

5 CITY OF ANGELS MUNICIPAL SERVICE REVIEW

Calaveras LAFCO is responsible for determining if an agency is reasonably capable of providing needed resources and basic infrastructure to serve areas within its boundaries and, later, within the Sphere of Influence.

LAFCO will take the following actions:

- 1) evaluate the present and long-term infrastructure demands and resources available to the City,
- 2) analyze whether resources and services are, or will be, available at needed levels, and
- 3) determine whether orderly maintenance and expansion of such resources and services are planned to occur in line with increasing demands.

The Municipal Service Review Determinations are required by State Law. They serve the purpose of helping LAFCO to understand the special district or city involved in an annexation, detachment or reorganization proposal.

The determinations are not binding proposals for the special district or city. The determinations are subject to change because the jurisdiction involved is constantly changing, improving or growing. The State requires the MSR to be reviewed every five years, as necessary as part of the SOI update process.

Annexation Policy

The City's annexation policy is detailed in **Section 1.6**.

5.1 Population Growth

Purpose:

To evaluate service needs based on existing and anticipated growth patterns and population projections.

5.1.1 City of Angels Population Growth

From 1990 to 2000, the City of Angels population increased 25 percent. The City's water and wastewater master plans are based on growth projections of 2% annually. This growth rate is fiscally conservative, to ensure expansion and upgrades are not dictated before capital improvement funds derived from development are available. The plans include provisions for monitoring the City's population growth rate and for considering adjustments to the water and wastewater master plans should growth exceed 2%.¹

The Housing Element shows the following population projections:

¹ City of Angels, "Summary: Population Forecast for DRAFT EIR Angels 2020 General Plan", <http://www.angels.gov/docs/populationsummaryangels.pdf>, August 12, 2009.

5.1.2 MSR Determinations on Growth and Population for the City of Angels

- 1-1) The City of Angels needs to continue economic development to balance jobs and housing.
- 1-2) The City has established requirements for future annexations and developments so that developers will pay their fair share of infrastructure development costs.
- 1.3) The City's 2020 population of 3,667 was based upon the 2020 Census. The California Department of Finance projected the City's population to be 3,604 in 2023 and 3,587 in 2024 showing a steady decline.

5.2 Capacity and Infrastructure

Purpose:

To evaluate the infrastructure needs and deficiencies in terms of supply, capacity, condition of facilities and service quality.

5.2.1 City of Angels Infrastructure Background

The City of Angels infrastructure and services have been described earlier in this report.

5.2.2 MSR Determinations Regarding Capacity and Infrastructure for the City of Angels

A. Police Protection

- 2-1) The Police Department should continue to work with the Calaveras County Sheriff Department to coordinate efforts as much as possible in order to keep costs down.
- 2-2) The Angels Camp Police Department provides adequate police protection for the residents and visitors to Angels .
- 2-3) The City has developed a financing plan to accommodate growth by establishing development impact mitigation fees for capital improvements for police protection services.
- 2-4) The City has adopted a level of service based on response times. The City's service goal is a 5-minute response time for emergency responses and a 10-minute response time for non-emergency responses within the City.

B. Fire Protection

- 2-5) The City of Angels Camp has established an ongoing funding source for personnel through the passage of Measure A. This practice should continue.
- 2-6) In the future, the large number of medical calls may require additional training opportunities to include EMT's.
- 2-7) The City has mutual aid agreements with neighboring fire districts and Calfire and an automatic aid agreement with the Altaville Melones, Murphys and San Andreas Fire Protection Districts.
- 2-8) The City should establish a goal to train more EMTs.
- 2-9) Water availability for fire protection is adequate at this time.
- 2-10) The City has developed a financing plan to accommodate growth by establishing impact mitigation development fees for capital improvements for fire protection and EMS services. Impact Mitigation Fees for fire and other services need to be consistently updated.

C. Water Service

- 2-11) New Connection Fees for water service are updated as needed.
- 2-12) There is sufficient source water available to serve the expected population growth based on the City's Water Master Plan and population growth.
- 2-13) The Water Treatment Plant WTP has a permitted capacity of 1,440 gallons per minute (gpm), or 2.0 mgd. The daily flow rate through the WTP in June, July and August averages 1.32 mgd currently serving 1,851 customers. The city has contractual rights for up to 1,600 acre-feet per year (AFY) of water through a series of agreements with PG&E later secured by UWPA.
- 2-14) An update of the City's Water Master Plan is planned.
- 2-15) The City has adopted a Capital Improvements Plan for water service improvements.

D. Wastewater Collection and Treatment

- 2-16) The City of Angels Wastewater Treatment Plant is regulated by the Central Valley Regional Water Quality Control Board.
- 2-17) The City's wastewater treatment facility (WWTP) has a design capacity to 0.60 million gallons per day (average dry weather flow) with a peak flow of 1.9 mgd. Peak influent wet weather flow is 3.1 mgd.

- 2-18 The City's WWTP is regulated by the California Regional Water Quality Control Board (RWQCB) Waste Discharge Requirements (WDRs) Order No. 98-110, dated April 17, 1998. The City also has a National Pollution Discharge Elimination Permit (NPDES)
- 2-19 The City's Wastewater Master Plan estimates that for every 0.2mgd of increased capacity approximately 1,300 new residential connections could be served. The City of Angels serves 1,761 wastewater customers.
- 2-20 The City has adopted a Capital Improvements Plan for wastewater service improvements.
- 2-21) New Connection Fees for sewer service are updated as needed.

E. Streets and Roads

- 2-22) The City provides for adequate maintenance of streets and roads.
- 2-23) The City should work closely with Caltrans to be sure that the State Routes within the City are properly maintained.
- 2-24) The City has acceptable Levels of Service (LOS) at this time. Large new developments should be required to have traffic studies, to address vehicle miles traveled and potential safety issues.

F. Park and Recreation Services

- 2-25) The City will continue to provide park and recreation services for the larger Angels Camp area (for people within the City, the County and visitors).
- 2-26) The City supports a museum and Visitors Bureau and provides traditional park services.
- 2-27) With the expansion of the Utica Park, the level of service for parks in the City of Angels is 2.39 acres of park lands per 1,000 population exceeding the government standard. The standard in the government code provides for a standard of 3 to 5 acres per 1,000 population.
- 2-28) The city adopted Park Impact Mitigation Fees to assist in funding of park lands/

G. Street Lighting Services

- 2-29) The City requires street lighting as part of the development process and manages its street lights as one of the functions of the City's Department of Public Works. Street lights are continuously maintained by PG&E. Maintenance Costs are billed to the City's Public Works Department and recovered through assessments.
- 2-30) The City's street lighting system consists of 130 streetlights and 32 streetlights located within the Greenhorn Creek Subdivision.

5.3 Financial Ability

Purpose:

To evaluate factors that affect the financing of needed improvements and to identify practices or opportunities that may help eliminate unnecessary costs without decreasing service levels.

LAFCO should consider the ability of the City to pay for improvements or services associated with annexed sites. This planning can begin at the Sphere of Influence stage by identifying what opportunities there are to identify infrastructure and maintenance needs associated with future annexation and development, and identifying limitations on financing such improvements, as well as the opportunities that exist to construct and maintain those improvements.

LAFCO should consider the relative burden of new annexations to the community when it comes to its ability to provide public safety and administrative services, as well as capital maintenance and replacements required as a result of expanding City boundaries.

Rate restructuring may be forced by shortfalls in funding, but the process may also reflect changing goals and views of economic justice or fairness within the community. LAFCO should evaluate the impact of SOI and annexation decisions on existing community rates for public service.

5.3.1 Financial Considerations

The City provides copies of the most recent budgets and audits on the City's web site.

5.3.2 *MSR Determinations on Financial Ability for the City of Angels*

- 3-1) The City has established Development Impact Fees to ensure that all new development pays the cost of development. The City should comprehensively maintain its Development Fee program to ensure development fees are consistent and up to date.
- 3-2) The City should require preparation of a financial analysis for larger development proposals.
- 3-3) The City should continuously maintain and fund a comprehensive Capital Improvement Plan for future capital expenditures.
- 3-5) The City should become familiar with Community Facilities Districts and other financial mechanisms to ensure new development pays its fair share of infrastructure and operational costs.

5.4 Opportunities for Shared Facilities

Purpose:

To evaluate the opportunities for a jurisdiction to share facilities and resources to develop more efficient service delivery systems.

In the case of annexing new lands into a City, LAFCO can evaluate whether services or facilities can be provided in a more efficient manner if the City or some other entity provides them (i.e., the County of Calaveras, a County Service Area, or Community Services District). In some cases, it may be possible to establish a cooperative approach to facility planning by encouraging the City and County to work cooperatively in such efforts.

5.4.1 Facilities

The City of Angels facilities have been described above in this report.

5.4.2 MSR Determinations on Shared Facilities for the City of Angels

- 4-1) The City shares facilities and resources to the extent possible for police and fire protection.
- 4-2) The City could investigate ways to reduce administrative cost through computerization and or shared services.
- 4-3) Shared facilities for wastewater collection and treatment and water service are not feasible at this time. However, over the long term, the city may participate in a regional wastewater treatment solution.

5.5 Government Structure and Accountability

Purpose:

To consider the advantages and disadvantages of various government structures that could provide public services, to evaluate the management capabilities of the organization and to evaluate the accessibility and levels of public participation associated with the agency's decision-making and management processes.

One of the most critical components of LAFCO's responsibilities is in setting logical service boundaries for communities based on their capacity to provide services to affected lands.

LAFCO may consider the agency's record of local accountability in its management of community affairs as a measure of the ability to provide adequate services to the Sphere of Influence and potential annexation areas.

5.5.1 Government Structure

The government structure for the City of Angels is typical for small cities in California. The City has made appropriate adjustments for the unique circumstances of geography and the importance of the tourist economy.

5.5.1 MSR Determinations on Government Structure and Accountability for the City of Angels

- 5-1) The City has a web site to communicate with tax-payers, residents and the public.
- 5-2) The City should strive to implement the most efficient manner to provide administrative services.
- 5-4) The City adopts budgets and rate changes at hearings where the public is notified and invited. Information is placed in the local newspaper and on the City website, Facebook and other social media, when required.
- 5-5) The City should continuously maintain and regularly update its General Plan.

5.7 Location and Characteristics of any Disadvantaged Unincorporated Communities (DUC) within or Contiguous to City of Angels Camp²

Purpose: To comply with the State Law to examine any unincorporated areas which could be provided with better services by annexing to an adjacent city.

Determination of Angels Camp Area Disadvantaged Unincorporated Community Status

Large areas of housing located outside the city limits do not exist. A Goal of the City as stated in the Housing Element is to provide housing for present and future residents within the city limits with full city services, including sewer and water service.

The estimated median household income for the City of Angels in 2024 was \$96,200 for a household of 4. This is higher than the median household income for a non-metropolitan California household of four which was \$ \$87,900 and lower than the median California income for a household of four of \$111,300³.

For the purposes of determining Median Household income (MHI) 2022 MHI estimate data by Census Designated Place is used, the estimated median household income for a household in California was \$91,905. In 2022, the estimated MHI for the City was \$55,147 and Calaveras County was \$77,526. To determine if a Community is disadvantaged, an MHI of 80% of the State MHI is used if a community is severely disadvantaged the MHI for the City needs to be 60% of the State MHI. To be considered a disadvantaged Community a MHI below \$73,524 is required using the 2022 estimates. To be considered a severely disadvantaged community the MHI \$55,143 is required. Angels Camp is considered a disadvantaged Community but not a severely disadvantaged community using the 2022 data.

² California Government Code Section 56430 (a) (2)

³ California Dpt. of Housing and Community Development, May 9, 2024, 2024 State Income Limits

5.7.1 Disadvantaged Communities

5.7.1 MSR Determinations on Disadvantaged Unincorporated Communities near City of Angels Camp

- 6-1) The City of Angels Camp Housing Element advocates provision of housing for all populations within the city limits and promotes grant applications and other programs to facilitate this goal.
- 6-2) The City of Angels Camp is considered a Disadvantaged Community with a household income below 80% of the statewide median household income. And is near the 60% requirement to be considered a severely disadvantaged Community.
- 6-3) Based on the Department of Water Resources disadvantaged communities (DAC) mapping tool, Angels Camp as well as the surrounding adjacent area is a disadvantaged community

6 CITY OF ANGELS SPHERE OF INFLUENCE

6.1 Recommendation for City of Angels Sphere of Influence

The City of Angels Sphere of Influence Area will remain the same as the previously adopted on December 19, 2011, which includes territory surrounding the City. Generally this area has not been included in the City's planning process and is not fully developed at this time. The Sphere of Influence will allow additional room for the City to grow in the future. In addition, an Area of Concern is included for specific areas north and west and southeast and northeast of the City.

An Area of Concern is a geographic area beyond the Sphere of Influence in which land use decisions or other governmental actions of one local agency (the "Acting Agency") impact directly or indirectly upon another local agency ("the Concerned Agency"). For example, approval of a housing project developed to urban densities on septic tanks outside the city limits of a city and its sphere of influence may result in the city being forced subsequently to extend sewer services to the area to deal with septic failures and improve city roads that provide access to the development. The city in such situation would be the Concerned Agency with appropriate reason to request special consideration from the Acting Agency in considering projects adjacent to the City.

If requested, Calaveras LAFCO will seek to obtain a Joint Powers Agreement or other commitment between the agencies so that the Acting Agency provides advance notice to the Concerned Agency of any actions, or projects being considered within the area of concern, and commits to considering any comments made by the Concerned Agency.

6.2 Present and Planned Land Uses in the Angels Area, Including Agricultural and Open Space Lands⁴

6.2.1 General Plan and Zoning for the City of Angels

The City of Angels General Plan includes the Sphere of Influence area and various future land uses are planned for this area. A defined Sphere of Influence protects adjacent agricultural lands in the area outside the Sphere of Influence boundary. At this time, the City is not expecting any annexations.

6.2.2 SOI Determinations on Present and Planned Land Use for City of Angels

- SOI 2-1) The Sphere of Influence includes lands outside the City Limits of Angels and allows for adequate growth for the next several years.
- SOI 2-2 The Sphere of Influence Plan includes an Area of Concern located North of the Sphere of Influence and Southeast of the City's Sphere of Influence.

6.3 Present and Probable Need for Public Facilities and Services in the Angels Area⁵

6.3.1 Municipal Service Background

The City of Angels provides water and sewer service, fire and police, road maintenance, drainage management, park and recreation facilities, maintains offices as needed. These services need to be expanded for specific projects. The City has developer fees in place so additional costs will be borne at the expense of the developer.

6.3.2 SOI Determinations on Facilities and Services and Probable Need for the City of Angels

- SOI 3-1) The City of Angels provides sewer and water service, road maintenance, an drainage, park and recreation facilities, police, and fire protection. These are essential services for the City's population and are best provided by a full-service city.

⁴ California Government Code Section 56425 (e) (1)

⁵ California Government Code Section 56425 (e) (2)

6.4 Present Capacity of Public Facilities and Adequacy of Public Services⁶

6.4.1 Capacity Background

The City of Angels works to maintain all facilities (water, sewer, roads, and parks) and services (fire protection, police protection, and public information) to serve the population and to comply with all State and Federal laws. The City is fortunate to have dedicated and knowledgeable staff to provide these services.

6.4.2 SOI Determinations on Public Facilities Present and Future Capacity for City of Angels

- SOI 4-1) The City of Angels provides adequate facilities for the present population.
- SOI 4-2) The City requires developers in the form of developer fees to expand public facilities and services for proposed projects.
- SOI 4-3) The City has prepared for additional service capacity by preparing and implementing utility master plans, a General Plan, and capital improvements funding and a developer fee program

6.5 Social or Economic Communities of Interest for City of Angels⁷

6.5.1 Angels Community

The Angels Community is described above in this report. Angels has an identity as a community and provides many services. County Offices, Courts, the Hospital District, and medical services are located in San Andreas. Schools, the City Fire Department and recreation opportunities provide community focus for Angels .

6.5.2 SOI Determinations on Social or Economic Communities of Interest for City of Angels

- SOI 5-1) The City of Angels serves both residents and visitors to the community.
- SOI 5-2) The City of Angels provides a focus for the community through recreational opportunities, the school system, and the Fire Department.

⁶ California Government Code Section 56425 (e) (3)

⁷ California Government Code Section 56425 (e) (4)