



# Background Analysis

## Chapter Two

This section of the General Plan Update provides an overall assessment of the demographic, socioeconomic, ecological, and physical conditions, both past and present, that characterize the City of Williams and its sphere of influence (SOI). These factors serve as a foundation for decision-making by identifying opportunities and constraints for growth and development, which has trickle-down impacts on the overall community system. Ranging from transportation infrastructure and public utility systems to parks and recreation facilities, the information feeds into a spectrum of short- and long-term planning goals that are associated with recommendations and action items of this Plan. This Plan will influence how the City operates on a day-to-day basis, but the broader intention is to serve as a resource for advance planning. It will help guide community development in an environmentally and fiscally sustainable manner, with respect to Williams' identity, regional context, and historic tradition.

### Methodology

The background study is based on readily available, public information through the City of Williams and its consultant studies/plans, Colusa County, U.S. Census Bureau, California Department of Finance, Natural Resource Conservation Service, and many other local, state, and federal agencies. Several existing and in-progress studies have served as information resources, including, but not limited to, the 1989 Colusa County General Plan, 2004 City of Williams Housing Element, 2002 City of Williams Economic Development Plan, 2003 Williams Fire Protection Authority Development Impact Fee Study, 2006 Williams Unified School District Demographic Study and Facilities Plan, 2007 Draft Citywide Circulation Study, and 2007 Storm Drainage Master Plan. The most up-to-date information has been used to formulate this Plan, referencing a combination of recent county- and state-wide data sources as well as 2000 census data and more recent estimates. Many of the figures will be updatable in 2012 as conclusions from the U.S. decennial census are released.

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Image to be inserted at a later date.

**Figure 2.1: Comparison Jurisdictions.** The cities of Colusa and Arbuckle serve as comparison cities by reason of proximity and size.

Several comparison communities and jurisdictions have been selected to provide context for the City of Williams, when relevant, including the City of Colusa, City of Arbuckle, Colusa County, and the State of California (See Figure 2.1, Comparison Jurisdictions). These baseline comparisons signify how Williams is doing relative to other Central Valley communities and the State, elaborating on the “big picture” to better understand the issues and challenges that impact the region.

This section is not intended to be a comprehensive assessment of the City’s demographics, but, rather, as a foundation from which the other elements of this Plan may build upon in their more detailed analyses, policy formulation, and recommendations.

### Community Profile

As the Central Valley recovers from the nation-wide economic recession, the City and County conditions indicate positive growth and development, a historic trend that has been upheld in Williams since 1950 when the City had a population of 1,134<sup>1</sup>. As the Sacramento metropolitan area expands northward along Interstate-5, the County is expected to grow at a steady rate. In addition to Central Valley growth, 10 percent of Williams’ residents commute 45 minutes or longer, as far reaching as the Bay Area<sup>2</sup>. This means both local and regional changes in the demographic makeup will affect all aspects of the community – from housing and open space demands to roadway and utility constraints.

The following background analysis will provide the status and comparison of historic, current, and projected population trends; historic , current, and projected ethnicity trends; age and gender; employment and labor force statistics; and housing type, value, occupancy, tenure, financing, and development trends.

### POPULATION PROJECTIONS

The projected population for Williams will serve as an important determinant in future decisions. The information will be used to:

- ◆ Quantify the demands on public facilities and services, such as fire and police protection, water and wastewater facilities, transportation and drainage infrastructure, parks and open space, and municipal buildings and staff, among other development impacts.
- ◆ Guide advanced planning for new development, coordinate timely provision of adequate infrastructure, and appropriately direct available resources.
- ◆ Create an economic development strategy to seize opportunities and overcome foreseen challenges.

<sup>1</sup> Source: California State Department of Finance (Historical Census Populations of Places, Towns, and Cities in California, 1850-2000)

<sup>2</sup> See page 6 for more details. Source: 2000 U.S. Census



- ◆ Inform Colusa County, the Local Agency Formation Commission (LAFCO) of Colusa County, and other regional agencies of changes and demands to local- and region-wide networks.

Several models were used to evaluate and decide upon a consensus scenario of Year 2030 population in Williams, as follows:

- **Linear.** This model applies a linear regression, projecting populations along a straight line based on historical data between 1980 and 2009.<sup>3</sup>
- **Step-Down.** The step-down model uses Colusa County’s population projections to determine Williams’ growth rate.<sup>4</sup> Essentially, this method relies on a proportional relationship with Colusa County, assuming an increasing percentage of the population.

**Table 2.1: Historic Growth for Williams and Colusa County**

Year	Williams	Colusa County	% of County
1970	1,571	12,430	12.64%
1980	1,658	12,791	12.96%
1990	2,297	16,275	14.11%
2000	3,670	18,804	19.52%
2009	5,287	21,997	24.04%

Source: California State Department of Finance (Population Estimates for Cities, Counties and State, 2001-2009 and Historical Census Populations of Places, Towns, and Cities in California, 1850-2000), U.S. Census Bureau (Population and Housing Units: 1940 to 1990)

Since the City has historically represented an increasing percentage of the County’s population, a compound annual growth rate formula was applied to determine Williams’ proportionate share of the County.

- **2% Fixed.** This model applies an exponential regression with a two-percent annual growth rate.
- **4% Fixed.** This model applies an exponential regression with a four-percent annual growth rate.
- **Exponential Trend.** This model applies an exponential regression, projecting populations along a curved line based on Williams’ historical data between 1970 and 2009.<sup>4</sup>

The methods of projection place Williams’ 2030 population in a range between 7,664 and 12,048 persons. Given the state of the economy and the well documented slowing of development activity, a mid-point estimate of 9,822 persons is considered reasonable as a basis of this General Plan. This mid-point estimate, together with the high and low estimates, will be evaluated among the future growth scenarios.

<sup>3</sup> Due to slow growth between 1970 and 1980, the time span was shortened to begin in 1980. Source: California State Department of Finance (Population Estimates for Cities, Counties and State, 2001-2009 and Historical Census Populations of Places, Towns, and Cities in California, 1850-2000)

<sup>4</sup> Source: California State Department of Finance (Population Estimates for Cities, Counties and State, 2001-2009 and Historical Census Populations of Places, Towns, and Cities in California, 1850-2000), U.S. Census Bureau (Population and Housing Units: 1940 to 1990)



### POPULATION TRENDS

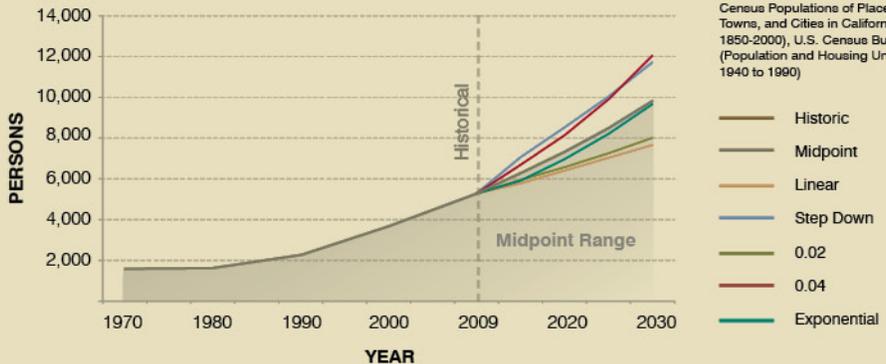
- Williams has experienced approximately 32% annual growth over the last 40 years, and approximately 45 percent over the last 20 years despite recent economic shocks.
- The immigration of new residents has led the City of Williams to represent an increasing percentage of the County (see page 3).
- By 2030, the housing stock will need to nearly double in order to accommodate approximately 6,150 new residents, assuming persons per household must accommodate the increased capacities associated with the projected growth.
- Due to Williams' smaller size compared to larger cities, the local economy may experience more rapid fluctuations with the gain (or loss) of a major employer, such as the Woodland Community College satellite facility.

### ETHNIC TRENDS

- The City of Williams had approximately 40 percent of residents with Hispanic or Latino origin in 1990 and 70 percent in 2000. (Source 1990 and 2000 U.S. Census).
- Colusa County is significantly more homogenous than the State, with a predominance of White and Hispanic residents. \*Ethnicity projections are not available at the City level from California State Department of Finance between 2010 and 2050.

## Population Projections

Figure 2.2: Williams Population Projections



Sources Figure 2.2 and Table 2.2: Kendig Keast Collaborative, California State Department of Finance (Population Estimates for Cities, Counties and State, 2001-2009 and Historical Census Populations of Places, Towns, and Cities in California, 1850-2000), U.S. Census Bureau (Population and Housing Units: 1940 to 1990)

Table 2.2: Population Projections

	Colusa County	Williams	Midpoint	Linear	Step Down	0.02	0.04	Exp
Year 1970	12,430	1,571						
1980	12,791	1,658						
1990	16,275	2,297						
2000	18,804	3,670						
2009	21,997		5,287	5,287	5,287	5,287	5,287	5,287
2015	26,616		6,279	5,776	7,062	5,954	6,690	5,913
2020	29,588		7,322	6,406	8,525	6,574	8,139	6,966
2025	32,070		8,487	7,035	10,034	7,258	9,902	8,207
2030	34,488		9,822	7,664	11,717	8,013	12,048	9,669

## Ethnicity

Figure 2.3: Select Ethnicity Projections

Source Figure 2.3 and Table 2.3: California State Department of Finance (Population Projections by Race / Ethnicity for California and its Counties 2000-2050)

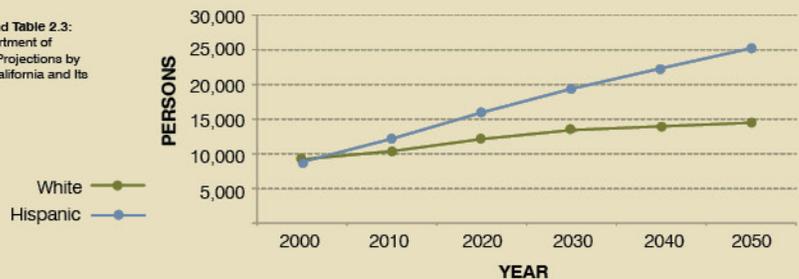


Table 2.3: Ethnicity Projections

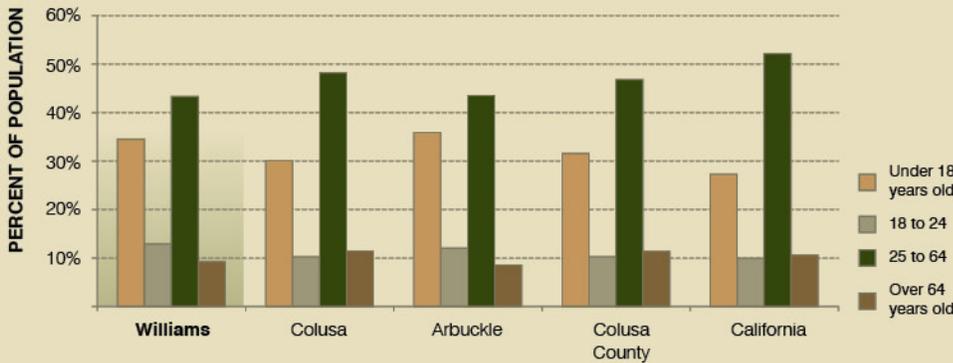
Jurisdiction	Total	White	Hispanic	Asian	Pacific Islander	Black	American Indian	Multirace
Colusa County								
Year 2000	19,027	48.3%	46.4%	1.3%	0.4%	0.5%	1.8%	1.2%
2010	23,787	43.6%	51.2%	1.4%	0.4%	0.5%	1.6%	1.3%
2020	29,588	41.0%	53.9%	1.5%	0.3%	0.4%	1.5%	1.3%
2030	34,488	38.9%	56.2%	1.4%	0.3%	0.4%	1.5%	1.4%
2040	38,131	36.6%	58.6%	1.3%	0.3%	0.4%	1.4%	1.4%
2050	41,662	34.7%	60.5%	1.2%	0.2%	0.4%	1.4%	1.5%
California								
Year 2000	34,105,437	47.3%	32.4%	11.0%	0.3%	6.5%	0.5%	1.9%
2010	39,135,676	42.0%	37.1%	12.0%	0.4%	5.8%	0.6%	2.1%
2020	44,135,923	37.4%	41.4%	12.5%	0.4%	5.4%	0.7%	2.2%
2030	49,240,891	33.3%	45.4%	12.9%	0.5%	5.0%	0.7%	2.3%
2040	54,266,115	29.5%	48.9%	13.1%	0.5%	4.7%	0.7%	2.4%
2050	59,507,876	26.4%	52.1%	13.3%	0.6%	4.5%	0.7%	2.4%



## Age

**Figure 2.4: Age Groups Distribution**

Source Figure 2.4: U.S. Census Bureau (2000)



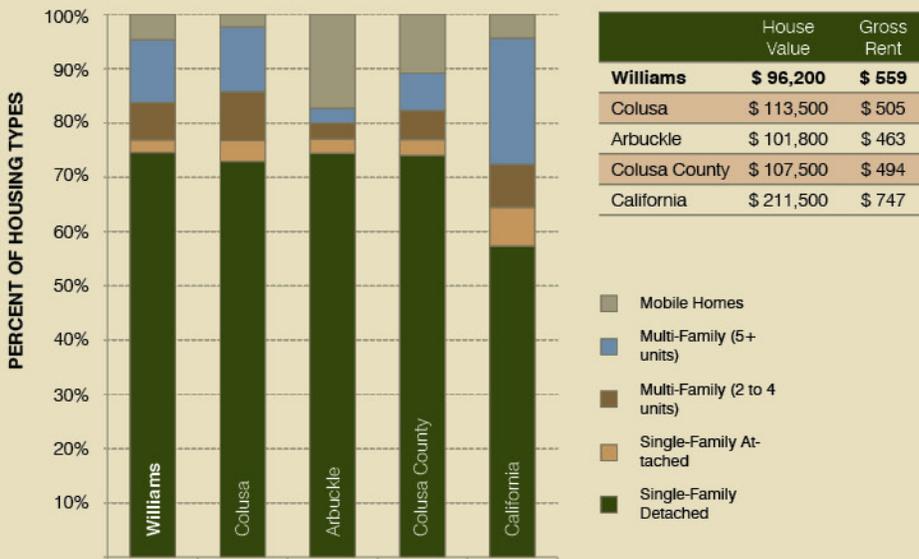
**Table 2.5: Median Age**

	Williams	Colusa	Arbuckle	Colusa County	California
Combined	26.6	32.0	26.5	31.5	33.3
Male	25.6	31.2	25.6	30.6	32.2
Female	27.8	32.9	27.6	32.5	34.4

## HOUSING

**Figure 2.5: Types of Dwelling Units**

Source Figure 2.5 and Table 2.7: California State Department of Finance for Types of Dwelling Units (2009 City/County Population and Housing Estimates)



**Table 2.6: House Values & Rents**

Source Table 2.6: U.S. Census Bureau (2000)

	House Value	Gross Rent
<b>Williams</b>	<b>\$ 96,200</b>	<b>\$ 559</b>
Colusa	\$ 113,500	\$ 505
Arbuckle	\$ 101,800	\$ 463
Colusa County	\$ 107,500	\$ 494
California	\$ 211,500	\$ 747

**Table 2.7: Occupancy**

	Williams	Colusa	Unincorporated	Colusa County	California
Total Housing Units	1,427	2,207	4,230	7,864	13,530,719
Percent Vacant	4.6%	5.8%	13.6%	9.8%	5.9%
Persons per Household	3.7	2.8	2.9	3.0	2.9

## AGE TRENDS

- Williams and Colusa County have a younger age distribution, indicating needs for economic, recreational, and social opportunities that accommodate these life stages.
- Williams has the second largest proportion of children and youth (under 18 years), requiring a greater emphasis on family-oriented, educational, and recreational services and facilities.
- Although the neighboring City of Colusa has a smaller percentage of children and youth, the City's larger size indicates a greater demand on resources with 5,402 under 18-year-old residents compared to Williams 3,670 (Source: 2000 U.S. Census).
- Williams has approximately 9 percent less working-age residents (24- to 64-years-old) than the State, which is reinforced by its younger median age.

## HOUSING TRENDS

- Williams has a predominance of single-family detached homes, with a higher percentage of multi-family units than the County but significantly less than the State. As a result, the City has the highest rent values relative to Colusa and Arbuckle.
- The City only had 33 single-family attached dwellings in 2000, such as townhomes and duplexes; the state averaged three times the proportion of attached units as Williams.

## HOUSING TRENDS (CONT.)

- ◆ Williams has the lowest average house value in the area, nearly 12 percent less than the County. Colusa County serves as an affordable housing option in the Central Valley relative to the State.
- ◆ Williams' vacancy rate is below the healthy range of available housing stock, 5 to 8 percent, while the rate of persons per household is the highest. With impending growth, there will even greater needs for more housing types and options to meet the changing community.
- ◆ A new wave of residential development will be required to support population growth given low vacancy and the decline in housing construction since 1980. Despite a housing spike between 2002 and 2005, the majority of houses in Williams are nearing 20 years old.
- ◆ Williams has the greatest percentage of newer houses relative to the County and State, offering homebuyers a good selection among those available.
- ◆ Colusa has historically functioned as a housing bellwether for Williams, experiencing housing gains and declines one step ahead. This may serve as a good indicator of what's to come for Williams.
- ◆ The number of building permits increased between 2001 and 2008, representing the overall volume of construction activity. The decline in new single-family dwellings likely reflects the recent economic recession.
- ◆ A larger percentage of homes in Williams have mortgages relative to Colusa and Colusa County, which is consistent with home ownership trends.

Figure 2.6: Age of Housing

Source Figure 2.6: U.S. Census Bureau (2000)



Figure 2.7: Building Permits in Williams

Source Figure 2.7: City of Williams

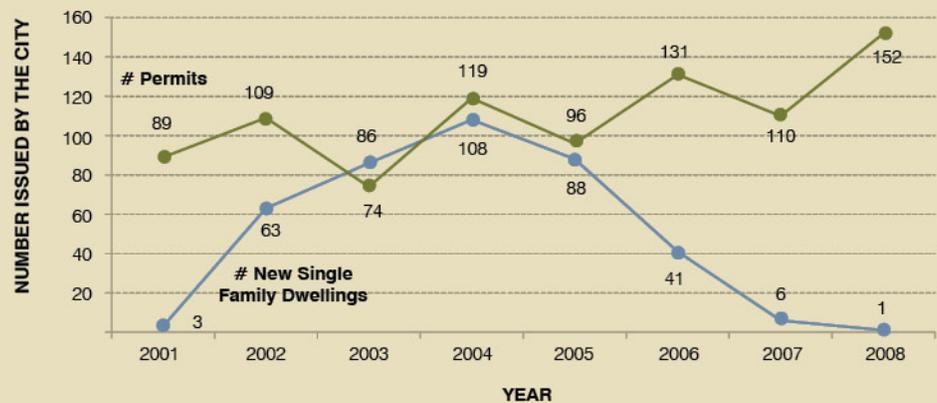


Table 2.8: Home Financing

Source Table 2.8: U.S. Census Bureau (2000)

	Williams	Colusa	Arbutckle	Colusa County	California
With a mortgage, contract to purchase, or similar debt	75.2	68.6	78.3	68.5	79.0
Without a mortgage	24.8	31.4	21.7	31.5	21.0
Mortgage Status and Selected Monthly Owner Costs as a Percentage of Household Income in 1999					
Less than 20 percent	31.0	38.8	36.5	35.3	32.6
20 to 24 percent	15.7	13.8	18.2	15.9	16.4
25 to 29 percent	14.7	11.6	16.8	13.6	13.4
30 to 34 percent	10.7	7.1	2.8	7.9	9.6
35 percent or more	27.9	28.0	25.6	26.4	27.4
Not computed	0	0.7	0	0.9	0.5

## EMPLOYMENT

Source Figure 2.8, Figure 2.9, Table 2.9, and Table 2.11: U.S. Census Bureau (2000)

Figure 2.8: Occupations in Williams

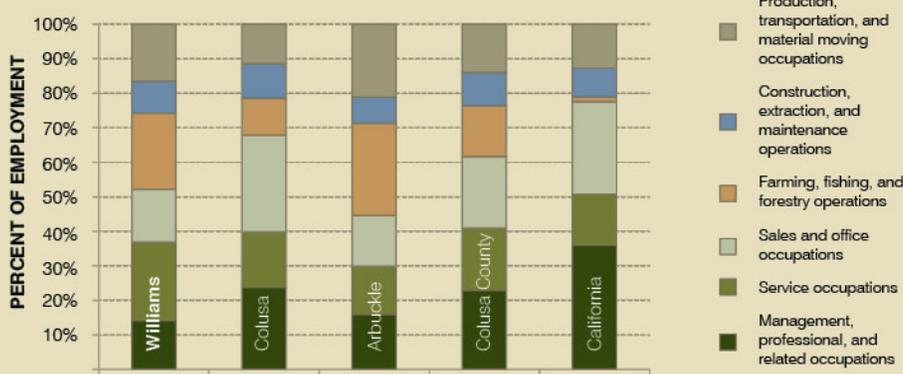


Table 2.9: Industries in Williams

	% Williams	Colusa	Arbutle	Colusa County	California
Agriculture, forestry, fishing and hunting, and mining	32.7	18	32.5	26	1.9
Construction	4.6	3.5	2.9	4.4	6.2
Manufacturing	8.9	5.8	11.3	7.7	13.1
Wholesale trade	3.7	6.2	4.3	4.9	4.1
Retail trade	5.4	12.5	8.4	8.7	11.2
Transportation and warehousing, and utilities	3.4	2.7	9.2	5.4	4.7
Information	1.2	0.2	0.4	0.5	3.9
Finance, insurance, real estate, and rental and leasing	1.9	5.3	3.9	3.3	6.9
Professional, scientific, management, administrative, and waste management services	2.6	7.5	1.5	4.6	11.6
Educational, health and social services	15.6	15.3	15.5	15.6	18.5
Arts, entertainment, recreation, accommodation and food services	14.0	7.7	6.3	8.5	8.2
Other services (except public administration)	3.3	7.4	1.6	5	5.2
Public administration	2.8	7.8	2.2	5.5	4.5

Largest Industry  
 Second and Third Largest Industries

Table 2.10: Median Household Income

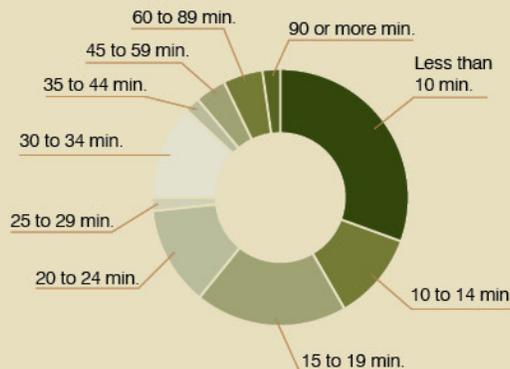
	1999	2006-2008
Williams	\$ 32,042	-
Colusa	\$ 35,250	-
Arbutle	\$ 35,463	-
Colusa County	\$ 35,062	\$ 50,288
California	\$ 47,493	\$ 61,154

Source Table 2.10: U.S. Census Bureau (2000, 2006-2008)

Table 2.11: Location of Employment in Williams

	Inside County	Outside County
Williams	89.7	9.7
Colusa	83.9	16.1
Arbutle	73.6	26.4
Colusa County	80.3	19.6
California	82.9	16.5

Figure 2.9: Travel Time to Work for Williams' Residents



## EMPLOYMENT TRENDS

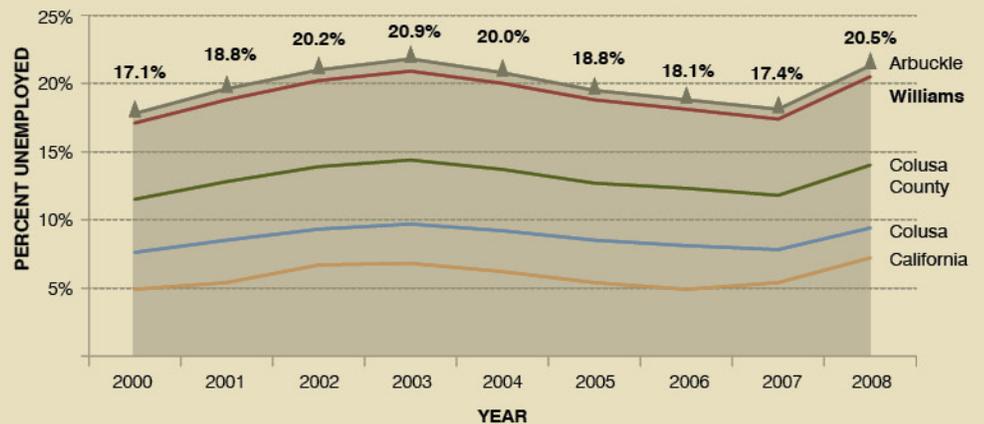
- Williams has a diverse distribution of occupations, with the greatest percentage of service jobs. This sector includes healthcare, law enforcement, fire protection, food preparation, building maintenance, and personal care.
- The agricultural industry is the largest in Williams and Colusa County, followed by educational, health and social services, arts and entertainment, recreation, accommodation, and food services in Williams.
- The presence of the Valley West Care Center offers a large number of healthcare-related positions that fall within the service occupations.
- Williams has the lowest income level in Colusa County and a significantly lower income level than the State. The cost of housing reflects this trend (see **Table 2.7, House Values and Rents**).
- While most residents live and work in-town, a significant percentage of residents have long commutes. Nearly 40 percent of residents travel 30 minutes or longer and 10 percent commute over 45 minutes, extending as far as Sacramento and the Bay Area.

## EMPLOYMENT TRENDS (CONT.)

- Williams is experiencing a period of very high unemployment rates, significantly higher than the County and State.
- In context of Williams' agricultural economy, seasonal employment has negative impacts on the unemployment rate since these employees are let go during dormant seasons. This has a direct on housing and housing types, as the City must accommodate transients (Source: 2002 Economic Development Report).

**Figure 2.10: Unemployment Rates**

Source Figure 2.10: California State Economic Development Department



## ECONOMY

### REGIONAL MARKETING

Williams' economy ties into a regional network of producers, consumers, and the organizations and agencies that represent them. The following regional partners advocate, support, and/or fund the economy on behalf of Williams, Colusa County, the Agricultural Heartland, and Upstate California.

**Table 2.12: Regional Partners**

Organization	Jurisdiction	Primary Role
Colusa County Chamber of Commerce	Colusa County	Support and enhancement of the business community
Colusa County Economic Development Corporation	Colusa County	Recruitment and retention of businesses
Colusa County Partnership Advisory Council	Colusa County	Comprehensive aspects of economic development from the perspective of government, education, medical, and businesses
North Central Counties Consortium	Colusa, Glenn, Lake, Sutter, and Yuba counties	Employment and training services and programs
Great Valley Center Inc.	18 counties	Build support for the Great Valley region as a distinct region
Upstate California Economic Development Council	20 northern California counties	Promotion of population and job growth.
United State Department of Agricultural	United States	Financing
U.S. Department of Commerce Economic Development Administration	United States	Financing options, with particular emphasis on infrastructure

Source: 2002 Economic Development Plan



## LEADING INDUSTRIES

More than 60 percent of Williams' economy is tied up in agriculture; educational, health, and social services; and entertainment, accommodation, and food services.<sup>5</sup>

**Agriculture.** Agriculture is the leading industry in the City and County, with rice, fruit, nuts, and vegetables as the major crops grown and manufactured in the City.<sup>6</sup>

- ◆ The City's relatively flat topography and fertile soil promotes rice production, one of the largest crops for the region.
- ◆ Several large tree orchards are located immediately to the south of the City limits, including almond, walnut, prune, grape, and nut production.
- ◆ Tomatoes, seed crops, and alternative fresh market vegetables are a major component of the economy. In 1995, the Morning Star Packing Company located the State's largest tomato processing facility in Williams.<sup>7</sup>

**Education, Health, and Social Services.** The Valley West Care Center is the second largest employer<sup>8</sup> in the community, serving as a 99-bed nursing facility with a range of health care service amenities. Williams Unified School District is the third largest employer, later followed by the City of Williams and the California Highway Patrol. The arrival of the satellite campus of Woodland Community College will increase the influence of this sector and bring a new demographic of potential residents and commuters to town.

**Entertainment, Accommodation, and Food Services.** The City's convenient location along I-5 promotes a larger tourism base than communities located further inland. Historic mainstays, such as Granzella's Restaurant and Inn, attract visitors and employs a significant number of local residents. Many of these accommodation and service-related jobs pay minimum wage and are run by corporations, franchises, and/or absentee business owners, such as McDonald's, Ramada Inn, and the Shell service station. As the Valley Ranch Business Park develops, the economic and occupational diversity will benefit the entire community.

## LANDMARKS AND RESOURCES

The City has preserved a diverse collection of landmarks and cultural resources that attract visitors. Although the City does not have any historic landmarks registered through the State of California's Office of Historic Preservation or the National Park Service of the U.S. Department of the Interior, the architecture, amenities, and historical remnants contribute to the community's present and future identity.

The **Williams Arch** was built in 1917 and dedicated to 10 Williams pioneers: H. Brookin, J.S. Gibson, J.C. Stovall, J.W. Brim, J.E. Abel, W.H. Williams, J.O.

<sup>5</sup> 2000 U.S. Census Bureau, see **Table 2.4, Industries in Williams**, for more details.

<sup>6</sup> Source: 2002 Economic Development Plan

<sup>7</sup> Source: Morning Star Packing Company

<sup>8</sup> Source: 2002 Economic Development Plan, derived from a 2001 Available Workforce Analysis Study conducted by Location Advisory Services



Rice fields dominate the landscape and represent a significant portion of the regional economy.



Granzella's functions as a local landmark that attracts regional tourists to dine and stay in Williams.

Zumwalt, A.B. Manor, A. Schaad, A.J. Tully, William Ash, H. Husted, H.P. Eakle, L.S. Wakefield, L. Gaunthier, T.D. Griffin, and John Stanley.



Fouch & Sons is located at the intersection of X and X Street. The building has been well-maintained and renovated, but it still operates as a pharmacy.

The **Odd Fellows buildings** is a two-story, downtown cornerstone that has been deemed structurally sound but in need of significant maintenance. Potential uses include commercial/residential mixed uses and theater ties with the arrival of Woodland Community College.

The **Northern Railway Depot** is one of the first buildings in Williams. It is located on the west side of the Northern railroad tracks on "E" Street, it represents a transportation hub for agricultural distribution and geographic center.

The **W.H. Williams Grain Warehouse** now operates as the mail building for Endeman's Feed Store. This was one of the original town buildings constructed in 1875.

The **J.C. Stovall Grain Warehouse** was built in 1875 on the opposite side of the railroad tracks from the Williams' warehouse. A flour mill and flour grinder were later added, of which Endeman's Feed Store still uses the grinder to make pellets.

The **Fouch & Son Pharmacy** building is one of the oldest in downtown and still operates as a pharmacy. It is now owned by Arthur Fouch & Julia Davison, wife of Pharmacist Frank Davison of Davisons Drug Store.

The **Catholic and Parkside Methodist churches** were erected at the end of the 19<sup>th</sup> century and are still situated at the intersections of 8<sup>th</sup> and F Streets and 9<sup>th</sup> and G Streets, respectively.



In 1960, Williams High School was converted into the Sacramento Valley Museum that features local 19<sup>th</sup> and 20<sup>th</sup> century memorabilia.

The **Sacramento Valley Museum** is a local landmark, originally serving as the Williams High School from 1911 until the 1956. As the school board prepared to shut it down, Lulu Salter led the effort to form the Sacramento Valley Association and transition the building from a school to a museum.

**Williams Home** was built by the town founder, W.H. Williams in the 1870s at 9th and 1st Streets. It was built from brick transported from Marysville.

**Historic shotgun and brownstone houses** are scattered throughout the western half of the City and represent Williams' origins. These structures could be remodeled and serve as affordable housing options.



## Land Use

### EXISTING LAND USE

The 1988 General Plan outlined 14 land use categories (see **Figure 2.11, Williams Land Use Designations, 1988**), including the following categories and brief descriptions of densities and building coverages:

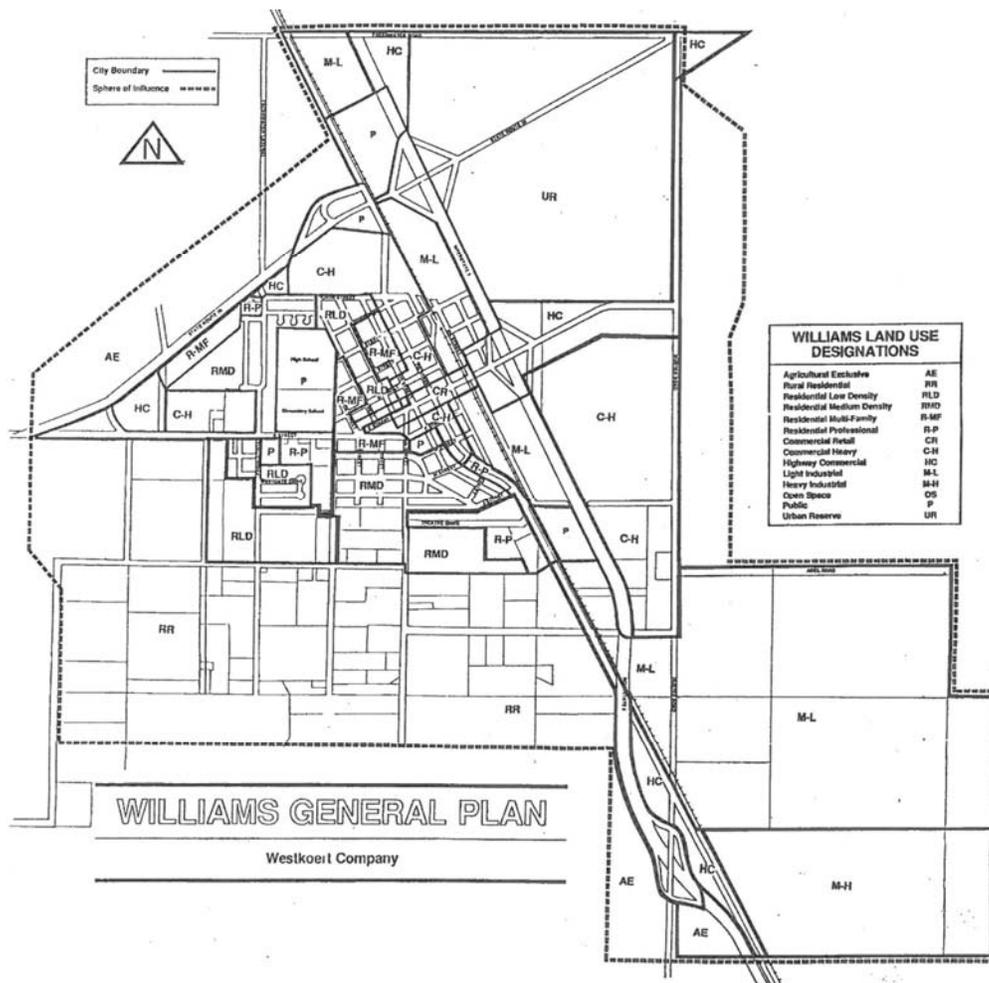
- ◆ Rural Residential – one unit per acre
- ◆ Residential Low Density – four units per acre
- ◆ Residential Medium Density – eight units per acre
- ◆ Residential Multi-Family – 15 units per acre
- ◆ Residential-Professional – Multi-family residential mixed with professional office, 20 units per acre
- ◆ Commercial Retail – Maximum building coverage of 60 percent
- ◆ Commercial Heavy – Includes indoor/outdoor facilities, maximum building coverage of 60 percent
- ◆ Highway Commercial – Maximum building coverage of 50 percent
- ◆ Light Manufacturing - Maximum building coverage of 45 percent
- ◆ Heavy Manufacturing - Maximum building coverage of 45 percent
- ◆ Open Space
- ◆ Agricultural Exclusive
- ◆ Urban Reserve
- ◆ Public Use

### USE-BASED LAND USE AND ZONING SYSTEM

The above categories are mostly use-based, meaning that, together with the zoning ordinance, they rely heavily on the use of land. Use-based land use and zoning systems are constructed on the premise that uses can be arranged into a hierarchy, with the “highest and best” use being single-family residential and the “lowest and worst” use being heavy industry. These systems tend to separate residential uses by lot size, to “protect” large-lot neighborhoods from neighborhoods with small lots.

- ◆ Key Features: Development yield is driven by land use, minimum lot or parcel size, and, for nonresidential lots, parking requirements.
- ◆ Advantages: Relatively easy to administer; useful where the impacts of certain uses on abutting uses cannot be appropriately mitigated (e.g., it is appropriate to rely on a use-based system to separate a refinery from a residential neighborhood).
- ◆ Disadvantages: Relatively inflexible; minimum lot size requirements create incentive to “pave over” undeveloped parcels in order to maximize development yield; use lists tend to get highly specific / complicated over time, in order to carve out exceptions to accommodate proposed developments.

Figure 2.11: Williams Land Use Designations, 1988



- ◆ Application: Use-based approaches are useful for controlling uses that have essentially unavoidable impacts on abutting properties, such as heavy industry, waste disposal, scrap yards, and intensive agriculture (e.g., concentrated animal feed operations).

While the land use categories of the 1988 plan express density and floor area limits they are inconsistent with those allowed by the zoning districts. Furthermore, the land use and zoning districts roughly align with one another, with multiple exceptions, as follows:

1. The Residential Agricultural and Residential Suburban zoning districts both have a minimum lot size of one acre, which is consistent with the Rural Residential land use designation. However, the purposes of these two zoning districts are different, yet they are both presumably allowable within the area classified as Rural Residential on the land use plan.
2. The Residential Low Density land use designation indicates an allowance of four units per acre yet the maximum density of the R-1 zone, given 6,000 square foot lots and 50' lot widths, is 3.2 units per acre. This means that the densities allowed by the General Plan are not achievable, which leads to highly patterned development in an effort to yield the presumed density.



3. There is no apparent land use designation for the R-2 district, unless it too, is allowable within the area designated Residential Low Density. If so, the density of nearly 5.0 units per acre exceeds the density expressed by the land use designations.
4. The density of the R-3 zone is equal to that of the R-4 zone as the lot areas and widths are the same. Based on the minimum lot size and no provision for open space the allowable density is 15 units per acre, which equals that of the Residential Multi-Family designation. Since the densities are the same these two zones may be combined into a single zone. As such, there is no zone for the Residential Medium Density land use designation.
5. The purpose statement of the R-4 zone indicates that it applies to areas suitable for higher density residential uses and for professional and business offices and institutional uses. While this matches the Residential-Professional land use designation, offices are not a permitted use within the R-4 district nor are there any regulatory provisions for nonresidential uses.
6. The cumulative nature of the zoning districts allows single family dwellings in all residential districts, meaning that incompatibility is permitted by right. In effect, any residential use is permissible within the R-3 and R-4 zones.
7. The purpose statement of the C-1 zone indicates that it is “to provide for neighborhood shopping centers which will provide convenient sales and service facilities of residential areas, without detracting from the residential desirability to such areas.” However, there is no equivalent land use designation as the Residential-Professional designation allows up to 20 units per acre, which is not desirable for lower density residential areas, and the Commercial Retail designation does not distinguish the scale of neighborhood, community, or downtown commercial retail uses.
8. The C-2 zone appears to be suitable for either the Commercial Retail and/or the Commercial Heavy land use designations, meaning that it is not clear what the intended character of either of these land use designations or the C-2 zone are. Furthermore, there is no front setback required in the C-2 district, which seems to relate to the immediate downtown area, yet the zone is also used elsewhere along the main corridors.
9. The M-L, Limited Industrial, and M-H, Heavy Industrial zones distinguish between different types of uses and the nature of outdoor uses and activities yet they both have the same dimensional standards. These two zones match the land use designations.
10. The Urban Reserve designation is simply a holding category that does not express the intended character of future development. This is not advisable as it gives no clear guidance to the City, and does not give any indication of its compatibility with the adjacent land or development.

### CHARACTER-BASED LAND USE AND ZONING SYSTEM

A character-based land use system focuses on the relative relationship among the land areas that are used for buildings, landscaping, and vehicular use areas. Rather than emphasizing the separation of uses into different land use designations or zoning districts, a character-based system relies upon a mix of open space and intensity controls to ensure that development within each district has a predictable character. From a zoning perspective, the list of uses in character-based systems is simplified compared to use-based systems.

- ◆ Key Features: Development yield is driven by density or intensity controls and open space, landscaping, and resource protection requirements. In the case of

Williams, the resource protection requirements may be used for the purpose of storm drainage.

- ◆ Advantages: Still relatively easy to administer; provides the most flexibility with respect to site design and development types; enhances opportunities for resource protection, e.g. storm detention, due to as-of-right clustering and open space requirements.
- ◆ Disadvantages: →There are no disadvantages.
- ◆ Application: A character-based land use system works well in “greenfields” and in built environments, where flexibility is desired (e.g., to preserve natural resources and/or allow for variations in lot sizes and housing types as-of-right) and acceptable levels of compatibility can be achieved primarily through building scale and landscaping.



Valley Ranch offers a good example of Auto-Urban Residential by way of its similar home styles, identical setbacks, garages facing and accessed from the street, and regular building footprints.

The existing land use designations of this General Plan reflect the intended character of development, in addition to its use. The land use character designations (see **Figure 2.12, Existing Land Use Character**) are described as follows:

- ◆ **Agricultural** is for those areas within and adjacent to the City limits and SOI that are currently used for agricultural purposes. This includes farm operations and homesteads.
- ◆ **Countryside** is for the informally developed areas south of Williams. These include individual homes on larger tracts, which are unplatted and arranged independent of one another (e.g. they are not within an organized development).



**Figure 2.12: Existing Land Use.** To be inserted at a later date.





The original town neighborhoods offer a traditional grid street system with a broad variety of housing types, sizes, orientations, and variable front setbacks, and irregular building footprints.

- ◆ **Traditional Residential** is for the original town area, excluding the more recently constructed neighborhoods, where there is a variety of lot sizes, a mixture of one- and two-story homes with different materials and styles, variations in the spacing of homes, alleyways providing rear access, and building footprints and coverages that are irregular.
- ◆ **Auto-Urban Residential** represents the more recently developed neighborhoods in the community. The term “auto-urban” refers to the relationship of the home to the pervious (lawns) and impervious (driveway, sidewalks, and patios) areas, as well as the spacing between homes and from the streets. It also relates to the availability and integration of common open space. These neighborhoods are categorized as auto-urban by reason of their relative densities and highly patterned street and lot layouts.
  - ◆ **Auto-Urban Residential, High Density** refers to the higher density developments, including apartments, retirement homes, and manufactured home parks. They are “auto-urban” due to the percentage of impervious cover devoted to parking and other surfaces.
  - ◆ **Auto-Urban Commercial** is for the commercial developments that generally have a front setback and on-site parking. A high percentage of the site is impervious, often with greater than 50 percent of the site devoted to parking.
  - ◆ **Urban Commercial** describes the downtown business primarily along 7<sup>th</sup> Street but a few along E Street as well. These have no or very little front or side setbacks and occupy a very high percentage of the site.
  - ◆ **Auto-Urban Industrial** does not necessarily distinguish between light and heavy industrial activity as the site characteristics are similar. This category is for all industrial properties.

## Natural Resources and Systems

### SOILS

The City is built on an alluvial floodplain formed from sedimentary igneous and metamorphic rocks deposited by the Sacramento River and various channels.<sup>9</sup> The soil is primarily characterized by finely textured, clay soils with slow water infiltration and transmission rates.<sup>10</sup> Rice production is common in these poor drainage conditions.

The soils have been assigned to Group D hydrologic group, or high runoff potential soils, that have a high clay content, high swelling potential, soils with a permanent high water table, soils with a clay pan or clay layer at or near the surface, and shallow soils over nearly impervious material.<sup>11</sup> These attributes partly explain the area’s flood frequency and agricultural practices.

### TOPOGRAPHY

The City’s SOI generally slopes from southwest to northeast. The slope is mostly flat with gradient averages in the range of about 0.05 percent to 0.5 percent. Land elevations across the sphere range from 110 feet above mean sea level (msl) to approximately 60 feet above msl.

<sup>9</sup> Source: 1988 Williams General Plan

<sup>10</sup> Source: 2007 Storm Drainage Master Plan and 1988 Williams General Plan.

<sup>11</sup> Source: 2007 Storm Drainage Master Plan



## PARKS AND RECREATION

The Parks and Recreation Department oversees a system of five parks, a municipal pool, and the Sacramento Valley Museum. City facilities accommodate a wide range of activities, including softball, soccer, volleyball, basketball, and tennis. As the City's population grows and new development occurs in undeveloped areas, the City will need to increase its service area and upgrade the amenities.

### ***Redinger Park (2.2 acres)***

*9<sup>th</sup> Street / G Street*

Playground, soccer field, picnic tables and benches, and restrooms.

### ***Venice Park (3.26 acres)***

*Venice Boulevard between E Street and Westgate Drive*

Playground area, baseball field, horse shoe pits, picnic tables, lighted tennis courts, large open play area, and restrooms

### ***Valley Vista Park (11 acres)***

*Husted Road*

Six full-size basketball courts, walking/jogging trail, and nature pond area

### ***Municipal Pool***

*Located at the western end of D Street*

Amenities include a 105-foot long pool, diving board, slide, and restrooms.

### ***Museum***

*E Street / Venice Boulevard*

Offers regional exhibits and features items from the 19<sup>th</sup> and 20<sup>th</sup> centuries.

### ***North View Park (2.3 acres)***

*Located at the northern end of Virginia Way*

Playgrounds, basketball court, soccer field, volleyball court, picnic tables and benches, barbeques, gazebo, dog run, and restrooms.

### ***Valley Ranch Playground (2 acres)***

*White Oaks Drive / Sierra Oaks Drive*

Soccer fields, basketball courts, playground equipment, and restrooms.

**Figure 2.13: Parks and Recreation System.** To be inserted at a later date.



## CLIMATE

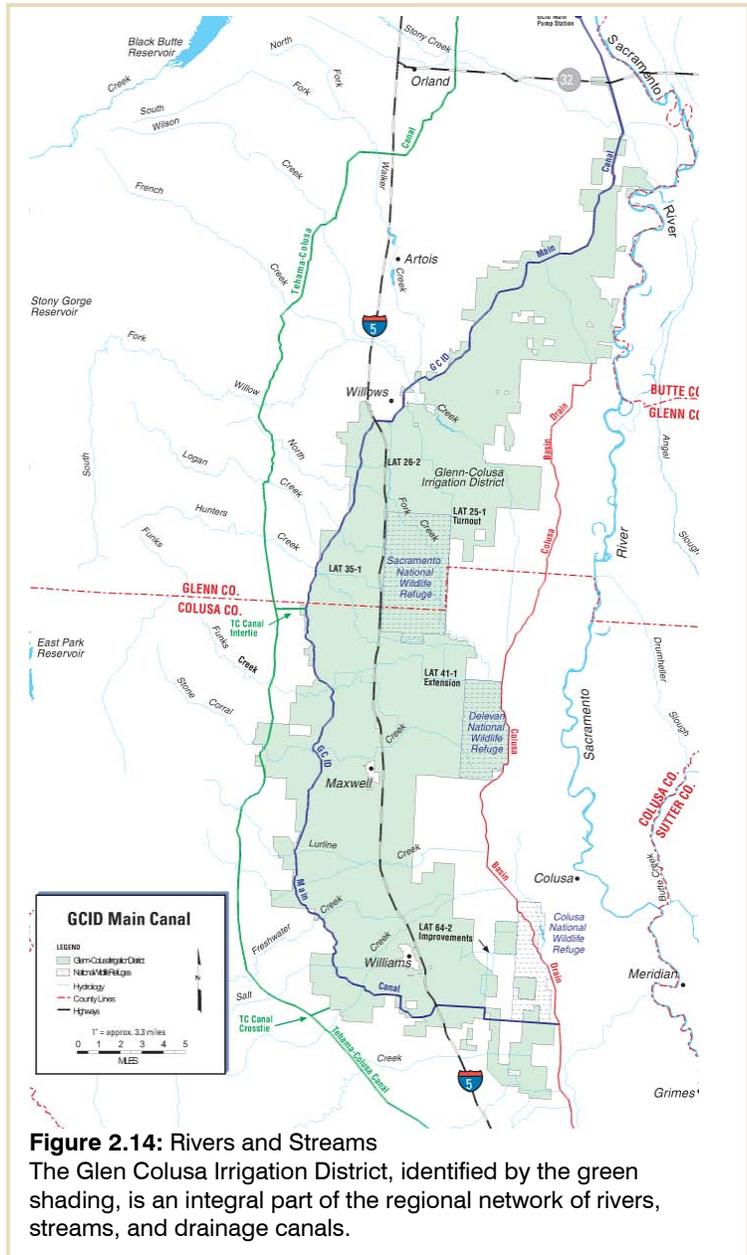
The climate varies from low temperatures ranging from 24 to 44 degrees to high temperatures reaching temperatures of 80 to as high as 110 degrees at certain times of the year. The average annual rainfall is about 14.2 inches per year, with primary rain events occurring in the Fall (October) through the Spring (April).<sup>12</sup>

## WATER

**Surface Water.** Williams is primarily situated in the Freshwater Creek Basin.<sup>13</sup> One of its tributaries, Salt Creek, runs through the City limits and flows into the Sacramento River, which drains in a southerly direction toward the San Francisco Bay.<sup>14</sup> Spring Creek merges into Salt Creek to the southwest of the City, and Freshwater Creek merges into Salt Creek further downstream to the northeast of the City. See **Figure 2.14, Rivers and Streams**.

The Glenn Colusa Canal, illustrated in *Figure 2.13* as a dark blue line, mainly pumps water from the Sacramento River and distributes water across both Glenn and Colusa counties, including Williams. Agriculture is the primary use of water in the County, and the canal is the primary source for irrigation, offering a more affordable option than pumping groundwater.<sup>15</sup> The canal is governed by the Glen Colusa Water District, which is the largest water district in the Sacramento Valley and has a 175,000-acre jurisdiction. It operates on a \$15 million budget and is led by a five-member board of directors.

**Ground Water.** Groundwater for Williams' residents is drawn from the Sacramento River groundwater basin. The source has been historically reliable and of generally good quality, although groundwater closer to Salt Creek is sometimes affected by drainage from saline springs in the upper part of the watershed. The water is generally very shallow within the SOI, with depths estimated to be as shallow as five or six feet below ground surface. The actual depth to groundwater varies across the sphere and is subject to seasonal fluctuation.



<sup>12</sup> Synthesized from the Storm Water Master Plan, November 2007

<sup>13</sup> Source: 2003 Flood Hazard Mitigation Study, Technical Memorandum

<sup>14</sup> Source: 1988 Williams General Plan

<sup>15</sup> Source: 1988 General Plan

**Quality**<sup>16</sup>. Created by the State Legislature in 1967, the State Water Resources Control Board protects water quality by setting statewide policy, coordinating and supporting the Regional Water Board efforts, and reviewing petitions that contest Regional Board actions. The State Board is also solely responsible for allocating surface water rights. The State Water Board has four major programs, among them is water quality. The State Water Board works in coordination with the Regional Water Boards to preserve, protect, enhance and restore water quality. Their major areas of focus include: stormwater, wastewater treatment, water quality monitoring, wetlands protection, ocean protection, environmental education, environmental justice, clean up contaminated sites such as brownfields, and low-impact development.

## Infrastructure and Utilities

### STORM DRAINAGE

The storm drainage infrastructure in the City is limited to overland sheet flow from southwest to northeast, roadside ditches, valley gutters, siphons, and surface drainage in the streets. There is very little underground storm drains for collecting and disposing storm water runoff. The only neighborhoods that are served by underground storm sewers are the most recent, including the development to the west and north of the school property (generally including Virginia Street, Nicolaus Drive, Brenda Way, Andrew Drive, and Celle Way), as well as the Valley West Neighborhood. There is also a storm sewer line extending southward to Morning Star Tomatoes. Other existing drainage infrastructure includes two detention basins, as described below and several existing drainage outfalls. (see *Figure 2.15, Storm Drainage System*)

1. The Eastside Project Detention Basin is located within the Valley Ranch Neighborhood. It is a good example of a joint use project as it serves as a neighborhood park and walking trail for nearby residents.
2. The Nicolaus Estates Detention Basin is located on the west side of Virginia Street south of Nicolaus Street. This facility is dry-bottom and is fenced and gated.

In November 2007, a Storm Drainage Master Plan was completed for the City.<sup>17</sup> The master plan outlined recommended storm drainage facilities that will serve new development areas that are or are likely to be included in the City's Sphere of Influence (SOI). The purpose of this document is to address storm drainage facilities and necessary upgrades to accommodate storm runoff generated under fully developed (build-out) conditions. The assumptions of future land use that served as the basis of the master plan were provided by City staff. The master plan is intended as a guidelines document to identify storm drainage facilities needed to serve future development and reduce flooding in existing developed areas.

<sup>16</sup> California Environmental Protection Agency, State Water Resources Control Board, [http://www.swrcb.ca.gov/water\\_issues/programs/stormwater/](http://www.swrcb.ca.gov/water_issues/programs/stormwater/)

<sup>17</sup> Storm Drainage Master Plan, November 2007, prepared by Storm Water Consulting, Inc. and Civil Engineering Solutions, Inc.



**Figure 2.15: Storm Drainage System.** To be inserted at a later date.



The drainage infrastructure components outlined in the Storm Drainage Master Plan include the following:

- ◆ Detention basins (28 recommended) to store runoff in a manner that reduces peak flows that would otherwise exceed the capacity in downstream drainage channels. These detention basins must be accounted for in the future character and pattern of development.
- ◆ Underground storm drain pipelines to serve new development areas. This recommendation should be considered in the context of the development character. For instance, rural and clustered suburban developments may be designed to have sufficient open space to accommodate their drainage without underground infrastructure.
- ◆ Open channels, which are proposed to be concrete-lined to convey storm runoff to or between detention basins. Depending on the character and scale of development it may be prudent to evaluate an alternative of dechannelization. Effectively, the same or more volume may be conveyed with broader channels. Given the open space ratios in the rural and clustered suburban districts this may be accomplished. These would serve as an amenity to the adjacent development rather than an unsightly utility structure.
- ◆ Pump stations to assist in draining the detention basins where gravity flow is not possible due to the topography.
- ◆ Use of existing outfalls with controlled outlets and discharge rates recognizing the limited capacity of downstream outfalls.



The wetland offers both function and aesthetic for Valley Ranch. (shown; viewing southwest across Eastside Project Detention/\_\_\_\_\_ Park)

**Flooding.** The northern portion of the community is subject to flooding from Salt Creek. Flowing from west to east, Salt Creek is the most significant drainage feature in the study area. During storms and high water events the culverts beneath the Union Pacific Railroad (UPRR) and north of SR 20 exceed capacity causing water to flow southward along the west side of the railroad tracks and inundating the area north of E Street. The Flood Insurance Rate Maps (FIRM) published by the Federal Emergency Management Agency (FEMA) reflect the areas of flooding to encompass the areas west of Brenda Way (north of E Street) and west of Davis Road (south of E Street), along the northern edge of North Street to Seventh Street where it follows the railroad as far south as I Street. On the east side of I-5 it follows the northern boundary of the East Side Main Drain of the Glenn Colusa Irrigation District (GCID) east to Husted Road and north toward SR 20. See *Figure 2.15, Storm Drainage System*.

The Storm Water Master Plan includes the following recommendations to reduce existing flooding problems:

- ◆ A new detention basin on the north side of North Street, with an open channel parallel to North Street;
- ◆ A new detention basin near the intersection of B Street and I-5;
- ◆ A new manhole and flap gate at the existing 48" storm drain pipe near Seventh Street and SR20, which would prevent surcharging of Salt Creek into the City via the storm drain the overpass at SR 20 over Seventh Street and the UPRR.



Roadside drainage ditches are common in Williams. (shown; Husted Road adjacent to the east of Valley Ranch)



- ◆ Upgrades to existing cross drainage culverts along existing drainage ditches to improve capacity.

***Recommended Storm Drainage Design Standards.*** As they relate to the General Plan and the suitability of future growth and land development, following are the relevant standards outlined in the Storm Drainage Master Plan:

- ◆ Underground storm drains (10-year, 24-hour storm); and
- ◆ Detention basins (100 year, 24-hour storm peak volume considering pump or gravity outflow rates); in addition to:
  - Integrated recreation elements to facilitate joint-use in conjunction with the design and construction of major permanent detention basins.

The above are particularly relevant to the character of future development. In this context, *character* refers to the density and ratio of open space within each development type, together with other design considerations (street layout and spacing, setbacks, lot widths, access, etc.). The future land use plan will delineate the pattern and character of the future development. The densities and open space ratios may be calibrated to achieve the City's drainage objectives. Depending on the preferred character of development (urban, suburban, auto-urban, or rural), the local and regional drainage plan and corresponding infrastructure may be handled by different means, including both underground storm drains and detention basins. The drainage master plan and its corresponding infrastructure components must coordinate with the City's future land use and growth plan.

## WASTEWATER COLLECTION AND TREATMENT

The City provides wastewater collection, treatment, and disposal services to approximately 1,250 connections, including both residential and nonresidential users. The limits of municipal wastewater service mostly coincide with the developed portions of the City limits, generally extending from North Street to Theatre Drive on the south, and from Nicolaus Drive on the west to Husted Road on the east (including the Valley Ranch development). (see **Figure 2.16, Wastewater Collection and Treatment System**) The system mainly includes six to 10 inch collection lines, with a 21-inch main line to the wastewater treatment plant. In the original town area the pipes are made of transite, which is manufactured from asbestos and concrete. Due to their age many segments are breached and in some cases failing, which has caused significant inflow and infiltration into the wastewater collection system. This is evidenced by an average daily flow of 0.45 million gallons per day (MGD), which balloons to as high as 1.5 MGD during wet weather conditions.

Generally, inflow and infiltration is caused by groundwater seeping into sewer pipes through cracks, pipe joints, and other system leaks. In addition, although not verified, there may also be inflow of rainwater into the wastewater system from sources such as yard and patio drains, roof gutter downspouts, uncapped cleanouts, pond or pool overflow drains, footing drains, cross-connections with storm drains, and cracks in manhole covers. Infiltration and inflow are the primary factors driving peak flows to the wastewater system, which is a significant consideration in capacity planning and plant operating efficiency.

The wastewater treatment plant, located at 701 B Street, has a flow capacity of 0.5 MGD. The plant is currently being replaced by a new plant that will have the same

capacity, but it is expandable to accommodate future growth. Current build-out plans are to expand the plant up to 1.0 MGD, although it may be further expanded in the future.

**Figure 2.16: Wastewater Collection and Treatment System.** To be inserted at a later date.





The Municipal Storm Water Permitting Program of the State Water Resources Control Board regulates storm water discharges from municipal separate storm sewer systems (MS4s). MS4 permits were issued in two phases, as follows:

- ◆ Phase I began in 1990, which adopted the National Pollutant Discharge Elimination System General Permit (NPDES) storm water permits for medium (serving between 100,000 and 250,000 people) and large (serving 250,000 people) municipalities.
- ◆ Phase II adopted a General Permit for the Discharge of Storm Water from Small MS4s (WQ Order No. 2003-0005-DWQ) to provide permit coverage for smaller municipalities, including non-traditional Small MS4s, which are governmental facilities such as military bases, public campuses, and prison and hospital complexes.

The MS4 permits are relevant to Williams as they require the City (as a discharger) to develop and implement a Storm Water Management Plan/Program with the goal of reducing the discharge of pollutants to the maximum extent practicable (MEP).<sup>18</sup> The management programs specify what best management practices (BMPs) will be used to address certain program areas. The program areas include public education and outreach; illicit discharge detection and elimination; construction and post-construction; and good housekeeping for municipal operations. In general, medium and large municipalities are required to conduct chemical monitoring, though small municipalities are not.

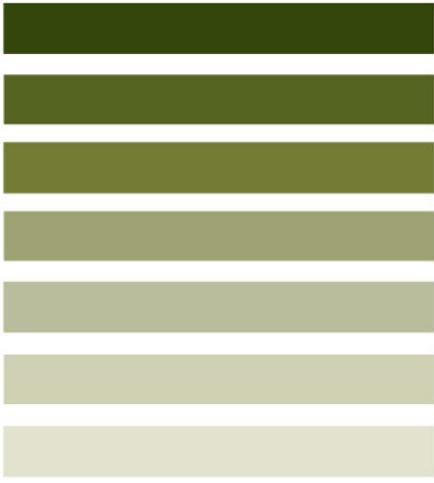
### WATER STORAGE AND DISTRIBUTION SYSTEM

The City provides potable water to residences and business, including approximately 2,100 meters. The limits of service are mostly the same as the wastewater service, providing service to the developed portions of the City limits. See **Figure 2.17, Water Storage and Distribution System**. The system includes a 100,000 gallon elevated water storage tank, together with three active and two standby groundwater wells. The three active wells include numbers 8, 9 and 10, which collectively pump approximately 2,800 gallons per minute (GPM). The two standby wells have a total pump capacity of 820 GPM, although they each have poor water quality and thus, have not been reported to the State Board of Public Health. The wells draw ground water from depths ranging from 120 feet to as deep as 500 feet. The source of groundwater is recharge from the hills to the west. Each well pumps directly to the distribution system, which largely includes eight inch water lines. In 1995, a majority of the older four and six inch lines in the original town area were replaced, leaving a few remaining transite and cast iron four and six inch pipes. There are no plans at this time for replacement of these lines.

The average annual water flow is about 400,000 gallons, which increases substantially to 1.2 to 1.5 million gallons on a peak day. The month of July is usually the peak month with around 36.5 million gallons pumped. The water system generally runs at 90 percent capacity. The existing elevated water storage tank has an ultrasonic level controller, which monitors the water level and controls the well pumps. As the community develops, an additional ground storage tank and booster pumps will be necessary, preferably measuring up to a 1 million gallon tank.

<sup>18</sup> MEP is the performance standard specified in Section 402(p) of the Clean Water Act.

**Figure 2.17: Water Storage and Distribution System.** To be inserted at a later date.





The State Department of Public Health routinely inspects the water system. Currently, only Well No. 8 is permitted, although Wells Nos. 9 and 10 are expected to receive permits soon.

## TRANSPORTATION INFRASTRUCTURE

Williams is located along Interstate 5 (I-5) within the Central Valley Region of California. It is located one hour from Downtown Sacramento along I-5 and two hours from Downtown San Francisco via U.S. 505 and U.S. 80. I-5 continues north through Eugene (415 miles) and Portland, OR (523 miles), Olympia (636 miles) and Seattle, WA (695 miles), and terminating near Vancouver, British Columbia. To the south it traverses Sacramento (59 miles) and Los Angeles (442 miles) and then follows the Pacific Coast through San Diego (563 miles) to Tijuana, Mexico.

Access from Williams to the east and west is by way of SR 20. The State of California in its Interregional Transportation Strategic Plan<sup>19</sup> classifies SR 20 as a High Emphasis Interregional Route. It extends westward through Lake and Mendocino Counties connecting with U.S. 101 providing access to Fort Bragg and south to the Bay Area. To the east, SR 20 is a route often used to bypass Sacramento, which connects to U.S. 80 through Tahoe National Forest to Reno, NV.

**Existing Roadway Network.** The following descriptions of the major roads within and adjacent to Williams is drawn from the Citywide Circulation Study, Draft Report.<sup>20</sup>

- ◆ **Interstate 5 (I-5)** is a four-lane freeway that extends throughout California from Mexico to the Oregon border, providing regional access to the City of Williams from Redding, Sacramento, and the San Francisco Bay Area. The facility has an ADT of approximately 60,000 vehicles. Within the City's sphere of influence, I-5 has interchanges at Husted Road, E Street and SR 20.
- ◆ **State Route 20 (SR 20)** is a state highway facility that traverses in the east-west direction through central and northern California connecting Interstate Highway 5 with Interstate Highway 80. Regionally, SR 20 serves as an interregional auto and truck travel route that connects the Central Valley with the Cities of Williams, Marysville and Grass Valley, and Nevada City. Within the City's sphere of influence, SR 20 is predominantly a two-lane arterial.
- ◆ **E Street (SR Business 20)** is a two-lane roadway that extends east and west from I-5, connecting with SR 20 and Old Highway 99 to the west and Husted Rd. to the east. The posted speed limit on E Street varies from 25 mph to 35 mph. E Street forms all way stop controlled intersections with 7th Street and 5th Street. The facility has half street improvements as it crosses I-5, without any bicycle lanes.
- ◆ **Husted Road** is a two-lane roadway that runs north/south and connects I-5, Old Highway 99, E Street, and SR 20. The facility does not have designated bike-lanes and sidewalks. Old Highway 99 West is a two-lane north south Arterial that traverses parallel to I-5, and connects to it via the Husted Road

<sup>19</sup> INTERREGIONAL TRANSPORTATION STRATEGIC PLAN, "A Plan to Guide Development of the Interregional Transportation System", June 1998, JAMES W. VAN LOBEN SELS, DIRECTOR, California Department of Transportation

<sup>20</sup> Citywide Circulation Study, Draft Report, Omni-Means, Ltd, October 2007

interchange ramps. Old Highway 99 West traverses through a mixed use commercial and residential areas. This roadway is designated as 7th Street between B Street and Theatre Road.

- ◆ **9th Street** is a two lane north-south collector which provides connectivity between central Williams and areas south of the City. The roadway is designated as Zumwalt Road south of Theater Road. 9th Street is stop controlled at the intersection with E Street.
- ◆ **12th Street** is a two lane north-south residential collector that begins in the south as a cul-de-sac, and then extends north to E Street. The roadway is designated as Engram Road, south of Hankins Road.
- ◆ **Freshwater Road** is a two-lane collector facility that traverses in the east-west direction along the northern City Limits of Williams. Freshwater Road is stop controlled at the intersection with SR 20.
- ◆ **Davis Road** is a two lane north-south collector that extends from E Street to the north and extends south of Hankins Road changing the orientation to east/west direction before terminating on Zumwalt Road. This roadway serves as a primary access for the residences along the street.
- ◆ **Hankins Road** is a two lane east-west collector extends from Zumwalt Road to the east and changes its orientation to north-south beyond the city limit.
- ◆ **Crawford Road** is a two lane east-west street and is split into two segments by I-5. This street extends up

***Existing Roadway Classifications.*** Roadway classification refers to the traffic carrying capacity of individual roads within the citywide street system. The primary roads within Williams are classified as arterials or collectors, defined as follows:

- ◆ An arterial street is a major thoroughfare that serves as a major traffic way for travel between and through the municipality. Within Williams these include I-5 and SR 20.
- ◆ A collector street has an average daily traffic of 200 vehicles per day or greater and serve as feeders to arterial streets, and collectors of traffic from local residential streets. Within Williams collector streets include E Street, 9<sup>th</sup> Street, 12<sup>th</sup> Street, Freshwater Lateral/Grange Road, North Street, Davis Road, and Hankins Road. See **Figure 2.18, Street Classification.**



**Figure 2.18: Street Classification.** To be inserted at a later date.



**Future Roadway Classifications.** The following roadway classifications are proposed by the Citywide Circulation Study:

- ◆ **Freeway** – Characterized by high speeds and limited controlled access, freeways primarily serve regional and long distance travel. I-5 is the only freeway through the City of Williams.
- ◆ **Expressway** – A highway with restricted driveway access, but with a mix of grade-separated interchanges and at-grade intersections. SR 20 is the only expressway in Williams.
- ◆ **Major Arterial** – These streets are generally higher speed, higher capacity transportation corridors that link the community with highways and freeways.
- ◆ **Minor Arterial** – Medium speed and medium capacity, these roads are principally for travel between larger land uses within the community.
- ◆ **Major Collector (Industrial Street)** – Facilities that may be upgraded to an arterial in the future and usually limit on-street parking to maintain smooth flow.
- ◆ **Collector Street** – Relatively low speed and low capacity, collector streets are generally two lanes connecting neighborhoods with other neighborhoods as well as with the arterial system.
- ◆ **Local Street** – Local Streets are low speed, low capacity street that provide direct access to adjacent land uses and are typically meant only for local, as opposed to through traffic.

**Level of Service (LOS).** Level of service is a qualitative measure of traffic operating conditions, which assigns a grade of A through F to an intersection or roadway segment representing progressively worsening traffic conditions. The levels of service are generally described as follows:

**Table 2.13: Level of Service**

LOS	Signalized Intersections	Unsignalized Intersections
A	Uncongested operations, all queues clear in a signal cycle.	Little or no delay
B	Uncongested operations, all queues clear in a signal cycle.	Short traffic delays
C	Light congestion, occasional backups on critical approaches.	Average traffic delays
D	Significant congestion of critical approaches. Cars are required to wait through more than one cycle during short peaks. No long queues formed	Long traffic delays
E	Severe congestion with some long-standing queues at critical approaches. Blockage of intersection may occur if traffic signal does not provide for protected turning movements. Traffic queue may block nearby intersection(s)	Extreme congestion
F	Total breakdown, stop and go operation.	Intersection blocked by external causes



The roadways that drop below a LOS A include:<sup>21</sup>

1. Husted Road from Freshwater Road to E Street – LOS C
2. Husted Road from E Street to Abel Road – LOS C
3. Husted Road from Abel Road to I-5 Southbound Ramps – LOS C
4. E Street from Husted Road to I-5 Southbound Ramps – LOS C
5. E Street from I-5 Southbound Ramps to 6th Street – LOS B

Intersections during AM and PM peak hours that are at or below the target LOS C include:<sup>22</sup>

1. SR 20/Husted Rd./Freshwater Rd.
2. E Street/I-5 Northbound Ramps

**Truck Access.** The federal Surface Transportation Assistance Act of 1982 (STAA) has designated certain truck routes through the State of California. Relevant to Williams is I-5 and SR 20, which are designated as National Network and Terminal Access, respectively. These are defined as follows:

- ◆ National Network (Federal): The National Network (NN) are federal highways primarily comprised of the National System of Interstate and Defense Highways. The NN routes are not signed for STAA trucks access. NN routes are illustrated as green routes on the State Truck Network Map.
- ◆ Terminal Access (State, Local): Terminal Access (TA) routes are portions of State routes or local roads that can accommodate STAA trucks (defined as truck tractor-semitrailer (or double) that conforms to the requirements of the STAA). The State Highway TA routes are illustrated as blue routes on the State Truck Network Map.

**Transit Service.** Colusa County Transit provides a Dial-A-Ride system with fixed timed routes to Williams, as well as the communities of Colusa, Arbuckle, Maxwell, Grimes, Princeton, Sites and Stonyford. The agency also provides out-of-county medical transportation on an on-call basis to Chico, Davis, Lincoln, Marysville, Oroville, Roseville, Sacramento, Willows, Woodland and Yuba City. In addition, they provide curb-to-curb service to the general population and door-to-door service for disabled passengers.

**Union Pacific: California Northern Railroad (CFNR) Company.** CFNR operates freight service in Northern California over 250 miles of leased Union Pacific rail lines, including those that traverse Williams. CFNR provides freight service over the following lines:

- ◆ Schellville to Napa Junction, to a connection with UP at Suisun-Fairfield (23.6 miles);
- ◆ a branch from Vallejo to Napa Junction to Rocktram (13 miles);
- ◆ between a connection with UP at Davis to Wyo to a connection with UP at Tehama (110.7 miles);
- ◆ a branch from Wyo to Hamilton (19 miles); and

<sup>21</sup> Table 4, Existing Conditions: Roadway Levels of Service, Citywide Circulation Study, Draft Report, Omni-Means, Ltd, October 2007

<sup>22</sup> Table 5, Existing Conditions: Intersection Levels of Service, Citywide Circulation Study, Draft Report, Omni-Means, Ltd, October 2007

- ◆ Los Banos to a connection with UP at Tracy (54.7 miles).<sup>23</sup>

Traffic includes lumber, wine, beer, food products, steel pipe, agricultural products and construction material. Train traffic generally includes four to five trains passing through Williams each day. There is no passenger train service to Williams or to Northern California.

There are both restricted and available railroad siding-loading points in Williams. The restricted sites are assigned to specific shippers. The available sites are contracted for through the Agent for the CFNR in Sacramento. The following companies have loading and unloading operations specifically designed for their business operations:

- ◆ Morning Star Tomatoes, which is the largest tomato paste plant in the world; and
- ◆ Colusa County Cannery, which is located approximately one mile south of the City limits and includes 1,000 foot, dual-directional siding.

Available Sidings include:

- ◆ One team siding is available at the corner of 5<sup>th</sup> Street and E Street; and
- ◆ The 10-acre Plank Industrial Park located near the South Interchange (Husted and I-5) has dedicated spur right-of-way along 200 feet of the industrial park.<sup>24</sup>

**Airports.** The Williams Soaring Center is a small, private glider airport, which is located along the east side of Husted Road north of its intersection with E Street. The soaring center has a 2,300 foot paved runway paralleling Husted Road.

The Colusa County Airport is located 12 miles east of Williams. It has a 3,000 foot asphalt runway that accommodates twin engine and small jet aircraft. The general aviation airport offers management, fuel, parking, and car rental services.

Sacramento International Airport is the nearest commercial airport to Williams. It is known as the gateway to Northern California destinations and major cities across the U.S., and the world. Service is available from 13 major carriers and one commuter airline. The airport includes frequent non-stops to: New York City, Newark, Washington D.C., Atlanta, Chicago, Dallas, Denver, Guadalajara, Honolulu, Houston, Las Vegas, Minneapolis, New York, Philadelphia, Phoenix, Portland, Salt Lake City, Seattle, Kansas City, and all major California cities. In calendar year 2009, Sacramento International Airport enplaned 4,456,943 passengers and deplaned 4,457,567 passengers, for 8,914,510 combined total passengers. There are two 8,600' parallel runways, both fully-instrumented for inclement weather operations, and 26 gates.

<sup>23</sup> <http://www.uprr.com/customers/shortline/lines/cfnr.shtml>

<sup>24</sup> Economic Development Plan, November 2002

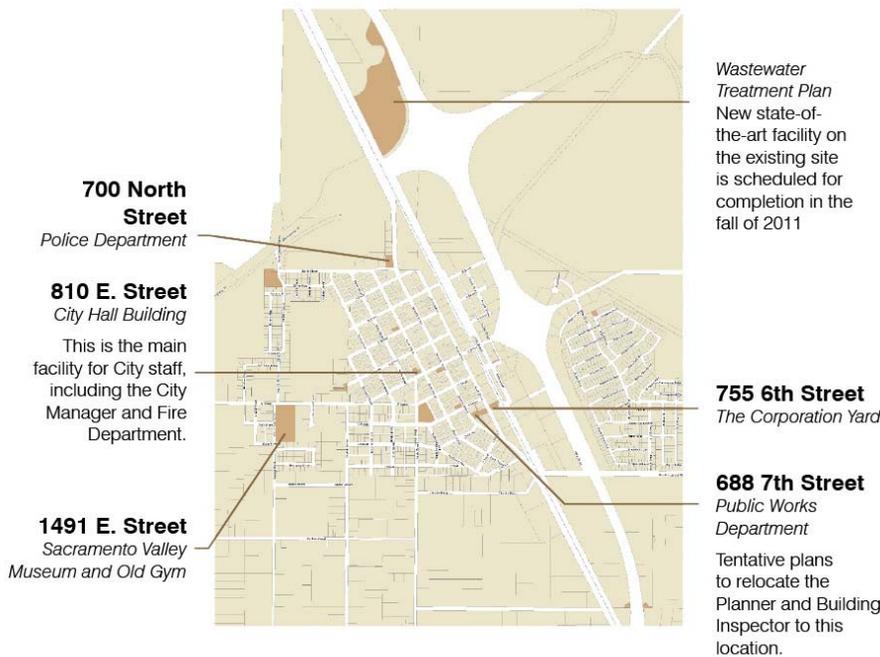


**Public Services and Facilities**

**BUILDINGS AND GROUNDS**

The City of Williams owns and maintains buildings and facilities in several locations across the City. The City is currently evaluating administrative building capacities and deciding on staff locations.

**Figure 2.19: Municipal Buildings and Facilities**



Note: The golden-colored parcels are City-owned properties.

**FIRE PROTECTION**

In 1994, the City of Williams and the Williams Rural Fire District assembled as a Joint Powers Authority (JPA) to form the Williams Fire Protection Authority (WFPA). The authority has a district area that includes the city limits of Williams, together with the surrounding rural area that encompasses approximately 135 square miles. The district area extends north to Bowen Road (half way to Maxwell), east roughly five miles to the boundary of the Sac River Fire District, south approximately five miles to Myers Road, and west to the limits of the State Responsibility Area (SRA). In addition, the WFPA has a service area that extends west to Lake County and south to Yolo County, which expands the entire service area to over 200 square miles. The Authority is part of the California Master Mutual Aid Agreement to provide and seek assistance to and from other fire departments within the state. They also have a contractual agreement with the Lake Napa Unit for fire services in the SRA.

The authority is managed by a full-time Fire Chief and a five person board, which includes two City Council members, two rural fire district board members, and one

It is the mission of the Williams Fire Protection Authority to serve and protect the citizens of the City of Williams and the Williams Fire Protection District from all disasters, natural or man made. To respond to all calls at all hours of the day and night with the highest professional level of service.



volunteer firefighter. The staffing includes four full-time firefighters, a two-third time administrative assistant, and 41 volunteer firefighters. The full-time firefighters work two days on and six days off, with one firefighter at the main station for each 24-hour period. All full-time staff and volunteers are trained as Firefighter I and First Responder (basic life support), which includes wild land, structural, confined space (12 rescue technicians), extraction, and basic hazardous materials fire training. There is no hazardous materials team within Colusa County, which draws on the master mutual aid system for any hazardous materials incidents. The authority operates from a single fire station located at 810 E Street, with plans for a future substation on the east side of I-5.

The WFPA is funded, in part, by the City of Williams (\$155,000 general fund, \$70,000 motel tax, and \$7,000 Prop. 172 funds from the City), the rural fire district (\$96,000 in property taxes), \$20,000 of Emergency Medical Service (EMS) revenue, and a \$125,050 Fire Suppression and Protective Services Assessment. The revenue is adjusted annually, as warranted. The estimated fiscal year 2009-10 cost of providing services is \$129,150, which results in a proposed assessment rate, with a Consumer Price Index (CPI), of \$63.37 per single family equivalent benefit unit.<sup>25</sup>

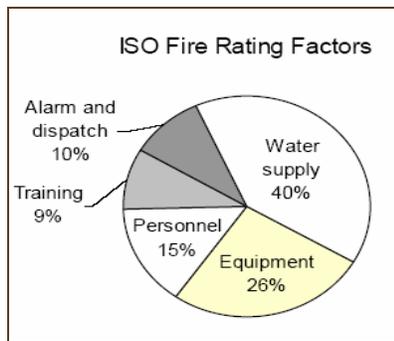
Chapter 17.112, Development Fees, of the Municipal Code establishes the imposition of a fire facilities development fee on residential, commercial, industrial and other land development projects. The fee is an equitable share of the cost of additional and expanded fire facilities, vehicles and equipment to meet the needs created by new development project. The assessment is established by resolution of the City Council, as amended from time to time. The initial fee was established in 1991 by Resolution No. 91-13, which was amended in 2003 based on the Williams Fire Authority Development Impact Fee Study.

Equipment housed at the main station includes two Type I and two Type III engines, a 77' ladder truck, one water tender and one reserve water tender, a light rescue vehicle, and two command vehicles. The authority has in place a replacement plan, which has resulted in newer, well-maintained fire fighting equipment.

In the most recent complete year (2009), the response to calls totaled 621 incidents. These incidents were distributed to include 56 percent for medical calls, 26.6 percent fire calls, and 17.4 percent for other purposes. Of the 621 calls there were 4,991 total responses, meaning that an average of eight firefighters responded to each call. The calls are reasonably distributed across each month, with a low of 36 calls in February and a high of 70 calls in October. As to the hours devoted to different tasks, there were a total of 4,253 response hours, which included 59 percent of firefighter's time devoted to medical calls, followed by 40.5 percent for fires and 9.5 percent for other purposes. In addition, there were 3,715 hours committed to training, which averages approximately 82.5 hours per full-time and volunteer firefighter.

The WFPA has an Insurance Services Organization (ISO) rating of four in the City of Williams (within 1,000 feet of a hydrant) and a six up to five miles from the fire station. The ISO is an unprotected 10 beyond five miles from the fire station. The reasons for the ISO rating are the limited supply of water on the west side, which includes older five and six inch

The Insurance Services Office (ISO) collects information on public fire protection and analyzes the data using a Fire Suppression Rating Schedule (FSRS). ISO assigns a Public Protection Classification (PPC) from 1 to 10. Class 1 represents the best public protection, and Class 10 indicates less than the minimum recognized protection.



<sup>25</sup> Resolution No. 09-01, A resolution of intention to levy assessments for fiscal year 2009-10



water lines; limited water storage capacity; and a need for an additional substation east of I-5. It is a goal of the WFPA to respond to fire calls and be on-site 90 percent of the time within six minutes. The authority is operating with an average response time of about seven minutes. The ISO states that an adequate response zone extends one and one-half road miles from the station. See Figure X, Response Zone Radii.

The WFPA participates in a variety of community service activities including free home/business fire inspections, student fire prevention, and involvement in community events. The volunteer firefighters conduct fundraising projects generating about \$20,000 annually for special causes or projects.

**Figure 2.20: Response Zone Radii.** To be inserted at a later date.

**POLICE PROTECTION**

Police protection services within the City of Williams are handled by the City’s Police Department. The department is managed by the Police Chief, plus two sergeants and one detective. There are 10 sworn officers within the department and three non-sworn authorized positions. The non-sworn positions include a police services manager and two police services technicians; one for records and the other for code enforcement. All peace officers have an Advanced Certificate (minimum 40 hours of officer training) issued by the California Commission on Police Officer Standards & Training (POST). This certificate recognizes the officer’s achievement in education, training, and experience.

The service area of the Department is the City limits, which is approximately 4.2 square miles. Outside of the City limits is patrolled by the Colusa County Sheriff’s Department. The California High Patrol is responsible for highway patrol along I-

D.A.R.E. is a police officer-led series of classroom lessons that teaches children from kindergarten through 12th grade how to resist peer pressure and live productive drug and violence-free lives.

The G.R.E.A.T. Program is a school-based, law enforcement officer-instructed classroom curriculum. With prevention as its primary objective, the program is intended as an immunization against delinquency, youth violence, and gang membership

5. The City has an unwritten mutual aid agreement with Colusa County for patrol and response.

The Police Headquarters is located at 700 North Street. This 5,400 square foot facility was constructed in 2008 with general fund dollars. It was designed to allow expansion as the City grows in the future. The building includes five offices, conference room, records storage, an interview room and audiovisual observation room, squad room, locker room, and an equipment armory. There are no holding cells onsite as all offenders are transported to the Colusa County Jail. The Colusa County Sheriff's Department handles the City's dispatch services.



The Department is active in teaching Drug Abuse Resistance Education (D.A.R.E) and Gang Resistance Education and Training (G.R.E.A.T) to the students of the Williams Unified School District. They also sponsor a bicycle rodeo for second and third graders, participate in health fairs, and conduct K-9 demonstrations.

### HEALTH CARE



Valley West Care Center offers healthcare services for the elderly and is the second largest employer in Williams (Source: 2002 Economic Development Plan)

The City offers a range of healthcare options from internal medicine to specialties such as elder care, minor surgery, and lab work. Hospitals in the region provide options for higher levels of service.

- ◆ Valley West Care Center is a 99-bed nursing home facility in Williams a major employer in the region.<sup>26</sup>
- ◆ Urgent Care and Medical Center is the Williams branch of the Colusa Regional Medical Center, which opened in 2006 and serves the local area. Services include adult medicine, family planning, lab collection services, minor surgery, pediatrics, physical exams, women's health, and workers compensation.
- ◆ Colusa Regional Medical Center is a county-wide hospital system with the main 48-bed facility located in Colusa. Services include emergency medicine, adult medical and surgical care, childbirth services, physical rehabilitation, imaging and radiographic services, and other specialties.
- ◆ Enloe Medical Center is a six-county regional hospital system, with the main 382-bed facility in Chico. Services include cardiac and stroke care, cancer, emergency medicine, and trauma.
- ◆ Woodland Memorial Hospital is a 122-bed hospital facility that is part of the Woodland Healthcare organization, offering the full range of health services.

### EDUCATIONAL FACILITIES

The Williams Unified School District provides the primary education for the children of Williams. In all, the district enrolls approximately 1,200 kids, which is divided as follows:<sup>27</sup>

<sup>26</sup> Hospital-Data.com



◆ Elementary (K-3):	373 students
◆ Upper Elementary (4-6):	290 students
◆ Junior High (7-8):	165 students
◆ High School (9-12):	346 students
◆ Mid-Valley Alternative High School:	24 students
◆ Opportunity High School (county program)	11 students
<b>TOTAL</b>	<b>1,209 students</b>

The District operates one elementary school, one middle school, one high school, and one continuation high school. All of the Williams public schools are situated on a 52-acre complex, situated along E Street in the heart of the community. Over 80 percent of the student population is considered economically disadvantaged. The migrant work camp in Williams houses families that provide farm labor. The camp operates from mid-April until the end of October each year. The migrant population constitutes approximately one-third of our school population. Hispanics or Latinos constitute nearly 80 percent of the enrollment, followed by 14.6 percent White students.

The district has a 96 percent graduation rate, including 14 percent of pupils who completed a Career Technical Education Program and earned a High School diploma. Of the graduates, 36 percent completed all courses required for University of California or California State University admission.

The enrollment has grown from 944 students in the 1996-97 school year, which decreased until the 2002-03 school year when the enrollment was 982 students. It has grown steadily each year since. The projected enrollment for the 2015-16 school year, based on projected residential development and the student generation rates, reflects a low to high range of roughly 1,719 to 2,855 students, with an expected growth scenario of 2,265 students. This is an 87 percent growth rate of the current enrollment of approximately 1,209 students. This reflects 3,012 unenrolled students, which is the difference between the projected enrollment and the existing school building capacities.<sup>28</sup>

In 2006 a Demographic Study and Facilities Plan was prepared for the district. The purpose of the plan was to determine the factors that will influence future enrollments, to prepare student enrollment projections, and to help determine the general facility needs in the next decade and through build-out. Key recommendations of the plan include:

- ◆ The District should consider opening a new K-5 elementary school by 2008-09, with consideration as to the opening and eventual capacities of the new school.
- ◆ The District should add a new kindergarten/first grade complex to the Williams Elementary School, which has occurred in the facilities along Virginia Street.
- ◆ The District should consider changing the grade configuration of Williams Elementary School, in conjunction with the opening of a new K-5 elementary

<sup>27</sup> School Accountability Report Card Reported for School Year 2008-09 Published During 2009-10

<sup>28</sup> Figure 18, Conceptual Enrollments and Facility Needs at Buildout, Demographic Study and Facilities Plan, April 2006, SCI Consulting Group

school. This would delay the need for an expansion of Williams Middle School by five to eight years.

- ◆ A conceptual master plan shows that the current school site could be expanded to accommodate approximately 1,400 additional students. The District should consider expanding 6-8 and 9-12 facilities on the current site.

Based on the above Demographic Study and Facilities Plan, the Williams Unified School District has proposed four school sites. See **Figure 2.21, Proposed General Plan School Sites**. These school sites will influence the patterns of future growth and development during the horizon of this General Plan. Furthermore, the projections and land use assumptions found during the course of this General Plan Update, together with the recent economic slowdown and shifting housing market, will warrant re-evaluation of the projected development, school enrollments, and the timing of facility needs.

**Figure 2.21: Proposed General Plan School Sites.**

