



Solano Local Agency Formation Commission

675 Texas St. Ste. 6700 • Fairfield, California 94533
(707) 439-3897 • FAX: (707) 438-1788

Staff Report

DATE: June 10, 2019

TO: Local Agency Formation Commission

FROM: LAFCO Policy Committee, Commissioners: Price, Shopay, and Alt. Commissioner Thomson

SUBJECT: **Proposed Amendment to Standard Number 7: Establishing Proposal Boundaries, Map and Geographic Description Requirements, and Other Map Exhibit Requirements**

Background:

The legislative purpose of the Cortese-Knox-Hertzberg (“CKH”) Act is to vest the LAFCO with substantial “authority and discretion” to review proposals in keeping with specific local purposes. The Legislature, through CKH, empowered LAFCOs to adopt written standards for the evaluation of proposals including definitions consistent with State law per CA Government Code Section 56375(g). The Standards adopted by Solano LAFCO are to be seen as guidelines against which to measure the appropriate and correctness of a proposal. Standard Number Seven (7) is the Commission’s policy/guidelines related to establishing logical boundaries.

The Work Plan for FY ‘18/19 and FY ‘19/20 identify the need to update the Commission’s adopted Policies and Standards. Approximately one year ago, LAFCO reached out to the Solano Planning Directors to establish the Policies and Standards Work Group (“Work Group”) to serve as advisors to the Solano LAFCO Policy Committee. The Work Group is comprised of LAFCO staff and community development directors and planners from the cities of Dixon, Fairfield, and Vacaville.

The Work Group identified that Standard Number 7 involves critical elements common to all proposals. These elements included: logical boundaries; service responsibilities, and; mapping requirements. After review and analysis, as well as the County Surveyor’s participation regarding mapping and geographic description requirements, the Work Group developed recommended amendments to Standard Number 7.

The LAFCO Policy Committee, comprised of Commissioners Price and Shopay, and Alternate Commissioner Thomson, received the Work Group’s proposed amendments

Commissioners

Jim Spering, Chair • Nancy Shopay, Vice-Chair • Harry Price • Ron Rowlett • John Vasquez

Alternate Commissioners

Ron Kott • Shawn Smith • Skip Thomson

Staff

Rich Seithel, Executive Officer • Michelle McIntyre, Sr. Analyst • P. Scott Browne, Legal Counsel

at the June 3, Policy Committee meeting and approved the Standard Number 7 amendments.

Discussion:

Boundaries are elemental to LAFCO. As such, Standard Number 7, the Commission's policy related to establishing logical boundaries, is important in conveying Solano LAFCO's perspective and requirements on boundary issues. In recognition of this importance, the work Group is recommending amending Standard Number 7. The proposed amendments are intended to:

1. Improve the organization of the information;
2. Clean-up language;
3. Provide clarity and descriptive substance to island determination standards;
4. Strengthen emphasis on service responsibilities: e.g. public safety and road maintenance;
5. Call attention to the importance of LAFCO's "Prime Ag/Soil-Type" definition and mapping requirements, and;
6. Clarify and memorialize map and geographic description requirements.

The Solano LAFCO Policy Committee approved the proposed amendments at their June 3 meeting.

It is also important to note that LAFCO standards are subject to CEQA. Amending Standard 7 is a project per Section 15378, however; amending Standard 7 is exempt from further environmental review because there is no possibility that amending Standard 7 may have a significant environmental effect per Section 15061. Therefore, the Commission may file a Notice of Exemption per Section 15062.

Recommendation:

The Committee recommends the Commission ADOPT the proposed amendments to Standard Number 7 and DIRECT the Executive Officer to file a Notice of Exemption.

Attachments:

- A – Standard Number 7 as Proposed
- B – Working copy of Standard Number 7 (Redlined/Strikethrough)
- C – Current Standard Number 7

STANDARD NO. 7: ESTABLISHING PROPOSAL BOUNDARIES, MAP AND GEOGRAPHIC DESCRIPTION REQUIREMENTS, OTHER REQUIRED MAP EXHIBITS

Explanation and Discussion

This Standard sets forth guidelines for establishing the boundaries of proposals. The Legislature has delegated the authority to determine the boundary of any proposal to local LAFCOs. The purpose of this Standard is to assure planned, orderly, and efficient patterns of urban growth by when possible, avoid: annexing or detaching portions of parcels, avoid conditions that would make the annexation of adjacent parcels difficult at a later date, and avoid excluding parcels that are necessary to promote efficient patterns of urban growth. Inconsistencies with any of these requirements need to be thoroughly explained and justified.

ESTABLISHING PROPOSAL BOUNDARIES

City Proposals:

Solano LAFCO shall consider the following as factors favorable to approval of a city change of organization or reorganization:

- A. The proposal would not: create islands, irregular, or illogical configuration of city limits.
 - 1) Whether unincorporated territory is an “island,” or “entire island,” or “entire unincorporated island,” or “part of a larger island,” or “surrounded,” or “substantially surrounded,” or “irregular,” or “illogical configuration” are determinations to be made by the Commission on a case by case basis, based on the evidence before it at the time those determinations are made.
 - 2) A small island of unincorporated territory that is connected to and an integral or essential part of a large unincorporated island is not an entire island and may not be annexed to a city without a protest proceeding under Government Code section 56375.3(a).
 - 3) A small island of unincorporated territory that is connected to, but not an integral or essential part of a large island, may be determined by the Commission to be an entire island or an entire unincorporated island under Government Code section 56375.3(b).
- B. Cities shall annex entire street sections whenever possible. “Half-width” streets where the city boundary is located on the centerline of the thoroughfare area are not permitted.

- 1) When streets are used as a boundary for an annexation, the annexation proposal shall be designed to include a continuous section of roadway as far as possible and sufficient in length to provide single-agency jurisdiction for maintenance and law enforcement of the street.
- 2) When a proposal is adjacent to existing short segments of county road(s), annexation of said short segments will be required to provide single-agency jurisdiction for maintenance and law enforcement of the street.

C. Other favorable factors for city annexations:

- 1) The proposal is consistent with development approvals required under Standard No. 5.
- 2) The area will be urban within ten years consistent with the provisions under Standard No. 8.
- 3) The proposal area is adjacent to the city's boundary, within the city's sphere of influence, and adjacent to existing municipal services resulting in a logical extension of city growth.

District Proposals:

Solano LAFCO shall consider the following as factors favorable to approval of a district change of organization or reorganization:

- A. The proposal would not create irregular or illogical configuration of existing district(s) boundaries.
- B. The proposal considers the effect on adjacent incorporated and/or unincorporated communities of interest.
- C. The proposal considers and identifies the financial effects to the subject agency(ies).¹

¹ An example is a proposed detachment from the Solano Irrigation District where the property involved is a party to the indebtedness of Monticello Dam and its irrigation facilities. In such an event, LAFCO shall impose detachment fees in accordance with a formula agreed upon with SID (or other district in a similar situation) to assure equity in meeting financial obligations of the district.

MAP AND GEOGRAPHIC DESCRIPTION REQUIREMENTS:

LAFCO requires a sound boundary description that is acceptable to the Solano County Surveyor and the California State Board of Equalization. The map and geographic description of the proposal area shall meet the requirements set forth in Attachment A to Standard 7.

OTHER REQUIRED MAP EXHIBITS:

1. A map exhibit showing the relationship of the proposal area to an adjacent city and its sphere of influence.
2. A map exhibit showing the relationship of the proposal area to an adjacent affected special district(s) and their sphere of influence(s).
3. A map exhibit of nearby properties showing lands under Williamson Act contracts.
4. A map exhibit of the proposal area identifying soil types using the US Department of Agriculture symbols.

STANDARD 7 ATTACHMENT A

SOLANO LAFCO MAP & GEOGRAPHIC DESCRIPTION REQUIREMENTS

GENERAL: LAFCO requires a map and geographic description that is acceptable to the Solano County Surveyor and the California State Board of Equalization (BOE).

WHO CAN PREPARE: Maps and geographic descriptions may be prepared by any person or firm which holds a current and valid State of California license as a Registered Surveyor or Registered Civil Engineer (with a number 33965 or lower).

REVIEW REQUIREMENT: Map and geographic descriptions must be reviewed for form, content, and accuracy. Prior to preparation, please contact LAFCO if the engineer or surveyor has not previously prepared a map and geographic description for LAFCO. All map and geographic descriptions will have to be reviewed and the final must be stamped and signed by the County of Solano Surveyor.

GUIDELINES: All proposed city annexation boundaries should tie into existing city boundary. For district proposals, proposed boundaries should tie into an existing district boundary whenever possible. LAFCO staff can provide information on existing boundaries. The map and geographic description should be in agreement with each other and should independently convey the intended action(s).

COVER SHEET REQUIREMENTS:

- Title
 - "Exhibit A"
 - Project No. (as designated by LAFCO)
 - Project Name (as named by LAFCO)
 - Number of pages by exhibit identified.
- Wet signature and seal: The cover sheet, map, and geographic description must be signed and stamped by either a licensed surveyor or a registered civil engineer holding a license number 33965 or lower.
- Area for County Surveyor's signature, seal, and date.
- Area for LAFCO Executive Officer signature and date approved.
- Include the following statement: "This description and exhibit of the (insert name of project) boundary, it is not a legal property description as defined in the Subdivision Map Act and may not be used as a basis for an offer for sale of the land described. It is for assessment purposes only."

GEOGRAPHICAL DESCRIPTION REQUIREMENTS:

- Heading with "Exhibit A," project number, project name, number of pages.
- Include township and range, section number(s), or rancho(s).
- The point of beginning must reference a known major geographic position (for city annexations to an existing city boundary, for district proposals to an existing district when possible or to section corners or street centerline intersections when necessary)
- Do not write descriptions in one endless paragraph.

- Do not write descriptions in all capitals.
- Courses called from, along, and to the annexation boundary.
- State all courses required to close the traverse of the project area.
- Express specific parcel description in sectionalized land (e.g., “The SW ¼ of Section 22, T1N, R1W”) or by metes and bounds. If by metes and bounds, all courses shall be numbered and listed individually in a **consistent clockwise direction**.
- For curves, list delta, arc length, chord, and radius, include radial bearings for all points of non-tangency. All elements required.
- Wet signature and seal

MAP REQUIREMENTS:

- Heading with “Exhibit A,” project number, project name, number of pages.
- Property description (A portion of the ___¼ of Section___, T. ___N., R. ___E., M.D.M., and/or rancho, and optional: Lot, Tract, Map Name and Recorded Book, and Page)
- City, County, and State
- Month and Year
- No un-necessary data shown on map.
- All data on 8½”x11” Exhibit readable (½” border all around)
- Include a vicinity map and show the location of the project area in relationship to a larger geographic area that includes major streets and highways and other physical features.
- Include a scale and north arrow.
- Show and identify any portion of an existing district boundary in close proximity to the project area.
- Clearly show the **point of beginning** and it must match the geographic description.
- Line Type (New-solid and most predominant line, road/easements-dashed, others-broken) (all lines in black ink and cannot exceed 1.5 millimeter in width)
- Clearly show all existing streets, roads, and highways with their current names that are within and adjacent to the project area.
- Indicate each township and range, section lines and numbers, or ranchos that are in proximity of the project area.
- All dimensions needed to plot the boundaries must be given on the map of the project area. Each map shall have numbered courses matching the written geographic description. Index tables may be utilized.
- All parcels within the project area that touch the new boundary shall be clearly labeled with the assessor’s parcel number. Interior parcels that do not touch the boundary need not be identified on the map.
- If more than one map sheet is needed, provide a key map giving the relationship of all sheets. Match lines between adjoining sheets must be used. The geography on adjoining sheets may overlap, the project boundaries must stop at the match lines.
- Wet signature and seal

STANDARD NO. 7: ESTABLISHING PROPOSAL BOUNDARIES, MAP AND GEOGRAPHIC DESCRIPTION REQUIREMENTS, OTHER REQUIRED MAP EXHIBITS

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RELATIONSHIP TO ESTABLISHED BOUNDARIES, STREETS AND ROADS, LINES OF ASSESSMENT, REMAINING UNINCORPORATED TERRITORY; PROXIMITY TO OTHER POPULATED AREAS; ASSESSED VALUATION

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Explanation and Discussion

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This Standard sets forth guidelines for establishing the boundaries of proposals. The Legislature has delegated to local LAFCOs the authority to determine the boundary of any proposal to local LAFCOs. LAFCO shall, where possible, avoid irregularities and overlapping of established boundaries in proposals for change of organization or reorganization which would otherwise create problems for taxing districts, including the loss of tax revenues required for district operation. The purpose of this Standard is to assure planned, and orderly, and efficient patterns of urban growth by avoiding, when possible: avoid annexing or detaching portions of parcels, avoiding conditions that would make the annexation of adjacent parcels difficult at a later date, and avoid excluding parcels that are necessary to promote efficient patterns of urban growth. Inconsistencies with any of these requirements need to be thoroughly explained and justified.

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~~City boundaries at County roads and city streets shall be delineated to provide an orderly division of road maintenance, and law enforcement responsibilities between cities and counties.~~

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ESTABLISHING PROPOSAL BOUNDARIES

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City Proposals:

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Solano LAFCO shall consider the following as factors favorable to approval of a city change of organization or reorganization:

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A. a. The proposal would not: create islands, near-islands, or irregular, and/or illogical configuration of existing city limits or would not create irregular and/or illogical configuration of existing district boundaries.

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1) Whether unincorporated territory is an "island," or "entire island," or "entire unincorporated island," or "part of a larger island," or "surrounded," or "substantially surrounded," or "irregular," or "illogical configuration" are determinations to be made by the Commission, on a case by case basis, based on the evidence before it at the time those determinations are made.

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2) A small island of unincorporated territory that is connected to and an integral or essential part of a large unincorporated island is not an entire island and may not

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be annexed to a city without a protest proceeding under Government Code section 56375.3(a).

3) A small island of unincorporated territory that is connected to, but not an integral or essential part of a large island, may be determined by the Commission to be an entire island or an entire unincorporated island under Government Code section 56375.3(b).

~~b. The boundaries of the proposal include appropriate areas and are otherwise properly drawn.~~

B. Cities shall annex entire street sections whenever possible. Generally, "half-width" streets where the city boundary is located on the centerline of the thoroughfare area are not permitted. (I would strengthen this sentence. "Generally" and "not permitted" conflict...unless you mean to allow an out/variation.)

1) When streets are used as a boundary for an annexation, the annexation proposal shall be designed to include a continuous section of roadway as far as possible and sufficient in length to provide single-agency jurisdiction for maintenance and law enforcement of the street.

2) When a proposal is adjacent to existing short segments of county road(s), annexation of said short segments will be required to provide single-agency jurisdiction for maintenance and law enforcement of the street.

~~Ce. Other favorable factors fFor city annexations:, the proposed area has total population and/or development density requiring municipal or urban type services; or, if not presently urban in character~~

1) The proposal is consistent with development approvals required under Standard No. 5, required under Standard No. 5

2) , it is expected that the area will be urban within ten years, consistent with the provisions under Standard No. 8.

The proposal area is adjacent to the city's boundary and existing municipal services resulting in a logical extension of city growth.

(Should this section also include reference to MSR/growth plans and General Plans?)

3) d. The proposed area is in close proximity to the development portion of the city and would be a logical extension of city growth.

District Proposals:

Solano LAFCO shall consider the following as factors favorable to approval of a district change of organization or reorganization:

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- A. The proposal would not create irregular or illogical configuration of existing district(s) boundaries.
- B. The proposal considers the effect on adjacent incorporated and/or unincorporated communities of interest.
- C. The proposal considers and identifies the financial effects to the subject agency(ies).¹

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Such factors include, but are not limited to: capacity to provide proposed service, land area and land-use; adjacent incorporated and unincorporated communities, and; financial capacity. The purpose of this Standard is to avoid irregularities and overlapping of established boundaries which otherwise would create problems for taxing districts, including the loss of tax revenues required for district operations. Other purposes are to avoid, where possible, irregularity in the shape of remaining parcels, to avoid conditions which would make the annexation of adjacent parcels difficult at a later date, and to avoid the exclusion of parcels which are necessary to assure a planned, orderly efficient pattern of urban growth.

MAP AND GEOGRAPHIC DESCRIPTION REQUIREMENTS:

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An example is a proposed detachment from the Solano Irrigation District where the property involved is a party to the indebtedness of Monticello Dam and its irrigation facilities. In such an event, LAFCO should continue to impose detachment fees in accordance with a formula agreed upon with SID (or other district in a similar situation) to assure equity in meeting financial obligations of the district. Other purposes are to avoid, where possible, irregularity in the shape of remaining parcels, to avoid conditions which would make the annexation of adjacent parcels difficult at a later date, and to avoid the exclusion of parcels which are necessary to assure a planned, orderly efficient pattern of urban growth. City boundaries at County roads and city streets shall be delineated to provide an orderly division of road maintenance, and law enforcement responsibilities between cities and counties.

The required mapping is to be used to determine the geographic implications of the proposed annexation boundaries. Mapping and other locational information helps

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¹ An example is a proposed detachment from the Solano Irrigation District where the property involved is a party to the indebtedness of Monticello Dam and its irrigation facilities. In such an event, LAFCO shall impose detachment fees in accordance with a formula agreed upon with SID (or other district in a similar situation) to assure equity in meeting financial obligations of the district.

determine the potential for conflicts and leads to an early determination of problem areas. The requirement for a project description and maps showing locations of existing roadways and other public facilities helps identify the number of agencies involved and possible concerns. LAFCO requires a sound boundary description that is acceptable to the Solano County Surveyor and the California State Board of Equalization. The map and geographic description of the proposal area shall meet the requirements set forth in Attachment A to Standard 7.

The description shall follow established ownership boundaries and road rights-of-way where feasible.

Documentation shall be submitted indicating reasons for not adhering to this requirement.

Boundaries shall not be drawn so as to create an island, corridor, or strip either with the proposed territory or immediately adjacent to it. Where such an island, corridor, or strip is created, documentation shall be submitted indicating reasons for not adhering to this requirement. In the case of City incorporations and annexations, territory shall not be incorporated into, or annexed to a city if as a result of that incorporation or annexation, unincorporated territory is completely surrounded by that city unless the Commission finds pursuant to Section 56375(m) that the application of the restriction would be determined to the orderly development of the community and that the area that would be enclosed by the annexation or incorporation is located that it cannot reasonably be annexed to another city or incorporated as a new city. Such finding shall be based on substantial evidence in the record.

In addition to supporting Standard No. 7, the required documentation also provides important baseline information to be used in other Standards.

OTHER REQUIRED MAP EXHIBITS: Required Documentation

1. A supplemental map exhibit or other information showing the relationship of the proposal area to an adjacent properties, city and its sphere of influence.
2. A map exhibit showing the relationship of the proposal area to an adjacent y limits, and boundaries of affected special district(s) and their sphere of influence(s). A proposal which is adjacent, on, or within 300 feet of any sphere of influence boundary shall show said boundary on a map and label the agency affected. This may also be accomplished by submitting an additional map at a scale sufficient enough to indicate the proposal's relationship with said sphere of influence boundary.
3. A map exhibit of nearby properties showing lands under Williamson Act contracts.
4. A map exhibit of the proposal area identifying soil types using the US Department of Agriculture symbols.

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~~A brief narrative outlining the proposal's consistency with section a. through f. of this standard as set forth in the Discussion and Explanation above. Inconsistencies with any of these requirements need to be thoroughly explained and justified.~~

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~~This standard requires that for changes of organization or reorganization, the application shall include the following information as part of their proposal:~~

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~~1. A map and legal description of the property which meets the requirements set forth in Appendix "E". In preparing the map; and legal description, the following criteria shall be utilized.~~

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~~a. The description shall follow established ownership boundaries and road rights-of-way where feasible.~~

~~Documentation shall be submitted indicating reasons for not adhering to this requirement.~~

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~~b. Boundaries shall not be drawn so as to create an island, corridor, or strip either with the proposed territory or immediately adjacent to it. Where such an island, corridor, or strip is created, documentation shall be submitted indicating reasons for not adhering to this requirement.~~

~~c. In the case of City incorporations and annexations, territory shall not be incorporated into, or annexed to a city if as a result of that incorporation or annexation, unincorporated territory is completely surrounded by that city unless the Commission finds pursuant to Section 56375(m) that the application of the restriction would be determined to the orderly development of the community and that the area that would be enclosed by the annexation or incorporation is located that it cannot reasonably be annexed to another city or incorporated as a new city. Such finding shall be based on substantial evidence in the record.~~

~~d. To the greatest extent possible, boundaries shall follow existing political boundaries, and natural or man-made features such as streams, lakes, natural terrain, railroads, roads and freeways. Where boundaries do not meet this standard, documentation shall be submitted indicating reasons for not adhering to this requirement.~~

~~e. City boundaries at county roads or city streets shall follow road or street right-of-way lines and shall cross streets and roads at right angles. Intersections shall be located entirely within one jurisdiction. City streets or County roads shall be continuous as far as possible "Half-width" streets or roads where the city boundary is located on the centerline of the thoroughfare area are not permitted. City boundaries shall not cross a street/road at an oblique angle and city boundaries shall not divide intersections.~~

~~f. The map and description shall include the area of the annexation in acres or square feet.~~

~~2. A supplemental map or other information showing relationship to adjacent properties, city limits, and boundaries of affected special districts. A proposal which is adjacent, on, or within 300 feet of any sphere of influence boundary shall show said boundary on a map and label the agency affected. This may also be accomplished by submitting an additional map at a scale sufficient enough to indicate the proposal's relationship with said sphere of influence boundary.~~

~~3. A description of land uses and population in the vicinity.~~

~~4. A map of lands in agricultural preserve.~~

~~5. A map showing location of existing roadways, sewer mains and other public facilities.~~

~~6. A description of proposed development and necessary public facilities.~~

~~7. A brief narrative outlining the proposal's consistency with section a. through f. of this standard as set forth in the Discussion and Explanation above. Inconsistencies with any of these requirements need to be thoroughly explained and justified.~~

Comment [M1]: Duplicate, this is in the application

Comment [M2]: Plan for service

STANDARD NO. 7: RELATIONSHIP TO ESTABLISHED BOUNDARIES, STREETS AND ROADS, LINES OF ASSESSMENT, REMAINING UNINCORPORATED TERRITORY; PROXIMITY TO OTHER POPULATED AREAS; ASSESSED VALUATION

Explanation and Discussion

This Standard sets forth guidelines for establishing the boundaries of proposals. LAFCO shall, where possible, avoid irregularities and overlapping of established boundaries in proposals for change of organization or reorganization which would otherwise create problems for taxing districts, including the loss of tax revenues required for district operation. City boundaries at County roads and city streets shall be delineated to provide an orderly division of road maintenance, and law enforcement responsibilities between cities and counties.

LAFCO shall consider the following as factors favorable to approval of a change of organization or reorganization:

- a. The proposal would not create islands, near-islands, or irregular and/or illogical configuration of existing city limits or would not create irregular and/or illogical configuration of existing district boundaries.
- b. The boundaries of the proposal include appropriate areas and are otherwise properly drawn.
- c. For city annexations, the proposed area has total population and/or development density requiring municipal or urban type services; or, if not presently urban in character, consistent with development approvals required under Standard No. 5, it is expected that the area will be urban within ten years consistent with the provisions under Standard No. 8.
- d. The proposed area is in close proximity to the development portion of the city and would be a logical extension of city growth.

The purpose of this Standard is to avoid irregularities and overlapping of established boundaries which otherwise would create problems for taxing districts, including the loss of tax revenues required for district operations. An example is a proposed detachment from the Solano Irrigation District where the property involved is a party to the indebtedness of Monticello Dam and its irrigation facilities. In such an event, LAFCO should continue to impose detachment fees in accordance with a formula agreed upon with SID (or other district in a similar situation) to assure equity in meeting financial obligations of the district. Other purposes are to avoid, where possible, irregularity in the shape of remaining parcels, to avoid conditions which would make the annexation of

adjacent parcels difficult at a later date, and to avoid the exclusion of parcels which are necessary to assure a planned, orderly efficient pattern of urban growth.

The required mapping is to be used to determine the geographic implications of the proposed annexation boundaries. Mapping and other locational information helps determine the potential for conflicts and leads to an early determination of problem areas. The requirement for a project description and maps showing locations of existing roadways and other public facilities helps identify the number of agencies involved and possible concerns.

In addition to supporting Standard No. 7, the required documentation also provides important baseline information to be used in other Standards.

Required Documentation

This standard requires that for changes of organization or reorganization, the application shall include the following information as part of their proposal:

1. A map and legal description of the property which meets the requirements set forth in Appendix "E". In preparing the map; and legal description, the following criteria shall be utilized.
 - a. The description shall follow established ownership boundaries and road rights-of-way where feasible. Documentation shall be submitted indicating reasons for not adhering to this requirement.
 - b. Boundaries shall not be drawn so as to create an island, corridor, or strip either with the proposed territory or immediately adjacent to it. Where such an island, corridor, or strip is created, documentation shall be submitted indicating reasons for not adhering to this requirement.
 - c. In the case of City incorporations and annexations, territory shall not be incorporated into, or annexed to a city if as a result of that incorporation or annexation, unincorporated territory is completely surrounded by that city unless the Commission finds pursuant to Section 56375(m) that the application of the restriction would be determined to the orderly development of the community and that the area that would be enclosed by the annexation or incorporation is to located that it cannot reasonably be annexed to another city or incorporated as a new city. Such finding shall be based on substantial evidence in the record.
 - d. To the greatest extent possible, boundaries shall follow existing political boundaries, and natural or man-made features such as

streams, lakes, natural terrain, railroads, roads and freeways. Where boundaries do not meet this standard, documentation shall be submitted indicating reasons for not adhering to this requirement.

- e. City boundaries at county roads or city streets shall follow road or street right-of-way lines and shall cross streets and roads at right angles. Intersections shall be located entirely within one jurisdiction. City streets or County roads shall be continuous as far as possible “Half-width” streets or roads where the city boundary is located on the centerline of the thoroughfare area are not permitted. City boundaries shall not cross a street/road at an oblique angle and city boundaries shall not divide intersections.
 - f. The map and description shall include the area of the annexation in acres or square feet.
2. A supplemental map or other information showing relationship to adjacent properties, city limits, and boundaries of affected special districts. A proposal which is adjacent, on, or within 300 feet of any sphere of influence boundary shall show said boundary on a map and label the agency affected. This may also be accomplished by submitting an additional map at a scale sufficient enough to indicate the proposal’s relationship with said sphere of influence boundary.
 3. A description of land uses and population in the vicinity.
 4. A map of lands in agricultural preserve.
 5. A map showing location of existing roadways, sewer mains and other public facilities.
 6. A description of proposed development and necessary public facilities.
 7. A brief narrative outlining the proposal’s consistency with section a. through f. of this standard as set-forth in the Discussion and Explanation above. Inconsistencies with any of these requirements need to be thoroughly explained and justified.