

DATE: 1/19/99 AGENDA ITEM # 15
() APPROVED () DENIED
() CONTINUED

TO: JAMES L. APP, CITY MANAGER
FROM: BOB LATA, COMMUNITY DEVELOPMENT DIRECTOR *BL*
SUBJECT: SPHERE OF INFLUENCE AND GENERAL PLAN UP-DATE PROGRAM
DATE: JANUARY 19, 1999

Needs: To obtain City Council comments and direction regarding the process and content of a possible up-date to the City's Sphere of Influence, plus the Elements of the General Plan.

- Facts:
1. The City's Sphere of Influence is established by the County-wide Local Agency Formation Commission (LAFCO).
 2. As part of the 1991 General Plan up-date, the City Council illustrated the Sphere of Influence as of 12/18/90. A copy of that map is attached.
 3. Since 12/18/90, LAFCO added the following to the City's Sphere of Influence:
 - a. The Jardine Road Area (an addition to the Sphere of Influence that was not requested by the City of Paso Robles) was added to the City's Sphere as part of the Airport Annexation at the end of 1990.
 - b. The area generally bounded by Highway 46 East on the south, Airport Road on the west, and Dry Creek Road on the north was approved as an addition to the City's Sphere of Influence in 1995. (This is the so-called Black Ranch Annexation area.)
 - c. Per an agreement with the Templeton Community Services District (TCSD), the area on the east side of Ramada Drive, from the intersection of Highways 101 and 46 West south to Volpe Ysabel, was added to the City's Sphere of Influence.

RIMC CODE:	Community Development Department
FILE/CAT:	Advance Planning
DATE:	January 6, 1999
SUBJECT:	Sphere and General Plan Up-Date
RETENTION:	Permanent

4. In addition to the LAFCO approved Sphere of Influence, the City has established its own "Planning Impact Area" (or PIA) as part of the 1991 Land Use Element of the General Plan. The boundaries are illustrated on the attached Exhibit (page LU-95 of the General Plan).
5. The City has utilized the PIA as the outer boundary for General Plan and utility Master Plan purposes. For example, the General Plan assigns land use designations for all properties within the PIA, and both the City's water and sewer master plans are based on PIA boundaries.
6. Attached is a summary of the status of the current General Plan. Please note that four (4) of the seven (7) required General Plan elements were up-dated during the 1990s, one (the Safety Element) is currently being up-dated under a joint effort with the County of San Luis Obispo, and two elements (Conservation and Open Space) have not been up-dated since the 1970s.
7. The Land Use and Circulation Elements of the General Plan were updated in 1991 with the assistance of the following components:
 - o A market analysis prepared by Nudelman + Associates, assessing the market size (primary, secondary, tertiary), and the economic feasibility / appropriate locations for various land uses (regional commercial sites, auto and home improvement center, factory outlet stores, lodging and conference center). Copies of the study results are available.
 - o Citizen Involvement Surveys that gauged public opinion on a range of policy questions; a sample copy of one of these surveys is attached for reference.
 - o An Environmental Assessment of Alternative Plan scenarios. A total of five (5) alternatives were presented and evaluated as to potential impacts in the General Plan Environmental Impact Report (EIR); mitigation programs were recommended for all five alternatives. The alternatives differed in terms of both population size and geographic scope. The General Plan, as adopted, reflects a combination of alternatives, utilizing the geographic area of the full PIA along with a target ("not to exceed") population of 35,000 in the year 2010.

- o As a part of the General Plan EIR, traffic engineers projected the capacities of the City's streets and recommended mitigation measures designed to accommodate the land uses of the General Plan.
- o The ability for the City's infrastructure (roads, sewers, water system, public facilities, public safety services, library; parks & recreation; etc.) to accommodate projected population growth and other increases in demands for services is a key element in formulating both the land uses of the General Plan, and also the City's program to mitigate the impacts of growth and development.

**Analysis
and**

Conclusion:

LAFCO's policies and criteria for Spheres of Influence are attached. Item No. 2 is a quote from the California Government Code, establishing four bases for determining a Sphere of Influence. Item No. 3 calls for LAFCO to "periodically review and update the adopted spheres of influence".

A Sphere of Influence is defined as "A plan for the probable physical boundaries and service area of a local agency. The area around a local agency within which territory is eligible for annexation and the extension of urban services within a twenty year period."

City General Plans are most often focused on a twenty year period (a lesser time frame does not allow for adequate programming of infrastructure; a longer period tends to be more speculative in terms of land use patterns).

There has not been a formal review and update of the Paso Robles Sphere of Influence in over a decade.

If the City Council wishes to embark on an up-date of the City's General Plan, an appropriate first step would seem to be the review and up-date of the Sphere of Influence as a basis for long-range planning for the next 20 years.

Attached is an outline summarizing reasons for LAFCO to up-date the Paso Robles Sphere of Influence at this time.

The City Council would need to decide the importance of having policy support from LAFCO regarding areas that would be included in the City's General Plan.

In this context, the City could use the Sphere boundaries as the basis for the General Plan, or the City could focus on the Planning Impact Area / PIA that was established by the City without concurrence from other agencies. Please note that the PIA was subsequently recognized as the City's area of concern and is reflected in the County's Salinas Area Plan.

The General Plan up-date program will require a substantial commitment of financial and staff resources. The extent of the up-date will determine the level of commitment. Attached is an outline of these policy issues, and an outline describing a general process for preparing the up-date. Providing staff direction on policy issues will assist in allocating the necessary resources.

Policy

Reference: California Government Code Section 56000 et seq.; Paso Robles General Plan

Fiscal

Impact: An up-date of the Sphere of Influence will require a limited commitment of resources to seek LAFCO action and, if successful, to work with LAFCO; fee payments to LAFCO may be required.

The scope of a General Plan up-date program would determine the fiscal impact on the City. By way of comparison, the 1991 up-date of the Land Use and Circulation Elements cost about \$200,000 in terms of both direct consultant contracts, plus time and materials costs. Based on Council direction as to the desired scope of the new up-date, staff could prepare a project budget for Council consideration.

Options: Subject to consideration of public testimony:

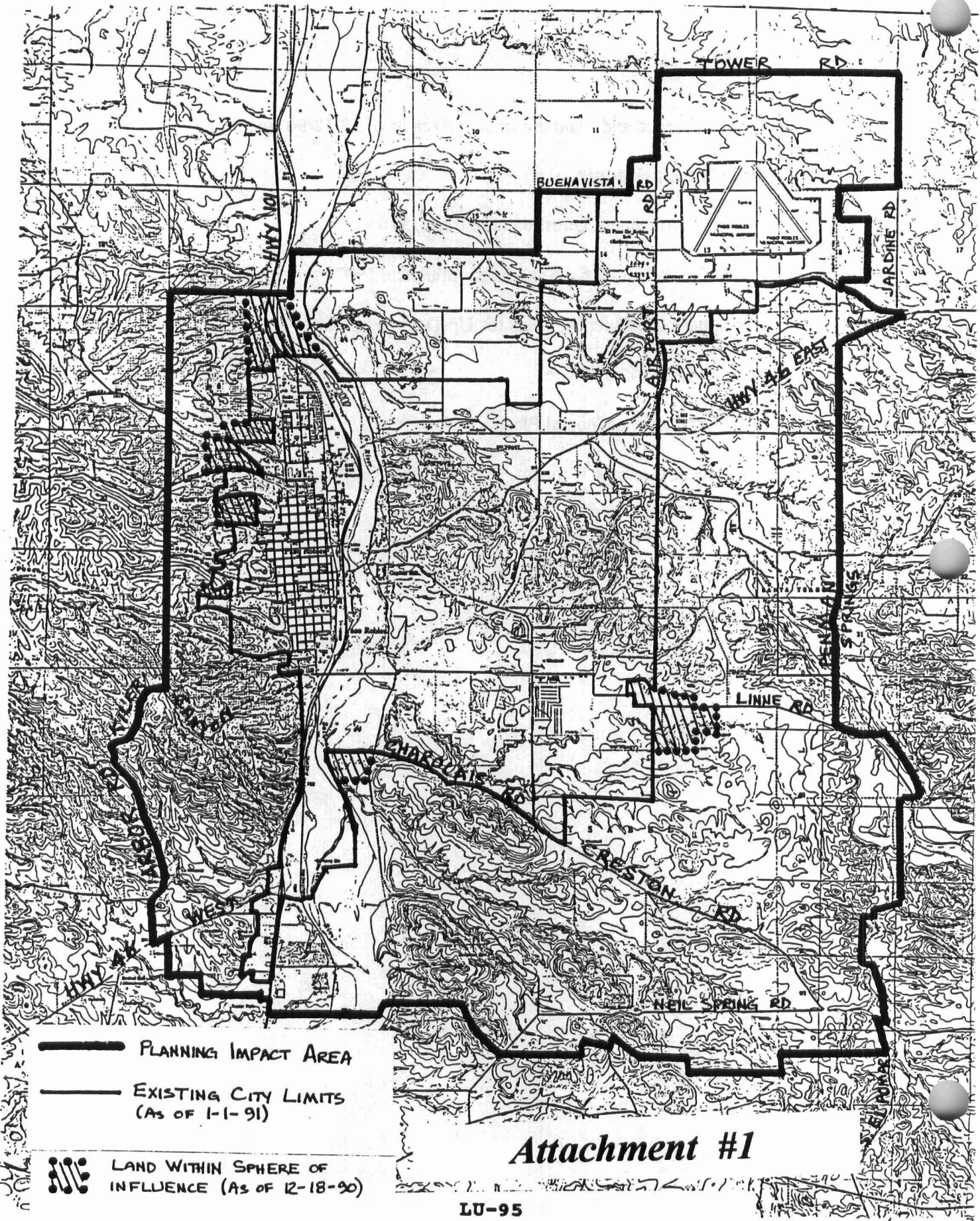
- a. That the City Council direct staff to:
 - Contact with LAFCO staff to determine the process for up-dating the City's Sphere of Influence, based on the attached outline that describes the necessity for that up-date;
 - Report back to Council with regards to the steps and time-line for the process;
 - Arrange for a workshop on a Council-specified date to discuss the policy options with regards to the up-date of the City's General Plan.
- b. Amend, modify or reject Option "a".

Attachments:

1. The Sphere of Influence and Planning Impact Area as of 12/18/90 (page LU-95, General Plan)
2. General Plan Element History
3. Sample Citizens Involvement Questionnaire from 1990
4. LAFCO Policies and Criteria for Spheres of Influence, 1997
5. Paso Robles Sphere of Influence, Basis for Up-Date Request
6. General Plan Up-Date Policy Issues
7. Process for Up-Dating the General Plan
8. Table CE-2: Level of Service Concept, from the 1991 Circulation Element

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FIGURE LU-3: EXISTING CITY LIMITS, PLANNING IMPACT AREA AND SPHERE OF INFLUENCE (as of December 18, 1990)



— PLANNING IMPACT AREA
— EXISTING CITY LIMITS
(AS OF 1-1-91)

▨ LAND WITHIN SPHERE OF INFLUENCE (AS OF 12-18-90)

Attachment #1

LU-95

15-10

**CITY OF PASO ROBLES
GENERAL PLAN ELEMENT HISTORY**

Element	Adopted by Resolution	Date of Adoption	See Note # Below
Land Use	91-100	August 6, 1991	1
Circulation	91-100	August 6, 1991	1
Housing	94-151	November 10, 1994	2
Open Space	1868	May 6, 1974	
Conservation	1868	May 6, 1974	
Safety	2167	September 20, 1977	3
Seismic Safety *		February 24, 1975	3
Noise	94-43	April 5, 1994	
Parks & Recreation	88-65	August 2, 1988	4

Notes:

1. Date of adoption does not account for general plan amendments that have occurred since adoption.
2. Government Code Section 65588 requires that the City's Housing Element be updated by June 30, 2001. The Housing Element is the only element mandated by State Law to be updated on a regular basis.
3. Government Code Section 65302(g) provides that these elements are to be combined into a Safety Element. The City is presently (November 1998) working jointly with the County and other cities to prepare an update to the Safety Element.
4. Parks and Recreation is an optional element, it is not required by State Law (Government Code Section 65302), but may be adopted per Government Code Section 65303.

CITIZEN INVOLVEMENT QUESTIONNAIRE, 1990

Please complete the following questions. If you find a question unclear or do not wish to respond, please skip that question.

1. Where do you live? (please check one)
 - City of Paso Robles, West of Salinas River
 - City of Paso Robles, East of Salinas River
 - Outside City Limits

2. When did you first move to the Paso Robles area?
 - 1990 1986 1976-79
 - 1989 1985 1971-75
 - 1988 1984 1961-70
 - 1987 1980-83 1960 or before

 - Born in Paso Robles

3. Check the three most important reasons why you chose the Paso Robles area as a place to live:
 - A place to retire
 - Employment within Paso Robles
 - Employment within San Luis Obispo County
 - Business opportunities
 - Cost of housing
 - Relatives or friends in the area
 - Small town atmosphere
 - Schools
 - Place to raise children
 - I was born here
 - None of the above

4. Before moving to your present home, where did you live?
 - Same neighborhood of Paso Robles
 - Another area of Paso Robles
 - North San Luis Obispo County
 - Atascadero
 - City of San Luis Obispo
 - South County
 - Central Valley of California
 - San Francisco Bay Area
 - Other Northern California
 - Los Angeles Area
 - Other Southern California
 - In an other State or Country

5. Do you live in a single family home or apartment?
 - Single Family home
 - Apartment or Condominium

6. Do you own your home or do you rent?
 - Own Home
 - Rent Home

7. Do either you or your spouse (if applicable) work?

First Adult

Second Adult

- () () Retired/not seeking work
- () () Employed/work outside the home
- () () Work-at-home occupation
- () () Homemaker/Raise family
- () () Unemployed and seeking work
- () () Adult Student (18+ years old)

8. If you work outside the home, what type of organization do you or your spouse work for?

First Adult

Second Adult

- () () Self employed
- () () Private industry/business
- () () Government (city, county, state, or federal)

9. If you or your spouse work outside the home, where?

First Adult

Second Adult

- () () Paso Robles
- () () Atascadero
- () () San Luis Obispo (City)
- () () Morro Bay / Cambria
- () () South County (Pismo area)
- () () Camp Roberts
- () () Hunter Liggett
- () () Monterey Co/San Ardo/King City
- () () Santa Maria
- () () Other Santa Barbara County
- () () Central Valley (Kern/Kings Co)
- () () Other (Please specify: _____)

10. The draft General Plan contains the following statement:

"In order to enhance Paso Robles' unique small town character and high quality of life, the City Council supports the development and maintenance of a balanced community where the great majority of the population can live, work and shop."

Do you agree with the goal of providing adequate jobs and retail stores in Paso Robles (so residents do not have to drive out-of-town for either work or shopping)?

- () Yes
- () No
- () No Opinion

Comments: _____

11. It has been a city priority to keep and attract "clean" industries and businesses that would provide good paying "head-of-household" jobs for local residents; do you agree with this City priority, and efforts to expand the City's job base?

- () Yes
- () No
- () No Opinion

Comments: _____

12. If we need to choose between attracting higher income jobs, or restricting the rate and/or quantity of residential growth in Paso Robles, what would be your choice?

- Higher income jobs
- Restrict residential growth

13. Attraction of major department stores can provide convenient shopping for the community, and sales tax revenues that support parks, recreation, police, fire and other City services. Do you agree with the goal of providing these stores in Paso Robles instead of neighboring communities?

- Yes
- No
- No Opinion

Comments: _____

14. If we need to choose between having a major shopping center and/or department stores, or restricting the rate and/or quantity of residential growth in Paso Robles, what would be your choice?

- Shopping center and/or department stores.
- Restrict residential growth.

15. Construction of new bridges and wider streets would probably have to be paid for by new residential and commercial development. Do you support having new residential and commercial development if that development would pay for additional bridges and wider streets?

- Allow more development, requiring it to pay for new bridges and street widenings.
- Restrict residential and commercial development.

16. Attraction of a four-year college or university to Paso Robles has been discussed as a benefit to both residents and new business investment in the community. A 300 acre college campus could be built just beyond the City's easterly boundaries. This campus would require annexation of additional land and active political (but not financial) support by the City. Should the City make attraction of a four-year college or university a goal?

- Yes
- No
- No Opinion

Comments: _____

17. The City now has a population of about 18,000 persons. The General Plan will determine the character of the City twenty years from now. Five (5) different alternatives for the physical/geographic size and population of the City are being considered as part of the General Plan.

Enclosed with this questionnaire is a summary of the five alternatives. These alternatives will also be the focus of the four public workshops that are being scheduled. Once you have read the summary, please select which of the five alternatives for a City size that best describes your vision of the City of Paso Robles in the year 2010.

(Please note that the different alternatives each have different impacts on the ability of the City to maintain a balance between homes, jobs, and shopping. The different alternatives also have a varying impact the ability of the City to provide new and/or expanded public improvements.)

City of El Paso de Kobles

The alternatives are:

- () #1: Population growth is strictly limited to homes built on existing lots. No new lots are permitted to be created by either subdivision or lot splits. No annexations. Because new development is restricted, there will be less need for new bridges, and also limited ability to require developers to pay fees to build bridges and widen streets. Employment growth will likely be limited. There is significantly less chance of having major shopping / stores in the City, and less income for City services to residents. The total future City population would be limited to about 25,000 residents.
- () #2: Subdivisions and lot splits would be permitted, and residential development would be allowed at today's zoning. No annexations. Revenues to construct bridges and widen streets would be greater than the first alternative. Potential for employment growth would be greater, as would the chance of having new shopping. The City's size would be permitted to grow to about 35,000.
- () #3: City growth based on a "compact" pattern of new development. More west-side residential development, with additional apartments and condominiums. Limited annexations. Need for bridges and wider streets minimized by less growth in east-side development. City size to be about 45,000 persons.
- () #4: Would focus on/permit more single family homes and some additional annexations. Provides revenues for bridges and street improvements. Anticipates new employment opportunities and shopping facilities to meet public demand. Plan would limit population growth to 41,000 in the year 2010, with an eventual City size of 55,000.
- () #5: Anticipates potential expansion of City boundaries, with growth following market demand within a relatively large geographic area. Development on edge of City would be at lower densities than historical trends. There would be the greatest potential for new jobs and commercial development. A city size of 65,000 persons would be planned for.

Comments on the five alternatives: _____

18. Higher density, smaller dwelling units, and/or lower quality construction may be necessary to produce more affordable housing. Is it acceptable to make these compromises to create more affordable housing? (Please respond to each choice)

	<u>Yes</u>	<u>No</u>
a. Higher density	()	()
b. Smaller size	()	()
c. Lower Quality	()	()

CITY OF EL PASO DE ROBLES

19. Recognizing that parts of the Paso Robles area may someday be developed, place an "X" next to those facilities which you believe should be part of new development:

	<u>Yes</u>	<u>No</u>	<u>Don't Know</u>
Motels, hotels	()	()	()
Convention Center	()	()	()
Restaurants	()	()	()
Single Family Homes	()	()	()
Town Houses	()	()	()
Apartments	()	()	()
Affordable Senior Citizen Housing	()	()	()
Convenience Shopping	()	()	()
Food Market, Drug Store, etc.	()	()	()
Major shopping (department stores)	()	()	()
Offices	()	()	()
Industry/Business Parks	()	()	()
Cuesta College Branch	()	()	()
Four-Year College Campus	()	()	()
Parks, Playgrounds, Open Space	()	()	()
Scenic Drives	()	()	()
Auto Center (auto dealers & service facilities)	()	()	()
Golf Course (s)	()	()	()
Other: _____	()	()	()
_____	()	()	()

20. What should the priorities be, in terms of planning for the next twenty years (Please choose your highest priorities, marking the most important as "1", with the next most important as "2", etc., for up to five priorities):

- () More bridges across the Salinas River
- () Better Streets (repair/maintenance/widening)
- () Parks and Recreation Facilities
- () Open Space Preservation
- () Preservation of air quality
- () Downtown Redevelopment
- () Regional shopping (department stores)
- () Airport expansion (commuter/cargo service)
- () Business and Industry expansion
- () Expansion of employment opportunities
- () Beautification of the City
- () Preservation of agriculture within City
- () Bus service
- () Bicycle Lanes (separate from street)
- () Library facilities
- () _____
- () _____
- () _____

21. Would you support a growth management program, based on management of resources, permitting development only if and when adequate resources are available? (Resources to be managed would include adequate streets, bridges, air quality, fire fighters, police, sewer, water, and other City facilities and services):

- () Yes
- () No
- () No Opinion

Comments: _____

22. What comments or concerns do you have regarding Paso Robles over the next 20 years that can be addressed in the new General Plan? What needs to be done to improve living, working or shopping conditions in Paso Robles?

23. Did you attend any of the four General Plan workshops?

- Yes
 No

24. Did you find the workshops helpful to your understanding of the alternatives being considered for the new General Plan?

- Yes
 No

25. Other Comments:

THANKS FOR YOUR TIME, EFFORT, AND INTEREST IN PLANNING FOR THE FUTURE OF PASO ROBLES!

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COUNTY DEVELOPMENT

LOCAL AGENCY FORMATION COMMISSION
SAN LUIS OBISPO COUNTY

SPHERE OF INFLUENCE POLICIES AND CRITERIA

I

AUTHORITY

Under the Cortese-Knox (Government Code Section 56000 et seq.) are the following statements:

1. "Among the purposes of a local agency formation commission are the discouragement of urban sprawl and the encouragement of the orderly formation and development of local governmental agencies based upon local conditions and circumstances. One of the objects of the local agency formation commission is to make studies and to obtain and furnish information which will contribute to the logical and reasonable development of local governmental agencies so as to advantageously provide for the present and future needs of each county and its communities...."

"In order to carry out its purposes and responsibilities for planning and shaping the logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its communities, the local agency formation commission shall develop and determine the sphere of influence of each governmental agency within the county. As used in this section "sphere of influence" means a plan for the probable physical boundaries and service area of a local governmental agency. In determining the sphere of influence of each local governmental agency the commission shall consider and prepare a written statement of its determinations with respect to each of the following:

- a. The present and planned land uses in the area, including agricultural and open space lands.
 - b. The present and probable need for public facilities and services in the area.
 - c. The present capacity of public facilities and the adequacy of public services which the agency provides or is authorized to provide.
 - d. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency."
3. "Upon determination of a sphere of influence, the commission shall adopt such sphere, and shall periodically review and update the adopted spheres of influence."
 4. "The commission may recommend governmental reorganizations to particular agencies in the county, using the spheres of influence as the basis for such recommendations."

Attachment #4

15-14

II

DEFINITIONS

1. Agricultural lands: Land used for the purpose of producing an agricultural commodity for commercial purposes. (Government Code Section 56016)
2. Agricultural preserve: Lands subject to an existing land conservation agreement established pursuant to the California Land Conservation Act of 1965. (the Williamson Act, Government Code Section 51200 et seq.)
3. County: County of San Luis Obispo
4. Local governmental agency: County, city or special district.
5. LAFCO: San Luis Obispo Local Agency Formation Commission.
6. Open space lands: Parcel or area of land or water which is essentially unimproved and devoted to open space use as defined in Government Code Section 65560.
7. Prime agricultural land: Land which qualifies for rating as Class I or II in the United States Soil Conservation land use capacity classifications; land which qualifies for rating 80-100 in the Storie Index Rating.
8. Sphere of influence: A plan for the probable physical boundaries and service area of a local agency. The area around a local agency within which territory is eligible for annexation and the extension of urban services within a twenty year period.
9. Sphere of service: The area around a local agency within which territory is eligible for annexation and the extension of urban services within a zero to ten year period.
10. Urban services: Services including, but not limited to, police, structural fire protection, non-agricultural water, sewer, drainage, street lighting, streets and roads.
11. Urban service area: Developed, undeveloped, or agricultural land, either incorporated or unincorporated, within a city's sphere of influence, which is currently served by existing urban facilities, utilities, and services or is proposed to be served by urban facilities, utilities, and services in the first five years of a city's adopted capital improvement program.

III

STATEMENTS OF INTENT

- 1 LAFCO intends that its sphere of service and sphere of influence determinations will serve as a master plan for the future organization of local government within the county. The spheres shall be used to discourage urban sprawl and the proliferation of local governmental agencies, and to encourage efficiency, economy and orderly changes in local government.

2. The sphere of service and sphere of influence lines shall be a declaration of policy which shall be a primary guide to LAFCO in the decision on any proposal under its jurisdiction. Every determination made by the Commission shall be consistent with the spheres of influence of the agencies affected by those determinations.
3. No proposal which is inconsistent with an agency's adopted sphere of influence and/or sphere of service shall be approved until the Commission, at a noticed public hearing, has considered an amendment or revision to that agency's sphere of service or sphere of influence.
4. The adopted sphere of service and sphere of influence shall reflect city and county general plans, growth management policies, annexation policies, resource management policies, and any other policies related to ultimate boundary and service area of an affected agency unless those plans or policies conflict with the legislative intent of the Cortese-Knox (Government Code Section 56000 et seq.).

Where inconsistencies between plans exist, LAFCO shall rely upon that plan which most closely follows the legislature's directive to discourage urban sprawl, direct development away from prime agricultural land and open-space lands, and encourage the orderly formation and development of local governmental agencies based upon local conditions and circumstances.

IV

GUIDELINES

1. LAFCO will designate a sphere of influence line for each local agency that represents the agency's probable physical boundary and includes territory eligible for annexation and the extension of that agency's services within a zero to twenty year period. LAFCO may also designate a sphere of service line for a local agency which represents the agency's short-term growth area. Areas within an adopted sphere of service shall be eligible for annexation and extension of urban services within a zero to ten year period.
2. Territory between an adopted sphere of service and sphere of influence of an agency shall be considered a transition area, anticipated to need and receive the agency's services within ten to twenty years. To preclude urban sprawl within an adopted sphere of influence, transition areas shall not be considered eligible for annexation and urban services within ten years.
3. LAFCO shall consider the following factors in determining an agency's sphere of service and sphere of influence.
 - a. Present and future need for agency services and the service levels specified for the subject area in applicable general plans, growth management plans, annexation policies, resource management plans, and any other plans or policies related to an agency's ultimate boundary and service area.
 - b. Capability of the local agency to provide needed services, taking into account evidence of resource capacity sufficient to provide for internal needs and urban expansion.

- c. The existence of agricultural preserves, agricultural lands and open space lands in the area and the effect that inclusion within a sphere of influence shall have on the physical and economic integrity of maintaining the land in non-urban use.
 - d. Present and future cost and adequacy of services anticipated to be extended within the sphere of influence.
 - e. Present and projected population growth, population densities, land uses, land area, ownership patterns, assessed valuations, and proximity to other populated areas.
 - f. The agency's capital improvement or other plans that delineate planned facility expansions and the timing of that expansion.
 - g. Social or economic communities of interest in the area.
4. LAFCO may adopt a zero sphere of influence encompassing no territory for an agency. This occurs where LAFCO determines that the public service functions of the agency are either non-existent, no longer needed, or should be reallocated to some other agency of government. The local agency which has been assigned a zero sphere of influence should ultimately be dissolved.
5. Territory not in need of urban services, including open space, agriculture, recreational, rural lands or residential rural areas, shall not be assigned to an agency's sphere of influence, unless the area's exclusion would impede the planned, orderly and efficient development of the area.
6. LAFCO may adopt a sphere of service and sphere of influence that excludes territory currently within that agency's boundaries. This occurs where LAFCO determines that the territory consists of agricultural lands, open space lands, or agricultural preserves whose preservation would be jeopardized by inclusion within an agency's sphere of influence. Exclusion of these areas from an agency's sphere of influence indicates that detachment is appropriate.
7. Where an area could be assigned to the sphere of influence of more than one agency providing a particular needed service, the following hierarchy shall apply dependent upon ability to service.
 - a. Inclusion within a city sphere of influence.
 - b. Inclusion within a multi-purpose district sphere of influence.
 - c. Inclusion within a single-purpose district sphere of influence.

In deciding which of two or more equally-ranked agencies shall include an area within its sphere of influence, LAFCO shall consider the agencies' service and financial capabilities, social and economic interdependencies, topographic factors, and the effect that eventual service extension will have on adjacent agencies.

8. Sphere of influence boundaries shall not create islands or corridors unless it can be demonstrated that the irregular boundaries represent the most logical and orderly service area of an agency.

9. Non-adjacent, publicly-owned properties and facilities used for urban purposes may be included within that public agency's sphere of influence if eventual annexation would provide an overall benefit to agency residents.
10. At the time of adoption of a city sphere of influence, LAFCO may develop in cooperation with the city and adopt an Urban Service Area Boundary pursuant to policies adopted by the Commission in accordance with Government Code Section 56080. LAFCO shall not consider any area for inclusion within an Urban Service Area Boundary that is not addressed in the general plan of the affected city, or is not proposed to be served by urban facilities, utilities, and services within the first five years of the affected city's capital improvement program.
11. LAFCO shall review sphere of service and sphere of influence determinations every five years or when deemed necessary by the Commission. If a local agency or the county desires amendment or revision of an adopted sphere of influence, the local agency by resolution may file such a request with the Executive Officer. Any local agency or county making such a request shall reimburse the Commission for the actual and direct costs incurred by the Commission. The Commission may waive such reimbursement if it finds that the request may be considered as part of its periodic review of spheres of influence.
12. LAFCO shall adopt, amend or revise sphere of service or sphere of influence determinations following the procedural steps set forth in the Cortese-Knox, Government Code Section 56000 et seq.

Adopted April 1985
Technical Corrections January 1996

disk #2/sphere.pol

Paso Robles Sphere of Influence

Basis for Up-Date Request

- Section 56000 of the California Government Code states that "...the commission shall adopt such sphere, and shall periodically review and update the adopted sphere of influence."
- It has been over a decade since the last formal up-date of the City's Sphere of Influence.
- By definition from LAFCO's policies and criteria, a Sphere of Influence is "*A plan for the probable physical boundaries and service area of a local agency. The area around a local agency within which territory is eligible for annexation and the extension of urban services within a twenty year period.*"
- The current Paso Robles Land Use Element is designed to address patterns of growth and development through the year 2010.
- Further, the current infrastructure capacities and capital improvement programs are focused on the population and service demands associated with the City in the year 2010.
- The City of Paso Robles intends to up-date its General Plan, focusing on the next twenty year period (2000-2020).
- A key component to the General Plan up-date is the programming of infrastructure and capital improvements necessary to service the General Plan area.
- For that reason, it is important to the City's General Plan up-date effort to identify the probable physical boundaries of the City of Paso Robles in the year 2020.

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General Plan Up-Date Policy Issues

Geographic Scope of the General Plan up-date; the options include:

1. Base on the Sphere of Influence Boundaries to be established by LAFCO; or
2. Base on the Planning Impact Area (PIA) reflected in the 1991 General Plan; or
3. Base on revisions to the PIA; or
4. Limit the geographic scope to the current City boundaries plus the current Sphere of Influence.

Which of the 7 required General Plan Elements to Up-Date; the options include:

1. Up-date the Land Use and Circulation Elements as was done in 1991, defer work on the Open Space, Conservation and other elements until a later date; or
2. Up-date the Land Use and Circulation Elements, along with the Open Space and Conservation Elements that have not been worked on since the 1970s; or
3. Up-date all seven required General Plan Elements; or
4. Up-date all seven required General Plan Elements, plus the optional Parks & Recreation Element that was last worked on in 1988.

Market Study: whether or not to up-date the 1989 market study by Nudelman + Associates; options:

1. Proceed without any further market studies at this time, based on the assumption that there are no basic geographic issues that need to be addressed (the regional commercial and auto center sites are established in the General Plan, and the locations for destination resorts and conference facilities will be determined by responding to market demand); or
2. Seek marketing consultant assistance to evaluate the appropriate amount / proportions of General Plan and/or Zoning designations; (for example, the Economic Development Task Force has recommended one or more additional regional commercial land use designations - - in light of the amount of regional commercial development that has been approved and is yet to be constructed, is there a need to create more at this time; should the City consider alternatives to the amount of vacant C-3 zoning?)

Citizen Involvement in Formulating Policy Recommendations; options include:

1. Utilize a Citizen Involvement Questionnaire similar to the one sent to all residents of Paso Robles as part of the 1991 General Plan up-date; or
2. Do a statistical sample of public opinion regarding Growth and Development related issues; or
3. Appoint a “blue ribbon” committee, reflecting a cross-section of the Paso Robles community to provide input on the General Plan process / make recommendations for City Council consideration. The Committee could include representatives of the Planning Commission, Project Area Committee, Chamber of Commerce, and others; or
4. Utilize the input and recommendations of existing policy bodies (Planning Commission, PAC, Chamber, etc.) as the primary source of policy recommendations.

Citizen Involvement in Selecting Among Policy Options:

1. Arrange for a series of city-wide public workshops, inviting the citizens of Paso Robles and other interested persons to provide direct input on the policy options that are under consideration; or
2. Utilize a formal public workshop and public hearing process to elicit input on policy options.

Goals Program:

One of the first steps in the 1991 General Plan up-date process was the establishment of the basic Goals and Objectives. The Goals and Objectives were established by the City Council as the part of a public workshop process. Once the goals were established, the General Plan content was designed to be consistent with these goals. The policy question is whether or not to follow the same pattern as utilized for the 1991 up-date.

Infrastructure Capacity Analysis (a two-step process - options would not apply):

1. As part of the environmental assessment in conjunction with the General Plan up-date, hire one or more a qualified engineers to provide a general evaluation the City’s current infrastructure capacity in relation to the selected geographic scope and community population size, with the intent of identifying major mitigation needs.

2. Once action has been taken on a General Plan up-date, hire qualified engineering firms to update sewer, water, and storm drain master plans, including identification of alternative means to finance necessary infrastructure components.

Circulation Analysis - options would not apply:

Hire a qualified traffic consultant to up-date the City's Circulation Element including preparation of a City-wide traffic model. This work would be within the context of the required environmental assessment pursuant to CEQA.

Preparation of General Plan Elements; the options are:

1. Anticipate that city staff would be responsible for preparation of the actual General Plan Elements; or
2. Seek qualified consultant assistance to prepare the General Plan Up-Date (particularly if the intent is to up-date all of the General Plan elements at the same time).

Environmental Assessment; the options are:

1. Select a specified geographic area and prepare a draft General Plan Up-Date upon which the environmental assessment would focus, thus limiting the scope of environmental studies by a qualified consultant to the impacts and a mitigation program focused on one General Plan scenario plus the alternatives that are required to be considered under the California Environmental Quality Act (CEQA); or
2. Determine to have a qualified consultant prepare an environmental assessment and mitigation program based on two or more full alternative General Plan scenarios, as was done for the 1991 General Plan up-date.

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Process for Up-Dating the General Plan (Also Includes Some Policy Issues)

As previously noted, the City Council would be requested to provide policy direction regarding the following issues:

- Geographic scope of the General Plan Up-Date?
- Which of the General Plan Elements are to be up-dated?
- Is there a need for a new or supplemented Market Study?
- What role will citizens play in formulating policy alternatives?
- What role will citizens play in selecting among the policy alternatives?
- How will infrastructure capacity be analyzed?
- What will be the scope of traffic modeling?
- Who will prepare the General Plan Elements?
- What process will be used in terms of environmental assessment?

Based on Council direction regarding the foregoing, and subject to specific City Council direction, the General Plan Up-Date could proceed as follows:

1. Determine the appropriate land uses for all parcels in the General Plan study area;
2. Confirm the Level of Service (LOS) assumptions for vehicular traffic under the General Plan (specifically, does the City wish to maintain LOS "C" as a target, or would LOS "D" be a more realistic and cost-effective choice?). Attached is an illustration from the General Plan that explains LOS.
3. Are there particular changes / constraints to the current adopted Circulation Element that warrant consideration; examples:
 - Reducing the planned width of Union Road from 4 lanes to 2 lanes, as has been discussed by the ad hoc committee that has been evaluating noise impacts along that corridor;
 - Questions have been raised about the financial feasibility of widening North and South River Roads to 4-lane arterial status; if these roads are limited to a 2-lane width, what are the implications for the balance of the circulation system?
 - Reconsidering how best to provide adequate circulation and access to the east side of Paso Robles - - for example, the "Parkway Loop" road that is shown in the current Circulation Element is designed to avoid the need for Creston and Niblick Roads to be 6 lanes wide; a reconfirmation of the need for this arterial road, a reconfirmation that 6-lane arterials are not an acceptable solution to handling traffic demands, and an assessment of other options such as the use of the Charolais Road Bridge and widening of Charolais Road needs to be evaluated.

4. The acres and locations of the various land uses, combined with assumed physical and/or policy constraints will become inputs into creating a traffic model. It is important to note that the Circulation Element is designed to look at traffic impacts and mitigations up to 20 years into the future, based on anticipated land use patterns and intensities. Hence, today's traffic patterns are only part of the total equation.
5. An important part of the Circulation Element is determining thresholds of traffic demand that will trigger the need for specific planned capital improvement projects (for example, the current General Plan calls for the widening of Creston Road to 4 lanes in order to accommodate growth and development; when will the selected Level of Service warrant the street widening to occur?).
6. In the same manner as the Circulation Element responds to the traffic generated by the projected land uses in the General Plan study area, the City needs to evaluate the facility and service demand impact of the land uses. In turn, the mechanism for paying for both facilities and services should be identified. For example, the list of facilities and services would include but not be limited to these sample situations:
 - The City's wastewater treatment facility has a finite capacity to handle a population base of about 35,000 residents. Related policy issues:
 - a. It is presumed that the City will reserve treatment capacity to serve land within the City boundaries before making new commitments to serve areas outside the existing City boundaries;
 - b. If densities are to increase within the existing City boundaries, or additional geographic areas are to be added that would create a projected demand that would exceed the City's ability to serve, how will the next increment of treatment capacity be funded and when would that construction start in order to avoid insufficient capacity being a constraint on development?
 - Sewer trunk line capacities would need to be addressed
 - The adequacy of park facilities is a policy issue.
 - Are there needs for additional public safety facilities?
 - Etc., regarding water, storm drains, and all other facilities and services that are impacted by growth and development.
7. Significant changes to land use and circulation patterns will impact the Noise Element of the General Plan, making an up-date of that element necessary. The noise element studies would need to be performed by a qualified consultant.

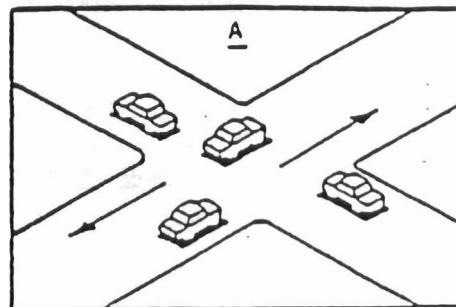
8. The clearer the proposed land use plan, and the more information that the City can provide in terms of assessing impacts and identifying potential mitigation measures, the quicker and cheaper the consultant can prepare the General Plan EIR.

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TABLE CE-2: LEVEL OF SERVICE CONCEPT

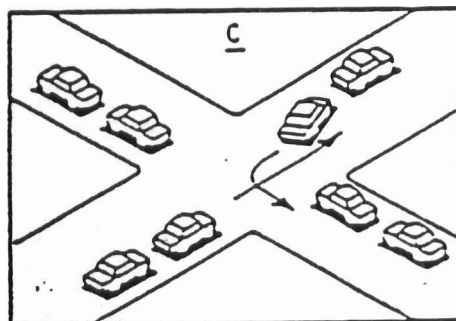
Level of Service A

1. Free flow conditions
2. Individual users are virtually unaffected by the presence of others in the traffic stream



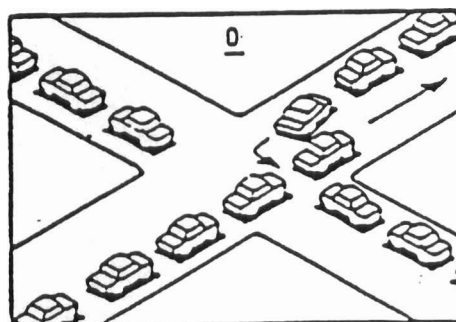
Level of Service B

1. Stable traffic flow
2. Freedom to select desired speeds is relatively unaffected, but there is a slight decline in the freedom to maneuver



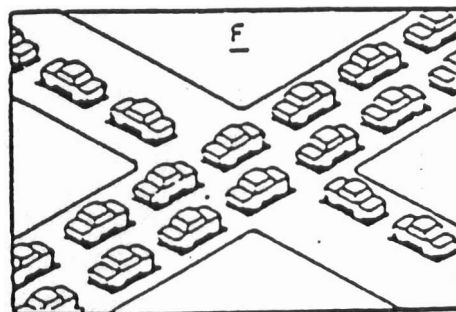
Level of Service C

1. Stable and acceptable flow but speed and maneuverability somewhat restricted due to higher volumes
2. Operation of individual users becomes significantly affected by the presence of others



Level of Service D

1. High density but stable flow
2. Driver experiences a generally poor level of comfort and convenience
3. Small increases in traffic flow will cause operational problems
4. Maneuverability restricted



Level of Service E

1. Speeds reduced to low, but relatively uniform value
2. Freedom to maneuver is extremely difficult, frustration is high
3. Volume at or near capacity
4. Unstable flow

Level of Service F

1. Forced or breakdown flow conditions
2. Stoppage for long periods due to congestion
3. Volumes drop to zero in extreme cases