
ISO	Insurance Service Office
JPA	Joint Powers Authority
LAFCO	Local Agency Formation Commission
LPD	Lincoln Police Department
mgd	million gallons per day
MOU	Memorandum of Understanding
MRF	Material Recovery Facility
MSR	Municipal Service Review

NPDES	National Pollutant Discharge Elimination System
NID	Nevada Irrigation District
OPR	Governor’s Office of Planning and Research
PAL	Police Athletic League
PCWA	Placer County Water Agency
PCCP	Placer County Conservation Plan
PFE	Public Facility Element Fee Funds
PNWWA	Placer Nevada Wastewater Authority
SACOG	Sacramento Area Council of Governments
SOI	Sphere of Influence
SR	State Route
SUD	Special Use District
WPUSD	Western Placer Unified School District
WPWMA	Western Placer Waste Management Authority
WRSL	Western Regional Sanitary Landfill
WTF	Water treatment facility
WTP	Water treatment plant
WWTRF	Wastewater treatment and reclamation facility

SECTION 1: INTRODUCTION

1.1 - Role and Responsibility of LAFCO

The fundamental role of a Local Agency Formation Commission (LAFCO) is to implement the Cortese-Knox-Hertzberg (CKH) Local Government Reorganization Act of 2000 (Government Code Section 56000, et seq.), providing for the logical, efficient, and most appropriate formation of local municipalities, service areas, and special districts. The CKH requires all LAFCOs, including Placer County LAFCO, to conduct a Municipal Service Review (MSR) prior to updating or amending the spheres of influence (SOI) of the various cities and special districts in the County (Government Code Section 56430). CKH allows LAFCO to designate an appropriate area within the county for the MSR and goes on to require an MSR and SOI update every 5 years. The focus of this MSR is to provide Placer County LAFCO with all necessary and relevant information related to services provided by the City of Lincoln.

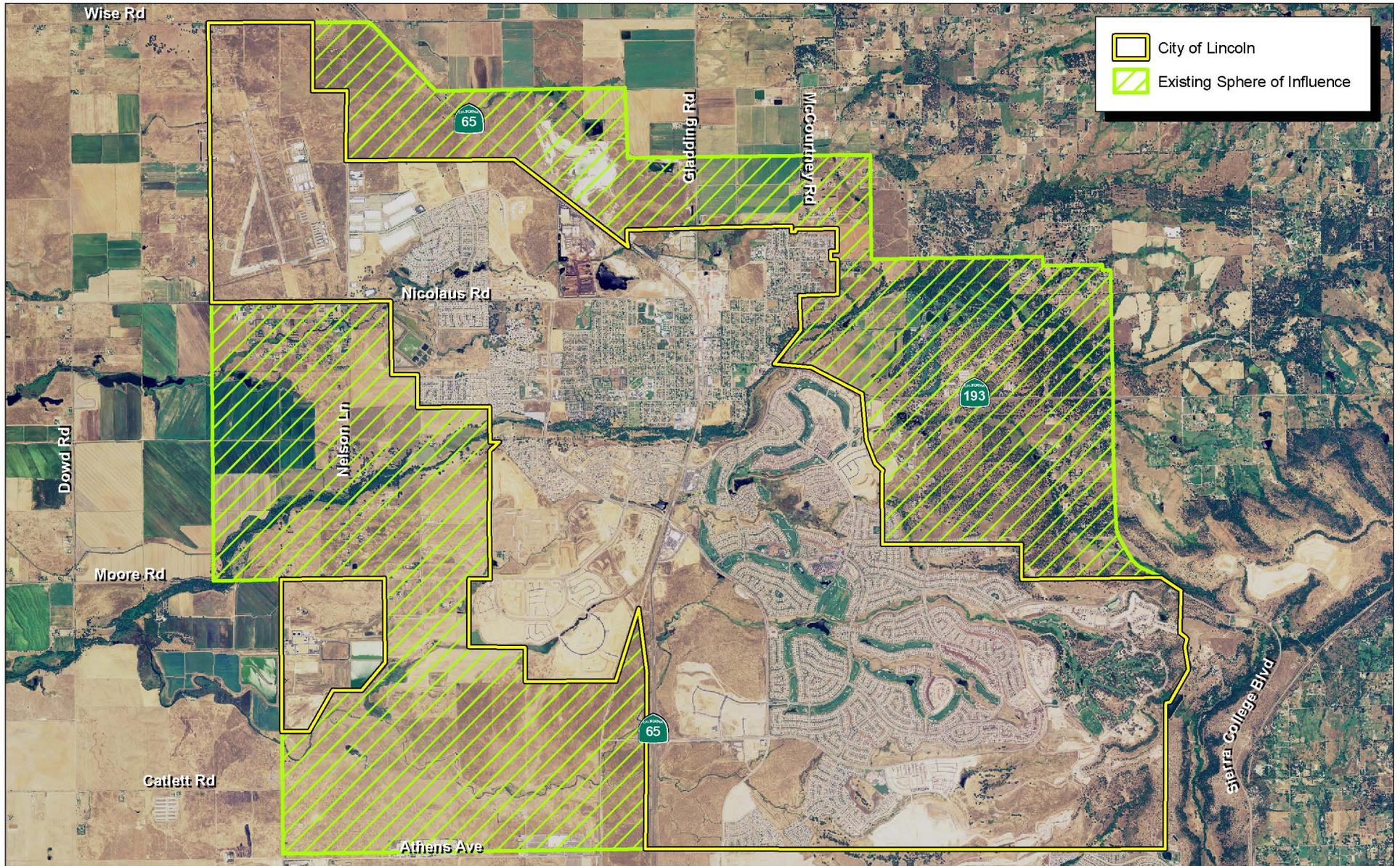
1.2 - Purpose of the Municipal Service Review/Uses of the Municipal Service Review

Placer LAFCO has designated the City of Lincoln as the subject area of this service review. The MSR recognizes there are other service providers in the City's SOI but will not evaluate those agencies or make recommendations on the best service providers in the SOI. The purpose of the MSR is to collect data in order to provide a comprehensive analysis of service provision by the City of Lincoln (Exhibit 1).

This MSR will provide Placer LAFCO with an informational document and make determinations in each of the six areas prescribed by CKH. This MSR evaluates the structure and operation of the City and discusses possible areas for improvement, coordination, and proposed changes to the SOI. Key sources for this study were agency-specific information gathered through strategic plans, general plans, websites, financial reports, agency audits, research, personal communication, and the Municipal Service Review Guidelines published by the Governor's Office of Planning and Research (OPR 2003).

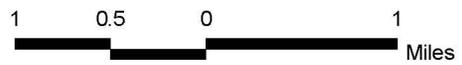
The report contains one section for each of the following six elements as prescribed by CKH:

- (1) **Growth and Population Projections for the Affected Area.** This section reviews projected growth within the existing service boundaries of the City and analyzes the City's plans to accommodate future growth.
- (2) **Present and Planned Capacity of Public Facilities and Adequacy of Public Services Including Infrastructure Needs or Deficiencies.** This section will discuss the services provided including the quality and the ability of the City to provide those services. This section will include a discussion of capital improvement projects currently underway and projects planned for the future.



City of Lincoln
 Existing Sphere of Influence

Source: NAIP for Placer County (2005).



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Exhibit 1
Boundary Map
City of Lincoln with Existing SOI

- (3) **Financial Ability of Agencies to Provide Services.** The section reviews the City's fiscal data and rate structure to determine viability and ability to meet service demands.
- (4) **Status of and Opportunities for Shared Facilities.** This section of the MSR report will discuss whether the City shares facilities with the County, other cities, and special districts, including opportunities for sharing facilities to derive cost savings by avoiding duplication.
- (5) **Accountability for Community Service Needs, Including Government Structure and Operational Efficiencies.** This section examines the City's current government structure, and considers the overall managerial practices. This section also examines how well the City makes its processes transparent to the public and invites and encourages participation.
- (6) **Matters Related to Effective or Efficient Service Delivery Required by Commission Policy.** This section includes a discussion of any local policies that may affect the ability of the City to provide efficient services.

1.3 - Uses of the Municipal Service Review

Typically, the MSR is used to shed light on the operations of a local agency, identify agencies unable to perform their mandated services, or identify ways to provide more effective efficient services.

Government Code Section 56375 allows LAFCO to take action on recommendations found in the MSR, which can range from initiating studies for changes of organization, updating or amending the SOI, or initiating a change in organization.

Studies in anticipation of a change in organization are useful to identify potential issues that may arise during the process. Issues can range from legal barriers to fiscal constraints to concerns of residents and landowners. A study would allow more focused analysis and the opportunity to resolve issues or options before beginning the process.

The MSR also provides the necessary information to help LAFCO make decisions on a proposed change to the Sphere of Influence. In evaluating an expanded SOI, the MSR provides the information necessary to determine if the agency has the capability to serve a larger area. The MSR discusses the financial condition of the district, the source of revenues and projected expenses. It also includes a discussion of the projected infrastructure needs that would allow for expansion of those services. The MSR, however, does not address CEQA requirements of the SOI update. That requires a separate analysis.

Alternatively, the MSR can recommend changes in organization: consolidation, dissolution, merger, establishment of a subsidiary district, or the creation of a new agency that typically involves a consolidation of agencies. Those changes of organization will also require an environmental review and a tax sharing agreement, and may require an election.

1.4 - California Environmental Quality Act (CEQA)

The Public Resources Code Section 21000, et seq., also known as the California Environmental Quality Act (CEQA), requires public agencies to evaluate the potential environmental effects of their actions. Placer LAFCO has determined that this MSR is exempt under Class 6 categorical exemption. “Class 6 consists of basic data collection, research, experimental management, and resource evaluation activities which do not result in a serious or major disturbance to an environmental resource (CEQA Guidelines Section 15262).”

SECTION 2: EXECUTIVE SUMMARY

The purpose of the MSR is to collect data in order to provide a comprehensive analysis of service provision by the City of Lincoln (Exhibit 1). This MSR will provide Placer LAFCO with an informational document and make determinations in each of the six areas prescribed by CKH. This MSR evaluates the structure and operation of the City and discusses possible areas for improvement, coordination, or changes to the SOI.

The report addresses the following six elements:

- (1) Growth and Population Projections for the Affected Area
- (2) Present and Planned Capacity of Public Facilities and Adequacy of Public Services Including Infrastructure Needs or Deficiencies
- (3) Financial Ability of Agencies to Provide Services
- (4) Status of and Opportunities for Shared Facilities
- (5) Accountability for Community Service Needs, Including Government Structure and Operational Efficiencies
- (6) Matters Related to Effective or Efficient Service Delivery Required by Commission Policy

The following represents a summary of the analysis and conclusions for each of the six areas as well as a discussion of the need for an expanded SOI.

2.1 - Growth and Population Projections

Up until FY 2008-09, population forecasts for Lincoln have projected an annual growth rate of 4 percent. However, because of the recent economic downturn, the population is expected to grow at a much more modest rate of 0.2 to 2 percent per year. During the 5-year period covered by this MSR, the expected growth in population is between 1 and 10 percent. The General Plan estimates a population of 132,000 at buildout in 2050.

2.2 - Present and Planned Capacity of Public Facilities

The City of Lincoln is a full-service city providing 11 essential services, including water, wastewater, solid waste, law enforcement, fire, parks and recreation, storm water, street maintenance, transit, library, and an airport.

- 1) **Water.** The City uses primarily surface water supplied by Placer County Water Agency (PCWA) and Nevada Irrigation District (NID). The City operates five wells that provide about 4 percent of the supply and act as emergency backup sources. The supply has proven to be fairly reliable,

even in extended drought conditions. Current maximum consumption is approximately 13.4 million gallons with a conveyance capacity of 21 million gallons per day. Serving the proposed expanded SOI will require additional water treatment facilities. To meet the anticipated need the City has entered into an agreement with NID to design and construct a new facility.

- 2) **Wastewater.** The wastewater collection system consists of approximately 220 miles of sewer lines and approximately 17,000 service connections. The current system is designed to meet current demand but may require up to \$9 million to repair an aging infrastructure. The wastewater treatment plant has the capacity to serve the City at projected buildout of the General Plan. However, in order to meet the need of the expanded SOI some additional pumping stations will be required due to topography.
- 3) **Solid waste.** The City is a member of the Western Placer Waste Management Authority (WPWMA) along with Rocklin, Roseville, and Placer County. The solid waste collected in Lincoln is transported to the Western Placer Material Recovery Facility at the Western Regional Sanitary Landfill. The facility has a capacity of 25.7 million cubic yards, which will provide the City sufficient capacity until 2036.
- 4) **Law Enforcement.** The City of Lincoln Police Department responds to an average of 33,000 calls annually, providing a full complement of law enforcement services. The City's recent budget cuts have reduced staffing ratios from 0.975 officers per 1000 residents in 2007 to 0.825.
- 5) **Fire.** The City of Lincoln Fire Department has three fire stations, two of which are manned 24 hours a day, 7 days a week. Operating with a combination of full-time staff and volunteers, the Fire Department has responded to some 3,200 calls for service in 2008. Seventy-five percent of the calls were for emergency medical assistance. The City The average response time is 6:25 minutes and the department maintains an Insurance Service Office (ISO) rating of 5. Water pressure is sufficient to meet fire suppression needs. As part of the budget cuts, three vacant captain positions were eliminated.
- 6) **Parks and Recreation.** The City provides recreation programs at its 13 parks and recreation facilities. Programs are geared to a variety of interests and all ages. The 13 parks include about 206 acres at approximately 5 acres per 1,000 residents. The City's standard for parks is 5 acres per 1,000, so as development proceeds, the additional parkland acquired through development agreements will be sufficient to meet the needs of an increased population.
- 7) **Stormwater.** The City relies on its creeks, ravines, and sloughs to collect and convey stormwater to its ultimate destination, the Sacramento River. The analysis shows the City has an adequate storm drainage system, addressing flood potential in the downtown area, and has adopted policies and design standards to prevent flooding as a consequence of new development.
- 8) **Street maintenance.** The City has a street maintenance department that maintains streets, sidewalks, and traffic signals throughout the City. The City has adequate capacity to provide those services.

- 9) **Public Transit.** The City provides public transit services through Lincoln Transit, which operates fixed route and demand response services over three routes. The City also has an agreement with Placer County Transit to provide services to Sierra College and to employment and shopping centers in Rocklin and Roseville.
- 10) **Library.** Lincoln has two branch libraries, one downtown and one recently opened branch at Twelve Bridges. Together they circulate nearly 300,000 materials annually. The Twelve Bridges Branch was built in cooperation with the Western Placer Unified School District and Sierra College.
- 11) **Airport.** The Lincoln Airport was initially constructed to train pilots during WWII. After the war, it was deeded to the City, which now operates the airport primarily for businesses and individuals in the local area. The City has a capital improvement plan for the airport will allow substantial increase in services over the next 15 years.

2.3 - Financial Ability to Provide Services

The city services are financed through fees, special assessments, and the General Fund. The fees support enterprise services such as water, wastewater, solid waste, transit, and airport. For the period FY 2005-2006 through FY 2009-2010 there has been adequate funding for these services.

The General Fund finances police, fire, administration, parks and recreation, and libraries. In FY 2008-09, because of the economic downturn, the General Fund lost substantial revenues from property taxes and sales taxes. As a result, the City reduced staffing by 30 positions and reduced the FY 2009-10 budget accordingly. Cutting staff allowed the City to continue to provide most services but at a reduced level. Libraries will have fewer hours of operation, parks and recreation will offer fewer recreation classes, and there will be three fewer police officers and three fewer fire captains.

In 2009, as part of the mid-year budget review, the City Council appointed the nine-member Citizen's Advisory Financial Committee. They were charged with reviewing existing revenues, proposing ideas for new revenue sources, and proposing a reserve policy. The Committee met weekly for 3 months and made some 13 recommendations that would increase revenues by over \$7 million and establish a reserve at 10 percent. It is important that the City identify new sources of revenue to return the level of service to pre-recession levels before considering an expanded SOI. The City must find additional revenue sources or find ways to provide more efficient services. For new developments the City expects to establish Mello-Roos community facilities districts and special assessment districts as funding mechanisms for services.

2.4 - Status and Opportunities for Shared Facilities

The City works cooperatively with several local agencies in the provision of most of its services.

Water

The City has agreements with PCWA and NID for providing water and is working with NID on expanding water treatment facilities.

Solid Waste

The City is part of the Western Placer Waste Management Authority that operates the regional Material Recovery Facility (MRF).

Fire

The California Department of Forestry has a mutual aid agreement for fire services in the unincorporated area around Lincoln.

Library

The new Twelve Bridges Library is a joint venture with Western Placer Unified School District and Sierra College.

Transit

The City has an agreement for services with Placer County Transit to provide a route that connects Lincoln to Sierra College and to employment and shopping centers in Roseville and Rocklin.

Parks

The City makes an effort to locate new neighborhood parks adjacent to schools to share resources with the school district. The City is also exploring opportunities for a regional police dispatch system and regional fire service to provide cost savings and more efficient services.

2.5 - Government Structure and Accountability

The City of Lincoln is a general law city with a five-member city council elected at large to four-year staggered terms. The City Treasurer is an elected position as well. The City Council meets regularly on the second and fourth Tuesday of each month. Meetings agendas are created pursuant to the Brown Act and are open to the public. The City Council also serves as the board of directors for the Redevelopment Agency.

The City has open communication with residents and involves residents on several key committees that include the Planning Commission, Parks and Recreation Committee, Economic Development Committee, Library Board, Design Review Board, Theme and Naming Committee, Nuisance Abatement Committee, Building Code Board of Appeals, and Public Transit Committee.

2.6 - Other Matters Related to Effective Service Delivery

Local LAFCO policies related to infill development, encouraging logical growth patterns, the preservation of agriculture and open space, and the policy regarding development in unincorporated areas adjacent to city boundaries will affect the City's SOI and plans to provide services.

2.7 - Sphere of Influence Recommendations

The City has proposed changes to the current SOI that include eliminating some areas to the southeast and expanding the SOI to the north and west, as shown in Exhibit 9. The City would like to eliminate areas to the southeast in the low density area with lot sizes of one to several acres. The low density makes the provision of services inefficient and difficult. The City has no desire to annex this territory nor does it currently provide services. The MSR can recommend removing this territory from the SOI.

Expanding the SOI as proposed in Exhibit 9 should take into consideration all of the factors in the MSR. Although the area is included in the new General Plan, the modest growth projections for the 5-year time horizon of this MSR do not suggest the need for an expanded SOI. However, the City has participated in the SACOG Blueprint Project and is proposing a SOI to coincide with the goals and principals of that study. The proposed SOI also considers the objectives of the Placer County Conservation Plan, which are to balance economic development with conservation of important habitat and open space.

In addition, the City has contracted for an economic analysis that suggests that the proposed SOI is needed to accommodate the level of growth that would allow the city to achieve fiscal sustainability. The study suggested the City needed a population of between 120,000 and 130,000 to reach that goal. The proposed SOI was determined by employing the Blueprint principles with physical constraints imposed by over-flight zones, the proximity to the Western Regional Sanitary Landfill, and natural floodways to include enough territory to allow for a population in the suggested range.

To its credit, the City has entered into agreements to increase water and wastewater capacity. There are also plans for an improved storm water system and the regional landfill has the capacity for expanded services. Much of the infrastructure needs could be financed as part of development agreements.

Financing services that receive revenues from the General Fund, such as police, fire, recreation, and libraries, to an expanded SOI may be difficult. This past year, the City needed to reduce staff and level of services because of shortfalls in property tax and sales tax revenues. The City needs to consider alternatives to enhance revenues or reduce costs. The recommendations of the Citizen's Financial Advisory Committee to evaluate regional fire and police dispatch services may help provide additional and more efficient services for an expanded SOI. In addition the implementation of Mello-Roos community facilities districts and special assessment districts could also ensure sufficient funding for services in new development.

In making a recommendation on an expanded SOI, the factors to be considered are growth projections, the plans to expand services, the shortfall in General Fund revenues needed for key services, and LAFCO policies that encourage infill development. It is also important to consider that the time horizon for this service review is five years. Based on those considerations, it would be difficult for the City to serve an expanded SOI at the present time without revenue enhancements or more efficient service delivery.

However, since the City has studies that show the need for a population of 120,000 to 130,000 to achieve financial sustainability, it may be prudent to allow an expanded SOI but with some safeguards to ensure sufficient levels of key general fund services. The Commission may want to establish certain metrics to be sure adequate services will be provided within the proposed SOI prior to annexation. Key services such as fire and police protection can be maintained at current levels if sufficient funding is available at pre-recession levels. For law enforcement that means a staffing ratio of at least 0.9 police officers per 1000 residents. For fire protection operations that means at least \$106 per capita is dedicated for operations and administration. It is recommended that should the Commission choose to approve the proposed SOI that approval include these conditions.

SECTION 3: BACKGROUND

The City of Lincoln is located in western Placer County adjacent to Highway 65 just north of the City of Rocklin and I-80. The City includes approximately 19.5 square miles (City of Lincoln 2008c) and 23,195 registered voters (Placer County Elections 2008).

The Lincoln area was first settled in the early 1850s as an agricultural area. The City itself was named for Charles Lincoln Wilson, who was involved in the construction of the California Central Railroad, which began operations between Folsom and Roseville and later to Lincoln. The plan for the City was designed in 1859 by Theodore Judah, an engineer and surveyor for the Central Pacific Railroad and an advocate for the transcontinental railroad.

The area is also known for its production of clay, coal, and building materials. The local clay deposits spawned the well-known Gladding McBean & Company in 1875. The company represents the last remaining U.S. manufacturer of decorative architectural terra cotta. Gladding McBean & Company is still one of the major employers in the City.

In 1942, a military training airport was built just outside of Lincoln to train pilots during WWII. After the war, the airfield was turned over to the City, which has continued to operate the Lincoln Airport to serve the public and businesses in Placer County.

The population in the nineteenth century remained under 1,000, as the area was primarily an agricultural area. Between 1900 and 1940, the population doubled to 2,044 and doubled again between 1940 and 1980 to 4,132. Between 1980 and the present the City experienced unprecedented growth, increasing the population tenfold to 40,000 (DOF 2008).

Despite recent rapid growth, the City of Lincoln has been able to maintain its small town atmosphere with local cultural activities. The focal point of the City remains the downtown shopping area and a midtown square called Beerman Plaza.

The City of Lincoln is a full-service city. The City provides all the backbone services: water distribution, wastewater, solid waste, police, and fire. In addition, the City provides parks and recreation, maintains a library, provides mass transit, and operates an airport. Each of these services and its associated capacity to serve the expanded SOI will be reviewed in this document.

While the City provides most essential services there are some services provided by special districts. Placer County Cemetery District #1 maintains and operates the Lincoln Cemetery. The Placer Mosquito & Vector Control District is responsible for monitoring health threats borne by mosquitoes or other vectors, such as the West Nile Virus.

The Placer Resource Conservation District is responsible for soil conservation primarily in the agricultural lands that surround the City. Water is provided to the City for distribution by the Placer County Water Agency (PCWA) and the Nevada Irrigation District (NID).

SECTION 4: GROWTH AND POPULATION PROJECTIONS

Population growth in the City had been fairly slow until 1980. Between 1980 and the present the population increased tenfold, from 4,000 in 1980 to an estimated population to 39,758 (DOF 2008). In 2008, the City completed an updated General Plan that extended the planning horizon to 2050. The planning horizon coincides with the Sacramento Region Blueprint adopted by the Sacramento Area Council of Governments (SACOG). The Blueprint was a pioneering effort in regional planning for all 20 cities and six counties within the Sacramento area. Member cities have focused on implementing the Blueprint principles which include housing options, transportation choices, mixed land use, compact development, conserving natural resources, utilizing existing assets, and quality design. The Blueprint study projected that by 2050, the region will experience an increase in population of 1.7 million and that Placer County would add an estimated 592,000 new residents. The 2050 General Plan represents the City's effort at implementing the Blueprint principles. The General Plan estimated a population at buildout in 2050 of 132,000.

The Background Report for the General Plan Update used SACOG projections for continued growth in the City through 2025. During that period, the population was expected to grow by an average of 4 percent per year.

That forecast was made before the recent economic downturn. The FY 2009-10 annual budget includes a revised population forecast (Exhibit 2). The exhibit shows the population is expected to grow to 40,222 in 2010, a growth rate of about 0.4 percent per year.

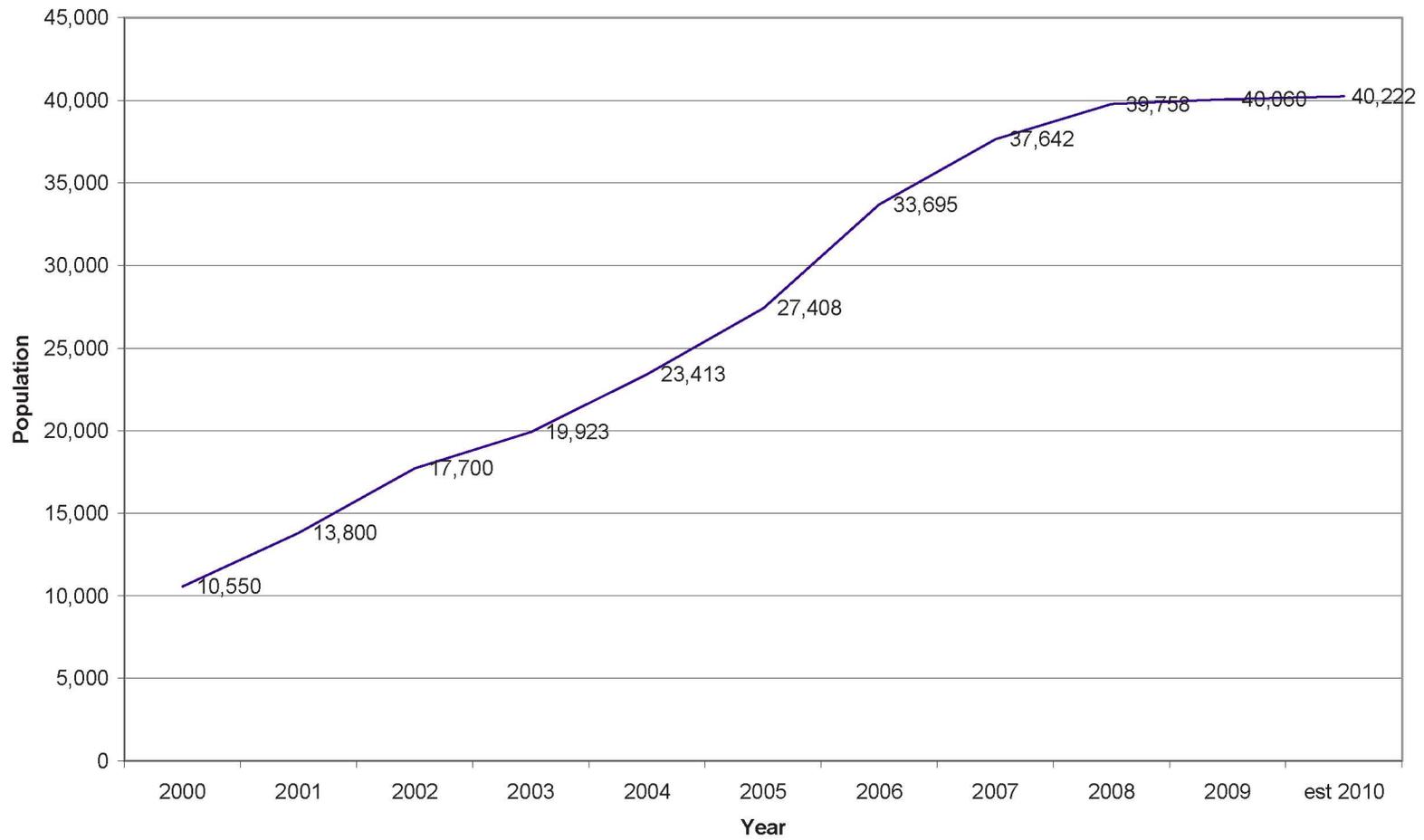
The slower growth rate is consistent with an anticipated decline in building permits. The Sacramento Forecast Project by California State University, Sacramento (CSUS) tracks employment and housing in the Sacramento area and makes near-term projections. The data collected and forecasts include the counties within SACOG area. The data for Placer County show a decrease in residential building permits starting in 2005 and continuing through 2008. The forecast for 2009 continues to decline, projecting a reduction in residential building permits of 44 percent countywide from 2008 levels or about 960 building permits countywide.

The growth forecast is consistent with an anticipated decline in building permits. Given the uncertainty of the economic conditions, the City will continue to grow at a very modest rate. If a 0.2 to 2-percent growth rate is assumed, as has been forecast in the recent budgets, during the five-year time horizon of this MSR the City's population should grow by 1 to 10 percent to about 40,500 to 45,000 by 2013.

Determinations

4.1 Because of the economic downturn, the rapid growth experienced between 1980 and 2005 will be reduced to very modest growth within the next 5 years of 1 to 10 percent.

4.2 The newly adopted 2050 General Plan based on the SACOG Blueprint anticipates a population of 132,000 at buildout.



Source: City of Lincoln, 2009(e).



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Exhibit 2 City of Lincoln Population 2000 - 2010

SECTION 5: PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES

The City of Lincoln is a full-service city, providing eleven essential services. The City provides water, wastewater, solid waste, law enforcement, fire, street maintenance, stormwater, public transit, parks and recreation, and libraries. In addition, the City operates a regional airport, serving small planes, and local businesses in Lincoln as well as the northeastern Sacramento metropolitan area. Those services are complemented by special districts that provide cemetery, resource conservation, and mosquito abatement and vector control services.

The City also has a list of capital improvements for several of the departments. A listing of projects, their funding sources, and schedules for completion is found in Appendix A.

5.1 - Water

Water distributed by the City of Lincoln comes from surface water supplied by the Placer County Water Agency (PCWA) and the Nevada Irrigation District (NID), and from groundwater from wells owned and operated by the City. Water is metered, with a basic residential rate of \$22.90.

5.1.1 - Supply

The City of Lincoln's primary supply of surface water is purchased from the PCWA. In 2004, the contract limit was 15 million gallons per day (mgd) or 10,000 gallons per minute.

PCWA surface water sources include the middle fork of the American River and the Bear River. The American River source flows through a seasonally operated pump station that has the capacity of 100 cubic feet per second. The Bear River source includes a PCWA diversion at Lake Spaulding in the Sierra Foothills. Surface water flows by gravity and is transported approximately 70 miles by open canals, siphons, and pipes through rough terrain to the Foothill Water Treatment Plant (WTP) at Newcastle and the Sunset WTP at Rocklin. The Foothill WTP has a capacity to treat approximately 55 mgd, with the Sunset WTP has a capacity of about 8 mgd. Treated water from the Foothill and Sunset WTPs is conveyed to a PCWA metering station adjacent to the City's 5-million-gallon concrete storage tank at Conspiracy Point at the southeastern corner of the Twelve Bridges development along the eastern edge of the City.

The City of Lincoln also receives water from the Nevada Irrigation District. The contract with NID provides water to the new General Plan area. In 2004, NID entered a temporary water sales agreement with PCWA to provide raw water to PCWA for treatment and delivery to the portion of the City within NID boundaries until NID has the capability of providing the service. There are approximately 2,500 homes within the City served under this arrangement.

Groundwater

The City owns and operates five municipal wells with a combined capacity of 7 mgd that provide emergency backup to the PCWA treated water deliveries and reduce peak system demands. Groundwater provides approximately 4 percent of the annual demand. A new well and replacement well of about 1 mgd is scheduled to be online in 2006.

Raw Water Supply

The City also receives raw water from PCWA and NID. The raw water is used by a few private developments for landscaping, golf courses, and wetlands within the developments. PCWA's Caperton Canal and NID's Hemphill Canal, both of which are on the east edge of the City, provide raw water, as does the Auburn Ravine. Raw water delivery contracts include 5,600 acre-feet per year from PCWA and 1,540 acre-feet per year from NID.

Supply Reliability

The City is developing a conjunctive use program that will allow optimization of the available surface water and groundwater supplies. Wells will be used to supplement water stored in aboveground tanks to meet demand during interruptions in surface water deliveries. The City has developed a Water Shortage Contingency Plan consisting of four stages of action to address potential water supply reductions of up to 59 percent. Measures in the plan are designed to achieve a 35- to 50-percent reduction in normal water uses.

A number of studies have been conducted on reliability of sources from PCWA, NID, and groundwater. The PCWA Zone 1 area includes much of the City of Lincoln. The sources of surface water supply for PCWA Zone 1 include (1) a surface water supply contract with PG&E for 100,400 acre-feet per year of Yuba Bear water delivered through the Drum Spaulding hydro system, (2) surface water associated with PCWA's Middle Fork Project water rights totaling 120,000 acre-feet per year, and (3) a Central Valley Project (CVP) contract with the Bureau of Reclamation for at least 35,000 acre-feet per year of municipal and industrial water. Each of these sources has historically shown a high degree of reliability, even during multiple dry year events.

In preparing its Urban Water Management Plan, NID performed an analysis for dry years that indicated that they will not experience supply deficiencies even during multiple dry years. NID developed a hypothetical, three-year, worst-case scenario to prepare for water supply shortages. It was assumed the hypothetical drought would yield 50 percent less runoff than in the 1990-92 series of dry years. Based on normal demand, the scenario estimates a deficiency of 17.6 percent. It was also assumed a series of dry years would trigger a Stage III Drought Warning. As a result, NID would implement drought contingency plans so that a Stage III Drought Warning would have only minimum effect on urban water users.

In evaluating the reliability of groundwater, the safe yield, that is the maximum amount that can be pumped without overdraft, is estimated at 95,000 acre-feet/year. Historically, the City has not exceeded

the safe yield. In addition, the City has a policy of groundwater banking in normal and wet years. Considering the policy and the likelihood that groundwater pumping will not exceed the safe yield, the reliability of City groundwater supply remains high (City of Lincoln 2007b).

5.1.2 - Capacity

The City has a conveyance capacity of 21 mgd of which 6 mgd is supplied from the Sunset Water Treatment Plant and 15 mgd is supplied from PCWA. The water is stored in the City-owned storage tanks of 5 million gallons, 1.5 million gallons, and 3 million gallons, for a total storage of 9.5 million gallons.

5.1.3 - Demand

In 2004, the total potable water demand for the City was about 7,500 acre-feet (af). Of that total, 7,200 af were treated surface water supplied by PCWA. The source of the remainder was from groundwater supplied by the City’s wells. That amounts to a ratio 96 percent from PCWA surface water and 4 percent from the City’s groundwater sources.

The maximum daily demand was 13.4 mgd, of which 11.5 mgd came from PCWA and 2 mgd came from city wells. In 2005, the contract limit with PCWA for maximum delivery was 15.5 mgd.

In 2000, the City had an estimated population of 13,000, with a corresponding annual water demand of 4,100 af or about 285 gallons per capita per day (104,025 gallons annually). In 2004, with a population of about 28,000, the annual potable water demand was 7,500 af, about 240 gallons per capita per day or 87,600 gallons annually. The data are useful in estimating future needs.

Peaking Factors

Potable water use within the City varies by season. The highest demand occurs during the warm months between May and October with a minimum during the winter months. The peak demand usually occurs in July with a minimum in February. For planning purposes, the City uses a maximum day-to-day average peaking factor of 2.5 and PCWA uses a maximum day demand for one equivalent dwelling unit of 1,150 gallons (Table 1).

Table 1: Water Demand Peaking Factors

	2001	2002	2003	2004
Annual Demand (af)	4,400	4,800	5,400	7,500
Maximum Day (mg)	7.2	8.1	10.7	13.5
Average Day (mg)	3.9	4.3	4.8	6.7
Factor (max/ave)	1.8	1.9	2.2	2.0
Source: City of Lincoln, 2008c.				

5.1.4 - Water Needs for General Plans

The projected demand for treated water for buildout for the 1998 General Plan is about 25,000 af per year of surface water or 55 mgd. It was estimated the newly adopted General Plan area would require an annual demand of 28,000 af per year or 64 mgd. Buildout of the 2050 General Plan would require approximately four times the water than consumed in 2004.

The water demands for the newly adopted General Plan update will be met from a combination of five sources:

- Potable treated surface water from PCWA for the PCWA areas
- Potable treated surface water from NID for the NID areas within the City
- Potable groundwater from the City's wells as an emergency backup
- Non-potable raw water from NID and PCWA under private contracts for irrigation water
- Non-potable reclaimed water from the City's WWTRF for selected uses in the City the SOI, as a substitute for raw surface water

Determinations

- 5.1.1** The City receives water from PCWA and NID, which supply 96 percent of the water demand. In addition, the City operates five groundwater wells that supplies 4 percent of the water needs and acts as a backup system for PCWA and NID water.
- 5.1.2** The City has a storage capacity of 9.5 million gallons and a conveyance capacity of 21 million gallons.
- 5.1.3** There is a high degree of water supply reliability.
- 5.1.4** In planning for the buildout of the newly adopted General Plan, the City has identified several ways to meet the expected demand

5.2 - Wastewater

The City provides wastewater services through its Wastewater Division. The Division provides for the cleaning and repair of the collection and interceptor systems that include eight pump stations, approximately 220 miles of sewer lines and 17,000 service connections. The Division monitors and makes repairs and responds to calls from customers for service. They also manage programs for industrial waste pretreatment programs. The City charges residences a flat rate for wastewater services of \$30.85.

The City operates a wastewater treatment facility (WWTRF) that provides secondary and tertiary treatment of municipal wastewater collected throughout the City. It is located southwest of the City on both sides of Fiddymont Road between Athens Avenue and Moore Road (Exhibit 3). Existing facilities include an influent pump station, headworks, screening and flow measurement, oxidation

ditches, secondary clarifiers, maturation ponds, filtration facilities, dissolved air flotation separators, ultraviolet light disinfecting facilities, solids handling facilities, effluent re-aeration and pumping, a pipeline to an outfall in Auburn Ravine, effluent and emergency storage, and several land disposal fields.

Some of the effluent is discharged into Auburn Ravine or used as recycled water for agricultural, municipal, commercial, or industrial facilities throughout the City. Discharge into Auburn Ravine is regulated by the National Pollutant Discharge Elimination System (NPDES) permit with prescribed temperature limitations. During certain periods of the year, discharge is not feasible because the effluent is much warmer than the water in the creek. At those times, the WWTRF will divert the effluent to storage facility or use it for reclamation.

The NPDES permit limits average wastewater flow to 3.3 mgd based on the capacity of the facility when the permit was issued in 2001. However, the WWTRF process components are designed for a minimum dry weather hydraulic capacity of 4.2 mgd, and storage basins are sized for an average dry weather flow of 12 mgd. Current dry weather flows at the facility are estimated to be 2.4 mgd, about 60 percent of the hydraulic capacity.

The WWTRF site was constructed to process up to 34 mgd. That includes 26 mgd to serve the 2050 General Plan at buildout and an additional 8 mgd from the Placer Nevada Wastewater Authority communities. Peak wet weather flows can be accommodated as well. In estimating peak capacity, the City of Lincoln uses a maximum peaking factor of 3.5 so that the system is designed to accommodate flows of 120 mgd during storm events.

5.2.1 - Wastewater Collection System

The existing wastewater collection shown in Exhibit 3 includes eight pump stations and approximately 220 miles of pipe. The City recently completed a collection system update in 2006. Based on preliminary investigation of inflow and infiltration conducted in July 2005, portions of the downtown area are of concern since these pipes are older and more subject to failure. The E Street Infrastructure Project is currently being constructed on the east side of the downtown area to alleviate some of the capacity issues in addition to providing capacity for future development in Village 2 of the General Plan. The recommended projects include rehabilitating some 80,000 linear feet of existing sewer pipes at a cost of approximately \$9 million.

Several wastewater pumping stations are situated at points of low hydraulic grade. The pump stations are shown in Exhibit 3. Most of the pump stations discharge to force main pipelines that convey flow under pressure to a downstream gravity sewer. It has been the City's long-term goal to avoid pumping, but given the topography, the system serving the expanded 2050 General Plan area will require some pump stations.

5.2.2 - Reclamation – Water Reuse/Recycling

In 2003, the City began to look at recycling wastewater and potential sources for reclaimed water. Existing recycled water uses have an estimated peak water usage of 4.3 mgd with projects planned to supply up to 12 mgd of recycled water. Currently, recycled water from the WWTRF is being used for onsite crop irrigation and offsite crop irrigation at surplus WPWMA property southwest of the intersection of Athens Avenue and Fiddymont Road. The future recycled water delivery system and major users are shown in Exhibit 4. The capital cost to deliver 12 mgd is estimated at \$32 million.

5.2.3 - Planned Improvements

The proposed City wastewater collection system is divided into the 10 villages identified in 2050 General Plan. The system is planned to meet wastewater collection needs of the General Plan. Villages 1,2,3,7 and Special Use District (SUD) B are to be served by gravity, while Villages 2 and 3 are to be served by a new trunk sewer along Aviation Lane that will allow the existing Nicolaus Road pump station to be taken off-line. Villages 4 through 6 and Special Use Districts B and C cannot be served by gravity because of the topography; therefore, they will have two new large pump stations. Pump Station 1 is intended to serve Village 4, SUD-A and parts of Village 5 and SUD-B. Pump Station 2 is intended to serve Village 6, DUD-C and portion of Village 5.

The City Wastewater Collection System Master Plan has identified approximately \$124 million in necessary capital improvements for gravity pipelines and \$21 million for pump stations and force mains to accommodate the new General Plan.

Determinations

- 5.2.1** The current system is designed to meet current needs but may require up to \$9 million to repair aged infrastructure.
- 5.2.2** In order to meet the need of the expanded SOI some additional pumping stations will be required because of topography.

5.3 - Solid Waste

Solid waste collection and disposal is one of the many services provided by the City. Fees are collected from residential, commercial, and industrial customers to cover costs for collection and disposal. Operating costs are covered by monthly fees based on household size. Residential rates are set at \$19.98. Auburn-Placer Disposal provides solid waste collection in the unincorporated areas surrounding the city through its franchise agreement with Placer County.

Solid waste is transported to the Western Placer Material Recovery Facility (MRF) operated by the Western Placer Waste Management Authority (WPWMA) comprised of the Cities of Lincoln, Rocklin Roseville, and Placer County. The MRF opened in November 1995 at the Western Regional Sanitary Landfill (WRSL).

The WRSL handles refuse from both municipal and commercial haulers. The refuse is sorted to recover recyclable materials including green waste, ferrous/metallic items, plastic and glass, scrap paper, junk mail, magazines, paperboard and cardboard. The facility has two units, covering 281 acres, of which 231 acres are available for disposal. Unit 1 is permitted to handle 1,900 tons/day. As of June 30, 2005, Unit 1 had 29,093,819 cubic yards remaining of a total capacity of 36,350,000 cubic yards (Integrated Waste Management Board 2009). Unit 2 has a maximum permitted capacity of 17,677,700 cubic yards and is capable of processing 1,200 cubic yards per day. Although permitted for 1,200 tons per day, Unit 2 is only physically able to handle 1,050 tons per day because of its hours of operation and the limited size of its handling floor.

Material that is not recycled is taken to the WRSL located on 320 acres at the southwestern corner of Athens Avenue and Fiddymont Road. The WRSL is a Class III non-hazardous landfill owned by WPWMA. It is permitted for a maximum of 1200 tons per day. In January 2004, WPWMA expanded the capacity of the landfill to 25.7 million cubic yards.

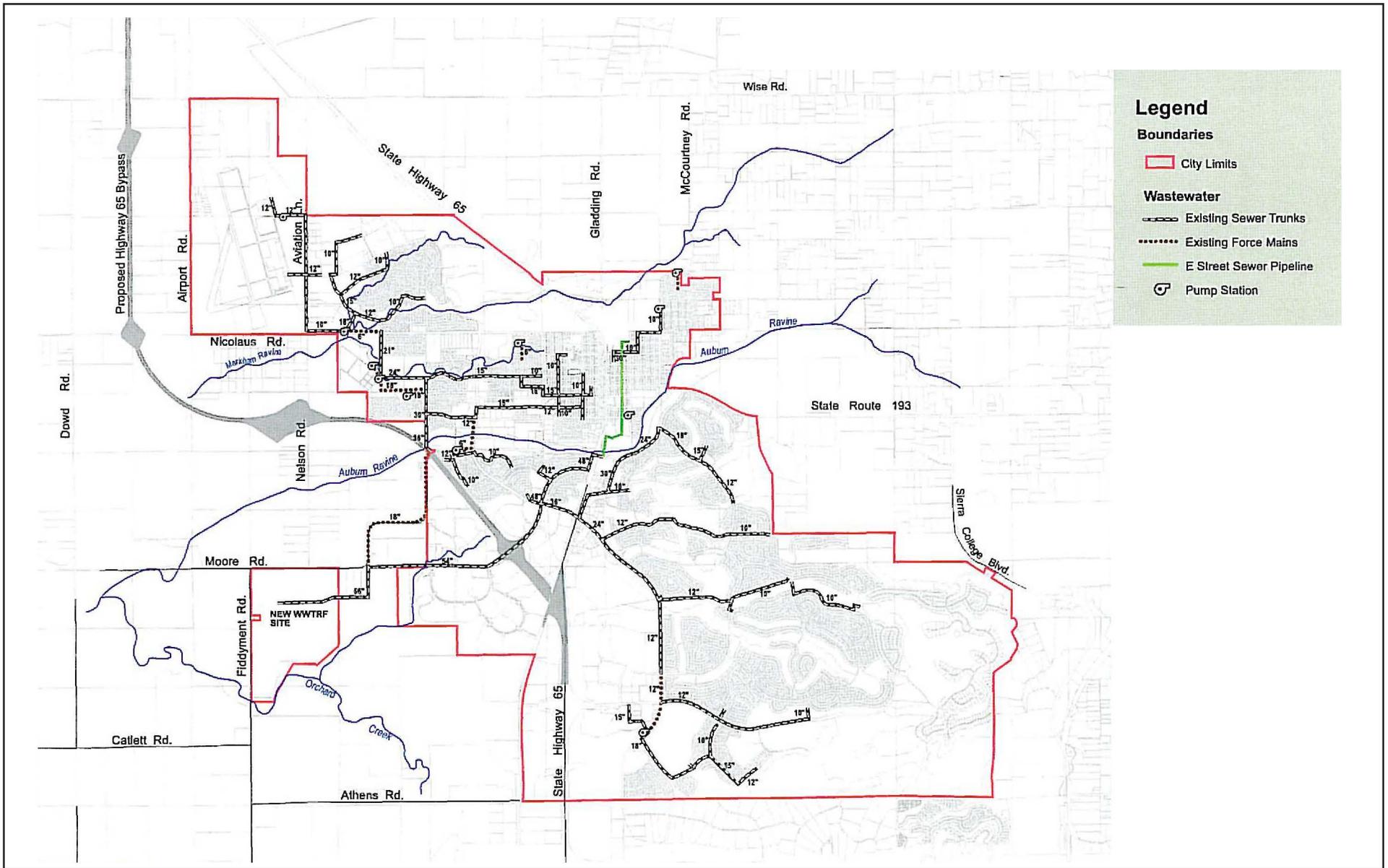
In addition, the City operates a school paper recycling program during the school year. Residents are provided a special blue-bag recycling program, and the City maintains a battery recycling program as well. The City recycles solid waste through the Western Placer Recovery Facility. The MRF diverts approximately 20 percent of the material it receives from disposal. This helps communities achieve the state-mandated rate of 50 percent for all jurisdictions. The most recent data for 2006 approved by the California Integrated Waste Management Board (CIWMB) showed Lincoln had a diversion rate of 60 percent. For the same period, the diversion rate for other Placer County agencies ranged from 49 percent at Loomis to 69 percent at Colfax.

As the trash is delivered, it is compacted to maximize the life of the landfill. Decomposing trash produces methane gas, a greenhouse gas. The WPWMA collects the gas from the landfill to reduce health hazards. A portion of the gas is used to run two internal combustion engines that generate a cumulative 1.6 megawatts of electricity, capable of providing power to 1,000 homes.

In 2003, the JPA received permission to raise the height of the facility from 180 feet to 295 feet. With the height increase, the landfill is unlikely to reach capacity until 2036, assuming a growth rate of the recent high growth period. This is a conservative estimate since growth has slowed during current economic conditions.

Determinations

- 5.3.1** The solid waste diversion rate for the City is 60%, exceeding the state mandate of 50%.
- 5.3.2** The City has sufficient landfill capacity until 2036.



Source: City of Lincoln, 2008(c).

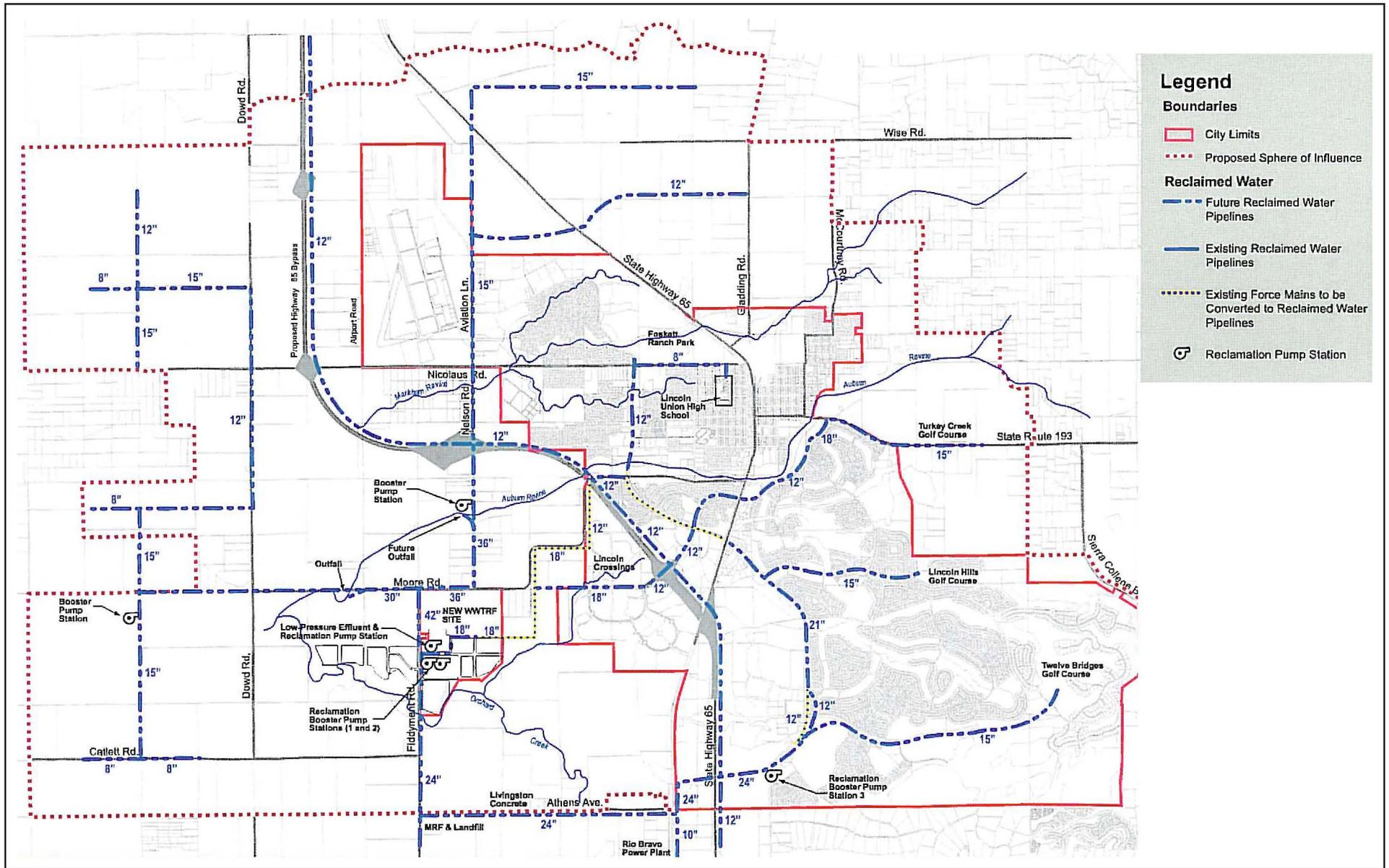


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Exhibit 3 Existing Wastewater Collection System

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Source: City of Lincoln, 2008(c).



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Exhibit 4 Future Recycled Water Delivery System

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5.4 - Law Enforcement

The Police Department has a staff of 44. That includes 33 full-time sworn positions and 11 professional staff.

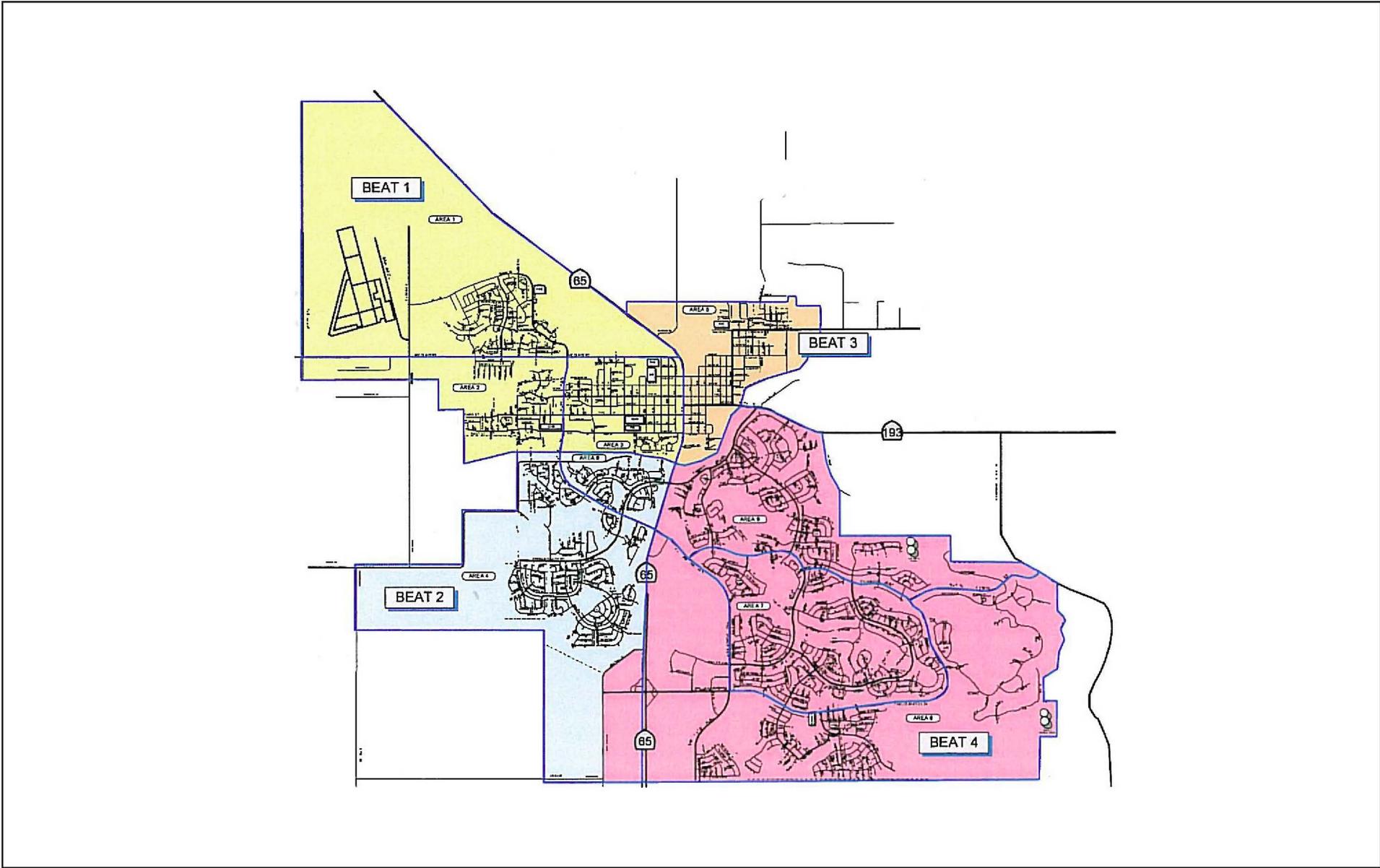
The Lincoln Police Department (LPD) consists of two divisions, Support Services and Operations. The Support Services Division is responsible for administration as well as a number of critical areas necessary to provide effective efficient services. The Division is responsible for maintaining professional standards by reviewing skills training and insuring officers have current training. In 2008, officers logged 5,158 training hours. The division also conducts criminal investigations, crime analysis, manages property and evidence, and maintains records. In 2008, the division processed 2,897 police reports, 6,211 citations, and 511 field interview cards. Other responsibilities include managing the contract for animal control services with the County. Traffic enforcement and community programs also fall under the purview of the Division, including SWAT and Citizens on Patrol (COPS).

The COPS program allows volunteers to support the department in non-hazardous duty to free up officers for public safety functions. Some of the functions performed by the COPS program include child safety and school patrols. All schools within the City are patrolled by car and bicycle. Volunteers also teach child safety programs for elementary students, patrol parks, neighborhoods, and commercial areas, patrol sites considered important for Homeland Security, will visit homes of residents on vacation if requested, provide foot and car patrol for special events, remove illegal posted signs, participate in community crime prevention and neighborhood watch, provide courtesy notices about city regulations, and respond to citizen inquiries.

The Operations Division has three core functions: communications, patrol, and youth services. The operations division receives and dispatches 911 calls for both police and fire. Its goal is to maintain two dispatchers on shift 40 percent of the time, answer 911 calls before the second ring and all other calls before the third ring. The Operations Division responds to approximately 33,000 calls for service annually.

In 2008, the Department opened its new communications center. The center includes computer-aided dispatch, GPS maps showing the current location of police units, and allows cellular 911 calls, which had previously been routed to CHP to be directly transferred to the Lincoln Police Department.

In providing its patrol function, the City is divided into four beats as shown in Exhibit 5. Beat 1 covers the area west of Highway 65 and north of Auburn Ravine. Beat 2 covers the Lincoln Crossing area. Beat 3 covers the areas east of Highway 65 and north of Auburn Ravine, while Beat 4 covers Del Web, Twelve Bridges, Verdera, and Highway 65. Incidents by beat during 2008 are shown in Table 2.



Source: City of Lincoln, 2008(d).



Not To Scale

Exhibit 5
Police Officer Patrol Beats

Operations include an investigations unit consisting of one Detective Sergeant and two Detectives. In 2008, they were responsible for 39 arrests, cleared 302 cases, and assigned 329 new cases.

Table 2: Incidents by Beat - 2008

Beat	Incidents
1	7,512
2	2,361
3	2,517
4	4,235
Source: City of Lincoln, 2008d.	

LPD also has a K9 unit consisting of a handler and a dog. The goal of the unit is crime prevention and drug suppression. The K9 unit conducts several demonstrations and educational seminars throughout the year. In 2008, K9 units were deployed 83 times, including 17 building searches and 17 community events.

Operations maintains a minimum patrol staffing of three officers and a supervisor on shift 24 hours a day, 7 days a week. There is at least one officer in each of the four beats 50 percent of the time. They respond to priority one calls within 4 minutes, priority two calls within 10 minutes, and priority three calls within 30 minutes. Table 3 identifies other functions and the number expected annually.

Table 3: Police Department Operations Activities

Activity	Frequency per Year
Contacts	6,500
Enforcement stops	9,500
Security checks	1,500
Collision investigations	250
Crime investigations	1,900
Citizen interviews	500
Misdemeanor arrests	800
Felony arrests	320
Citations	6,100
Source: City of Lincoln Fiscal Year 09-10 Budget Summary.	

In addition, the department maintains one officer as a liaison with school staff at the two middle schools. They also oversee the Police Athletic League (PAL) program and Youth Center for outreach and intervention purposes. Opened in 2008, the youth center is staffed by two full-time volunteers and one Youth Services Officer. Currently, the Center supervises some 74 registered at-risk youth.

Between 2007 and 2008, the ratio of sworn staff per 1,000 citizens was reduced slightly from 0.975 to 0.925. Because of the economic downturn, the ratio was reduced even further to 0.825 sworn officers per 1,000 residents. In determining future needs, capital improvements are calculated assuming 1.87 sworn and 0.4 non-sworn personnel for each 1,000 new residents. The standards also call for 350 square feet of police station facilities per employee.

Determinations

5.4.1 The Police Department is structured to handle the law enforcement needs of the City.

5.4.2 The City’s recent budget cuts have reduced staffing ratios from 0.975 officers per 1000 residents in 2007 to 0.825.

5.5 - Fire and Emergency Medical Services

The Lincoln Fire Department provides full services with a combination of paid call and volunteer firefighters. The fire department staff includes 15 full-time Fire Suppression Officers, six full-time Acting Fire Captains, two full-time Fire Operations Chiefs, and 20 Volunteer Firefighters, 10 Reserve Firefighters, and one full-time Fire Chief.

The City has three fire stations of which two are manned. Station #33 and Station #34 are staffed 24 hours a day year round. Each shift is assigned three personnel, augmented by reserve and volunteer personnel. Table 4 provides station locations, apparatus, and personnel onsite.

Table 4: Fire Stations

Station	Apparatus	Personnel
Station #34 Headquarters 126 Joiner Parkway	Type 1 Engine 1,250-gpm pumps and 650 gal water storage	4 Person Daily Staffing
	Type III Wildland Engine 500 gpm auxiliary pump 500 gal water	
	Reserve Apparatus; 2 Type 1 Engines one not fully equipped 1 Type IV Wildland Pick Up	
Station #33 17 McBean Park Drive	1 Type I engines with a 1,250 gpm pump 1 Type I Engine with 1550-gpm pump and 118 GPM aux pump 1 2,000-gallon water tender	3 Person Daily Staffing
	Reserve Apparatus : 1751 Rescue	
Station #35 2525 E. Lincoln Parkway		Not Staffed
Source: Campbell, 2010		

The volunteer program has been in operation since 1896. The volunteers participate in expanded training in hazardous materials, emergency medical services, and fire-related operations.

The department provides fire suppression, emergency medical services (EMS), fire prevention, and training. Through the EMS program, all personnel are trained to provide first-responder level of first aid and CPR. All first-responder equipment engines have Automatic External Defibrillators. As part of the EMS program, all personnel continue to receive emergency medical training.

The goal of the fire prevention program is to minimize fire losses in the City. The primary activities of the program include fire code enforcement, plan checking, hazardous material enforcement, fire investigation, and hazard abatement. The weed abatement program, a major component of the prevention program, is designed to prevent open and vacant lots from becoming fire hazards. Lot owners are identified by the fire suppression officer of safety issues. After the second notice, the City performs the weed abatement and bills the owner.

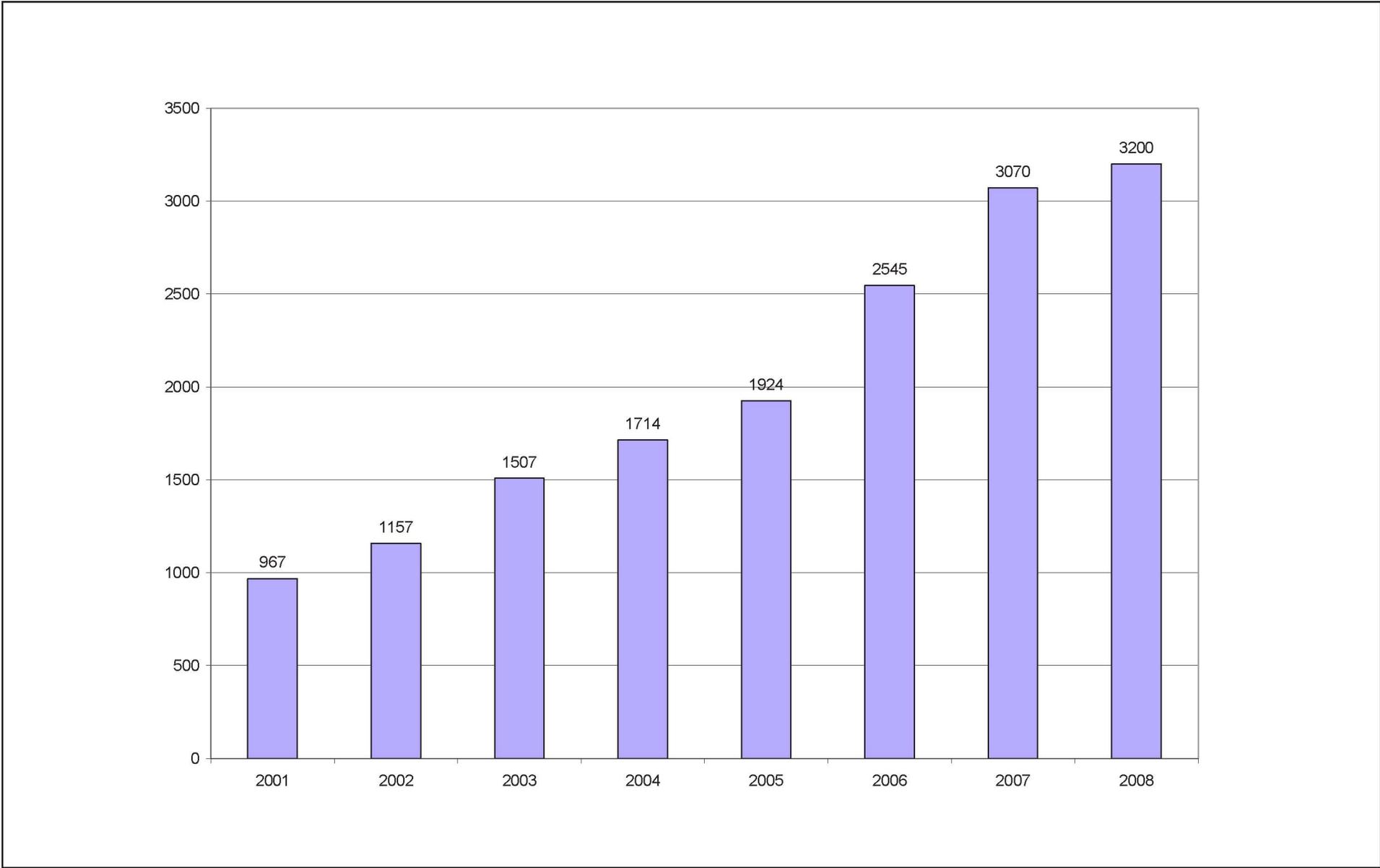
The Department also manages the Del Webb and Twelve Bridges Wildfire Management plans. These plans are designed to allow open space while providing control of the threat of wildfire to nearby residents. Open space reduces the threat of wildfire with grazing, firebreaks between property areas, and with fire-resistant vegetation.

The training division provides training for all firefighters within the department. The division provides a minimum of 20 hours training each month. Training is conducted through contract and by in-house sources.

The average response time is 6:25 minutes. The goal for the first arriving company is 5 minutes 80 percent of the time. On the average 20 percent of the calls received are for fire, 75 percent are for medical assistance, 1.5 percent for mutual aid, and 3.5 percent for public assistance (City of Lincoln 2005). Exhibit 6 shows the calls for service between 2001 and 2008.

Water for firefighting is provided by a single transmission line connecting the Sunset Water Treatment Plant to the City's four water storage tanks, and from a series of municipal wells in the northwestern and southwestern portions of the City. Water pressure is adequate, averaging 85 to 90 pounds of pressure.

Response times, staffing, and equipment contribute to the Insurance Services Office (ISO) rating. The Department has a rating of 5 on a scale of 1 to 10, with 1 representing the best service. Insurance rates for property owners are based on the ISO rating.



Source: City of Lincoln, 2008(c).



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Exhibit 6
Fire Department Calls for Service 2001-2008

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Determinations

- 5.5.1 The City Fire Department operates with a combination of full-time staff and volunteers.
- 5.5.2 The City has three fire stations, of which 2 are fully manned 24 hours a day, 7 days a week.
- 5.5.3 The average response time is 6:25 minutes and the City maintains an ISO rating of 5.
- 5.5.4 Calls for service have been increasing on an annual basis and 75 percent of the calls are for medical assistance.
- 5.5.5 Water pressure is adequate to meet fire suppression needs.

5.6 - Parks and Recreation

The City park system consists of four classifications of parks.

- Mini parks are generally less than 2 acres and are designed to serve a concentrated or limited population. Typical improvements include play areas, picnic tables, and landscaping.
- Neighborhood parks are landscaped areas of limited size for both passive and active recreation. They are typically 5 to 8 acres and include such amenities as athletic fields, multi-use turf areas, hard courts, and playground equipment. Neighborhood parks are often located adjacent to schools to provide shared resources with the school district.
- Community parks are designed to accommodate a wider variety of recreational uses than neighborhood parks. They are intended to serve several neighborhoods. Community parks are typically 5 to 25 acres and can include large children's play areas, group picnic sites, ball fields, tennis courts, community buildings such as amphitheaters, parking lots, and restrooms.
- Citywide (Regional) parks are identified as unique recreational centers serving the entire urban area. Citywide parks are generally 25 to 100 acres. Amenities include large open space areas, large group picnic facilities, nature centers, trail systems, scenic drives, community centers, libraries, swimming pools, competitive sports fields, outdoor arenas, and rest rooms.

The newly adopted General Plan sets specific policies regarding park acreage. The City includes parks as part of development agreements. The City has the authority to require dedicated parkland under the Quimby Act. The goals are 3 acres per 1,000 residents each for citywide parks, neighborhood and community parks, and open space for a total of 9 acres per 1,000 residents. In the absence of development agreements, the goal is 5 acres per 1,000 residents. While there are no specific goals for mini parks, acreage dedicated to mini parks is credited toward the neighborhood park acreage requirement.

The Recreation Department provides programs and services for the whole community. The Department is responsible for parks, facility rentals, community events, sports, and recreational activities for both children and adults. Programs include day camp, aquatics programs, teen programs, community classes, adult and youth sports, and special events.

The Department maintains and operates 13 parks. Table 5 below identifies each park and its amenities.

Table 5: City of Lincoln Park System

Facility	Acreage	Amenities
Auburn Ravine Park	10.0	Dog park Multi-use trails, Fitness kiosk
Brown Park	0.7	Play structure Picnic area
Coyote Pond Park	24.5	Play structure Picnic area Pond trail system
Foskett Regional Park	42.0	Four lighted softball fields Four lighted soccer fields Picnic area Walking trails Three playgrounds Concessions Pedestrian and bike path
Joiner Park	13.0	Two soccer/football field Basketball court Two playground areas Softball/baseball diamond 4-acre vernal pool preserve Restrooms
Machado Park	4.7	Two playgrounds Picnic area
Markham Park	4.7	Playground Picnic facilities Trail system Nature interpretive facility
Mc Bean Park	89.0	66 acres of passive use, Swimming pool, three baseball diamonds McBean Pavilion Barbeque area Horseshoe courts Skate park Three basketball courts Football/baseball stadium Playground

Facility	Acreage	Amenities
		Restrooms Trails Picnic facilities
Pete Demas Park	0.8	Picnic area
Schreiber Park	4.5	Two playgrounds Two small shade structures
Sheffield Park	1.5	Two playgrounds Shade structure
Twelve Bridges Park	5.0	Baseball/softball field Soccer field Playground
Wilson Park	6.5	Softball fields Playground

The Department is also responsible for renting the following public facilities:

- **Beermann Plaza:** Located in front of City Hall, the plaza includes a fountain and shade trees.
- **Civic Center:** The Civic Center includes a large meeting room.
- **McBean Pavilion:** The facility offers a 6,720-square-foot meeting room that can accommodate up to 400 people for banquet seating and 500 in theater-style setup. The facility includes a kitchen, two wet bars, and a large stage.
- **McBean Barbecue area:** Located next to the McBean Pavilion, the area contains a shade structure and covered cooking space. Parking and restroom facilities are adjacent to the area.
- **McBean Skate Park:** A facility designed for skateboarders and inline skaters.
- **McBean Swimming Pool:** The pool is a 25-meter pool with a shallow end that is 3.5 feet deep extending to 12 feet deep in the diving area where there are two diving boards. The pool facility has a spray park consisting of a rainbow, three different geysers, and a large flower. The pool buildings include restrooms, lockers, shower facilities, a snack bar, a staff room, and a manager's office.

The Recreation Department is dedicated to providing safe and well-maintained facilities, high-quality programs, and customer service. Recreational programs are supported through user fees and charges. The Recreation Department consists of five divisions: administration, aquatics, community classes and facilities, adult sports, and teen programs. Each division targets a specific activity or group of residents for services.

The Aquatics Division offers swim lessons, swim team, opportunities for open swim and aquatic exercise classes. The goal is to teach residents to swim and be safe around water.

Community classes offer day camps for summer, spring break, fall, and winter. Community classes include exercise classes and classes on various topics of interest to local residents.

The Sports Division offers youth and adult sports programs. The Teen Program consists of a summer camp program as well as assistance with the Lincoln Youth Center. The Teen Program provides youth an opportunity to interact with their peers and a chance to learn new activities and new skills, and participate in field trips.

The Parks section provides maintenance and operation of all parks and manages the open space preserve areas.

As part of development agreements newer communities are required to establish landscape and lighting districts to support maintenance and operation of community facilities. Development agreements also included a “park tax” of \$261 per family residential unit. The “park tax” for commercial and industrial projects is based on the valuation of the structure.

Current park acreage is approximately 206 acres. Assuming a standard of 5 acres per 1,000 population, the current park system is adequate for the 40,000 residents. Additional development will require dedication of additional park acreage.

Determinations

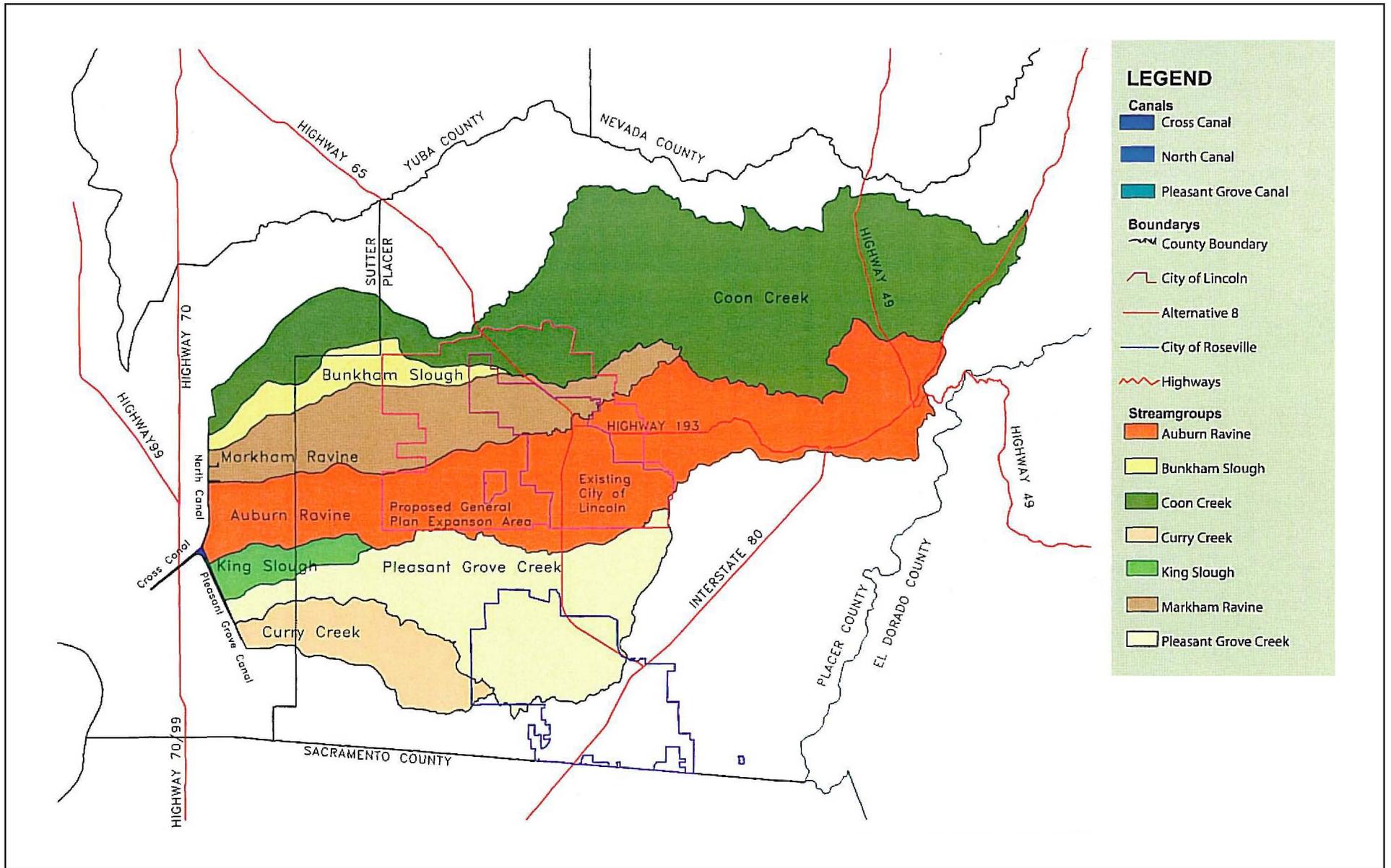
5.6.1 The City has adequate park and recreation facilities to support its population. New development will require the dedication of additional park acreage to maintain a ratio of 5 acres per 1,000 residents.

5.7 - Stormwater

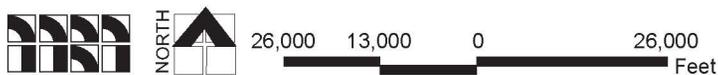
The City depends on its creeks, ravines, and sloughs to collect and convey storm runoff westward to the Cross Canal collection system, which ultimately discharges into the Sacramento River. Typically, these streams originally had wide floodplains that stored large volumes of runoff. Over time, some areas were confined by development and other earthmoving activities, limiting both the stream’s capacity and the floodplain benefits associated with periodic flooding. Local creek watersheds are shown in Exhibit 7.

The primary channels at Auburn Ravine include Orchard Creek and Ingram Slough, Markham Ravine with tributaries of Clay Creek, Markham Ravine South, Markham Ravine Central, and Coon Creek. The Markham Ravine and Auburn Ravine watersheds, a part of the Cross Canal Drainage Basin, are considered prime drainage for the City. Both ravines flow westward from the Sierra Nevada Foothills east of Lincoln and discharge into the Sacramento River. Orchard Creek and Ingram Slough are tributary drainages to the Auburn Ravine within the area.

The tributaries for the Auburn Ravine include approximately 30 square miles with an estimated peak 100-year flow rate of 14,500 cubic feet per second. West of the City, the ravine combines with Orchard Creek



Source: City of Lincoln, 2008(c).



and continues westerly beyond Placer County and into Sutter County, ultimately draining into the North Drainage Canal of the Natomas Cross Canal.

Markham Ravine drains the central areas of the City and the areas north of the existing developed areas. Markham Ravine consists of three channels. The main channel is the central branch of Markham Ravine, passing through the City from east to west-southwest. Approximately 3 square miles of rural and partially developed land are tributary to the main branch, east of SR-65.

The southern branch collects runoff from the central and western areas of the City, west of SR-65. This tributary has been placed into a pipe system throughout most of the developed area of the City. The pipe emerges as a channel system near the intersection of 8th and O streets. From this point, the flow moves westward toward Joiner Parkway to the west and northwest, joining the main branch of Markham Ravine near Nicolaus Road.

The northern branch, also known as Clay Creek, enters the City, crossing SR-65 at the Foskett Ranch subdivision. The creek is then channelized along the north side of Venture Parkway to the intersection of Lakeside Drive. West of the intersection, the creek flows through a pipe to a detention basin located along the northern boundary of Teal Hollow Subdivision. At the west end of the detention basin, the creek flows westward to join the main branch of Markham Ravine.

As part of development, several retention facilities were established for Markham Ravine. Facilities include a 32 acre-foot detention basin near Lakeside Drive. Channelized detention facilities were constructed as part of the industrial development along Aviation Boulevard. A 19 acre-foot facility was constructed in Clay Creek downstream of Lakeside Blvd. Another detention basin was constructed in the upstream area of the watershed north of Venture Drive in order to reduce the required sizing of the trunk storm drainage system. Capabilities of this system are for the 10-year, 24-hour volumetric impact of 45 acre-feet.

Coon Creek borders the northern boundary of the proposed SOI. Approximately 60 square miles are tributary to Coon Creek upstream of SR-65. The majority of the land is in agricultural or ranch style use. Coon Creek is a single threaded creek north of the City. Runoff flows to the creek from several small lateral tributaries.

The City experiences two types of flooding. One is associated with the two ravines and their tributaries. The second type occurs with poor surface flow because of a general lack of curbs and gutters in parts of the City or inadequate storm drains that create stagnation. Both types of flooding occur with heavy rains.

Within the historic areas of the City, there are 41 separately discharging storm drainage systems. The capacities of two of the main systems have been noted to have flooding issues—the SR-65 outfall system and the O & 8th outfall system. Outfall is defined as the point where water flows from a drainage channel or storm drain to a receiving body such as a bay, estuary, or river.

The SR-65 outfall system drains approximately 140 acres of the downtown area of the City east of the UPRR tracks. Flooding is noted to occur at several locations within the system, but most notably at the intersection of 6th and G streets (SR-65). At that intersection, frequent flooding of the adjacent structures has been noted and substantial flood-fighting efforts have been required to reduce damage. Analysis of the existing system demonstrates that the system provided less than a peak 2-year event protection at that location. The main issue stems from the fact that the northern 40 acres drains towards the sump at this intersection, which has no overland release. A new trunk system was recently completed to relieve the flooding problems. The new E Street trunk system will intercept approximately 90 acres of the watershed and provide 10-year protection at 6th and G streets via a new underground release trunk. The new system essentially provides a 100-year protection with the minor flooding in the roadways.

The 8th & O outfall system shows that a 100-year flood event may have the potential to flood several of the existing houses and streets adjacent to Markham Ravine South. The City has made repairs to the system to increase flood protection.

The drainage system consists of a combination of valley gutters, underground pipes, and drop inlets which are the responsibility of the Street Division. . Drainage from the urban portions of the City discharge into both the Auburn Ravine and Markham Ravine. In non-urban areas, drainage is by overland flow and through various drainage swales that lead to the two ravines and their tributaries.

Development results in an increase to peak flow rates in creeks and ravines. Policies for the Public Facilities Element (PFE) provide guidelines for when and how mitigation is required. The policies include design standards for the treatment of stormwater from development activities. All development is required to construct mitigation facilities consistent with these standards.

The City has adopted a floodplain ordinance to maintain the integrity of floodplains. The City Engineer must approve any work within the mapped floodplain areas of the City, including bridgework, culverts, roadways, plantings, and installation of structures.

In addition to the requirements for work within the floodplain, any work within the floodway is subject to the requirements of the Federal Emergency Management Agency to ensure no adverse impact to offsite properties.

The City has already planned for regional storm drainage trunk facilities that would be needed for buildout of the General Plan. The Plan shows that large watershed diversions from one drainage corridor to another would not be permitted.

Determinations

5.7.1 The City has adequate storm drainage systems.

5.7.2 The City has addressed potential flooding along SR-65 in downtown Lincoln and has addressed potential flooding of the 8th & O outfall.

5.7.3 The City has adopted policies and design standards to prevent the degradation of the floodplain as a consequence of development.

5.8 - Street Maintenance

The City has a separate Street Division that is responsible for maintaining and repairing streets, water lines, and storm drainage system. Street maintenance activities include water system repairs, street paving and repairs, street sweeping, signs and striping, right-of-way and alley maintenance, drainage systems channels and water quality basins, sidewalks and trees within right-of-ways. They also maintain and repair streetlights and manage contracts for maintenance of traffic signals.

Determinations

5.8.1 The City has a street maintenance department capable of providing street maintenance services.

5.9 - Public Transit

The City of Lincoln Department of Public Works operates Lincoln Transit, which provides fixed-route and demand-response public transit service to residents. Lincoln Transit provides three “deviated” fixed routes. That means the bus will deviate up to 0.75 mile from its route if a passenger makes a request or will stop at any safe place if a passenger flags the bus. The three bus routes converge at the Lincoln Transfer Center at Third and F Streets in the downtown area. The three routes include:

- Route 102: one morning run, between 7 a.m. and 8 a.m., making one loop through both the east and west sides of town.
- Route 202: operates hourly on the east side of town.
- Route 203: serves the west side of town.

Lincoln is also served by one Placer County Transit route that connects Lincoln to employment and shopping centers in Rocklin and Roseville and to Sierra College.

Current fares are:	\$0.75	General
	\$0.50	Elderly and Disabled
	\$15.00	Monthly Pass
	\$27.00	40-Ride Punch Pass
	\$15.00	20-Ride Punch Pass

In addition, residents may sign up for a monthly pass on an annual basis that will be included with the City utility bill.

Lincoln Regional Transit ridership has increased with population. Between July 2003 and June 2005, ridership increased 11 percent as population increased by about 43 percent (California Department of

Finance 2008). If the City experiences rapid growth, as in the recent past, it is likely that the system will require additional routes and equipment.

Determinations

5.9.1 Lincoln Transit operates three deviated fixed routes that are adequate to serve the current population.

5.10 - Library

The purpose of the Lincoln Public Library is to provide the City residents and outlying residents with access to a wide variety of literature and research materials. The library provides children with reading materials and a weekly story hour for pre-schoolers. The library also subscribes to a number of periodicals that may not be readily available to the public because of fiscal considerations. The goal is to keep incoming materials fresh and current to serve all fields of interest.

The City operates two libraries. The Carnegie Library is located on 5th Street. The library was built in 1909 with 2,200 square feet of library space that includes the basement. The building was added to the National Register of Historic Places in 1990. The library contains about 26,000 volumes and is used by 8,700 cardholders.

The second library on Twelve Bridges Drive opened in October 2008. The new library cost \$16 million to construct. Most of the funds, \$11 million, came from a state grant. The remaining costs were split between the City, the West Placer Unified School District (WPUSD), and Sierra College. The new facility, which contains 40,000 feet of library space, already houses 80,000 volumes with room for up to 175,000. Table 6 provides data on the volume of materials circulated from fiscal year 2004-05 through fiscal year 2008-09.

Table 6: Library Materials Circulated

Fiscal Year	Volume of Materials Circulated
2004-05	35,062
2005-06	35,650
2006-07	38,774
2007-08	160,205
2008-09	295,007
Notes: Twelve Bridges Branch opened in 2007. Source: City of Lincoln, 2009e.	

The libraries provide programs for all ages. There is the Homework Center at the Twelve Bridges branch. It provides a place for students who need tutoring or help with their homework. The program is free and is staffed on Tuesday and Wednesday from 3 p.m. to 5 p.m. TAG, the Teen Advisory Group, provides

young people ages 13 to 19 the opportunity to create and participate in programs such as game nights, movie nights, music nights, and Slam Poetry events, and it allows them to make decisions about the young adult's room at the library. Other activities include family movie nights, story time, and a program called Mother Goose on the Loose for children 3 months to 5 years.

Because of the economic conditions and shortfall in property tax and sales tax revenues, the City cut back on most services funded through the General Fund. The Library Department made a large reduction in hours to compensate. The Carnegie Library will reduce hours to 16 hours per week. The new Twelve Bridges Library will reduce hours to 27 hours per week.

Determinations

- 5.10.1** The City Library system provides programs for all ages and has the capacity to house an additional 95,000 volumes.
- 5.10.2** The City works cooperatively with WPUSD and Sierra College to share library facilities and reduce costs.

5.11 - Airport

The Lincoln Regional Airport is located on approximately 775 acres in the western part of the City just north of Nicolaus Road. The airport was built during World War II to train pilots. In 1947, the airport was deeded over to the City. Since then, City of Lincoln has operated the airport.

Lincoln Regional Airport has a 6,000-foot-long runway, an Instrument Landing System, and an Automated Weather Observation System. The airport primarily serves executives of major companies operating in Roseville and Rocklin. In 2007, the airport received 81,000 aircraft operations and was home to 231 based aircraft. The airport is not large enough to handle cargo but does offer a variety of aviation services, including fuel, airframe and power plant repair, avionics repair, and aircraft refinishing. The airport also offers aircraft charter and rental car services. Within 15 years, operations are expected to increase to 138,000 with over 400 based aircraft.

The City's Airport Division manages, operates, and maintains the aviation facilities and infrastructure at the Lincoln Regional Airport. The Airport Division is also responsible for weed abatement and control at the airfield. The Airport Division plans and sponsors the Annual Lincoln Air Show and works with airport businesses and aviation associations. In FY 2008-09, the airport sold an estimated 218,000 gallons of aviation fuel. Attendance at the Lincoln Air Show was approximately 4,500. Projects that were completed include the North Tee Hangar and a reconstructed weather station.

Based on the Lincoln Regional Airport Master Plan, the City is planning to add new infrastructure on the west side of the airport by 2023. The SR-65 Bypass is included in the planned improved access. When completed, the SR-65 Bypass will be within 0.5 mile of the airport. Other planned improvements include

adding apron areas, aircraft hangars, taxiways, and supporting industrial building spaces, lengthening the runway to 7,000 feet and adding a secondary parallel run of 3,700 feet for single-engine aircraft. .

In FY 2009-10, the City will continue the West Side Fuel Site Closure project. This project is necessary to complete environmental cleanup activities that have been ongoing for several years. Cleanup costs are eligible for reimbursement.

Determinations

- 5.11.1** The airport serves executives of major companies located in the Roseville and Rocklin areas.
- 5.11.2** Capital improvements over the next 15 years will allow a substantial increase to the number of aircraft able to use the airport.

SECTION 6: FINANCIAL ABILITY TO PROVIDE SERVICES

Each year, the City budgets for 69 separate funds that fall into three main categories: operations, capital improvements (CIP), and the redevelopment agency. The operations budget includes services funded by the General Fund and enterprise services. General fund services consist of administration, fire, police, parks and recreation, and the library. Enterprise services such as water, wastewater, solid waste, transit, and the airport are funded by user fees. Table 7 summarizes expenditures for the current fiscal year and 3 previous years.

For much of this decade, Lincoln was one of the fastest-growing cities. New development allowed General Fund revenues to increase from \$3.8 million in FY 2001-02 to \$14.8 million in FY 2008-09. With the downturn in the economy, the City experienced difficulty in balancing revenues and expenditures.

During the mid-year budget review, revenue shortfalls were addressed by reduction in staff and a reduction in services. Administration reduced one full-time account clerk and one part-time human resources analyst. The Police Department was required to reduce eight full-time positions, which affected response times and the ability to patrol the City. The Recreation Division released one seasonal office assistant, and one full-time Recreation Coordinator position was modified to part time, affecting the number of recreation programs available. The Library reduced one full-time and five seasonal positions and the number of hours of operation. The Community Development Department reduced two full-time building inspectors, reducing the time available to address customer inquiries, complaints, and code interpretations. Public works reduced seven full-time and two seasonal positions, reducing park maintenance, street light repairs, and delaying responses to water meter service requests from residents. The reduction in staff is also reflected in the FY 2009-10 budget shown in Table 7. As a further consequence of the economy, the FY 2009-10 reduces the CIP budget and reduces the Redevelopment Agency budget by 80 percent.

Table 7: Budgeted Expenditures - Fiscal Year 2006 to Fiscal Year 2009

Fiscal Year	Total	Operations	CIP	Redevelopment Agency
2006-07	\$175,616,840	\$50,480,355	\$112,694,381	\$3,785,521
2007-08	\$141,546,019	\$48,124,930	\$81,804,619	\$4,342,076
2008-09	\$128,956,489	\$47,294,680	\$67,680,225	\$4,657,988
2009-10	\$74,967,870	\$50,556,450	\$24,411,420	\$746,923

For FY 2009-10 the budget assumes that sales taxes will decrease by 3 percent and property taxes will fall by 6 percent. In addition, the labor unions agreed there will be no employee group salary increases next year, even though they are included in contracts. The City also intends to draw down reserves to 5 percent to cover some shortfalls. Additional reductions may be necessary, since City staff estimates the

financial difficulties will continue in FY 2009-10 and FY 2010-11. The anticipated shortfall for FY 2010 stands at \$3.2 million. There is no reasonable expectation for the City to return to a solid growth cycle for the 5-year period covered by this MSR.

6.1.1 - General Fund

The General Fund is the source for all non-enterprise government services such as administration, fire, police, parks and recreation, and the library. Table 8 shows the General Fund budget summary for the last 5 years. In the most recent two fiscal years, the General Fund has experienced a shortfall in revenues that resulted in deficits. The City has used its reserves to cover the shortfall and in a mid-year budget adjustment reduced staff to cover some of the shortfall. The fiscal year 2009-10 budget anticipates a modest surplus.

Table 8: General Fund Budget Summary - Fiscal Year 2005-06 to Fiscal Year 2009-10

Budget Year	Adopted Budget	Expenditures	Income	Net
2005-06	\$12,056,776	\$9,688,964 ^a	\$12,168,466	\$3,402,372
2006-07	\$14,642,347	\$14,029,849 ^a	\$14,985,178	\$1,915,167
2007-08	\$17,045,109	\$16,705,741 ^a	\$14,313,632	(\$1,107,857)
2008-09	\$18,096,978	\$17,076,992 ^e	\$13,280,958	(\$2,645,832)
2009-10	\$13,395,081	\$13,395,081	\$13,939,965	\$2,268

Notes:
a= actual
e= estimated
Source: City of Lincoln, 2008a; City of Lincoln, 2009e.

As a result of the reduced budget, the unmet needs to meet minimum service levels of the Police Department total \$295,410, and those of the Fire Department total \$445,000. The Police Department needs include \$235,000 for patrol vehicles; \$28,000 for professional services; \$7,500 for radar and lidar units; \$10,410 for officer safety equipment; and \$14,500 for management and officer training, materials, and supplies.

In FY 2008-09 the budget for the Fire Department operations and administration expenses averaged \$104 per capita and in FY 2009-10 \$106 per capita. Unmet needs for the Fire Department include \$250,000 for a fully equipped Type III engine, \$93,000 for equipment for the ladder truck, \$64,000 for mobile data computers, \$24,000 for communications equipment, and \$14,000 for training funds.

Budgetary considerations also resulted in a reduction in hours for the two libraries. The hours for the new Twelve Bridges Library have been reduced from 38 hours to 27 hours per week, and the hours of operation for the Carnegie Library have been reduced from 34 hours to 16 hours per week. In addition, the libraries—particularly the new Twelve Bridges Library that opened in 2008—will be understaffed. Although the Recreation Department can recover some of its costs, the current economic situation

required a reduction in staff. That, in turn, led to a reduction in programs that will be offered in FY 2009-10.

Table 8 shows the General Fund has experienced some shortfalls and that during the preceding 2 years, expenses exceeded revenues.

Table 9 shows sources of revenue for the General Fund for the previous 4 years and the budget amounts for FY 2009/10. Approximately 79 percent of revenues come from three sources. Property tax accounts for 43 percent, vehicle license fees accounts for 18 percent, and sales tax accounts for 18 percent. As a result of the economic downturn, 2008/09 revenues from property taxes were reduced by nearly \$800,000 and sales tax revenues by \$100,000.

Table 9: General Fund Revenues - Fiscal Year 2005-06 to Fiscal Year 2008-09

	Fiscal Year 2005-06	Fiscal Year 2006-07	Fiscal Year 2007-08	Fiscal Year 2008-09	4-Year Average	Percent of Total
Property taxes	\$5,139,796	\$6,139,346	\$6,582,691	\$5,845,668	\$5,926,875	43.4
Sales taxes	\$2,061,537	\$2,417,547	\$2,749,563	\$2,633,507	\$2,465,539	18.0
Licenses	\$102,714	\$119,728	\$109,660	\$137,000	\$117,276	0.9
Motor vehicle	\$163,645	\$289,278	\$166,657	\$283,000	\$225,645	1.7
Vehicle license fee	\$1,893,719	\$2,460,425	\$2,778,833	\$2,738,257	\$2,467,809	18.1
City facility	\$0	\$0	\$0	\$29,894	\$7,474	0.1
Library subsidy	\$10,743	\$19,391	\$239,651	\$313,101	\$145,722	1.1
Post and booking fee	\$2,140	\$45,988	\$38,420	\$29,255	\$28,951	0.2
Cost recovery	\$29,353	\$44,346	\$12,575	\$18,115	\$26,097	0.2
Grants	\$10,300	\$133,450	\$2,500	\$23,000	\$42,313	0.3
Service charges	\$1,605,034	\$624,189	\$269,652	\$271,800	\$692,669	5.1
Leisure services	\$286,369	\$386,765	\$389,181	\$484,305	\$386,655	2.8
Fines	\$99,684	\$156,868	\$162,482	\$150,000	\$142,259	1.0
Use of money/property	\$594,636	\$2,121,617	\$708,414	\$192,042	\$904,177	6.6
Other	\$76,097	\$26,240	\$105,353	\$132,014	\$84,926	0.6
Source: City of Lincoln, 2007a; City of Lincoln, 2009e.						

The City also has a number of Public Facility Element (PFE) funds to fund infrastructure projects and public facilities. The funds are collected when building permits are issued.

Table 10 provides a listing of PFEs and their intended uses.

Table 10: Public Facility Element Funds

Fund	Purpose
PFE 240	Transportation
PFE 241	Community Services – Police
PFE 242	Community Services – Fire
PFE 243	Community Services – Admin
PFE 244	Community Services – Library
PFE 245	Park Tax on New Development
PFE 246	Community Services – Parks
PFE 247	Drainage
PFE 540	Capital Improvements Fund
PFE 715	Water Non-Operations
PFE 725	Wastewater Non-Operations
PFE 735	Community Services – Solid Waste

6.1.2 - Enterprise Services

Enterprise services include water, wastewater, solid waste, transit, and the airport. These services are funded by charging service fees. Table 11 shows revenues for the last 5 years. As seen in the table revenues have steadily increased as the City has grown. Projections for FY 09-10 show essential no change from the previous year.

Table 11: Revenues for Enterprise Services

Services	Actual Fiscal Year 05-06	Actual Fiscal Year 06-07	Actual Fiscal Year 07-08	Estimated Fiscal Year 08-09	Budgeted Fiscal Year 09-10
Operations					
Water	\$7,000,964	\$9,801,760	\$10,402,154	\$9,199,625	\$9,186,008
Wastewater	\$3,227,618	\$4,249,081	\$ 6,142,299	\$6,301,332	\$6,248,268
Solid Waste	\$3,966,631	\$4,561,619	\$ 4,259,158	\$4,329,842	\$4,335,625
Transit	\$2,022,963	\$1,165,961	\$905,103	\$117,598	\$956,598
Airport	\$2,341,261	\$1,596,376	\$ 2,680,887	\$1,701,390	\$1,675,400
Capital Replacement					
Water	\$17,698	\$589,257	\$671,658	\$ 842,500	\$812,000
Wastewater	—	\$251,049	\$286,416	\$319,500	\$355,132
Solid Waste	—	\$774,644	\$606,707	\$568,018	\$498,500

6.1.3 - Addressing Future Financial Needs

To aid in addressing the financial situation, the City formed a Citizen's Advisory Financial Committee on February 24, 2009 and appointed nine members on March 24, 2009. The committee was charged with three distinct tasks.

- Review existing revenue sources and suggest ways to leverage those sources on a positive basis.
- Bring forward ideas for new sustainable revenue sources that can assist the City in eliminating its structural deficit.
- Provide suggestions on the level of reserves for the General Fund, equipment replacement, liability claims, assessment district reserves, and other types of stand-by resources.

The Committee met from April 7 to June 16, 2009. It recommended nine expense reduction options and four tax based suggestions. The expense reduction items that were considered include:

- Privatizing solid waste operations and charging a franchise fee. That would generate between \$250,000 and \$400,000 annually but would cost 11 staff positions.
- Establish an assessment district and charge "frontage fees" to operate the stormwater division. The division needs approximately \$45,000 in General Fund revenues that could be funded by a separate assessment.
- Work with other agencies such as the City of Rocklin to regionalize fire services. Partnering with other agencies could result in substantial cost savings, but would require approval by all agencies and take 12 to 18 months to implement.
- Right-of-way rental charges for use of city-owned subterranean space for water and sewer lines. Under this scenario, the General Fund would receive additional revenues from enterprise funds. It is estimated the General Fund could receive a minimum of \$250,000 annually.
- User fees where the City would pursue all fee-for-service recovery options in all General Fund departments.
- Provide park operation and maintenance through a special district or existing landscape and lighting assessment districts. This option could relieve the General of approximately \$200,000 in annual costs.
- Create a regional police dispatch center and enter into a Joint Powers Agreement with neighboring jurisdictions. This would result in modest savings but, more importantly, would boost organizational efficiency and cost savings.
- Shift funds from the Capital Improvements Fund for traffic signal maintenance funded by gas tax monies to the General Fund. The annual expense is approximately \$60,000.

- Other options include sale of underutilized assets, changes to employee benefits, enhanced economic development efforts, grant opportunities, and increased use of volunteers.

The Committee also recommended four revenue enhancement options:

- Implement a utility user's tax. A 5-percent tax could generate \$3 million that would cover the anticipated deficit. If implemented as a general tax, it would only require a 50-percent-plus-one vote of approval.
- Implement a benefit assessment or parcel tax. This option could be structured to impact new development or the whole city. It could generate up to \$3 million in revenues.
- Implement a Business License Tax to offset the lack of revenue from businesses that do not contribute sales tax revenue to the City. A detailed study would be required to determine fiscal impact.
- Increase sales tax. The City has the ability to increase the tax rate. A 0.5-percent increase could raise \$1.1 million and a 0.25-percent increase could raise \$650,000.

In total, the recommendations have a potential to increase revenues over expenses by \$7,755,000. The Committee also recommended the City adopt a reserve policy of 25 percent. In the current year and in prior years, the City Council has sought to have a 10-percent reserve in the General Fund and a 50-percent reserve in the Development Services Fund. There is currently no official reserve policy in place.

Another option the City has pursued is the establishment of Mello-Roos Community Facilities Districts and special assessment districts for new developments. The establishment of this funding mechanism would occur as part of development agreements. The funding source would allow for addressing infrastructure needs and general fund services needs for new areas.

Determinations

- 6.1** The City of Lincoln has both government services and enterprise fund services. The government services funded through General Fund revenues include police, fire, recreation, and the library.
- 6.2** Sources of General Fund revenues include property tax, sales tax, vehicle license fees, booking fees, and interest from investment of funds.
- 6.3** The City sometimes uses reserves to cover a budget shortfall. To compensate for the current severe shortfall in property taxes and sales taxes, the City reduced staffing by 30 positions at mid-year -FY 2008-09. Staff reductions in the police department, public works, library, and recreation had the greatest effect on services.

- 6.4** The Council formed an advisory committee to review ways for revenue enhancement. The Committee suggested over a dozen options that could increase revenues by over \$7 million.
- 6.5** The anticipated shortfall in revenues for FY 2009-10 is \$1.7 million and FY 2010-11 is over \$3 million. The City staff estimates the City will not see the growth patterns of the previous 5 years through the next 5 years.
- 6.6** The City did not see an appreciable reduction in enterprise fund revenues during the current economic downturn.
- 6.7** Some cost avoidance opportunities include regionalization of fire services and police dispatch services.
- 6.8** The City is also reviewing the prospect of establishing Mello-Roos community facilities districts and special assessment districts to fund infrastructure and general fund supported services in new developments.

SECTION 7: STATUS AND OPPORTUNITIES FOR SHARED FACILITIES

This section discusses opportunities for the City to share facilities or programs with other neighboring local agencies. Sharing facilities can lead to cost savings and a more efficient delivery of municipal services. In particular this section will review agreements with other cities, the County or special districts. This section of the report will identify areas where facilities could be shared to derive cost savings by avoiding duplication of efforts. Included will be a discussion of mutual aid agreements and participation in joint powers authorities. This section will also discuss management efficiencies and include an organizational chart.

The City partners with a number of agencies to provide basic services such as water, solid waste, and fire, and other services such as transit, the new public library, and animal control.

7.1.1 - Water

The City is entering into discussions with PCWA, the County, and Roseville regarding the sharing of groundwater data in western Placer County and developing a mutually beneficial Integrated Water Resources Management Program (IWRMP). The IWRMP will address anticipated water use policies and goals regarding surface water, groundwater, and reclaimed water in Western Placer County.

NID and the City have recently entered into a Memorandum of Understanding establishing their intention to develop a treated water facility needed to serve municipal and industrial demands within the NID service area boundary, which includes the area overlapped by the proposed Lincoln General Plan. The MOU describes a process through a series of four agreements to plan, finance, construct, own, operate, and maintain the water treatment plant. It is anticipated the buildout of the proposed General Plan will require an additional 2,000 acre-feet of treated water per year.

7.1.2 - Solid Waste

The City is part of the Western Placer Waste Management Authority (WPWMA). Besides Lincoln, the WPWMA includes the County and the cities of Rocklin and Roseville. The WPMWA operates the Materials Recovery Facility (MRF) at the Western Region Sanitary Landfill, which opened in November 1995.

7.1.3 - Fire

The City has a mutual aid agreement with the California Department of Forestry (CDF). CDF serves the unincorporated areas around Lincoln. The CDF station is located on Oak Tree Lane adjacent to the eastern boundary of the City and south of Highway 193. The station is staffed with two full-time employees. The equipment at the station includes a 750-gallon-per-minute, Class A pumper along with small, auxiliary apparatus. CDF also has equipment at the volunteer stations located on Amouso Way off Nicolaus Road near Dowd Road. Staffing includes two employees augmented by volunteers.

CDF is responsible for wild land fire protection for areas east of SR-65. Placer County Fire Department is responsible for structural fire protections for areas west of SR-65. Placer County also maintains the Sunset No. 77 fire station located at 1300 Athens Avenue. Staffing at the facility includes a three-person paramedic fire engine that provides advanced life support (ALS) services for the Sunset Industrial Park and surrounding areas.

7.1.4 - Library

The Twelve Bridges Library is a joint venture of the City, Western Placer Unified School District, and Sierra College. All agencies share in funding the operation of the library.

7.1.5 - Transit

The City of Lincoln also has an agreement for service with Placer County Transit. The transit agency operates one route that connects Lincoln to employment and shopping centers in Rocklin and Roseville and to Sierra College.

7.1.6 - Parks

With new development, there is often a need for new schools and additional parks and open space. The City has located neighborhood parks adjacent to schools to provide shared resources with the school district.

7.1.7 - Other Services

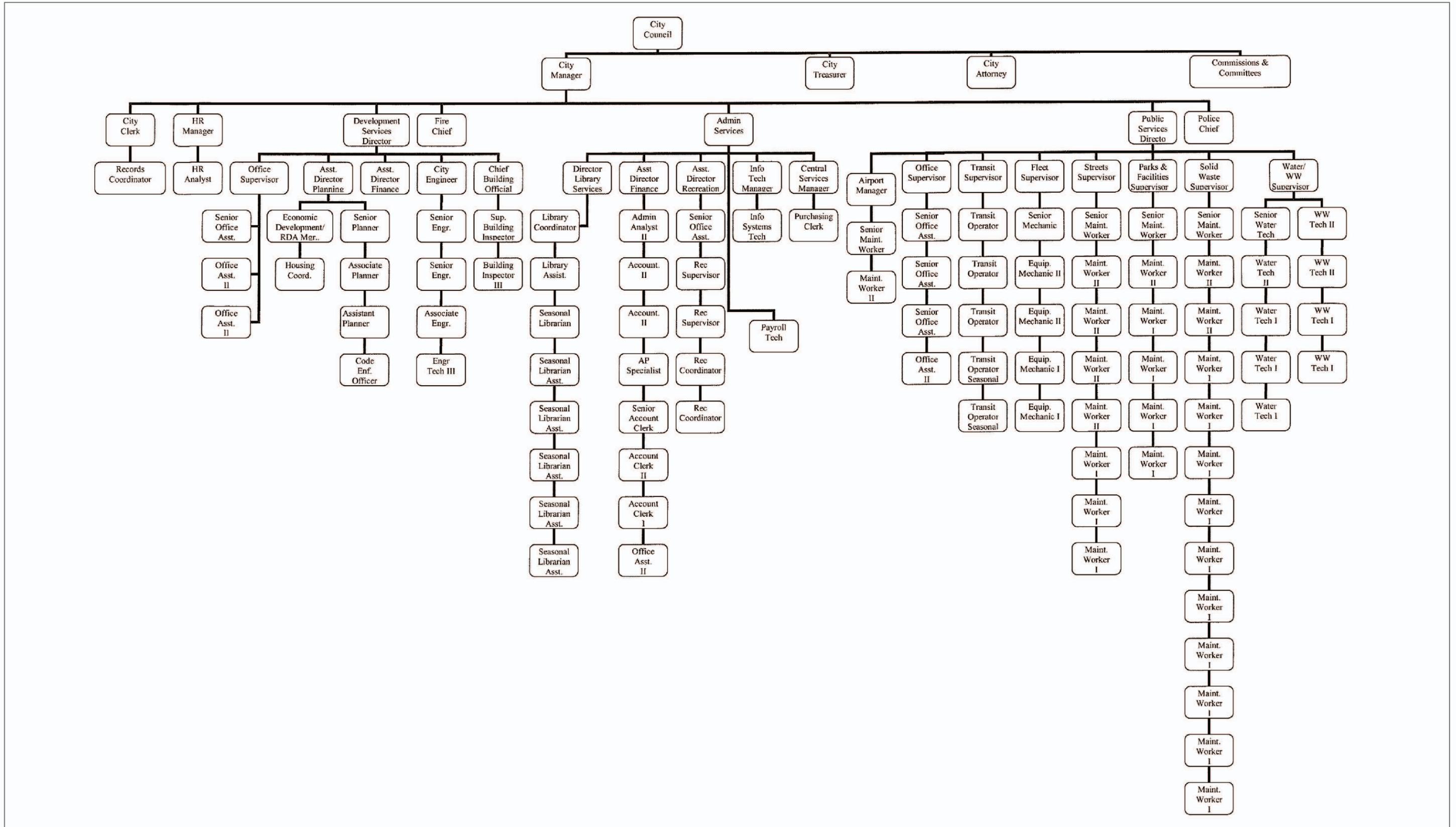
One other area in which the City of Lincoln works cooperatively with other agencies is providing animal control services. The City has for several years contracted with the County for animal control and up until the recent staffing cuts has staffed the Police Department with an Animal Control Officer. Even without a dedicated officer, the City will still receive services from the County.

7.1.8 - Opportunities for Shared Facilities

In addition, the Citizens Financial Advisory Committee has identified a couple of areas where sharing facilities could result in cost savings. These include a regional fire service and a regional police dispatch system. Operating a fire service is very expensive, given the cost of equipment and facilities. A regional fire district could take advantage of economies of scale to reduce cost for participating jurisdictions. Similarly, a regional police dispatch system could take advantage of economies of scale to provide a high level of service for a lower cost. The City is currently in discussion with neighboring jurisdictions on these issues.

7.1.9 - Management Efficiencies

Management of city services is clearly defined. Exhibit 8 shows the organization chart for city departments. The City Manager oversees the Administrative Services Department, Community Development Department, Public Works, Police, Fire, and Library. The City Manger reports to the



Source: Campbell (2010).

City Council. The organization charts for the various city General Fund departments are included in Appendix B.

One other measure of efficiency is the City's Central Purchasing Division, which is responsible for purchasing goods and services for the City. The Division also oversees the bidding and selection of items the City acquires. They monitor the process to be sure procedures are followed.

Determinations

- 7.1** The City works cooperatively with a number of agencies to provide most of its municipal services including water, solid waste, fire, transit, library, and animal control services.
- 7.2** Other opportunities for shared facilities and services that the City is currently investigating include a regional police dispatch system and regional fire services.
- 7.3** The City has a well-structured organization with a goal toward improving efficiency, as evidenced by the Central Purchasing Division.

SECTION 8: GOVERNMENT STRUCTURE AND ACCOUNTABILITY

The City of Lincoln is a general law city with a five-member city council elected at large for 4-year staggered terms. The City Council also serves as the Board of Directors for the Lincoln Redevelopment Agency and the Lincoln Public Financing Authority. The Mayor and Mayor Pro Tem are selected by a rotation system so that the positions are shared by Council Members.

City Council meetings are held on the second and fourth Tuesday of each month at the McBean Park Pavilion Building at 6:00 p.m. Meetings are noticed according to the Brown Act, which requires posting the agenda at the meeting location and other public locations. The City also posts the agenda on the City's website, the public access channel on cable television, and in the City's email bulletins. The City Clerk also maintains a list of individuals and organizations that have subscribed to City Council agendas.

City Council members participate on 14 council committees and 15 regional committees. Committee assignments are made in January of each year. Council members receive a stipend of \$655 per month.

In addition, the City Clerk and the City Treasurer are elected to 4-year terms, while the City Manger—who is responsible for the day-to-day operations of the City—is appointed. The City Clerk serves as the Secretary to the City Council and is responsible for all city records. The Clerk prepares and distributes all City Council agendas, minutes, contract, ordinances, resolutions, proclamations, deeds, easements, and other legal City documents. The City Treasurer is responsible, along with the Finance & Administrative Services Director, for the effective management of the City's fiscal resources, investments, and financial obligations.

City offices are open from 8 a.m. to 5 p.m., Monday through Friday. Public works maintains on-call staff for various services. Police and Fire operate on a 24/7 basis.

The City communicates with the public through newsletters and email bulletins. The City also maintains a customer complaint tracking system within each department.

The City encourages public participation in the budget process. Each year, the City Council conducts a series of public workshops to review and discuss the budget. These meetings are noticed through posting the agenda around the City as well as on the website, through email bulletins, and by announcements on the public access channel. Formal adoption of the budget occurs at publicly noticed hearings of the City Council.

The City also encourages citizen participation through a number of committees and commissions. These include the Planning Commission, Economic Development Committee, Design Review Board, Parks and Recreation Committee, Theme and Naming Committee, Building Code Board of Appeals, and Nuisance Abatement Board. The term for public members of these boards is 4 years, and a public member may not

serve more than two consecutive terms. Table 12 describes the composition of each committee and its meeting schedule.

Table 12: City of Lincoln Boards and Commissions

Name	Number of Members	Meetings
Planning Commission	7	3 rd Wednesday, 6:30 p.m.
Parks and Recreation	9	1 st Tuesday, 6 p.m.
Economic Development	7 Public 2 Council 2 Staff	3 rd Wednesday, 7 a.m.
Library Board	6	1 st Wednesday, 6 p.m.
Design Review Board	7	As needed
Theme and Naming	4	As needed
Nuisance Abatement	3	As needed
Building Code Board of Appeals	6	As needed
Public Transit Committee	7	2 nd Wednesday, 3 p.m.
2009 Citizens' Advisory Task Force	9	Met Tuesdays, from April 7 to June 16
Source: City of Lincoln, 2009e.		

8.1.1 - Redevelopment Agency

The Lincoln Redevelopment Agency was activated by the City Council in 1981. Although the agency is legally distinct from the City, the City Council acts as its governing board and City personnel provide staff support for the Agency. In 1983, the City Council adopted the Redevelopment Plan, consisting of approximately 1,020 acres that includes the downtown area. The plan contains a mixture of residential, commercial, industrial, and vacant land uses. A plan amendment was approved in October 2003.

The overall goal of the Lincoln Redevelopment Project is to eliminate and correct conditions of blight, which result in constraints on private investment that would ensure continued development in accordance with the General Plan. The Agency works to provide additional affordable housing to make it easier for first-time homebuyers to acquire property. Agency funds are used for projects identified in the Redevelopment Plan.

8.1.2 - Staffing

Table 13 shows the staffing by department for the current fiscal year and the last fiscal year.

Table 13: Staffing - Fiscal Year 2009-10

Department	Fiscal Year 2008-09	Fiscal Year 2009-10 Proposed	Change
City Manager	8.25	7.75	(0.5)
Fire	27.00	24.00	(3.0)
Administrative Services	19.00	16.00	(3.0)
Police	52.00	44.00	(8.0)
Community Development	14.30	11.30	(3.0)
Recreation	35.50	34.50	(1.0)
Library	10.50	6.70	(3.8)
Public Works	86.50	68.50	(18.0)
Redevelopment Agency	2.95	2.95	0.0
Total	253.05	212.75	(40.3)
Source: City of Lincoln, 2009e.			

The table shows that staffing through the General Fund will be reduced in FY 2009/10 because of anticipated reduced revenues from primarily property taxes and sales taxes. The City Manager’s Office will be reduced by one half-time human resources technician. The Fire Department will be reduced by three captains. The Administrative Services department will eliminate two half-time positions: an account clerk and a customer service representative. The Police Department will be reduced by three deputies, a lieutenant, and a community service officer. Additional reductions will eliminate the Police Communications Supervisor, Police Records Clerk, and the Animal Control officer. The Community Development will lose two building inspectors and a Planning Director. The Recreation Department will lose a Recreation Supervisor. These reductions have a potential to affect service delivery as discussed in a previous section. A complete list of positions in each department is shown in Appendix C.

Determinations

- 8.1** Lincoln is a general law city with five City Council members elected at large who receive \$655 per month compensation.
- 8.2** City residents also elect the City Clerk and the City Treasurer.
- 8.3** The City Council meets on the 2nd and 4th Tuesday of each month. Meetings are noticed according to the Brown Act.
- 8.4** The City welcomes public comment and council meetings and encourages citizen participation on boards, commissions, and committees.
- 8.5** The City communicates to residents by means of its website.

- 8.6** The City proposes to remove the low-density rural residential area in the vicinity of Sierra College Boulevard and SR-193 from the SOI, since the low-density residential area would be difficult to serve.
- 8.7** The shortfall in revenues has caused a reduction in staffing that may affect service delivery.

SECTION 9: OTHER MATTERS RELATED TO EFFECTIVE SERVICE DELIVERY

Placer LAFCO has established policies to help it meet its Cortese-Knox-Hertzberg mandates. This section identifies local LAFCO policies that may affect delivery of services by the City of Lincoln. The City has recently completed a General Plan update with a proposed SOI that is larger than the current SOI. Three specific policy areas that would apply:

1. Encouraging orderly formation of local agencies and the efficient provision of services
2. Encouraging the preservation of agricultural land and open space
3. Encouraging logical patterns of growth and discouraging urban sprawl

Under the orderly formation of local agencies, the policies that apply are related to the Commission's concerns that thorough service information be made available, that affected agencies are made aware of any boundary change, and that as development occurs a complete range of services are accessible. The MSR and the City's General Plan address these policies. The MSR provides information regarding all the services provided by the City and special districts. The MSR identifies those agencies that would need to be informed of boundary changes. The General Plan identifies areas where the City would like to provide services in the future.

Placer LAFCO policies identify the desire to take a community approach in identifying boundaries and the provision of services. The Commission finds that such an approach is beneficial in that it facilitates the eventual consolidation of local agencies, clarifies and simplifies service delivery, assures the most complete range of services, and helps define and empower a community. The City has incorporated this approach into its General Plan and proposed SOI expansion by identifying new areas as villages to aid in planning for expanded boundaries.

The Commission has also adopted policies that encourage boundaries to follow lines of assessment and that encourage the MSR to be updated when updating a General Plan. The proposed SOI expansion would have to follow property lines or some defined geographic feature. Since the City recently adopted an updated General Plan, this document is in keeping with LAFCO policies.

The policy on the preservation of agriculture and open space would have to be addressed when updating the SOI, since some of the area in the expanded SOI is identified as agriculture. The City has worked closely with the County as part of the Placer County Conservation Plan (PCCP). The PCCP is a cooperative effort intended to implement the County's objective of preserving open space and agriculture in the western portion of the county in conjunction with the federal and state permitting process allowed by the Habitat Conservation Plan and the Natural Communities Plan. The PCCP is a 50 year plan and coincides with the 2050 time horizon of the City's updated General Plan. The implementation is linked to LAFCO's approval of the proposed 2050 SOI.

The goal of encouraging logical patterns of growth is contained in LAFCO's SOI policies. One of the key policies is encouraging infill development before looking to expand the SOI and discouraging urban development in unincorporated areas adjacent to city boundaries. These policies may affect the future development and provision of services by the City of Lincoln.

Determinations

- 9.1** The LAFCO policies on encouraging logical growth patterns, encouraging infill development, preservation of agricultural and open space, and discouraging urban development in unincorporated areas adjacent to city boundaries may affect the future development and provision of services for City of Lincoln.

SECTION 10: SPHERE OF INFLUENCE RECOMMENDATIONS

The existing SOI includes approximately 21,600 acres to accommodate a population of 87,600, which in itself doubles the current population. The newly adopted General Plan proposes to expand the SOI by 14,000 acres to 35,500 acres to accommodate a population of 132,000 in 2050.

Exhibit 9 shows existing and proposed SOI. The proposed SOI would move the existing SOI away from Sierra College Boulevard and expand it north of Wise Road and west of Dowd Road. Along the eastern boundary, the new General plan proposes to move the SOI from Sierra College Boulevard west along Stardust Lane on both the north and south sides of SR-193. Current land uses consist primarily of rural residential parcels, ranging from 5 to 10 acres. At such low density, it would be difficult for the City to provide municipal services in a cost-effective manner. The City has no desire to annex this territory, nor does it currently provide services. The MSR can recommend removing this territory from the SOI.

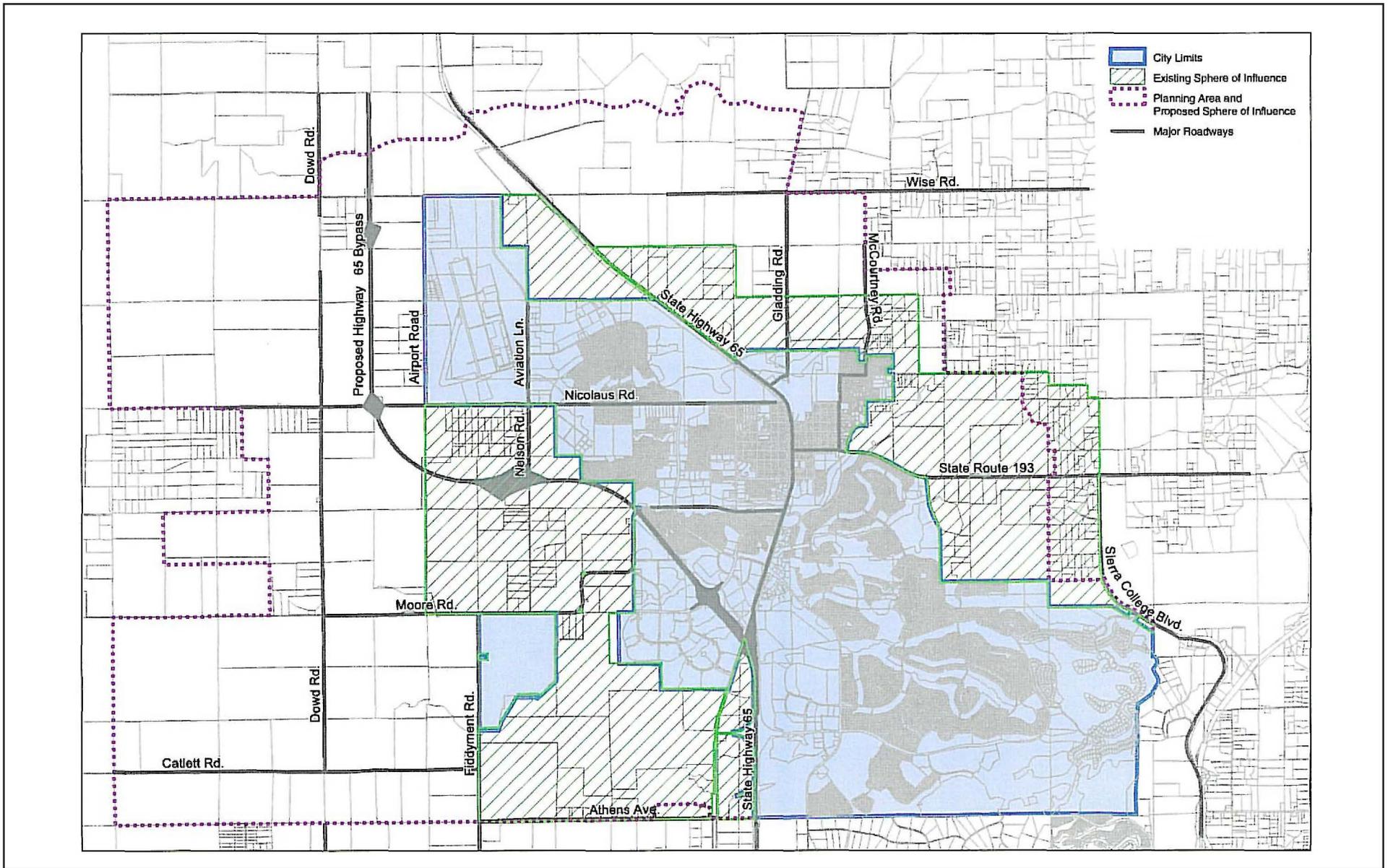
Expanding the SOI as proposed in Exhibit 9 should take into consideration all of the factors in the MSR. Although the area is included in the new General Plan, the modest growth projections for the 5-year time horizon of this MSR does not suggest the need for an expanded SOI.

However, the City has contracted for an economic analysis that suggests that the proposed SOI is needed to accommodate the level of growth that would allow the city to achieve fiscal sustainability. The study suggested the City needed a population of between 120,000 and 130,000 to reach that goal. The proposed SOI was determined by employing the Blueprint principles with physical constraints imposed by over-flight zones, the proximity to the Western Regional Sanitary Landfill, and natural floodways to include enough territory to allow for a population in the suggested range.

To its credit, the City has entered into agreements to increase water and wastewater capacity. There are also plans for an improved storm water system and the regional landfill has the capacity for expanded services. Much of the infrastructure needs could be financed as part of development agreements.

Financing services that receive revenues from the General Fund, such as police, fire, recreation, and libraries, to an expanded SOI may be difficult. This past year, the City needed to reduce staff and level of services because of shortfalls in property tax and sales tax revenues. The City needs to consider alternatives to enhance revenues or reduce costs. The recommendations of the Citizen's Financial Advisory Committee to evaluate regional fire and police dispatch services may help provide additional and more efficient services for an expanded SOI. In addition, the implementation of Mello-Roos community facilities districts and special assessment districts could also ensure sufficient funding for services in new development.

In making a recommendation on an expanded SOI, the factors to be considered are the reduced growth projections, the plans to expand services, the shortfall in General Fund revenues needed for key services, and LAFCO policies that encourage infill development. It is also important to consider that the time



Source: City of Lincoln, 2008(b).



Michael Brandman Associates
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Exhibit 9 Existing and Proposed SOI Map

PLACER COUNTY LAFCO • MUNICIPAL SERVICE REVIEW FOR THE CITY OF LINCOLN

horizon for this service review is five years. Based on those considerations, it would be difficult for the City to serve an expanded SOI without revenue enhancements or more efficient service delivery.

However, since the City has studies that show the need for a population of 120,000 to 130,000 to achieve financial sustainability, it may be prudent to allow an expanded SOI but with some safeguards to ensure sufficient levels of key general fund services. The Commission may want to establish certain metrics to be sure adequate services will be provided within the proposed SOI prior to annexation. Key services such as fire and police protection can be maintained at current levels if sufficient funding is available at pre-recession levels. For law enforcement that means a staffing ratio of at least 0.9 police officers per 1000 residents. For fire protection operations that means at least \$106 per capita is dedicated for operations and administration. It is recommended that should the Commission choose to approve the proposed SOI that approval include these conditions.

SECTION 11: SUMMARY OF DETERMINATIONS

Section 4: Growth and Population Projections

- 4.1 Because of the economic downturn, the rapid growth experienced between 1980 and 2005 will be reduced to very modest growth of 1 to 10 percent within the next 5 years.
- 4.2 The newly adopted 2050 General Plan based on the SACOG Blueprint anticipates a population of 132,000 at buildout.

Section 5: Present and Planned Capacity of Public Facilities

- 5.1.1 The City receives water from PCWA and NID, which supply 96 percent of the water demand. In addition, the City operates 5 groundwater wells that supplies 4 percent of its water needs and acts as a backup system for PCWA and NID water.
- 5.1.2 The City has a storage capacity of 9.5 million gallons and a conveyance capacity of 21 million gallons.
- 5.1.3 There is a high degree of water supply reliability.
- 5.1.4 In planning for the buildout of the newly adopted General Plan, the City has identified several ways to meet the expected demand.
- 5.2.1 The current system is designed to meet current needs but may require up to \$9 million to repair aged infrastructure.
- 5.2.2 In order to meet the need of the expanded SOI, some additional pumping stations will be required because of topography.
- 5.3.1 The solid waste diversion rate for the City is 60 percent, exceeding the state mandate of 50 percent.
- 5.3.2 The City has sufficient landfill capacity until 2036.
- 5.4.1 The Police Department is structured to handle the law enforcement needs of the City.
- 5.4.2 The City's recent budget cuts have reduced staffing ratios from 0.975 officers per 1000 residents in 2007 to 0.825.
- 5.5.1 The City Fire Department operates with a combination of full-time staff and volunteers.
- 5.5.2 The City has three fire stations, of which two are fully manned 24 hours a day, 7 days a week.
- 5.5.3 The average response time is 6:25 minutes and the City maintains an ISO rating of 5.

- 5.5.4 Calls for service have been increasing on an annual basis and 75 percent of the calls are for medical assistance.
- 5.5.5 Water pressure is adequate to meet fire suppression needs.
- 5.6.1 The City has adequate park and recreation facilities to support its population. New development will require the dedication of additional park acreage to maintain a ratio of 5 acres per 1,000 residents.
- 5.7.1 The City has adequate storm drainage system.
- 5.7.2 The City has addressed potential flooding along SR-65 in downtown Lincoln and has addressed potential flooding of the 8th & O outfall.
- 5.7.3 The City has adopted policies and design standard to prevent the degradation of the floodplain as a consequence of development.
- 5.8.1 The City has a street maintenance department capable of providing street maintenance services.
- 5.9.1 Lincoln Transit operates three deviated fixed routes that are adequate to serve the current population.
- 5.10.1 The City Library system provides programs for all ages and has the capacity to house an additional 95,000 volumes.
- 5.10.2 The City works cooperatively with WPUSD and Sierra College to share library facilities and reduce costs.
- 5.11.1 The airport serves executives of major companies located in the Roseville and Rocklin areas.
- 5.11.2 Capital improvements over the next 15 years will allow a substantial increase to the number of aircraft able to use the airport.

Section 6: Financial Ability of Agencies to Provide Services

- 6.1 The City of Lincoln has both government services and enterprise fund services. The government services funded through General Fund revenues include police, fire, recreation, and the library.
- 6.2 Sources of General Fund revenues include property tax, sales tax, vehicle license fees, booking fees, and interest from investment of funds.
- 6.3 The City sometimes uses reserves to cover a budget shortfall. To compensate for the current severe shortfall in property taxes and sales taxes, the City reduced staffing by 30 positions at

mid-fiscal year 2008-09. Staff reduction in the police department, public works, library, and recreation had the greatest effect on services.

6.4 The Council formed an advisory committee to review ways for revenue enhancement. The Committee suggested over a dozen options that could increase revenues by over \$7 million.

6.5 The anticipated shortfall in revenues for fiscal year 2009 is \$1.7 million and fiscal year 2010 is over \$3 million. City staff estimates the City will not see the growth patterns of the previous 5 years through the next 5 years.

6.6 The City did not see appreciable reduction in enterprise fund revenues during the current economic downturn.

6.7 Some cost avoidance opportunities include regionalization of fire services and police dispatch services.

6.8 The City is also reviewing the prospect of establishing Mello-Roos community facilities districts and special assessment districts to fund infrastructure and general fund supported services in new developments.

Section 7: Status of and Opportunities for Shared Facilities

7.1 The City works cooperatively with a number of agencies to provide most of its municipal services, including water, solid waste, fire, transit, library, and animal control services.

7.2 Other opportunities for shared facilities and services that the City is currently investigating include a regional police dispatch system and regional fire services.

7.3 The City has a well-structured organization with a goal toward improving efficiency as evidenced by the Central Purchasing Division.

Section 8: Government Structure and Accountability

8.1 Lincoln is general law city with five City Council members elected at large who receive \$655 per month compensation.

8.2 City residents also elect the City Clerk and the City Treasurer.

8.3 The City Council meets on the 2nd and 4th Tuesday of each month. Meetings are noticed according to the Brown Act.

8.4 The City welcomes public comment and council meetings and encourages citizen participation on boards, commissions, and committees.

- 8.5 The City communicates to residents by means of its website.
- 8.6 The City proposes to remove the low-density, rural residential area in the vicinity of Sierra College Boulevard and SR-193 from the SOI, since the low-density residential area would be difficult to serve.
- 8.7 The shortfall in revenues has caused a reduction in staffing that may affect service delivery.

Section 9: Other Matters Related to Effective or Efficient Service Delivery

- 9.1 The LAFCO policies on encouraging logical growth patterns, encouraging infill development, preservation of agricultural and open space, and discouraging urban development in unincorporated areas adjacent to city boundaries may affect the future development and provision of services for City of Lincoln.

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Appendix A: Capital Improvement Projects, Funding and Schedule for Completion

City of Lincoln CIP Projects with FY 2009-10 Funding

CIP #	Description	Amount	Streets - Gas Tax / TDA	PCWA & NID WCC's	PFE - Transportation - Drainage - Water Wastewater	PFE - Police	Park Tax & Oak Tree Mitigation	L&L Districts	RDA	Capital Improvements	Capital Replacement Water & Wastewater	Enterprise Funds - Transit & Airport
221		223		225 / 226	240/247/715/725	241	245 / 290	270/271/272	280/420/269	540	711 / 721	740 / 750

CIP #	Description	Amount
112	McBean Park	25,000

CIP #	Description	Amount
184	Foskett Ranch Regional Park	20,000
251	Auburn Ravine Park	4,000
262	Lincoln Crossings Neighborhood Parks	2,000
254	3D North - Neighborhood Park	2,000

CIP #	Description	Amount
193	Annual Tree Planting Program	45,000

CIP #	Description	Amount
110	Median - Joiner Parkway Overcrossing	5,000
124	Street and Drainage Improvements	739,100
127	Sidewalk Replacement Program	30,000
317	Sidewalk Improvements - Safe Route to School	567,500
344	Street Light Bulb Replacement	171,100
347	Median - Joiner Parkway at Auburn Ravine	105,000
348	Median - Joiner Parkway at Foskett Elementary	105,000

CIP #	Description	Amount
126	Traffic Signals	229,400
129	Nicolaus Road Improvements	25,645
189	Gladding Parkway	55,000
196	Ferrari Ranch Road Interchange	10,115,370
294	Markham Ravine Bridge Replacement	1,016,000
313	NEV Transportation Project	97,500
320	18 Inch Sewer Force Main (Hwy 65 Bypass)	76,510
321	54 Inch Storm Drain System (Hwy 65 Bypass)	2,300
328	SR 65 Soundwall	560,000

CIP #	Description	Amount
131	City Water Wells	548,000
147	Existing Water Well Improvements	874,000
307	PCWA Pipeline	2,718,000
308	NID Water Treatment Plant	1,997,173
345	36 inch Pipeline at Twelve Bridges	5,000
348	16 inch Pipeline at Catta Verdara	217,500

							25,000					
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										20,000		
										4,000		
										2,000		
										2,000		

							45,000					
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								5,000				
		739,100										
		30,000										
		567,500										
		171,100										
									105,000			
									105,000			

		27,400										
					202,000							
					25,645							
					53,000							
					10,115,370							
					1,016,000							
		11,183			96,317							
					76,510							
					2,300							
					560,000							

					548,000							
											874,000	
					2,718,000							
					1,997,173							
					5,000							
					217,500							

City of Lincoln CIP Projects with FY 2009-10 Funding

CIP #	Description	Amount	Streets - Gas Tax / TDA	PCWA & MID WCC's	PFE - Transportation - Drainage - Water - Wastewater	PFE - Police	Park, Tax & Oak Tree Mitigation	L&L Districts	RDA	Capital Improvements	Capital Replacement - Water & Wastewater	Enterprise Funds - Transit & Airport
221 / 223				225 / 226	240/247/715/725	241	245 / 290	270/271/272	280/420/269	540	711 / 721	740 / 750

CIP #	Description	Amount
300	Reclaimed Water Facilities	5,000
302	Collection System Rehabilitation	126,500
303	Pump Station Upgrades	63,200
314	South Regional Sewer	14,500

CIP #	Description	Amount
181	Regional Retention Facility	208,000

CIP #	Description	Amount
336	West Side Fuel Site Closure	63,000

CIP #	Description	Amount
156	Downtown Community Building	20,959
178	Police Headquarters	720,000
310	Civic Auditorium	82,000

CIP #	Description	Amount
158	Corporation Yard	11,780
225	Downtown City Parking Lot	45,000
283	Creekside Village	1,795,882
284	Downtown Design Projects	101,500
288	11 McBean Park Drive Remediation	25,000
318	Covered Bus Facility	572,001
335	ADA Facility Transition Plan	85,000
342	Bus Stop Enhancements	76,000
343	AVL/GPS Bus Locator	100,000

TOTALS	Amount
TOTALS	24,411,420

					5,000							
											126,500	
											63,200	
					14,500							

					208,000							
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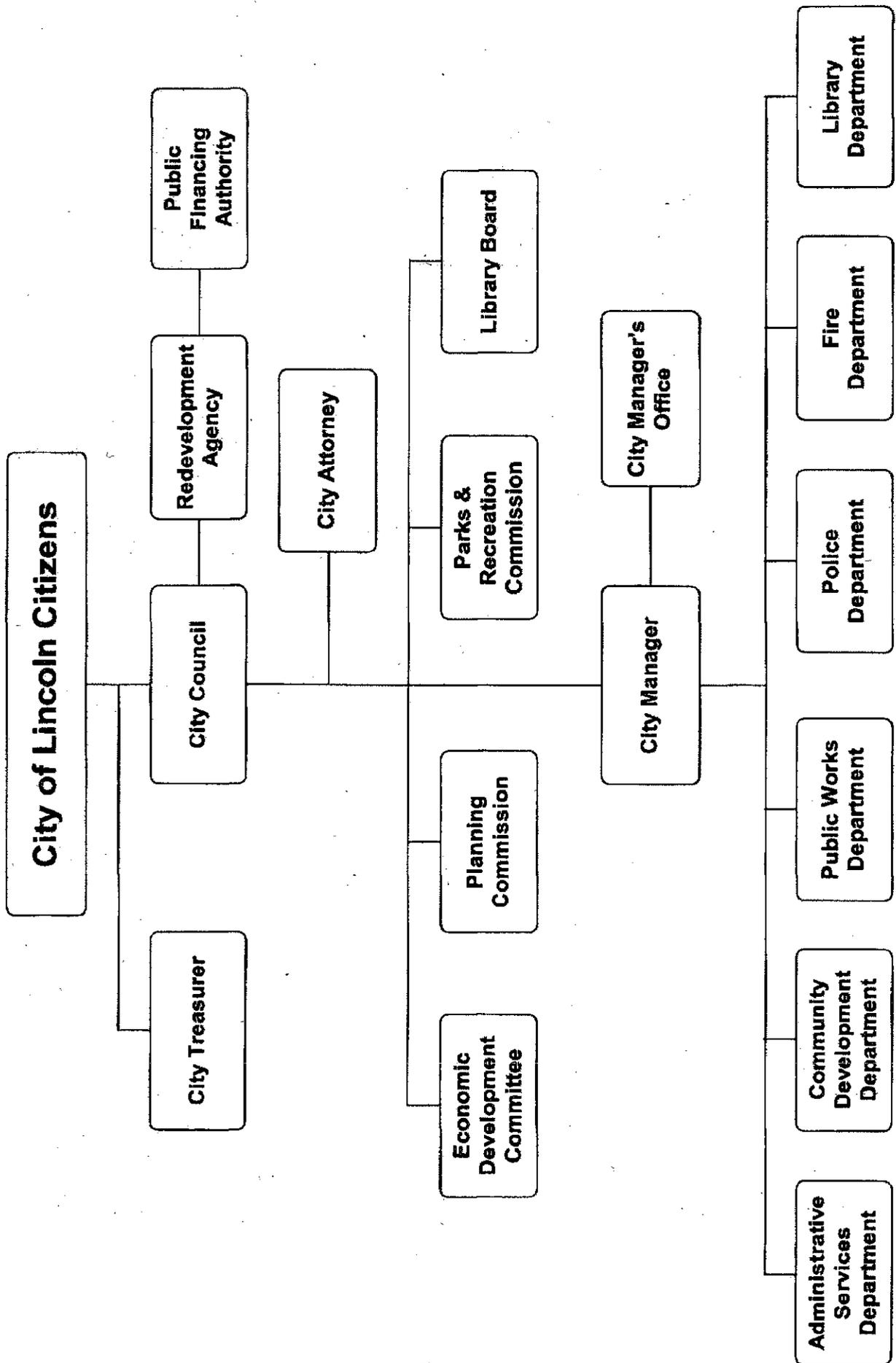
												63,000
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										20,959		
						720,000						
										82,000		

										11,780		
									45,000			
									1,795,882			
	27,500								74,000			
										25,000		
					572,001					20,000		
	45,000											76,000
												100,000

TOTALS	Amount
TOTALS	1,608,783
TOTALS	4,715,173
TOTALS	13,707,143
TOTALS	720,000
TOTALS	70,000
TOTALS	215,000
TOTALS	1,884,882
TOTALS	187,739
TOTALS	1,063,700
TOTALS	239,000

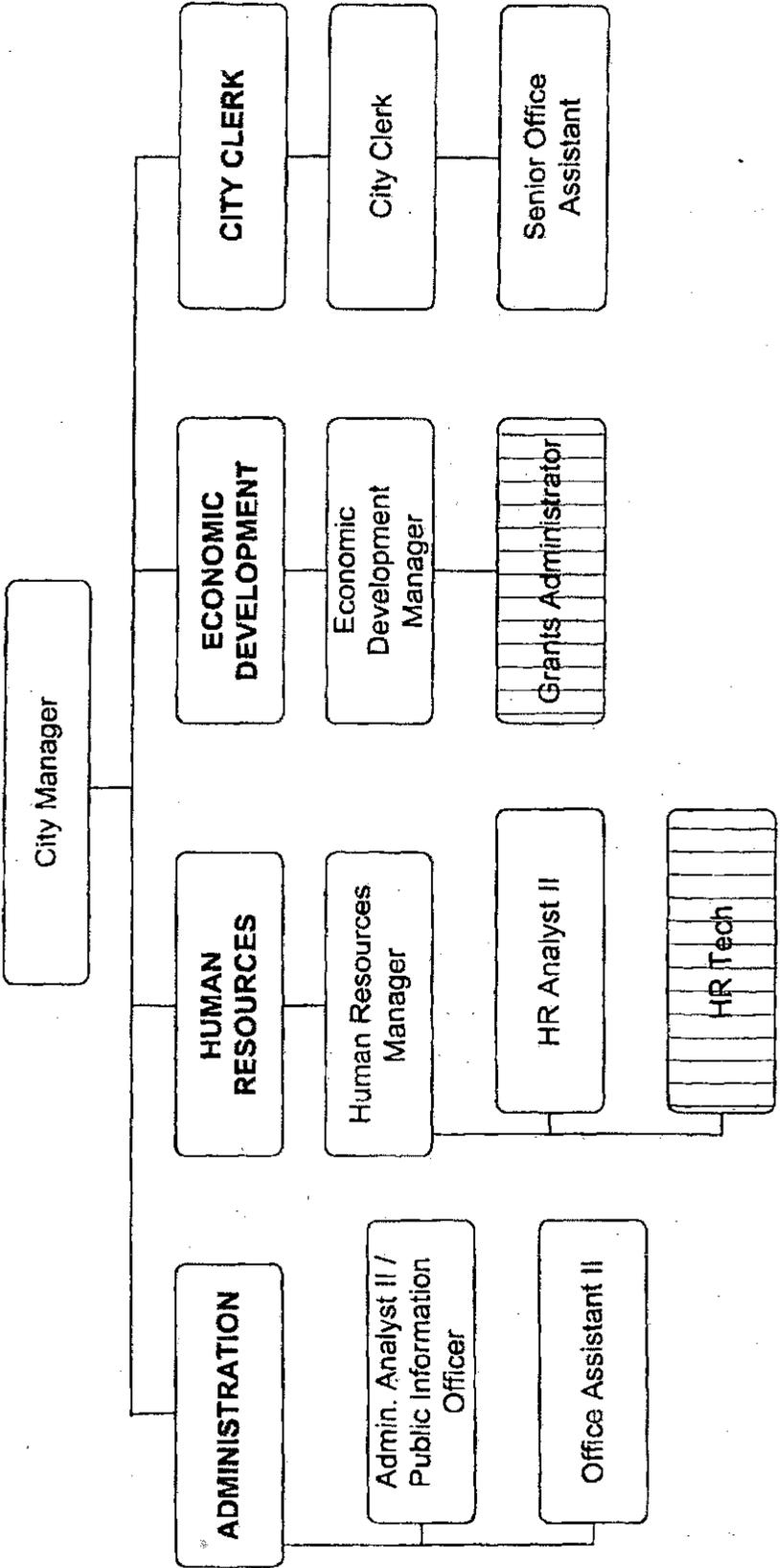
Appendix B: Departmental Organizational Charts



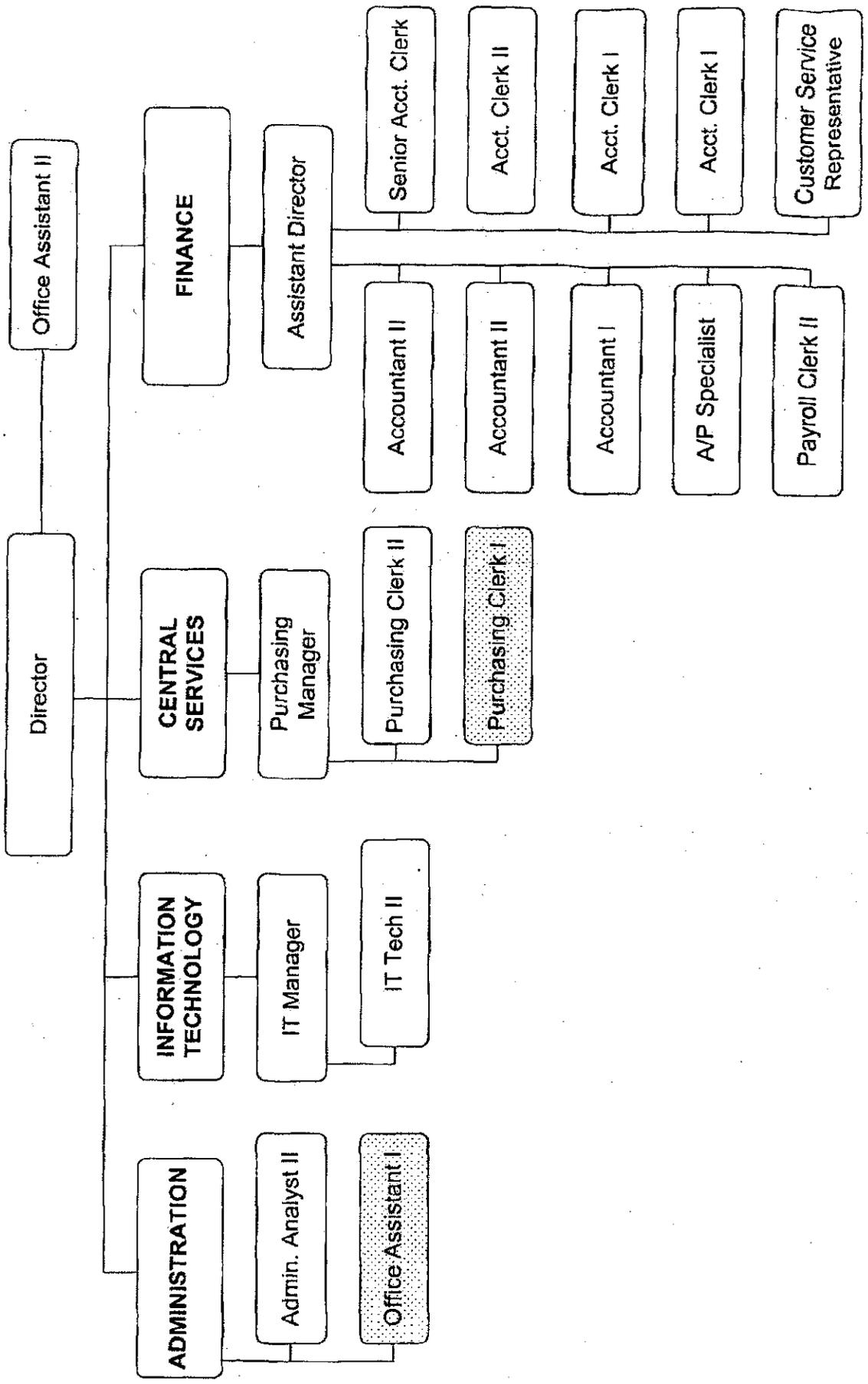
Legend

Part-time staff

City Manager's Office



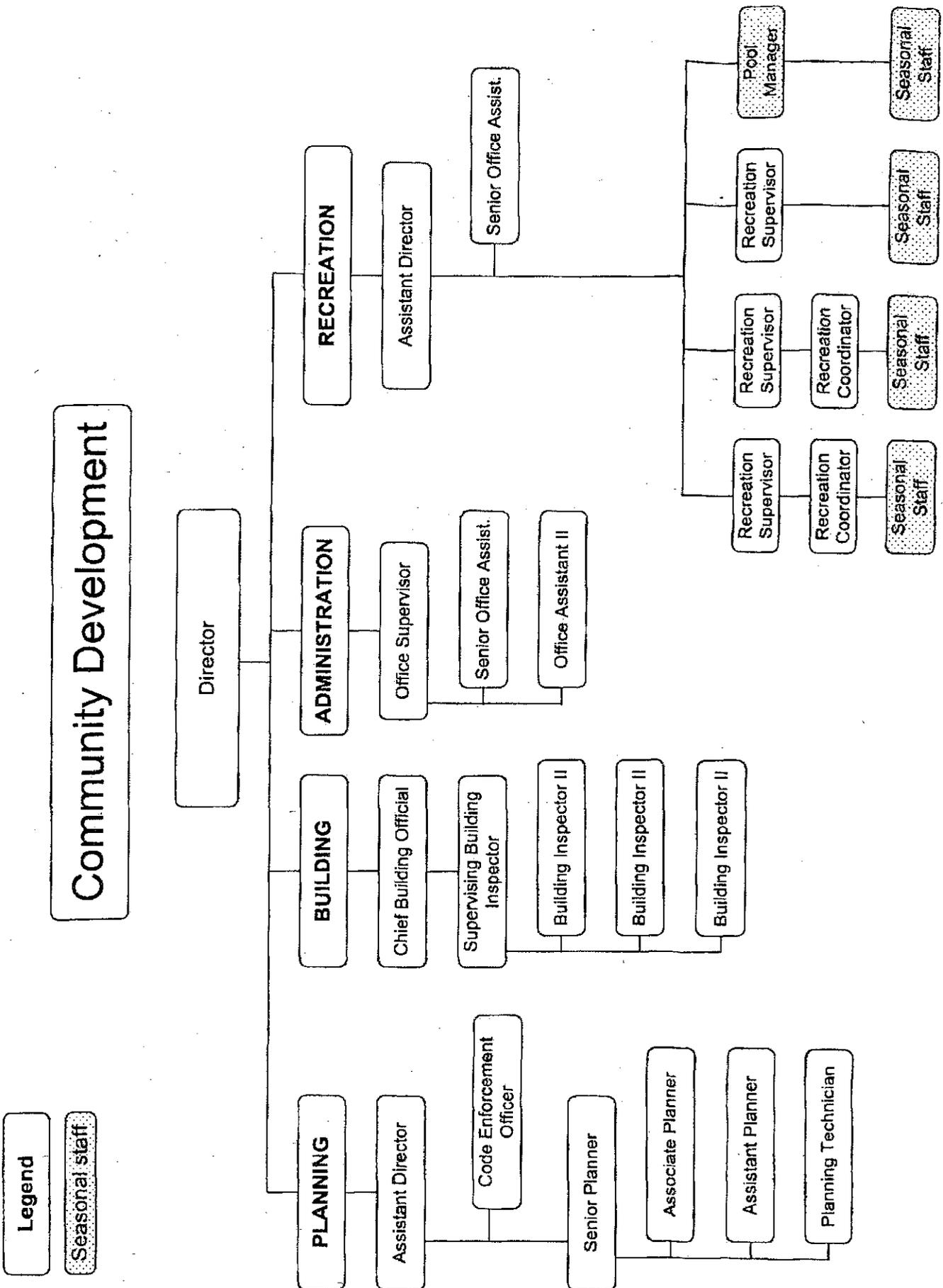
Administrative Services



Legend

Seasonal staff

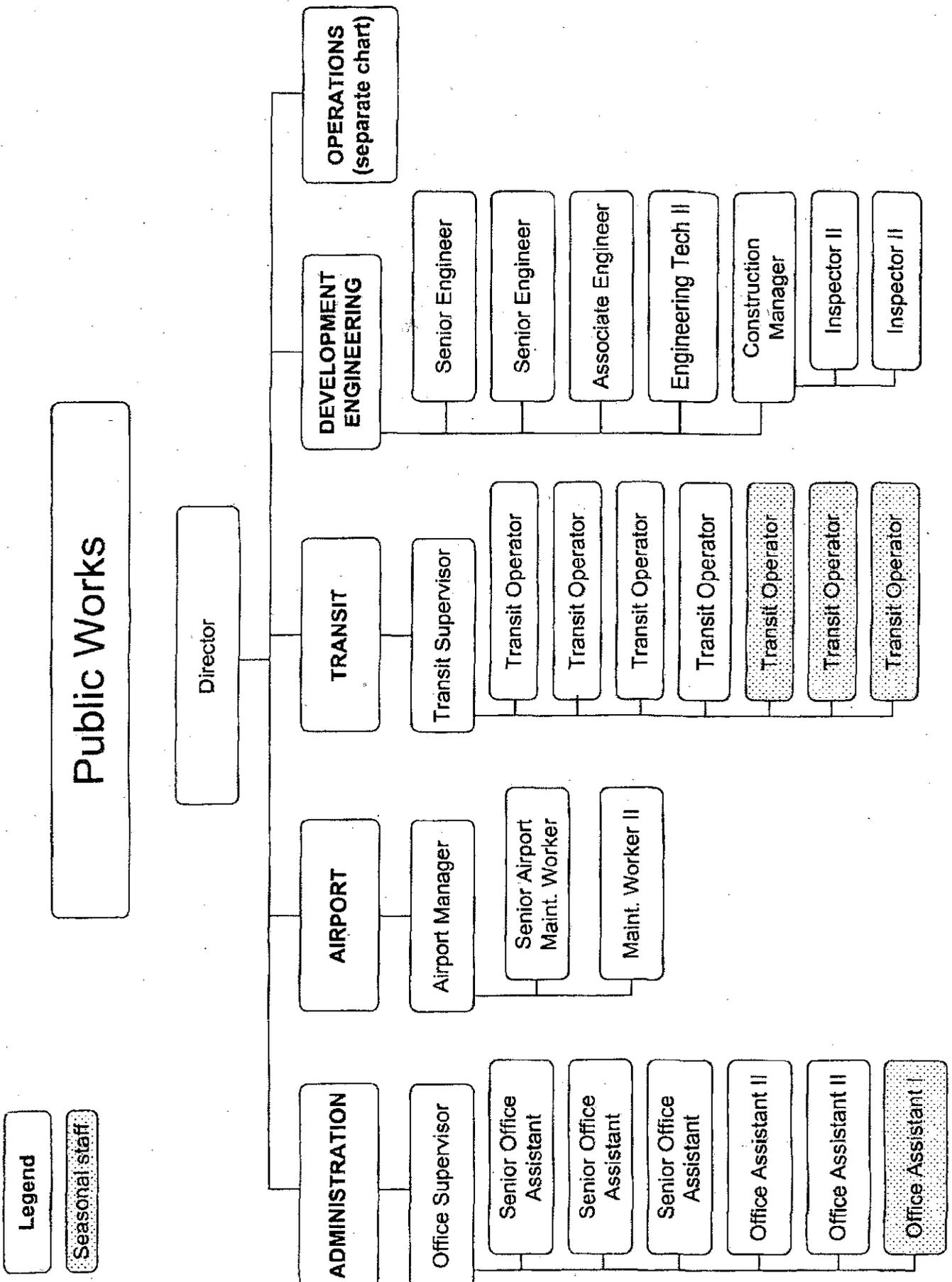
Community Development



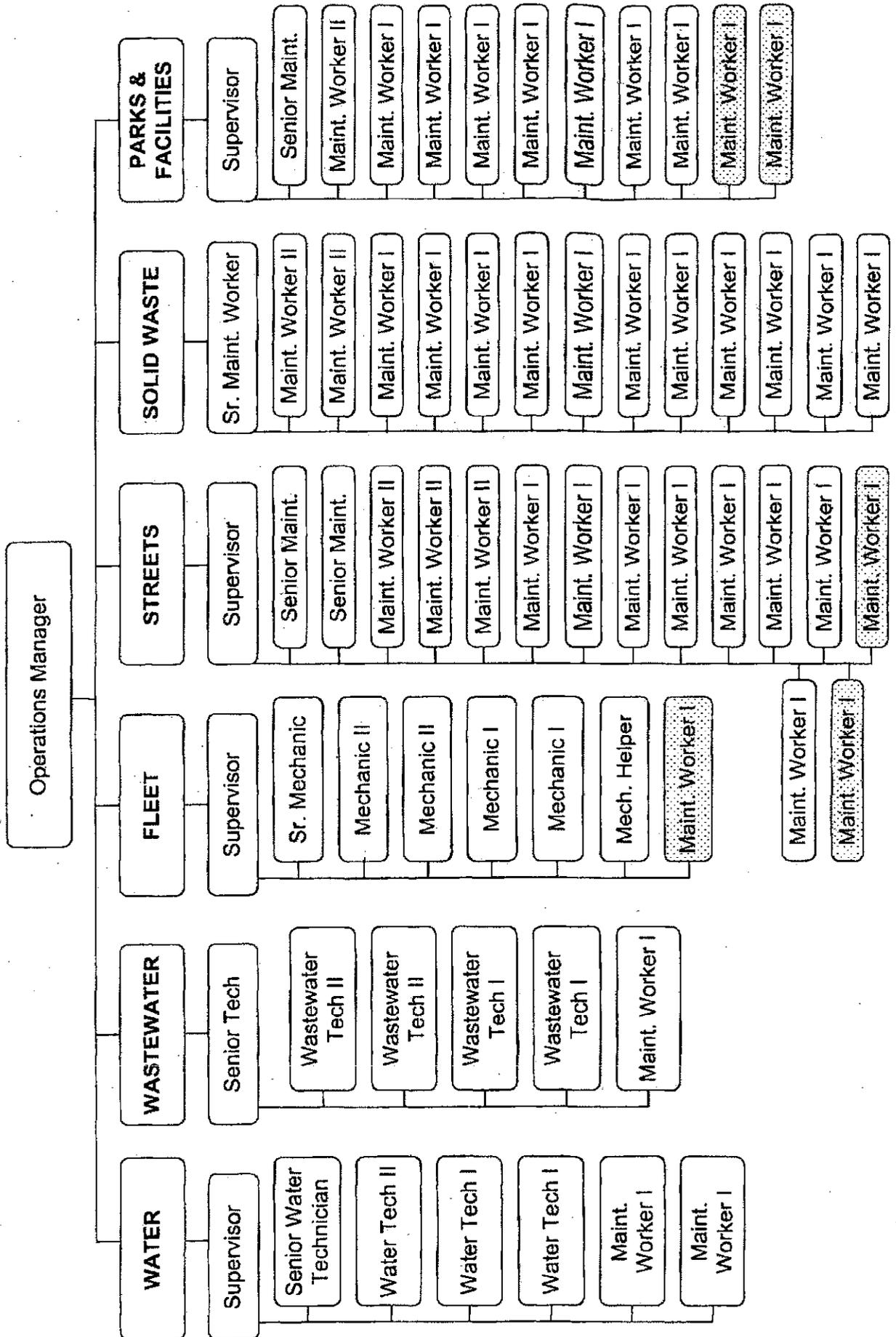
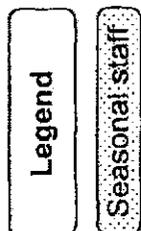
Legend

Seasonal staff

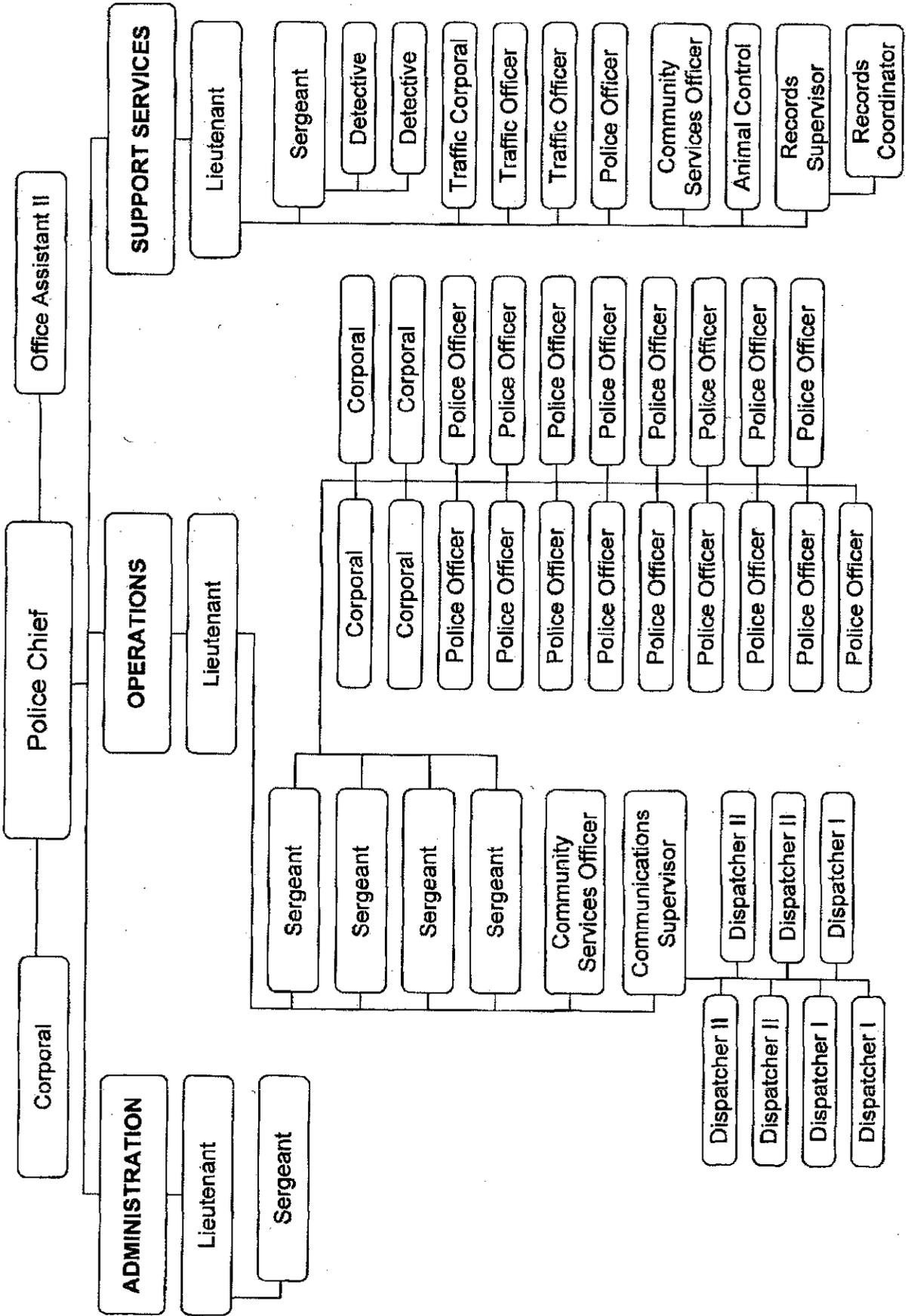
Public Works



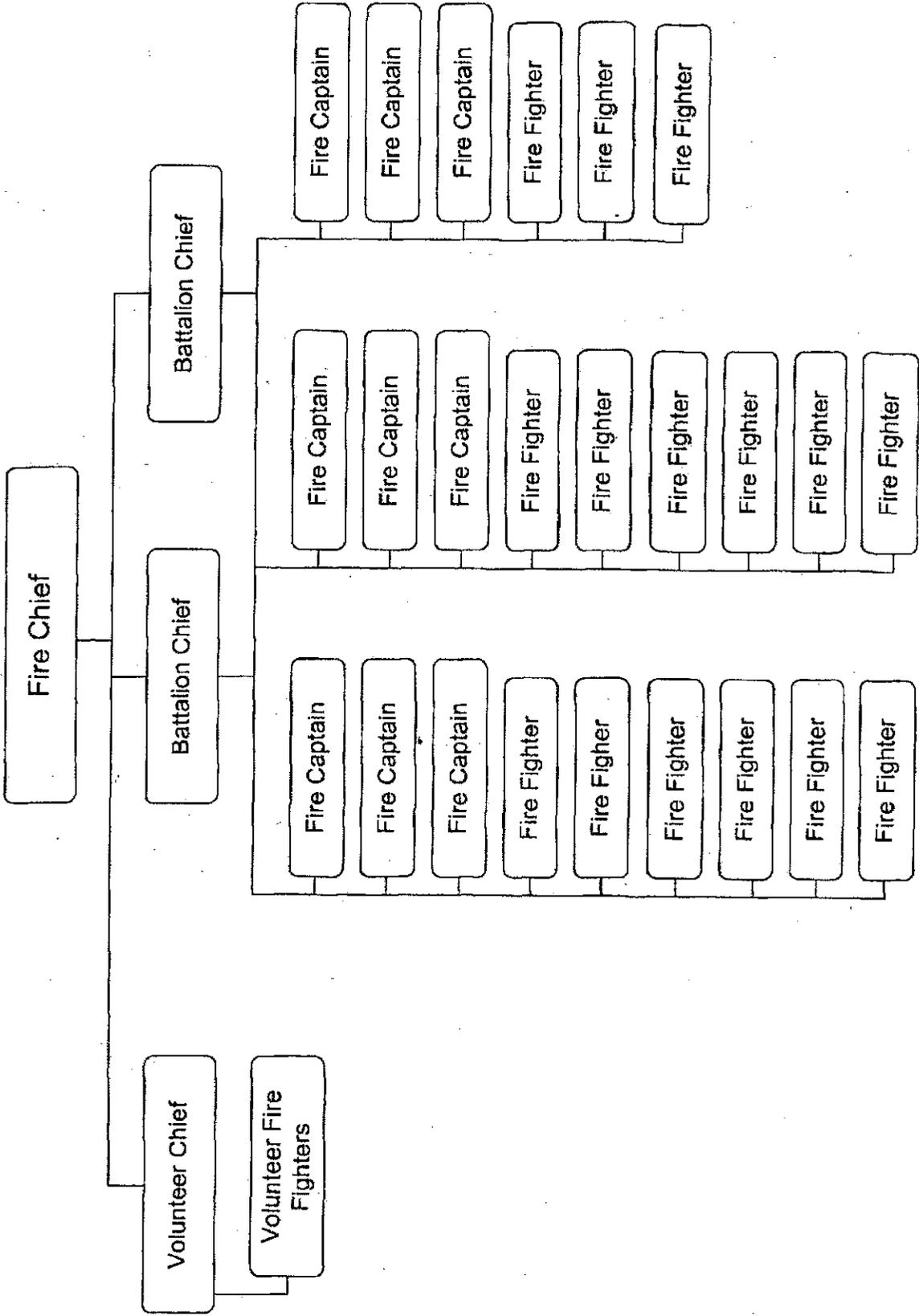
Public Works Operations

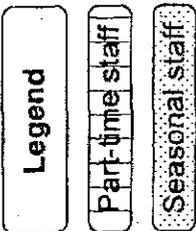


POLICE DEPARTMENT



FIRE DEPARTMENT





LIBRARY

Director

Library Media Teacher

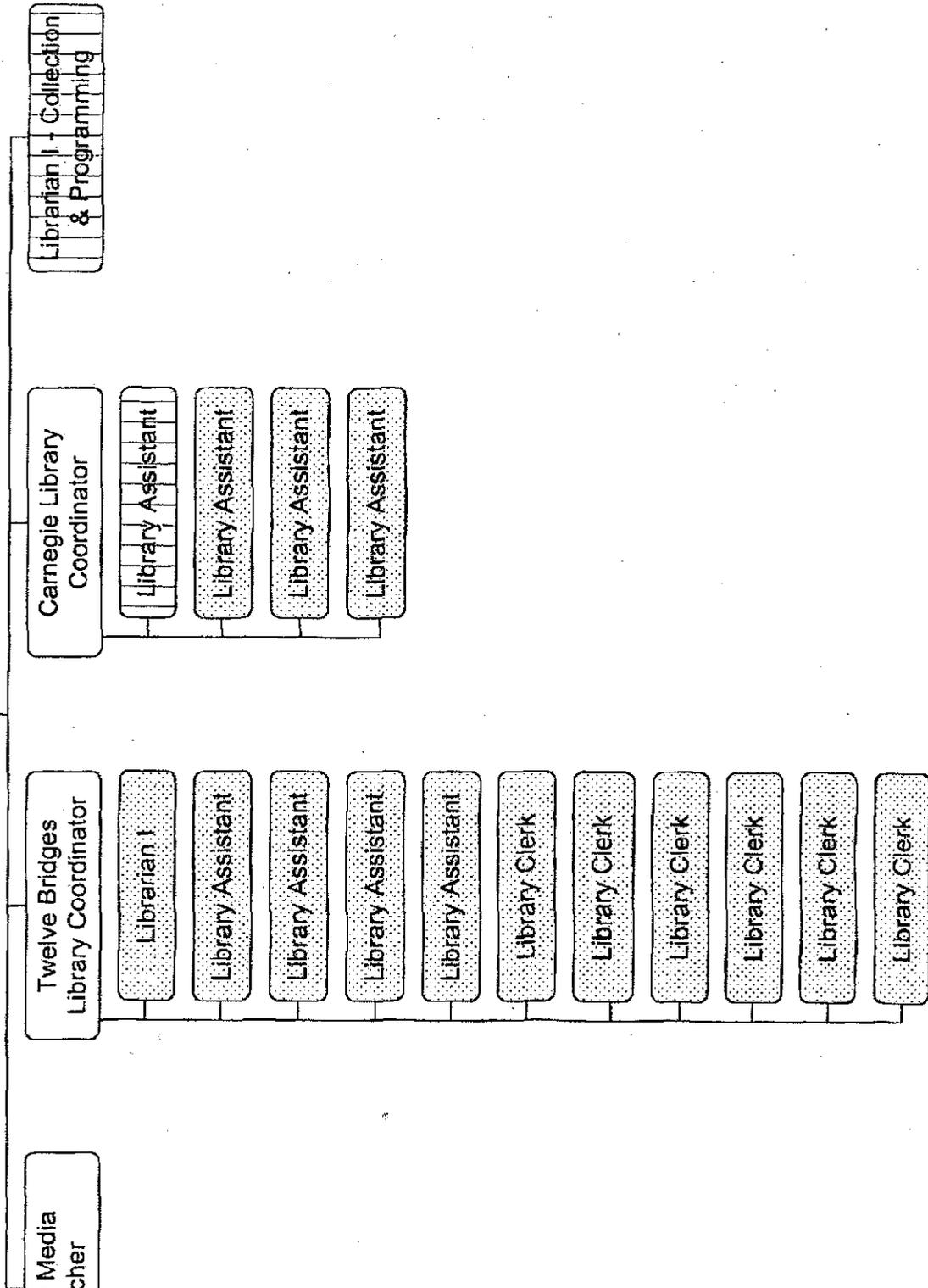
Twelve Bridges Library Coordinator

- Librarian I
- Library Assistant
- Library Assistant
- Library Assistant
- Library Assistant
- Library Clerk

Carnegie Library Coordinator

- Library Assistant
- Library Assistant
- Library Assistant
- Library Assistant

Librarian I - Collection & Programming



Appendix C: Positions and Department Staffing

CITY OF LINCOLN
Positions - Full Time Equivalents
FY 2009-10

POSITION	CITY				RDA		
	FY 08-09	FY 09-10	NET CHANGES		FY 08-09	FY 09-10	NET CHANGES
CITY MANAGER'S OFFICE							
City Manager	1.00	1.00	-				
City Clerk	1.00	1.00	-				
Economic Development Manager	0.25	0.25	-		0.75	0.75	0.00
Human Resources Manager	1.00	1.00	-				
Administrative Analyst / PIO	1.00	1.00	-				
Grant Administrator	0.50	0.50	-		0.50	0.50	0.00
Human Resources Analyst I / II	1.00	1.00	-				
Human Resources Tech	0.50	0.00	(0.50)				
Office Assistant I / II / Senior	2.00	2.00	-				
Housing Coordinator					1.00	1.00	0.00
Sub total	8.25	7.75	(0.50)				
FIRE							
Fire Chief	1.00	1.00	-				
Fire Battalion Chief	2.00	2.00	-				
Fire Captain	9.00	6.00	(3.00)				
Fire Fighters	15.00	15.00	-				
Sub total	27.00	24.00	(3.00)				
ADMINISTRATIVE SERVICES							
Administrative Services Director	1.00	1.00	-				
Administrative Services Asst. Director	1.00	1.00	-				
Info Sys Tech Manager	1.00	1.00	-				
Purchasing Manager	1.00	1.00	-				
Administrative Analyst II	1.00	1.00	-				
Accountant I / II	3.00	3.00	-				
Payroll Clerk II	1.00	1.00	-				
Accounts Payable Specialist	1.00	1.00	-				
Info Sys Tech I / II	1.00	1.00	-				
Purchasing Clerk I / II	1.50	1.00	(0.50)				
Account Clerk - Senior	1.00	1.00	-				
Account Clerk I / II / III	3.00	2.00	(1.00)				
Customer Service Representative	1.00	0.00	(1.00)				
Office Assistant I / II / Senior	1.50	1.00	(0.50)				
Sub total	19.00	16.00	(3.00)				

CITY OF LINCOLN
Positions - Full Time Equivalents
FY 2009-10

POSITION	CITY				RDA		
	FY 08-09	FY 09-10	NET CHANGES		FY 08-09	FY 09-10	NET CHANGES
POLICE							
Police Chief	1.00	1.00	-				
Police Lieutenant	3.00	2.00	(1.00)				
Police Sergeant	6.00	6.00	-				
Police Communications Supervisor	1.00	0.00	(1.00)				
Police Records Supervisor	1.00	1.00	-				
Police Officer	28.00	25.00	(3.00)				
Police Records Coordinator / Clerk	1.00	0.00	(1.00)				
Public Safety Dispatcher I / II	7.00	7.00	-				
Office Assistant I / II / Senior	1.00	1.00	-				
Community Services Officer	2.00	1.00	(1.00)				
Animal Control Officer	1.00	0.00	(1.00)				
Sub total	52.00	44.00	(8.00)				
COMMUNITY DEVELOPMENT							
Community Development Director	1.00	1.00	-				
Community Development Asst. Director	0.70	0.70	-		0.30	0.30	0.00
Building Inspector - Chief	1.00	1.00	-				
Building Inspector - Supervisor	1.00	1.00	-				
Office Supervisor	1.00	1.00	-				
Code Enforcement Officer I / II	0.75	0.75	-		0.25	0.25	0.00
Planner - Senior	0.85	0.85	-		0.15	0.15	0.15
Building Inspector I / II	3.00	1.00	(2.00)				
Planner - Associate / Assistant	2.00	2.00	-				
Planning Technician	1.00	0.00	(1.00)				
Office Assistant I / II / Senior	2.00	2.00	-				
Sub total	14.30	11.30	(3.00)				
RECREATION							
Assist. Director of Recreation	1.00	1.00	-				
Recreation Supervisor	3.00	2.00	(1.00)				
Recreation Coordinator	2.00	2.00	-				
Office Assistant I / II / Senior	1.00	1.00	-				
Recreation Staff - Seasonal	28.50	28.50	-				
Sub total	35.50	34.50	(1.00)				

CITY OF LINCOLN
Positions - Full Time Equivalents
FY 2009-10

POSITION	CITY				RDA		
	FY 08-09	FY 09-10	NET CHANGES		FY 08-09	FY 09-10	NET CHANGES
LIBRARY							
Library Director	1.00	1.00	-				
Library Media Teacher	1.00	0.00	(1.00)				
Library Coordinator	2.00	2.00	-				
Librarian I / II	1.00	1.25	0.25				
Library Assistant / Clerk	5.50	2.45	(3.05)				
Sub total	10.50	6.70	(3.80)				
PUBLIC WORKS							
Public Works Director	1.00	1.00	-				
City Engineer	0.00	1.00	1.00				
Public Works Operations Manager	1.00	1.00	-				
Airport Manager	1.00	1.00	-				
Construction Manager	1.00	0.00	(1.00)				
Water Facilities Supervisor / Operator	1.00	1.00	-				
Fleet Supervisor	1.00	1.00	-				
Public Works Supervisor	2.00	2.00	-				
Transit Supervisor	1.00	1.00	-				
Office Supervisor	1.00	1.00	-				
Engineer - Senior / Associate	3.00	3.00	-				
Engineering Tech I / II	1.00	1.00	-				
Airport Senior Maintenance Worker	1.00	1.00	-				
Maintenance Worker - Senior	4.00	3.00	(1.00)				
Mechanic - Senior	1.00	1.00	-				
Construction Inspector I / II	2.00	0.00	(2.00)				
Wastewater Collections - Senior Tech	1.00	0.00	(1.00)				
Wastewater Collections - Grade 2 / Grade 1	4.00	4.00	-				
Maintenance Worker I / II	39.50	26.00	(13.50)				
Water Techs - Senior / II / I	4.00	5.00	1.00				
Mechanic	4.00	4.00	-				
Office Assistant I / II / Senior	5.50	5.00	(0.50)				
Transit Operator	5.50	5.50	-				
Mechanic Helper	1.00	0.00	(1.00)				
Sub total	86.50	68.50	(18.00)				

Grand Total	253.05	212.75	(40.30)		2.95	2.95	0.00
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