



VENTURA LOCAL AGENCY FORMATION COMMISSION
AGENDA

Wednesday, February 21, 2018

9:00 A.M.

Hall of Administration, Board of Supervisors Hearing Room
800 S. Victoria Avenue, Ventura CA

1. Call to Order
2. Pledge of Allegiance
3. Roll Call
4. Agenda Review
Consider and approve, by majority vote, minor revisions to Commission items and/or attachments and any item added to, or removed/continued from, the LAFCo agenda and changes to the order of business to accommodate a special circumstance.
5. Commission Presentations and Announcements
6. Public Comments
This is an opportunity for members of the public to address the Commission on any subject matter within the Commission’s jurisdiction. Persons desiring to address the Commission must complete and deliver to the Commission Clerk a speaker card prior to the commencement of this comment period. Each speaker’s presentation may not exceed five (5) minutes.

Please note that for an item on today’s agenda, speakers should fill out a speaker card and address the Commission when the agenda item is discussed and their name is called.

CONSENT ITEMS

7. Minutes of the Ventura LAFCo January 17, 2018 Meeting
8. Budget to Actual Report: January 2018
RECOMMENDED ACTION: Approval of Item 7 and Receive and File Item 8

COMMISSIONERS AND STAFF

COUNTY: Linda Parks, Chair John Zaragoza <i>Alternate:</i> Steve Bennett	CITY: Janice Parvin Carmen Ramirez <i>Alternate:</i> Claudia Bill-de la Peña	DISTRICT: Elaine Freeman Mary Anne Rooney <i>Alternate:</i> Andy Waters	PUBLIC: David J. Ross, Vice Chair <i>Alternate:</i> Pat Richards
Executive Officer Kai Luoma, AICP	Analyst Andrea Ozdy	Office Manager/Clerk Richelle Beltran	Legal Counsel Michael Walker

PUBLIC HEARING ITEMS

9. Municipal Service Reviews for the following Ventura County cities:

Camarillo, Fillmore, Moorpark, Ojai, Oxnard, Santa Paula, San Buenaventura, Simi Valley, and Thousand Oaks. It is recommended that the Commission:

- A. Accept the Municipal Service Reviews (MSR) for the following Ventura County cities: Camarillo, Fillmore, Moorpark, Ojai, Oxnard, Santa Paula, San Buenaventura, Simi Valley, and Thousand Oaks (with any modifications made by the Commission at the public hearing); authorize the Executive Officer to make any necessary non-substantive changes to the reports; and direct staff to prepare and distribute the final Municipal Service Reviews to all affected local agencies.
- B. Adopt a resolution for each of the following Ventura County cities: Camarillo, Fillmore, Moorpark, Ojai, Oxnard, Santa Paula, San Buenaventura, Simi Valley, and Thousand Oaks, making findings that the acceptance of the MSR report is exempt from the California Environmental Quality Act (CEQA) pursuant to § 15061(b)(3) of the CEQA Guidelines, and making statements of determinations as required under Government Code § 56430.

RECOMMENDED ACTION: Approval of A and B

10. Sphere of Influence Reviews – No Updates Necessary

Review the sphere of influence for each of the following Ventura County cities: Camarillo, Moorpark, Ojai, Oxnard, Port Hueneme, San Buenaventura, Simi Valley, and Thousand Oaks. It is recommended that the Commission:

- A. Subject to the Commission's acceptance of the municipal service review reports for the subject cities (Agenda Item 9), review the sphere of influence for each of the following cities, and determine that no sphere of influence update is necessary: Camarillo, Moorpark, Ojai, Oxnard, San Buenaventura, Simi Valley, and Thousand Oaks.
- B. Review the sphere of influence for the City of Port Hueneme, and determine that no sphere of influence update is necessary.

RECOMMENDED ACTION: Approval of A and B

PUBLIC HEARING ITEMS, CONTINUED

11. LAFCo 18-01S City of Fillmore - Sphere of Influence Review and Update

It is recommended that the Commission take the following actions:

- A. Determine that the sphere of influence update for the City of Fillmore is exempt from the California Environmental Quality Act (CEQA) pursuant to § 15061(b)(3) of the CEQA Guidelines.
- B. Review and update the sphere of influence for the City of Fillmore pursuant to Government Code § 56425(g).
- C. Adopt Resolution LAFCo 18-01S making determinations and updating the sphere of influence for the City of Fillmore.

RECOMMENDED ACTION: Approval of A, B, and C

12. LAFCo 18-02S City of Santa Paula – Sphere of Influence Review and Update

It is recommended that the Commission take the following actions:

- A. Determine that the sphere of influence update for the City of Santa Paula is exempt from the California Environmental Quality Act (CEQA) pursuant to § 15061(b)(3) of the CEQA Guidelines.
- B. Review and update the sphere of influence for the City of Santa Paula pursuant to Government Code § 56425(g).
- C. Adopt Resolution LAFCo 18-02S making determinations and updating the sphere of influence for the City of Santa Paula.

RECOMMENDED ACTION: Approval of A, B, and C

13. Cancellation of the March 21, 2018 LAFCo Meeting

RECOMMENDED ACTION: Approval

INFORMATIONAL ITEMS

Applications Received:

18-03 & 18-03S City of Camarillo – North Pleasant Valley Groundwater Treatment Facility

EXECUTIVE OFFICER’S REPORT

The next LAFCo meeting will be held on April 18, 2018.

COMMISSIONERS’ COMMENTS

ADJOURNMENT

WEB ACCESS:

LAFCo Agendas, Staff Reports and Adopted Minutes can be found at: www.ventura.lafco.ca.gov

Written Materials – Written materials relating to items on this Agenda that are distributed to the Ventura Local Agency Formation Commission within 72 hours before they are scheduled to be considered will be made available for public inspection at the LAFCo office, 800 S. Victoria Avenue, Administration Building, 4th Floor, Ventura, CA 93009-1850, during normal business hours. Such written materials will also be made available on the Ventura LAFCo website at www.ventura.lafco.ca.gov, subject to staff's ability to post the documents before the meeting.

Public Presentations – Except for applicants, public presentations may not exceed five (5) minutes unless otherwise increased or decreased by the Chair, with the concurrence of the Commission. Any comments in excess of this limit should be submitted in writing at least 10 days in advance of the meeting date to allow for distribution to, and full consideration by, the Commission. Members of the public who wish to make audio-visual presentations must provide and set up their own hardware and software. Set up of equipment must be complete before the meeting is called to order. All audio-visual presentations must comply with the applicable time limit for oral presentations and thus should be planned with flexibility to adjust to any changes to the time limit established by the Chair. For more information about these policies, please contact the LAFCo office.

Quorum and Voting – The By-Laws for the Ventura LAFCo Commissioner's Handbook provide as follows:
1.1.6.1 Quorum: Four (4) members shall constitute a quorum for the transaction of business, but a lesser number may adjourn from time to time.

1.1.6.2 Voting: Unless otherwise provided by law or these By-Laws, four affirmative votes are required to approve any proposal or other action. A tie vote, or any failure to act by at least four (4) affirmative votes, shall constitute a denial.

Americans with Disabilities Act – In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the LAFCo office (805) 654-2576. Notification 48 hours prior to the meeting will enable LAFCo to make reasonable arrangements to ensure accessibility to this meeting.

Disclosure of Campaign Contributions – LAFCo Commissioners are disqualified and are not able to participate in any proceeding involving an "entitlement for use" if, within the 12 months preceding the LAFCo decision, the Commissioner received more than \$250 in campaign contributions from the applicant, an agent of the applicant, or any financially interested person who actively supports or opposes the LAFCo decision on the matter. Applicants or agents of applicants who have made campaign contributions totaling more than \$250 to any LAFCo Commissioner in the past 12 months are required to disclose that fact for the official record of the proceeding.

Disclosures must include the amount of the contribution and the recipient Commissioner and may be made either in writing to the Clerk of the Commission prior to the hearing or by an oral declaration at the time of the hearing.

The foregoing requirements are set forth in the Political Reform Act of 1974, specifically Government Code Section 84308.



VENTURA LOCAL AGENCY FORMATION COMMISSION
MEETING MINUTES
Wednesday, January 17, 2018
Hall of Administration, Board of Supervisors Hearing Room
800 S. Victoria Avenue, Ventura CA

1. Call to Order

Chair Freeman called the meeting to order at 9:05 a.m.

2. Pledge of Allegiance

Commissioner Parvin led the Pledge of Allegiance.

3. Roll Call

The following Commissioners were present:

- Commissioner Parks
- Commissioner Parvin
- Commissioner Ramirez
- Commissioner Rooney
- Commissioner Zaragoza
- Chair Freeman
- Alternate Commissioner Richards
- Alternate Commissioner Waters

Alternate Commissioner Richards sat as a voting member in the absence of public member Ross.

COMMISSIONERS AND STAFF

COUNTY:	CITY:	DISTRICT:	PUBLIC:
Linda Parks, Vice Chair	Janice Parvin	Elaine Freeman, Chair	David J. Ross
John Zaragoza	Carmen Ramirez	Mary Anne Rooney	
<i>Alternate:</i>	<i>Alternate:</i>	<i>Alternate:</i>	<i>Alternate:</i>
Steve Bennett	Claudia Bill-de la Peña	Andy Waters	Pat Richards
Executive Officer	Analyst	Office Manager/Clerk	Legal Counsel
Kai Luoma, AICP	Andrea Ozdy	Richelle Beltran	Michael Walker

4. Election of Officers for 2018
 - A. Elect a Chair for 2018.
 - B. Elect a Vice-Chair for 2018.

Motion: Nominate Linda Parks as Chair

Moved by John Zaragoza, seconded by Janice Parvin

Vote: Motion carried 7-0

Yes: Linda Parks, Janice Parvin, Carmen Ramirez, Pat Richards, Mary Anne Rooney, John Zaragoza, and Elaine Freeman.

Motion: Nominate Pat Richards as Vice Chair

Moved by Mary Anne Rooney, seconded by Carmen Ramirez

Vote: Motion carried 7-0

Yes: Elaine Freeman, Janice Parvin, Carmen Ramirez, Pat Richards, Mary Anne Rooney, John Zaragoza, and Linda Parks.

Motion withdrawn

Motion: Nominate David Ross as Vice Chair

Moved by Janice Parvin, seconded by Mary Anne Rooney

Vote: Motion carried 7-0

Yes: Elaine Freeman, Janice Parvin, Carmen Ramirez, Pat Richards, Mary Anne Rooney, John Zaragoza, and Linda Parks.

5. Agenda Review

There were no changes to the agenda.
6. Commission Presentations and Announcements

There were no presentations or announcements.
7. Public Comments

There were no public comments.

CONSENT ITEMS

8. Minutes of the Ventura LAFCo November 15, 2017, Meeting
9. Professional Services Agreement for Audit Services - Vavrinek, Trine, Day & Co., LLP
Adopt a resolution approving a professional services agreement for audit services for fiscal year ended June 30, 2017 with Vavrinek, Trine, Day & Co., LLP for an amount not to exceed \$8,500 and authorizing the Chair to execute the agreement.
10. Budget to Actual Reports: November and December 2017

Motion: Approve Items 8 and 9 and Receive and File Item 10

Moved by John Zaragoza, seconded by Mary Anne Rooney

Vote: Motion carried 7-0

Yes: Elaine Freeman, Janice Parvin, Carmen Ramirez, Pat Richards, Mary Anne Rooney, John Zaragoza, and Linda Parks.

PUBLIC HEARING ITEMS

11. LAFCo 17-08 Ventura County Fire Protection District Annexation - Santa Paula
A proposal to annex the entirety of the City of Santa Paula (City) to the Ventura County Fire Protection District in order for the District to provide fire protection services to the territory within the City.
CONTINUED FROM NOVEMBER 15, 2017, ITEM 10

Kai Luoma presented the staff report.

The Commission held a Public Hearing.

The following persons gave public comment in favor of the proposal: Ginger Gherardi, Martin Hernandez, Chris Mahon, and Mark Lorenzen.

Motion: Approve Alternative Action A:

1. Determine that the action to approve the request is exempt under the California Environmental Quality Act (CEQA) Guidelines § 15061(b)(3); and
2. Adopt resolution LAFCo 17-08 making determinations and approving LAFCo 17-08 Ventura County Fire Protection District Annexation – Santa Paula contingent on the memorandum of agreement between Santa Paula and the Fire Protection District being consistent with the Plan for Services and with direction to the executive officer to allow the maximum time for the protest proceeding pursuant to LAFCo law (Government Code § 57002).

Moved by John Zaragoza, seconded by Mary Anne Rooney

Vote: Motion carried 7-0

Yes: Linda Parks, Janice Parvin, Carmen Ramirez, Pat Richards, Mary Anne Rooney, John Zaragoza, and Elaine Freeman.

EXECUTIVE OFFICER’S REPORT

Kai Luoma congratulated Commissioner Ramirez on her reappointment as the city member for the term beginning January 1, 2018 through January 1, 2022. The next LAFCo meeting will be held on February 21, 2018.

COMMISSIONERS’ COMMENTS

Commissioner Rooney commented that it is helpful having access to recorded LAFCo meetings and thanked staff and those involved with making it happen.

Commissioner Zaragoza commented on the Municipal Service Reviews that will be heard at the February 21, 2018 meeting.

ADJOURNMENT

Chair Parks adjourned the meeting at 10:26 a.m.

DRAFT

Approved on this 21st day of February 2018.

Motion: _____

Second: _____

Yes: _____

No: _____

Abstain: _____


Date Linda Parks, Chair, Ventura Local Agency Formation Commission

DRAFT



VENTURA LOCAL AGENCY FORMATION COMMISSION
STAFF REPORT

Meeting Date: February 21, 2018
(Consent)

TO: LAFCo Commissioners
FROM: Kai Luoma, Executive Officer 
SUBJECT: Budget to Actual Report – January 2018

RECOMMENDATION:

Receive and file the Budget to Actual Report for January of the 2017-18 fiscal year.

DISCUSSION:

Pursuant to the Commissioner’s Handbook policies, the Executive Officer is to provide monthly budget reports to the Commission as soon as they are available. The attached report has been prepared with the assistance of the County Auditor-Controller staff. No adjustments to the budget are being recommended at this time.

Attachments:

1. Budget to Actual Report, January 2018
2. Expenditures Descriptions

COMMISSIONERS AND STAFF

COUNTY: Linda Parks, Chair John Zaragoza <i>Alternate:</i> Steve Bennett	CITY: Janice Parvin Carmen Ramirez <i>Alternate:</i> Claudia Bill-de la Peña	DISTRICT: Elaine Freeman Mary Anne Rooney <i>Alternate:</i> Andy Waters	PUBLIC: David J. Ross, Vice Chair <i>Alternate:</i> Pat Richards
Executive Officer: Kai Luoma, AICP	Analyst Andrea Ozdy	Office Manager/Clerk Richelle Beltran	Legal Counsel Michael Walker



BUDGET TO ACTUAL FY 2017-18
YEAR TO DATE ENDING JANUARY 31, 2018 (58.33% of year)
Fund O720, Division/Unit 6170

Summary	Budget	Adj. Budget	To Date
Estimated Sources:	743,491	743,491	731,308
Appropriations	743,491	743,491	306,912

Account Number	Title	BUDGET			ACTUAL YTD			Variance Favorable (Unfavorable)	
		Budget	Proposed Adjustments	Adjusted Budget	Actual	Encumbered	Total Revenue/Obligation		
FUND BALANCE									
	Beginning Balance	549,858		549,858	549,857.70		549,857.70	0.00	
5700	Committed	100,000		100,000	100,000.00		100,000.00	0.00	
5995	Unassigned	354,858		354,858	354,857.70		354,857.70	0.00	
5995	Unassigned - Appropriated	95,000		95,000	95,000.00		95,000.00	0.00	
REVENUE									
8911	Investment Income	1,500		1,500	1,061.29		1,061.29	(438.71)	71%
9371	Other Governmental Agencies	626,991		626,991	626,953.00		626,953.00	(38.00)	100%
9790	Miscellaneous Revenue	20,000		20,000	8,294.00		8,294.00	(11,706.00)	41%
	Total Revenue	648,491	0	648,491	636,308.29		636,308.29	(12,182.71)	98%
	TOTAL SOURCES	743,491	0	743,491	731,308.29		731,308.29	(12,182.71)	98%
EXPENDITURES									
1101	Regular Salaries	350,500		350,500	173,225.88		173,225.88	177,274.12	49%
1106	Supplemental Payments	14,000		14,000	6,764.74		6,764.74	7,235.26	48%
1107	Terminations (Buydowns)	8,500		8,500	0.00		0.00	8,500.00	0%
1121	Retirement Contribution	76,000		76,000	32,912.52		32,912.52	43,087.48	43%
1122	OASDI Contribution	21,000		21,000	7,850.00		7,850.00	13,150.00	37%
1123	FICA Medicare	5,500		5,500	2,577.05		2,577.05	2,922.95	47%
1128	Retiree Health Payment 1099	7,100		7,100	6,289.10		6,289.10	810.90	89%
1141	Group Insurance	26,500		26,500	14,947.92		14,947.92	11,552.08	56%
1142	Life Insurance for Department Heads and Management	150		150	65.43		65.43	84.57	44%
1143	State Unemployment Insurance	350		350	136.73		136.73	213.27	39%
1144	Management Disability Insurance	2,750		2,750	1,172.37		1,172.37	1,577.63	43%
1165	Worker Compensation Insurance	2,500		2,500	1,286.61		1,286.61	1,213.39	51%
1171	401K Plan	11,000		11,000	2,471.98		2,471.98	8,528.02	22%
	Salaries and Benefits	525,850	0	525,850	249,700.33	0.00	249,700.33	276,149.67	47%
2032	Voice Data ISF	2,500		2,500	1,194.07		1,194.07	1,305.93	48%
2071	General Insurance Allocation ISF	1,500		1,500	683.50		683.50	816.50	46%
2114	Facilities and Materials Sq. Ft. Allocation ISF	16,100		16,100	9,366.00		9,366.00	6,734.00	58%
2115	Facilities Projects ISF	0		0	0.00		0.00	0.00	0%
2116	Other Maintenance ISF	500		500	0.00		0.00	500.00	0%
2131	Memberships and Dues	7,800		7,800	7,811.00		7,811.00	(11.00)	100%
2158	Cost Allocation Plan Charges	4,500		4,500	2,189.00		2,189.00	2,311.00	49%
2163	Books and Publications	500		500	275.21		275.21	224.79	55%
2164	Mail Center ISF	2,500		2,500	837.76		837.76	1,662.24	34%
2165	Purchasing Charges ISF	100		100	39.34		39.34	60.66	39%
2166	Graphics Charges ISF	500		500	0.00		0.00	500.00	0%
2167	Copy Machine Charges ISF	500		500	13.92		13.92	486.08	3%
2168	Stores ISF	50		50	18.77		18.77	31.23	38%
2179	Miscellaneous Office Expenses	5,500		5,500	2,227.28		2,227.28	3,272.72	41%
2181	Board and Commission Member Compensation 1099	5,000		5,000	1,450.00		1,450.00	3,550.00	29%
2185	Attorney Services (County Counsel)	22,500		22,500	8,621.25		8,621.25	13,878.75	38%
2199	Other Professional and Specialized Non ISF	15,000		15,000	0.00		0.00	15,000.00	0%
2202	Information Tech ISF	2,500		2,500	1,062.18		1,062.18	1,437.82	42%
2203	County Geographical Information Systems Expense ISF	18,000		18,000	7,114.01		7,114.01	10,885.99	40%
2205	Public Works ISF Charges	3,000		3,000	0.00		0.00	3,000.00	0%
2206	Special Services ISF	100		100	0.00		0.00	100.00	0%
2221	Publications and Legal Notices	5,000		5,000	944.72		944.72	4,055.28	19%
2244	Storage Charges ISF	500		500	191.88		191.88	308.12	38%
2261	Computer Equipment < \$5,000	2,500		2,500	0.00		0.00	2,500.00	0%
2262	Furniture and Fixtures < \$5,000	500		500	0.00		0.00	500.00	0%
2272	Conferences / Seminars ISF (Training ISF)	500		500	0.00		0.00	500.00	0%
2273	Education Training Conferences and Seminars	1,000		1,000	0.00		0.00	1,000.00	0%
2291	Private Vehicle Mileage	9,300		9,300	5,633.14		5,633.14	3,666.86	61%
2292	Travel Expenses (Conferences / Seminars)	21,500		21,500	7,351.44		7,351.44	14,148.56	34%
2303	Motorpool ISF	600		600	187.23		187.23	412.77	31%
	Services and Supplies	150,050	0	150,050	57,211.70	0.00	57,211.70	92,838.30	38%
6101	Contingency	67,591		67,591	0.00		0.00	67,591.00	0%
	TOTAL EXPENDITURES	743,491	0	743,491	306,912.03	0.00	306,912.03	436,578.97	41%

0.00

Note: Amounts with "()" in the ACTUAL column reflect FY17 accruals in excess of actual expenditures to date

EXPENDITURES

Account Code	Services and Supplies	Explanation of Services
2032	Voice/Data ISF	Telephone / FAX services, voice and data network access.
2071	General Insurance Allocation ISF	Liability and general insurance.
2114	Facilities and Materials SQ FT Allocation ISF	Custodial services, facility maintenance, utilities, and special services, including security (based on square footage).
2115/ 2116	Facilities Projects ISF / Other Maintenance	Management of facility projects & repairs: heating/air conditioning, lighting, plumbing, roofing, flooring, painting, etc.
2131	Memberships and Dues	CALAFCO and American Planning Association.
2158	Cost Allocation Plan Charges	Building use, equipment/software use, general County services: payroll, financial, business technology, County Counsel, and human resources.
2163	Books and Publications	Newspaper subscription, miscellaneous publications (CEQA, planning/land use, etc.)
2164	Mail Center ISF	Incoming and outgoing U.S. mail and internal brown mail.
2165	Purchasing Charges ISF	Procurement services for processing purchase orders, verifying licenses and insurance coverage, and procurement credit card.
2166	Graphics Charges ISF	Printing services for large volume print jobs.
2167	Copy Machine Chgs ISF	Metered copies for printing large volume print jobs.
2168	Stores ISF	Warehousing and distribution services of surplus inventory.
2179	Miscellaneous Office Expenses	Miscellaneous office supplies.
2181	Board and Commission Member Compensation	Commission stipend payments.
2185	Attorney Services (County Counsel)	County Counsel charges.
2199	Other Professional and Specialized Non ISF (VTD Auditors and County Accounting Services)	Independent auditor and County auditing services.
2202	Information Tech ISF	MS Office licensing, email, network storage, and IT support.
2203	County Geographical Information Systems (GIS) Expense ISF	GIS Allocation, GIS services: map preparation & printing, and website hosting.
2205	Public Works ISF Charges	Surveyor updates to LAFCo maps, public inquiries charged to LAFCo.
2206	Special Services ISF	Security guard, permit parking, conference room reservations, audio-visual equipment requests, I.D. badges, etc.
2221	Publications and Legal Notices	Public hearing notices published in newspaper.
2244	Storage Charges ISF	Off-site record storage and retrieval (hard copies).
2261	Computer Equipment < \$5,000	Computer equipment under \$5,000.
2262	Furniture and Fixtures < \$5,000	Furniture and fixtures under \$5,000.
2272	Conferences/Seminars ISF (Training ISF)	County-offered training classes.
2273	Education Conference and Seminars	Tuition and textbook reimbursement.
2291	Private Vehicle Mileage	Mileage reimbursement and auto allowance.
2292	Travel Expense (Conferences / Seminars)	Expenses for CALAFCO conferences and workshops.
2303	Motorpool ISF	Use of County vehicle for official business.



VENTURA LOCAL AGENCY FORMATION COMMISSION
STAFF REPORT

Meeting Date: February 21, 2018

TO: LAFCo Commissioners
FROM: Andrea Ozdy, Analyst *Andrea Ozdy*
SUBJECT: Municipal Service Reviews for the following Ventura County cities: Camarillo, Fillmore, Moorpark, Ojai, Oxnard, Santa Paula, San Buenaventura, Simi Valley, and Thousand Oaks

Recommendations:

It is recommended that the Commission:

- A. Accept the Municipal Service Reviews (MSRs) for the following Ventura County cities: Camarillo, Fillmore, Moorpark, Ojai, Oxnard, Santa Paula, San Buenaventura, Simi Valley, and Thousand Oaks (with any modifications made by the Commission at the public hearing); authorize the Executive Officer to make any necessary non-substantive changes to the reports; and direct staff to prepare and distribute the final Municipal Service Reviews to all affected local agencies.
- B. Adopt a resolution for each of the following Ventura County cities: Camarillo, Fillmore, Moorpark, Ojai, Oxnard, Santa Paula, San Buenaventura, Simi Valley, and Thousand Oaks, making findings that the acceptance of the MSR report is exempt from the California Environmental Quality Act (CEQA) pursuant to § 15061(b)(3) of the CEQA Guidelines, and making statements of determinations as required under Government Code § 56430.

Background:

Pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code § 56000 et seq.), the Commission was required to determine and adopt a sphere of influence for each city and special district on or before January 1, 2008. A sphere of influence is defined as the probable physical boundary and service area of a local agency, as determined by the Commission (Government Code § 56076). Every five years thereafter, the Commission must, as necessary, review and update each sphere of influence (Government Code § 56425(g)). Prior to or in conjunction with sphere of influence updates, LAFCo is required to conduct MSRs (Government Code § 56430).

COMMISSIONERS AND STAFF

COUNTY: Linda Parks, Chair John Zaragoza <i>Alternate:</i> Steve Bennett	CITY: Janice Parvin Carmen Ramirez <i>Alternate:</i> Claudia Bill-de la Peña	DISTRICT: Elaine Freeman Mary Anne Rooney <i>Alternate:</i> Andy Waters	PUBLIC: David J. Ross, Vice Chair <i>Alternate:</i> Pat Richards
Executive Officer Kai Luoma, AICP	Analyst Andrea Ozdy	Office Manager/Clerk Richelle Beltran	Legal Counsel Michael Walker

To ensure compliance with LAFCo law, every five years the Commission establishes a work plan that outlines a schedule for initiating sphere of influence reviews/updates. According to the current work plan, the sphere reviews/updates for all 10 Ventura County cities were to be initiated during 2017. Draft MSRs were prepared for only nine of the 10 cities, however. No MSR was prepared for the City of Port Hueneme, consistent with past Commission practice, because: (1) the City's municipal boundary is coterminous with its existing sphere boundary; (2) the City is nearly entirely surrounded by the City of Oxnard and the Pacific Ocean, and (3) the only area available for inclusion in the City's sphere is the unincorporated community of Silver Strand, which is provided municipal services by the Channel Islands Beach Community Services District.

Discussion:

Staff prepared a draft MSR report for each of the nine subject cities. Pursuant to LAFCo law, the MSR process requires that the Commission prepare statements of determinations with respect to the seven factors identified in Government Code § 56430(a), as follows:

- Growth and population projections for the affected area;
- Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence;
- Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs and deficiencies;
- Financial ability of agencies to provide services;
- Status of, and opportunities for, shared facilities;
- Accountability for community service needs, including governmental structure and operations efficiencies; and
- Any other matter related to effective and efficient service delivery, as required by Commission policy.

The draft of each MSR was reviewed by staff from that city, and refined to reflect input from that city.

LAFCo is not required to adopt the MSR reports, but staff recommends that the Commission accept them. A draft resolution related to the MSR of each of the subject cities is attached. Upon Commission adoption of the resolutions, the MSR process will be complete for the subject nine cities.

The recommended actions included in this staff report relate only to MSRs, and do not include sphere of influence reviews or updates. Once the Commission accepts the MSR for each of the subject cities, it can review and, as necessary, update the sphere of influence for each city as a separate Commission action.

CEQA:

The Ventura LAFCo is the lead agency under CEQA for the subject MSR. A project is defined in CEQA Guidelines § 21065, in part, as “an activity which may cause either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment.” MSRs are studies only, and do not result in the alteration of an agency’s current operations or service area. MSRs do not have the ability to affect future growth patterns, land use, or regulations in a way that would impact the environment.

Therefore, it is recommended that the Commission find that the recommended actions are exempt from CEQA pursuant to § 15061(b)(3) of the CEQA Guidelines. The draft resolutions relating to the MSRs each contain a finding that the Commission’s action is exempt from CEQA pursuant to § 15061(b)(3) of the CEQA Guidelines.

Notice of Public Hearing:

There are no special notice or public hearing requirements for actions regarding MSRs. However, the *Local Agency Formation Commission Municipal Service Review Guidelines* (Governor’s Office of Planning and Research, August 2003) encourages LAFCo to provide opportunities for public participation in the MSR process, such as through public hearings. Thus, actions relating to the subject MSR reports including the recommended determinations have been noticed and scheduled for consideration during a public hearing. The notice of public hearing was published on January 28, 2018, in the Ventura County Star, posted on the Ventura LAFCo website, and posted at the County Government Center. The final draft MSR reports were posted on the Ventura LAFCo website on February 15, 2018. In addition, copies of the draft MSR reports have been distributed to each of the subject cities and to other interested agencies and individuals.

Attachments:

1. MSR – City of Camarillo
2. Resolution – City of Camarillo
3. MSR – City of Fillmore
4. Resolution – City of Fillmore
5. MSR – City of Moorpark
6. Resolution – City of Moorpark
7. MSR – City of Ojai
8. Resolution – City of Ojai
9. MSR – City of Oxnard
10. Resolution – City of Oxnard
11. MSR – City of San Buenaventura
12. Resolution – City of San Buenaventura
13. MSR – City of Santa Paula

14. Resolution – City of Santa Paula
15. MSR – City of Simi Valley
16. Resolution – City of Simi Valley
17. MSR – City of Thousand Oaks
18. Resolution – City of Thousand Oaks

LAFCo makes every effort to offer legible map files with the online and printed versions of our reports; however, occasionally the need to reduce oversize original maps and/or other technological/software factors can compromise readability. Original maps are available for viewing at the LAFCo office by request.

Ventura Local Agency Formation Commission

City of Camarillo

Municipal Service Review

DRAFT

Prepared By:
Ventura Local Agency Formation Commission
800 S. Victoria Avenue, L #1850
Ventura, CA 93009



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DRAFT

Introduction

Local Agency Formation Commissions (LAFCo) exist in each county in California and were formed for the purpose of administering state law and local policies relating to the establishment and revision of local government boundaries. According to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (California Government Code § 56000 et seq.), LAFCo's purposes are to:

- discourage urban sprawl;
- preserve open space and prime agricultural land;
- ensure efficient provision of government services; and
- encourage the orderly formation and development of local agencies.

To achieve its purposes, LAFCos are responsible for coordinating logical and timely changes in local government boundaries (such as annexations), conducting special studies that identify ways to reorganize and streamline governmental structure, and determining a sphere of influence for each city and special district over which they have authority.

A **sphere of influence** is a plan for the probable physical boundaries and service area of a local agency, as determined by LAFCo (Government Code § 56076). Beginning in 2001, each LAFCo was required to review, and as necessary, update the sphere of each city and special district on or before January 1, 2008, and every five years thereafter (Government Code § 56425(g)). Government Code § 56430(a) provides that in order to determine or update a sphere of influence, LAFCo shall prepare a **Municipal Service Review (MSR)** and make written determinations relating to the following seven factors:

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.
4. Financial ability of agencies to provide services.
5. Status of, and opportunities for, shared facilities.
6. Accountability for community service needs, including governmental structure and operational efficiencies.
7. Any other matter related to effective or efficient service delivery, as required by Commission policy.

MSRs are not prepared for counties, but are prepared for special districts governed by a county Board of Supervisors. Additionally, while LAFCos are authorized to prepare studies relating to their role as boundary agencies, LAFCos have no investigative authority.

A MSR was completed for each of nine of the 10 Ventura County cities (a MSR was not prepared for the City of Port Hueneme¹) in Ventura County in 2007, and a second MSR for the same nine cities was completed in 2012. This MSR includes an updated examination of the City's services, as required by LAFCo law.

LAFCo staff prepared this MSR for the City of Camarillo, using information obtained from multiple sources, including:

- **2017 MSR Questionnaire:** The City completed a questionnaire, which elicited general information about the City (e.g., its contact information, governing body, financial information), as well as service-specific data;
- **City Budget:** The City's adopted budget provided information regarding services and funding levels;
- **General Plan:** The City's General Plan provided information regarding land use, populations, and service levels;
- **City Documents:** Various City documents provided supplementary information relating to service provision;
- **2012 MSR:** The 2012 MSR provided certain data that remain relevant and accurate for inclusion in the current MSR;
- **City Website:** The City's website provided supplementary and clarifying information; and
- **City Staff:** City staff provided supplementary and clarifying information.

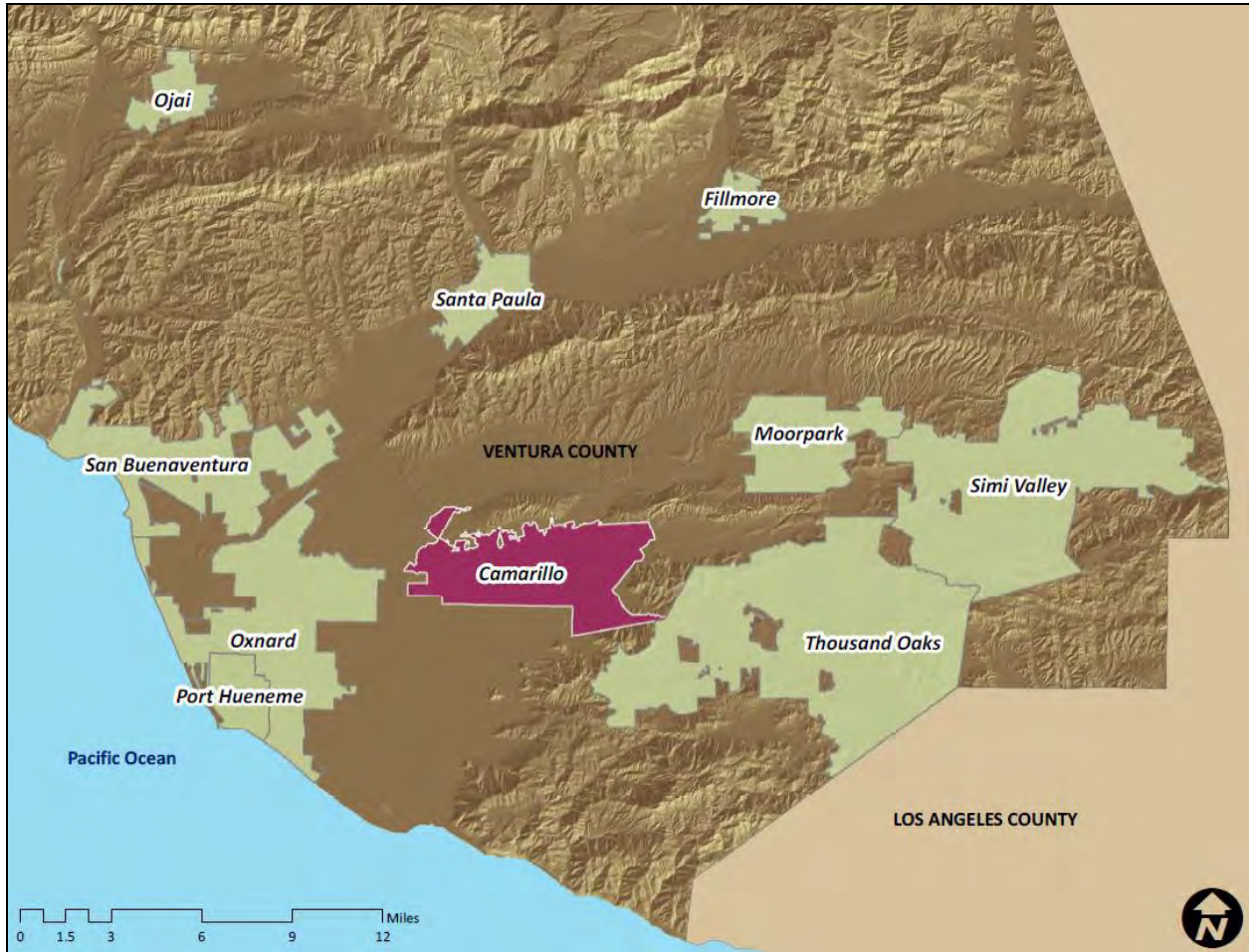
This report is divided into four sections:

- **Profile:** Summary profile of information about the City, including contact information, governing body, summary financial information, and staffing levels;
- **Growth and Population Projections:** Details of past, current, and projected population for the City;
- **Review of Municipal Services:** Discussion of the municipal services that the City provides; and
- **Written Determinations:** Recommended determinations for each of the seven mandatory factors for the City.

The Commission's acceptance of the MSR and adoption of written determinations will be memorialized through the adoption of a resolution that addresses each of the seven mandatory factors based on the Written Determinations section of the MSR.

¹ No MSR was prepared for the City of Port Hueneme, consistent with past Commission practice, because: (1) the City's municipal boundary is coterminous with its existing sphere boundary; (2) the City is nearly entirely surrounded by the City of Oxnard and the Pacific Ocean, and (3) the only area available for inclusion in the City's sphere is the unincorporated community of Silver Strand, which is provided municipal services by the Channel Islands Beach Community Services District.

Profile



Contact Information

City Hall	601 Carmen Drive, Camarillo, CA 93010
Mailing Address	P.O. Box 248, Camarillo, CA 93011-0248
Phone Number	(805) 388-5300
Website	cityofcamarillo.org
Employee E-mail Addresses	firstname.lastname@cityofcamarillo.org

Governance Information

Incorporation Date	October 22, 1964
Organization	General Law
Form of Government	Council and City Manager
City Council	Five members. Elected at-large to staggered, four-year terms of office (elections held in even-numbered years). City Council selects one of its members to serve as Mayor (Mayor serves a one-year term).
City Council Meetings	2 nd and 4 th Wednesday of most months, beginning at 5:00 p.m. Broadcast live on the City's government cable television channel, and available for viewing on the City's website upon conclusion of the meeting.

Population and Area Information

	<i>Population</i>	<i>Area (square miles)</i>
City Jurisdiction	69,924 ²	19.75
Sphere of Influence	Not available	22.9

Services Provided by the City

Animal Services ³	Solid Waste Collection and Disposal Services ⁴
Building and Safety Services ⁵	Storm Drain Maintenance Services
Community Development/Planning Services	Street Maintenance Services
Library Services ⁶	Transit Services ⁷
Parks and Recreation Services ⁸	Wastewater Services ⁹
Police Services ¹⁰	Water Services ¹¹

² Source: California Department of Finance estimate (January 1, 2016).

³ Service provided by contract with Ventura County Animal Services (County of Ventura).

⁴ Service provided by contract with a private provider.

⁵ Service provided by contract with a private provider.

⁶ Service provided by contract with a private provider.

⁷ Service provided by contract with a private provider.

⁸ The majority of recreation and park services within the City is provided by the Pleasant Valley Recreation and Park District.

⁹ Some portions of the City are provided wastewater service by another service provider.

¹⁰ Service provided by contract with Ventura County Sheriff's Office.

¹¹ Some portions of the City are provided water service by other service providers.

Staffing – Full Time Equivalent Positions ¹²				
Departments/Funds	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18
City Clerk	2.85	2.85	2.85	2.66
City Manager	1.80	1.80	1.80	2.25
Emergency Services	0.38	0.38	0.38	.53
Finance	8.31	8.28	8.28	8.43
Human Resources ¹³	1.85	1.99	1.99	1.87
Community Development	9.80	9.40	9.40	9.40
Code Compliance	5.00	4.40	4.40	4.40
Public Works	7.20	5.15	5.15	5.40
Storm Water Management ¹⁴	3.80	2.50	2.50	2.40
Traffic & Signal Maintenance	3.00	3.00	3.45	3.45
Constitution Park	0.20	0.25	0.25	0.25
Old Library Facility	0.03	0.03	0.03	0.03
Courthouse Facility	0.17	0.09	0.09	0.09
Library Operations ¹⁵	0.54	0.47	0.47	0.35
Economic Development	0.77	0.77	0.77	0.89
Gas Tax Fund (Street Maintenance) ¹⁶	12.27	13.02	12.57	13.32
Lighting and Landscaping Fund	10.43	11.53	11.53	10.72
Risk Management Fund	1.85	1.39	1.39	1.24
Information Services Fund	6.62	6.13	6.13	6.13
Vehicles and Equipment Fund	2.45	2.37	2.37	2.40
City Hall Facility Fund	1.23	1.43	1.43	1.53
Corporation Yard Facility Fund	0.21	0.19	0.19	0.19
Police Facility Fund	0.36	0.49	0.49	0.49
Library Facility Fund	1.59	1.29	1.29	1.44
Camarillo Ranch Facility Fund	0.13	0.13	0.13	0.13
Camarillo Chamber of Commerce Facility Fund	0.07	0.05	0.05	0.05
Solid Waste Fund	0.98	0.98	0.98	0.75
Transit Fund	1.05	1.55	1.55	1.55
Water Utility Fund	26.16	25.85	25.85	26.18
Camarillo Sanitary District ¹⁷	27.90	27.74	27.74	27.73
Total	139.00	135.50	135.50	136.25

Public Agencies with Overlapping Jurisdiction	
Calleguas Municipal Water District	Ventura County Air Pollution Control District
Camarillo Health Care District	Ventura County Fire Protection District
Camarillo Sanitary District	Ventura County Transportation Commission
Camrosa Water District	Ventura County Watershed Protection District
Fox Canyon Groundwater Management Agency	Ventura County Waterworks District No. 19
Pleasant Valley County Water District	Ventura Regional Sanitation District
Pleasant Valley Recreation and Park District	

¹² Source: Current and historical City budget documents, and City staff.

¹³ Human Resources, Library Operations and Storm Water Management funds were consolidated to divisions of the General Fund as of FY 2016-17.

¹⁴ Human Resources, Library Operations and Storm Water Management funds were consolidated to divisions of the General Fund as of FY 2016-17.

¹⁵ Human Resources, Library Operations and Storm Water Management funds were consolidated to divisions of the General Fund as of FY 2016-17.

¹⁶ (Gas Tax Fund) Traffic & Signal Maintenance was consolidated to a division of the General Fund in FY 2017-18.

¹⁷ The Camarillo Sanitary District is a dependent district of the City Council of the City of Camarillo. District employees are considered to be City employees; however, the District is a separate entity from the City.

Summary Financial Information¹⁸

General Fund Revenues	FY 2014-15 Actual	FY 2015-16 Actual	FY 2016-17 Amended	FY 2017-18 Adopted
Taxes	28,259,595	28,837,869	31,495,184	32,317,360
Franchise Fees	2,763,700	2,770,967	2,627,875	2,657,650
Licenses and Permits	1,612,191	1,238,123	1,533,068	1,614,000
Grants and Subventions	1,190,850	209,449	183,154	181,490
Charges for Services	2,637,368	4,177,402	2,639,465	1,871,615
Fines/Assessments	361,456	428,712	474,800	484,470
Investments/Contributions	242,434	502,261	347,000	347,000
Other Revenue	81,703	50,965	28,345	12,000
Internal Charges	157,877	172,156	830,100	790,224
Total	\$37,307,174	\$38,387,904	\$40,158,991	\$40,275,809
General Fund Expenditures & Interfund Transfers	FY 2014-15 Actual	FY 2015-16 Actual	FY 2016-17 Amended	FY 2017-18 Adopted
City Council	669,824	639,589	653,363	695,120
City Clerk	561,103	578,629	632,710	570,563
City Attorney	526,385	624,694	509,374	634,744
City Manager	918,954	1,006,163	1,033,196	1,113,238
Emergency Operations	101,676	186,771	189,509	246,474
Finance	1,338,414	1,390,789	1,450,472	1,423,255
Human Resources	0	0	649,199	555,406
Community Development	1,734,916	1,835,352	1,862,275	1,850,178
Code Compliance	805,393	631,616	725,157	735,784
Police Services	14,965,427	15,209,685	16,956,544	17,613,442
Disaster Assistance Response Team	11,657	10,582	31,263	18,875
Building and Safety	1,077,484	923,355	1,163,612	1,091,225
Public Works	2,767,844	3,991,180	2,168,588	2,165,974
Traffic & Signal Maintenance ¹⁹	807,235	715,834	973,940	946,810
Storm Water Management ²⁰	788,145	323,500	1,144,544	1,264,156
Community Service Grants ²¹	49,500	50,380	49,536	52,350
Constitution Park	86,069	115,176	128,623	137,567
Camarillo Ranch	44,930	50,000	200,000	70,000
Pleasant Valley Historical Society	2,252	2,783	4,163	42,343
Senior Meals Home Delivery	37,000	37,000	37,000	37,000
Former Library Site	36,505	33,541	46,539	103,392
Interface 2-1-1	4,819	0	5,000	0
Dizdar Park	13,719	12,686	19,000	30,927
Old Courthouse Building	62,310	51,112	46,335	46,453
Vietnam War Commemoration	0	2,910	10,000	10,000
Fiesta and Street Fair	10,750	13,139	23,100	22,100

¹⁸ Source: FY 2016-18 Adopted Budget and City staff.

¹⁹ FY 2014-15 through FY 2016-17, the expenditures listed for Traffic & Signal Maintenance were operational transfers from the General Fund. This fund was consolidated as a division of the General Fund as of FY 2017-18.

²⁰ FY 2014-15 through FY 2015-16, Storm Water Management, Community Service Grants and Library Operations were individual funds. The expenditures listed were operational transfers from the General Fund. These funds were consolidated as divisions of the General Fund as of FY 2016-17.

²¹ FY 2014-15 through FY 2015-16, Storm Water Management, Community Service Grants and Library Operations were individual funds. The expenditures listed were operational transfers from the General Fund. These funds were consolidated as divisions of the General Fund as of FY 2016-17.

Holiday Parade	18,136	23,538	21,500	33,300
July 4 th Celebration	32,496	39,026	8,900	51,110
Concerts in the Park	28,095	53,480	59,115	55,200
SCIART	0	0	29,750	29,750
Library Operations	1,250,000	2,160,000	4,230,113	3,371,826
Economic Development	293,847	393,693	381,311	440,765
Non-Departmental	-103,591 ²²	87,989	42,000	92,000
Other Interfund Transfers				
Gas Tax-Streets Maintenance	14,917	742,786	1,026,060	670,000
Citywide Lighting & Landscape	1,654,743	2,006,300	2,146,600	2,400,000
Library Debt Service	470,000	491,200	502,000	492,200
SIBA Fund	0	0	4,313,634	0
Vehicle & Equipment	28,442	58,910	65,750	152,896
Chamber of Commerce Facility	0	0	10,000	0
Transit	955,000	600,000	935,000	25,000
Total	\$32,064,396	\$35,093,388	\$44,484,775	\$39,291,423

²² In FY 2014-15, the City implemented Governmental Accounting Standards Board (GASB) Statement No. 68, "Accounting and Financial Reporting for Pensions, an Amendment of GASB Statement No. 27" and GASB State No. 71, "Pension Transition for Contributions Made Subsequent to the Measurement Date, an Amendment of GASB Statement No. 68". Consequently, net position was restated to record pension liability at beginning of year.

Growth and Population Projections

City Annual Growth Projections

According to the U.S. Census, from 2000 to 2010, the City of Camarillo’s population increased from 57,077 to 65,201. The California Department of Finance estimated the City’s population to be 69,924 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 12,847 people, or 22.5% (1.4% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	69,924	73,923	79,244	84,949	91,064	97,620

The Southern California Association of Governments (SCAG) 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) growth forecast projects population growth of the City to occur much more slowly, with an estimated population of 79,900 in 2040.

The Land Use Element of the City’s General Plan (2003, revised in 2014) projects a population of 68,413 at buildout of the General Plan. As the City’s population currently exceeds that projected at buildout of the General Plan, the population projection contained in the current General Plan is not a reliable indicator of future population. The adoption of two Specific Plans and approval of pending projects would enable the development of additional housing, which would accommodate further population growth, estimated as follows:

Anticipated Population	Number of Units	Projected Population ²³
2016 Population Estimate	N/A	69,924
Springville Specific Plan Project	1,350	3,591
Camarillo Commons Specific Plan Project	634	1,686
Other Pending (Not Approved) Projects	723	1,923
Total	2,707	77,124

In addition to the anticipated population provided above, the City has identified other “Opportunity Areas” that could increase potential development by 40 units, with a corresponding population increase of about 106.

The City has a Regional Housing Needs Allocation (RHNA) of 2,224 units for the 2014-2021 RHNA planning period. Pursuant to the City’s General Plan Annual Report for Year 2016, 167 units were completed in 2016, bringing the total to 726 of the 2,224 units required for the 2014-2021 RHNA cycle. Overall, the City can accommodate 2,747 housing units given current development potential, which meets its 2014-2021 RHNA requirement of 2,224 units.

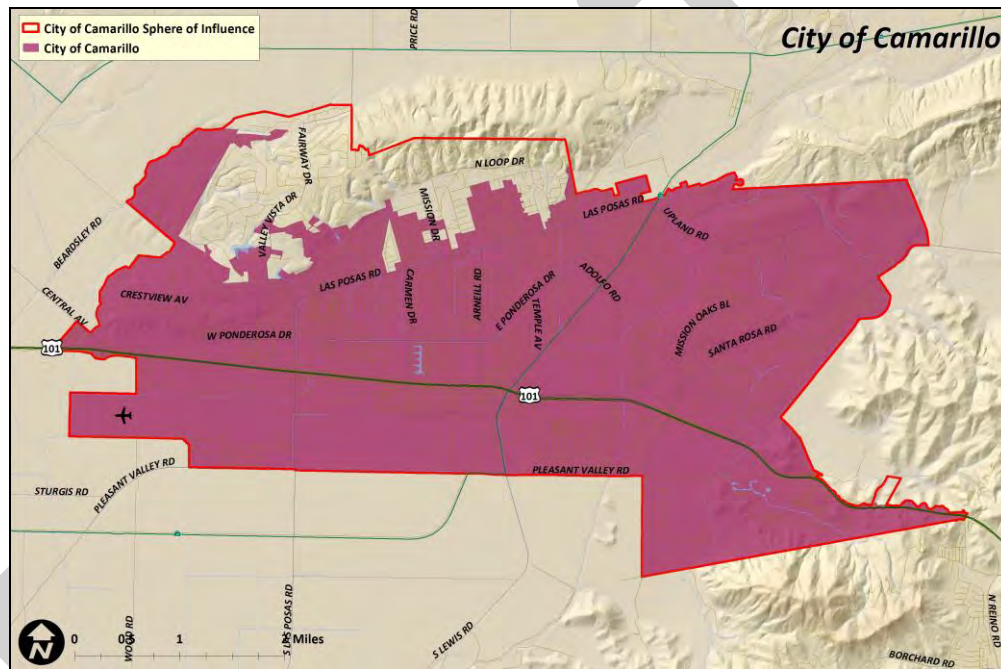
In 1981, City residents passed Measure A, which limits growth within the City to 400 residential dwelling units each year through the issuance of development allotments granted by the City’s Residential

²³ Projected population growth is based on the 2010 U.S. Census estimated average of 2.66 persons per household for the City.

Development Evaluation Board. The growth limitation under Measure A is effective through December 31, 2025. According to the City's 2017 General Plan Annual Report for Year 2016, over the last three years, annual construction of new housing has ranged from 167 to 332 units. Using the 2010 U.S. Census estimated average of 2.66 persons per household, the estimated annual increase in population resulting from the addition of these new units ranges from 444 to 883.

The City also anticipates commercial and industrial development outside of its current municipal boundaries and sphere of influence, under the approved Airport North Specific Plan located on approximately 135 acres immediately north of the Camarillo Airport. No residential development is included as part of the Airport North Specific Plan.

The City's current boundary and sphere of influence are shown below:



Review of Municipal Services

The review of City services is based on provisions of state law which require LAFCo to make determinations regarding the present and planned capacity of public facilities, the adequacy of public services, infrastructure needs and deficiencies, and the City’s financial ability to provide these services (Government Code § 56430(a)(3)).

Fire Services

The City does not provide fire protection and emergency response services. Instead, the Ventura County Fire Protection District (VCFPD) provides these services. Four fire stations serve the City and surrounding unincorporated area, as shown below. In addition, Station 57 in Somis (unincorporated area northeast of the City) provides service if necessary.



1	Station 55	403 Valley Vista Drive
2	Station 50	189 Las Posas Road
3	Station 54	2160 Pickwick Drive
4	Station 52	2323 Santa Rosa Road

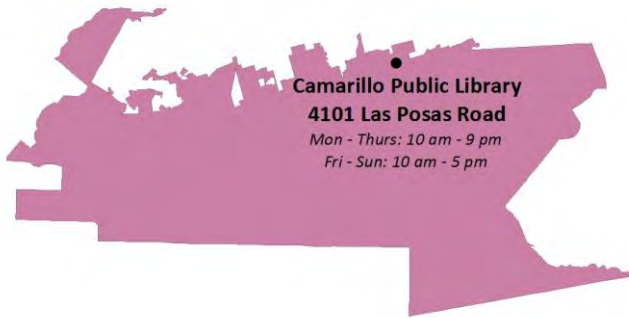
VCFPD response time goals and response statistics are based on population density (i.e., suburban areas and rural areas) throughout its service area which includes the unincorporated County area and the cities of Camarillo, Moorpark, Ojai, Simi Valley, and Thousand Oaks. The City contains both suburban and rural areas.

	Response Time Goal	Average Response Time During Last Two Years
Suburban	8.5 minutes, 90% of the time	8.5 minutes, 92% of the time
Rural	12 minutes, 90% of the time	12 minutes, 90% of the time

The VCFPD is responsible for all fire response dispatch within the County. According to a mutual aid agreement between the cities and the VCFPD, the closest available personnel responds to emergency calls for service, regardless of whether the service need is located within the responding agency’s jurisdiction.

Library Services

The City, through a private contractor, operates the Camarillo Public Library, which consists of a 65,000-square-foot building that includes a bookstore, literacy center, technology room, meeting rooms, young adult area, study center, and café.



The Library Operations Fund was established in FY 2011-12 following the City's assumption of library operations from the County of Ventura. As of FY 2017-18, library operations are reported in the General Fund as a separate division. For FY 2017-18, \$3,931,912 was budgeted for expenditures, which includes a \$1,090,000 allocation to support the Library Facility Fund.

The Library Facility Fund FY 2017-18 budgeted revenues of \$1,120,120 include funding of \$1,090,000 allocated from the Library Operations division. Library Facility Fund FY 2017-18 expenditures are budgeted at \$2,397,863. The Library Facility Fund has an estimated beginning working capital balance of approximately \$3.4 million, which covers the difference.

The Library Special Revenue Fund was established in FY 2010-11 to collect and record the proceeds from fundraising and donations to the library. These funds are earmarked for book collection and database service enhancements for the library. For FY 2017-18, \$355,900 in revenue is budgeted and \$501,692 anticipated in expenditures, with the difference covered from accumulated fund balance.

The Library Debt Service Fund was established in FY 2002-03 to account for the City's contribution of \$8.8 million related to the acquisition of land and construction of the library at its current location (the City received a match grant from the State of California). Budgeted expenditures in this fund amount to \$492,850, which cover principal and interest on the bonds as well as related administrative costs. The final maturity date of the bonds is December 2033.

In FY 2016-17, the City's Information Services Fund contributed to upgrades to wireless technology at the library and computers for the Young Adult area, which is currently under construction.

During FY 2015-16, the California State Library (a California public research institution) estimated that the City had a per capita cost of \$64.86 for library operations. Statewide, the average cost for library operations was \$51.21 and the median cost was \$32.25.

Police Services

The City does not provide police services directly. Instead, the City contracts with the Ventura County Sheriff's Office for all police services, including administration, patrol, and investigation services.

Present Staffing Levels

The Ventura County Sheriff's Office states that for FY 2017-18, it has allocated 67.5 police positions to the City, including 58.75 sworn positions [Commander (0.75), Community Resource Sergeant (1), Community Resource Senior Deputies (2), Community Resource Deputies (4), Investigations Sergeant (1), Investigations Senior Deputies (5), Investigations Deputy (1), Patrol Senior Deputies (2), Patrol Deputies (27), Special Enforcement Sergeant (1), Special Enforcement Senior Deputies (2), Special Enforcement Deputies (3), Traffic Sergeant (1), Traffic Senior Deputy (1), and Traffic Deputies (6)], and 8.75 non-sworn positions [Administrative Assistant (1.5), Clerical Supervisor (0.75), Management

Assistant (0.75), Office Assistant (1.75), Sheriff’s Service Technician (3), and Cadet (1)]. Although police staffing for the City consists of positions that serve both the City and the surrounding unincorporated area, the allocations provided above are those specifically dedicated to the City.

Ratio of Sworn Officers to Population:

Based on current staffing levels and the 2016 population estimate of 69,924, the City provides one sworn officer for every 1,211 residents.

Response Times:

According to the Ventura County Sheriff’s Office, the average response time goals and average response times are as follows²⁴:

	Response Time Goal	Average Response Time	Goal Met During Last Two Years
Non-Emergency	20 minutes	21.2 minutes	70%
Emergency	10 minutes	7.14 minutes	84%

Operational Costs:

The operational cost for the City to provide police services for FY 2017-18 is budgeted to be \$17,613,442, a per capita cost of approximately \$255.

Future Staffing Levels

The City’s population exceeds the amount stated as buildout of the General Plan. Anticipated growth considering the 2016 population and known residential projects (approved specific plans and pending projects) would result in an estimated ultimate City population of 77,124 residents, an even greater increase in population beyond the General Plan buildout population. Using the existing ratio of sworn officers to residents, 64 sworn officers would be needed to support such a population increase.

Recreation and Park Services

The City owns and operates two parks (i.e., Dizdar Park and Constitution Park). During FY 2017-18, the City has budgeted a total of \$700,000 for renovations to Dizdar Park (i.e., parking, hardscape, and lighting improvements), to be funded by the Camarillo Corridor Projects Fund. Maintenance costs for both parks are expected to total approximately \$199,421, funded through the Cultural Arts Services Division within the General Fund.

The majority of recreation and park services within the City are provided by the Pleasant Valley Recreation and Park District (PVRPD), which operates 18 neighborhood parks and eight community parks, and provides a wide range of recreational programs and activities. The most recent addition to

²⁴ The Sheriff’s Office call types have changed. The “Emergency” call category has been replaced with the “Priority 1” call category, which includes a wider range of call situations (e.g., burglary alarm calls, and other in-progress events in addition to traffic accidents, person not breathing, shots fired, battery in progress).

the PVRPD's park inventory is Mel Vincent Park, a 5-acre neighborhood park completed in 2016 within the Springville Specific Plan area that includes children's playgrounds, fitness equipment, basketball courts, two sand volleyball courts, picnic tables, a shade structure, and a meandering concrete path.

The Recreation Element of the City's General Plan includes a goal of providing a total of 2½ acres of neighborhood parks (within an approximately ¼ to ½ mile service radius) and 2½ acres of community parks (within an approximately 1½ mile service radius) for a combined total of 5 acres of parkland per 1,000 residents. New development is required to provide for dedication of park land or payment of fees in lieu of land dedication. Currently, the City provides 3.9 acres of total park land per 1,000 residents.

According to the 2016 General Plan Annual Report, recreational facilities within the City include the Pleasant Valley Senior Center, Pleasant Valley Aquatic Center, a community center, dog parks, ball fields, tennis courts, soccer fields, running tracks, walking paths, hiking trails, picnic shelters, and play equipment.

Solid Waste Services

The City's Solid Waste Division administers programs for the collection of solid waste, yard waste, composting, and recycling. Services for residential customers include refuse, recycling, and green waste collection, and services for commercial customers include refuse and recycling collection. The City contracts with a private solid waste hauler that handles all collection and disposal services. The City provides billing services for residential customers up to four units, and the contractor directly bills multi-family residential and commercial customers. The operating budget for the Solid Waste Fund is \$6,678,433 for FY 2017-18.

Streets, Highways, and Drainage Services

According to City staff, the City provides street construction and maintenance services and street landscaping services both directly and by means of a contract. It also provides street sweeping and street lighting service by means of a contract. The City estimates that it has 473 paved lane miles.

Street Maintenance

The Street Maintenance Division of the City's Public Works Department (with support from outside service contractors) maintains public streets, including repairs to pavement, sidewalks, curbs, gutters and storm drains, pavement marking, and signage. The City's Gas Tax Fund allocates a total of \$2,503,312 for street maintenance for FY 2017-18, or \$5,292 total maintenance expenditures per paved lane mile. For FY 2017-18, the City budgets \$11,082,561 with \$3,070,000 transferred from the General Fund. Funding sources include Transportation Development Act (TDA) revenues and the Gas Tax.

The City is planning to spend approximately \$13.2 million in FY 2017-18 on transportation-related capital improvement projects throughout the City. These projects include completion of the Santa Rosa Road widening, utility undergrounding work, overlay/slurry maintenance, Daily Drive sidewalk replacement, and Las Posas Road and Pleasant Valley Road bike lane improvements. The specific projects listed above will be funded through a variety of sources, with the City's General Fund contributing \$90,000 and federal grants and other funding sources contributing \$967,000.

Street Sweeping

The City contracts for street sweeping services. Street sweeping is financed from the Storm Water Management division of the General Fund. According to City staff, the City allocated \$130,000 for street sweeping services, or \$275 per lane mile. The City's goal is to sweep arterial and collector streets once each week and residential streets twice each month.

Street Lighting and Landscaping

Street lighting services are provided by means of a contract. The FY 2017-18 budget allocates \$1,075,878 for street light services, or \$2,275 per lane mile. Landscaping services to maintain medians, parkways, and certain slope areas are provided by both the City directly and by contract with a private service provider. For FY 2017-18, the City allocated \$3,126,431 for landscaping maintenance. The Citywide Lighting and Landscape Maintenance District, funded through property taxes, supports lighting and landscaping maintenance throughout the City. For FY 2017-18, an additional \$2,450,000 is budgeted to be transferred from the General Fund to the Citywide Lighting and Landscaping Maintenance District Fund. In addition, the City has ten zoned landscape maintenance districts supported through special assessments. Owners of properties in these tracts are assessed for landscape maintenance through their property taxes.

Drainage

The Storm Water Management Fund was established in FY 1993-94. Revenues collected by the Ventura County Watershed Protection District (\$5 per parcel per year) and funding through the General Fund enable storm water management in compliance with National Pollutant Discharge Elimination System²⁵ (NPDES) requirements. Each year, the costs in this fund exceed the actual revenues received and a General Fund contribution is needed to cover the revenue shortfall and maintain established service levels. Streets and gutters provide surface drainage to catch basins, storm drain pipes, and detention basins. Developers are required to extend local storm drains or provide reimbursement to defray installation costs for new drainage infrastructure. The FY 2017-18 budget for storm water management is \$1,264,156.

Transit Services

The City provides transit service by means of a contract with a private operator. The City provides fixed-route bus service, dial-a-ride service, and free Old Town Trolley service. The fixed route service (i.e., Camarillo Area Transit) runs Monday through Friday, and serves areas of the City north of Highway 101 (generally along Ponderosa Drive, Las Posas Road, Upland Road, and Leisure Village). The general purpose (i.e., not limited to certain user groups) dial-a-ride runs every day and serves all parts of the City. The City is developed such that transit ridership is not concentrated along specific corridors or

²⁵ The City participates in the Ventura Countywide Stormwater Quality Management Program (VCSQMP). As a VCSQMP partner, the City works together with other agencies to control storm water pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System (NPDES) Municipal Separate Storm Sewer System permit, issued by the Los Angeles Regional Water Quality Control Board and adopted by the State Water Resources Control Board under the federal Clean Water Act. The Ventura County Watershed Protection District is the principal NPDES permittee and the City is a co-permittee. In general, the program is funded through grant funding and a benefit assessment imposed on properties.

stops. Because fixed-route service was not reaching all areas of the City and had low ridership, the City converted to a general-purpose dial-a-ride system to improve service. Only one fixed route was retained to serve a few concentrated stops. As a result of the conversion, ridership has increased from 25,000 rides per year to 200,000 rides per year. The City recently began operation of a second fixed route (i.e., trolley service) in the Old Town area. The trolley runs seven days a week on a 30-minute schedule. Its route is a loop that includes the Metrolink train station, Daily Drive, Las Posas Road, and Ventura Boulevard.

The City relies on Federal Transit Administration (FTA) grant money to provide a majority of the funding to cover the cost of vehicles (which are owned by the City), operations, and maintenance. For FY 2017-18, the City has budgeted \$1,601,830 in transit-related revenue, of which \$1,395,830 is FTA grant funding, and \$156,000 is fare box recovery revenue (i.e., fares collected from public transit users). The City's transit fund also relies on interfund transfers, \$1,050,000 budgeted from the Air Quality Fund, and \$25,000 from the General Fund. The sum of \$2,791,606 is budgeted for expenses.

The City's free trolley service is funded by the City, as well as the Camarillo Chamber of Commerce (a maximum of \$6,250 per quarter); and California State University at Channel Islands (\$6,250 per quarter).

While not a separate transit service, the County of Ventura and the cities of Camarillo, Moorpark, Simi Valley, and Thousand Oaks formed the East County Transit Alliance (ECTA) through a Memorandum of Understanding in 2013 in order to enhance transit service and improve coordination amongst transit systems.

Wastewater Services

The Camarillo Sanitary District (CSD), a special district governed by the City Council and operated through the City's Public Works Department, provides wastewater collection and treatment service within that portion of the City located west of Calleguas Creek and south of the 101 Freeway. The Camrosa Water District (CWD) provides wastewater services to the areas within the City located east of Calleguas Creek and north of the 101 Freeway. Wastewater is treated at the CSD's Water Reclamation Plant, which distributes reclaimed water to adjacent farmland and expanded distribution of reclaimed water to other areas in the City in 2015. Reclaimed water deliveries are expected to be about 1,000 acre-feet per year (AFY) by 2020.

The CSD treatment facility has a design capacity of 7.25 million gallons per day (mgd) and currently treats approximately 3.6 mgd. According to the CWD's 2015 Urban Water Management Plan (UWMP), it has a plant adjacent to the California State University at Channel Islands, has a design capacity of 1.5 mgd, and treats approximately 1.4 mgd.

According to the City's FY 2016-18 budget, during the FY 2014 period, the CSD refinanced its Wastewater Revenue Refunding Bonds (which finance some improvements to the CSD's wastewater enterprise), resulting in a net present value savings of approximately \$2.2 million. Annual debt service payments total \$1.3 million.

The FY 2017-18 operating budget includes \$11.5 million in expenses. The CSD has budgeted \$5,660,000 for capital projects such as: (1) construction of new sewer mains on Adolfo Road between Lewis Road and Flynn Road (\$1,560,000); (2) design and construction of Pump Station #3 Rehabilitation (northeast

corner of Pleasant Valley Road and Las Posas Road) (\$2,900,000); (3) implementation of renewable energy projects (\$1,000,000); and (4) sewer facility improvements (\$200,000).

Water Services

The City provides retail potable water, water treatment, recycled/reclaimed water, agricultural water, and water conservation services. According to the City's 2015 UWMP, the City provides potable water to about 75% of the area within the City limits (about 9,100 acres). The City also provides potable water to the California Youth Authority facility and California Conservation Corps facility located west of the City. The CWD, Pleasant Valley County Water District (which provides only irrigation water), Pleasant Valley Mutual Water Company, and Crestview Mutual Water Company provide water service elsewhere within the City. The CWD, the largest of these other providers within the City, serves the area generally located east of Calleguas Creek, and according to CWD staff has averaged delivery of 3,935 AFY of potable water over the last five years. The City estimates that the population of the City's service area in 2010 was 42,311, and projects a population of 47,435 by 2035.

Current Potable Water Demand and Supply

The City has four separate water funds: the Water Utility Fund, Reclaimed Water Fund, Water Conservation Credit Fund, and Water Capital Projects Fund. The FY 2017-18 operating budget for these funds totals \$17.4 million. In addition, the capital budget includes \$2.6 million for projects.

Approximately 58% of the City's water supply is imported from the Calleguas Municipal Water District (CMWD), a member agency of the Metropolitan Water District of Southern California. The remaining 42% is groundwater pumped from the Fox Canyon Aquifer in the Pleasant Valley basin. Groundwater extraction is overseen by the Fox Canyon Groundwater Management Agency (FCGMA).

According to the City's UWMP, total water demand within the City's service area averaged 8,952 AFY from 2011 to 2015. In 2015, 3,259 AFY came from groundwater sources (i.e., Pleasant Valley basin) and 4,554 AFY from imported water supplies through the CMWD, for a total water demand of 7,813 AFY. These numbers vary from year to year depending upon weather conditions, groundwater recharge rates, and groundwater blending requirements due to groundwater quality. In April 2014, the FCGMA adopted Emergency Ordinance E in response to the State's mandated water use reduction targets. Under this ordinance, groundwater allocations are replaced with a Temporary Extraction Allocation (TEA) based on average annual reported extraction from 2003 to 2012. Beginning on July 1, 2014, the City's TEA was equal to 90% of the averaged extraction from 2003 to 2012. On January 1, 2015, the City's TEA was further reduced to 85% and then finally to 80% of the averaged 2003-2012 extraction starting on July 1, 2015. According to the FCGMA and the City's UWMP, the City's current TEA from the Pleasant Valley basin is equal to 3,196.916 AFY.

Future Potable Water Demand and Supply

The City's UWMP estimates that by 2035, the population within the City's service area will reach 47,435. Due to the requirement (through Senate Bill 7) that per capita consumption be reduced by 20% by the year 2020, the City estimates that the per capita demand will decrease from the current 225 gallons per day to 180 gallons per day by 2020. Based on the projected population and per capita demands, the projected total water use for the City is expected to be 9,585 AFY by 2035.

Without consideration of the additional groundwater extraction allocation granted by the FCGMA, the City is projected to receive 6,389 AFY from Calleguas in 2035, with the remainder coming from groundwater sources. Under this scenario, water supply would equal demand (6,389 AFY plus 3,196 AFY).

The North Pleasant Valley Groundwater Desalter, once constructed and operational, is anticipated to have the ability to treat groundwater from the Pleasant Valley basin. The FCGMA has granted the City an extraction allocation of a maximum of 4,500 AFY for the North Pleasant Valley Groundwater Desalter, with anticipated production of up to 3,800 AFY. The City's allocation will be based on a new FCGMA allocation system that is dependent upon the sustainable yield of the basin. The rest of the City's water supply will be provided by existing groundwater wells and imported water through the CMWD. It is estimated the Desalter project will cost a total of \$30.0 million to construct. Funding for the Desalter is expected to be provided through a state grant (\$5 million) and the City Water Fund (\$25 million).

DRAFT

Written Determinations

The Commission is required to prepare a written statement of its determinations with respect to each of the subject areas provided below (Government Code § 56430(a)).

1. Growth and population projections for the affected area

According to the U.S. Census, from 2000 to 2010, the City of Camarillo's population increased from 57,077 to 65,201. The California Department of Finance estimated the City's population to be 69,924 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 12,847 people, or 22.5% (1.4% annually, on average). The following table reflects the City's projected population based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	69,924	73,923	79,244	84,949	91,064	97,620

The Southern California Association of Governments (SCAG) 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) growth forecast projects population growth of the City to occur much more slowly, with an estimated population of 79,900 in 2040.

Upon development of known (approved and pending) residential projects, the City's population is anticipated to reach 77,124.

2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income (Government Code § 56033.5). No disadvantaged unincorporated communities are located within or contiguous to the City of Camarillo's sphere of influence.²⁶

3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies

Library services:

- The City, through a private contractor, operates the Camarillo Public Library.

²⁶ According to Ventura LAFCo Commissioner's Handbook Section 3.2.5, Ventura LAFCo has identified Nyeland Acres (within the City of Oxnard's sphere of influence to the north of the city) and Saticoy (within the City of San Buenaventura's sphere of influence to the east of the city) as disadvantaged unincorporated communities.

Police services:

- The City provides police services by means of a contract with the Ventura County Sheriff's Office.
- Based on the 2016 population estimate of 69,924, there is one sworn officer for every 1,211 residents (58.75 sworn officers).
- In order to maintain the current ratio of one sworn officer for every 1,211 residents for the projected population of 77,124 upon buildout of the City, a total of 64 officers would be required.
- Over the last two years, police response time goals were met 84% of the time for emergency calls, and 70% of the time for non-emergency calls.

Solid waste services:

- The City contracts with a refuse collection company for solid waste collection and disposal services.

Streets, highways, and drainage services:

- The City provides street construction and maintenance services and street landscaping services both directly and by means of a contract. It also provides street sweeping and street lighting service by means of a contract.

Transit services:

- The City provides fixed-route bus service, dial-a-ride service, and free Old Town Trolley service, by means of a contract with a private operator.

Water services:

- The City provides potable water to most areas within the City. The majority of the City's water supply, approximately 58%, comes from imported water. The remaining approximately 42% comes from groundwater sources.
- The City's current water supply is adequate to meet current demands.
- The City's projected total water use for the City is expected to be 9,585 AFY by 2035. The City anticipates receiving 6,389 AFY from the CMWD in 2035, with the remainder coming from groundwater sources. The FCGMA has allocated the City the ability to extract 3,196.916 AFY of groundwater from the Pleasant Valley basin. The North Pleasant Valley Groundwater Desalter, once constructed and operational, is anticipated to have the ability to treat groundwater from the Pleasant Valley basin and generate 7,500 AFY of potable water; however, the FCGMA has granted the City an extraction allocation of a maximum of 4,500 AFY for the North Pleasant Valley Groundwater Desalter. The City's allocation will be based on a new allocation system that is dependent upon the sustainable yield of the basin. The rest of the City's water supply will be provided by imported water.

4. Financial ability of agencies to provide services

- The City has a balanced budget.
- It appears that the City has the ability to finance the services it currently provides. Staffing levels have remained relatively steady over the last several years.
- The City partially subsidizes costs related to the lighting and landscaping maintenance district, through the General Fund. Although increases in the assessments would be subject to a public vote (under Proposition 218), the City may wish to consider pursuing increases in these assessments in order to reduce or eliminate reliance on the General Fund for subsidies.

5. Status of, and opportunities for, shared facilities

- The VCFPD provides fire dispatch service for the unincorporated County area as well as all cities within the County.

6. Accountability for community service needs, including governmental structure and operational efficiencies

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings, and dissemination of information.
- The City maintains a website that includes basic information about the City, a directory of City services, current and recent City Council and Planning Commission agendas and staff reports, current and historical budget documents, and videos of historical City Council meetings. Although City Council meetings are broadcast live on the local government cable television channel and are recorded for future viewing on the City's website, the City could improve its website for the purpose of accountability by providing live webcasts of its City Council meetings.
- The City achieves operational efficiencies through contracts or franchise agreements with various service providers, including police, animal control, and solid waste.
- The City achieves operational efficiencies through its participation as a co-permittee in the Ventura Countywide Stormwater Quality Management Program. Under this program, the City works with other agencies to control storm water pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System Municipal Separate Storm Sewer System permit.

7. Any other matter related to effective or efficient service delivery, as required by Commission policy

Opportunities exist for better regional coordination of the many transit services within the County. The following discussion includes a summary of existing public transit services within Ventura County, current public transit inefficiencies and limitations on regionalization, progress toward public transit coordination, and opportunities for further public transit coordination. Some cities prefer to control and operate their own transit systems in order to provide service focused on users within their jurisdictions; however, the following discussion is based on the idea that a more coordinated, regional perspective on public transit will result in improved service for public transit users.

Existing Public Transit Services in Ventura County:

- The City of Ojai²⁷ and the City of Simi Valley each provide transit service, with City employees operating and maintaining the vehicles.
- The City of Camarillo provides transit service by means of a contract with a private operator (i.e., Roadrunner Shuttle).
- The City of Thousand Oaks provides transit service by means of a contract with a private operator (i.e., MV Transportation).
- The City of Moorpark provides transit service by means of a contract with the City of Thousand Oaks, which holds a contract for service with a private operator (i.e., MV Transportation).
- Under a cooperative agreement amongst the County of Ventura, the City of Santa Paula, and the City of Fillmore, the Ventura County Transportation Commission (VCTC)²⁸ administers public transit service in and surrounding the Santa Paula, Fillmore, and Piru areas of Ventura County (i.e., the Valley Express). The service is provided by means of a contract with a private operator (i.e., MV Transportation).
- The County of Ventura contracts with the City of Thousand Oaks, which contracts the service to a private operator (i.e., MV Transportation), for the operation of the free Kanan Shuttle service between the unincorporated area of Oak Park and the City of Agoura Hills. The service is provided fare-free as the required 20% farebox recovery²⁹ required by the Transportation Development Act (TDA) is provided by local contributions from Ventura County Service Area No. 4, the Oak Park Unified School District, and, most recently, the City of Agoura Hills.
- Gold Coast Transit District (GCTD) provides local and regional fixed-route and paratransit service in the cities of Ojai, Oxnard, Port Hueneme, Ventura and the unincorporated areas of Ventura County. Service is provided on 20 fixed routes, with a fleet includes 56 buses and 24 paratransit vehicles. GCTD directly operates its fixed-route service and contracts its paratransit service to a private operator (i.e., MV Transportation).
- The VCTC provides regional service, by means of a contract with a private provider, which consists of the following routes: (1) Highway 101/Conejo Connection (serving the section of Highway 101 between Ventura and the San Fernando Valley), (2) Highway 126 (serving Fillmore, Santa Paula, Saticoy, and Ventura), (3) Coastal Express (serving Ventura County and Santa Barbara County), (4) East County (serving the Simi Valley, Moorpark, and Thousand Oaks area), (5) Oxnard/Camarillo/California State University at Channel Islands Connector (serving the Camarillo and Oxnard area), and (6) East/West Connector (serving Simi Valley, Moorpark, Camarillo, Oxnard and Ventura, as of November 2017).
- The ECTA was formed in 2013 through a Memorandum of Understanding (MOU) amongst the City of Camarillo, City of Moorpark, City of Simi Valley, City of Thousand Oaks, and the County of Ventura for the eastern portion of unincorporated Ventura County. ECTA was formed to better

²⁷ The City's transit service is limited to the Ojai Trolley which operates within the City, and the unincorporated communities of Meiners Oaks and Mira Monte. The Ojai Trolley service operates within the GCTD service area, but is operated directly by the City.

²⁸ VCTC is the regional transportation planning agency of Ventura County, and oversees a large part of the distribution of public funds for transportation and transit within the County.

²⁹ TDA funding provided by the State to local jurisdictions may not exceed a certain percentage of the cost to provide public transit service (i.e., 80% for urban areas and 90% for rural areas). The remaining percentage of the cost (i.e., 20% for urban areas and 10% for rural areas) must be covered locally through some other means, known as "farebox recovery." Note that funding sources other than rider fares may qualify as "farebox recovery."

coordinate transit services among these agencies. In August 2015, ECTA initiated a service known as “CONNECT City-to-City” which offers Americans with Disabilities Act (ADA) and Senior intercity dial-a-ride service under a single paratransit system.³⁰ The City of Thousand Oaks administers the service, which is contracted to a private operator (i.e., MV Transportation).

Current Public Transit Inefficiencies and Limitations on Regional Coordination:

- According to the Ventura County Regional Transit Study (VCTC, April 9, 2012)³¹, public transit within the County was found to be disjointed. Public transit service providers have varying schedules (i.e., days and hours of operation, frequency of buses (headways)), and fares (including different eligible ages for senior fares (e.g., a lower qualifying age for seniors in the City of Camarillo)), and maintain separate websites and bus books. No single agency or website provides a complete guide for public transit users who wish to plan interagency trips. The study concluded that “This makes connections difficult and service confusing, especially for the infrequent or new rider. While VCTC and the operators have attempted to improve connections through coordinated fare media and scheduling software, progress toward truly integrated service has been minimal.”
- Limited access to non-TDA funding for transit restricts the ability of cities and other public transit operators to increase revenue service hours and still meet TDA farebox recovery requirements. Because of the minimal levels of service currently provided in some areas of the County, regional travel times are often lengthy and opportunities for passengers to connect between buses are few. Shorter headways and total trip times depend on increased transit funding under the current funding distribution structure or a different method of distribution for the County’s transit funding. Inability to access funding for transportation also limits implementation of improvements for fleet expansions, pedestrian infrastructure, and street lighting.
- While some of the individual transit-serving agencies have made efforts to improve coordination among systems (e.g., through the formation of the GCTD (formed in 2013), and the ECTA (created in 2013)), public transit in the County overall is divided into separate, often unrelated, transit systems. The Ventura County Regional Transit Study acknowledged the challenges in establishing a coordinated system, including the fact that Ventura County consists of “widely spaced, diverse communities and centers where geographic areas do not share common economic, social, and transportation service values.”
- While it is the intent of ECTA to move toward further consistency and regionalization of services in the eastern portion of Ventura County, the existing local transit programs of two ECTA member agencies are limited in their ability to fully participate in the regional ECTA programs:
 - The City of Simi Valley operates fixed route transit service using City personnel and City-owned equipment.
 - The City of Camarillo receives contributions from local funding partners (e.g., the Leisure Village retirement community for residents age 55 and older). For the purposes of City of

³⁰ The City of Camarillo does not participate in the CONNECT service because: (1) the City already provides regional ADA and Senior intercity service throughout the East County ((this enables the City to provide senior service to more riders within the City by allowing a lower qualifying age limit of 55 years (rather than 65 years)), and (2) Camarillo ADA and senior riders have the benefit of using just one dial-a-ride system for both local and regional service.

³¹ The study included consultation with VCTC commissioners, city managers, local public transit providers, and the public.

Camarillo public transit, riders aged 55 and older qualify to ride as senior fares, whereas 65 is the qualifying age for seniors on other transit systems.

- Senate Bill 325 (1971) established State transit funding (TDA funding) for the purpose of directly supporting public transportation through the imposition of a ¼-cent local sales tax beginning in 1972. An exception was included for rural counties (i.e., counties with populations of fewer than 500,000, based on the 1970 U.S. Census), in general, to also allow use of the funding for local streets and roads if the transportation planning agency finds that there are no unmet transit needs. Through Senate Bill 716 (2009), the law was modified, and specified that the exception now applied to: (1) rural counties (i.e., counties with populations of fewer than 500,000 (based on the 2010 U.S. Census), and (2) cities within urban counties (i.e., counties with populations of 500,000 or more, based on the 2010 U.S. Census) with populations of 100,000 or fewer. Ventura County has a population of more than 500,000 and therefore qualifies as an urban county; however, several of its cities are eligible to use TDA money for streets and roads projects, provided that they: (1) have a population of 100,000 or fewer, (2) are not within the GCTD service area, and (3) do not have an unmet transit need. Because Ventura County cities with populations of more than 100,000 are restricted to using all their TDA money for public transit purposes regardless of the extent of need for public transit, these cities cannot use TDA funding for streets and roads projects.

Progress Toward Regional Coordination of Public Transit:

- On October 3, 2013, Governor Brown signed into law Assembly Bill 664, which formed the GCTD to include five members: four cities and the County. AB 664 also authorized the remaining cities in Ventura County to request to join the GCTD in the future. Prior to the formation of the GCTD, local TDA funding for operating costs and capital projects was provided to Gold Coast Transit (operating as a Joint Powers Authority (JPA)) by its member agencies, allocated by a formula based on the percentage of revenue miles of transit service provided within each participating jurisdiction. As a district, GCTD has the ability to implement service improvements and meet the public's transit needs from a systemwide perspective, and distributes TDA funds to its members for transit-related purposes such as bus stop construction and transit-related maintenance needs. Following the formation of the District, the GCTD also adopted the following planning documents to further improve the delivery of service to GCTD members: GCTD Service Planning Guidelines (Adopted February 2014), Bus Stop Guidelines (Adopted June 2015), Short Range Transit Plan (Adopted November 2015), and Fleet Management Plan (October 2016). Additionally, in May 2017, GCTD began construction of a new Operations and Maintenance Facility in the City of Oxnard. Once built, the 15-acre facility will allow GCTD to maintain a fleet of up to 125 buses and will include an administration and operations building, an 8-bay maintenance and repair building, a compressed natural gas (CNG) fuel station and bus wash. The facility is scheduled to open in the fall of 2018.
- GCTD's Short Range Transit Plan identified recommended service improvements such as implementing: (1) additional service to Naval Base Ventura County in Port Hueneme, (2) express service between Oxnard and Ventura, and (3) increased service frequencies on its core routes. While funding for these improvements is not in place, service improvements could potentially be funded through the Federal Transit Administration (FTA) (FTA Section 5310/5307 program).
- ECTA is the result of greater awareness for the need to improve coordination amongst transit systems in the eastern portion of the County, and has initiated programs to simplify interjurisdictional trips for riders in the eastern portion of the County (e.g., CONNECT City-to-

City). The cities of Moorpark, Simi Valley, and Thousand Oaks are each in various stages of completing strategic plans for transit, including improved regional coordination with regard to hours of operation, route schedules and connectivity, fares, senior age criteria, and consistency of policies.

- Technological advances have provided opportunities for improved regional trip-planning resources for riders. GCTD, VCTC, and Thousand Oaks Transit have schedules available on Google Maps. By the end of FY 2017-18, information about other fixed-route transit services countywide is expected to be available on Google Transit (a web application that assists riders in accessing transit schedule information and planning public transit trips). GCTD launched Google Maps Online Trip Planner in 2014, and recently launched a mobile ticketing application.
- Transfer agreements and fare media (GO Ventura 31-day pass) including the installation of the GFI Genfare system on all transit vehicles have helped improve coordination between systems. However, fare discrepancies and fare policies still need to be addressed.
- VCTC's Coordinated Public Transit – Human Services Transportation Plan (April 2017) identifies strategies to address gaps or deficiencies in the current public transit system in meeting the needs of senior, disabled, and low-income populations in Ventura County. One of the strategies identified in the plan is the implementation of a countywide “one-call/one-click” transit information center intended to simplify and improve trip-planning and access to information about public transit services. Funding has not yet been identified for this service, but the service could potentially be funded through the FTA.

Opportunities for Further Regional Coordination of Public Transit:

- It is clear that constraints to regionalizing public transit exist within Ventura County, and that local jurisdictions have identified opportunities (and implemented some improvements) with respect to local public transit. The City may wish to continue its dialogue with the County and the other cities to further improve connectivity within Ventura County and simplify customers' public transit experiences, including (but not necessarily limited to) the following discussion topics:
 - Identify one agency as the regional transportation authority to oversee and implement the majority of public transit within the County;
 - Encourage cities that are not currently members of the GCTD to request to join the GCTD, or contract with GCTD for some or all of their planning or operational needs; or
 - Establish a new transit district that would complement the GCTD's service area and provide service within areas not currently served by the GCTD in the East County (the formation of ECTA was a step toward potentially realizing this opportunity in the eastern portion of Ventura County).

RESOLUTION OF THE VENTURA LOCAL AGENCY FORMATION COMMISSION DETERMINING THAT THE MUNICIPAL SERVICE REVIEW FOR THE CITY OF CAMARILLO IS EXEMPT FROM THE CALIFORNIA ENVIRONMENTAL QUALITY ACT, ACCEPTING THE MUNICIPAL SERVICE REVIEW FOR THE CITY OF CAMARILLO, AND MAKING STATEMENTS OF DETERMINATION

WHEREAS, Government Code § 56425 et seq. requires the Local Agency Formation Commission (LAFCo or Commission) to develop and determine the sphere of influence of each local governmental agency within the County; and

WHEREAS, Government Code § 56430(e) requires each LAFCo to conduct a municipal service review before, or in conjunction with, but no later than the time it is considering an action to establish or update a sphere of influence; and

WHEREAS, the Ventura LAFCo has approved a work plan to conduct municipal service reviews and sphere of influence reviews/updates, and the municipal service review for the City of Camarillo (City) is part of that work plan; and

WHEREAS, LAFCo has prepared a report titled “City of Camarillo – Municipal Service Review” that contains a review of the services provided by the City; and

WHEREAS, the “City of Camarillo – Municipal Service Review” report contains recommended statements of determinations related to the City, as required by Government Code § 56430; and

WHEREAS, the “City of Camarillo – Municipal Service Review” including the recommended statements of determination were duly considered at a public hearing on February 21, 2018; and

WHEREAS, the Commission heard, discussed, and considered all oral and written testimony for and against the recommended exemption from California Environmental Quality Act (CEQA), the “City of Camarillo – Municipal Service Review” report and the written determinations, including, but not limited to, the LAFCo staff report dated February 21, 2018, and recommendations.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED by the Ventura Local Agency Formation Commission as follows:

- (1) The municipal service review report titled “City of Camarillo – Municipal Service Review”, including the related statements of determination, are determined to be exempt from CEQA pursuant to § 15061(b)(3) of the CEQA Guidelines, and LAFCo staff is directed to file a Notice of Exemption as the lead agency pursuant to § 15062 of the CEQA Guidelines; and
- (2) The Commission accepts the “City of Camarillo – Municipal Service Review” report as presented to the Commission on February 21, 2018, including any modifications approved by a majority of the Commission as a part of this action. The Executive Officer is authorized to make minor edits to the report for accuracy and completeness; and
- (3) The LAFCo staff report dated February 21, 2018, and recommendation for acceptance of the “City of Camarillo – Municipal Service Review” report are hereby adopted; and
- (4) Pursuant to Government Code § 56430(a), the following statements of determination are hereby made for the City:

a. Growth and population projections for the affected area. [§ 56430(a)(1)]

According to the U.S. Census, from 2000 to 2010, the City of Camarillo’s population increased from 57,077 to 65,201. The California Department of Finance estimated the City’s population to be 69,924 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 12,847 people, or 22.5% (1.4% annually, on average). The following table reflects the City’s projected population based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	69,924	73,923	79,244	84,949	91,064	97,620

The Southern California Association of Governments (SCAG) 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) growth forecast projects population growth of the City to occur much more slowly, with an estimated population of 79,900 in 2040.

Upon development of known (approved and pending) residential projects, the City's population is anticipated to reach 77,124.

b. *The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence. [§ 56430(a)(2)]*

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income (Government Code § 56033.5). No disadvantaged unincorporated communities are located within or contiguous to the City of Camarillo's sphere of influence.¹

c. *Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs and deficiencies. [§ 56430(a)(3)]*

Library services:

- The City, through a private contractor, operates the Camarillo Public Library.

Police services:

- The City provides police services by means of a contract with the Ventura County Sheriff's Office.
- Based on the 2016 population estimate of 69,924, there is one sworn officer for every 1,211 residents (58.75 sworn officers).
- In order to maintain the current ratio of one sworn officer for every 1,211 residents for the projected population of 77,124 upon buildout of the City, a total of 64 officers would be required.
- Over the last two years, police response time goals were met 84% of the time for emergency calls, and 70% of the time for non-emergency calls.

Solid waste services:

- The City contracts with a refuse collection company for solid waste collection and disposal services.

Streets, highways, and drainage services:

- The City provides street construction and maintenance services and street landscaping services both directly and by means of a contract. It also provides street sweeping and street lighting service by means of a contract.

¹ According to Ventura LAFCo Commissioner's Handbook Section 3.2.5, Ventura LAFCo has identified Nyeland Acres (within the City of Oxnard's sphere of influence to the north of the city) and Saticoy (within the City of San Buenaventura's sphere of influence to the east of the city) as disadvantaged unincorporated communities.

Transit services:

- The City provides fixed-route bus service, dial-a-ride service, and free Old Town Trolley service, by means of a contract with a private operator.

Water services:

- The City provides potable water to most areas within the City. The majority of the City's water supply, approximately 58%, comes from imported water. The remaining approximately 42% comes from groundwater sources.
- The City's current water supply is adequate to meet current demands.
- The City's projected total water use for the City is expected to be 9,585 AFY by 2035. The City anticipates receiving 6,389 AFY from the CMWD in 2035, with the remainder coming from groundwater sources. The FCGMA has allocated the City the ability to extract 3,196.916 AFY of groundwater from the Pleasant Valley basin. The North Pleasant Valley Groundwater Desalter, once constructed and operational, is anticipated to have the ability to treat groundwater from the Pleasant Valley basin and generate 7,500 AFY of potable water; however, the FCGMA has granted the City an extraction allocation of a maximum of 4,500 AFY for the North Pleasant Valley Groundwater Desalter. The City's allocation will be based on a new allocation system that is dependent upon the sustainable yield of the basin. The rest of the City's water supply will be provided by imported water.

d. *Financial ability of agencies to provide services. [§ 56430(a)(4)]*

- The City has a balanced budget.
- It appears that the City has the ability to finance the services it currently provides. Staffing levels have remained relatively steady over the last several years.
- The City partially subsidizes costs related to the lighting and landscaping maintenance district, through the General Fund. Although increases in the assessments would be subject to a public vote (under Proposition 218), the City may wish to consider pursuing increases in these assessments in order to reduce or eliminate reliance on the General Fund for subsidies.

e. *Status of, and opportunities for, shared facilities. [§ 56430(a)(5)]*

The Ventura County Fire Protection District (VCFPD) provides fire dispatch service for the unincorporated County area as well as all cities within the County.

f. *Accountability for community service needs, including governmental structure and operational efficiencies. [§ 56430(a)(6)]*

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings, and dissemination of information.
- The City maintains a website that includes basic information about the City, a directory of City services, current and recent City Council and Planning Commission agendas and staff reports, current and historical budget documents, and videos of historical City Council meetings. Although City Council meetings are broadcast live on the local government cable television channel and are recorded for future viewing on the City’s website, the City could improve its website for the purpose of accountability by providing live webcasts of its City Council meetings.
- The City achieves operational efficiencies through contracts or franchise agreements with various service providers, including police, animal control, and solid waste.
- The City achieves operational efficiencies through its participation as a co-permittee in the Ventura Countywide Stormwater Quality Management Program. Under this program, the City works with other agencies to control storm water pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System Municipal Separate Storm Sewer System permit.

g. Any other matter related to effective and efficient service delivery, as required by commission policy. [§ 56430(a)(7)]

Opportunities exist for better regional coordination of the many transit services within the County. The following discussion includes a summary of existing public transit services within Ventura County, current public transit inefficiencies and limitations on regionalization, progress toward public transit coordination, and opportunities for further public transit coordination. Some cities prefer to control and operate their own transit systems in order to provide service focused on users within their jurisdictions; however, the following discussion is based on the idea that a more coordinated, regional perspective on public transit will result in improved service for public transit users.

Existing Public Transit Services in Ventura County:

- The City of Ojai² and the City of Simi Valley each provide transit service, with City employees operating and maintaining the vehicles.
- The City of Camarillo provides transit service by means of a contract with a private operator (i.e., Roadrunner Shuttle).

² The City’s transit service is limited to the Ojai Trolley which operates within the City, and the unincorporated communities of Meiners Oaks and Mira Monte. The Ojai Trolley service operates within the GCTD service area, but is operated directly by the City.

- The City of Thousand Oaks provides transit service by means of a contract with a private operator (i.e., MV Transportation).
- The City of Moorpark provides transit service by means of a contract with the City of Thousand Oaks, which holds a contract for service with a private operator (i.e., MV Transportation).
- Under a cooperative agreement amongst the County of Ventura, the City of Santa Paula, and the City of Fillmore, the Ventura County Transportation Commission (VCTC)³ administers public transit service in and surrounding the Santa Paula, Fillmore, and Piru areas of Ventura County (i.e., the Valley Express). The service is provided by means of a contract with a private operator (i.e., MV Transportation).
- The County of Ventura contracts with the City of Thousand Oaks, which contracts the service to a private operator (i.e., MV Transportation), for the operation of the free Kanan Shuttle service between the unincorporated area of Oak Park and the City of Agoura Hills. The service is provided fare-free as the required 20% farebox recovery⁴ required by the Transportation Development Act (TDA) is provided by local contributions from Ventura County Service Area No. 4, the Oak Park Unified School District, and, most recently, the City of Agoura Hills.
- Gold Coast Transit District (GCTD) provides local and regional fixed-route and paratransit service in the cities of Ojai, Oxnard, Port Hueneme, Ventura and the unincorporated areas of Ventura County. Service is provided on 20 fixed routes, with a fleet includes 56 buses and 24 paratransit vehicles. GCTD directly operates its fixed-route service and contracts its paratransit service to a private operator (i.e., MV Transportation).
- The VCTC provides regional service, by means of a contract with a private provider, which consists of the following routes: (1) Highway 101/Conejo Connection (serving the section of Highway 101 between Ventura and the San Fernando Valley), (2) Highway 126 (serving Fillmore, Santa Paula, Saticoy, and Ventura), (3) Coastal Express (serving Ventura County and Santa Barbara County), (4) East County (serving the Simi Valley, Moorpark, and Thousand Oaks area), (5) Oxnard/Camarillo/California State University at Channel Islands Connector (serving the Camarillo and Oxnard area), and (6) East/West Connector (serving Simi Valley, Moorpark, Camarillo, Oxnard and Ventura, as of November 2017).
- The ECTA was formed in 2013 through a Memorandum of Understanding (MOU) amongst the City of Camarillo, City of Moorpark, City of Simi Valley, City of Thousand Oaks, and the County of Ventura for the eastern portion of unincorporated Ventura

³ VCTC is the regional transportation planning agency of Ventura County, and oversees a large part of the distribution of public funds for transportation and transit within the County.

⁴ TDA funding provided by the State to local jurisdictions may not exceed a certain percentage of the cost to provide public transit service (i.e., 80% for urban areas and 90% for rural areas). The remaining percentage of the cost (i.e., 20% for urban areas and 10% for rural areas) must be covered locally through some other means, known as “farebox recovery.” Note that funding sources other than rider fares may qualify as “farebox recovery.”

Resolution

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February 21, 2018

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County. ECTA was formed to better coordinate transit services among these agencies. In August 2015, ECTA initiated a service known as “CONNECT City-to-City” which offers Americans with Disabilities Act (ADA) and Senior intercity dial-a-ride service under a single paratransit system.⁵ The City of Thousand Oaks administers the service, which is contracted to a private operator (i.e., MV Transportation).

Current Public Transit Inefficiencies and Limitations on Regional Coordination:

- According to the Ventura County Regional Transit Study (VCTC, April 9, 2012)⁶, public transit within the County was found to be disjointed. Public transit service providers have varying schedules (i.e., days and hours of operation, frequency of buses (headways)), and fares (including different eligible ages for senior fares (e.g., a lower qualifying age for seniors in the City of Camarillo)), and maintain separate websites and bus books. No single agency or website provides a complete guide for public transit users who wish to plan interagency trips. The study concluded that “This makes connections difficult and service confusing, especially for the infrequent or new rider. While VCTC and the operators have attempted to improve connections through coordinated fare media and scheduling software, progress toward truly integrated service has been minimal.”
- Limited access to non-TDA funding for transit restricts the ability of cities and other public transit operators to increase revenue service hours and still meet TDA farebox recovery requirements. Because of the minimal levels of service currently provided in some areas of the County, regional travel times are often lengthy and opportunities for passengers to connect between buses are few. Shorter headways and total trip times depend on increased transit funding under the current funding distribution structure or a different method of distribution for the County’s transit funding. Inability to access funding for transportation also limits implementation of improvements for fleet expansions, pedestrian infrastructure, and street lighting.
- While some of the individual transit-serving agencies have made efforts to improve coordination among systems (e.g., through the formation of the GCTD (formed in 2013), and the ECTA (created in 2013)), public transit in the County overall is divided into separate, often unrelated, transit systems. The Ventura County Regional Transit Study acknowledged the challenges in establishing a coordinated system, including the fact that Ventura County consists of “widely spaced, diverse communities and

⁵ The City of Camarillo does not participate in the CONNECT service because: (1) the City already provides regional ADA and Senior intercity service throughout the East County ((this enables the City to provide senior service to more riders within the City by allowing a lower qualifying age limit of 55 years (rather than 65 years)), and (2) Camarillo ADA and senior riders have the benefit of using just one dial-a-ride system for both local and regional service.

⁶ The study included consultation with VCTC commissioners, city managers, local public transit providers, and the public.

- centers where geographic areas do not share common economic, social, and transportation service values.”
- While it is the intent of ECTA to move toward further consistency and regionalization of services in the eastern portion of Ventura County, the existing local transit programs of two ECTA member agencies are limited in their ability to fully participate in the regional ECTA programs:
 - The City of Simi Valley operates fixed route transit service using City personnel and City-owned equipment.
 - The City of Camarillo receives contributions from local funding partners (e.g., the Leisure Village retirement community for residents age 55 and older). For the purposes of City of Camarillo public transit, riders aged 55 and older qualify to ride as senior fares, whereas 65 is the qualifying age for seniors on other transit systems.
 - Senate Bill 325 (1971) established State transit funding (TDA funding) for the purpose of directly supporting public transportation through the imposition of a ¼-cent local sales tax beginning in 1972. An exception was included for rural counties (i.e., counties with populations of fewer than 500,000, based on the 1970 U.S. Census), in general, to also allow use of the funding for local streets and roads if the transportation planning agency finds that there are no unmet transit needs. Through Senate Bill 716 (2009), the law was modified, and specified that the exception now applied to: (1) rural counties (i.e., counties with populations of fewer than 500,000 (based on the 2010 U.S. Census), and (2) cities within urban counties (i.e., counties with populations of 500,000 or more, based on the 2010 U.S. Census) with populations of 100,000 or fewer. Ventura County has a population of more than 500,000 and therefore qualifies as an urban county; however, several of its cities are eligible to use TDA money for streets and roads projects, provided that they: (1) have a population of 100,000 or fewer, (2) are not within the GCTD service area, and (3) do not have an unmet transit need. Because Ventura County cities with populations of more than 100,000 are restricted to using all their TDA money for public transit purposes regardless of the extent of need for public transit, these cities cannot use TDA funding for streets and roads projects.

Progress Toward Regional Coordination of Public Transit:

- On October 3, 2013, Governor Brown signed into law Assembly Bill 664, which formed the GCTD to include five members: four cities and the County. AB 664 also authorized the remaining cities in Ventura County to request to join the GCTD in the future. Prior to the formation of the GCTD, local TDA funding for operating costs and capital projects was provided to Gold Coast Transit (operating as a Joint Powers Authority (JPA)) by its member agencies, allocated by a formula based on the percentage of revenue miles of transit service provided within each participating

jurisdiction. As a district, GCTD has the ability to implement service improvements and meet the public's transit needs from a systemwide perspective, and distributes TDA funds to its members for transit-related purposes such as bus stop construction and transit-related maintenance needs. Following the formation of the District, the GCTD also adopted the following planning documents to further improve the delivery of service to GCTD members: GCTD Service Planning Guidelines (Adopted February 2014), Bus Stop Guidelines (Adopted June 2015), Short Range Transit Plan (Adopted November 2015), and Fleet Management Plan (October 2016). Additionally, in May 2017, GCTD began construction of a new Operations and Maintenance Facility in the City of Oxnard. Once built, the 15-acre facility will allow GCTD to maintain a fleet of up to 125 buses and will include an administration and operations building, an 8-bay maintenance and repair building, a compressed natural gas (CNG) fuel station and bus wash. The facility is scheduled to open in the fall of 2018.

- GCTD's Short Range Transit Plan identified recommended service improvements such as implementing: (1) additional service to Naval Base Ventura County in Port Hueneme, (2) express service between Oxnard and Ventura, and (3) increased service frequencies on its core routes. While funding for these improvements is not in place, service improvements could potentially be funded through the Federal Transit Administration (FTA) (FTA Section 5310/5307 program).
- ECTA is the result of greater awareness for the need to improve coordination amongst transit systems in the eastern portion of the County, and has initiated programs to simplify interjurisdictional trips for riders in the eastern portion of the County (e.g., CONNECT City-to-City). The cities of Moorpark, Simi Valley, and Thousand Oaks are each in various stages of completing strategic plans for transit, including improved regional coordination with regard to hours of operation, route schedules and connectivity, fares, senior age criteria, and consistency of policies.
- Technological advances have provided opportunities for improved regional trip-planning resources for riders. GCTD, VCTC, and Thousand Oaks Transit have schedules available on Google Maps. By the end of FY 2017-18, information about other fixed-route transit services countywide is expected to be available on Google Transit (a web application that assists riders in accessing transit schedule information and planning public transit trips). GCTD launched Google Maps Online Trip Planner in 2014, and recently launched a mobile ticketing application.
- Transfer agreements and fare media (GO Ventura 31-day pass) including the installation of the GFI Genfare system on all transit vehicles have helped improve coordination between systems. However, fare discrepancies and fare policies still need to be addressed.
- VCTC's Coordinated Public Transit – Human Services Transportation Plan (April 2017) identifies strategies to address gaps or deficiencies in the current public transit system in meeting the needs of senior, disabled, and low-income populations in

Ventura County. One of the strategies identified in the plan is the implementation of a countywide “one-call/one-click” transit information center intended to simplify and improve trip-planning and access to information about public transit services. Funding has not yet been identified for this service, but the service could potentially be funded through the FTA.

Opportunities for Further Regional Coordination of Public Transit:

- It is clear that constraints to regionalizing public transit exist within Ventura County, and that local jurisdictions have identified opportunities (and implemented some improvements) with respect to local public transit. The City may wish to continue its dialogue with the County and the other cities to further improve connectivity within Ventura County and simplify customers’ public transit experiences, including (but not necessarily limited to) the following discussion topics:
 - Identify one agency as the regional transportation authority to oversee and implement the majority of public transit within the County;
 - Encourage cities that are not currently members of the GCTD to request to join the GCTD, or contract with GCTD for some or all of their planning or operational needs; or
 - Establish a new transit district that would complement the GCTD’s service area and provide service within areas not currently served by the GCTD in the East County (the formation of ECTA was a step toward potentially realizing this opportunity in the eastern portion of Ventura County).

This resolution was adopted on February 21, 2018.

	AYE	NO	ABSTAIN	ABSENT
Commissioner Freeman	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parvin	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ramirez	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Rooney	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ross	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Zaragoza	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bennett	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bill-de la Peña	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Richards	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Waters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Date

Linda Parks, Chair, Ventura Local Agency Formation Commission

c: City of Camarillo

Ventura Local Agency Formation Commission

City of Fillmore

Municipal Service Review

DRAFT

Prepared By:
Ventura Local Agency Formation Commission
800 S. Victoria Avenue, L #1850
Ventura, CA 93009



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DRAFT

Introduction

Local Agency Formation Commissions (LAFCo) exist in each county in California and were formed for the purpose of administering state law and local policies relating to the establishment and revision of local government boundaries. According to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (California Government Code § 56000 et seq.), LAFCo's purposes are to:

- discourage urban sprawl;
- preserve open space and prime agricultural land;
- ensure efficient provision of government services; and
- encourage the orderly formation and development of local agencies.

To achieve its purposes, LAFCos are responsible for coordinating logical and timely changes in local government boundaries (such as annexations), conducting special studies that identify ways to reorganize and streamline governmental structure, and determining a sphere of influence for each city and special district over which they have authority.

A **sphere of influence** is a plan for the probable physical boundaries and service area of a local agency, as determined by LAFCo (Government Code § 56076). Beginning in 2001, each LAFCo was required to review, and as necessary, update the sphere of each city and special district on or before January 1, 2008, and every five years thereafter (Government Code § 56425(g)). Government Code § 56430(a) provides that in order to determine or update a sphere of influence, LAFCo shall prepare a **Municipal Service Review (MSR)** and make written determinations relating to the following seven factors:

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.
4. Financial ability of agencies to provide services.
5. Status of, and opportunities for, shared facilities.
6. Accountability for community service needs, including governmental structure and operational efficiencies.
7. Any other matter related to effective or efficient service delivery, as required by Commission policy.

MSRs are not prepared for counties, but are prepared for special districts governed by a county Board of Supervisors. Additionally, while LAFCos are authorized to prepare studies relating to their role as boundary agencies, LAFCos have no investigative authority.

A MSR was completed for each of nine of 10 Ventura County cities (a MSR was not prepared for the City of Port Hueneme¹) in Ventura County in 2007, and a second MSR for the same nine cities was completed in 2012. This MSR includes an updated examination of the City's services, as required by LAFCo law.

LAFCo staff prepared this MSR for the City of Fillmore, using information obtained from multiple sources, including:

- **2017 MSR Questionnaire:** The City completed a questionnaire, which elicited general information about the City (e.g., its contact information, governing body, financial information), as well as service-specific data;
- **City Budget:** The City's adopted budget provided information regarding services and funding levels;
- **General Plan:** The City's General Plan provided information regarding land use, populations, and service levels;
- **City Documents:** Various City documents provided supplementary information relating to service provision;
- **2012 MSR:** The 2012 MSR provided certain data that remain relevant and accurate for inclusion in the current MSR;
- **City Website:** The City's website provided supplementary and clarifying information; and
- **City Staff:** City staff provided supplementary and clarifying information.

This report is divided into four sections:

- **Profile:** Summary profile of information about the City, including contact information, governing body, summary financial information, and staffing levels;
- **Growth and Population Projections:** Details of past, current, and projected population for the City;
- **Review of Municipal Services:** Discussion of the municipal services that the City provides; and
- **Written Determinations:** Recommended determinations for each of the seven mandatory factors for the City.

The Commission's acceptance of the MSR and adoption of written determinations will be memorialized through the adoption of a resolution that addresses each of the seven mandatory factors based on the Written Determinations section of the MSR.

¹ No MSR was prepared for the City of Port Hueneme, consistent with past Commission practice, because: (1) the City's municipal boundary is coterminous with its existing sphere boundary; (2) the City is nearly entirely surrounded by the City of Oxnard and the Pacific Ocean, and (3) the only area available for inclusion in the City's sphere is the unincorporated community of Silver Strand, which is provided municipal services by the Channel Islands Beach Community Services District.

Profile



Contact Information

City Hall	250 Central Avenue, Fillmore, CA 93015
Mailing Address	250 Central Avenue, Fillmore, CA 93015
Phone Number	(805) 524-1500
Website	fillmoreca.com
Employee E-mail Addresses	firstinitiallastname@ci.fillmore.ca.us

Governance Information

Incorporation Date	July 10, 1914
Organization	General Law
Form of Government	Council - Manager
City Council	Five members. Elected at-large to staggered, four-year terms of office (elections held in even numbered years). City Council selects one of its members to serve as Major (Mayor serves a one-year term).
Other Elected Officials	City Treasurer and City Clerk elected at-large and serve four-year terms.
City Council Meetings	2 nd and 4 th Tuesday of each month, beginning at 6:30 p.m. Broadcast live on the City's government cable television channel. Webcast live (and available anytime) on the City's website.

Population and Area Information		
	<i>Population</i>	<i>Area (square miles)</i>
City Jurisdiction	15,529 ²	3.23
Sphere of Influence	Not available	3.0

Services Provided by the City	
Animal Services ³	Police Services ⁴
Building and Safety Services	Solid Waste Collection and Disposal Services ⁵
Community Development/Planning Services	Storm Drain Maintenance Services
Engineering ⁶	Street Maintenance Services
Fire Protection Services	Wastewater Services
Parks and Recreation Services	Water Services

Staffing – Full Time Equivalent Positions ⁷				
Departments	FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17
City Attorney ⁸	0	0	0	0
City Manager	1.25	1.25	1.25	1.25
Human Rsrcs/Dpty City Clerk/Risk Mgmt	0.75	1.54	1.75	1.05
Finance and Central Support	8.23	7.73	7.73	3.12
Planning and Community Dev.	1.50	1.50	2.00	2.00
Building Department	0.50	1.50	1.50	2.00
Engineering	0	0	0	0.75
Public Works	11.00	11.50	11.50	12.37
Community Services	9.00	8.87	9.68	6.56
Police Services	1.62	1.62	1.82	1.50
Fire Protection	5.58	5.65	5.79	6.08
Total	39.43	41.16	43.02	36.68

Public Agencies with Overlapping Jurisdiction	
Bardsdale Cemetery District	Ventura County Air Pollution Control District
Fillmore-Piru Memorial District	Ventura County Transportation Commission
Fillmore Unified School District	Ventura County Watershed Protection District
United Water Conservation District	Ventura Regional Sanitation District

² Source: California Department of Finance estimate (January 1, 2016).

³ Service provided by contract with Ventura County Animal Services (County of Ventura).

⁴ Service provided by contract with Ventura County Sheriff's Office.

⁵ Service provided by contract with a private provider.

⁶ Service provided by contract with a private provider.

⁷ Source: Current and historical City budget documents, and City staff.

⁸ Staffing provided by contract with a private provider.

Summary Financial Information⁹

General Fund Revenues	FY 2015-16	FY 2016-17	FY 2016-17	FY 2017-18
	Actual	Budget	Estimated	Budget
Property tax	2,131,255	2,171,383	2,726,380	2,458,326
Sales tax	3,118,320	1,855,200	2,051,970	2,205,543
Franchises	349,363	359,182	359,182	359,182
Licenses and permits	537,160	490,962	465,041	499,620
Fines and forfeits	53,495	60,400	50,259	60,400
Money and Property Use	68,400	92,905	83,905	80,905
Grants	312,495	370,500	380,875	370,500
Charges for services	233,697	215,836	175,604	216,201
Other Revenue	11,3217	92,000	81,427	65,000
Transfers In	612,868	536,705	536,705	559,654
Loan Proceeds/Reserves	9,000	518,622	0	86,000
Carry Over/Set Aside	0	1,080,000	800,000	850,000
Total	\$7,539,270	\$7,843,695	\$7,711,348	\$7,811,331
General Fund Expenditures	FY 2015-16	FY 2016-17	FY 2016-17	FY 2017-18
	Actual	Budget	Estimated	Adopted
City Council	14,276	16,517	23,431	31,471
City Attorney	371,338	240,000	337,232	260,000
City Clerk	58,889	86,075	96,826	110,849
Administration	175,535	174,211	195,862	232,448
Finance/Central Support	256,702	337,304	365,211	361,350
Government Buildings	121,683	133,850	102,313	128,344
Risk Management	193,071	83,927	116,547	120,074
Human Resources	38,555	50,011	46,240	80,427
Information Technology	100,146	154,750	112,490	139,750
Non-Departmental	0	50,000	50,000	50,000
Police Services	3,201,037	3,299,365	3,262,408	3,409,511
Fire Protection	1,195,899	1,258,111	1,144,198	1,240,160
Animal Control	49,794	88,300	88,300	88,300
Code Enforcement	33,075	28,399	36,287	43,600
Parking Facilities	500	1,500	1,500	1,500
Central Garage	65,861	60,005	59,709	60,005
Planning	325,451	559,326	474,273	527,314
Cable TV/Promotion	13,924	10,968	6,233	10,952
Economic Development	58,530	61,744	52,346	66,993
Public Works Engineering	49,110	54,898	33,756	59,938
Building and Safety	160,382	136,298	110,504	145,781
Meadowlark Park	7,063	9,100	9,100	10,100
Delores Day Park	33,310	39,030	40,065	45,400
Two Rivers Park	31,235	37,355	35,573	42,855
Shiells Park	33,224	50,235	31,573	53,800
Parks - General	136,421	201,099	141,540	185,409
Transfers out	67,986	568,622	568,622	305,000
Total	\$6,792,997	\$7,791,000	\$7,542,139	\$7,811,331

⁹ Source: FY 2017-18 Adopted Budget Summary Report.

According to the FY 2010-11 adopted budget, the City received over \$5,965,000 in sales tax revenue in FY 2007-08 and \$607,000 in FY 2008-09, which was the result of an agreement between the City and private parties under which retailers operating in other cities were recruited to establish sales offices in Fillmore in order to divert sales tax revenue to the City of Fillmore instead of to the jurisdiction in which the retailer actually operated.

Under the agreement, the City would keep 15% of the tax revenue and the private parties would receive 85%, a portion of which was repaid to the retailers, thereby essentially reducing the amount of sales tax they paid. Seven retailers were recruited to open offices in the City of Fillmore. In 2009 two cities asserted that they were deprived of millions of dollars of sales tax revenue under the Fillmore agreement and filed a lawsuit against the City. The State Board of Equalization (BOE) subsequently withheld the sales tax payments that would otherwise have gone to Fillmore until the legal challenge was resolved. In March of 2012, the court ordered the BOE to pay several million dollars of the revenue that it had withheld from the City of Fillmore to four cities, including \$2.68 million to the City of Industry.

The City is required to refund the \$2.721 million in sales tax revenue that it received in FY 2007-08. To date, the City has repaid \$1.5 million, and is making quarterly payments of \$243,619 with the final payment to be made in the second quarter of 2018. The actual amount repaid by the City is reduced by \$2.034 million (which is the responsibility of the consultant used to acquire the sales tax), leaving the City responsible for repayment of just under \$687,000. The City's financial responsibility is reflected in the FY 2017-18 budget as a reduction in the estimated sales tax revenue.

Additionally, the City's town theatre is currently showing a negative fund balance, which is expected to drop further during FY 2017-18. The City is reviewing options to keep the theatre and pay down its debt, rather than sell it as required by the BOE.

Growth and Population Projections

City Annual Growth Projections

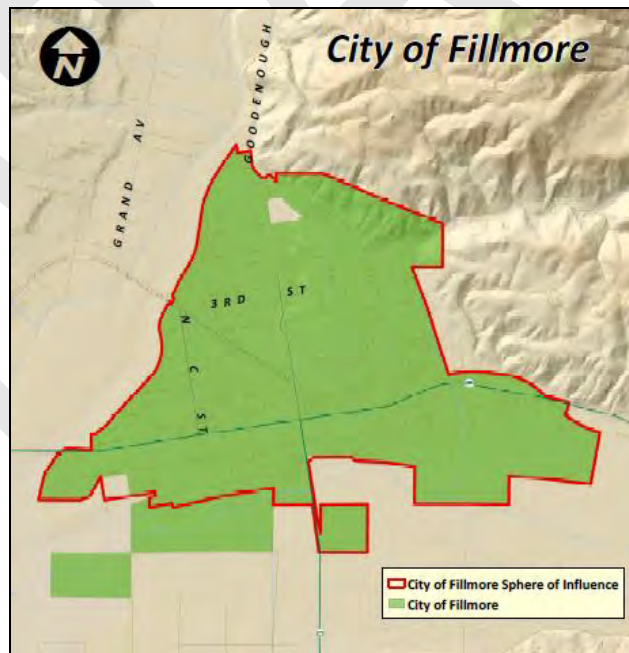
According to the U.S. Census, from 2000 to 2010, the City of Fillmore’s population increased from 13,643 to 15,002. The California Department of Finance estimated the City’s population to be 15,529 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 1,886 people, or 13.8% (0.9% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	15,529	16,096	16,833	17,604	18,411	19,254

The Southern California Association of Governments (SCAG) 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) growth forecast projects population growth of the City to occur more rapidly, with an estimated population of 21,800 in 2040.

The City updated its General Plan in 2003. The General Plan Land Use Element estimates a General Plan buildout population of 22,693. This population projection was based on development project densities that exceed what is currently anticipated, and therefore, it appears that the General Plan’s buildout population projection overestimates actual growth capacity.

The City’s current boundary and sphere of influence are shown below:



Review of Municipal Services

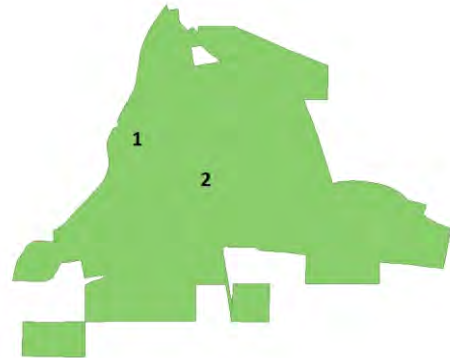
The review of City services is based on provisions of state law which require LAFCo to make determinations regarding the present and planned capacity of public facilities, the adequacy of public services, infrastructure needs and deficiencies, and the City’s financial ability to provide these services (Government Code § 56430(a)(3)).

Fire Services

The City’s Fire Department provides medical emergency response, hazardous materials mitigation, rescue, structural and wild land fire response, public education, training (Community Emergency Response Team (CERT)), fire safety inspections, fire prevention, and investigation services throughout the City.

Fire Stations

Two fire stations serve the City. The City operates one fire station (Station 91) centrally located within the City. In addition, Ventura County Fire Protection District (VCFPD) Station 27 works in partnership with the City Fire Department, although the VCFPD’s service area does not include the City.



1	Station 27	613 Old Telegraph Road
2	Station 91	711 Sespe Place

Staffing

According to City staff, the City employs four personnel for fire services, consisting of one Fire Chief and three Fire Captains. The remaining Fire Department staff consists of volunteers, including two assistant chiefs, four captains, and 60 firefighters.

Response Times

According to City staff and the City’s Fire Department website, the City’s goal is to respond to both emergency and non-emergency calls within five minutes.

	Response Time Goal	Average Response Time During Last Two Years
Non-Emergency	5 minutes, 90% of the time	5 minutes, 95% of the time
Emergency	5 minutes, 90% of the time	5 minutes, 97% of the time

The VCFPD is responsible for all fire response dispatch within the County. According to a mutual aid agreement between the cities and the VCFPD, the closest available personnel responds to emergency calls for service, regardless of whether the service need is located within the responding agency’s jurisdiction.

Costs

The adopted FY 2017-18 budget allocates \$1,240,160 from the General Fund for fire protection services. According to City staff, the current per capita cost for fire protection services is approximately \$84.

Future Fire Service Level

Based on the City's ability to consistently meet its response time goals for both emergency and non-emergency calls, it appears that at this time the City's reliance on volunteers enables it to provide adequate fire protection services. Given the level of population growth anticipated within the City, it appears that the Fire Department will continue to have the ability to provide adequate fire services in the future.

Library Services

The City does not provide library services. Instead, it is served by the Fillmore Library, which is operated by the Ventura County Library System (VCLS). In 2014, the VCLS began planning for the construction of a major expansion to the library, which includes a meeting room, reading area, study rooms, patios, and landscaping. Funding for the expansion is to be provided by the VCLS, in partnership with the Friends of the Fillmore Library and the Wigley Trust. For FY 2017-18, the City has budgeted a contribution of \$27,250 for the library facility through revenue generated by license, permit, and development impact fees.



During FY 2015-16, the California State Library (a California public research institution) estimated that the Ventura County Library had a per capita cost of \$32.25 for library operations. Statewide, the average cost for library operations was \$51.21 and the median cost was \$32.25.

Police Services

The City does not provide police services directly. Instead, the City contracts with the Ventura County Sheriff's Office for all police services, including administration, patrol, and investigation services.

While the City does not have a goal with respect to the ratio of police officers to population, the Environmental Impact Report prepared for the City's General Plan states that a ratio of more than 1,375 residents per officer constitutes a significant impact related to police protection services.

Present Staffing Levels

The Ventura County Sheriff's Office states that for FY 2017-18, it has allocated 12.08 police positions to the City, including 11.39 sworn positions (Captain (0.5), Senior Deputy Detective (0.5), Cadet (0.5), Deputy Sheriff/School Resource Officer (.89), and Patrol Deputies (9)), and 0.69 non-sworn positions (Communication Operator (0.69)).

Ratio of Sworn Officers to Population

Based on current staffing levels and the 2016 population estimate of 15,529, the City provides one sworn officer for every 1,363 residents.

Response Times

According to the Ventura County Sheriff's Office, the average response time goals and average response times are as follows¹⁰:

	Response Time Goal	Average Response Time	Goal Met During Last Two Years
Non-Emergency	20 minutes	18.5 minutes	74%
Emergency	10 minutes	6.03 minutes	90%

Operational Costs

For FY 2017-18, the City allocates \$3,409,511 for police services, a per capita cost of approximately \$219. According to the City's FY 2017-18 recommended budget staff report, the City's cost for police services represents an increase of 3.5% since FY 2016-17, and constitutes the largest expense category for the City (i.e., 49% of the total expense budget). Policing costs for the City have increased by about 19% since FY 2012-13; however, the City justifies this expense by emphasizing the need to fund quality police services in order to maintain a safe community.

Future Staffing Levels

To maintain the current ratio of 1 officer per 1,363 residents for the projected population of 19,254 in 2040, a total of 14 officers would be required.

Recreation and Park Services

The City provides park facilities and recreational programs, services, and activities for City residents. The Recreation Fund supports the operation of facilities and activities (e.g., basketball, softball and soccer) that are available at the four major parks within the City (i.e., Shiells Park, Meadowlark Park, Two Rivers Park, and Delores Day Park) as well as several smaller parks, various trails and passive park space. The City maintains a total of approximately 47 acres of parkland and 4 miles of trails. In addition, it operates a community swimming pool. A \$320,000 federal Community Development Block Grant enabled the construction of a playground at Two Rivers Park, which has recently been completed. Another 7-acre park (Heritage Valley Park, at the intersection of Telegraph Road (Highway 126) and Mountain View Street) is currently under development. The City also rents its parks and community center to individuals for private events.

¹⁰ The Sheriff's Office call types have changed. The "Emergency" call category has been replaced with the "Priority 1" call category, which includes a wider range of call situations (e.g., burglary alarm calls, and other in-progress events in addition to traffic accidents, person not breathing, shots fired, and battery in progress).

Among the parks and recreation programs offered by, or in conjunction with, the City are youth and adult sports classes and leagues including basketball, softball, aquatics, and fitness programs, and senior services, including recreational, social, health, and fitness programs available at the Fillmore Senior Center.

The Environmental Impact Report prepared for the City's General Plan indicates that the City has adopted a parkland standard of 1-2 acres of neighborhood parkland and 5-8 acres of community parkland for every 1,000 residents. To meet this ratio for the estimated 2016 population of 15,529, a total of 90-150 acres of parkland is required. With 47 acres of parkland, the City currently provides 3 acres of parkland for every 1,000 residents, totaling approximately 52% of the minimum amount of parkland necessary to meet its adopted goal.

Costs

The Recreation Fund revenue source includes charges for services and rental fees. The Community Pool fund receives 53% of its total revenue from property taxes and the remaining revenue is generated by use charges. According to the FY 2017-18 budget, Recreation Fund revenues are \$389,170 and expenditures are \$374,966. While revenues exceed expenses, the fund balance remains negative (-\$123,352). As the Recreation Fund does not generate sufficient revenues to create a positive fund balance, the General Fund covers the shortfall. City staff states that the City allocates a portion of its General Fund revenues to the Recreation Fund each budget year (\$198,622 in FY 2016-17 and \$195,000 in FY 2017-18). These transfers will continue as General Fund revenues become available and as needed to offset the deficit.

The Community Pool Fund accounts for the operation of the swimming pool which was constructed in 2010 using redevelopment funds. City voters approved a special tax to generate funds to maintain the pool, which involves a \$15 per-parcel tax. For FY 2017-18, the Community Pool Fund had a starting fund balance of -\$350,510. It is anticipated to generate \$157,635 in revenue, cost \$234,935, resulting in a -\$427,810 fund balance. During FY 2017-18, the City intends to develop a plan to correct the deficit in the Community Pool Fund.

Solid Waste Services

Solid waste collection and disposal services are provided by means of a franchise agreement with a private provider. Customers are billed directly by the service provider for these services. The City funds a variety of additional services related to solid waste, including hazardous waste disposal. The FY 2017-18 budget allocated \$113,684 for these services. According to the FY 2016-17 budget, a new contract for waste management services resulted in a decrease in solid waste costs.

Streets, Highways, and Drainage Services

According to City staff, the City provides street construction and maintenance directly. Street lighting, street sweeping, and landscape maintenance are provided by means of a contract. City staff estimates that the City has 80 paved lane miles.

The City has 35 assessment districts and zones within a district to support landscaping and lighting, storm drains, and community facilities. Each zone is financially independent, and therefore those that are operating at a surplus may not fund those operating at a deficit. Funding for some of these zones

has not been sufficient to cover the contracted services cost. Voters within these zones have rejected the option to increase the assessment.

Street Maintenance

The City's street maintenance services include installation of streets and signage, and maintenance and repair of streets, such as pothole patching, street striping, slurry seals, street overlays, and storm drain maintenance. During FY 2016-17, the City's total street maintenance expenses were \$586,188 (\$7,327 per lane mile). The City's FY 2017-18 budget allocates \$346,211 for street maintenance (\$4,328 per lane mile). Gas tax funds provide the revenue for street maintenance. Street capital improvement projects include \$254,000 for the rehabilitation of arterial and major collector roadways, \$250,000 for the design and construction of new sidewalks, and \$75,000 for sidewalk repairs and rehabilitation.

Street Sweeping

Street sweeping services are provided by a private provider as part of the franchise agreement with a private provider for solid waste services. Customers are billed directly by the provider. According to the City, streets are swept once per month.

Street Lighting and Landscaping

The City has 25 voter-approved landscape and lighting districts. The City maintains City trees, such as those located within the parkways (the areas between sidewalks and streets), road rights-of-way, and parks. The City also oversees a contract with a private operator for tree maintenance. Southern California Edison provides street lighting services at a cost in FY 2016-17 of \$127,638 (\$1,595 per lane mile). For FY 2017-18, the City allocated \$284,261 for landscaping and lighting in combination (\$3,553 per lane mile). Expenditures are anticipated to exceed revenues by \$64,216; however, fund balance will cover the difference. The City expects to enter into a new contract for landscape maintenance within the City, and the contract services to be provided are anticipated to reflect the available funding for each zone (which may result in a service reduction).

Drainage

The City has nine voter-approved storm drain districts. The City provides stormwater and flood control services, such as storm drain cleaning and maintenance, to comply with the Ventura Countywide Municipal Stormwater National Pollutant Discharge Elimination System¹¹ (NPDES) permit. According to the City's website, it maintains and repairs City-owned storm drains and two catch basins. The City furnishes sandbags and sand to City residents for use during emergency flood situations. The City participates in the County's NPDES program. The County's NPDES plan for the Lower Santa Clara River area involves between \$6.5 and \$11.2 million in new capital facilities that require an annual contribution

¹¹ The City participates in the Ventura Countywide Stormwater Quality Management Program (VCSQMP). As a VCSQMP partner, the City works together with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System (NPDES) Municipal Separate Storm Sewer System permit, issued by the Los Angeles Regional Water Quality Control Board and adopted by the State Water Resources Control Board under the federal Clean Water Act. The Ventura County Watershed Protection District is the principal NPDES permittee and the City is a co-permittee. In general, the program is funded through grant funding and a benefit assessment imposed on properties.

by the City of between \$230,000 and \$390,000 to operate. Funding has not been identified to cover this cost.

Transit Services

The City of Fillmore does not provide transit services. However, under a Cooperative Agreement among the County of Ventura, the City of Fillmore, and the City of Santa Paula, the Ventura County Transportation Commission (VCTC) administers (by contract) public transit service in and surrounding the Santa Paula, Fillmore, and Piru areas of Ventura County. The service is known as the Valley Express, and has been operational since March 2015. The City anticipates receiving \$420,000 during FY 2017-18 in Transportation Development Act funding from the State, which is used for local transit purposes.

Wastewater Services

The City provides wastewater conveyance and treatment services for all areas within the City. The City's Water Recycling Plant has been operational since September 2009, and delivers treated wastewater as recycled water. The facility is owned by the City, but is operated and maintained by a private contractor, who is responsible for operation of the wastewater treatment plant and maintenance and repair of sewer trunk lines.

Wastewater Demand, Treatment, and Conveyance

Pursuant to the City's 2015 Urban Water Management Plan, the City's Water Recycling Plant has a permitted capacity of 1.8 million gallons per day (mgd), with the capability of expanding to a future capacity of 2.4 mgd. It currently treats approximately 1 mgd. The facility provides approximately 200,000 gallons per day of recycled water used for irrigation at Two Rivers Park, two schools, and other landscaped areas.

The City's 2006 Sewer System Master Plan (Master Plan) evaluated the condition of the wastewater conveyance system. According to the Master Plan, the aging sewer collection system experiences high rates of inflow and infiltration during wet weather. System infiltration occurs in the pipeline primarily due to pipeline joints that no longer seal, small cracks in the pipe walls, and poorly-sealed service connections. Substantial portions of the system are submerged beneath groundwater much of the year. As a result, during wet weather as much as 20% of the wastewater being conveyed and treated is a result of storm water and groundwater inflow and infiltration into the system. This increase in volume exacerbates existing and future capacity deficiencies and results in higher treatment costs. According to the City, the facility currently has unused capacity sufficient to treat this infiltration. During dry months, such cracks and joints can be expected to result in exfiltration, or the seepage of wastewater out of the sewer collection system. Such exfiltration can lead to groundwater contamination.

According to the Master Plan, sections of sewer pipeline along B Street, Ventura Street, and C Street are currently overloaded during peak storm events. The Master Plan indicates that manhole surcharging currently occurs on these streets during extreme storm events, and system overflows may occur. Unless capacity is increased, additional development on Fillmore's north side will cause the trunk lines in B and C Streets to become even more overloaded. Additionally, City staff states that the treatment membranes at the wastewater treatment facility are due for replacement.

Costs

The Master Plan recommends \$9.4 million in improvements to correct existing deficiencies and \$1.7 million in improvements to correct future deficiencies beginning in 2006 (the system is constructed of clay pipe that is subject to cracking and infiltration). The City currently estimates a cost of \$5 million to resolve all of these issues, and is accumulating funds in a sanitation capital reserve fund to cover the related capital expenses. According to City staff, the City's sewer system is inspected and cleaned cyclically over a 5-year period (i.e., 20% of the system is inspected and cleaned annually). Engineering studies are necessary to determine options and exact costs for the pipeline improvement projects.

For FY 2017-18, the City plans to use \$312,536 from the Sewer Development Impact Fee fund to help cover the cost for debt service. The monthly sewer rate increased in February 2017 from \$92.29 to \$103.36 per equivalent dwelling unit (a 12% increase), and this rate is expected to be sufficient to cover the operating expenses and the required debt service coverage ratio for FY 2017-18.

Revenues and expenditures during FY 2017-18 are budgeted to be equal at almost \$7 million. The budget includes: (1) an increase of 2% in the Wastewater Reclamation Plant contract with American Water to \$1.5 million, (2) a \$550,000 transfer to the Sewer Capital Reserve Fund to cover future major equipment repairs and replacement projects (such as the replacement of the membrane structure and replacement and/or repair of sewer lines), and (3) increases in the cost for utilities and personnel.

Water Services

The City supplies potable water to all areas within its jurisdiction for domestic, agricultural, and fire protection purposes. The City also provides limited potable water outside its municipal boundaries. The City's potable water supply comes entirely from groundwater pumped from the Fillmore Basin which includes the Sespe Creek watershed and receives flow from the Piru Aquifer Basin to the east. The groundwater basin is not adjudicated. Since 2009, the City also has the ability to treat wastewater for use as recycled water, and therefore the City now also has a recycled water source that can be used to replace some of its potable water usage. For FY 2017-18, the City anticipates pursuing capital improvement projects totaling \$583,800, which include rehabilitation of one water well, a feasibility study and design of another water well, and various water line replacements and other equipment and system upgrades.

Current Potable Water Demand and Supply

Historically, the groundwater source has reliably supplied the City with potable water. In 2015, the City generated 1,987 AFY (114 gallons per day using the 2016 population projection) of groundwater for potable use to meet demand. The City has the capacity to pump up to 6,291 AFY from its three wells, which is based on normal water year conditions and wells operating 75% of the time.

Future Potable Water Demand and Supply

As stated above, the City has the ability to pump a maximum of 6,291 AFY of potable water from its groundwater sources. The City is exploring the possibility of adding two more wells to its inventory. As a result of projected population increases, the City anticipates an increase in potable water demand over the next two decades, projected at 2,582 AFY in 2020 and 3,322 AFY in 2040. The City expects to be able to support future demand, and expects to be able to reliably produce 6,291 AFY (during an

average year) for the foreseeable future using its current well capacity. According to the City's 2015 Urban Water Management Plan, following a drought the Fillmore Basin is able to quickly recover water levels to normal levels. In the instance of the third year of multiple dry years, the City anticipates the ability to pump at least 4,404 AFY, which exceeds maximum anticipated demand through 2040.

DRAFT

Written Determinations

The Commission is required to prepare a written statement of its determinations with respect to each of the subject areas provided below (Government Code § 56430(a)).

1. Growth and population projections for the affected area

According to the U.S. Census, from 2000 to 2010, the City of Fillmore's population increased from 13,643 to 15,002. The California Department of Finance estimated the City's population to be 15,529 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 1,886 people, or 13.8% (0.9% annually, on average). The following table reflects the City's projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	15,529	16,096	16,833	17,604	18,411	19,254

The City updated its General Plan in 2003. The General Plan Land Use Element estimates a General Plan buildout population of 22,693. This population projection was based on development project densities that exceed what is currently anticipated, and therefore, it appears that the General Plan's buildout population projection overestimates actual growth capacity.

2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income (Government Code § 56033.5). No disadvantaged unincorporated communities are located within or contiguous to the City of Fillmore's sphere of influence.¹²

3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies

Fire services:

- The City operates one fire station.
- The City relies almost exclusively on volunteers to staff and operate the Fire Department, which allows the City to provide fire protection service at a low cost.
- The Fire Department consistently meets its response time goals.

¹² According to Ventura LAFCo Commissioner's Handbook Section 3.2.5, Ventura LAFCo has identified Nyeland Acres (within the City of Oxnard's sphere of influence to the north of the city) and Saticoy (within the City of San Buenaventura's sphere of influence to the east of the city) as disadvantaged unincorporated communities.

Police services:

- The City provides police services by means of a contract with the Ventura County Sheriff's Office.
- Based on the 2016 population estimate of 15,529, there is one sworn officer for every 1,363 residents (11.39 sworn officers).
- In order to maintain the current ratio of one officer for every 1,363 residents for the projected population of 19,254 in 2040, a total of 14 officers would be required.
- Over the last two years, police response time goals were met 90% of the time for emergency calls, and 74% of the time for non-emergency calls.

Recreation and park services:

- The City provides 3 acres of parkland per 1,000 residents.
- Due to budget constraints and staffing reductions, the City relies on volunteers to dispose of trash in City parks and the donation of pool chemicals for the community pool.
- The General Fund partially subsidizes the Recreation Fund.
- During FY 2017-18, the City intends to develop a plan to correct the deficit in the Community Pool Fund.

Solid waste services:

- The City has a franchise agreement with a private refuse collection company for solid waste collection and disposal services.
- The City funds additional services related to solid waste, including hazardous waste collection.

Streets, highways, and drainage services:

- The City provides street maintenance and storm drain maintenance services.
- Street lighting, street sweeping, and landscaping services are provided by means of a contract.

Wastewater services:

- The City's wastewater collection system experiences significant inflow and infiltration during wet weather, resulting in several sections of trunklines that currently have insufficient capacity.
- The City is currently accumulating funds in a sanitation capital reserve fund to cover the capital expenses related to improvements to the sewer collection system.
- Engineering studies are necessary to determine options and costs for the pipeline improvement projects.
- The treatment membranes at the wastewater treatment facility are due for replacement.
- A recent increase to the monthly sewer rate will allow the City to cover operating costs and debt service related to sewer service.

Water services:

- The City provides potable water within its boundaries and to areas adjacent to the City.
- The City appears to have the ability to provide potable water for its current population and future population through at least 2040.

4. Financial ability of agencies to provide services

- The City has a balanced budget.
- It appears that the City has the ability to finance the services it currently provides, albeit at reduced staffing levels and base service levels.
- According to the FY 2017-18 adopted budget, the City's General Fund revenues match expenditures, resulting in a balanced budget.
- The City has not allocated funding to address the existing wet-weather deficiencies in the City wastewater system, but is accumulating capital reserves to pay for these improvements in the future.
- The City anticipates that the Parks and Recreation Department will continue to experience expenditures exceeding revenues in the future. The General Fund continues to support the Recreation Fund and Community Pool Fund. The City may wish to consider alternative funding options to reduce or eliminate reliance on the General Fund for subsidies.
- During FY 2012-13, budget constraints resulted in elimination of over half of the City's workforce. Since that time, a significant number of staff positions have been restored, resulting in a current workforce that is at nearly 80% of what it was in FY 2010-11.
- The City is responsible for repayment of just under \$687,000 as a result of an agreement involving the unlawful diversion of sales taxes to the City. The repayment is expected to be complete as of mid-2018.

5. Status of, and opportunities for, shared facilities

- The VCFPD provides fire dispatch service for the unincorporated County area as well as all cities within the County.

6. Accountability for community service needs, including governmental structure and operational efficiencies

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings and dissemination of information.
- The City's website contains information regarding the current and previous City budgets, public meetings, current and historical City Council agendas, documents, videos, some services and programs, City happenings and activities, and other City documents.
- Public accountability could be enhanced if the following information were available online: (1) past City Council minutes, (2) the City's current Urban Water Management Plan, (3) the City's Water Master Plan, and (4) the City's Wastewater Master Plan.
- Given that the U.S. Census estimates that 58.5% of City residents speak a language other than English at home, accessibility would be enhanced if the City provided a bilingual (i.e., Spanish) component to the website.
- City Council meetings are broadcast live on the City's government cable channel and on the City's website. Archived videos of City Council meetings are available for viewing on the City's website.
- The City achieves operational efficiencies through its participation as a co-permittee in the Ventura Countywide Stormwater Quality Management Program. Under this program, the City works with other agencies to control stormwater pollution and to ensure compliance under the

Ventura Countywide National Pollutant Discharge Elimination System Municipal Separate Storm Sewer System permit.

7. Any other matter related to effective or efficient service delivery, as required by Commission policy

Opportunities exist for better regional coordination of the many transit services within the County. The following discussion includes a summary of existing public transit services within Ventura County, current public transit inefficiencies and limitations on regionalization, progress toward public transit coordination, and opportunities for further public transit coordination. Some cities prefer to control and operate their own transit systems in order to provide service focused on users within their jurisdictions; however, the following discussion is based on the idea that a more coordinated, regional perspective on public transit will result in improved service for public transit users.

Existing Public Transit Services in Ventura County:

- The City of Ojai¹³ and the City of Simi Valley each provide transit service, with City employees operating and maintaining the vehicles.
- The City of Camarillo provides transit service by means of a contract with a private operator (i.e., Roadrunner Shuttle).
- The City of Thousand Oaks provides transit service by means of a contract with a private operator (i.e., MV Transportation).
- The City of Moorpark provides transit service by means of a contract with the City of Thousand Oaks, which holds a contract for service with a private operator (i.e., MV Transportation).
- Under a cooperative agreement amongst the County of Ventura, the City of Santa Paula, and the City of Fillmore, the Ventura County Transportation Commission (VCTC)¹⁴ administers public transit service in and surrounding the Santa Paula, Fillmore, and Piru areas of Ventura County (i.e., the Valley Express). The service is provided by means of a contract with a private operator (i.e., MV Transportation).
- The County of Ventura contracts with the City of Thousand Oaks, which contracts the service to a private operator (i.e., MV Transportation), for the operation of the free Kanan Shuttle service between the unincorporated area of Oak Park and the City of Agoura Hills. The service is provided fare-free as the required 20% farebox recovery¹⁵ required by the Transportation Development Act (TDA) is provided by local contributions from Ventura County Service Area No. 4, the Oak Park Unified School District, and, most recently, the City of Agoura Hills.
- Gold Coast Transit District (GCTD) provides local and regional fixed-route and paratransit service in the cities of Ojai, Oxnard, Port Hueneme, Ventura and the unincorporated areas of Ventura County. Service is provided on 20 fixed routes, with a fleet includes 56 buses and 24 paratransit

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vehicles. GCTD directly operates its fixed-route service and contracts its paratransit service to a private operator (i.e., MV Transportation).

- The VCTC provides regional service, by means of a contract with a private provider, which consists of the following routes: (1) Highway 101/Conejo Connection (serving the section of Highway 101 between Ventura and the San Fernando Valley), (2) Highway 126 (serving Fillmore, Santa Paula, Saticoy, and Ventura), (3) Coastal Express (serving Ventura County and Santa Barbara County), (4) East County (serving the Simi Valley, Moorpark, and Thousand Oaks area), (5) Oxnard/Camarillo/California State University at Channel Islands Connector (serving the Camarillo and Oxnard area), and (6) East/West Connector (serving Simi Valley, Moorpark, Camarillo, Oxnard and Ventura, as of November 2017).
- The ECTA was formed in 2013 through a Memorandum of Understanding (MOU) amongst the City of Camarillo, City of Moorpark, City of Simi Valley, City of Thousand Oaks, and the County of Ventura for the eastern portion of unincorporated Ventura County. ECTA was formed to better coordinate transit services among these agencies. In August 2015, ECTA initiated a service known as “CONNECT City-to-City” which offers Americans with Disabilities Act (ADA) and Senior intercity dial-a-ride service under a single paratransit system.¹⁶ The City of Thousand Oaks administers the service, which is contracted to a private operator (i.e., MV Transportation).

Current Public Transit Inefficiencies and Limitations on Regional Coordination:

- According to the Ventura County Regional Transit Study (VCTC, April 9, 2012)¹⁷, public transit within the County was found to be disjointed. Public transit service providers have varying schedules (i.e., days and hours of operation, frequency of buses (headways)), and fares (including different eligible ages for senior fares (e.g., a lower qualifying age for seniors in the City of Camarillo)), and maintain separate websites and bus books. No single agency or website provides a complete guide for public transit users who wish to plan interagency trips. The study concluded that “This makes connections difficult and service confusing, especially for the infrequent or new rider. While VCTC and the operators have attempted to improve connections through coordinated fare media and scheduling software, progress toward truly integrated service has been minimal.”
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(created in 2013)), public transit in the County overall is divided into separate, often unrelated, transit systems. The Ventura County Regional Transit Study acknowledged the challenges in establishing a coordinated system, including the fact that Ventura County consists of “widely spaced, diverse communities and centers where geographic areas do not share common economic, social, and transportation service values.”

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Progress Toward Regional Coordination of Public Transit:

- On October 3, 2013, Governor Brown signed into law Assembly Bill 664, which formed the GCTD to include five members: four cities and the County. AB 664 also authorized the remaining cities in Ventura County to request to join the GCTD in the future. Prior to the formation of the GCTD, local TDA funding for operating costs and capital projects was provided to Gold Coast Transit (operating as a Joint Powers Authority (JPA)) by its member agencies, allocated by a formula based on the percentage of revenue miles of transit service provided within each participating jurisdiction. As a district, GCTD has the ability to implement service improvements and meet the public’s transit needs from a systemwide perspective, and distributes TDA funds to its members for transit-related purposes such as bus stop construction and transit-related maintenance needs. Following the formation of the District, the GCTD also adopted the following planning documents to further improve the delivery of service to GCTD members: GCTD Service Planning Guidelines (Adopted February 2014), Bus Stop Guidelines (Adopted June 2015), Short Range Transit Plan (Adopted November 2015), and Fleet Management Plan (October 2016). Additionally, in May 2017, GCTD began construction of a new Operations and Maintenance Facility in the City of Oxnard. Once built, the 15-acre facility will allow GCTD to maintain a fleet

of up to 125 buses and will include an administration and operations building, an 8-bay maintenance and repair building, a compressed natural gas (CNG) fuel station and bus wash. The facility is scheduled to open in the fall of 2018.

- GCTD's Short Range Transit Plan identified recommended service improvements such as implementing: (1) additional service to Naval Base Ventura County in Port Hueneme, (2) express service between Oxnard and Ventura, and (3) increased service frequencies on its core routes. While funding for these improvements is not in place, service improvements could potentially be funded through the Federal Transit Administration (FTA) (FTA Section 5310/5307 program).
- ECTA is the result of greater awareness for the need to improve coordination amongst transit systems in the eastern portion of the County, and has initiated programs to simplify interjurisdictional trips for riders in the eastern portion of the County (e.g., CONNECT City-to-City). The cities of Moorpark, Simi Valley, and Thousand Oaks are each in various stages of completing strategic plans for transit, including improved regional coordination with regard to hours of operation, route schedules and connectivity, fares, senior age criteria, and consistency of policies.
- Technological advances have provided opportunities for improved regional trip-planning resources for riders. GCTD, VCTC, and Thousand Oaks Transit have schedules available on Google Maps. By the end of FY 2017-18, information about other fixed-route transit services countywide is expected to be available on Google Transit (a web application that assists riders in accessing transit schedule information and planning public transit trips). GCTD launched Google Maps Online Trip Planner in 2014, and recently launched a mobile ticketing application.
- Transfer agreements and fare media (GO Ventura 31-day pass) including the installation of the GFI Genfare system on all transit vehicles have helped improve coordination between systems. However, fare discrepancies and fare policies still need to be addressed.
- VCTC's Coordinated Public Transit – Human Services Transportation Plan (April 2017) identifies strategies to address gaps or deficiencies in the current public transit system in meeting the needs of senior, disabled, and low-income populations in Ventura County. One of the strategies identified in the plan is the implementation of a countywide “one-call/one-click” transit information center intended to simplify and improve trip-planning and access to information about public transit services. Funding has not yet been identified for this service, but the service could potentially be funded through the FTA.

Opportunities for Further Regional Coordination of Public Transit:

- It is clear that constraints to regionalizing public transit exist within Ventura County, and that local jurisdictions have identified opportunities (and implemented some improvements) with respect to local public transit. The City may wish to continue its dialogue with the County and the other cities to further improve connectivity within Ventura County and simplify customers' public transit experiences, including (but not necessarily limited to) the following discussion topics:
 - Identify one agency as the regional transportation authority to oversee and implement the majority of public transit within the County;
 - Encourage cities that are not currently members of the GCTD to request to join the GCTD, or contract with GCTD for some or all of their planning or operational needs; or
 - Establish a new transit district that would complement the GCTD's service area and provide service within areas not currently served by the GCTD in the East County (the formation of ECTA was a step toward potentially realizing this opportunity in the eastern portion of Ventura County).

RESOLUTION OF THE VENTURA LOCAL AGENCY FORMATION COMMISSION DETERMINING THAT THE MUNICIPAL SERVICE REVIEW FOR THE CITY OF FILLMORE IS EXEMPT FROM THE CALIFORNIA ENVIRONMENTAL QUALITY ACT, ACCEPTING THE MUNICIPAL SERVICE REVIEW FOR THE CITY OF FILLMORE, AND MAKING STATEMENTS OF DETERMINATION

WHEREAS, Government Code § 56425 et seq. requires the Local Agency Formation Commission (LAFCo or Commission) to develop and determine the sphere of influence of each local governmental agency within the County; and

WHEREAS, Government Code § 56430(e) requires each LAFCo to conduct a municipal service review before, or in conjunction with, but no later than the time it is considering an action to establish or update a sphere of influence; and

WHEREAS, the Ventura LAFCo has approved a work plan to conduct municipal service reviews and sphere of influence reviews/updates, and the municipal service review for the City of Fillmore (City) is part of that work plan; and

WHEREAS, LAFCo has prepared a report titled “City of Fillmore – Municipal Service Review” that contains a review of the services provided by the City; and

WHEREAS, the “City of Fillmore – Municipal Service Review” report contains recommended statements of determinations related to the City, as required by Government Code § 56430; and

WHEREAS, the “City of Fillmore – Municipal Service Review” including the recommended statements of determination were duly considered at a public hearing on February 21, 2018; and

WHEREAS, the Commission heard, discussed, and considered all oral and written testimony for and against the recommended exemption from California Environmental Quality Act (CEQA), the “City of Fillmore – Municipal Service Review” report and the written determinations, including, but not limited to, the LAFCo staff report dated February 21, 2018, and recommendations.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED by the Ventura Local Agency Formation Commission as follows:

- (1) The municipal service review report titled “City of Fillmore – Municipal Service Review”, including the related statements of determination, are determined to be exempt from CEQA pursuant to § 15061(b)(3) of the CEQA Guidelines, and LAFCo staff is directed to file a Notice of Exemption as the lead agency pursuant to § 15062 of the CEQA Guidelines; and
- (2) The Commission accepts the “City of Fillmore – Municipal Service Review” report as presented to the Commission on February 21, 2018, including any modifications approved by a majority of the Commission as a part of this action. The Executive Officer is authorized to make minor edits to the report for accuracy and completeness; and
- (3) The LAFCo staff report dated February 21, 2018, and recommendation for acceptance of the “City of Fillmore – Municipal Service Review” report are hereby adopted; and
- (4) Pursuant to Government Code § 56430(a), the following statements of determination are hereby made for the City:

a. Growth and population projections for the affected area. [§ 56430(a)(1)]

According to the U.S. Census, from 2000 to 2010, the City of Fillmore’s population increased from 13,643 to 15,002. The California Department of Finance estimated the City’s population to be 15,529 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 1,886 people, or 13.8% (0.9% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	15,529	16,096	16,833	17,604	18,411	19,254

The City updated its General Plan in 2003. The General Plan Land Use Element estimates a General Plan buildout population of 22,693. This population projection was based on development project densities that exceed what is currently anticipated, and therefore, it appears that the General Plan’s buildout population projection overestimates actual growth capacity.

b. *The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence. [§ 56430(a)(2)]*

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income (Government Code § 56033.5). No disadvantaged unincorporated communities are located within or contiguous to the City of Fillmore’s sphere of influence.¹

c. *Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs and deficiencies. [§ 56430(a)(3)]*

Fire services:

- The City operates one fire station.
- The City relies almost exclusively on volunteers to staff and operate the Fire Department, which allows the City to provide fire protection service at a low cost.
- The Fire Department consistently meets its response time goals.

Police services:

- The City provides police services by means of a contract with the Ventura County Sheriff’s Office.
- Based on the 2016 population estimate of 15,529, there is one sworn officer for every 1,363 residents (11.39 sworn officers).
- In order to maintain the current ratio of one officer for every 1,363 residents for the projected population of 19,254 in 2040, a total of 14 officers would be required.
- Over the last two years, police response time goals were met 90% of the time for emergency calls, and 74% of the time for non-emergency calls.

Recreation and park services:

- The City provides 3 acres of parkland per 1,000 residents.
- Due to budget constraints and staffing reductions, the City relies on volunteers to dispose of trash in City parks and the donation of pool chemicals for the community pool.
- The General Fund partially subsidizes the Recreation Fund.
- During FY 2017-18, the City intends to develop a plan to correct the deficit in the Community Pool Fund.

¹ According to Ventura LAFCo Commissioner’s Handbook Section 3.2.5, Ventura LAFCo has identified Nyeland Acres (within the City of Oxnard’s sphere of influence to the north of the city) and Saticoy (within the City of San Buenaventura’s sphere of influence to the east of the city) as disadvantaged unincorporated communities.

Solid waste services:

- The City has a franchise agreement with a private refuse collection company for solid waste collection and disposal services.
- The City funds additional services related to solid waste, including hazardous waste collection.

Streets, highways, and drainage services:

- The City provides street maintenance and storm drain maintenance services.
- Street lighting, street sweeping, and landscaping services are provided by means of a contract.

Wastewater services:

- The City's wastewater collection system experiences significant inflow and infiltration during wet weather, resulting in several sections of trunklines that currently have insufficient capacity.
- The City is currently accumulating funds in a sanitation capital reserve fund to cover the capital expenses related to improvements to the sewer collection system.
- Engineering studies are necessary to determine options and costs for the pipeline improvement projects.
- The treatment membranes at the wastewater treatment facility are due for replacement.
- A recent increase to the monthly sewer rate will allow the City to cover operating costs and debt service related to sewer service.

Water services:

- The City provides potable water within its boundaries and to areas adjacent to the City.
- The City appears to have the ability to provide potable water for its current population and future population through at least 2040.

d. *Financial ability of agencies to provide services. [§ 56430(a)(4)]*

- The City has a balanced budget.
- It appears that the City has the ability to finance the services it currently provides, albeit at reduced staffing levels and base service levels.
- According to the FY 2017-18 adopted budget, the City's General Fund revenues match expenditures, resulting in a balanced budget.
- The City has not allocated funding to address the existing wet-weather deficiencies in the City wastewater system, but is accumulating capital reserves to pay for these improvements in the future.

- The City anticipates that the Parks and Recreation Department will continue to experience expenditures exceeding revenues in the future. The General Fund continues to support the Recreation Fund and Community Pool Fund. The City may wish to consider alternative funding options to reduce or eliminate reliance on the General Fund for subsidies.
- During FY 2012-13, budget constraints resulted in elimination of over half of the City's workforce. Since that time, a significant number of staff positions have been restored, resulting in a current workforce that is at nearly 80% of what it was in FY 2010-11.
- The City is responsible for repayment of just under \$687,000 as a result of an agreement involving the unlawful diversion of sales taxes to the City. The repayment is expected to be complete as of mid-2018.

e. *Status of, and opportunities for, shared facilities. [§ 56430(a)(5)]*

- The Ventura County Fire Protection District (VCFPD) provides fire dispatch service for the unincorporated County area as well as all cities within the County.

f. *Accountability for community service needs, including governmental structure and operational efficiencies. [§ 56430(a)(6)]*

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings and dissemination of information.
- The City's website contains information regarding the current and previous City budgets, public meetings, current and historical City Council agendas, documents, videos, some services and programs, City happenings and activities, and other City documents.
- Public accountability could be enhanced if the following information were available online: (1) past City Council minutes, (2) the City's current Urban Water Management Plan, (3) the City's Water Master Plan, and (4) the City's Wastewater Master Plan.
- Given that the U.S. Census estimates that 58.5% of City residents speak a language other than English at home, accessibility would be enhanced if the City provided a bilingual (i.e., Spanish) component to the website.
- City Council meetings are broadcast live on the City's government cable channel and on the City's website. Archived videos of City Council meetings are available for viewing on the City's website.
- The City achieves operational efficiencies through its participation as a co-permittee in the Ventura Countywide Stormwater Quality Management Program. Under this program, the City works with other agencies to control stormwater pollution and to

ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System Municipal Separate Storm Sewer System permit.

g. Any other matter related to effective and efficient service delivery, as required by commission policy. [§ 56430(a)(7)]

Opportunities exist for better regional coordination of the many transit services within the County. The following discussion includes a summary of existing public transit services within Ventura County, current public transit inefficiencies and limitations on regionalization, progress toward public transit coordination, and opportunities for further public transit coordination. Some cities prefer to control and operate their own transit systems in order to provide service focused on users within their jurisdictions; however, the following discussion is based on the idea that a more coordinated, regional perspective on public transit will result in improved service for public transit users.

Existing Public Transit Services in Ventura County:

- The City of Ojai² and the City of Simi Valley each provide transit service, with City employees operating and maintaining the vehicles.
- The City of Camarillo provides transit service by means of a contract with a private operator (i.e., Roadrunner Shuttle).
- The City of Thousand Oaks provides transit service by means of a contract with a private operator (i.e., MV Transportation).
- The City of Moorpark provides transit service by means of a contract with the City of Thousand Oaks, which holds a contract for service with a private operator (i.e., MV Transportation).
- Under a cooperative agreement amongst the County of Ventura, the City of Santa Paula, and the City of Fillmore, the Ventura County Transportation Commission (VCTC)³ administers public transit service in and surrounding the Santa Paula, Fillmore, and Piru areas of Ventura County (i.e., the Valley Express). The service is provided by means of a contract with a private operator (i.e., MV Transportation).
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Resolution

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February 21, 2018

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- ECTA is the result of greater awareness for the need to improve coordination amongst transit systems in the eastern portion of the County, and has initiated programs to simplify interjurisdictional trips for riders in the eastern portion of the County (e.g., CONNECT City-to-City). The cities of Moorpark, Simi Valley, and Thousand Oaks are each in various stages of completing strategic plans for transit, including improved regional coordination with regard to hours of operation, route schedules and connectivity, fares, senior age criteria, and consistency of policies.
- Technological advances have provided opportunities for improved regional trip-planning resources for riders. GCTD, VCTC, and Thousand Oaks Transit have schedules available on Google Maps. By the end of FY 2017-18, information about other fixed-route transit services countywide is expected to be available on Google Transit (a web application that assists riders in accessing transit schedule information and planning public transit trips). GCTD launched Google Maps Online Trip Planner in 2014, and recently launched a mobile ticketing application.
- Transfer agreements and fare media (GO Ventura 31-day pass) including the installation of the GFI Genfare system on all transit vehicles have helped improve coordination between systems. However, fare discrepancies and fare policies still need to be addressed.
- VCTC's Coordinated Public Transit – Human Services Transportation Plan (April 2017) identifies strategies to address gaps or deficiencies in the current public transit system in meeting the needs of senior, disabled, and low-income populations in Ventura County. One of the strategies identified in the plan is the implementation of a countywide “one-call/one-click” transit information center intended to simplify and improve trip-planning and access to information about public transit services. Funding has not yet been identified for this service, but the service could potentially be funded through the FTA.

Opportunities for Further Regional Coordination of Public Transit:

- It is clear that constraints to regionalizing public transit exist within Ventura County, and that local jurisdictions have identified opportunities (and implemented some improvements) with respect to local public transit. The City may wish to continue its dialogue with the County and the other cities to further improve connectivity within Ventura County and simplify customers' public transit experiences, including (but not necessarily limited to) the following discussion topics:
 - Identify one agency as the regional transportation authority to oversee and implement the majority of public transit within the County;

- Encourage cities that are not currently members of the GCTD to request to join the GCTD, or contract with GCTD for some or all of their planning or operational needs; or
- Establish a new transit district that would complement the GCTD's service area and provide service within areas not currently served by the GCTD in the East County (the formation of ECTA was a step toward potentially realizing this opportunity in the eastern portion of Ventura County).

This resolution was adopted on February 21, 2018.

	AYE	NO	ABSTAIN	ABSENT
Commissioner Freeman	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parvin	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ramirez	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Rooney	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ross	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Zaragoza	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bennett	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bill-de la Peña	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Richards	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Waters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Date

Linda Parks, Chair, Ventura Local Agency Formation Commission

c: City of Fillmore

Ventura Local Agency Formation Commission

City of Moorpark

Municipal Service Review

DRAFT

Prepared By:
Ventura Local Agency Formation Commission
800 S. Victoria Avenue, L #1850
Ventura, CA 93009



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DRAFT

Introduction

Local Agency Formation Commissions (LAFCo) exist in each county in California and were formed for the purpose of administering state law and local policies relating to the establishment and revision of local government boundaries. According to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (California Government Code § 56000 et seq.), LAFCo's purposes are to:

- discourage urban sprawl;
- preserve open space and prime agricultural land;
- ensure efficient provision of government services; and
- encourage the orderly formation and development of local agencies.

To achieve its purposes, LAFCos are responsible for coordinating logical and timely changes in local government boundaries (such as annexations), conducting special studies that identify ways to reorganize and streamline governmental structure, and determining a sphere of influence for each city and special district over which they have authority.

A **sphere of influence** is a plan for the probable physical boundaries and service area of a local agency, as determined by LAFCo (Government Code § 56076). Beginning in 2001, each LAFCo was required to review, and as necessary, update the sphere of each city and special district on or before January 1, 2008, and every five years thereafter (Government Code § 56425(g)). Government Code § 56430(a) provides that in order to determine or update a sphere of influence, LAFCo shall prepare a **Municipal Service Review (MSR)** and make written determinations relating to the following seven factors:

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.
4. Financial ability of agencies to provide services.
5. Status of, and opportunities for, shared facilities.
6. Accountability for community service needs, including governmental structure and operational efficiencies.
7. Any other matter related to effective or efficient service delivery, as required by Commission policy.

MSRs are not prepared for counties, but are prepared for special districts governed by a county Board of Supervisors. Additionally, while LAFCos are authorized to prepare studies relating to their role as boundary agencies, LAFCos have no investigative authority.

A MSR was completed for each of nine of the 10 Ventura County cities (a MSR was not prepared for the City of Port Hueneme¹) in Ventura County in 2007, and a second MSR for the same nine cities was completed in 2012. This MSR includes an updated examination of the City's services, as required by LAFCo law.

LAFCo staff prepared this MSR for the City of Moorpark, using information obtained from multiple sources, including:

- **2017 MSR Questionnaire:** The City completed a questionnaire, which elicited general information about the City (e.g., its contact information, governing body, financial information), as well as service-specific data;
- **City Budget:** The City's adopted budget provided information regarding services and funding levels;
- **General Plan:** The City's General Plan provided information regarding land use, populations, and service levels;
- **City Documents:** Various City documents provided supplementary information relating to service provision;
- **2012 MSR:** The 2012 MSR provided certain data that remains relevant and accurate for inclusion in the current MSR;
- **City Website:** The City's website provided supplementary and clarifying information; and
- **City Staff:** City staff provided supplementary and clarifying information.

This report is divided into four sections:

- **Profile:** Summary profile of information about the City, including contact information, governing body, summary financial information, and staffing levels;
- **Growth and Population Projections:** Details of past, current, and projected population for the City;
- **Review of Municipal Services:** Discussion of the municipal services that the City provides; and
- **Written Determinations:** Recommended determinations for each of the seven mandatory factors for the City.

The Commission's acceptance of the MSR and adoption of written determinations will be memorialized through the adoption of a resolution that addresses each of the seven mandatory factors based on the Written Determinations section of the MSR.

¹ No MSR was prepared for the City of Port Hueneme, consistent with past Commission practice, because: (1) the City's municipal boundary is coterminous with its existing sphere boundary; (2) the City is nearly entirely surrounded by the City of Oxnard and the Pacific Ocean, and (3) the only area available for inclusion in the City's sphere is the unincorporated community of Silver Strand, which is provided municipal services by the Channel Islands Beach Community Services District.

Profile



Contact Information

City Hall	799 Moorpark Avenue, Moorpark, CA 93024
Mailing Address	799 Moorpark Avenue, Moorpark, CA 93024
Phone Number	(805) 517-6200
Website	moorparkca.gov
Employee E-mail Addresses	firstname.lastname@moorparkca.gov

Governance Information

Incorporation Date	July 1, 1983
Organization	General Law
Form of Government	Council - Manager
City Council	Five members. Mayor elected at-large to a two-year term of office (elections held in even-numbered years). Remaining four members elected at-large to staggered, four-year terms of office (elections held in even-numbered years).
City Council Meetings	1 st and 3 rd Wednesday of each month, beginning at 6:30 p.m. Broadcast live on the City's government cable television channel. Webcast live (and available anytime) on the City's website.

Population and Area Information

	<i>Population</i>	<i>Area (square miles)</i>
City Jurisdiction	36,715 ²	12.5
Sphere of Influence	36,715	12.5

Services Provided by the City

Animal Services	Police Services ³
Building and Safety Services	Solid Waste Collection and Disposal Services ⁴
Community Development/Planning Services	Storm Drain Maintenance Services
Library Services	Street Maintenance Services
Parks and Recreation Services	Transit Services ⁵

Staffing⁶

Departments	FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18
Administrative Services	10.18	9.73	10.65	10.88	11.47
Public Works	12.86	13.86	9.48	9.48	9.63
City Manager	4.75	4.75	1.75	1.75	1.50
Community Development	7.00	8.00	11.48	8.00	8.00
Finance	5.50	6.00	5.48	5.20	5.20
Parks, Rec., & Comm. Services	27.34	25.73	26.16	29.24	29.69
Total	67.63	68.07	65.00	64.55	65.49

² Source: California Department of Finance estimate (January 1, 2016).

³ Service provided by contract with Ventura County Sheriff's Office.

⁴ Service provided by contract with a private provider.

⁵ Service provided by contract with the City of Thousand Oaks.

⁶ Source: Current and historical City budget documents.

Public Agencies with Overlapping Jurisdiction

Calleguas Municipal Water District	Ventura County Transportation Commission
Fox Canyon Groundwater Management Agency	Ventura County Watershed Protection District
Moorpark Unified School District	Ventura County Waterworks District No. 1
Ventura County Air Pollution Control District	Ventura Regional Sanitation District
Ventura County Fire Protection District	

Summary Financial Information⁷

General Fund Revenues	FY 2015-16 Actual	FY 2016-17 Budget	FY 2016-17 Estimate	FY 2017-18 Adopted
Property taxes	7,923,937	8,060,000	8,224,000	8,495,000
Sales and use taxes	4,046,486	3,800,000	3,800,000	3,900,000
Franchise fees	446,744	1,133,000	1,273,000	1,315,000
Use of money/property	756,590	581,000	740,000	565,000
Federal, state & local funding	111,140	98,690	100,000	92,000
Fees for services	1,061,481	1,117,886	970,100	1,124,500
Transfers from other funds	2,110,213	1,945,830	1,945,830	1,906,880
Other revenues	2,561,635	1,239,500	1,918,176	1,378,400
Total	19,018,226	17,975,906	18,971,106	18,776,780
General Fund Expenditures	FY 2015-16 Actual	FY 2016-17 Budget	FY 2016-17 Estimate	FY 2017-18 Adopted
City Attorney	46,807.08	71,000.00	200,000.00	71,000.00
City Council	116,340.61	175,885.00	137,697.67	222,004.00
City Manager	489,428.87	479,260.00	447,310.00	435,160.00
City Clerk	438,876.46	772,203.00	592,028.00	590,292.00
Human Resources	441,585.97	489,879.00	480,600.00	629,950.00
Fiscal and Budget Services	1,069,908.72	1,236,740.06	1,213,836.00	1,081,418.00
Community Development	596,446.50	833,462.00	711,546.00	902,240.00
Parks District	2,688,079.38	3,686,971.16	3,055,553.24	3,605,884.00
Lighting & Landscaping Districts	224,722.47	704,886.86	368,783.00	288,673.00
Street Maintenance	0	1,200.00	1,200.00	1,200.00
Police Services	6,591,609.66	7,246,167.00	7,184,741.00	7,518,635.00
Other expenditures	6,060,230.30	3,628,213.81	3,055,465.00	3,296,254.00
Total	18,764,036.02	19,325,867.89	17,448,759.91	18,642,710.00

Since 2008, the City has left vacant several positions, including a Deputy City Manager, Assistant City Engineer, Accountant, and three Principal Planners. The estimated savings from these actions is approximately \$1,730,000 annually.

⁷ Source: City of Moorpark Budget FY 2017-18 and City staff.

Growth and Population Projections

City Annual Growth Projections

According to the U.S. Census, from 2000 to 2010, the City of Moorpark’s population increased from 31,415 to 34,421. The California Department of Finance estimated the City’s population to be 36,715 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 5,300 people, or 16.9% (1.1% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	36,715	38,357	40,514	42,792	45,198	47,739

The Southern California Association of Governments (SCAG) 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) growth forecast projects population growth of the City to occur more slowly, with an estimated population of 43,000 by 2040.

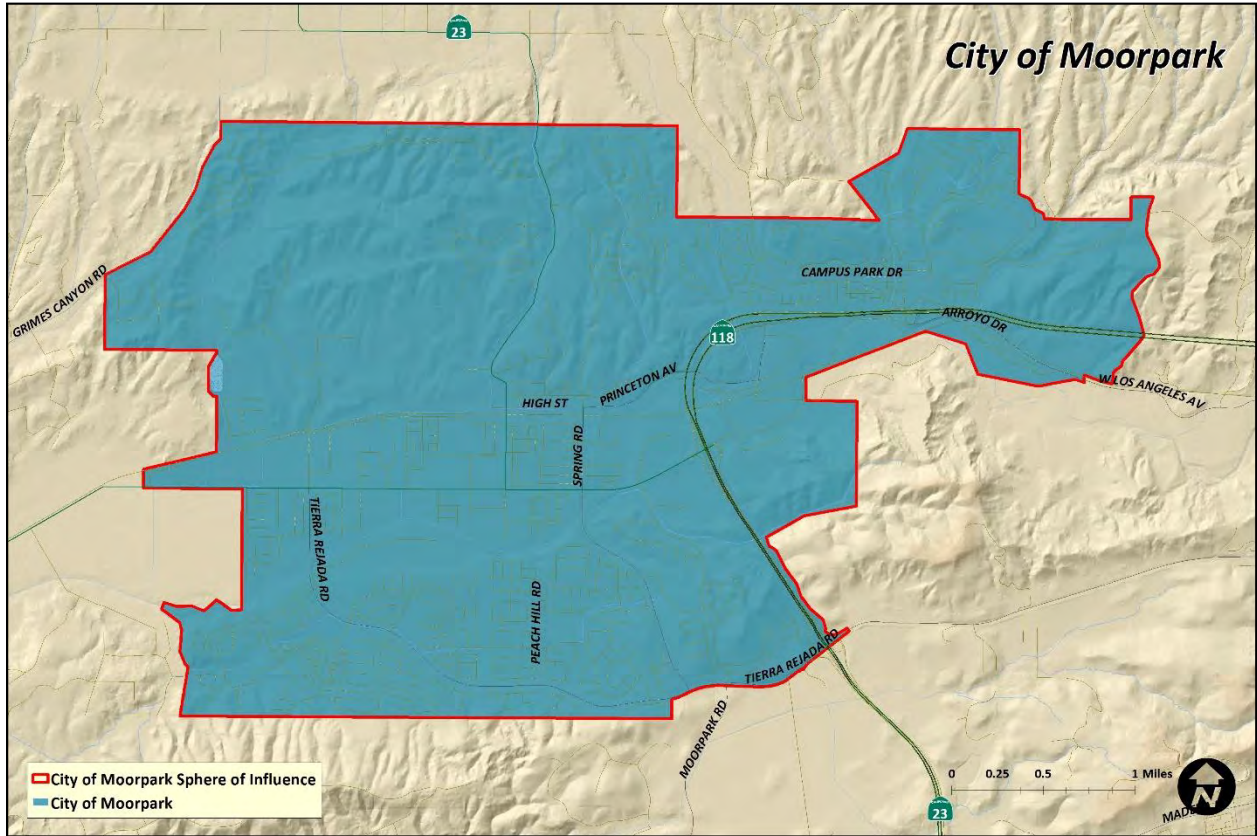
It should be noted, however, that there is insufficient land within the City’s growth boundaries to sustain the growth rate provided based on historical growth trends and the 2016 RTP/SCS. The City’s Community Development Department expects the growth rate to slow as available land is developed, reaching buildout by 2035.

Future Development

The City’s General Plan Land Use Element, as updated with General Plan Amendments associated with development projects, would result in a buildout of approximately 12,700 dwelling units, which is essentially limited to the area within the existing City boundary. Using the 3.25 average number of persons per dwelling unit identified in 2010 Census for the City, buildout of the current General Plan would result in approximately 41,275 residents. An additional 800 housing units beyond the current General Plan designations are currently proposed and in the review process, which, if approved and constructed, would add 2,600 more residents for a buildout population of 43,875, if the population per household remains at 3.25. Based on the projected population growth rate, buildout would occur around 2035. The City has begun the process to comprehensively update its General Plan, expected to be completed during FY 2017-18.

The City sphere of influence is coterminous with City boundaries. The General Plan Land Use Element does not identify land uses outside current City boundaries. The City does not anticipate annexation of area outside its current sphere of influence to accommodate future development under the City’s current General Plan. In addition, the City Urban Restriction Boundary (CURB) is generally coterminous with the City boundaries and sphere of influence.

The City's current boundary and sphere of influence are shown below:

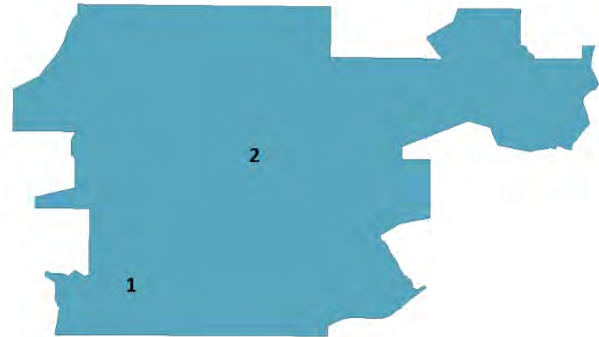


Review of Municipal Services

The review of City services is based on provisions of state law which require LAFCo to make determinations regarding the present and planned capacity of public facilities, the adequacy of public services, infrastructure needs and deficiencies, and the City’s financial ability to provide these services (Government Code § 56430(a)(3)).

Fire Services

The City does not provide fire and emergency response services. Instead, the Ventura County Fire Protection District (VCFPD) provides these services. Fire stations serving the City and surrounding unincorporated area are shown to the right:



1	Station 40	4185 Cedar Springs Street
2	Station 42	295 High Street

VCFPD response time goals and response statistics are based on population density (i.e., suburban areas and rural areas) throughout its service area which includes the unincorporated County area and the cities of Camarillo, Moorpark, Ojai, Simi Valley, and Thousand Oaks. The City contains both suburban and rural areas.

	Response Time Goal	Average Response Time During Last Two Years
Suburban	8.5 minutes, 90% of the time	8.5 minutes, 92% of the time
Rural	12 minutes, 90% of the time	12 minutes, 90% of the time

The VCFPD is responsible for all fire response dispatch within the County. According to a mutual aid agreement between the cities and the VCFPD, the closest available personnel responds to emergency calls for service, regardless of whether the service need is located within the responding agency’s jurisdiction.

Library Services

The City assumed operation of the Moorpark City Library in 2007. Upon the assumption of library operations, the City entered into a contract with a private company to provide qualified library staff to operate the library under direction from the City Council, Library Board, and City staff.



The library offers reference and information services, programs for preschoolers, youth, teens, and adults, and books and media for checkout. It provides public computers, homework stations, wireless access, and printing and copying service.

Total revenue is budgeted at approximately \$964,000 (of this amount, approximately \$925,000 has been projected from property tax, and the remainder comes from state public library funds, fines, and use fees) for the Library Services Fund and expenditures are projected at \$946,000. The cost of the contract for library services increased from \$477,043 in FY 2016-17 to \$488,625 in FY 2017-18 (an increase of \$11,582). The Library Facilities Fund has a fund balance of \$1,720,371. Large expenditures and capital improvements are funded through a fee paid by developers of new residential and commercial development to mitigate the impact of new development on the library.

According to City staff, the per capita cost for library service is estimated to be \$26. During FY 2015-16, the California State Library (a California public research institution) estimated that the City had a per capita cost of \$24.00 for library operations. Statewide, the average cost for library operations was \$51.21 and the median cost was \$32.25.

Within the next five years, the City is pursuing the construction of a new library as part of a city hall and civic center complex at the northwest corner of Moorpark Avenue and High Street. The \$4,746,009 capital improvement project is proposed to be funded through various sources, including funds generated by developer fees and property taxes. According to the FY 2017-18 budget message, the City has a history of budget surpluses that enable it to save for future capital projects, such as the new civic center facility.

Police Services

The City does not provide police services directly. Instead, the City contracts with the Ventura County Sheriff's Office for all police services, including administration, patrol, and investigation services.

According to the FY 2017-18 budget, the City has a negative fund balance (-\$1,326,552) for Police Facilities. Construction costs exceeded the available fund balance when the City's police station was built in 2005, and fees collected by the City as part of future development will continue to contribute toward the cost to construct the police station. According to City staff, the full cost is expected to be covered following future building permit issuance of approximately 2,000 residences.

Present Staffing Levels

The Ventura County Sheriff's Office states that for FY 2017-18, it has allocated 31.65 police positions to the City, including 28.15 sworn positions⁸ (Captain (1) (50% paid by the City), Senior Deputy/Community Services/Beat Coordinator (1), Sergeant Detective/Special Enforcement Detail (1) (75% paid by the City), Senior Deputy/Detective (2) (75% paid by the City), Deputy/Special Enforcement Detail (2), School Resource Officer (1), Traffic Senior Deputy Motor (1), Traffic Deputies (2), Patrol (2 24-hour/day cars, equivalent to 9.6 deputies), Patrol (2 84-hour/week cars, equivalent to 4.8 deputies), Patrol Sergeants (4)), and 3.5 non-sworn positions (Management Assistant (0.5), Administrative Assistant (1), Sheriff's Service Technician (1), and 20-hour cadets (2)).

⁸ Unless otherwise noted, the City is responsible for the entire cost of the position.

Ratio of Sworn Officers to Population

Based on current staffing levels and the 2016 population estimate of 36,715, the City provides one sworn officer for every 1,304 residents. The City identified no ratio of sworn officers to population goal.

Response Times

According to the Ventura County Sheriff's Office, the average response time goals and average response times are as follows⁹:

	Response Time Goal	Average Response Time	Goal Met During Last Two Years
Non-Emergency	20 minutes	16.43 minutes	78%
Emergency	10 minutes	6.44 minutes	88%

Operational Costs

The anticipated cost for the City to provide police service for FY 2017-18 is \$7,646,135, a per capita cost of approximately \$208. According to the FY 2017-18 budget, the County informed the City that a refund (\$128,492) is due to the City for overcharges on police vehicles for the past several years. In addition, the County is now responsible for the land-line telephone service for staff at the Police Services Center, which will provide an estimated \$16,000 annual savings for the City. A new annual cost to the City is \$2,600 to maintain License Plate Readers.

Future Staffing Levels

In order to maintain the City's current ratio of 1 sworn officer per 1,304 residents for the projected population of 47,739 in 2040, a total of 37 sworn officers would be required. To maintain the same ratio at buildout of the General Plan, 31 sworn officers would be required.

Recreation and Park Services

The City provides recreation and park services to residents of the City and surrounding unincorporated area. The Parks, Recreation and Community Services Department coordinates maintenance services and rental activities for nearly all City facilities, and is responsible for: maintaining the grounds, equipment, and facilities of City parks; coordinating the design and construction of park improvements; maintaining the grounds of city-owned open space; maintaining landscaped areas and flood basins within the City; and planning future parks.

Fees for non-City residents to participate in the City's parks and recreational programs are higher than those paid by City residents. The fee differential varies depending on the program. City residents are given priority to participate in park and recreation programs.

⁹ The Sheriff's Office call types have changed. The "Emergency" call category has been replaced with the "Priority 1" call category, which includes a wider range of call situations (e.g., burglary alarm calls, and other in-progress events in addition to traffic accidents, person not breathing, shots fired, battery in progress.)

Present Level of Service

Parkland

The City of Moorpark currently maintains 20 park sites, which includes 18 playgrounds, 10 outdoor courts, 39 ball fields, one skate park, 5 trails, and many other park and recreational facilities within approximately 153 acres of parkland.

According to the City's *Parks and Recreation Master Plan* adopted in 2009, the City's goal is to provide 5 acres of parkland per 1,000 residents. To meet this goal for the current population of 36,715, approximately 183.5 acres of parkland (an additional 30.5 acres) is required.

Recreation Programs

Among the parks and recreation programs offered by, or in conjunction with, the City are: youth and adult sports classes, clinics, camps and leagues including baseball, basketball, golf, soccer, softball, self-defense, tennis and fitness programs; special interest and life enrichment classes for youth, teens and adults; arts and crafts programs, dance, music, theater and other creative classes; senior citizens programs and services, including a nutrition program; preschool and child development activities; family and cultural events, including picnicking, and adult special interest lectures; and homework assistance. The City also operates an Active Adult Center where seniors can receive a variety of services and participate in classes and activities.

Recreation and Parkland Operational Costs

The FY 2017-18 budget allocates \$1,165,595 for recreational programs, and \$2,757,541 for the park maintenance and improvement district, for a combined total of \$3,923,136 in support of parks and recreation for the City. The City operates a park maintenance and improvement district which is funded by property assessments, and accounts for up to a maximum of 75% of the maintenance, operation, and improvement costs. The General Fund and use charges cover the balance. The FY 2017-18 budget identified the potential for a new park maintenance and improvement assessment district; according to City staff this remains a discussion topic for the City Council.

The City estimates that it has a maintenance cost of \$21,348 per acre of parkland. Current capital improvement projects include the expansion of the Arroyo Vista Recreation Center Facility (\$75,000), replacement of the Arroyo Vista Recreation Center heating, ventilation, and air conditioning (HVAC) system (\$100,000) and remodel of the Arroyo Vista Recreation Center kitchen (\$150,000). Funding for these improvements will be provided either by the Park Improvement Funds (developer impact in-lieu fees), or as part of required public improvements associated with development.

Future Levels of Service

The City is financing several capital improvement projects that will support its park and recreation services and programs. These projects include improvements, upgrades, and expansions to existing facilities, which involve buildings, play areas, and landscaping. The City's *Parks and Recreation Master Plan* identifies the desire for the development of an aquatics center or a community swimming pool, which could involve a partnership with other agencies to share the cost and responsibility. The *Parks*

and Recreation Master Plan identified the need to conduct a feasibility study for the addition of an aquatics center; however, this study has not yet been conducted.

Based on the maximum population projection of 47,739 for the City by 2040, 238 acres of parkland will be required to meet the City's parkland goal by 2040. The *Parks and Recreation Master Plan* states that based on a buildout population of 47,833, a total of 238 acres of parkland is not realistic, and that "sharing resources and converting unused or underused spaces may be the way to serve the needs of the population through the year 2020 and beyond." As noted previously, however, buildout of the City is not expected to exceed 43,875.

Solid Waste Services

The City provides solid waste, green waste, and recycling collection and disposal services through franchise agreements with private solid waste haulers to provide residential and commercial collection services throughout the City. Related services and programs are funded by the City to promote recycling, waste reduction, composting, and the proper disposal of hazardous waste, which contribute toward the City's compliance with the Integrated Waste Management Act of 1989 (AB 939). The FY 2017-18 adopted budget allocates \$327,000 in revenues and \$295,693 in expenditures for FY 2017-18, and estimates that it will have a fund balance of \$1,104,799.

Streets, Highways, and Drainage Services

According to City staff, the City provides street construction, street maintenance, street lighting, street sweeping, and landscaping maintenance by means of contracts with private providers. The City estimates that it has 193 paved lane miles. According to City staff, the total maintenance expenditures per paved lane mile are \$6,765.

The Street Maintenance Division of the Public Works Department is responsible for maintaining all City streets and rights-of-way and for administering related capital improvement projects. These activities include street maintenance, street striping, street stenciling, street sign installation, street sweeping, traffic signal maintenance, roadside litter and weed removal, storm drain maintenance, and as required to facilitate traffic flow and safety within the City.

Street Maintenance

Funding sources for street maintenance and improvement projects include the Gas Tax Fund, Local Transportation Fund, Traffic Safety Fund, and Area of Contribution Fund (which is a development impact fee that supports street-related improvements and traffic signals).

The FY 2017-18 budget message notes that the City's street maintenance needs continue to increase and that revenues are flat while expenditures continue to rise. The City's total revenue for street maintenance is projected to be \$1,615,000 and expenditures are anticipated to be about \$2,294,000. A total of \$679,000 of the combined reserves of Transportation Development Act and Gas Tax funds will cover the difference.

In May 2017, Governor Brown signed Senate Bill 1 (SB 1), which increases gas taxes and fees, beginning in November 2017, and phased in over time. Beginning in FY 2017-18, the City will receive \$42,000

annually for three years. The City has also established a Road Maintenance Rehabilitation Account that will generate \$212,000 in FY 2017-18 and will increase to \$631,000 in FY 2018-19.

Street Sweeping

The FY 2017-18 budget allocates \$108,000 for the sweeping of City streets, an average cost of \$560 per lane mile. Major arterial streets are swept weekly. All other streets are swept twice monthly.

Street Lighting and Landscaping

Street lighting and landscaping services are provided by means of contracts with private operators. The budgeted cost for street lighting services for FY 2017-18 is \$537,959, or \$2,787 per lane mile. A portion of this cost is paid from assessment revenue received through the Citywide Lighting and Landscaping Maintenance Assessment District. Because assessments within certain zones of the District may not be increased without a public vote under Proposition 218, they have not been increased since 1999. As a result, the costs to provide service to these zones exceed the collected assessment revenue. For FY 2017-18, the difference will be covered by Gas Tax reserves (approximately \$236,337) and the General Fund (approximately \$94,453).

Drainage

The Public Works Department, through its Stormwater Management Program, provides for the development, implementation, and administration of programs mandated through the National Pollutant Discharge Elimination System¹⁰ (NPDES) to reduce or eliminate pollutants entering the City's storm drain system. The City's program includes public outreach, illicit discharge/illicit connection enforcement, stormwater inspections, water quality monitoring, and litter reduction. The FY 2017-18 adopted budget allocates \$162,786 for the NPDES section.

Transit Services

The City of Moorpark provides transit services, through a contract with the City of Thousand Oaks. The City receives Local Transportation Funds generated through a ¼ cent sales tax, which is used for a maximum of 80% of the City's transit services. The remaining 20% of the cost of service is collected through farebox recovery (i.e., fares collected by public transit users). The City also provides some maintenance services of the combination Amtrak and Metrolink Train Station located at 300 E. High Street. The City's transit system includes \$1,341,293 in appropriations for FY 2017-18, and is partially funded by the Federal Transit Administration. The FY 2017-18 budget also includes \$225,000 in local developer fees that partially fund operation of the City's bus services.

¹⁰ The City participates in the Ventura Countywide Stormwater Quality Management Program (VCSQMP). As a VCSQMP partner, the City works together with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System (NPDES) Municipal Separate Storm Sewer System permit, issued by the Los Angeles Regional Water Quality Control Board and adopted by the State Water Resources Control Board under the federal Clean Water Act. The Ventura County Watershed Protection District is the principal NPDES permittee and the City is a co-permittee. In general, the program is funded through grant funding and a benefit assessment imposed on properties.

While not a separate transit service, the County of Ventura, and the cities of Camarillo, Moorpark, Simi Valley, and Thousand Oaks formed the East County Transit Alliance (ECTA) through a Memorandum of Understanding in 2013 in order to enhance transit service and improve coordination amongst transit systems.

Wastewater Services

The City does not provide wastewater service. Instead, Ventura County Waterworks District No. 1 (a dependent district that is governed by the Ventura County Board of Supervisors) provides wastewater collection and treatment service within an area that includes the City and surrounding area.

Water Services

The City does not provide water service. Instead, Ventura County Waterworks District No. 1 provides water service within an area that includes the City and surrounding area.

DRAFT

Written Determinations

The Commission is required to prepare a written statement of its determinations with respect to each of the subject areas provided below (Government Code § 56430(a)).

1. Growth and population projections for the affected area

According to the U.S. Census, from 2000 to 2010, the City of Moorpark's population increased from 31,415 to 34,421. The California Department of Finance estimated the City's population to be 36,715 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 5,300 people, or 16.9% (1.1% annually, on average). The following table reflects the City's projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	36,715	38,357	40,514	42,792	45,198	47,739

The Southern California Association of Governments (SCAG) 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) growth forecast projects population growth of the City to occur more slowly, with an estimated population of 43,000 by 2040.

It should be noted, however, that there is insufficient land within the City's growth boundaries to sustain the growth rate provided based on historical growth trends and the 2016 RTP/SCS. The City's Community Development Department expects the growth rate to slow as available land is developed, reaching a buildout of 43,875 by 2035.

2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income (Government Code § 56033.5). No disadvantaged unincorporated communities are located within or contiguous to the City of Moorpark's sphere of influence.¹¹

3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies

Library services:

- The City owns the Moorpark City Library located at 699 Moorpark Avenue. The library is operated by a private company under contract with the City.

¹¹ According to Ventura LAFCo Commissioner's Handbook Section 3.2.5, Ventura LAFCo has identified Nyeland Acres (within the City of Oxnard's sphere of influence to the north of the city) and Saticoy (within the City of San Buenaventura's sphere of influence to the east of the city) as disadvantaged unincorporated communities.

Police services:

- The City provides police services by means of a contract with the Ventura County Sheriff's Office.
- Based on the 2016 population estimate of 36,715, there is one sworn officer for every 1,304 residents (28.15 sworn officers).
- In order to maintain the current ratio of 1 officer per 1,304 residents for the projected population of 47,739 in 2040, a total of 37 police officers would be required.
- Over the last two years, police response time goals were met 88% of the time for emergency calls, and 78% of the time for non-emergency calls.

Recreation and park services:

- The City provides a wide range of park facilities and recreation programs.
- The City's park facilities and recreation programs are open to both City and non-City residents, although City residents have priority to participate in programs and non-City residents pay higher fees.
- The City's goal is to provide 5 acres of park space per 1,000 residents, or approximately 183.5 acres. The City currently provides approximately 153 acres of parkland.

Streets, highways, and drainage services:

- The City provides street maintenance, street lighting and landscaping maintenance, street sweeping, and storm drain maintenance services, by means of contracts with private providers.

Transit services:

- The City provides transit services, by means of a contract with the City of Thousand Oaks.

4. Financial ability of agencies to provide services

- The City has a balanced budget.
- It appears that the City has the ability to finance the services it currently provides. Staffing levels have remained relatively steady over the last several years.
- Projected surpluses (due primarily to revenues exceeding original budget estimates) will allow the City to use General Fund reserves to help balance the FY 2017-18 budget.
- The City partially subsidizes costs related to the lighting and landscaping maintenance assessment district and parks and recreation maintenance and improvement assessment district, through the General Fund and Gas Tax fund. Although increases in the assessments would be subject to a public vote (under Proposition 218), the City may wish to consider pursuing increases in these assessments in order to reduce or eliminate reliance on the General Fund and Gas Tax fund for subsidies.

5. Status of, and opportunities for, shared facilities

- The VCFPD provides fire dispatch service for the unincorporated County area as well as all cities within Ventura County.

6. Accountability for community service needs, including governmental structure and operational efficiencies

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings, and dissemination of information.
- The City maintains a website that includes basic information about the City, a basic directory of City services, current and historical City Council and Planning Commission agendas, the current budget and annual financial report.
- City Council meetings are broadcast live on the City's government cable television channel and on the City's website. Archived videos of City Council meetings are available for viewing on the City's website.
- The City achieves operational efficiencies through contracts or franchise agreements with various service providers, including police, animal control, and solid waste, and a contract with the City of Thousand Oaks for transit services.
- The VCFPD provides fire dispatch service for the unincorporated County area as well as all cities within the County.
- The City achieves operational efficiencies through its participation as a co-permittee in the Ventura Countywide Stormwater Quality Management Program. Under this program, the City works with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System Municipal Separate Storm Sewer System permit.
- The City could improve its accountability by modifying the format of its budget to allow the public to better understand the breakdown of the City's General Fund budget.

7. Any other matter related to effective or efficient service delivery, as required by Commission policy

Opportunities exist for better regional coordination of the many transit services within the County. The following discussion includes a summary of existing public transit services within Ventura County, current public transit inefficiencies and limitations on regionalization, progress toward public transit coordination, and opportunities for further public transit coordination. Some cities prefer to control and operate their own transit systems in order to provide service focused on users within their jurisdictions; however, the following discussion is based on the idea that a more coordinated, regional perspective on public transit will result in improved service for public transit users.

Existing Public Transit Services in Ventura County:

- The City of Ojai¹² and the City of Simi Valley each provide transit service, with City employees operating and maintaining the vehicles.
- The City of Camarillo provides transit service by means of a contract with a private operator (i.e., Roadrunner Shuttle).

¹² The City's transit service is limited to the Ojai Trolley which operates within the City, and the unincorporated communities of Meiners Oaks and Mira Monte. The Ojai Trolley service operates within the GCTD service area, but is operated directly by the City.

- The City of Thousand Oaks provides transit service by means of a contract with a private operator (i.e., MV Transportation).
- The City of Moorpark provides transit service by means of a contract with the City of Thousand Oaks, which holds a contract for service with a private operator (i.e., MV Transportation).
- Under a cooperative agreement amongst the County of Ventura, the City of Santa Paula, and the City of Fillmore, the Ventura County Transportation Commission (VCTC)¹³ administers public transit service in and surrounding the Santa Paula, Fillmore, and Piru areas of Ventura County (i.e., the Valley Express). The service is provided by means of a contract with a private operator (i.e., MV Transportation).
- The County of Ventura contracts with the City of Thousand Oaks, which contracts the service to a private operator (i.e., MV Transportation), for the operation of the free Kanan Shuttle service between the unincorporated area of Oak Park and the City of Agoura Hills. The service is provided fare-free as the required 20% farebox recovery¹⁴ required by the Transportation Development Act (TDA) is provided by local contributions from Ventura County Service Area No. 4, the Oak Park Unified School District, and, most recently, the City of Agoura Hills.
- Gold Coast Transit District (GCTD) provides local and regional fixed-route and paratransit service in the cities of Ojai, Oxnard, Port Hueneme, Ventura and the unincorporated areas of Ventura County. Service is provided on 20 fixed routes, with a fleet includes 56 buses and 24 paratransit vehicles. GCTD directly operates its fixed-route service and contracts its paratransit service to a private operator (i.e., MV Transportation).
- The VCTC provides regional service, by means of a contract with a private provider, which consists of the following routes: (1) Highway 101/Conejo Connection (serving the section of Highway 101 between Ventura and the San Fernando Valley), (2) Highway 126 (serving Fillmore, Santa Paula, Saticoy, and Ventura), (3) Coastal Express (serving Ventura County and Santa Barbara County), (4) East County (serving the Simi Valley, Moorpark, and Thousand Oaks area), (5) Oxnard/Camarillo/California State University at Channel Islands Connector (serving the Camarillo and Oxnard area), and (6) East/West Connector (serving Simi Valley, Moorpark, Camarillo, Oxnard and Ventura, as of November 2017).
- The ECTA was formed in 2013 through a Memorandum of Understanding (MOU) amongst the City of Camarillo, City of Moorpark, City of Simi Valley, City of Thousand Oaks, and the County of Ventura for the eastern portion of unincorporated Ventura County. ECTA was formed to better coordinate transit services among these agencies. In August 2015, ECTA initiated a service known as “CONNECT City-to-City” which offers Americans with Disabilities Act (ADA) and Senior intercity dial-a-ride service under a single paratransit system.¹⁵ The City of Thousand Oaks administers the service, which is contracted to a private operator (i.e., MV Transportation).

¹³ VCTC is the regional transportation planning agency of Ventura County, and oversees a large part of the distribution of public funds for transportation and transit within the County.

¹⁴ TDA funding provided by the State to local jurisdictions may not exceed a certain percentage of the cost to provide public transit service (i.e., 80% for urban areas and 90% for rural areas). The remaining percentage of the cost (i.e., 20% for urban areas and 10% for rural areas) must be covered locally through some other means, known as “farebox recovery.” Note that funding sources other than rider fares may qualify as “farebox recovery.”

¹⁵ The City of Camarillo does not participate in the CONNECT service because: (1) the City already provides regional ADA and Senior intercity service throughout the East County ((this enables the City to provide senior service to more riders within the City by allowing a lower qualifying age limit of 55 years (rather than 65 years)), and (2) Camarillo ADA and senior riders have the benefit of using just one dial-a-ride system for both local and regional service.

Current Public Transit Inefficiencies and Limitations on Regional Coordination:

- According to the Ventura County Regional Transit Study (VCTC, April 9, 2012)¹⁶, public transit within the County was found to be disjointed. Public transit service providers have varying schedules (i.e., days and hours of operation, frequency of buses (headways)), and fares (including different eligible ages for senior fares (e.g., a lower qualifying age for seniors in the City of Camarillo)), and maintain separate websites and bus books. No single agency or website provides a complete guide for public transit users who wish to plan interagency trips. The study concluded that “This makes connections difficult and service confusing, especially for the infrequent or new rider. While VCTC and the operators have attempted to improve connections through coordinated fare media and scheduling software, progress toward truly integrated service has been minimal.”
- Limited access to non-TDA funding for transit restricts the ability of cities and other public transit operators to increase revenue service hours and still meet TDA farebox recovery requirements. Because of the minimal levels of service currently provided in some areas of the County, regional travel times are often lengthy and opportunities for passengers to connect between buses are few. Shorter headways and total trip times depend on increased transit funding under the current funding distribution structure or a different method of distribution for the County’s transit funding. Inability to access funding for transportation also limits implementation of improvements for fleet expansions, pedestrian infrastructure, and street lighting.
- While some of the individual transit-serving agencies have made efforts to improve coordination among systems (e.g., through the formation of the GCTD (formed in 2013), and the ECTA (created in 2013)), public transit in the County overall is divided into separate, often unrelated, transit systems. The Ventura County Regional Transit Study acknowledged the challenges in establishing a coordinated system, including the fact that Ventura County consists of “widely spaced, diverse communities and centers where geographic areas do not share common economic, social, and transportation service values.”
- While it is the intent of ECTA to move toward further consistency and regionalization of services in the eastern portion of Ventura County, the existing local transit programs of two ECTA member agencies are limited in their ability to fully participate in the regional ECTA programs:
 - The City of Simi Valley operates fixed route transit service using City personnel and City-owned equipment.
 - The City of Camarillo receives contributions from local funding partners (e.g., the Leisure Village retirement community for residents age 55 and older). For the purposes of City of Camarillo public transit, riders aged 55 and older qualify to ride as senior fares, whereas 65 is the qualifying age for seniors on other transit systems.
- Senate Bill 325 (1971) established State transit funding (TDA funding) for the purpose of directly supporting public transportation through the imposition of a ¼-cent local sales tax beginning in 1972. An exception was included for rural counties (i.e., counties with populations of fewer than 500,000, based on the 1970 U.S. Census), in general, to also allow use of the funding for local streets and roads if the transportation planning agency finds that there are no unmet transit needs. Through Senate Bill 716 (2009), the law was modified, and specified that the exception now applied to: (1) rural counties (i.e., counties with populations of fewer than 500,000 (based on the 2010 U.S. Census), and (2) cities within urban counties (i.e., counties with

¹⁶ The study included consultation with VCTC commissioners, city managers, local public transit providers, and the public.

populations of 500,000 or more, based on the 2010 U.S. Census) with populations of 100,000 or fewer. Ventura County has a population of more than 500,000 and therefore qualifies as an urban county; however, several of its cities are eligible to use TDA money for streets and roads projects, provided that they: (1) have a population of 100,000 or fewer, (2) are not within the GCTD service area, and (3) do not have an unmet transit need. Because Ventura County cities with populations of more than 100,000 are restricted to using all their TDA money for public transit purposes regardless of the extent of need for public transit, these cities cannot use TDA funding for streets and roads projects.

Progress Toward Regional Coordination of Public Transit:

- On October 3, 2013, Governor Brown signed into law Assembly Bill 664, which formed the GCTD to include five members: four cities and the County. AB 664 also authorized the remaining cities in Ventura County to request to join the GCTD in the future. Prior to the formation of the GCTD, local TDA funding for operating costs and capital projects was provided to Gold Coast Transit (operating as a Joint Powers Authority (JPA)) by its member agencies, allocated by a formula based on the percentage of revenue miles of transit service provided within each participating jurisdiction. As a district, GCTD has the ability to implement service improvements and meet the public's transit needs from a systemwide perspective, and distributes TDA funds to its members for transit-related purposes such as bus stop construction and transit-related maintenance needs. Following the formation of the District, the GCTD also adopted the following planning documents to further improve the delivery of service to GCTD members: GCTD Service Planning Guidelines (Adopted February 2014), Bus Stop Guidelines (Adopted June 2015), Short Range Transit Plan (Adopted November 2015), and Fleet Management Plan (October 2016). Additionally, in May 2017, GCTD began construction of a new Operations and Maintenance Facility in the City of Oxnard. Once built, the 15-acre facility will allow GCTD to maintain a fleet of up to 125 buses and will include an administration and operations building, an 8-bay maintenance and repair building, a compressed natural gas (CNG) fuel station and bus wash. The facility is scheduled to open in the fall of 2018.
- GCTD's Short Range Transit Plan identified recommended service improvements such as implementing: (1) additional service to Naval Base Ventura County in Port Hueneme, (2) express service between Oxnard and Ventura, and (3) increased service frequencies on its core routes. While funding for these improvements is not in place, service improvements could potentially be funded through the Federal Transit Administration (FTA) (FTA Section 5310/5307 program).
- ECTA is the result of greater awareness for the need to improve coordination amongst transit systems in the eastern portion of the County, and has initiated programs to simplify interjurisdictional trips for riders in the eastern portion of the County (e.g., CONNECT City-to-City). The cities of Moorpark, Simi Valley, and Thousand Oaks are each in various stages of completing strategic plans for transit, including improved regional coordination with regard to hours of operation, route schedules and connectivity, fares, senior age criteria, and consistency of policies.
- Technological advances have provided opportunities for improved regional trip-planning resources for riders. GCTD, VCTC, and Thousand Oaks Transit have schedules available on Google Maps. By the end of FY 2017-18, information about other fixed-route transit services countywide is expected to be available on Google Transit (a web application that assists riders in

accessing transit schedule information and planning public transit trips). GCTD launched Google Maps Online Trip Planner in 2014, and recently launched a mobile ticketing application.

- Transfer agreements and fare media (GO Ventura 31-day pass) including the installation of the GFI Genfare system on all transit vehicles have helped improve coordination between systems. However, fare discrepancies and fare policies still need to be addressed.
- VCTC's Coordinated Public Transit – Human Services Transportation Plan (April 2017) identifies strategies to address gaps or deficiencies in the current public transit system in meeting the needs of senior, disabled, and low-income populations in Ventura County. One of the strategies identified in the plan is the implementation of a countywide “one-call/one-click” transit information center intended to simplify and improve trip-planning and access to information about public transit services. Funding has not yet been identified for this service, but the service could potentially be funded through the FTA.

Opportunities for Further Regional Coordination of Public Transit:

- It is clear that constraints to regionalizing public transit exist within Ventura County, and that local jurisdictions have identified opportunities (and implemented some improvements) with respect to local public transit. The City may wish to continue its dialogue with the County and the other cities to further improve connectivity within Ventura County and simplify customers' public transit experiences, including (but not necessarily limited to) the following discussion topics:
 - Identify one agency as the regional transportation authority to oversee and implement the majority of public transit within the County;
 - Encourage cities that are not currently members of the GCTD to request to join the GCTD, or contract with GCTD for some or all of their planning or operational needs; or
 - Establish a new transit district that would complement the GCTD's service area and provide service within areas not currently served by the GCTD in the East County (the formation of ECTA was a step toward potentially realizing this opportunity in the eastern portion of Ventura County).

RESOLUTION OF THE VENTURA LOCAL AGENCY FORMATION COMMISSION DETERMINING THAT THE MUNICIPAL SERVICE REVIEW FOR THE CITY OF MOORPARK IS EXEMPT FROM THE CALIFORNIA ENVIRONMENTAL QUALITY ACT, ACCEPTING THE MUNICIPAL SERVICE REVIEW FOR THE CITY OF MOORPARK, AND MAKING STATEMENTS OF DETERMINATION

WHEREAS, Government Code § 56425 et seq. requires the Local Agency Formation Commission (LAFCo or Commission) to develop and determine the sphere of influence of each local governmental agency within the County; and

WHEREAS, Government Code § 56430(e) requires each LAFCo to conduct a municipal service review before, or in conjunction with, but no later than the time it is considering an action to establish or update a sphere of influence; and

WHEREAS, the Ventura LAFCo has approved a work plan to conduct municipal service reviews and sphere of influence reviews/updates, and the municipal service review for the City of Moorpark (City) is part of that work plan; and

WHEREAS, LAFCo has prepared a report titled “City of Moorpark – Municipal Service Review” that contains a review of the services provided by the City; and

WHEREAS, the “City of Moorpark – Municipal Service Review” report contains recommended statements of determinations related to the City, as required by Government Code § 56430; and

WHEREAS, the “City of Moorpark – Municipal Service Review” including the recommended statements of determination were duly considered at a public hearing on February 21, 2018; and

WHEREAS, the Commission heard, discussed, and considered all oral and written testimony for and against the recommended exemption from California Environmental Quality Act (CEQA), the “City of Moorpark – Municipal Service Review” report and the written determinations, including, but not limited to, the LAFCo staff report dated February 21, 2018, and recommendations.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED by the Ventura Local Agency Formation Commission as follows:

- (1) The municipal service review report titled “City of Moorpark – Municipal Service Review”, including the related statements of determination, are determined to be exempt from CEQA pursuant to § 15061(b)(3) of the CEQA Guidelines, and LAFCo staff is directed to file a Notice of Exemption as the lead agency pursuant to § 15062 of the CEQA Guidelines; and
- (2) The Commission accepts the “City of Moorpark – Municipal Service Review” report as presented to the Commission on February 21, 2018, including any modifications approved by a majority of the Commission as a part of this action. The Executive Officer is authorized to make minor edits to the report for accuracy and completeness; and
- (3) The LAFCo staff report dated February 21, 2018, and recommendation for acceptance of the “City of Moorpark – Municipal Service Review” report are hereby adopted; and
- (4) Pursuant to Government Code § 56430(a), the following statements of determination are hereby made for the City:

a. Growth and population projections for the affected area. [§ 56430(a)(1)]

According to the U.S. Census, from 2000 to 2010, the City of Moorpark’s population increased from 31,415 to 34,421. The California Department of Finance estimated the City’s population to be 36,715 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 5,300 people, or 16.9% (1.1% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	36,715	38,357	40,514	42,792	45,198	47,739

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It should be noted, however, that there is insufficient land within the City's growth boundaries to sustain the growth rate provided based on historical growth trends and the 2016 RTP/SCS. The City's Community Development Department expects the growth rate to slow as available land is developed, reaching a buildout of 43,875 by 2035.

b. *The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence. [§ 56430(a)(2)]*

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income (Government Code § 56033.5). No disadvantaged unincorporated communities are located within or contiguous to the City of Moorpark's sphere of influence.¹

c. *Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs and deficiencies. [§ 56430(a)(3)]*

Library services:

- The City owns the Moorpark City Library located at 699 Moorpark Avenue. The library is operated by a private company under contract with the City.

Police services:

- The City provides police services by means of a contract with the Ventura County Sheriff's Office.
- Based on the 2016 population estimate of 36,715, there is one sworn officer for every 1,304 residents (28.15 sworn officers).
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Streets, highways, and drainage services:

- The City provides street maintenance, street lighting and landscaping maintenance, street sweeping, and storm drain maintenance services, by means of contracts with private providers.

Transit services:

- The City provides transit services, by means of a contract with the City of Thousand Oaks.

d. *Financial ability of agencies to provide services. [§ 56430(a)(4)]*

- The City has a balanced budget.
- It appears that the City has the ability to finance the services it currently provides. Staffing levels have remained relatively steady over the last several years.
- Projected surpluses (due primarily to revenues exceeding original budget estimates) will allow the City to use General Fund reserves to help balance the FY 2017-18 budget.
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e. *Status of, and opportunities for, shared facilities. [§ 56430(a)(5)]*

- The Ventura County Fire Protection District (VCFPD) provides fire dispatch service for the unincorporated County area as well as all cities within Ventura County.

f. *Accountability for community service needs, including governmental structure and operational efficiencies. [§ 56430(a)(6)]*

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings, and dissemination of information.

- The City maintains a website that includes basic information about the City, a basic directory of City services, current and historical City Council and Planning Commission agendas, the current budget and annual financial report.
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- The City could improve its accountability by modifying the format of its budget to allow the public to better understand the breakdown of the City’s General Fund budget.

g. Any other matter related to effective and efficient service delivery, as required by commission policy. [§ 56430(a)(7)]

Opportunities exist for better regional coordination of the many transit services within the County. The following discussion includes a summary of existing public transit services within Ventura County, current public transit inefficiencies and limitations on regionalization, progress toward public transit coordination, and opportunities for further public transit coordination. Some cities prefer to control and operate their own transit systems in order to provide service focused on users within their jurisdictions; however, the following discussion is based on the idea that a more coordinated, regional perspective on public transit will result in improved service for public transit users.

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- The City of Camarillo provides transit service by means of a contract with a private operator (i.e., Roadrunner Shuttle).
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- The City of Moorpark provides transit service by means of a contract with the City of Thousand Oaks, which holds a contract for service with a private operator (i.e., MV Transportation).
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- The VCTC provides regional service, by means of a contract with a private provider, which consists of the following routes: (1) Highway 101/Conejo Connection (serving the section of Highway 101 between Ventura and the San Fernando Valley), (2) Highway 126 (serving Fillmore, Santa Paula, Saticoy, and Ventura), (3) Coastal Express (serving Ventura County and Santa Barbara County), (4) East County (serving the Simi Valley, Moorpark, and Thousand Oaks area), (5) Oxnard/Camarillo/California State University at Channel Islands Connector (serving the Camarillo and Oxnard area), and (6) East/West Connector (serving Simi Valley, Moorpark, Camarillo, Oxnard and Ventura, as of November 2017).

³ VCTC is the regional transportation planning agency of Ventura County, and oversees a large part of the distribution of public funds for transportation and transit within the County.

⁴ TDA funding provided by the State to local jurisdictions may not exceed a certain percentage of the cost to provide public transit service (i.e., 80% for urban areas and 90% for rural areas). The remaining percentage of the cost (i.e., 20% for urban areas and 10% for rural areas) must be covered locally through some other means, known as “farebox recovery.” Note that funding sources other than rider fares may qualify as “farebox recovery.”

Resolution

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- The ECTA was formed in 2013 through a Memorandum of Understanding (MOU) amongst the City of Camarillo, City of Moorpark, City of Simi Valley, City of Thousand Oaks, and the County of Ventura for the eastern portion of unincorporated Ventura County. ECTA was formed to better coordinate transit services among these agencies. In August 2015, ECTA initiated a service known as “CONNECT City-to-City” which offers Americans with Disabilities Act (ADA) and Senior intercity dial-a-ride service under a single paratransit system.⁵ The City of Thousand Oaks administers the service, which is contracted to a private operator (i.e., MV Transportation).

Current Public Transit Inefficiencies and Limitations on Regional Coordination:

- According to the Ventura County Regional Transit Study (VCTC, April 9, 2012)⁶, public transit within the County was found to be disjointed. Public transit service providers have varying schedules (i.e., days and hours of operation, frequency of buses (headways)), and fares (including different eligible ages for senior fares (e.g., a lower qualifying age for seniors in the City of Camarillo)), and maintain separate websites and bus books. No single agency or website provides a complete guide for public transit users who wish to plan interagency trips. The study concluded that “This makes connections difficult and service confusing, especially for the infrequent or new rider. While VCTC and the operators have attempted to improve connections through coordinated fare media and scheduling software, progress toward truly integrated service has been minimal.”
- Limited access to non-TDA funding for transit restricts the ability of cities and other public transit operators to increase revenue service hours and still meet TDA farebox recovery requirements. Because of the minimal levels of service currently provided in some areas of the County, regional travel times are often lengthy and opportunities for passengers to connect between buses are few. Shorter headways and total trip times depend on increased transit funding under the current funding distribution structure or a different method of distribution for the County’s transit funding. Inability to access funding for transportation also limits implementation of improvements for fleet expansions, pedestrian infrastructure, and street lighting.
- While some of the individual transit-serving agencies have made efforts to improve coordination among systems (e.g., through the formation of the GCTD (formed in 2013), and the ECTA (created in 2013)), public transit in the County overall is divided

⁵ The City of Camarillo does not participate in the CONNECT service because: (1) the City already provides regional ADA and Senior intercity service throughout the East County ((this enables the City to provide senior service to more riders within the City by allowing a lower qualifying age limit of 55 years (rather than 65 years)), and (2) Camarillo ADA and senior riders have the benefit of using just one dial-a-ride system for both local and regional service.

⁶ The study included consultation with VCTC commissioners, city managers, local public transit providers, and the public.

into separate, often unrelated, transit systems. The Ventura County Regional Transit Study acknowledged the challenges in establishing a coordinated system, including the fact that Ventura County consists of “widely spaced, diverse communities and centers where geographic areas do not share common economic, social, and transportation service values.”

- While it is the intent of ECTA to move toward further consistency and regionalization of services in the eastern portion of Ventura County, the existing local transit programs of two ECTA member agencies are limited in their ability to fully participate in the regional ECTA programs:
 - The City of Simi Valley operates fixed route transit service using City personnel and City-owned equipment.
 - The City of Camarillo receives contributions from local funding partners (e.g., the Leisure Village retirement community for residents age 55 and older). For the purposes of City of Camarillo public transit, riders aged 55 and older qualify to ride as senior fares, whereas 65 is the qualifying age for seniors on other transit systems.
- Senate Bill 325 (1971) established State transit funding (TDA funding) for the purpose of directly supporting public transportation through the imposition of a ¼-cent local sales tax beginning in 1972. An exception was included for rural counties (i.e., counties with populations of fewer than 500,000, based on the 1970 U.S. Census), in general, to also allow use of the funding for local streets and roads if the transportation planning agency finds that there are no unmet transit needs. Through Senate Bill 716 (2009), the law was modified, and specified that the exception now applied to: (1) rural counties (i.e., counties with populations of fewer than 500,000 (based on the 2010 U.S. Census), and (2) cities within urban counties (i.e., counties with populations of 500,000 or more, based on the 2010 U.S. Census) with populations of 100,000 or fewer. Ventura County has a population of more than 500,000 and therefore qualifies as an urban county; however, several of its cities are eligible to use TDA money for streets and roads projects, provided that they: (1) have a population of 100,000 or fewer, (2) are not within the GCTD service area, and (3) do not have an unmet transit need. Because Ventura County cities with populations of more than 100,000 are restricted to using all their TDA money for public transit purposes regardless of the extent of need for public transit, these cities cannot use TDA funding for streets and roads projects.

Progress Toward Regional Coordination of Public Transit:

- On October 3, 2013, Governor Brown signed into law Assembly Bill 664, which formed the GCTD to include five members: four cities and the County. AB 664 also authorized the remaining cities in Ventura County to request to join the GCTD in the future. Prior to the formation of the GCTD, local TDA funding for operating costs

and capital projects was provided to Gold Coast Transit (operating as a Joint Powers Authority (JPA)) by its member agencies, allocated by a formula based on the percentage of revenue miles of transit service provided within each participating jurisdiction. As a district, GCTD has the ability to implement service improvements and meet the public's transit needs from a systemwide perspective, and distributes TDA funds to its members for transit-related purposes such as bus stop construction and transit-related maintenance needs. Following the formation of the District, the GCTD also adopted the following planning documents to further improve the delivery of service to GCTD members: GCTD Service Planning Guidelines (Adopted February 2014), Bus Stop Guidelines (Adopted June 2015), Short Range Transit Plan (Adopted November 2015), and Fleet Management Plan (October 2016). Additionally, in May 2017, GCTD began construction of a new Operations and Maintenance Facility in the City of Oxnard. Once built, the 15-acre facility will allow GCTD to maintain a fleet of up to 125 buses and will include an administration and operations building, an 8-bay maintenance and repair building, a compressed natural gas (CNG) fuel station and bus wash. The facility is scheduled to open in the fall of 2018.

- GCTD's Short Range Transit Plan identified recommended service improvements such as implementing: (1) additional service to Naval Base Ventura County in Port Hueneme, (2) express service between Oxnard and Ventura, and (3) increased service frequencies on its core routes. While funding for these improvements is not in place, service improvements could potentially be funded through the Federal Transit Administration (FTA) (FTA Section 5310/5307 program).
- ECTA is the result of greater awareness for the need to improve coordination amongst transit systems in the eastern portion of the County, and has initiated programs to simplify interjurisdictional trips for riders in the eastern portion of the County (e.g., CONNECT City-to-City). The cities of Moorpark, Simi Valley, and Thousand Oaks are each in various stages of completing strategic plans for transit, including improved regional coordination with regard to hours of operation, route schedules and connectivity, fares, senior age criteria, and consistency of policies.
- Technological advances have provided opportunities for improved regional trip-planning resources for riders. GCTD, VCTC, and Thousand Oaks Transit have schedules available on Google Maps. By the end of FY 2017-18, information about other fixed-route transit services countywide is expected to be available on Google Transit (a web application that assists riders in accessing transit schedule information and planning public transit trips). GCTD launched Google Maps Online Trip Planner in 2014, and recently launched a mobile ticketing application.
- Transfer agreements and fare media (GO Ventura 31-day pass) including the installation of the GFI Genfare system on all transit vehicles have helped improve coordination between systems. However, fare discrepancies and fare policies still need to be addressed.

- VCTC’s Coordinated Public Transit – Human Services Transportation Plan (April 2017) identifies strategies to address gaps or deficiencies in the current public transit system in meeting the needs of senior, disabled, and low-income populations in Ventura County. One of the strategies identified in the plan is the implementation of a countywide “one-call/one-click” transit information center intended to simplify and improve trip-planning and access to information about public transit services. Funding has not yet been identified for this service, but the service could potentially be funded through the FTA.

Opportunities for Further Regional Coordination of Public Transit:

- It is clear that constraints to regionalizing public transit exist within Ventura County, and that local jurisdictions have identified opportunities (and implemented some improvements) with respect to local public transit. The City may wish to continue its dialogue with the County and the other cities to further improve connectivity within Ventura County and simplify customers’ public transit experiences, including (but not necessarily limited to) the following discussion topics:
 - Identify one agency as the regional transportation authority to oversee and implement the majority of public transit within the County;
 - Encourage cities that are not currently members of the GCTD to request to join the GCTD, or contract with GCTD for some or all of their planning or operational needs; or
 - Establish a new transit district that would complement the GCTD’s service area and provide service within areas not currently served by the GCTD in the East County (the formation of ECTA was a step toward potentially realizing this opportunity in the eastern portion of Ventura County).

This resolution was adopted on February 21, 2018.

	AYE	NO	ABSTAIN	ABSENT
Commissioner Freeman	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parvin	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ramirez	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Rooney	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ross	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Zaragoza	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bennett	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bill-de la Peña	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Richards	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Waters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Date

Linda Parks, Chair, Ventura Local Agency Formation Commission

c: City of Moorpark

Ventura Local Agency Formation Commission

City of Ojai

Municipal Service Review

DRAFT

Prepared By:
Ventura Local Agency Formation Commission
800 S. Victoria Avenue, L #1850
Ventura, CA 93009



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DRAFT

Introduction

Local Agency Formation Commissions (LAFCo) exist in each county in California and were formed for the purpose of administering state law and local policies relating to the establishment and revision of local government boundaries. According to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (California Government Code § 56000 et seq.), LAFCo's purposes are to:

- discourage urban sprawl;
- preserve open space and prime agricultural land;
- ensure efficient provision of government services; and
- encourage the orderly formation and development of local agencies.

To achieve its purposes, LAFCos are responsible for coordinating logical and timely changes in local government boundaries (such as annexations), conducting special studies that identify ways to reorganize and streamline governmental structure, and determining a sphere of influence for each city and special district over which they have authority.

A **sphere of influence** is a plan for the probable physical boundaries and service area of a local agency, as determined by LAFCo (Government Code § 56076). Beginning in 2001, each LAFCo was required to review, and as necessary, update the sphere of each city and special district on or before January 1, 2008, and every five years thereafter (Government Code § 56425(g)). Government Code § 56430(a) provides that in order to determine or update a sphere of influence, LAFCo shall prepare a **Municipal Service Review (MSR)** and make written determinations relating to the following seven factors:

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.
4. Financial ability of agencies to provide services.
5. Status of, and opportunities for, shared facilities.
6. Accountability for community service needs, including governmental structure and operational efficiencies.
7. Any other matter related to effective or efficient service delivery, as required by Commission policy.

MSRs are not prepared for counties, but are prepared for special districts governed by a county Board of Supervisors. Additionally, while LAFCos are authorized to prepare studies relating to their role as boundary agencies, LAFCos have no investigative authority.

A MSR was completed for each of nine of the 10 Ventura County cities (a MSR was not prepared for the City of Port Hueneme¹) in Ventura County in 2007, and a second MSR for the same nine cities was completed in 2012. This MSR includes an updated examination of the City's services, as required by LAFCo law.

LAFCo staff prepared this MSR for the City of Ojai, using information obtained from multiple sources, including:

- **2017 MSR Questionnaire:** The City completed a questionnaire, which elicited general information about the City (e.g., its contact information, governing body, financial information), as well as service-specific data;
- **City Budget:** The City's adopted budget provided information regarding services and funding levels;
- **General Plan:** The City's General Plan provided information regarding land use, populations, and service levels;
- **City Documents:** Various City documents provided supplementary information relating to service provision;
- **2012 MSR:** The 2012 MSR provided certain data that remains relevant and accurate for inclusion in the current MSR;
- **City Website:** The City's website provided supplementary and clarifying information; and
- **City Staff:** City staff provided supplementary and clarifying information.

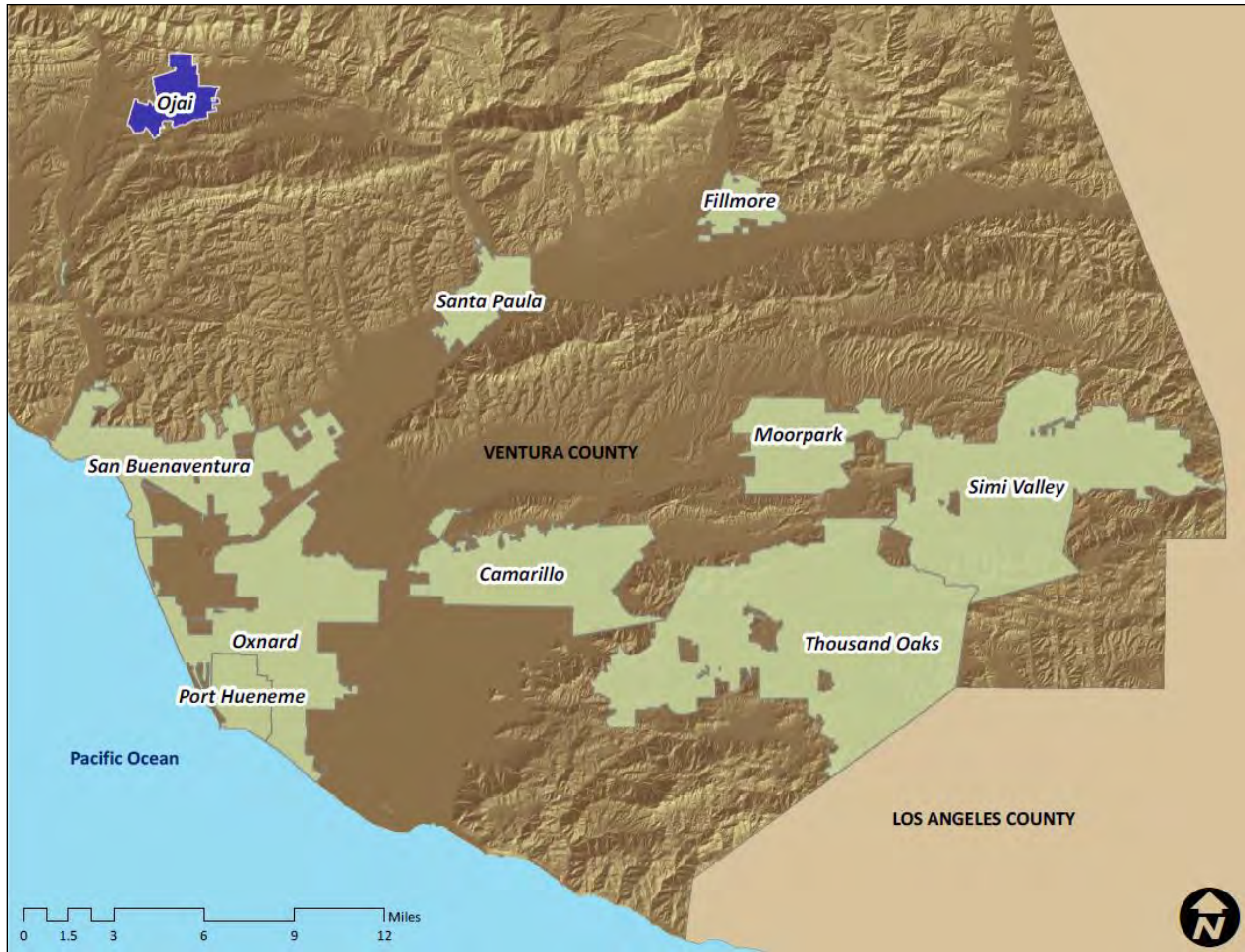
This report is divided into four sections:

- **Profile:** Summary profile of information about the City, including contact information, governing body, summary financial information, and staffing levels;
- **Growth and Population Projections:** Details of past, current, and projected population for the City;
- **Review of Municipal Services:** Discussion of the municipal services that the City provides; and
- **Written Determinations:** Recommended determinations for each of the seven mandatory factors for the City.

The Commission's acceptance of the MSR and adoption of written determinations will be memorialized through the adoption of a resolution that addresses each of the seven mandatory factors based on the Written Determinations section of the MSR.

¹ No MSR was prepared for the City of Port Hueneme, consistent with past Commission practice, because: (1) the City's municipal boundary is coterminous with its existing sphere boundary; (2) the City is nearly entirely surrounded by the City of Oxnard and the Pacific Ocean, and (3) the only area available for inclusion in the City's sphere is the unincorporated community of Silver Strand, which is provided municipal services by the Channel Islands Beach Community Services District.

Profile



Contact Information

City Hall	401 S. Ventura Street, Ojai, CA 93024
Mailing Address	401 S. Ventura Street, Ojai, CA 93024
Phone Number	(805) 646-5581
Website	ojaicity.org
Employee E-mail Addresses	lastname@ojaicity.org

Governance Information

Incorporation Date	July 26, 1921
Organization	General Law
Form of Government	Council - Manager
City Council	Five members. Mayor elected at-large to a two-year term of office (elections held in even-numbered years). ² Remaining four City Council members elected at-large to staggered, four-year terms of office (elections held in even-numbered years).
Other Elected Officials	City Treasurer and City Clerk elected at-large and serve four-year terms.
City Council Meetings	2 nd and 4 th Tuesday of each month, beginning at 7:00 p.m. Available for viewing on the City's website upon conclusion of the meeting.

Population and Area Information

	<i>Population</i>	<i>Area (square miles)</i>
City Jurisdiction	7,477 ³	4.37
Sphere of Influence	Not available	8.10

Services Provided by the City

Animal Services ⁴	Police Services ⁵
Cemetery Services	Solid Waste Collection and Disposal Services ⁶
Building and Safety Services	Storm Drain Maintenance Services
Community Development/Planning Services	Street Maintenance Services
Parks and Recreation Services	Transit Services ⁷

Staffing – Full Time Positions⁸

Departments	FY 2012-13	FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18
Administration	4.0	4.0	4.0	4.0	4.0	4.0
Community	3.0	2.5	3.0	3.0	4.5	4.5
Finance	4.5	4.0	4.0	4.0	5.0	5.0
Police	1.0	1.0	1.0	1.0	1.0	1.0
Public Works	11.0	9.0	10.0	10.0	10.0	10.0
Transit	7.5	7.5	7.5	7.5	7.5	7.5
Recreation	5.0	4.0	7.9	7.9	7.9	7.9
Total	36.0	32.0	37.4	37.4	39.9	39.9

² Historically, the City Council selected one of its members to a one-year term as Mayor. The 2016 election was the first in which a Mayor was elected directly by City voters.

³ Source: California Department of Finance estimate (January 1, 2016).

⁴ Service provided by contract with Ventura County Animal Services (County of Ventura).

⁵ Service provided by contract with Ventura County Sheriff's Office.

⁶ Service provided by contract with a private provider.

⁷ The City's transit service is limited to the Ojai Trolley. All other transit service is provided by the Gold Coast Transit District.

⁸ Source: Current and historical City budget documents, and City staff.

Public Agencies with Overlapping Jurisdiction

Casitas Municipal Water District	Ventura County Air Pollution Control District
Gold Coast Transit District	Ventura County Fire Protection District
Ojai Basin Groundwater Management Agency	Ventura County Transportation Commission
Ojai Water Conservation District	Ventura County Watershed Protection District
Ojai Unified School District	Ventura Regional Sanitation District
Ojai Valley Sanitary District	Ventura County Air Pollution Control District
Ojai Water Conservation District	

Summary Financial Information⁹

General Fund Revenues	FY 2013-14 Actual	FY 2014-15 Actual	FY 2015-16 Budget	FY 2016-17 Adopted	FY 2017-18 Adopted
Property taxes	1,478,161	1,572,362	1,555,710	1,950,100	1,897,800
Sales taxes	1,321,401	1,503,714	1,454,700	1,270,190	1,449,300
Business licenses	151,584	174,799	159,570	178,500	182,070
Franchise fees	376,424	396,699	370,050	386,640	361,640
Trans.Occ.Tax (TOT) & Prop.Trans.Tax	2,872,000	2,967,451	3,143,220	3,249,150	3,470,280
TOT to Capital Improvement Fund	(485,995)	(589,272)	(622,420)	(643,000)	(691,750)
Documentary Stamp Tax ¹⁰	84,838	100,845	121,904	101,765	112,880
Licenses and permits	344,248	488,788	489,240	717,140	531,860
Fines, forfeitures, & penalties	21,713	18,035	17,790	17,600	26,660
Use of money	9,320	11,364	8,160	12,000	20,000
Motor Vehicle In-Lieu	673,239	705,980	704,200	772,150	799,630
Revenue from other agencies	315,589	367,444	267,000	268,700	318,430
Charges for services	73,182	97,708	88,650	80,530	116,623
Overhead Allocations	284,850	294,959	222,580	273,480	215,210
Gas Tax ¹¹	263,236	234,721	163,175	150,219	0
Miscellaneous	87,015	344,784	126,100	135,210	65,000
Recreation	438,463	520,358	417,200	441,350	550,100
Total	\$8,309,268	\$9,210,739	\$8,686,829	\$9,361,724	\$9,425,733

⁹ Source: FY 2017-18 budget and historical budgets, and City staff.

¹⁰ The Documentary Stamp Tax is a real estate transfer tax.

¹¹ "Gas Tax Revenue" in this table refers only to the transfer of Gas Tax revenue to reimburse the General Fund for eligible expenditures incurred in the General Fund. No Gas Tax funds are budgeted for the General Fund for FY 2017-18.

General Fund Expenditures	FY 2013-14 Actual	FY 2014-15 Actual	FY 2015-16 Budget	FY 2016-17 Adopted	FY 2017-18 Adopted
City Council	144,747	146,598	143,900	145,810	130,503
City Manager	525,796	548,866	554,280	545,871	637,482
City Treasurer	1,330	1,339	2,220	1,540	6,433
Finance	530,092	582,929	540,670	652,170	742,348
City Attorney	95,726	103,439	135,000	135,000	159,000
City Clerk	183,795	204,046	207,520	203,360	192,499
Arts Commission	34,374	37,607	52,500	45,014	60,172
Police	3,057,823	3,148,300	3,196,070	2,866,535	3,114,744
Planning Department	294,952	346,314	442,250	669,910	682,363
Building Department	241,889	355,402	225,600	455,530	371,174
Planning Commission	19,343	2,457	22,810	22,770	20,613
Historic Preservation Commission	14,913	5,090	22,220	35,600	23,000
Building Appeals Board	0	0	12,500	12,500	0
Recreation Commission	8,681	7,783	6,450	6,460	7,711
Parks and Recreation	801,595	774,990	846,560	858,360	954,462
Public Works	1,591,840	1,504,920	1,617,440	1,875,240	1,936,541
Capital Improvements Transfer	102,000	71,166	0	37,800	0
Insurance	219,039	336,832	228,050	328,910	133,890
Community Outreach	104,195	55,819	182,100	153,000	124,000
Lighting District	7,809	7,809	7,810	7,810	7,810
Libbey Bowl Management ¹²	0	0	0	0	10,000
Plaza Maintenance District	39,643	39,643	48,880	50,480	53,000
Total	\$8,019,582	\$8,281,349	\$8,494,830	\$9,109,670	\$9,367,745

¹² The absence of expenditures during prior years reflects that management of Libbey Bowl was not identified as a separate expenditure line item.

Growth and Population Projections

City Annual Growth Projections

According to the U.S. Census, from 2000 to 2010, the City of Ojai’s population decreased from 7,862 to 7,461. The California Department of Finance estimated the City’s population to be 7,477 as of January 1, 2016. Thus, from 2000 to 2016, the City decreased in population by an estimated 385 people, or 4.9% (0.3% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	7,477	7,387	7,275	7,163	7,051	6,939

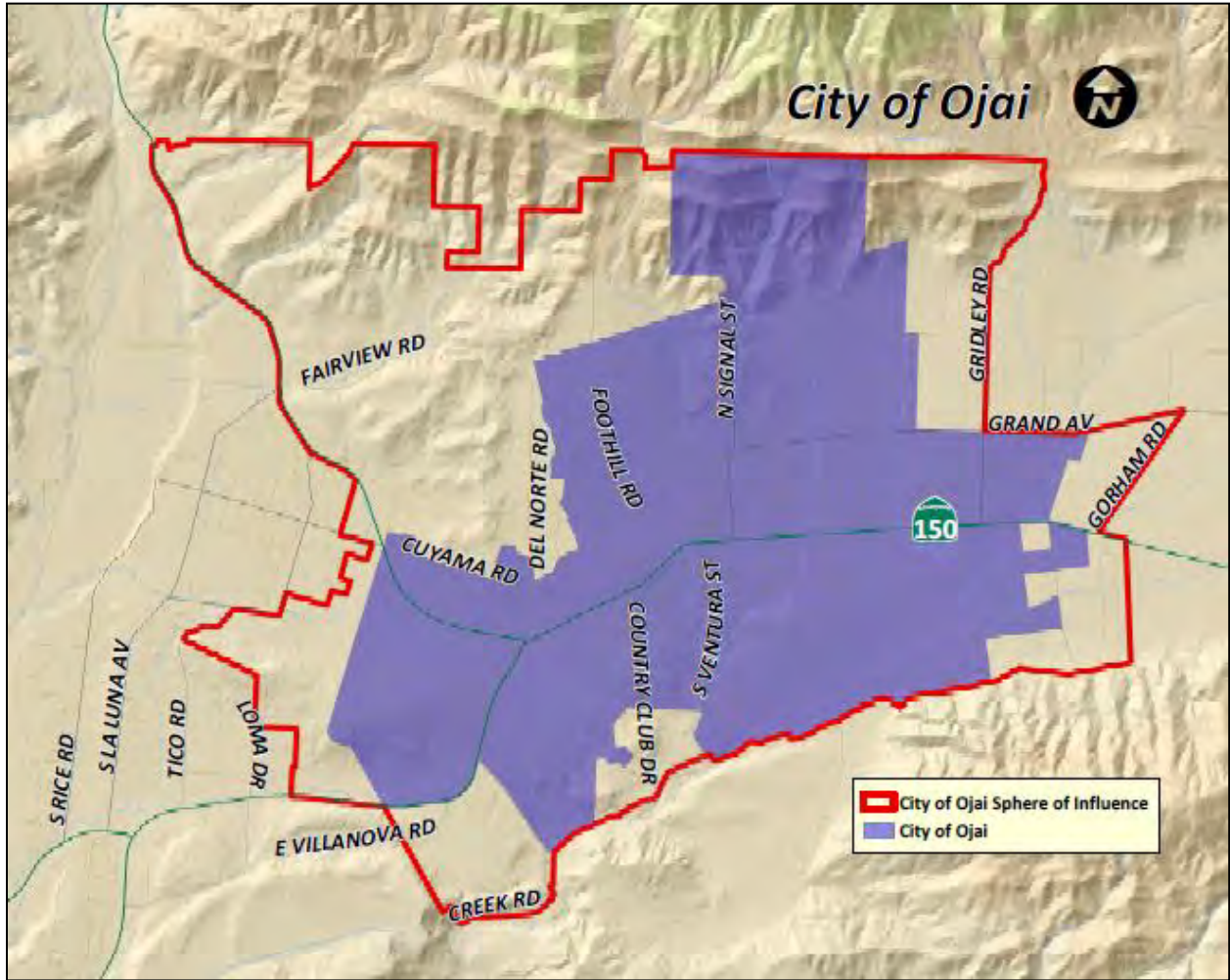
The Southern California Association of Governments (SCAG) 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) growth forecast projects population growth of the City to grow instead, with an estimated population of 8,400 in 2040. The City’s General Plan identifies a maximum population of 8,021 by 2030.

The Land Use Element of the City’s General Plan estimates that future residential development within the City would average 11 units per year. Using the 2010 U.S. Census average of 2.43 persons per dwelling, this would result in an annual population increase of about 27 persons. When applying the same average population growth rate using the 2016 population estimate, the population in 2040 is expected to reach 8,125. The following table reflects the City’s projected population through 2040, beginning with the population estimate for 2016:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	7,477	7,585	7,720	7,855	7,990	8,125

The General Plan Land Use Element does not designate land uses outside current City boundaries. It therefore appears that the City does not anticipate annexation of area within its sphere of influence to accommodate future development under the City’s current General Plan. The City’s existing sphere of influence appears to be based on the *Joint Resolution of the City Council of the City of Ojai and the Board of Supervisors of the County of Ventura Pledging Cooperation and Establishing Policies for the Review of Land Use Matters in the Vicinity of the City* (1984). While the resolution does not provide specific insight regarding the location of the sphere boundary (which extends beyond the areas planned for pursuant to the City’s current General Plan land use map), it does document the City’s and County’s desire to provide the City with opportunities to review, and perhaps influence, land use decisions throughout the Ojai Valley. It appears that designation of the sphere of influence outside the City’s General Plan planning area provides the opportunity for the City to have the desired influence.

The City's current boundary and sphere of influence are shown as follows:



Review of Municipal Services

The review of City services is based on provisions of state law which require LAFCo to make determinations regarding the present and planned capacity of public facilities, the adequacy of public services, infrastructure needs and deficiencies, and the City’s financial ability to provide these services (Government Code § 56430(a)(3)).

Cemetery Services

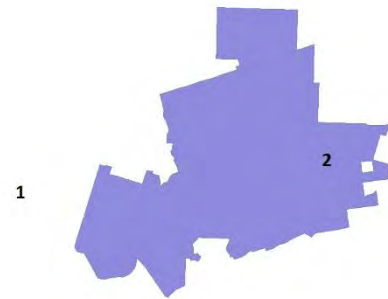
The City owns Nordhoff Cemetery, which is operated and maintained by the City’s Public Works Department. The City’s cemetery enterprise fund receives revenues from the sale of cremation sites (all full burial sites have been sold). The City’s expenses are related to burials and regular maintenance. The FY 2017-18 budget estimates \$18,000 in revenues and allocates \$34,480 in expenditures related to cemetery services, with the shortfall covered by fund balance.

Fire Services

The City does not provide fire protection and emergency response services. Instead, the Ventura County Fire Protection District (VCFPD) provides these services. Two fire stations serve the City and surrounding unincorporated area, as shown below.

1	Station 22	466 S. La Luna Avenue
2	Station 21	1201 Ojai Avenue

VCFPD response time goals and response statistics are based on population density (i.e., suburban areas and rural areas) throughout its service area which includes the unincorporated County area and the cities of Camarillo, Moorpark, Ojai, Simi Valley, and Thousand Oaks. The City contains both suburban and rural areas.



	Response Time Goal	Average Response Time During Last Two Years
Suburban	8.5 minutes, 90% of the time	8.5 minutes, 92% of the time
Rural	12 minutes, 90% of the time	12 minutes, 90% of the time

The VCFPD is responsible for all fire response dispatch within the County. According to a mutual aid agreement between the cities and the VCFPD, the closest available personnel responds to emergency calls for service, regardless of whether the service need is located within the responding agency’s jurisdiction.

Library Services

The Ojai Library is part of the Ventura County Library System. The operation of the Ojai Library is funded, in part, by a special library parcel tax approved by Ojai residents in 1996. The tax, which goes into a special fund overseen by the City, was expected to generate approximately \$111,620 in FY 2017-18.



During FY 2015-16, the California State Library (a California public research institution) estimated that the Ventura County Library had a per capita cost of \$32.25 for library operations. Statewide, the average cost for library operations was \$51.21 and the median cost was \$32.25.

Police Services

The City does not provide police services directly. Instead, the City contracts with the Ventura County Sheriff’s Office for all police services, including administration, patrol, and investigation services. In addition, the Ojai Police Volunteers perform many duties in support of the Ventura County Sheriff’s Office.

Present Staffing Levels

The Ventura County Sheriff’s Office states that for FY 2017-18, it has allocated 10.5 police positions to the City, including 10 sworn positions (Captain (0.5), Detective (0.5), and Deputies (9)) and 0.5 non-sworn position (Administrative Secretary (0.5)). Other than the administrative secretary, who is employed by the City, all members of the Police Department are furnished by means of a contract with the Sheriff’s Department.

Ratio of Sworn Officers to Population

Based on current staffing levels and the 2016 population estimate of 7,477, the City provides one sworn officer for every 748 residents. According to the City’s General Plan, the City’s standard for police protection is 1.5 police officers for every 1,000 residents, or 1 officer for every 667 residents (a total of 11 officers for the current population of 7,477).

Response Times

According to the Ventura County Sheriff’s Office, the average response time goals and average response times are as follows¹³:

	Response Time Goal	Average Response Time	Goal Met During Last Two Years
Non-Emergency	20 minutes	17.33 minutes	75%
Emergency	10 minutes	6.72 minutes	85%

¹³ The Sheriff’s Office call types have changed. The “Emergency” call category has been replaced with the “Priority 1” call category, which includes a wider range of call situations (e.g., burglary alarm calls, and other in-progress events in addition to traffic accidents, person not breathing, shots fired, battery in progress).

Operational Costs

The operational cost for the City to provide police service for FY 2017-18 is \$2,866,535, a per capita cost of approximately \$383.

Future Staffing Levels

If the City grows according to the SCAG forecast, rather than continuing its decreasing population trend, it will have a population of 8,400 by 2040. In order to achieve the City's goal of one sworn officer for every 667 residents in 2040, a total of 13 officers would be required. In order to maintain the City's current ratio of one sworn officer for every 748 residents in 2040, a total of 11 sworn officers would be required.

Recreation and Park Services

The City provides recreation and park services to residents of the City and surrounding unincorporated area.

Present Parkland Level of Service

According to the City General Plan Land Use Element, the City's goal is to provide 4 acres of parkland per 1,000 residents. To meet this goal for the current population, approximately 30 acres of parkland is required.

The City operates the following parks: Sarzotti Park, Libbey Park, Daly Park, Rotary Community Park, Cluff Vista Park, Ojai Skate Park, the Community Demonstration Garden, and the Weinberger Memorial Garden. Together, these parks offer playgrounds, a gymnasium, a recreation center, a soccer and softball field, tennis courts, a bandstand, equestrian paths, bike paths, walking paths, a composting and organic vegetable garden, wildlife habitats, and open space. Additionally, Soule Park, which is owned and operated by the County of Ventura, provides parkland. This 223-acre park, located within Ojai city limits, includes a golf course, a community park, and open space. The community park portion is approximately 25 acres and contains a playground, tennis courts, a softball field, extensive grass area, and a dog park. It appears that the amount of parkland within City limits exceeds the City's parkland goal.

Planned improvements during FY 2017-18 include remodeling of restrooms at Libbey Park (\$112,500) and light pole and play court improvements at Sarzotti Park (\$106,000).

Parkland Operational Costs

The Public Works Department maintains the City's parks. The FY 2017-18 budget allocated \$511,497 to operating costs to maintain parks and landscaping.

Present Recreation Program Level of Service

The Recreation Department provides programs including: aquatics; gymnastics; youth basketball, tennis, soccer, flag football, ultimate frisbee, and dodge ball; adult tennis, softball, basketball, soccer, flag

football, and ultimate frisbee; fitness programs; arts and crafts programs, dance, music, and other creative classes; and summer recreation day camps. Non-City residents pay an additional fee of 5%, not to exceed \$10 per person per transaction. The Recreation Department is also responsible for organizing and hosting Ojai Day, an annual community event held in Downtown Ojai each October.

Recreation Operational Costs

According to the FY 2017-18 budget, operational costs for recreational programs are anticipated to be \$623,069.

Future Levels of Service

Based on the maximum population projections contained in the Growth and Population Projection section, approximately 34 acres of parkland will be required to meet the City's parkland goal by 2040. Based on the amount of parkland that is currently available within City limits, according to information provided by the City, it appears that the City's goal has already been met.

The Recreation Department is operated by three full-time employees, more than 200 volunteers, and more than 150 seasonal and part-time employees and independent contractors. In September 2017, the City adopted the Sarzotti Park Master Plan, which includes the intent to add a water element, expansion of youth and adult sports programs, expansion of class offerings and rentals for community events, provision of paths, improvement and modernization of park layout, and possible replacement of the Jack Boyd Community Center with a new 35,000-square-foot community center complex, totaling \$18.8 million in potential park improvements. The City's Capital Improvement Plan, local organizations, and state grants are expected to fund these improvements.

Solid Waste Services

The City provides solid waste, green waste, and recycling collection and disposal services through a franchise agreement with a private provider.

Streets, Highways, and Drainage Services

According to the Circulation Element of the City's General Plan, the City's roadway system is composed almost exclusively of two-lane, undivided streets, and four-lane and divided street sections are limited to portions of Highways 33 and 150. The City estimates that it has 66.4 paved lane miles.

According to City staff, the City provides street construction, street maintenance, and landscaping maintenance directly. The City's Public Works staff performs street maintenance (e.g., signs, striping, pothole repair, crack sealing), storm drain maintenance, landscaping, and tree maintenance services. Street lighting and street sweeping are provided by means of a contract.

Street Maintenance

According to the FY 2017-18 budget (and historical budgets), the City Council is prioritizing street maintenance projects within its capital improvement plan, as City streets are overdue for maintenance. The City spent approximately \$1 million on road maintenance and improvements for both FY 2015-16

and FY 2016-17. The City's capital improvement fund uses 20% of the transient occupancy tax collected within the City, much of which is dedicated to roads maintenance (the capital improvement fund has an estimated \$692,000 for FY 2017-18).

The City was recently awarded more than \$2.5 million for capital improvements including sidewalks and roads, which was matched by the City. In addition, a portion of gas tax revenues collected from the State are dedicated for maintenance, rehabilitation, and improvements of public streets.

The City's Bicycle and Pedestrian Fund, funded by Transportation Development Act money, is used for pedestrian facilities and bicycle lane maintenance and improvements. According to the City's FY 2017-18 Capital Improvement Plan, the City is planning to provide approximately \$744,975 in bicycle and pedestrian facility improvements.

According to the FY 2012-13 budget, a 2011 engineering analysis of City streets showed serious deterioration and deferred maintenance of the City's streets. The analysis concluded that the City would need to invest \$500,000 or more per year for several years on overlays and reconstruction to keep the roads from deteriorating further and to begin restoring streets to acceptable maintenance standards. Pursuant to the City's FY 2017-22 Capital Improvement Plan, the City anticipates road overlay and reconstruction projects totaling \$1,528,620 during FY 2017-18, to be funded primarily through grants, gas tax revenues, and transfers from the General Fund. According to information provided by City staff (FY 2017-22 CIP budget), between FY 2017-18 and FY 2021-22, the City anticipates spending \$4,611,924 on road overlay and reconstruction. In addition, between FY 2016-17 and FY 2021-22, the City anticipates expenditures of \$5,696,875 for "complete streets," including the development of a complete streets master plan, and improvements to bicycle and pedestrian facilities.

Pursuant to the City's website, during 2015, the City received grant funding from the Department of Resources Recycling and Recovery (CalRecycle) for road rehabilitation using automobile tires recycled as rubberized asphalt. Based on the City's street overlay projects map available on the Public Works Department page of the City's website, it appears that between 2009 and 2019, at least half of the City's streets will have undergone resurfacing.

Street Sweeping

Street sweeping services are provided by means of a contract with a private provider. City streets are swept on the 1st and 3rd Tuesday of each month.

Street Lighting and Landscaping

The City's street lighting district fund is used to pay for street lighting operations and repairs, which are provided by means of a contract. The budgeted cost for street lighting services for FY 2017-18 is \$110,505, or \$1,664 per lane mile.

Street landscaping services are performed by the City as part of overall street maintenance services.

Drainage

The Public Works Department implements the City's National Pollutant Discharge Elimination System¹⁴ (NPDES) program. In FY 2017-18, \$103,712 is budgeted for NPDES administration. The FY 2017-22 CIP budget identifies \$115,000 in capital improvements to the drainage system during FY 2017-18, including an update to the 1979 Citywide drainage study.

Transit Services

The City of Ojai provides transit service in the form of the Ojai Trolley. The trolley service, which includes a fleet of five trolleys that are operated by over a dozen part-time drivers, runs every half hour on weekdays and every hour on weekends. The route includes areas within the City, as well as the unincorporated areas of Meiners Oaks and Mira Monte. The City's Public Works Department maintains the trolleys. In addition, the City is provided transit services by the Gold Coast Transit District (GCTD). The GCTD's service area includes the cities of Ojai, Oxnard, Port Hueneme, and San Buenaventura, as well as the unincorporated County area.

The Local Transportation Fund receives operating funds from the Federal Transportation Act (FTA) and the GCTD as a pass-through of Ventura County Transportation Commission (VCTC) Transportation Development Act (TDA) funds. The ¼ cent sales tax is used for 80% of the City's transit services. The remaining 20% of the cost of service is collected through farebox recovery (i.e., fares collected by public transit users) and fund balance. According to City staff, for FY 2017-18, approximately \$217,000 is budgeted for TDA revenues. Pursuant to the FY 2017-22 CIP budget, the City anticipates expenditures of \$128,304 during FY 2017-18, which includes the acquisition of two new trolleys. According to the FY 2016-17 budget, transit fares were increased to keep expenses within available revenues.

Wastewater Services

The City does not provide wastewater service. Instead, the Ojai Valley Sanitary District provides wastewater collection and treatment services within an area that includes the City and surrounding area.

Water Services

In June 2017, the Casitas Municipal Water District acquired the Golden State Water Company's water system in Ojai, resulting in the District providing retail water service to most parts of the City. The change in water providers was prompted by Ojai voters, who desired a reduction in water rates that the District could provide. Bond funding for the \$34.4 million purchase is expected to be covered by property tax revenue through Mello-Roos financing. The Ventura River Water District provides water to a neighborhood in the southeast portion of the City. A small residential area in the northeast section of the City receives water service from the Gridley Road Water Group, a private water company.

¹⁴ The City participates in the Ventura Countywide Stormwater Quality Management Program (VCSQMP). As a VCSQMP partner, the City works together with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System (NPDES) Municipal Separate Storm Sewer System permit, issued by the Los Angeles Regional Water Quality Control Board and adopted by the State Water Resources Control Board under the federal Clean Water Act. The Ventura County Watershed Protection District is the principal NPDES permittee and the City is a co-permittee. In general, the program is funded through grant funding and a benefit assessment imposed on properties.

Written Determinations

The Commission is required to prepare a written statement of its determinations with respect to each of the subject areas provided below (Government Code § 56430(a)).

1. Growth and population projections for the affected area

According to the U.S. Census, from 2000 to 2010, the City of Ojai’s population decreased from 7,862 to 7,461. The California Department of Finance estimated the City’s population to be 7,477 as of January 1, 2016. Thus, from 2000 to 2016, the City decreased in population by an estimated 385 people, or 4.9% (0.3% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	7,477	7,387	7,275	7,163	7,051	6,939

The Southern California Association of Governments (SCAG) 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) growth forecast projects population growth of the City to grow instead, with an estimated population of 8,400 in 2040. The City’s General Plan identifies a maximum population of 8,021 by 2030.

The Land Use Element of the City’s General Plan estimates that future residential development within the City would average 11 units per year. Using the 2010 U.S. Census average of 2.43 persons per dwelling, this would result in an annual population increase of about 27 persons. When applying the same average population growth rate using the 2016 population estimate, the population in 2040 is expected to reach 8,125. The following table reflects the City’s projected population through 2040, beginning with the population estimate for 2016:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	7,477	7,585	7,720	7,855	7,990	8,125

The General Plan Land Use Element does not designate land uses outside current City boundaries. It therefore appears that the City does not anticipate annexation of area within its sphere of influence to accommodate future development under the City’s current General Plan.

2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income

(Government Code § 56033.5). No disadvantaged unincorporated communities are located within or contiguous to the City of Ojai's sphere of influence.¹⁵

3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies

Cemetery services:

- The City owns, operates, and maintains Nordhoff Cemetery. The City's cemetery enterprise fund receives revenues from the sale of cremation sites.

Police services:

- The City provides police services by means of a contract with the Ventura County Sheriff's Office.
- Based on the 2016 population estimate of 7,477, there is one sworn officer for every 748 residents (10 sworn officers).
- The City's standard for police protection is 1.5 police officers per 1,000 residents, or one officer for every 667 residents. Eleven officers would be necessary to meet the standard for the current population of 7,477.
- In order to maintain the current ratio of one officer for every 748 residents for the highest projected population in 2040 (a population of 8,400), a total of 13 officers would be required.
- Over the last two years, police response time goals were met 85% of the time for emergency calls, and 75% of the time for non-emergency calls.

Recreation and park services:

- The City provides a wide range of park facilities and recreation programs.
- The City's park facilities and recreation programs are available to both City residents and non-City residents.
- The City's goal is to provide 4 acres of park space per 1,000 residents, or approximately 30 acres. The amount of available parkland within City boundaries (operated by both the City and the County) exceeds the City's parkland goal.

Solid waste services:

- Solid waste collection and disposal services are provided in the City by means of a franchise agreement with a private operator. Customers are charged a fee by the service provider for these services.

¹⁵ According to Ventura LAFCo Commissioner's Handbook Section 3.2.5, Ventura LAFCo has identified Nyeland Acres (within the City of Oxnard's sphere of influence to the north of the city) and Saticoy (within the City of San Buenaventura's sphere of influence to the east of the city) as disadvantaged unincorporated communities.

Streets, highways, and drainage services:

- The City provides street construction, street maintenance, and landscaping maintenance directly. Street sweeping services are provided by means of a franchise agreement with a private company.
- Street lighting and street sweeping are provided by means of a contract.
- City streets have experienced deferred maintenance.

Transit services:

- The City of Ojai provides transit service in the form of the Ojai Trolley.
- In addition, the City is provided transit services by the GCTD. The GCTD's service area includes the City of Ojai, City of San Buenaventura, City of Oxnard, and City of Port Hueneme, as well as the unincorporated County area.

4. Financial ability of agencies to provide services

- The City has a balanced budget.
- It appears that the City has the ability to finance the services it currently provides. Staffing was maintained at very lean levels for several years until FY 2016-17 when additional staff was hired to ensure that adequate levels of City services could be provided.
- The City continues to prioritize street maintenance within its capital improvement plan, and dedicates 20% of its transient occupancy tax to capital projects.
- The City relies on the General Fund to cover future street improvement costs. Reliance on the General Fund reduces the available General Fund money that is available to other services and City operations. The City may wish to consider alternative funding options to reduce or eliminate reliance on the General Fund for subsidies.
- The City's goal is to maintain a contingency reserve equivalent to 50% of the General Fund expenditures. The City's cash reserve balance is currently at 44%. The City expects any loan repayments received by the Redevelopment Successor Agency to be added to reserves.

5. Status of, and opportunities for, shared facilities

- A formal Memorandum of Understanding exists between the City and the County of Ventura for the operation of the Ojai Library, which is partially funded by the City.
- The City has a Cooperative Agreement with the County of Ventura for the Ojai Trolley to serve unincorporated areas of Ojai.
- The VCFPD provides fire dispatch service for the unincorporated County area as well as all cities within the County.

6. Accountability for community service needs, including governmental structure and operational efficiencies

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings, and dissemination of information.
- The City maintains a website that includes basic information about the City, a directory of City services, the current City Council and Planning Commission agendas, City Council and Planning

Commission meeting minutes for the past four years, and a bi-weekly update from the City Manager.

- The City's website contains a feature that allows its visitors to translate web content to Spanish.
- For FY 2017-18, the City revised the format of its budget, which greatly improved the readability and availability of budget information.
- The City recently improved its website for the purpose of accountability for service needs by providing an archive of current and historical adopted budgets in addition to the proposed budgets for FY 2015-16, FY 2016-17, and FY 2017-18). If, in the future, the City Council delays adoption of its budget as it did for the FY 2017-18 budget cycle, the City should indicate this fact and include an explanation on its website.
- City Council meetings are broadcast live on the City's government cable channel and are available for viewing on the City's website upon conclusion of the meeting. Archived videos of City Council meetings are available for viewing on the City's website.
- The City could improve its accessibility by providing a live webcast of its City Council meetings.
- According to the proposed budget for FY 2016-17, the City has operated over the last several years with "lean levels" of staff. The FY 2017-18 budget includes the addition of positions that would allow the City to maintain its operations at acceptable levels. The City has also restored a traditional five-day work week (from a four-day work week).
- The City could improve the information provided on its website by adding a link for the Ojai Valley Sanitary District (the local sewer service provider) under the Community tab of its website (Utilities link).
- The City achieves operational efficiencies through contracts or franchise agreements with various service providers, including for police, fire protection, animal control, street lights, street sweeping, and solid waste collection and disposal.
- The City achieves operational efficiencies through its participation as a co-permittee in the Ventura Countywide Stormwater Quality Management Program. Under this program, the City works with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System Municipal Separate Storm Sewer System permit.

7. Any other matter related to effective or efficient service delivery, as required by Commission policy

Opportunities exist for better regional coordination of the many transit services within the County. The following discussion includes a summary of existing public transit services within Ventura County, current public transit inefficiencies and limitations on regionalization, progress toward public transit coordination, and opportunities for further public transit coordination. Some cities prefer to control and operate their own transit systems in order to provide service focused on users within their jurisdictions; however, the following discussion is based on the idea that a more coordinated, regional perspective on public transit will result in improved service for public transit users.

Existing Public Transit Services in Ventura County:

- The City of Ojai¹⁶ and the City of Simi Valley each provide transit service, with City employees operating and maintaining the vehicles.
- The City of Camarillo provides transit service by means of a contract with a private operator (i.e., Roadrunner Shuttle).
- The City of Thousand Oaks provides transit service by means of a contract with a private operator (i.e., MV Transportation).
- The City of Moorpark provides transit service by means of a contract with the City of Thousand Oaks, which holds a contract for service with a private operator (i.e., MV Transportation).
- Under a cooperative agreement amongst the County of Ventura, the City of Santa Paula, and the City of Fillmore, the Ventura County Transportation Commission (VCTC)¹⁷ administers public transit service in and surrounding the Santa Paula, Fillmore, and Piru areas of Ventura County (i.e., the Valley Express). The service is provided by means of a contract with a private operator (i.e., MV Transportation).
- The County of Ventura contracts with the City of Thousand Oaks, which contracts the service to a private operator (i.e., MV Transportation), for the operation of the free Kanan Shuttle service between the unincorporated area of Oak Park and the City of Agoura Hills. The service is provided fare-free as the required 20% farebox recovery¹⁸ required by the Transportation Development Act (TDA) is provided by local contributions from Ventura County Service Area No. 4, the Oak Park Unified School District, and, most recently, the City of Agoura Hills.
- Gold Coast Transit District (GCTD) provides local and regional fixed-route and paratransit service in the cities of Ojai, Oxnard, Port Hueneme, Ventura and the unincorporated areas of Ventura County. Service is provided on 20 fixed routes, with a fleet includes 56 buses and 24 paratransit vehicles. GCTD directly operates its fixed-route service and contracts its paratransit service to a private operator (i.e., MV Transportation).
- The VCTC provides regional service, by means of a contract with a private provider, which consists of the following routes: (1) Highway 101/Conejo Connection (serving the section of Highway 101 between Ventura and the San Fernando Valley), (2) Highway 126 (serving Fillmore, Santa Paula, Saticoy, and Ventura), (3) Coastal Express (serving Ventura County and Santa Barbara County), (4) East County (serving the Simi Valley, Moorpark, and Thousand Oaks area), (5) Oxnard/Camarillo/California State University at Channel Islands Connector (serving the Camarillo and Oxnard area), and (6) East/West Connector (serving Simi Valley, Moorpark, Camarillo, Oxnard and Ventura, as of November 2017).
- The ECTA was formed in 2013 through a Memorandum of Understanding (MOU) amongst the City of Camarillo, City of Moorpark, City of Simi Valley, City of Thousand Oaks, and the County of Ventura for the eastern portion of unincorporated Ventura County. ECTA was formed to better coordinate transit services among these agencies. In August 2015, ECTA initiated a service

¹⁶ The City's transit service is limited to the Ojai Trolley which operates within the City, and the unincorporated communities of Meiners Oaks and Mira Monte. The Ojai Trolley service operates within the GCTD service area, but is operated directly by the City.

¹⁷ VCTC is the regional transportation planning agency of Ventura County, and oversees a large part of the distribution of public funds for transportation and transit within the County.

¹⁸ TDA funding provided by the State to local jurisdictions may not exceed a certain percentage of the cost to provide public transit service (i.e., 80% for urban areas and 90% for rural areas). The remaining percentage of the cost (i.e., 20% for urban areas and 10% for rural areas) must be covered locally through some other means, known as "farebox recovery." Note that funding sources other than rider fares may qualify as "farebox recovery."

known as “CONNECT City-to-City” which offers Americans with Disabilities Act (ADA) and Senior intercity dial-a-ride service under a single paratransit system.¹⁹ The City of Thousand Oaks administers the service, which is contracted to a private operator (i.e., MV Transportation).

Current Public Transit Inefficiencies and Limitations on Regional Coordination:

- According to the Ventura County Regional Transit Study (VCTC, April 9, 2012)²⁰, public transit within the County was found to be disjointed. Public transit service providers have varying schedules (i.e., days and hours of operation, frequency of buses (headways)), and fares (including different eligible ages for senior fares (e.g., a lower qualifying age for seniors in the City of Camarillo)), and maintain separate websites and bus books. No single agency or website provides a complete guide for public transit users who wish to plan interagency trips. The study concluded that “This makes connections difficult and service confusing, especially for the infrequent or new rider. While VCTC and the operators have attempted to improve connections through coordinated fare media and scheduling software, progress toward truly integrated service has been minimal.”
- Limited access to non-TDA funding for transit restricts the ability of cities and other public transit operators to increase revenue service hours and still meet TDA farebox recovery requirements. Because of the minimal levels of service currently provided in some areas of the County, regional travel times are often lengthy and opportunities for passengers to connect between buses are few. Shorter headways and total trip times depend on increased transit funding under the current funding distribution structure or a different method of distribution for the County’s transit funding. Inability to access funding for transportation also limits implementation of improvements for fleet expansions, pedestrian infrastructure, and street lighting.
- While some of the individual transit-serving agencies have made efforts to improve coordination among systems (e.g., through the formation of the GCTD (formed in 2013), and the ECTA (created in 2013)), public transit in the County overall is divided into separate, often unrelated, transit systems. The Ventura County Regional Transit Study acknowledged the challenges in establishing a coordinated system, including the fact that Ventura County consists of “widely spaced, diverse communities and centers where geographic areas do not share common economic, social, and transportation service values.”
- While it is the intent of ECTA to move toward further consistency and regionalization of services in the eastern portion of Ventura County, the existing local transit programs of two ECTA member agencies are limited in their ability to fully participate in the regional ECTA programs:
 - The City of Simi Valley operates fixed route transit service using City personnel and City-owned equipment.
 - The City of Camarillo receives contributions from local funding partners (e.g., the Leisure Village retirement community for residents age 55 and older). For the purposes of City of Camarillo public transit, riders aged 55 and older qualify to ride as senior fares, whereas 65 is the qualifying age for seniors on other transit systems.

¹⁹ The City of Camarillo does not participate in the CONNECT service because: (1) the City already provides regional ADA and Senior intercity service throughout the East County ((this enables the City to provide senior service to more riders within the City by allowing a lower qualifying age limit of 55 years (rather than 65 years)), and (2) Camarillo ADA and senior riders have the benefit of using just one dial-a-ride system for both local and regional service.

²⁰ The study included consultation with VCTC commissioners, city managers, local public transit providers, and the public.

- Senate Bill 325 (1971) established State transit funding (TDA funding) for the purpose of directly supporting public transportation through the imposition of a ¼-cent local sales tax beginning in 1972. An exception was included for rural counties (i.e., counties with populations of fewer than 500,000, based on the 1970 U.S. Census), in general, to also allow use of the funding for local streets and roads if the transportation planning agency finds that there are no unmet transit needs. Through Senate Bill 716 (2009), the law was modified, and specified that the exception now applied to: (1) rural counties (i.e., counties with populations of fewer than 500,000 (based on the 2010 U.S. Census), and (2) cities within urban counties (i.e., counties with populations of 500,000 or more, based on the 2010 U.S. Census) with populations of 100,000 or fewer. Ventura County has a population of more than 500,000 and therefore qualifies as an urban county; however, several of its cities are eligible to use TDA money for streets and roads projects, provided that they: (1) have a population of 100,000 or fewer, (2) are not within the GCTD service area, and (3) do not have an unmet transit need. Because Ventura County cities with populations of more than 100,000 are restricted to using all their TDA money for public transit purposes regardless of the extent of need for public transit, these cities cannot use TDA funding for streets and roads projects.

Progress Toward Regional Coordination of Public Transit:

- On October 3, 2013, Governor Brown signed into law Assembly Bill 664, which formed the GCTD to include five members: four cities and the County. AB 664 also authorized the remaining cities in Ventura County to request to join the GCTD in the future. Prior to the formation of the GCTD, local TDA funding for operating costs and capital projects was provided to Gold Coast Transit (operating as a Joint Powers Authority (JPA)) by its member agencies, allocated by a formula based on the percentage of revenue miles of transit service provided within each participating jurisdiction. As a district, GCTD has the ability to implement service improvements and meet the public's transit needs from a systemwide perspective, and distributes TDA funds to its members for transit-related purposes such as bus stop construction and transit-related maintenance needs. Following the formation of the District, the GCTD also adopted the following planning documents to further improve the delivery of service to GCTD members: GCTD Service Planning Guidelines (Adopted February 2014), Bus Stop Guidelines (Adopted June 2015), Short Range Transit Plan (Adopted November 2015), and Fleet Management Plan (October 2016). Additionally, in May 2017, GCTD began construction of a new Operations and Maintenance Facility in the City of Oxnard. Once built, the 15-acre facility will allow GCTD to maintain a fleet of up to 125 buses and will include an administration and operations building, an 8-bay maintenance and repair building, a compressed natural gas (CNG) fuel station and bus wash. The facility is scheduled to open in the fall of 2018.
- GCTD's Short Range Transit Plan identified recommended service improvements such as implementing: (1) additional service to Naval Base Ventura County in Port Hueneme, (2) express service between Oxnard and Ventura, and (3) increased service frequencies on its core routes. While funding for these improvements is not in place, service improvements could potentially be funded through the Federal Transit Administration (FTA) (FTA Section 5310/5307 program).
- ECTA is the result of greater awareness for the need to improve coordination amongst transit systems in the eastern portion of the County, and has initiated programs to simplify interjurisdictional trips for riders in the eastern portion of the County (e.g., CONNECT City-to-City). The cities of Moorpark, Simi Valley, and Thousand Oaks are each in various stages of completing strategic plans for transit, including improved regional coordination with regard to

hours of operation, route schedules and connectivity, fares, senior age criteria, and consistency of policies.

- Technological advances have provided opportunities for improved regional trip-planning resources for riders. GCTD, VCTC, and Thousand Oaks Transit have schedules available on Google Maps. By the end of FY 2017-18, information about other fixed-route transit services countywide is expected to be available on Google Transit (a web application that assists riders in accessing transit schedule information and planning public transit trips). GCTD launched Google Maps Online Trip Planner in 2014, and recently launched a mobile ticketing application.
- Transfer agreements and fare media (GO Ventura 31-day pass) including the installation of the GFI Genfare system on all transit vehicles have helped improve coordination between systems. However, fare discrepancies and fare policies still need to be addressed.
- VCTC's Coordinated Public Transit – Human Services Transportation Plan (April 2017) identifies strategies to address gaps or deficiencies in the current public transit system in meeting the needs of senior, disabled, and low-income populations in Ventura County. One of the strategies identified in the plan is the implementation of a countywide “one-call/one-click” transit information center intended to simplify and improve trip-planning and access to information about public transit services. Funding has not yet been identified for this service, but the service could potentially be funded through the FTA.

Opportunities for Further Regional Coordination of Public Transit:

- It is clear that constraints to regionalizing public transit exist within Ventura County, and that local jurisdictions have identified opportunities (and implemented some improvements) with respect to local public transit. The City may wish to continue its dialogue with the County and the other cities to further improve connectivity within Ventura County and simplify customers' public transit experiences, including (but not necessarily limited to) the following discussion topics:
 - Identify one agency as the regional transportation authority to oversee and implement the majority of public transit within the County;
 - Encourage cities that are not currently members of the GCTD to request to join the GCTD, or contract with GCTD for some or all of their planning or operational needs; or
 - Establish a new transit district that would complement the GCTD's service area and provide service within areas not currently served by the GCTD in the East County (the formation of ECTA was a step toward potentially realizing this opportunity in the eastern portion of Ventura County).

RESOLUTION OF THE VENTURA LOCAL AGENCY FORMATION COMMISSION DETERMINING THAT THE MUNICIPAL SERVICE REVIEW FOR THE CITY OF OJAI IS EXEMPT FROM THE CALIFORNIA ENVIRONMENTAL QUALITY ACT, ACCEPTING THE MUNICIPAL SERVICE REVIEW FOR THE CITY OF OJAI, AND MAKING STATEMENTS OF DETERMINATION

WHEREAS, Government Code § 56425 et seq. requires the Local Agency Formation Commission (LAFCo or Commission) to develop and determine the sphere of influence of each local governmental agency within the County; and

WHEREAS, Government Code § 56430(e) requires each LAFCo to conduct a municipal service review before, or in conjunction with, but no later than the time it is considering an action to establish or update a sphere of influence; and

WHEREAS, the Ventura LAFCo has approved a work plan to conduct municipal service reviews and sphere of influence reviews/updates, and the municipal service review for the City of Ojai (City) is part of that work plan; and

WHEREAS, LAFCo has prepared a report titled “City of Ojai – Municipal Service Review” that contains a review of the services provided by the City; and

WHEREAS, the “City of Ojai – Municipal Service Review” report contains recommended statements of determinations related to the City, as required by Government Code § 56430; and

WHEREAS, the “City of Ojai – Municipal Service Review” including the recommended statements of determination were duly considered at a public hearing on February 21, 2018; and

WHEREAS, the Commission heard, discussed, and considered all oral and written testimony for and against the recommended exemption from California Environmental Quality Act (CEQA), the “City of Ojai – Municipal Service Review” report and the written determinations, including, but not limited to, the LAFCo staff report dated February 21, 2018, and recommendations.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED by the Ventura Local Agency Formation Commission as follows:

- (1) The municipal service review report titled “City of Ojai – Municipal Service Review”, including the related statements of determination, are determined to be exempt from CEQA pursuant to § 15061(b)(3) of the CEQA Guidelines, and LAFCo staff is directed to file a Notice of Exemption as the lead agency pursuant to § 15062 of the CEQA Guidelines; and
- (2) The Commission accepts the “City of Ojai – Municipal Service Review” report as presented to the Commission on February 21, 2018, including any modifications approved by a majority of the Commission as a part of this action. The Executive Officer is authorized to make minor edits to the report for accuracy and completeness; and
- (3) The LAFCo staff report dated February 21, 2018, and recommendation for acceptance of the “City of Ojai – Municipal Service Review” report are hereby adopted; and
- (4) Pursuant to Government Code § 56430(a), the following statements of determination are hereby made for the City:

a. Growth and population projections for the affected area. [§ 56430(a)(1)]

According to the U.S. Census, from 2000 to 2010, the City of Ojai’s population decreased from 7,862 to 7,461. The California Department of Finance estimated the City’s population to be 7,477 as of January 1, 2016. Thus, from 2000 to 2016, the City decreased in population by an estimated 385 people, or 4.9% (0.3% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	7,477	7,387	7,275	7,163	7,051	6,939

The Southern California Association of Governments (SCAG) 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) growth forecast projects population growth of the City to grow instead, with an estimated population of 8,400 in 2040. The City’s General Plan identifies a maximum population of 8,021 by 2030.

The Land Use Element of the City’s General Plan estimates that future residential development within the City would average 11 units per year. Using the 2010 U.S. Census average of 2.43 persons per dwelling, this would result in an annual population increase of about 27 persons. When applying the same average population growth rate using the 2016 population estimate, the population in 2040 is expected to reach 8,125. The following table reflects the City’s projected population through 2040, beginning with the population estimate for 2016:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	7,477	7,585	7,720	7,855	7,990	8,125

The General Plan Land Use Element does not designate land uses outside current City boundaries. It therefore appears that the City does not anticipate annexation of area within its sphere of influence to accommodate future development under the City’s current General Plan.

b. *The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence. [§ 56430(a)(2)]*

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income (Government Code § 56033.5). No disadvantaged unincorporated communities are located within or contiguous to the City of Ojai’s sphere of influence.¹

c. *Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs and deficiencies. [§ 56430(a)(3)]*

Cemetery services:

- The City owns, operates, and maintains Nordhoff Cemetery. The City’s cemetery enterprise fund receives revenues from the sale of cremation sites.

Police services:

- The City provides police services by means of a contract with the Ventura County Sheriff’s Office.
- Based on the 2016 population estimate of 7,477, there is one sworn officer for every 748 residents (10 sworn officers).

¹ According to Ventura LAFCo Commissioner’s Handbook Section 3.2.5, Ventura LAFCo has identified Nyeland Acres (within the City of Oxnard’s sphere of influence to the north of the city) and Saticoy (within the City of San Buenaventura’s sphere of influence to the east of the city) as disadvantaged unincorporated communities.

- The City's standard for police protection is 1.5 police officers per 1,000 residents, or one officer for every 667 residents. Eleven officers would be necessary to meet the standard for the current population of 7,477.
- In order to maintain the current ratio of one officer for every 748 residents for the highest projected population in 2040 (a population of 8,400), a total of 13 officers would be required.
- Over the last two years, police response time goals were met 85% of the time for emergency calls, and 75% of the time for non-emergency calls.

Recreation and park services:

- The City provides a wide range of park facilities and recreation programs.
- The City's park facilities and recreation programs are available to both City residents and non-City residents.
- The City's goal is to provide 4 acres of park space per 1,000 residents, or approximately 30 acres. The amount of available parkland within City boundaries (operated by both the City and the County) exceeds the City's parkland goal.

Solid waste services:

- Solid waste collection and disposal services are provided in the City by means of a franchise agreement with a private operator. Customers are charged a fee by the service provider for these services.

Streets, highways, and drainage services:

- The City provides street construction, street maintenance, and landscaping maintenance directly. Street sweeping services are provided by means of a franchise agreement with a private company.
- Street lighting and street sweeping are provided by means of a contract.
- City streets have experienced deferred maintenance.

Transit services:

- The City of Ojai provides transit service in the form of the Ojai Trolley.
- In addition, the City is provided transit services by the GCTD. The GCTD's service area includes the City of Ojai, City of San Buenaventura, City of Oxnard, and City of Port Hueneme, as well as the unincorporated County area.

d. *Financial ability of agencies to provide services. [§ 56430(a)(4)]*

- The City has a balanced budget.
- It appears that the City has the ability to finance the services it currently provides. Staffing was maintained at very lean levels for several years until FY 2016-17 when

additional staff was hired to ensure that adequate levels of City services could be provided.

- The City continues to prioritize street maintenance within its capital improvement plan, and dedicates 20% of its transient occupancy tax to capital projects.
- The City relies on the General Fund to cover future street improvement costs. Reliance on the General Fund reduces the available General Fund money that is available to other services and City operations. The City may wish to consider alternative funding options to reduce or eliminate reliance on the General Fund for subsidies.
- The City's goal is to maintain a contingency reserve equivalent to 50% of the General Fund expenditures. The City's cash reserve balance is currently at 44%. The City expects any loan repayments received by the Redevelopment Successor Agency to be added to reserves.

e. *Status of, and opportunities for, shared facilities.* [§ 56430(a)(5)]

- A formal Memorandum of Understanding exists between the City and the County of Ventura for the operation of the Ojai Library, which is partially funded by the City.
- The City has a Cooperative Agreement with the County of Ventura for the Ojai Trolley to serve unincorporated areas of Ojai.
- The Ventura County Fire Protection District (VCFPD) provides fire dispatch service for the unincorporated County area as well as all cities within the County.

f. *Accountability for community service needs, including governmental structure and operational efficiencies.* [§ 56430(a)(6)]

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings, and dissemination of information.
- The City maintains a website that includes basic information about the City, a directory of City services, the current City Council and Planning Commission agendas, City Council and Planning Commission meeting minutes for the past four years, and a bi-weekly update from the City Manager.
- The City's website contains a feature that allows its visitors to translate web content to Spanish.
- For FY 2017-18, the City revised the format of its budget, which greatly improved the readability and availability of budget information.
- The City recently improved its website for the purpose of accountability for service needs by providing an archive of current and historical adopted budgets in addition to the proposed budgets for FY 2015-16, FY 2016-17, and FY 2017-18). If, in the future, the City Council delays adoption of its budget as it did for the FY 2017-18

budget cycle, the City should indicate this fact and include an explanation on its website.

- City Council meetings are broadcast live on the City’s government cable channel and are available for viewing on the City’s website upon conclusion of the meeting. Archived videos of City Council meetings are available for viewing on the City’s website.
- The City could improve its accessibility by providing a live webcast of its City Council meetings.
- According to the proposed budget for FY 2016-17, the City has operated over the last several years with “lean levels” of staff. The FY 2017-18 budget includes the addition of positions that would allow the City to maintain its operations at acceptable levels. The City has also restored a traditional five-day work week (from a four-day work week).
- The City could improve the information provided on its website by adding a link for the Ojai Valley Sanitary District (the local sewer service provider) under the Community tab of its website (Utilities link).
- The City achieves operational efficiencies through contracts or franchise agreements with various service providers, including for police, fire protection, animal control, street lights, street sweeping, and solid waste collection and disposal.
- The City achieves operational efficiencies through its participation as a co-permittee in the Ventura Countywide Stormwater Quality Management Program. Under this program, the City works with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System Municipal Separate Storm Sewer System permit.

g. Any other matter related to effective and efficient service delivery, as required by commission policy. [§ 56430(a)(7)]

Opportunities exist for better regional coordination of the many transit services within the County. The following discussion includes a summary of existing public transit services within Ventura County, current public transit inefficiencies and limitations on regionalization, progress toward public transit coordination, and opportunities for further public transit coordination. Some cities prefer to control and operate their own transit systems in order to provide service focused on users within their jurisdictions; however, the following discussion is based on the idea that a more coordinated, regional perspective on public transit will result in improved service for public transit users.

Existing Public Transit Services in Ventura County:

- The City of Ojai² and the City of Simi Valley each provide transit service, with City employees operating and maintaining the vehicles.
- The City of Camarillo provides transit service by means of a contract with a private operator (i.e., Roadrunner Shuttle).
- The City of Thousand Oaks provides transit service by means of a contract with a private operator (i.e., MV Transportation).
- The City of Moorpark provides transit service by means of a contract with the City of Thousand Oaks, which holds a contract for service with a private operator (i.e., MV Transportation).
- Under a cooperative agreement amongst the County of Ventura, the City of Santa Paula, and the City of Fillmore, the Ventura County Transportation Commission (VCTC)³ administers public transit service in and surrounding the Santa Paula, Fillmore, and Piru areas of Ventura County (i.e., the Valley Express). The service is provided by means of a contract with a private operator (i.e., MV Transportation).
- The County of Ventura contracts with the City of Thousand Oaks, which contracts the service to a private operator (i.e., MV Transportation), for the operation of the free Kanan Shuttle service between the unincorporated area of Oak Park and the City of Agoura Hills. The service is provided fare-free as the required 20% farebox recovery⁴ required by the Transportation Development Act (TDA) is provided by local contributions from Ventura County Service Area No. 4, the Oak Park Unified School District, and, most recently, the City of Agoura Hills.
- Gold Coast Transit District (GCTD) provides local and regional fixed-route and paratransit service in the cities of Ojai, Oxnard, Port Hueneme, Ventura and the unincorporated areas of Ventura County. Service is provided on 20 fixed routes, with a fleet includes 56 buses and 24 paratransit vehicles. GCTD directly operates its fixed-route service and contracts its paratransit service to a private operator (i.e., MV Transportation).
- The VCTC provides regional service, by means of a contract with a private provider, which consists of the following routes: (1) Highway 101/Conejo Connection (serving the section of Highway 101 between Ventura and the San Fernando Valley), (2)

² The City's transit service is limited to the Ojai Trolley which operates within the City, and the unincorporated communities of Meiners Oaks and Mira Monte. The Ojai Trolley service operates within the GCTD service area, but is operated directly by the City.

³ VCTC is the regional transportation planning agency of Ventura County, and oversees a large part of the distribution of public funds for transportation and transit within the County.

⁴ TDA funding provided by the State to local jurisdictions may not exceed a certain percentage of the cost to provide public transit service (i.e., 80% for urban areas and 90% for rural areas). The remaining percentage of the cost (i.e., 20% for urban areas and 10% for rural areas) must be covered locally through some other means, known as "farebox recovery." Note that funding sources other than rider fares may qualify as "farebox recovery."

Highway 126 (serving Fillmore, Santa Paula, Saticoy, and Ventura), (3) Coastal Express (serving Ventura County and Santa Barbara County), (4) East County (serving the Simi Valley, Moorpark, and Thousand Oaks area), (5) Oxnard/Camarillo/California State University at Channel Islands Connector (serving the Camarillo and Oxnard area), and (6) East/West Connector (serving Simi Valley, Moorpark, Camarillo, Oxnard and Ventura, as of November 2017).

- The ECTA was formed in 2013 through a Memorandum of Understanding (MOU) amongst the City of Camarillo, City of Moorpark, City of Simi Valley, City of Thousand Oaks, and the County of Ventura for the eastern portion of unincorporated Ventura County. ECTA was formed to better coordinate transit services among these agencies. In August 2015, ECTA initiated a service known as “CONNECT City-to-City” which offers Americans with Disabilities Act (ADA) and Senior intercity dial-a-ride service under a single paratransit system.⁵ The City of Thousand Oaks administers the service, which is contracted to a private operator (i.e., MV Transportation).

Current Public Transit Inefficiencies and Limitations on Regional Coordination:

- According to the Ventura County Regional Transit Study (VCTC, April 9, 2012)⁶, public transit within the County was found to be disjointed. Public transit service providers have varying schedules (i.e., days and hours of operation, frequency of buses (headways)), and fares (including different eligible ages for senior fares (e.g., a lower qualifying age for seniors in the City of Camarillo)), and maintain separate websites and bus books. No single agency or website provides a complete guide for public transit users who wish to plan interagency trips. The study concluded that “This makes connections difficult and service confusing, especially for the infrequent or new rider. While VCTC and the operators have attempted to improve connections through coordinated fare media and scheduling software, progress toward truly integrated service has been minimal.”
- Limited access to non-TDA funding for transit restricts the ability of cities and other public transit operators to increase revenue service hours and still meet TDA farebox recovery requirements. Because of the minimal levels of service currently provided in some areas of the County, regional travel times are often lengthy and opportunities for passengers to connect between buses are few. Shorter headways and total trip times depend on increased transit funding under the current funding

⁵ The City of Camarillo does not participate in the CONNECT service because: (1) the City already provides regional ADA and Senior intercity service throughout the East County ((this enables the City to provide senior service to more riders within the City by allowing a lower qualifying age limit of 55 years (rather than 65 years)), and (2) Camarillo ADA and senior riders have the benefit of using just one dial-a-ride system for both local and regional service.

⁶ The study included consultation with VCTC commissioners, city managers, local public transit providers, and the public.

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- distribution structure or a different method of distribution for the County’s transit funding. Inability to access funding for transportation also limits implementation of improvements for fleet expansions, pedestrian infrastructure, and street lighting.
- While some of the individual transit-serving agencies have made efforts to improve coordination among systems (e.g., through the formation of the GCTD (formed in 2013), and the ECTA (created in 2013)), public transit in the County overall is divided into separate, often unrelated, transit systems. The Ventura County Regional Transit Study acknowledged the challenges in establishing a coordinated system, including the fact that Ventura County consists of “widely spaced, diverse communities and centers where geographic areas do not share common economic, social, and transportation service values.”
 - While it is the intent of ECTA to move toward further consistency and regionalization of services in the eastern portion of Ventura County, the existing local transit programs of two ECTA member agencies are limited in their ability to fully participate in the regional ECTA programs:
 - The City of Simi Valley operates fixed route transit service using City personnel and City-owned equipment.
 - The City of Camarillo receives contributions from local funding partners (e.g., the Leisure Village retirement community for residents age 55 and older). For the purposes of City of Camarillo public transit, riders aged 55 and older qualify to ride as senior fares, whereas 65 is the qualifying age for seniors on other transit systems.
 - Senate Bill 325 (1971) established State transit funding (TDA funding) for the purpose of directly supporting public transportation through the imposition of a ¼-cent local sales tax beginning in 1972. An exception was included for rural counties (i.e., counties with populations of fewer than 500,000, based on the 1970 U.S. Census), in general, to also allow use of the funding for local streets and roads if the transportation planning agency finds that there are no unmet transit needs. Through Senate Bill 716 (2009), the law was modified, and specified that the exception now applied to: (1) rural counties (i.e., counties with populations of fewer than 500,000 (based on the 2010 U.S. Census), and (2) cities within urban counties (i.e., counties with populations of 500,000 or more, based on the 2010 U.S. Census) with populations of 100,000 or fewer. Ventura County has a population of more than 500,000 and therefore qualifies as an urban county; however, several of its cities are eligible to use TDA money for streets and roads projects, provided that they: (1) have a population of 100,000 or fewer, (2) are not within the GCTD service area, and (3) do not have an unmet transit need. Because Ventura County cities with populations of more than 100,000 are restricted to using all their TDA money for public transit purposes regardless of the extent of need for public transit, these cities cannot use TDA funding for streets and roads projects.

Progress Toward Regional Coordination of Public Transit:

- On October 3, 2013, Governor Brown signed into law Assembly Bill 664, which formed the GCTD to include five members: four cities and the County. AB 664 also authorized the remaining cities in Ventura County to request to join the GCTD in the future. Prior to the formation of the GCTD, local TDA funding for operating costs and capital projects was provided to Gold Coast Transit (operating as a Joint Powers Authority (JPA)) by its member agencies, allocated by a formula based on the percentage of revenue miles of transit service provided within each participating jurisdiction. As a district, GCTD has the ability to implement service improvements and meet the public's transit needs from a systemwide perspective, and distributes TDA funds to its members for transit-related purposes such as bus stop construction and transit-related maintenance needs. Following the formation of the District, the GCTD also adopted the following planning documents to further improve the delivery of service to GCTD members: GCTD Service Planning Guidelines (Adopted February 2014), Bus Stop Guidelines (Adopted June 2015), Short Range Transit Plan (Adopted November 2015), and Fleet Management Plan (October 2016). Additionally, in May 2017, GCTD began construction of a new Operations and Maintenance Facility in the City of Oxnard. Once built, the 15-acre facility will allow GCTD to maintain a fleet of up to 125 buses and will include an administration and operations building, an 8-bay maintenance and repair building, a compressed natural gas (CNG) fuel station and bus wash. The facility is scheduled to open in the fall of 2018.
- GCTD's Short Range Transit Plan identified recommended service improvements such as implementing: (1) additional service to Naval Base Ventura County in Port Hueneme, (2) express service between Oxnard and Ventura, and (3) increased service frequencies on its core routes. While funding for these improvements is not in place, service improvements could potentially be funded through the Federal Transit Administration (FTA) (FTA Section 5310/5307 program).
- ECTA is the result of greater awareness for the need to improve coordination amongst transit systems in the eastern portion of the County, and has initiated programs to simplify interjurisdictional trips for riders in the eastern portion of the County (e.g., CONNECT City-to-City). The cities of Moorpark, Simi Valley, and Thousand Oaks are each in various stages of completing strategic plans for transit, including improved regional coordination with regard to hours of operation, route schedules and connectivity, fares, senior age criteria, and consistency of policies.
- Technological advances have provided opportunities for improved regional trip-planning resources for riders. GCTD, VCTC, and Thousand Oaks Transit have schedules available on Google Maps. By the end of FY 2017-18, information about other fixed-route transit services countywide is expected to be available on Google Transit (a web application that assists riders in accessing transit schedule

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- information and planning public transit trips). GCTD launched Google Maps Online Trip Planner in 2014, and recently launched a mobile ticketing application.
- Transfer agreements and fare media (GO Ventura 31-day pass) including the installation of the GFI Genfare system on all transit vehicles have helped improve coordination between systems. However, fare discrepancies and fare policies still need to be addressed.
 - VCTC’s Coordinated Public Transit – Human Services Transportation Plan (April 2017) identifies strategies to address gaps or deficiencies in the current public transit system in meeting the needs of senior, disabled, and low-income populations in Ventura County. One of the strategies identified in the plan is the implementation of a countywide “one-call/one-click” transit information center intended to simplify and improve trip-planning and access to information about public transit services. Funding has not yet been identified for this service, but the service could potentially be funded through the FTA.

Opportunities for Further Regional Coordination of Public Transit:

- It is clear that constraints to regionalizing public transit exist within Ventura County, and that local jurisdictions have identified opportunities (and implemented some improvements) with respect to local public transit. The City may wish to continue its dialogue with the County and the other cities to further improve connectivity within Ventura County and simplify customers’ public transit experiences, including (but not necessarily limited to) the following discussion topics:
 - Identify one agency as the regional transportation authority to oversee and implement the majority of public transit within the County;
 - Encourage cities that are not currently members of the GCTD to request to join the GCTD, or contract with GCTD for some or all of their planning or operational needs; or
 - Establish a new transit district that would complement the GCTD’s service area and provide service within areas not currently served by the GCTD in the East County (the formation of ECTA was a step toward potentially realizing this opportunity in the eastern portion of Ventura County).

This resolution was adopted on February 21, 2018.

	AYE	NO	ABSTAIN	ABSENT
Commissioner Freeman	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parvin	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ramirez	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Rooney	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ross	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Zaragoza	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bennett	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bill-de la Peña	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Richards	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Waters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Date

Linda Parks, Chair, Ventura Local Agency Formation Commission

c: City of Ojai

Ventura Local Agency Formation Commission

City of Oxnard

Municipal Service Review

DRAFT

Prepared By:
Ventura Local Agency Formation Commission
800 S. Victoria Avenue, L #1850
Ventura, CA 93009



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Introduction

Local Agency Formation Commissions (LAFCo) exist in each county in California and were formed for the purpose of administering state law and local policies relating to the establishment and revision of local government boundaries. According to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (California Government Code § 56000 et seq.), LAFCo's purposes are to:

- discourage urban sprawl;
- preserve open space and prime agricultural land;
- ensure efficient provision of government services; and
- encourage the orderly formation and development of local agencies.

To achieve its purposes, LAFCos are responsible for coordinating logical and timely changes in local government boundaries (such as annexations), conducting special studies that identify ways to reorganize and streamline governmental structure, and determining a sphere of influence for each city and special district over which they have authority.

A **sphere of influence** is a plan for the probable physical boundaries and service area of a local agency, as determined by LAFCo (Government Code § 56076). Beginning in 2001, each LAFCo was required to review, and as necessary, update the sphere of each city and special district on or before January 1, 2008, and every five years thereafter (Government Code § 56425(g)). Government Code § 56430(a) provides that in order to determine or update a sphere of influence, LAFCo shall prepare a **Municipal Service Review (MSR)** and make written determinations relating to the following seven factors:

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.
4. Financial ability of agencies to provide services.
5. Status of, and opportunities for, shared facilities.
6. Accountability for community service needs, including governmental structure and operational efficiencies.
7. Any other matter related to effective or efficient service delivery, as required by Commission policy.

MSRs are not prepared for counties, but are prepared for special districts governed by a county Board of Supervisors. Additionally, while LAFCos are authorized to prepare studies relating to their role as boundary agencies, LAFCos have no investigative authority.

A MSR was completed for each of nine of the 10 Ventura County cities (a MSR was not prepared for the City of Port Hueneme¹) in Ventura County in 2007, and a second MSR for the same nine cities was completed in 2012. This MSR includes an updated examination of the City's services, as required by LAFCo law.

LAFCo staff prepared this MSR for the City of Oxnard, using information obtained from multiple sources, including:

- **2017 MSR Questionnaire:** The City completed a questionnaire, which elicited general information about the City (e.g., its contact information, governing body, financial information), as well as service-specific data;
- **City Budget:** The City's adopted budget provided information regarding services and funding levels;
- **General Plan:** The City's General Plan provided information regarding land use, populations, and service levels;
- **City Documents:** Various City documents provided supplementary information relating to service provision;
- **2012 MSR:** The 2012 MSR provided certain data that remain relevant and accurate for inclusion in the current MSR;
- **City Website:** The City's website provided supplementary and clarifying information; and
- **City Staff:** City staff provided supplementary and clarifying information.

This report is divided into four sections:

- **Profile:** Summary profile of information about the City, including contact information, governing body, summary financial information, and staffing levels;
- **Growth and Population Projections:** Details of past, current, and projected population for the City;
- **Review of Municipal Services:** Discussion of the municipal services that the City provides; and
- **Written Determinations:** Recommended determinations for each of the seven mandatory factors for the City.

The Commission's acceptance of the MSR and adoption of written determinations will be memorialized through the adoption of a resolution that addresses each of the seven mandatory factors based on the Written Determinations section of the MSR.

¹ No MSR was prepared for the City of Port Hueneme, consistent with past Commission practice, because: (1) the City's municipal boundary is coterminous with its existing sphere boundary; (2) the City is nearly entirely surrounded by the City of Oxnard and the Pacific Ocean, and (3) the only area available for inclusion in the City's sphere is the unincorporated community of Silver Strand, which is provided municipal services by the Channel Islands Beach Community Services District.

Profile



Contact Information

City Hall:	305 West Third Street, Oxnard, CA 93030
Mailing Address:	305 West Third Street, Oxnard, CA 93030
Phone Number:	(805) 385-7430
Website:	oxnard.org
Employee E-mail Addresses:	firstname.lastname@oxnard.org

Governance Information

Incorporation Date	June 30, 1903
Organization	General Law
Form of Government	Council - Manager
City Council	<ul style="list-style-type: none"> ● Five members. ● Mayor elected at-large to a two-year term of office (elections held in even-numbered years). ● Remaining four members elected at-large to staggered, four-year terms of office (elections held in even numbered years).
Other Elected Officials	<ul style="list-style-type: none"> ● City Treasurer and City Clerk elected at-large and serve four-year terms.
City Council Meetings	<ul style="list-style-type: none"> ● Tuesdays (approximately 40 meetings per year based on a schedule approved annually by the City Council), beginning at 6:00 p.m. ● Broadcast live on the City’s government cable television channel. Webcast live (and available anytime) on the City’s website.

Population and Area Information

	<i>Population</i>	<i>Area (square miles)</i>
City Jurisdiction	206,997 ²	27.1
Sphere of Influence	Not available	52.0 ³

Services Provided by the City

Animal Services	Police Services
Building and Safety Services	Solid Waste Collection and Disposal Services
Community Development/Planning Services	Storm Drain Maintenance Services
Fire Protection Services	Street Maintenance Services
Library Services	Wastewater Services
Parks and Recreation Services	Water Services ⁴

² Source: California Department of Finance estimate (January 1, 2016).

³ Includes approximately 20.7 square miles of the Pacific Ocean.

⁴ Some portions of the City are provided water service by other service providers.

Staffing – Full Time Equivalent Positions⁵

Departments	FY 2013-14 Actual	FY 2014-15 Actual	FY 2015-16 Actual	FY 2016-17 Revised	FY 2017-18 Adopted
Carnegie Art Museum	3.50	3.50	3.50	3.50	3.50
City Attorney	10.00	10.00	6.10	6.10	6.10
City Clerk	4.00	4.00	3.00	3.00	3.00
City Council	5.30	5.30	5.00	5.30	5.30
City Manager	12.25	12.25	7.80	10.20	13.40
City Manager - Public Info	4.00	4.00	1.00	1.00	0.70
City Treasurer	11.75	11.75	11.00	11.00	13.00
Economic Community Dev.	4.00	4.00	3.00	4.00	4.00
Development Services	51.50	51.50	44.25	47.25	51.00
Finance	25.00	25.00	27.75	31.00	32.10
Fire	95.90	95.60	80.60	119.60	127.30
Maintenance Services	32.10	32.10	22.75	23.00	65.80
Housing	1.27	1.27	1.85	2.85	1.57
Human Resources	7.87	7.87	11.20	13.95	13.10
Library	42.50	42.50	29.00	26.50	28.50
Rec. & Community Services	23.90	25.02	17.92	18.17	39.17
Police	377.55	378.05	341.25	351.25	352.25
Public Works	7.00	7.00	1.00	1.85	0
Special Funds ⁶	164.73	163.16	144.93	136.83	120.81
Other Governmental Funds	8.00	8.00	6.00	6.00	15.00
Enterprise ⁷	248.85	248.60	257.85	260.50	317.20
Internal Service Funds ⁸	104.03	105.03	83.25	93.15	96.20
Measure O ⁹	32.50	32.50	43.50	43.50	60.50
Total	1,277.50	1,278.00	1,153.50	1,219.50	1,369.50

Public Agencies with Overlapping Jurisdiction

Calleguas Municipal Water District	Oxnard Drainage District No. 2
Fox Canyon Groundwater Management Agency	Oxnard Union High School District
Gold Coast Transit District	Rio School District
Hueneme School District	United Water Conservation District
Ocean View School District	Ventura County Air Pollution Control District
Oxnard Harbor District	Ventura County Transportation Commission
Oxnard School District	Ventura County Watershed Protection District
Oxnard Drainage District No. 1	

The FY 2017-18 Budget Message states that FY 2014-16 was “extraordinarily challenging” as the City conducted independent reviews of many of its core operations. In 2012, the District Attorney issued a report regarding the City that raised questions about inaccurate record-keeping. The City initiated

⁵ Source: City of Oxnard Adopted Budget FY 2017-18 and City staff.

⁶ Includes staff in support of Public Works, Golf Course, and Performing Arts and Convention Center.

⁷ Includes Solid Waste, Water, and Wastewater staff.

⁸ Includes Fleet Maintenance and Facilities Maintenance staff.

⁹ Includes Library, Police, and Recreation staff.

audits and reviews of its internal functions, most notably the City Manager’s Office, the Finance Department, and the Human Resources Department. The audits revealed that the City’s “foundation of good governance was severely damaged.” As a result, the City Council committed to full transparency and it became necessary for the City to reduce spending by millions of dollars by resetting services, staffing levels, and borrowing \$16 million from the Measure O¹⁰ funds. During FY 2016-17, the City focused on stabilization. The FY 2017-18 budget includes reliance on Measure O funding to assist in police vehicle replacement and repair of several City facilities. The base budget reflects increases due to employee salary and benefit increases required through labor association agreements. New labor agreements will involve greater contribution by employees to their retirement pensions.

The City experienced substantial staff turnover in its management positions during this three-year period of transition at the City, and over the last three years has experienced new leadership in the following roles: City Manager, two Assistant City Managers, Finance Director, Assistant Finance Director, Human Resources Director, Police Chief, Fire Chief, Public Works Director, Development Services Director, Economic Development Director, City Clerk, and City Treasurer. In addition, the following positions were created and filled: Cultural and Community Services Director, Information Technology Director, and Housing Department Director.

Summary Financial Information¹¹

General Fund Revenues	2013-14 Actual	2014-15 Actuals	2015-16 Actuals	2016-17 Actuals ¹²	2017-18 Adopted
Property Tax	42,126,200	44,752,649	48,254,738	50,918,457	54,140,500
Sales tax	25,777,859	27,385,772	29,937,421	29,918,706	30,515,000
Franchises	3,507,431	3,619,684	3,473,814	2,848,904	3,617,594
Business License Tax	5,125,801	5,104,859	5,422,499	5,348,086	5,404,000
Transient Occupancy Tax	4,228,495	4,649,292	5,057,964	5,181,363	5,198,002
Deed Transfer Tax	519,093	758,502	690,805	729,609	747,152
Building Fees/Permits	1624316	1,319,285	1,501,953	2,452,288	1,895,302
Intergovernmental	1,843,221	2,628,790	1,726,625	1,827,430	1,820,473
Fees/Charges	7,118,276	5,977,858	6,913,017	6,529,085	5,868,526
Fines/Forfeitures	2,108,253	2,113,936	2,351,427	2,327,540	2,201,694
Infrastructure Use	3,999,996	4,000,000	3,000,000	3,000,000	0
Indirect Cost Reimbursement	7,232,487	7,691,840	7,215,987	7,534,688	7,920,201
Interest	140,795	89,310	80,320	311,650	807,808
Transfers In	1,567,000	1,363,000	1,437,000	2,472,598	1,645,260
Other Revenue	3,696,453	3,806,562	3,479,906	3,428,614	2,946,444
Special Assessments	233,102	192,241	263,466	254,803	241,872
Total	110,848,778	115,453,580	120,806,942	125,083,821	124,969,828¹³

¹⁰ According to the City’s website, Measure O was approved in November 2008 to raise \$200 million (through a ½ cent sales and use tax) over 20 years to support vital city services, such as: increasing police, fire and emergency response, increasing street paving and sidewalk/pothole repair to improve traffic flow, expanding youth recreation, after-school, and gang prevention programs, acquiring property for parks/open space preservation, upgrading storm drains, improving senior center, and increasing building code compliance.

¹¹ Source: City of Oxnard Adopted Budget FY 2017-18 and City staff.

¹² The actual figures for FY 2016-17 are preliminary and unaudited.

¹³ The budget is balanced using \$514,547 in General Fund reserves. The City currently has \$25.01 million in reserves, and expects a reduced reliance on General Fund reserves over the next several years.

General Fund	FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18
Expenditures	Actual	Actuals	Actuals	Actuals	Adopted
Carnegie Art Museum	404,687	404,687	364,218	364,218	464,218
CCS - Library	4,148,042	4,432,261	3,908,513	3,456,345	3,609,201
CCS - Recreation	5,282,031	5,205,610	4,185,065	3,986,452	4,649,525
City Attorney	1,100,848	1,385,776	1,350,824	1,593,606	1,748,700
City Clerk	387,086	444,475	429,854	445,310	533,867
City Council	350,994	359,344	321,230	313,436	394,728
City Manager	1,729,661	2,458,341	2,302,556	1,911,730	2,047,744
City Treasurer	1,079,596	1,346,566	1,327,676	1,241,427	1,513,380
Development Services	5,335,446	6,883,762	6,694,721	7,397,841	7,970,889
Econ. Community Dev.	1,147,355	1,284,200	1,347,277	1,036,535	1,467,111
Finance	2,975,187	3,261,914	3,910,519	4,459,980	4,833,178
Fire	15,673,027	17,480,870	16,317,205	17,760,846	18,437,299
Housing	128,420	308,470	337,266	302,702	250,000
Human Resources	1,090,567	1,741,839	1,788,217	2,054,858	2,038,698
Non-Departmental	6,818,896	22,490,529	11,041,153	11,991,562	11,736,538
Police	50,202,574	51,337,961	52,978,715	51,937,313	54,863,457
PW – Admin. Services	359,474	300,916	190,432	205,491	232,507
PW – Construction & Design	696,919	733,298	291,932	161,791	85,361
PW – General Services	9,461,718	9,354,841	8,266,774	8,373,364	8,607,974
PW – Parking Lots ¹⁴	153,355	153,595	35,953	0	0
PW – Public Works ¹⁵	10,584	20,129	18,932	17,064	0
PW – Street Maint. & Repairs ¹⁶	21,471	249,351	7,323	0	0
Total	108,557,938	131,638,735	117,416,355	119,011,871	125,484,375

¹⁴ Transition as part of Public Works – General Services in FY 2016-17

¹⁵ Transition as part of Public Works – General Services in FY 2016-17

¹⁶ Transition as part of Public Works – General Services in FY 2016-17

Growth and Population Projections

City Annual Growth Projections

According to the U.S. Bureau of the Census, from 2000 to 2010, the City of Oxnard’s population increased from 170,358 to 197,899. The California Department of Finance estimated the City’s population to be 206,997 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 36,639 people, or 21.5% (1.3% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate¹⁷	206,997	217,973	232,514	248,025	264,572	282,222

Population growth is expected to be less based on the 0.71% annual population growth trend for a shorter span of time (between 2010 and 2017 (from 197,899 to 207,772)), and would result in a slower (and likely more realistic) estimated population increase than that provided above:

Year	2017	2020	2025	2030	2035	2040
Population Estimate	207,772	212,229	219,871	227,788	235,990	244,488

The Southern California Association of Governments (SCAG) 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) growth forecast projects population growth of the City to occur more slowly, with an estimated population of 237,300 in 2040.

The City’s General Plan, adopted in 2011 with a planning horizon of 2030, anticipated a buildout population of up to 238,996 based on the scale of development projects anticipated at that time. According to City staff, the City’s growth after 2000 is largely due to the development of several large specific plan areas and projects. Residential development currently under construction within the City includes The Village Specific Plan (located on Wagon Wheel Road immediately south of the 101 Freeway and west of Oxnard Boulevard), with approximately 1,200 units remaining to be developed.

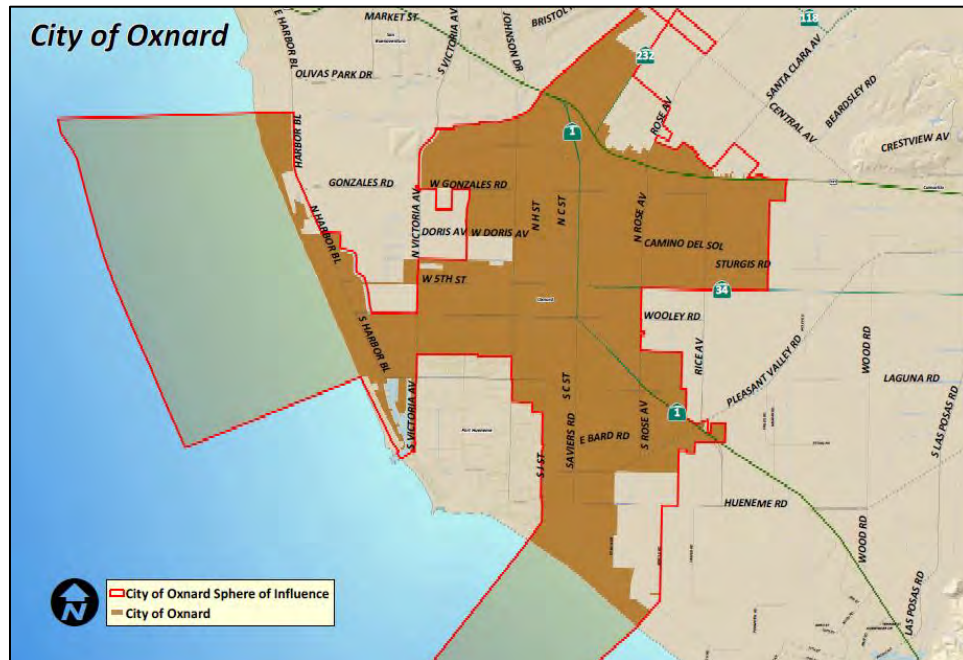
Anticipated residential development within the City and its sphere of influence includes: (1) Teal Club Specific Plan (located immediately north of the Oxnard Airport, within the City’s sphere of influence), containing approximately 800 units, (2) East Village Phase III (located at the northeast corner of Camino del Sol and Rose Avenue, within the City), containing approximately 400 units, (3) The Gallery at River Ridge (located at the northwest corner of Vineyard Avenue and Ventura Road, within the City), containing approximately 300 units, and (4) the North Shore project (located at the northeast corner of Harbor Boulevard and Fifth Street, within the City), containing approximately 229 units. The South Shore Specific Plan, containing 1,500 proposed homes and an estimated 6,000 residents, was included in the City’s General Plan but has since been eliminated as a potential project to be developed within the City.

¹⁷ This generic trend-based projection does not reflect adopted plans and local growth context.

The addition of the approximately 2,929 units in construction and anticipated (described above) would result in a population increase of approximately 12,000. In addition, through 2030, the City anticipates development of approximately 2,000 units (that would result in a population increase of approximately 8,000) through smaller developments and accessory dwelling units. Thus, expected population growth of approximately 20,000 based on anticipated projects through 2030 is not expected to exceed the population growth projected in the General Plan.

Based on information provided by City staff, and consideration of anticipated development and the information provided above, the City’s population is expected to reach approximately 240,000 by 2040.

The City’s current boundary and sphere of influence are shown below¹⁸:



¹⁸ The boundaries of the City and its sphere of influence extend three miles into the Pacific Ocean, consistent with the jurisdictional boundaries of the State of California.

Review of Municipal Services

The review of City services is based on provisions of state law which require LAFCo to make determinations regarding the present and planned capacity of public facilities, the adequacy of public services, infrastructure needs and deficiencies, and the City’s financial ability to provide these services (Government Code § 56430(a)(3)).

Fire Services

The City’s Fire Department provides fire suppression, urban search and rescue, emergency medical response, fire prevention, fire investigations, and other related services. Ambulance services are provided by means of a contract with a private provider.

In April 2017, the City Council approved 26 limited term firefighter positions at a cost of \$1.2 million, which are expected to be converted into full-time equivalent positions and fill the 17 vacancies in the Fire Department. The FY 2017-18 budget includes an additional \$1 million for overtime wages associated with mandatory fire station coverage requirements. The Fire Department has historically benefitted from federal Staffing for Adequate Fire and Emergency Response (SAFER) grant funding, which has supported fire personnel salaries; however, this funding source is not available for FY 2017-18.

Fire Stations

The City operates 8 fire stations:

1	Station 1	491 S. K Street
2	Station 2	531 E. Pleasant Valley Road
3	Station 3	150 Hill Street
4	Station 4	230 W. Vineyard Avenue
5	Station 5	1450 E. Colonia Road
6	Station 6	2601 Peninsula Road
7	Station 7	3300 Turnout Park Circle
8	Station 8	3000 S. Rose Avenue



Fire Station No. 8, the City’s newest station, opened in 2015. According to an August 2015 article published in the Ventura County Star, construction costs of \$12 million were covered by Measure O funds, and annual operating costs are estimated to be \$3 million (including staffing of 21 firefighters).

Response Times

	Response Time Goal	Average Response Time	Goal Met During Last Two Years
Non-Emergency	N/A	8 minutes	N/A
Emergency	5 minutes, 90% of the time	6 minutes	78%

The Ventura County Fire Protection District (VCFPD) is responsible for all fire response dispatch within the County. According to a mutual aid agreement between the cities and the VCFPD, the closest available personnel responds to emergency calls for service, regardless of whether the service need is located within the responding agency’s jurisdiction.

Costs

The adopted FY 2017-18 budget allocates a total of \$24,154,425 for fire services, of which \$18,437,299 is from the General Fund. The total per capita cost for fire services for FY 2017-18 is approximately \$117.

Future Fire Service Level

The EIR prepared for the General Plan acknowledges that new facilities, vehicles, equipment, and personnel will be necessary in order to provide adequate response to planned development within the community. The EIR states that the costs for these new facilities and personnel will be offset with revenue from new development and fees generated from new development. However, the amount of revenue that is expected to be generated, the costs of providing the new facilities and personnel, and the anticipated general location of new facilities were not evaluated or identified as part of the General Plan or the EIR. The project description for the proposed Teal Club Specific Plan project (which would involve the development of a maximum of 800 dwelling units) identifies the possibility of including a new 6,000 square foot fire station.

According to City staff, the City employs 139 firefighters, or 0.67 firefighters for every 1,000 residents. According to the City’s General Plan, in 2000, the City had a staffing ratio of 0.48 firefighters for every 1,000 residents. To maintain the current ratio of firefighters for an approximate City population of 240,000 in 2040, 161 firefighters would be necessary.

Library Services

The Oxnard Public Library provides library services through the operation of three libraries within the City, as provided below:

1	Colonia Branch Library	1500 Camino del Sol #26	Mon – Thurs: 12 pm – 6 pm
2	Downtown Main Library	251 S. Main Street	Mon – Thurs: 9 am – 8 pm Sat: 9 am – 5:30 pm Sun: 1 pm – 5 pm
3	South Oxnard Branch Library	4300 Saviers Road	Mon – Thurs: 9 am – 8 pm Sat: 9 am – 5:30 pm



Costs

Library services are funded through the General Fund. The FY 2017-18 budget allocates \$3,609,201 for library operations, a per capita cost of \$17. During FY 2015-16, the California State Library (a California public research institution) estimated that the City had a per capita cost of \$18.70 for library operations. Statewide, during FY 2015-16, the average cost for library operations was \$51.21 and the median cost was \$32.25.

Police Services

The City provides police services directly. Services include community patrol, criminal investigation, emergency communications, animal safety, and support services.

The FY 2017-18 budget includes an increase of 15 police positions, including 4 Community Service Officers, 2 Traffic Service Assistants, 3 Police Records Technicians, 1 Crime Analysis Data Technician, 3 Police Officers, 1 Police Commander, and 1 Youth Intervention Police Officer. The cost of these additional positions is projected to be \$390,000, based on six- to nine-month recruitment lag times for many of the positions. The FY 2017-18 budget states that by the end of 2016, the City's five-year trend of rising crime rates had reversed. In addition, the City has initiated outreach programs to involve the community in neighborhood watch activities and build the police-community relationship, including a police presence on social media. In March 2017, the City Council approved \$672,000 for the purchase of police vehicles to replace those with high mileage.

Staffing

According to City staff, for FY 2017-18, the City has budgeted for 372.25 positions, including 249 sworn positions (Police Chief (1), Assistant Police Chief (2), Police Commander (8), Police Sergeant (31), Police Officer I/II (179), and Police Officer III (28)), and 123.25 non-sworn positions (Administrative Secretary (1), Community Service Officer (10), Crossing Guard (6), Senior Police Service Officer (1), Police Service Officer (8), Senior Traffic Service Assistant (2), Traffic Service Assistant I/II (15), Police Records Manager (1), Property and Evidence Custodian (1), Property and Evidence Technician (5), Police Records Supervisor (1), Police Records Technician III (2), Police Records Technician I/II (12.75), Police Word Processor III (1), Police Word Processor I/II (7.5), Police Financial/Grants Manager (1), Account Clerk III (2), Office Assistant I & I/II (1), Community Affairs Manager (1), Administrative Services Assistant (2), Administrative Assistant (1), Crime Analyst I/II (3), Crime Analysis Data Technician (2), Sex Registrant Specialist (1), Victim Services Specialist (1), Missing Persons Specialist (1), Evidence Technician I/II (3), Community Services Officer (2), Public Safety Communications Manager (1), Public Safety Dispatcher III (5), Public Safety Dispatcher I/II (19), Animal Safety Officer (2), and Senior Animal Safety Officer (1)).

Ratio of Sworn Officers to Population

For FY 2017-18, the City has a ratio of 1 officer per 831 residents.

Response Times

	Response Time Goal	Average Response Time	Goal Met During Last Two Years
Non-Emergency	60 minutes	60 minutes	90.0%
Emergency	5 minutes	5 minutes	86.2%

Operational Costs

For FY 2017-18, the City allocated \$65,891,539 for police services, with \$54,558,957 coming from the General Fund and the remaining \$11,332,582 coming from other sources. The current per capita cost for police services is approximately \$318.

Future Staffing Levels

Based on the City's population projections, by 2040, the City's population is estimated to be approximately 240,000. At such time, 289 sworn officers would be necessary to maintain the current ratio of 1 sworn officer to 831 residents.

Recreation and Park Services

The City provides a variety of park facilities and recreational programs, services, and activities for City residents and nearby communities. The City anticipates updating its 2010 Parks Master Plan during 2018.

Park Facilities

According to the City's General Plan, the City's goal is to provide 3 acres of parkland (1.5 acres of neighborhood parks and 1.5 acres of community parks) for every 1,000 residents. According to the General Plan, neighborhood parks (½ mile to 1 mile service radius) serve the surrounding neighborhood, are easily accessible to local residents and provide recreational activities. Community parks (1½ mile service radius) are geared for intense use and provide diverse recreational opportunities to meet the needs of several surrounding neighborhoods, and often include sports complexes, picnic areas, and other amenities. To meet the goal for the 2016 population of 206,997, approximately 621 acres of neighborhood and community parkland is required.

According to information provided by City staff, the City operates 62 park facilities, including neighborhood parks, community parks, and special purpose facilities, totaling 561.26 acres of developed parkland. These facilities include, but are not limited to, baseball diamonds, basketball courts, soccer fields, playgrounds, and turf area.

According to the FY 2017-18 budget, new facilities at College Park include five new sports fields, two restrooms, parking, landscaping, and irrigation. Two new parks have recently been constructed: Crescent Park (2.72 acres, located at 3475 N. Oxnard Boulevard within the Riverpark community, opened in 2016) and East Village Park (6.0 acres, located at 2051 Jacinto Drive, opened in 2015). In addition, two parks are currently being planned: Sports Park (20 acres located at the corner of Gonzales Road and Oxnard Boulevard), and Campus Park (30 acres, located at 309 S. K Street at the northeast corner of S. K Street and Fifth Street). Including the parks in the planning stages, it appears that the City will need approximately 10 additional acres to meet its parkland goal.

Recreation Programs

According to the City's website, the City's Recreation and Community Services Department provides a wide range of recreational activities. Among the parks and recreation programs offered by, or in conjunction with, the City are: youth and adult sports classes, clinics, camps and leagues including

badminton, basketball, golf, soccer, flag football, softball, swimming, volleyball, boxing and fitness programs; aquatics programs and activities through the Oxnard Union High School District; sport programs for special populations, including those with mental or physical disabilities; special interest and life enrichment classes for youth, teens, and adults; arts and crafts programs, dance, music, and other creative classes; cultural events; preschool classes and programs; and senior services, including recreational, social, health, and fitness programs through the City's three senior centers. The City also operates the River Ridge Golf Course, which consists of two public golf courses.

Costs

According to the FY 2017-18 budget, the Recreation and Community Services Department was allocated \$8,054,219, of which \$4,649,525 is expected to come from the General Fund. According to City staff, the City's maintenance costs for parkland are \$10,019 per acre.

The River Ridge Golf Course currently generates \$249,972 in revenue collected from the private contractor that operates the facility and \$300,000 from development impact fees. The General Fund contributes \$493,909 toward golf course revenues. Additionally, the City's expenditures related to the facility are currently \$899,798. The City's contract with the private operator will end during FY 2018-19, and it is not clear whether the City will continue to operate the facility, contract with a new operator, or convert the facility to another use.

Solid Waste Services

The Environmental Resources Division of the City's Public Works Department is responsible for all of the solid waste hauling and processing within the City. The City owns the Del Norte Regional Recycling and Transfer Center, which handles solid waste, green waste, and recycling collected by the City. The Division provides daily or weekly service, depending on the customer type. Related services include diversion of materials for recycling, organic and greenwaste processing, and transfer to the Simi Valley Landfill and Toland Road Landfill. The City also funds waste reduction programs, hazardous waste disposal, and neighborhood cleanup activities. According to the City's FY 2016-17 budget, the City realized a cost savings of more than \$2 million annually since it took over operation of the transfer center from a private contractor. During 2018, the City intends to prepare a study to identify facility improvements, equipment improvements, and operational improvements that will be necessary to continue to operate the Del Norte Collection Center under current and future regulations, such as replacement of facility sorting and processing equipment, construction of additional storage space, construction of a Compressed Natural Gas fueling station, replacement of collection and transfer vehicles, collection route optimization software and hardware, and permit requirements.

Revenues are derived mainly from residential, commercial, and industrial refuse disposal charges. Additional revenues are derived from recycled material sales that includes California Redemption Value (CRV) and other recyclables diverted from landfill disposal. According to the FY 2017-18 budget, the Environmental Resources Division was allocated \$45.9 million for FY 2017-18, with \$44.3 million coming from enterprise funds.

According to City staff, the City has implemented pass-through rate increases (based on the increases incurred from landfills and greenwaste processing facilities) as of July 2017 for solid waste, construction waste and green waste (from \$52 per ton to \$54 per ton) to account for increased costs to the City

related to increased landfill and greenwaste processing costs. In addition, during 2018, the City expects to initiate a Proposition 218 rate increase process for solid waste services (Environmental Resources Enterprise Fund), with potential rate increases estimated between 2% and 6%. A cost-of-service study will identify the actual amount of the increase based on operational costs and capital improvements.

The Environmental Resources Division acquired five Compressed Natural Gas (CNG) collection vehicles during FY 2016-17. During FY 2017-18, 15 additional CNG vehicles will be added to continue the City's effort to replace diesel collection vehicles with CNG fueled vehicles. The City plans to purchase the new trucks through a lease/purchase agreement, which will allow the cost to be divided over multiple years.

The Environmental Resources Division will convert approximately 27 limited-benefits-equivalent positions to full-time positions, as well as adding an additional 29 entry-level positions to assist in the sorting of the recyclable materials.

Streets, Highways, and Drainage Services

According to City staff, the City provides street construction and maintenance, street lighting services, and landscape maintenance services. The City provides street sweeping services and some street lighting services by means of a contract with a private provider. The City estimates that it has 950 paved lane miles. In 2012, the City stated as part of the municipal service review process that current sources of revenue are significantly below levels needed to maintain streets, alleys, drainage, and stormwater quality facilities, and confirmed that this remains the case in 2017. The FY 2017-18 budget includes a goal to develop an asset management program that includes the City's streets.

Street Maintenance

The City's Street Maintenance Division provides concrete work service (e.g., maintenance and repairs of curbs, gutters, sidewalks, and ramps), and maintains asphalt and signage. The Facilities and Plant Maintenance Division maintains the City's traffic signals. According to City staff, during FY 2017-18, the City is planning (and has partially completed) street resurfacing for 102.8 lane miles within the City. For FY 2017-18, street maintenance and repair is allocated \$2,193,038 from the General Fund, \$221,504 through the Street Maintenance fund, and \$2,760,268 from the Gas Tax, or approximately \$5,447 per lane mile. The City estimates its total street maintenance expenditures to be \$13 million annually, or approximately \$13,684 per lane mile, to maintain a Pavement Condition Index (PCI) of 59 ("fair" condition).

Street Sweeping

The City provides street sweeping services by means of a contract with a private provider, and estimates the cost of service to be \$17.30 per curb mile. According to City staff, the total annual costs for stormwater management (including street sweeping) are approximately \$1,235,000, paid for through the City's General Fund (approximately \$785,000) and stormwater fees received from the County (approximately \$450,000). Streets are swept twice each month.

Street Lighting and Landscaping

The City provides maintenance and repair for 1,000 City-owned street, parking lot, walkway and navigation lights throughout the city. The remaining approximately 10,000 lights within the City are owned and maintained by Southern California Edison. According to City staff, the street lighting budget is \$1.4 million for FY 2017-18, accounted for in the Streets Division fund.

The City completed a comprehensive review of its landscape improvement districts, and has implemented correct fund accounting. General Fund contributions covered negative fund balances and reimbursed the districts for past erroneous and ineligible utility costs and administrative fees. Starting July 1, 2017, a newly created Special Districts Division in the Finance Department became responsible for management of the City's landscape maintenance and community facilities districts. Ten positions are approved in the new division, all funded by the districts, including one Maintenance District Administrator, two Project Managers, one Financial Analyst, two Landscape Inspectors, one Parks Maintenance Supervisor, two Senior Grounds-Workers, and one Administrative Technician. Private landscape contractors will perform all work related to the City's landscape maintenance districts.

The City operates landscape maintenance districts throughout the City, which are used to maintain landscaping in parkways, along streets, and in other common areas. The FY 2017-18 budget allocated \$962,021 to administration of the landscape maintenance districts. In addition, the City operates a Street Trees and Medians program, which is allocated \$1,098,441 for FY 2017-18.

Drainage

The City (through the Public Works Department Operations Division) maintains, repairs, and upgrades the City's storm water collection system, including its storm drain inlets, catch basins, storm water lift stations, drainage pipes and ditches. The City provides both flood control and stormwater quality services to comply with the Ventura Countywide Municipal Stormwater National Pollutant Discharge Elimination System¹⁹ (NPDES) permit. According to City staff, the total annual costs for stormwater management (including street sweeping) are approximately \$1,235,000, paid for through the City's General Fund (approximately \$785,000) and stormwater fees received from the County (approximately \$450,000). Compliance with NPDES is paid for through the City's General Fund and a parcel tax.

Transit Services

The City of Oxnard does not provide transit services. Instead, transit services are provided by the Gold Coast Transit District (GCTD). The GCTD's service area includes the cities of Ojai, Oxnard, Port Hueneme, and San Buenaventura, as well as the unincorporated County area.

¹⁹ The City participates in the Ventura Countywide Stormwater Quality Management Program (VCSQMP). As a VCSQMP partner, the City works together with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System (NPDES) Municipal Separate Storm Sewer System permit, issued by the Los Angeles Regional Water Quality Control Board and adopted by the State Water Resources Control Board under the federal Clean Water Act. The Ventura County Watershed Protection District is the principal NPDES permittee and the City is a co-permittee. In general, the program is funded through grant funding and a benefit assessment imposed on properties.

Wastewater Services

According to the 2015 UWMP, the City's wastewater collection system includes over 384 miles of gravity sewer pipelines, 4.7 miles of pressurized pipelines, and 15 lift stations. Three additional pumping stations owned and operated by other entities also discharge to the City's system. The Oxnard Wastewater Treatment Plant (OWTP), located in southwest Oxnard, provides treatment service to the City of Oxnard, City of Port Hueneme, U.S. Navy Construction Battalion Station, Point Mugu Naval Air Station, Ventura County Service Area No. 34 in El Rio, Ventura County Service Area No. 30 in Nyeland Acres, Channel Islands Beach Community Services District (i.e., the communities of Hollywood Beach, Hollywood-by-the-Sea, and Silver Strand), the Santa Clara Wastewater facility²⁰ south of the City of Santa Paula, the California Youth Authority facility west of the City of Camarillo, and the Las Posas Estates neighborhood north of the City of Camarillo.

Wastewater system operation, maintenance, and capital improvement activities are supported through the City's wastewater fund, which includes revenues derived from sewer charges, connection fees, and treatment plant charges. In May 2017, the City Council approved a new set of wastewater rate adjustments for the next five years. Those rates preserved the previously adopted 35% increase effective on March 1, 2016. In November 2016, Measure M was approved by the voters of Oxnard in an attempt to nullify the new rate structure adopted in January 2016 and effective in March 2016. In response, the City challenged the legality of Measure M. The Court enjoined the implementation of Measure M, which injunction remains in place until the Court rules on the matter at trial. Trial occurred in December 2017 and January 2018, and closing arguments will occur at the end of February 2018. A ruling should be issued within 90 days of closing arguments. The Council also authorized a new rate setting process that started in January 2017 with the formation of the seven-member Utility Ratepayers Advisory Panel, which recommended new annual rate adjustments of 5.25% for the next five years. The projected monthly increase in the first year for a typical household is \$2.22.

The newly adopted wastewater rates allow the City to finance its ongoing daily operations and maintenance, fund needed capital improvements, and meet its outstanding debt obligations and debt covenants. By June 2018, the ending fund balance for the wastewater fund is projected to be \$11.1 million.

The 2015 Public Works Integrated Master Plan includes an assessment of the components that comprise the City's OWTP. The assessment documented deterioration, corrosion, poor treatment efficiency, operator safety hazards, and the overall need for rehabilitation and replacement of much of the OWTP infrastructure that is nearing or has exceeded its remaining useful life. To keep the plant safe and operational for the immediate future (maximum of ten years), an investment of approximately \$39 million would be necessary. A full upgrade of the facility in place over a 25-year period would include removal of biotowers, replacement of primary clarifiers, re-electrification of the plant, a solids campus upgrade to increase the reliability of sludge thickening, digestion, and dewatering, building upgrades to meet seismic code, headworks upgrades to control odors, secondary treatment rehabilitation to address seismic and aging equipment concerns, and replacement of the effluent pumping equipment and

²⁰ The Santa Clara Wastewater facility (a wastewater collection and treatment facility located in the unincorporated County area between the City of San Buenaventura and City of Santa Paula) has historically discharged liquid waste streams to the City of Oxnard wastewater treatment facility by means of an existing pipeline. Operation of the facility, including use of the wastewater pipeline, was suspended in response to an explosion that occurred on the project site in November 2014. According to the City, the facility does not currently have a City-authorized Industrial Wastewater Discharge Permit.

cogeneration facilities. The 2015 Public Works Integrated Master Plan documents that rehabilitating (upgrading in place) the existing plant would cost an estimated \$540 million, whereas constructing a new plant would cost approximately \$520 million.

The 2015 Public Works Integrated Master Plan identified capacity deficiencies in the wastewater collection system. System upgrades are necessary to address capacity deficiencies and account for increases in wastewater flow. Total estimated cost for capacity-related projects to the collection system is \$3.2 million. Limited information exists for the condition of most of the pipeline in the system; however, in FY 2016-17 the City implemented a sewer condition assessment program. The City's ability to implement wastewater capital improvements is dependent on its ability to increase revenues. Additionally, the FY 2017-18 budget indicates that the City's goal is to clean 200 miles of pipeline annually. The City met this goal in FY 2016-17 and is projected to meet the goal again during FY 2017-18.

The City's Public Works Integrated Master Plan includes a Wastewater section. At the time of preparation of the Public Works Integrated Master Plan, the City averaged 21.3 million gallons per day (mgd) in wastewater flows over the period between 2009 and 2013, with a maximum daily load of 27.6 mgd. The 2015 UWMP states that the City treated 20,053 acre-feet per year (AFY) of wastewater in 2015 (approximately 17.9 mgd or 86 gallons per capita per day). According to the Public Works Integrated Master Plan, the OWTP has a current average dry weather capacity of 31.7 mgd and a peak wet weather flow of 68.2 mgd. The City anticipates gradually increasing flows that correspond with an increase in the service area population, reaching an average of 27.4 mgd by 2040. The OWTP is expandable to an ultimate capacity of 39.1 mgd flow.

Using the maximum population for the City in 2040 (the Department of Finance-based projected population of 282,222²¹) and an average per capita wastewater generation rate of 86 gallons, 24.3 mgd of wastewater would be generated. Considering that the City provides wastewater treatment for wastewater generated outside the City, the actual wastewater treatment would be greater than that generated within City limits. Based on the information above, it appears that the OWTP has adequate capacity to accommodate the maximum projected development by 2040.

Water Services

The City owns and operates a municipal water supply system that relies on: (1) local groundwater purchased from the United Water Conservation District (UWCD) (water which is diverted from the Santa Clara River to recharge the Oxnard Forebay groundwater basin, pumped by UWCD, and delivered to the City through the Oxnard-Hueneme Pipeline) (regulated by the Fox Canyon Groundwater Management Agency (FCGMA)), (2) local water pumped from the City's 10 wells, and (3) imported water purchased from the Calleguas Municipal Water District. These water sources are blended to supply potable water to most areas within the City.

Several mutual water companies provide water to specific areas of the City that are not served by the City. Cypress Mutual Water Company, Santa Clara High School Mutual Water Company, Saviers Road Mutual Water Company, and the Dempsey Road Mutual Water Company each provide water service to relatively small areas located in the southern portion of the City. The Rio Manor Mutual Water

²¹ As discussed above, this population projection significantly exceeds the likely population growth expected within the City.

Company serves a neighborhood in the northern portion of the City. In addition, various mutual water companies provide water service outside City boundaries but within the City's sphere of influence in the communities of Nyeland Acres and El Rio to the north of the City.

The City became the successor agency to the Ocean View Municipal Water District (which was dissolved in 2008), and provides water to a large, predominantly agricultural area located to the southeast of the City and outside its sphere of influence. Although the City is authorized to provide water service within the former boundaries of the Ocean View Municipal Water District, any new or extended service provided by the City in this area after 2008 is subject to LAFCo approval under Government Code § 56133.

In addition to providing potable water to its residential, commercial, and industrial customers, the City supplies water to the Port Hueneme Water Agency (PHWA). According to the 2015 UWMP, in 2002, the City entered into a Three-Party Water Supply Agreement (WSA) with the Port Hueneme Water Agency (PHWA) and Calleguas Municipal Water District (CMWD). The Three-Party WSA was intended to aggregate the imported water supplied to the City and PHWA from CMWD. The City would supply PHWA with imported water from CMWD through the City's facilities. In 2015, the City provided PHWA with 558 AF of CMWD water. During the period between 2003 and 2013, the City obtained an annual transfer of 700 AF of FCGMA credits from PHWA as one of the provisions of the Three-Party WSA.

According to the City's General Plan, there is a long-range water supply strategy to combine wastewater recycling, groundwater injection, and groundwater desalination to make more efficient use of existing local water resources to meet projected water supply needs of the City. The City's 2015 Public Works Integrated Master Plan explains that the Groundwater Recovery Enhancement and Treatment (GREAT) program will provide the City access to a reliable and sustainable water supply of improved water quality, decreasing the City's reliance on imported water. The program involves treatment of wastewater for use as recycled water, treatment of groundwater for total dissolved solids and nitrate reduction, and indirect potable reuse of water through groundwater injection of recycled water, thereby reducing demand on existing potable water supplies. In 2016, the City began operating its Advanced Water Purification Facility on a regular basis.

According to the 2015 UWMP, as of 2015 the City's Advanced Water Purification Facility produced 605 AFY and has the ability to produce 7,000 AFY by 2020 and 14,000 AFY by 2025. The City uses recycled water for landscape irrigation throughout its jurisdiction, and currently provides recycled water to agricultural users in the Oxnard Plain.

The City Council approved water pass-through rates in February 2017 to help offset financial losses in the Water Fund. The pass-through rate adjustments covered the increase in the cost of water purchased from the UWCD and the CMWD. In addition, the City Council approved a new water rate structure, subject to Proposition 218 notice of water rate adjustments, resulting in an average increase of \$3.60 per month for single-family households starting in September 2017. The rate increase will ensure that the Water Fund can meet the daily operations and maintenance costs of the water system, fund certain capital improvements, and meet debt covenants and reserve requirements.

Water revenues are projected to be \$60.3 million during FY 2017-18, which represents an increase of \$7.8 million (or 15%) over the adopted expenses for FY 2016-17. Water expenses during FY 2017-18 are projected to be \$58.9 million, a decrease of approximately \$1.7 million compared to adopted expenses

for FY 2016-17. As a result of the rate adjustments and reduced expenses, the ending fund balance for the Water Fund is estimated to be \$16.6 million in June 2018.

Current Potable Water Demand and Supply

When users of private well systems convert to City water use and the private well has a FCGMA historical allocation, that allocation may be transferred to the City. In addition, historical allocation may be transferred when land use transitions from agricultural to municipal and industrial. Historically, the allocation transfer associated with the transition of use was 2 AFY per acre converted to City water. This amount was reduced by 25% pursuant to the FCGMA’s Ordinance Code. On April 11, 2014, FCGMA Emergency Ordinance E was adopted which changed the allocation system used by municipal and industrial well operators from that of the historical allocation system to a Temporary Extraction Allocation (TEA). The TEA is based on an average of extractions reported for the period 2003 to 2012. A 20% reduction of the TEA has been implemented in steps. Allocation transfers associated with the historical allocation system are on hold while Emergency Ordinance E is in effect. A new pumping allocation system is currently under development. Additionally, the City can accrue a Recycled Water Pumping Allocation of up to 5,200 AFY for recycled water delivered to agricultural users as conditioned in FCGMA Resolution No. 2013-02. It is important to note that groundwater levels below sea level in coastal areas can induce seawater intrusion.

During 2015, water demand within the City’s service area was 25,423 AFY for potable and raw water and 605 AFY for recycled water, for a total demand of 26,028 AFY. The 2015 UWMP documents current retail water supplies of 25,806 AFY or 25,066 AFY (based on consultation with City staff, it is not clear which figure is accurate).

Future Potable Water Demand and Supply

Current and estimated future potable and raw water demand within the City is provided as follows (pursuant to the 2015 UWMP and the 2015 Public Works Integrated Master Plan), and assumes a demand factor of 132 gallons per capita per day (gpcd):

Year	2015	2020	2025	2030	2035	2040
Water Demand (acre feet)	25,423	32,664	34,054	35,445	36,835	38,225

Estimated future potable and raw water supply is provided as follows (pursuant to the 2015 UWMP):

Year	2020	2025	2030	2035	2040
Water Supply (acre feet)	33,341	40,341	40,341	40,341	40,341

Estimated future supply (including recycled water) is provided as follows (pursuant to the 2015 UWMP):

Year	2020	2025	2030	2035	2040
Water Supply (acre feet)	40,341	54,341	54,341	54,341	54,341

According to the 2015 UWMP, during normal years between 2020 and 2040, supply will exceed demand. For the same period, during single dry years, supply would exceed demand (except during 2020 where demand would exceed supply by 417 AFY), and during multiple dry years, demand would increasingly exceed supply. The UWMP notes that demand projections are conservative and do not include

reductions due to drought demand management measures or public conservation efforts during drought conditions.

The City's groundwater supplies are subject to the Sustainable Groundwater Management Act (SGMA). The FCGMA serves as the lead agency for preparation of the Groundwater Sustainability Plan. According to the 2015 UWMP, as the City's groundwater allocation in the future remains uncertain, the City intends to use recycled water for groundwater recharge. According to FCGMA staff, the City currently has an annual groundwater extraction allocation of 7,186.369 AFY under Emergency Ordinance E. A new allocation system is under development (expected to be established in 2018), which may result in a change to the City's groundwater allocation.

In order to meet the City's projected 2040 demand, the City must implement additional projects to provide a reliable, redundant, and sustainable water supply.

The City is currently implementing a pilot aquifer storage and recovery (ASR) program to explore options for injection and extraction of recycled water, and is in the testing phase of development.

Written Determinations

The Commission is required to prepare a written statement of its determinations with respect to each of the subject areas provided below (Government Code § 56430(a)).

1. Growth and population projections for the affected area

According to the U.S. Bureau of the Census, from 2000 to 2010, the City of Oxnard’s population increased from 170,358 to 197,899. The California Department of Finance estimated the City’s population to be 206,997 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 36,639 people, or 21.5% (1.3% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	206,997	217,973	232,514	248,025	264,572	282,222

Population growth is expected to be less based on the 0.71% annual population growth trend for a shorter span of time (between 2010 and 2017 (from 197,899 to 207,772)), and would result in a slower (and likely more realistic) estimated population increase than that provided above:

Year	2017	2020	2025	2030	2035	2040
Population Estimate	207,772	212,229	219,871	227,788	235,990	244,488

The Southern California Association of Governments (SCAG) 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) growth forecast projects population growth of the City to occur more slowly, with an estimated population of 237,300 in 2040.

The City’s General Plan, adopted in 2011 with a planning horizon of 2030, anticipated a buildout population of up to 238,996 based on the scale of development projects anticipated at that time. According to City staff, the City’s growth after 2000 is largely due to the development of several large specific plan areas and projects. Residential development currently under construction within the City includes The Village Specific Plan (located on Wagon Wheel Road immediately south of the 101 Freeway and west of Oxnard Boulevard), with approximately 1,200 units remaining to be developed.

Anticipated residential development within the City and its sphere of influence includes: (1) Teal Club Specific Plan (located immediately north of the Oxnard Airport, within the City’s sphere of influence), containing approximately 800 units, (2) East Village Phase III (located at the northeast corner of Camino del Sol and Rose Avenue, within the City), containing approximately 400 units, (3) The Gallery at River Ridge (located at the northwest corner of Vineyard Avenue and Ventura Road within the City), containing approximately 300 units, and (4) the North Shore project (located at the northeast corner of Harbor Boulevard and Fifth Street within the City), containing approximately 229 units. The South Shore Specific Plan, containing 1,500 proposed homes and an estimated 6,000 residents, was included in the City’s General Plan but has since been eliminated as a potential project to be developed within the City.

The addition of the approximately 2,929 units in construction and anticipated (described above) would result in a population increase of approximately 12,000. In addition, through 2030, the City anticipates development of approximately 2,000 units (that would result in a population increase of approximately 8,000) through smaller developments and accessory dwelling units. Thus, expected population growth of approximately 20,000 based on anticipated projects through 2030 is not expected to exceed the population growth projected in the General Plan.

Based on information provided by City staff, and consideration of anticipated development and the information provided above, the City's population is expected to reach approximately 240,000 by 2040.

2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income (Government Code § 56033.5). The Ventura LAFCo has determined that the community of Nyeland Acres, northeast of and contiguous to the City and located within the City's current sphere of influence, is a disadvantaged unincorporated community. Based on 2010 U.S. Bureau of the Census demographic data, the Nyeland Acres community consists of 3,003 residents and has a median household income of \$42,043.

The Nyeland Acres community receives the following municipal services:

Fire services:

- Fire protection services within the Nyeland Acres community are provided by the Ventura County Fire Protection District and the City of Oxnard under a mutual aid agreement.

Police services:

- The Ventura County Sheriff's Office provides police services to the Nyeland Acres community.

Wastewater services:

- Ventura County Service Area No. 30 (CSA 30) provides wastewater service to the Nyeland Acres community. Under an agreement with the City of Oxnard, CSA 30 discharges wastewater to the City's collection system, which is then conveyed to the City's treatment plant.

Water services:

- The Garden Acres Mutual Water Company and Nyeland Acres Mutual Water Company provide water service to the Nyeland Acres community. Both water companies obtain their water from wells. Neither company's water system currently meets County of Ventura fire flow standards. In addition, Garden Acres Mutual Water Company operates a single well with no long-term backup supply in the event of an emergency. Nyeland Acres Mutual Water Company has been exceeding its groundwater allocation every year since 1996.

3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies

Fire services:

- The City operates eight fire stations which serve the City and nearby unincorporated communities.
- The City's eight fire stations serve 206,997 residents. The Fire Department achieves its emergency response time goal 78% of the time, up from 62% in 2012.

Library services:

- The City provides library services through a main library and two branch libraries.
- The City's per capita library spending is approximately \$17.

Police services:

- The City currently provides a ratio of one sworn officer per 831 residents.
- Over the last two years, police response time goals were met 86.2% of the time for emergency calls, and 90% of the time for non-emergency calls.
- In order to maintain the current staffing ratio for the anticipated population at buildout of the General Plan, a total of 289 sworn officers would be required.

Recreation and park services:

- The City provides approximately 561.26 acres of developed and anticipated park facilities, 62 acres of City-owned beaches, approximately 135 acres of undeveloped area owned by the City near Ormond Beach, and a portion of the channels in the Channel Islands Harbor. Two new parks have been completed over the last two years and two new parks are planned. Including the parks in the planning stages, it appears that the City will need approximately 10 additional acres to meet its parkland goal.
- The River Ridge Golf Course is supported by the private contractor that operates the facility, development impact fees, and the General Plan. The City's contract with the private operator will expire during FY 2018-19, and it is not clear whether the City will continue to operate the facility, contract with a new operator, or convert the facility to another use.

Solid waste services:

- The City provides solid waste collection services directly to residential, commercial, and industrial customers.
- The City provides a number of related services, including education, waste reduction programs, and hazardous waste disposal.

Streets, highways, and drainage services:

- The City provides street construction and maintenance, street lighting services, and landscape maintenance services.

- The City provides street sweeping services and some street lighting services by means of a contract with a private provider.

Wastewater services:

- The City provides wastewater collection and treatment services to the City and to adjacent public agencies and unincorporated areas.
- The 2015 Public Works Integrated Master Plan identified capacity deficiencies in the wastewater collection system. System upgrades are necessary to address capacity deficiencies and account for increases in wastewater flow. Total estimated cost for capacity-related projects to the collection system is \$3.2 million. Limited information exists for the condition of most of the pipeline in the system; however, in FY 2016-17 the City implemented a sewer condition assessment program. The City's ability to implement wastewater capital improvements is dependent on its ability to increase revenues.
- The City's wastewater treatment plant has adequate capacity to accommodate current and future anticipated wastewater flows. However, an assessment of the plant documented deterioration, corrosion, poor treatment efficiency, operator safety hazards, and the overall need for rehabilitation and replacement of much of the wastewater treatment plant's infrastructure that is nearing or has exceeded its remaining useful life. To keep the plant safe and operational for the immediate future (maximum of 10 years), an investment of approximately \$39 million would be necessary.

Water services:

- The City provides potable water to most of the City and to areas adjacent to the City.
- During 2015, water demand within the City's service area was 25,423 AFY for potable and raw water and 605 AFY for recycled water, for a total demand of 26,028 AFY. The 2015 UWMP documents current retail water supplies of 25,806 AFY or 25,066 AFY (based on consultation with City staff, it is not clear which figure is accurate). The City should confirm which supply figure is accurate.
- In order to meet the projected 2040 demand, the City must implement additional projects to provide a reliable, redundant, and sustainable water supply.
- According to the 2015 UWMP, during normal years between 2020 and 2040, supply will exceed demand. For the same period, during single dry years, supply would exceed demand (except during 2020 where demand would exceed supply by 417 AFY), and during multiple dry years, demand would increasingly exceed supply. While the UWMP notes that demand projections are conservative and do not include reductions due to drought demand management measures or public conservation efforts during drought conditions, the City should demonstrate its ability to provide water that meets demand during drought conditions.

4. Financial ability of agencies to provide services

- The City has a balanced budget.
- City staff has indicated that revenue is significantly below that needed for maintenance of City streets, alleys, drainage, and storm water quality facilities.
- The City documents that capital improvements are necessary to support the City's wastewater system. The City recently increased its sewer rate structure, which was challenged through

Measure M, which was passed by City voters to nullify the new rate structure. The City will continue to collect revenues according to the new rate structure, at least until a court case regarding this issue is heard and a judgment has been entered. Until the legal challenge to the City's wastewater rate is resolved, it is not clear if the City will have the ability to adequately support its wastewater collection and treatment systems.

5. Status of, and opportunities for, shared facilities

- The VCFPD provides fire dispatch service for the unincorporated County area as well as all cities within the County.

6. Accountability for community service needs, including governmental structure and operational efficiencies

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings, and dissemination of information.
- The City's website contains a significant amount of information on the current and previous City budget, services and programs, City happenings and activities, public meetings, development activities, and City documents. Current and past City Council agendas are accessible and agenda items are linked to staff reports.
- The City should consider providing a bilingual format for the website. The City currently provides public notices and other City documents in Spanish and translates City Council meeting broadcasts into Spanish.
- City Council meetings are broadcast live on the City's government cable channel and on the City's website. Archived videos of City Council meetings are available for viewing on the City's website.
- The City achieves operational efficiencies through its participation as a co-permittee in the Ventura Countywide Stormwater Quality Management Program. Under this program, the City works with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System Municipal Separate Storm Sewer System permit.

7. Any other matter related to effective or efficient service delivery, as required by Commission policy.

Opportunities exist for better regional coordination of the many transit services within the County. The following discussion includes a summary of existing public transit services within Ventura County, current public transit inefficiencies and limitations on regionalization, progress toward public transit coordination, and opportunities for further public transit coordination. Some cities prefer to control and operate their own transit systems in order to provide service focused on users within their jurisdictions; however, the following discussion is based on the idea that a more coordinated, regional perspective on public transit will result in improved service for public transit users.

Existing Public Transit Services in Ventura County:

- The City of Ojai²² and the City of Simi Valley each provide transit service, with City employees operating and maintaining the vehicles.
- The City of Camarillo provides transit service by means of a contract with a private operator (i.e., Roadrunner Shuttle).
- The City of Thousand Oaks provides transit service by means of a contract with a private operator (i.e., MV Transportation).
- The City of Moorpark provides transit service by means of a contract with the City of Thousand Oaks, which holds a contract for service with a private operator (i.e., MV Transportation).
- Under a cooperative agreement amongst the County of Ventura, the City of Santa Paula, and the City of Fillmore, the Ventura County Transportation Commission (VCTC)²³ administers public transit service in and surrounding the Santa Paula, Fillmore, and Piru areas of Ventura County (i.e., the Valley Express). The service is provided by means of a contract with a private operator (i.e., MV Transportation).
- The County of Ventura contracts with the City of Thousand Oaks, which contracts the service to a private operator (i.e., MV Transportation), for the operation of the free Kanan Shuttle service between the unincorporated area of Oak Park and the City of Agoura Hills. The service is provided fare-free as the required 20% farebox recovery²⁴ required by the Transportation Development Act (TDA) is provided by local contributions from Ventura County Service Area No. 4, the Oak Park Unified School District, and, most recently, the City of Agoura Hills.
- Gold Coast Transit District (GCTD) provides local and regional fixed-route and paratransit service in the cities of Ojai, Oxnard, Port Hueneme, Ventura and the unincorporated areas of Ventura County. Service is provided on 20 fixed routes, with a fleet includes 56 buses and 24 paratransit vehicles. GCTD directly operates its fixed-route service and contracts its paratransit service to a private operator (i.e., MV Transportation).
- The VCTC provides regional service, by means of a contract with a private provider, which consists of the following routes: (1) Highway 101/Conejo Connection (serving the section of Highway 101 between Ventura and the San Fernando Valley), (2) Highway 126 (serving Fillmore, Santa Paula, Saticoy, and Ventura), (3) Coastal Express (serving Ventura County and Santa Barbara County), (4) East County (serving the Simi Valley, Moorpark, and Thousand Oaks area), (5) Oxnard/Camarillo/California State University at Channel Islands Connector (serving the Camarillo and Oxnard area), and (6) East/West Connector (serving Simi Valley, Moorpark, Camarillo, Oxnard and Ventura, as of November 2017).
- The ECTA was formed in 2013 through a Memorandum of Understanding (MOU) amongst the City of Camarillo, City of Moorpark, City of Simi Valley, City of Thousand Oaks, and the County of Ventura for the eastern portion of unincorporated Ventura County. ECTA was formed to better coordinate transit services among these agencies. In August 2015, ECTA initiated a service

²² The City's transit service is limited to the Ojai Trolley which operates within the City, and the unincorporated communities of Meiners Oaks and Mira Monte. The Ojai Trolley service operates within the GCTD service area, but is operated directly by the City.

²³ VCTC is the regional transportation planning agency of Ventura County, and oversees a large part of the distribution of public funds for transportation and transit within the County.

²⁴ TDA funding provided by the State to local jurisdictions may not exceed a certain percentage of the cost to provide public transit service (i.e., 80% for urban areas and 90% for rural areas). The remaining percentage of the cost (i.e., 20% for urban areas and 10% for rural areas) must be covered locally through some other means, known as "farebox recovery." Note that funding sources other than rider fares may qualify as "farebox recovery."

known as “CONNECT City-to-City” which offers Americans with Disabilities Act (ADA) and Senior intercity dial-a-ride service under a single paratransit system.²⁵ The City of Thousand Oaks administers the service, which is contracted to a private operator (i.e., MV Transportation).

Current Public Transit Inefficiencies and Limitations on Regional Coordination:

- According to the Ventura County Regional Transit Study (VCTC, April 9, 2012)²⁶, public transit within the County was found to be disjointed. Public transit service providers have varying schedules (i.e., days and hours of operation, frequency of buses (headways)), and fares (including different eligible ages for senior fares (e.g., a lower qualifying age for seniors in the City of Camarillo)), and maintain separate websites and bus books. No single agency or website provides a complete guide for public transit users who wish to plan interagency trips. The study concluded that “This makes connections difficult and service confusing, especially for the infrequent or new rider. While VCTC and the operators have attempted to improve connections through coordinated fare media and scheduling software, progress toward truly integrated service has been minimal.”
- Limited access to non-TDA funding for transit restricts the ability of cities and other public transit operators to increase revenue service hours and still meet TDA farebox recovery requirements. Because of the minimal levels of service currently provided in some areas of the County, regional travel times are often lengthy and opportunities for passengers to connect between buses are few. Shorter headways and total trip times depend on increased transit funding under the current funding distribution structure or a different method of distribution for the County’s transit funding. Inability to access funding for transportation also limits implementation of improvements for fleet expansions, pedestrian infrastructure, and street lighting.
- While some of the individual transit-serving agencies have made efforts to improve coordination among systems (e.g., through the formation of the GCTD (formed in 2013), and the ECTA (created in 2013)), public transit in the County overall is divided into separate, often unrelated, transit systems. The Ventura County Regional Transit Study acknowledged the challenges in establishing a coordinated system, including the fact that Ventura County consists of “widely spaced, diverse communities and centers where geographic areas do not share common economic, social, and transportation service values.”
- While it is the intent of ECTA to move toward further consistency and regionalization of services in the eastern portion of Ventura County, the existing local transit programs of two ECTA member agencies are limited in their ability to fully participate in the regional ECTA programs:
 - The City of Simi Valley operates fixed route transit service using City personnel and City-owned equipment.
 - The City of Camarillo receives contributions from local funding partners (e.g., the Leisure Village retirement community for residents age 55 and older). For the purposes of City of Camarillo public transit, riders aged 55 and older qualify to ride as senior fares, whereas 65 is the qualifying age for seniors on other transit systems.

²⁵ The City of Camarillo does not participate in the CONNECT service because: (1) the City already provides regional ADA and Senior intercity service throughout the East County ((this enables the City to provide senior service to more riders within the City by allowing a lower qualifying age limit of 55 years (rather than 65 years)), and (2) Camarillo ADA and senior riders have the benefit of using just one dial-a-ride system for both local and regional service.

²⁶ The study included consultation with VCTC commissioners, city managers, local public transit providers, and the public.

- Senate Bill 325 (1971) established State transit funding (TDA funding) for the purpose of directly supporting public transportation through the imposition of a ¼-cent local sales tax beginning in 1972. An exception was included for rural counties (i.e., counties with populations of fewer than 500,000, based on the 1970 U.S. Census), in general, to also allow use of the funding for local streets and roads if the transportation planning agency finds that there are no unmet transit needs. Through Senate Bill 716 (2009), the law was modified, and specified that the exception now applied to: (1) rural counties (i.e., counties with populations of fewer than 500,000 (based on the 2010 U.S. Census), and (2) cities within urban counties (i.e., counties with populations of 500,000 or more, based on the 2010 U.S. Census) with populations of 100,000 or fewer. Ventura County has a population of more than 500,000 and therefore qualifies as an urban county; however, several of its cities are eligible to use TDA money for streets and roads projects, provided that they: (1) have a population of 100,000 or fewer, (2) are not within the GCTD service area, and (3) do not have an unmet transit need. Because Ventura County cities with populations of more than 100,000 are restricted to using all their TDA money for public transit purposes regardless of the extent of need for public transit, these cities cannot use TDA funding for streets and roads projects.

Progress Toward Regional Coordination of Public Transit:

- On October 3, 2013, Governor Brown signed into law Assembly Bill 664, which formed the GCTD to include five members: four cities and the County. AB 664 also authorized the remaining cities in Ventura County to request to join the GCTD in the future. Prior to the formation of the GCTD, local TDA funding for operating costs and capital projects was provided to Gold Coast Transit (operating as a Joint Powers Authority (JPA)) by its member agencies, allocated by a formula based on the percentage of revenue miles of transit service provided within each participating jurisdiction. As a district, GCTD has the ability to implement service improvements and meet the public's transit needs from a systemwide perspective, and distributes TDA funds to its members for transit-related purposes such as bus stop construction and transit-related maintenance needs. Following the formation of the District, the GCTD also adopted the following planning documents to further improve the delivery of service to GCTD members: GCTD Service Planning Guidelines (Adopted February 2014), Bus Stop Guidelines (Adopted June 2015), Short Range Transit Plan (Adopted November 2015), and Fleet Management Plan (October 2016). Additionally, in May 2017, GCTD began construction of a new Operations and Maintenance Facility in the City of Oxnard. Once built, the 15-acre facility will allow GCTD to maintain a fleet of up to 125 buses and will include an administration and operations building, an 8-bay maintenance and repair building, a compressed natural gas (CNG) fuel station and bus wash. The facility is scheduled to open in the fall of 2018.
- GCTD's Short Range Transit Plan identified recommended service improvements such as implementing: (1) additional service to Naval Base Ventura County in Port Hueneme, (2) express service between Oxnard and Ventura, and (3) increased service frequencies on its core routes. While funding for these improvements is not in place, service improvements could potentially be funded through the Federal Transit Administration (FTA) (FTA Section 5310/5307 program).
- ECTA is the result of greater awareness for the need to improve coordination amongst transit systems in the eastern portion of the County, and has initiated programs to simplify interjurisdictional trips for riders in the eastern portion of the County (e.g., CONNECT City-to-City). The cities of Moorpark, Simi Valley, and Thousand Oaks are each in various stages of

completing strategic plans for transit, including improved regional coordination with regard to hours of operation, route schedules and connectivity, fares, senior age criteria, and consistency of policies.

- Technological advances have provided opportunities for improved regional trip-planning resources for riders. GCTD, VCTC, and Thousand Oaks Transit have schedules available on Google Maps. By the end of FY 2017-18, information about other fixed-route transit services countywide is expected to be available on Google Transit (a web application that assists riders in accessing transit schedule information and planning public transit trips). GCTD launched Google Maps Online Trip Planner in 2014, and recently launched a mobile ticketing application.
- Transfer agreements and fare media (GO Ventura 31-day pass) including the installation of the GFI Genfare system on all transit vehicles have helped improve coordination between systems. However, fare discrepancies and fare policies still need to be addressed.
- VCTC's Coordinated Public Transit – Human Services Transportation Plan (April 2017) identifies strategies to address gaps or deficiencies in the current public transit system in meeting the needs of senior, disabled, and low-income populations in Ventura County. One of the strategies identified in the plan is the implementation of a countywide “one-call/one-click” transit information center intended to simplify and improve trip-planning and access to information about public transit services. Funding has not yet been identified for this service, but the service could potentially be funded through the FTA.

Opportunities for Further Regional Coordination of Public Transit:

- It is clear that constraints to regionalizing public transit exist within Ventura County, and that local jurisdictions have identified opportunities (and implemented some improvements) with respect to local public transit. The City may wish to continue its dialogue with the County and the other cities to further improve connectivity within Ventura County and simplify customers' public transit experiences, including (but not necessarily limited to) the following discussion topics:
 - Identify one agency as the regional transportation authority to oversee and implement the majority of public transit within the County;
 - Encourage cities that are not currently members of the GCTD to request to join the GCTD, or contract with GCTD for some or all of their planning or operational needs; or
 - Establish a new transit district that would complement the GCTD's service area and provide service within areas not currently served by the GCTD in the East County (the formation of ECTA was a step toward potentially realizing this opportunity in the eastern portion of Ventura County).

RESOLUTION OF THE VENTURA LOCAL AGENCY FORMATION COMMISSION DETERMINING THAT THE MUNICIPAL SERVICE REVIEW FOR THE CITY OF OXNARD IS EXEMPT FROM THE CALIFORNIA ENVIRONMENTAL QUALITY ACT, ACCEPTING THE MUNICIPAL SERVICE REVIEW FOR THE CITY OF OXNARD, AND MAKING STATEMENTS OF DETERMINATION

WHEREAS, Government Code § 56425 et seq. requires the Local Agency Formation Commission (LAFCo or Commission) to develop and determine the sphere of influence of each local governmental agency within the County; and

WHEREAS, Government Code § 56430(e) requires each LAFCo to conduct a municipal service review before, or in conjunction with, but no later than the time it is considering an action to establish or update a sphere of influence; and

WHEREAS, the Ventura LAFCo has approved a work plan to conduct municipal service reviews and sphere of influence reviews/updates, and the municipal service review for the City of Oxnard (City) is part of that work plan; and

WHEREAS, LAFCo has prepared a report titled “City of Oxnard – Municipal Service Review” that contains a review of the services provided by the City; and

WHEREAS, the “City of Oxnard – Municipal Service Review” report contains recommended statements of determinations related to the City, as required by Government Code § 56430; and

WHEREAS, the “City of Oxnard – Municipal Service Review” including the recommended statements of determination were duly considered at a public hearing on February 21 2018; and

WHEREAS, the Commission heard, discussed, and considered all oral and written testimony for and against the recommended exemption from California Environmental Quality Act (CEQA), the “City of Oxnard – Municipal Service Review” report and the written determinations, including, but not limited to, the LAFCo staff report dated February 21, 2018, and recommendations.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED by the Ventura Local Agency Formation Commission as follows:

- (1) The municipal service review report titled “City of Oxnard – Municipal Service Review”, including the related statements of determination, are determined to be exempt from CEQA pursuant to § 15061(b)(3) of the CEQA Guidelines, and LAFCo staff is directed to file a Notice of Exemption as the lead agency pursuant to § 15062 of the CEQA Guidelines; and
- (2) The Commission accepts the “City of Oxnard – Municipal Service Review” report as presented to the Commission on February 21, 2018, including any modifications approved by a majority of the Commission as a part of this action. The Executive Officer is authorized to make minor edits to the report for accuracy and completeness; and
- (3) The LAFCo staff report dated February 21, 2018, and recommendation for acceptance of the “City of Oxnard – Municipal Service Review” report are hereby adopted; and
- (4) Pursuant to Government Code § 56430(a), the following statements of determination are hereby made for the City:

a. Growth and population projections for the affected area. [§ 56430(a)(1)]

According to the U.S. Bureau of the Census, from 2000 to 2010, the City of Oxnard’s population increased from 170,358 to 197,899. The California Department of Finance estimated the City’s population to be 206,997 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 36,639 people, or 21.5% (1.3% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	206,997	217,973	232,514	248,025	264,572	282,222

Population growth is expected to be less based on the 0.71% annual population growth trend for a shorter span of time (between 2010 and 2017 (from 197,899 to 207,772)), and would result in a slower (and likely more realistic) estimated population increase than that provided above:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	207,772	212,229	219,871	227,788	235,990	244,488

The Southern California Association of Governments (SCAG) 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) growth forecast projects population growth of the City to occur more slowly, with an estimated population of 237,300 in 2040.

The City’s General Plan, adopted in 2011 with a planning horizon of 2030, anticipated a buildout population of up to 238,996 based on the scale of development projects anticipated at that time. According to City staff, the City’s growth after 2000 is largely due to the development of several large specific plan areas and projects. Residential development currently under construction within the City includes The Village Specific Plan (located on Wagon Wheel Road immediately south of the 101 Freeway and west of Oxnard Boulevard), with approximately 1,200 units remaining to be developed.

Anticipated residential development within the City and its sphere of influence includes: (1) Teal Club Specific Plan (located immediately north of the Oxnard Airport, within the City’s sphere of influence), containing approximately 800 units, (2) East Village Phase III (located at the northeast corner of Camino del Sol and Rose Avenue, within the City), containing approximately 400 units, (3) The Gallery at River Ridge (located at the northwest corner of Vineyard Avenue and Ventura Road within the City), containing approximately 300 units, and (4) the North Shore project (located at the northeast corner of Harbor Boulevard and Fifth Street within the City), containing approximately 229 units. The South Shore Specific Plan, containing 1,500 proposed homes and an estimated 6,000 residents, was included in the City’s General Plan but has since been eliminated as a potential project to be developed within the City.

The addition of the approximately 2,929 units in construction and anticipated (described above) would result in a population increase of approximately 12,000. In addition, through 2030, the City anticipates development of approximately 2,000 units (that would result in a population increase of approximately 8,000) through smaller developments and accessory dwelling units. Thus, expected population growth of approximately 20,000 based on anticipated projects through 2030 is not expected to exceed the population growth projected in the General Plan.

Based on information provided by City staff, and consideration of anticipated development and the information provided above, the City’s population is expected to reach approximately 240,000 by 2040.

b. *The location and characteristics of any disadvantaged unincorporated*

communities within or contiguous to the sphere of influence. [§ 56430(a)(2)]

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income (Government Code § 56033.5). The Ventura LAFCo has determined that the community of Nyeland Acres, northeast of and contiguous to the City and located within the City's current sphere of influence, is a disadvantaged unincorporated community. Based on 2010 U.S. Bureau of the Census demographic data, the Nyeland Acres community consists of 3,003 residents and has a median household income of \$42,043.

The Nyeland Acres community receives the following municipal services:

Fire services:

- Fire protection services within the Nyeland Acres community are provided by the Ventura County Fire Protection District and the City of Oxnard under a mutual aid agreement.

Police services:

- The Ventura County Sheriff's Office provides police services to the Nyeland Acres community.

Wastewater services:

- Ventura County Service Area No. 30 (CSA 30) provides wastewater service to the Nyeland Acres community. Under an agreement with the City of Oxnard, CSA 30 discharges wastewater to the City's collection system, which is then conveyed to the City's treatment plant.

Water services:

- The Garden Acres Mutual Water Company and Nyeland Acres Mutual Water Company provide water service to the Nyeland Acres community. Both water companies obtain their water from wells. Neither company's water system currently meets County of Ventura fire flow standards. In addition, Garden Acres Mutual Water Company operates a single well with no long-term backup supply in the event of an emergency. Nyeland Acres Mutual Water Company has been exceeding its groundwater allocation every year since 1996.

c. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs and deficiencies. [§ 56430(a)(3)]

Fire services:

- The City operates eight fire stations which serve the City and nearby unincorporated communities.
- The City's eight fire stations serve 206,997 residents. The Fire Department achieves its emergency response time goal 78% of the time, up from 62% in 2012.

Library services:

- The City provides library services through a main library and two branch libraries.
- The City's per capita library spending is approximately \$17.

Police services:

- The City currently provides a ratio of one sworn officer per 831 residents.
- Over the last two years, police response time goals were met 86.2% of the time for emergency calls, and 90% of the time for non-emergency calls.
- In order to maintain the current staffing ratio for the anticipated population at buildout of the General Plan, a total of 289 sworn officers would be required.

Recreation and park services:

- The City provides approximately 561.26 acres of developed and anticipated park facilities, 62 acres of City-owned beaches, approximately 135 acres of undeveloped area owned by the City near Ormond Beach, and a portion of the channels in the Channel Islands Harbor. Two new parks have been completed over the last two years and two new parks are planned. Including the parks in the planning stages, it appears that the City will need approximately 10 additional acres to meet its parkland goal.
- The River Ridge Golf Course is supported by the private contractor that operates the facility, development impact fees, and the General Plan. The City's contract with the private operator will expire during FY 2018-19, and it is not clear whether the City will continue to operate the facility, contract with a new operator, or convert the facility to another use.

Solid waste services:

- The City provides solid waste collection services directly to residential, commercial, and industrial customers.
- The City provides a number of related services, including education, waste reduction programs, and hazardous waste disposal.

Streets, highways, and drainage services:

- The City provides street construction and maintenance, street lighting services, and landscape maintenance services.
- The City provides street sweeping services and some street lighting services by means of a contract with a private provider.

Wastewater services:

- The City provides wastewater collection and treatment services to the City and to adjacent public agencies and unincorporated areas.
- The 2015 Public Works Integrated Master Plan identified capacity deficiencies in the wastewater collection system. System upgrades are necessary to address capacity deficiencies and account for increases in wastewater flow. Total estimated cost for capacity-related projects to the collection system is \$3.2 million. Limited information exists for the condition of most of the pipeline in the system; however, in FY 2016-17 the City implemented a sewer condition assessment program. The City's ability to implement wastewater capital improvements is dependent on its ability to increase revenues.
- The City's wastewater treatment plant has adequate capacity to accommodate current and future anticipated wastewater flows. However, an assessment of the plant documented deterioration, corrosion, poor treatment efficiency, operator safety hazards, and the overall need for rehabilitation and replacement of much of the wastewater treatment plant's infrastructure that is nearing or has exceeded its remaining useful life. To keep the plant safe and operational for the immediate future (maximum of 10 years), an investment of approximately \$39 million would be necessary.

Water services:

- The City provides potable water to most of the City and to areas adjacent to the City.
- During 2015, water demand within the City's service area was 25,423 AFY for potable and raw water and 605 AFY for recycled water, for a total demand of 26,028 AFY. The 2015 UWMP documents current retail water supplies of 25,806 AFY or 25,066 AFY (based on consultation with City staff, it is not clear which figure is accurate). The City should confirm which supply figure is accurate.
- In order to meet the projected 2040 demand, the City must implement additional projects to provide a reliable, redundant, and sustainable water supply.
- According to the 2015 UWMP, during normal years between 2020 and 2040, supply will exceed demand. For the same period, during single dry years, supply would

exceed demand (except during 2020 where demand would exceed supply by 417 AFY), and during multiple dry years, demand would increasingly exceed supply. While the UWMP notes that demand projections are conservative and do not include reductions due to drought demand management measures or public conservation efforts during drought conditions, the City should demonstrate its ability to provide water that meets demand during drought conditions.

d. *Financial ability of agencies to provide services. [§ 56430(a)(4)]*

- The City has a balanced budget.
- City staff has indicated that revenue is significantly below that needed for maintenance of City streets, alleys, drainage, and storm water quality facilities.
- The City documents that capital improvements are necessary to support the City's wastewater system. The City recently increased its sewer rate structure, which was challenged through Measure M, which was passed by City voters to nullify the new rate structure. The City will continue to collect revenues according to the new rate structure, at least until a court case regarding this issue is heard and a judgment has been entered. Until the legal challenge to the City's wastewater rate is resolved, it is not clear if the City will have the ability to adequately support its wastewater collection and treatment systems.

e. *Status of, and opportunities for, shared facilities. [§ 56430(a)(5)]*

- The Ventura County Fire Protection District (VCFPD) provides fire dispatch service for the unincorporated County area as well as all cities within the County.

f. *Accountability for community service needs, including governmental structure and operational efficiencies. [§ 56430(a)(6)]*

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings, and dissemination of information.
- The City's website contains a significant amount of information on the current and previous City budget, services and programs, City happenings and activities, public meetings, development activities, and City documents. Current and past City Council agendas are accessible and agenda items are linked to staff reports.
- The City should consider providing a bilingual format for the website. The City currently provides public notices and other City documents in Spanish and translates City Council meeting broadcasts into Spanish.

- City Council meetings are broadcast live on the City’s government cable channel and on the City’s website. Archived videos of City Council meetings are available for viewing on the City’s website.
- The City achieves operational efficiencies through its participation as a co-permittee in the Ventura Countywide Stormwater Quality Management Program. Under this program, the City works with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System Municipal Separate Storm Sewer System permit.

g. Any other matter related to effective and efficient service delivery, as required by commission policy. [§ 56430(a)(7)]

Opportunities exist for better regional coordination of the many transit services within the County. The following discussion includes a summary of existing public transit services within Ventura County, current public transit inefficiencies and limitations on regionalization, progress toward public transit coordination, and opportunities for further public transit coordination. Some cities prefer to control and operate their own transit systems in order to provide service focused on users within their jurisdictions; however, the following discussion is based on the idea that a more coordinated, regional perspective on public transit will result in improved service for public transit users.

Existing Public Transit Services in Ventura County:

- The City of Ojai¹ and the City of Simi Valley each provide transit service, with City employees operating and maintaining the vehicles.
- The City of Camarillo provides transit service by means of a contract with a private operator (i.e., Roadrunner Shuttle).
- The City of Thousand Oaks provides transit service by means of a contract with a private operator (i.e., MV Transportation).
- The City of Moorpark provides transit service by means of a contract with the City of Thousand Oaks, which holds a contract for service with a private operator (i.e., MV Transportation).
- Under a cooperative agreement amongst the County of Ventura, the City of Santa Paula, and the City of Fillmore, the Ventura County Transportation Commission (VCTC)² administers public transit service in and surrounding the Santa Paula,

¹ The City’s transit service is limited to the Ojai Trolley which operates within the City, and the unincorporated communities of Meiners Oaks and Mira Monte. The Ojai Trolley service operates within the GCTD service area, but is operated directly by the City.

² VCTC is the regional transportation planning agency of Ventura County, and oversees a large part of the distribution of public funds for transportation and transit within the County.

- Fillmore, and Piru areas of Ventura County (i.e., the Valley Express). The service is provided by means of a contract with a private operator (i.e., MV Transportation).
- The County of Ventura contracts with the City of Thousand Oaks, which contracts the service to a private operator (i.e., MV Transportation), for the operation of the free Kanan Shuttle service between the unincorporated area of Oak Park and the City of Agoura Hills. The service is provided fare-free as the required 20% farebox recovery³ required by the Transportation Development Act (TDA) is provided by local contributions from Ventura County Service Area No. 4, the Oak Park Unified School District, and, most recently, the City of Agoura Hills.
 - Gold Coast Transit District (GCTD) provides local and regional fixed-route and paratransit service in the cities of Ojai, Oxnard, Port Hueneme, Ventura and the unincorporated areas of Ventura County. Service is provided on 20 fixed routes, with a fleet includes 56 buses and 24 paratransit vehicles. GCTD directly operates its fixed-route service and contracts its paratransit service to a private operator (i.e., MV Transportation).
 - The VCTC provides regional service, by means of a contract with a private provider, which consists of the following routes: (1) Highway 101/Conejo Connection (serving the section of Highway 101 between Ventura and the San Fernando Valley), (2) Highway 126 (serving Fillmore, Santa Paula, Saticoy, and Ventura), (3) Coastal Express (serving Ventura County and Santa Barbara County), (4) East County (serving the Simi Valley, Moorpark, and Thousand Oaks area), (5) Oxnard/Camarillo/California State University at Channel Islands Connector (serving the Camarillo and Oxnard area), and (6) East/West Connector (serving Simi Valley, Moorpark, Camarillo, Oxnard and Ventura, as of November 2017).
 - The ECTA was formed in 2013 through a Memorandum of Understanding (MOU) amongst the City of Camarillo, City of Moorpark, City of Simi Valley, City of Thousand Oaks, and the County of Ventura for the eastern portion of unincorporated Ventura County. ECTA was formed to better coordinate transit services among these agencies. In August 2015, ECTA initiated a service known as “CONNECT City-to-City” which offers Americans with Disabilities Act (ADA) and Senior intercity dial-a-ride service under a single paratransit system.⁴ The City of Thousand Oaks administers the service, which is contracted to a private operator (i.e., MV Transportation).

³ TDA funding provided by the State to local jurisdictions may not exceed a certain percentage of the cost to provide public transit service (i.e., 80% for urban areas and 90% for rural areas). The remaining percentage of the cost (i.e., 20% for urban areas and 10% for rural areas) must be covered locally through some other means, known as “farebox recovery.” Note that funding sources other than rider fares may qualify as “farebox recovery.”

⁴ The City of Camarillo does not participate in the CONNECT service because: (1) the City already provides regional ADA and Senior intercity service throughout the East County ((this enables the City to provide senior service to more riders within the City by allowing a lower qualifying age limit of 55 years (rather than 65 years)), and (2) Camarillo ADA and senior riders have the benefit of using just one dial-a-ride system for both local and regional service.

Current Public Transit Inefficiencies and Limitations on Regional Coordination:

- According to the Ventura County Regional Transit Study (VCTC, April 9, 2012)⁵, public transit within the County was found to be disjointed. Public transit service providers have varying schedules (i.e., days and hours of operation, frequency of buses (headways)), and fares (including different eligible ages for senior fares (e.g., a lower qualifying age for seniors in the City of Camarillo)), and maintain separate websites and bus books. No single agency or website provides a complete guide for public transit users who wish to plan interagency trips. The study concluded that “This makes connections difficult and service confusing, especially for the infrequent or new rider. While VCTC and the operators have attempted to improve connections through coordinated fare media and scheduling software, progress toward truly integrated service has been minimal.”
- Limited access to non-TDA funding for transit restricts the ability of cities and other public transit operators to increase revenue service hours and still meet TDA farebox recovery requirements. Because of the minimal levels of service currently provided in some areas of the County, regional travel times are often lengthy and opportunities for passengers to connect between buses are few. Shorter headways and total trip times depend on increased transit funding under the current funding distribution structure or a different method of distribution for the County’s transit funding. Inability to access funding for transportation also limits implementation of improvements for fleet expansions, pedestrian infrastructure, and street lighting.
- While some of the individual transit-serving agencies have made efforts to improve coordination among systems (e.g., through the formation of the GCTD (formed in 2013), and the ECTA (created in 2013)), public transit in the County overall is divided into separate, often unrelated, transit systems. The Ventura County Regional Transit Study acknowledged the challenges in establishing a coordinated system, including the fact that Ventura County consists of “widely spaced, diverse communities and centers where geographic areas do not share common economic, social, and transportation service values.”
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 - The City of Simi Valley operates fixed route transit service using City personnel and City-owned equipment.

⁵ The study included consultation with VCTC commissioners, city managers, local public transit providers, and the public.

- The City of Camarillo receives contributions from local funding partners (e.g., the Leisure Village retirement community for residents age 55 and older). For the purposes of City of Camarillo public transit, riders aged 55 and older qualify to ride as senior fares, whereas 65 is the qualifying age for seniors on other transit systems.
- Senate Bill 325 (1971) established State transit funding (TDA funding) for the purpose of directly supporting public transportation through the imposition of a ¼-cent local sales tax beginning in 1972. An exception was included for rural counties (i.e., counties with populations of fewer than 500,000, based on the 1970 U.S. Census), in general, to also allow use of the funding for local streets and roads if the transportation planning agency finds that there are no unmet transit needs. Through Senate Bill 716 (2009), the law was modified, and specified that the exception now applied to: (1) rural counties (i.e., counties with populations of fewer than 500,000 (based on the 2010 U.S. Census), and (2) cities within urban counties (i.e., counties with populations of 500,000 or more, based on the 2010 U.S. Census) with populations of 100,000 or fewer. Ventura County has a population of more than 500,000 and therefore qualifies as an urban county; however, several of its cities are eligible to use TDA money for streets and roads projects, provided that they: (1) have a population of 100,000 or fewer, (2) are not within the GCTD service area, and (3) do not have an unmet transit need. Because Ventura County cities with populations of more than 100,000 are restricted to using all their TDA money for public transit purposes regardless of the extent of need for public transit, these cities cannot use TDA funding for streets and roads projects.

Progress Toward Regional Coordination of Public Transit:

- On October 3, 2013, Governor Brown signed into law Assembly Bill 664, which formed the GCTD to include five members: four cities and the County. AB 664 also authorized the remaining cities in Ventura County to request to join the GCTD in the future. Prior to the formation of the GCTD, local TDA funding for operating costs and capital projects was provided to Gold Coast Transit (operating as a Joint Powers Authority (JPA)) by its member agencies, allocated by a formula based on the percentage of revenue miles of transit service provided within each participating jurisdiction. As a district, GCTD has the ability to implement service improvements and meet the public’s transit needs from a systemwide perspective, and distributes TDA funds to its members for transit-related purposes such as bus stop construction and transit-related maintenance needs. Following the formation of the District, the GCTD also adopted the following planning documents to further improve the delivery of service to GCTD members: GCTD Service Planning Guidelines (Adopted February 2014), Bus Stop Guidelines (Adopted June 2015), Short Range Transit Plan (Adopted November 2015), and Fleet Management Plan (October 2016).

Additionally, in May 2017, GCTD began construction of a new Operations and Maintenance Facility in the City of Oxnard. Once built, the 15-acre facility will allow GCTD to maintain a fleet of up to 125 buses and will include an administration and operations building, an 8-bay maintenance and repair building, a compressed natural gas (CNG) fuel station and bus wash. The facility is scheduled to open in the fall of 2018.

- GCTD’s Short Range Transit Plan identified recommended service improvements such as implementing: (1) additional service to Naval Base Ventura County in Port Hueneme, (2) express service between Oxnard and Ventura, and (3) increased service frequencies on its core routes. While funding for these improvements is not in place, service improvements could potentially be funded through the Federal Transit Administration (FTA) (FTA Section 5310/5307 program).
- ECTA is the result of greater awareness for the need to improve coordination amongst transit systems in the eastern portion of the County, and has initiated programs to simplify interjurisdictional trips for riders in the eastern portion of the County (e.g., CONNECT City-to-City). The cities of Moorpark, Simi Valley, and Thousand Oaks are each in various stages of completing strategic plans for transit, including improved regional coordination with regard to hours of operation, route schedules and connectivity, fares, senior age criteria, and consistency of policies.
- Technological advances have provided opportunities for improved regional trip-planning resources for riders. GCTD, VCTC, and Thousand Oaks Transit have schedules available on Google Maps. By the end of FY 2017-18, information about other fixed-route transit services countywide is expected to be available on Google Transit (a web application that assists riders in accessing transit schedule information and planning public transit trips). GCTD launched Google Maps Online Trip Planner in 2014, and recently launched a mobile ticketing application.
- Transfer agreements and fare media (GO Ventura 31-day pass) including the installation of the GFI Genfare system on all transit vehicles have helped improve coordination between systems. However, fare discrepancies and fare policies still need to be addressed.
- VCTC’s Coordinated Public Transit – Human Services Transportation Plan (April 2017) identifies strategies to address gaps or deficiencies in the current public transit system in meeting the needs of senior, disabled, and low-income populations in Ventura County. One of the strategies identified in the plan is the implementation of a countywide “one-call/one-click” transit information center intended to simplify and improve trip-planning and access to information about public transit services. Funding has not yet been identified for this service, but the service could potentially be funded through the FTA.

Opportunities for Further Regional Coordination of Public Transit:

- It is clear that constraints to regionalizing public transit exist within Ventura County, and that local jurisdictions have identified opportunities (and implemented some improvements) with respect to local public transit. The City may wish to continue its dialogue with the County and the other cities to further improve connectivity within Ventura County and simplify customers' public transit experiences, including (but not necessarily limited to) the following discussion topics:
 - Identify one agency as the regional transportation authority to oversee and implement the majority of public transit within the County;
 - Encourage cities that are not currently members of the GCTD to request to join the GCTD, or contract with GCTD for some or all of their planning or operational needs; or
 - Establish a new transit district that would complement the GCTD's service area and provide service within areas not currently served by the GCTD in the East County (the formation of ECTA was a step toward potentially realizing this opportunity in the eastern portion of Ventura County).

This resolution was adopted on February 21, 2018.

	AYE	NO	ABSTAIN	ABSENT
Commissioner Freeman	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parvin	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ramirez	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Rooney	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ross	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Zaragoza	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bennett	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bill-de la Peña	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Richards	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Waters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Date

Linda Parks, Chair, Ventura Local Agency Formation Commission

c: City of Oxnard

Ventura Local Agency Formation Commission

City of San Buenaventura

Municipal Service Review

DRAFT

Prepared By:
Ventura Local Agency Formation Commission
800 S. Victoria Avenue, L #1850
Ventura, CA 93009



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DRAFT

Introduction

Local Agency Formation Commissions (LAFCo) exist in each county in California and were formed for the purpose of administering state law and local policies relating to the establishment and revision of local government boundaries. According to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (California Government Code § 56000 et seq.), LAFCo's purposes are to:

- discourage urban sprawl;
- preserve open space and prime agricultural land;
- ensure efficient provision of government services; and
- encourage the orderly formation and development of local agencies.

To achieve its purposes, LAFCos are responsible for coordinating logical and timely changes in local government boundaries (such as annexations), conducting special studies that identify ways to reorganize and streamline governmental structure, and determining a sphere of influence for each city and special district over which they have authority.

A **sphere of influence** is a plan for the probable physical boundaries and service area of a local agency, as determined by LAFCo (Government Code § 56076). Beginning in 2001, each LAFCo was required to review, and as necessary, update the sphere of each city and special district on or before January 1, 2008, and every five years thereafter (Government Code § 56425(g)). Government Code § 56430(a) provides that in order to determine or update a sphere of influence, LAFCo shall prepare a **Municipal Service Review (MSR)** and make written determinations relating to the following seven factors:

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.
4. Financial ability of agencies to provide services.
5. Status of, and opportunities for, shared facilities.
6. Accountability for community service needs, including governmental structure and operational efficiencies.
7. Any other matter related to effective or efficient service delivery, as required by Commission policy.

MSRs are not prepared for counties, but are prepared for special districts governed by a county Board of Supervisors. Additionally, while LAFCos are authorized to prepare studies relating to their role as boundary agencies, LAFCos have no investigative authority.

A MSR was completed for each of nine of the 10 Ventura County cities (a MSR was not prepared for the City of Port Hueneme¹) in Ventura County in 2007, and a second MSR for the same nine cities was completed in 2012. This MSR includes an updated examination of the City's services, as required by LAFCo law.

LAFCo staff prepared this MSR for the City of San Buenaventura, using information obtained from multiple sources, including:

- **2017 MSR Questionnaire:** The City completed a questionnaire, which elicited general information about the City (e.g., its contact information, governing body, financial information), as well as service-specific data;
- **City Budget:** The City's adopted budget provided information regarding services and funding levels;
- **General Plan:** The City's General Plan provided information regarding land use, populations, and service levels;
- **City Documents:** Various City documents provided supplementary information relating to service provision;
- **2012 MSR:** The 2012 MSR provided certain data that remain relevant and accurate for inclusion in the current MSR;
- **City Website:** The City's website provided supplementary and clarifying information; and
- **City Staff:** City staff provided supplementary and clarifying information.

This report is divided into four sections:

- **Profile:** Summary profile of information about the City, including contact information, governing body, summary financial information, and staffing levels;
- **Growth and Population Projections:** Details of past, current, and projected population for the City;
- **Review of Municipal Services:** Discussion of the municipal services that the City provides; and
- **Written Determinations:** Recommended determinations for each of the seven mandatory factors for the City.

The Commission's acceptance of the MSR and adoption of written determinations will be memorialized through the adoption of a resolution that addresses each of the seven mandatory factors based on the Written Determinations section of the MSR.

¹ No MSR was prepared for the City of Port Hueneme, consistent with past Commission practice, because: (1) the City's municipal boundary is coterminous with its existing sphere boundary; (2) the City is nearly entirely surrounded by the City of Oxnard and the Pacific Ocean, and (3) the only area available for inclusion in the City's sphere is the unincorporated community of Silver Strand, which is provided municipal services by the Channel Islands Beach Community Services District.

Profile



Contact Information

City Hall	501 Poli Street, Ventura, CA 93001
Mailing Address	PO Box 99, Ventura, CA 93002
Phone Number	(805) 654-7800
Website	cityofventura.ca.gov
Employee E-mail Addresses	firstname.lastname@cityofventura.net

Governance Information

Incorporation Date	March 10, 1866
Organization	City Charter
Form of Government	Council – Manager
City Council	Seven members. Elected at-large ² to staggered, four-year terms of office (elections held in even-numbered years). City Council selects one of its members to serve as Mayor (Mayor serves a two-year term).
City Council Meetings	Three Mondays each month (except during the month of August and on holidays), beginning at 6:00 p.m. Broadcast live on the City’s government cable television channel. Webcast live (and available anytime) on the City’s website.

Population and Area Information

	<i>Population</i>	<i>Area (square miles)</i>
City Jurisdiction	109,275 ³	22.2
Sphere of Influence	Not available	35.4 ⁴

Services Provided by the City

Animal Services ⁵	Solid Waste Collection and Disposal Services ⁶
Building and Safety Services	Storm Drain Maintenance Services
Community Development/Planning Services	Street Maintenance Services
Fire Protection Services	Wastewater Services
Parks and Recreation Services	Water Services
Police Services	

Staffing – Full Time Equivalent Positions⁷

Departments	FY 2015-16	FY 2016-17	FY 2017-18
City Attorney	9.00	9.00	9.00
City Manager	10.00	10.75	10.75
Finance and Technology	47.75	47.75	48.75
Human Resources	11.00	11.00	11.00
Community Development	37.00	37.00	40.00
Parks, Recreation & Community Partnerships (Community Services)	53.25	52.50	52.50
Fire	83.00	83.00	83.00
Police	166.00	166.00	172.00
Public Works	84.00	84.00	84.00
Ventura Water	98.00	100.00	100.00
Total	599.00	601.00	611.00

² The City has initiated a process to establish district-based representation on the City Council.

³ Source: California Department of Finance estimate (January 1, 2016).

⁴ Includes approximately 10.07 square miles of the Pacific Ocean.

⁵ Service provided by contract with Ventura County Animal Services (County of Ventura).

⁶ Service provided by contract with a private provider.

⁷ Source: FY 2017-18 Adopted Budget.

Public Agencies with Overlapping Jurisdiction

Casitas Municipal Water District	Ventura County Air Pollution Control District
Fox Canyon Groundwater Management Agency	Ventura County Transportation Commission
Gold Coast Transit District	Ventura County Watershed Protection District
Montalvo Community Services District	Ventura Port District
Saticoy Sanitary District	Ventura Regional Sanitation District
United Water Conservation District	Ventura Unified School District

Summary Financial Information⁸

General Fund Revenues	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18
	Actual	Actual	Adopted	Adopted
Property Tax	29,910,015	25,564,071	23,788,943	24,787,395
Sales Tax	18,322,803	22,037,371	25,666,531	25,306,224
Utility Tax	8,352,711	8,218,259	8,549,901	8,050,959
Other Taxes	13,289,268	14,621,352	13,545,832	15,813,653
Licenses and Permits	2,755,827	3,020,376	2,816,898	3,337,708
Fines and Forfeitures	1,552,034	1,791,002	1,592,390	1,900,333
Use of Money and Property	988,409	1,811,670	1,135,649	1,696,339
Other Agencies	9,201,518	9,241,715	9,673,753	9,545,439
Charges for Services	9,841,942	9,823,581	9,161,059	14,818,751
Other Misc. Revenue	2,534,607	2,609,020	2,163,402	2,528,925
Internal Transfers	1,763,261	2,116,936	1,611,154	1,720,615
Prior Year Resources	0	0	5,102,188	5,713,700
Total	\$98,512,395	\$100,855,353	\$104,807,700	\$115,220,041

General Fund Expenditures	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18
	Actual	Actual	Adopted	Adopted
Personnel Services	58,711,844	62,780,267	67,417,122	71,748,019
Services and Supplies	13,826,539	16,567,899	16,385,065	21,237,027
Internal Services	10,921,432	11,300,025	11,378,767	12,722,292
Non-Operating	3,374,628	160,718	75,044	4,388,824
Debt Service	29	64	0	0
Capital Outlay	385,683	608,154	123,851	174,851
Reserves and Contingencies	300		3,682,926	1,825,116
Transfers	6,966,527	7,758,047	5,744,925	3,123,912
Total	94,186,982	99,175,174	104,807,700	115,220,041

In November 2016, Ventura voters approved Measure O, a half-cent transaction and use tax to generate additional revenue to maintain vital services over the next 25 years. Measure O is expected to generate \$10.8 million in its first year. The City Manager states that Measure O will allow the City to improve service provision that would not otherwise have been possible.

⁸ Source: FY 2017-18 Adopted Budget.

Growth and Population Projections

City Annual Growth Projections

According to the U.S. Census, from 2000 to 2010, the City of San Buenaventura’s population increased from 100,916 to 106,433. The California Department of Finance estimated the City’s population to be 108,557 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 7,641 people, or 7.6% (0.5% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

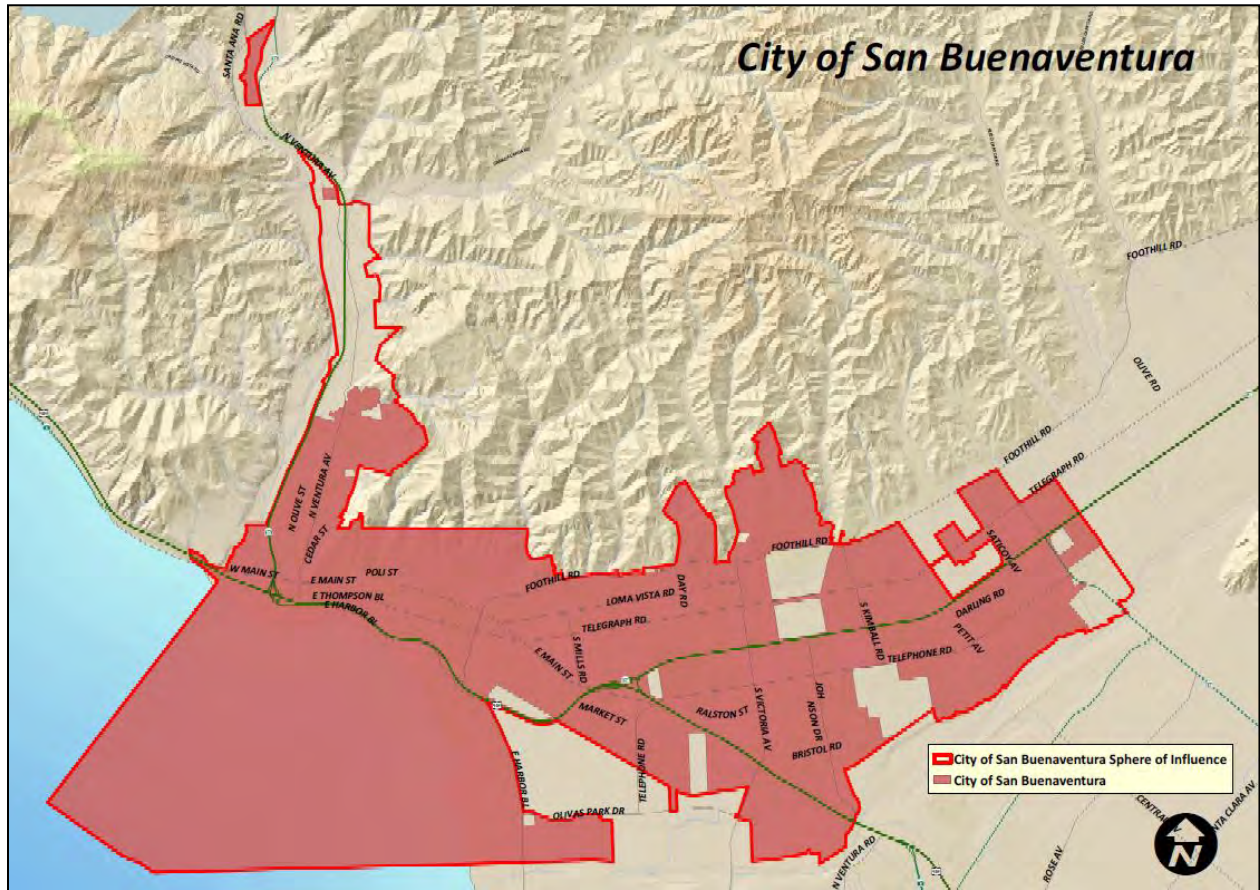
Year	2016	2020	2025	2030	2035	2040
Population Estimate	108,557	110,942	114,619	117,775	121,019	124,352

The Southern California Association of Governments (SCAG) 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) growth forecast projects population growth of the City to occur more rapidly, with an estimated population of 125,300 in 2040. The City of Ventura will again participate in the SCAG 2020 RTP/SCS local data input process where population data, land use and resource constraints will be provided to refine the SCAG local jurisdiction model projections.

The City updated its General Plan in 2005. The Environmental Impact Report (EIR) prepared for the General Plan update included population projections based on an annual growth rate of 0.88% (average between 1994 and 2004) and a 2004 population of 104,952. The projections used in the General Plan would result in an estimated population in 2016 of approximately 116,587, substantially higher than the current estimate by the Department of Finance. Thus, the anticipated growth rate projected in the General Plan EIR is overestimated based on the most recent population information available from the California Department of Finance.

The City’s General Plan has a planning horizon of 2025. In early 2018, the City plans to initiate an update of its General Plan. The process, expected to take a minimum of three years to complete, will likely result in modifications to the population projections provided above.

The City's current boundary and sphere of influence are shown below⁹:



⁹ The boundaries of the City and its sphere of influence extend three miles into the Pacific Ocean, consistent with the jurisdictional boundaries of the State of California.

Review of Municipal Services

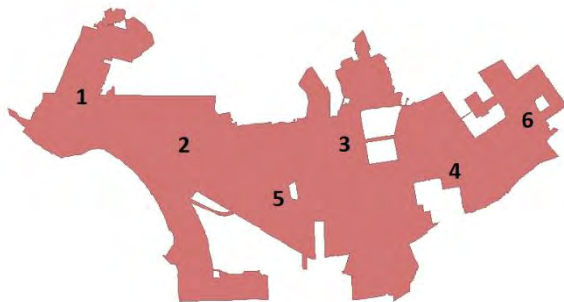
The review of City services is based on provisions of state law which require LAFCo to make determinations regarding the present and planned capacity of public facilities, the adequacy of public services, infrastructure needs and deficiencies, and the City’s financial ability to provide these services (Government Code § 56430(a)(3)).

Fire Services

The City’s Fire Department provides emergency medical response (paramedic), fire prevention, fire suppression, hazardous materials inspection and response, ocean rescue, and urban search and rescue throughout the City. The City provides ambulance services by contract. The City Fire Department is primarily responsible for initial response to the North Ventura Avenue area located outside City boundaries.

Fire Stations

The City operates six fire stations, each of which contains a fire engine company and a paramedic. The City’s fire stations are as follows:



1	Station 1	717 N. Ventura Avenue
2	Station 2	41 S. Seaward Avenue
3	Station 3	5838 Telegraph Road
4	Station 4	8303 Telephone Road
5	Station 5	4225 E. Main Street
6	Station 6	10797 Darling Road

Response Times

	Response Time Goal	Average Response Time	Goal Met During Last Two Years
Non-Emergency	10 minutes	6:31 minutes	94.3%
Emergency	5 minutes	4:52 minutes	57.92%

In 2010 and 2011, the City met its response time goal for less than half of all emergency calls, on average. That percentage improved in 2012, which is likely a result of the City’s reopening of Station 4 and addition of 9 firefighter/medic positions after the City was awarded a \$2.3 million grant from the Department of Homeland Security. Since reopening of Station 4, response times to emergency calls have improved and currently meet the City’s response time goal 57.92% of the time. The addition of \$1.64 million in Measure O (half-cent transaction and use tax) funding is expected to support the continued operation of the City’s fire stations and enable the Fire Department to meet its response time goal more than half the time.

The Ventura County Fire Protection District (VCFPD) is responsible for all fire response dispatch within the County. According to a mutual aid agreement between the cities and the VCFPD, the closest available personnel responds to emergency calls for service, regardless of whether the service need is located within the responding agency's jurisdiction.

Current Staffing Levels

Fire Department staffing consists of 83 positions, including fire operations staff (Fire Chief (1), Assistant Chief (1), Training Chief (1), Battalion Chiefs (3), Captains (21), Engineers (21), Firefighters (24), Fire Emergency Medical Services Coordinator (1), Management Analyst (1), Administrative Secretary (1), Secretary (1)) and fire prevention staff (Fire Marshal (1), Fire Prevention Supervisor (1), Fire Prevention Technician (1) Fire Prevention Inspector (1), Hazardous Materials Specialists (2), Secretary (1)).

The *Ventura Fire Department and Police Department Operational Details Report* (February 2012), which is the most current report available, was prepared to assist the City in understanding various operational aspects of the Fire Department, and included an analysis of the City's Fire Department staffing levels. According to the report, 25 Fire Captains, 25 Fire Engineers, and approximately 28 Firefighter/Paramedics are needed to sufficiently staff the City's six fire stations. This level of staffing would allow adequate time for response to calls, incident documentation, apparatus and station maintenance, training, and various administrative tasks. The *Ventura Fire Department and Police Department Operational Details Report* includes a recommendation that the Fire Department either: (1) be staffed with a sufficient number of employees so that staff is available to regularly cover the absence of one shift worker without requiring overtime, or (2) provide additional budgeted overtime to cover staff vacancies when needed. The City's Fire Department staffing levels do not meet the recommendations provided in the *Ventura Fire Department and Police Department Operational Details Report*; however, additional overtime was budgeted for FY 2017-18 to cover staff vacancies when needed. City staff also notes that the number of service calls has increased from 12,517 in 2012 to 15,027 in 2016.

Costs

The adopted FY 2017-18 budget allocates \$20,838,269 from the General Fund for fire services, which includes \$1.64 million from Measure O (the half-cent sales tax approved by City voters in November 2016). The per capita cost for fire services during FY 2017-18 is expected to be approximately \$192.

Future Staffing Levels

Through 2014, the operation of Station 4 was funded through a federal grant. The City identified gap funding through Staffing for Adequate Fire and Emergency Response (SAFER), and then established one-time funding in support of the station for one year, ending June 30, 2017. In June 2017, the Ventura City Council designated \$1.64 million of Measure O revenue annually to keep all City fire stations operational. Consistent with the Measure O ordinance, the ongoing funding will maintain nine full-time firefighters at Station 4 (three firefighters daily) and ensure the fire station remains operational for a minimum of the next 25 years.

Future Fire Service Level

Fire Department staffing levels discussed in the *Ventura Fire Department and Police Department Operational Details Report* would need to be further increased to adequately handle the service demands associated with the increase in the City’s population to current levels and into the future.

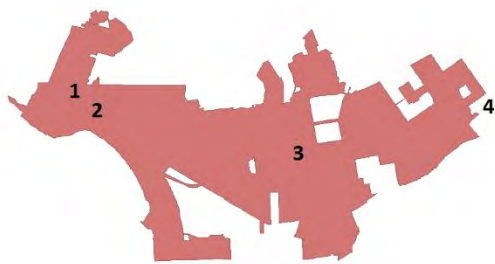
Library Services

The City provides library services by means of a contract with the County of Ventura. The Ventura County Library System operates three public libraries within the City. During FY 2015-16, the California State Library (a California public research institution) estimated that the Ventura County Library had a per capita cost of \$32.25 for library operations. Statewide, the average cost for library operations was \$51.21 and the median cost was \$32.25.

Due to budget constraints, the H.P Wright Library, which provided services to the eastern portion of the City, was closed in November 2009. In May 2012, the City adopted a Library Strategic Plan, which identified a 5-year plan for enhancement of current services and facilities and establishment of a new library to serve the east side of the City by 2017. The new 5,100-square-foot library, located at 1050 S. Hill Road (just east of the Ventura County Government Center), opened December 3, 2017, and offers services including early childhood literacy classes, adult literacy tutoring, access to computers and the internet, and access to library collections. Initial contributions from the County and the San Buenaventura Friends of the Library (approximately \$400,000 in total) will support establishment and operation of this library.

While not within the City’s jurisdiction, it is worthwhile to note that the Saticoy Library, within the City’s sphere of influence and operated by the Ventura County Library System, opened in 2015 and likely serves City residents within the eastern part of the City.

The locations of the libraries are provided below:



1	Avenue Library	606 N. Ventura Avenue	Mon – Tues: 12 pm – 7 pm Wed – Thurs: 12 pm – 6 pm Sat: 10 am – 3 pm
2	E.P. Foster Library	651 E. Main Street	Mon – Thurs: 10 am – 7 pm Fri - Sat: 10 am – 5:30 pm Sun: 1 pm – 5 pm
3	Hill Road Library	1070 S. Hill Road	Mon – Thurs: 10 am – 6 pm Fri – Sun: 10 am – 2 pm
4	Saticoy Library	1292 Los Angeles Avenue	Mon – Thurs: 1 pm – 6 pm Sat: 10 am – 2 pm

Police Services

The City’s Police Department provides a variety of law enforcement services, including patrol, traffic enforcement, Special Weapons and Tactics (SWAT), school resource officers, and investigations.

Current Staffing Levels

For FY 2017-18, the City has budgeted for 172 positions, including 129 sworn positions (Police Chief (1), Assistant Police Chief (2), Commander (5), Police Sergeant (13), Police Corporal (19), and Police Officers (89)) and 43 non-sworn positions (Police Records Supervisor (1), Senior Police Records Specialist (2), Police Records Specialists II (7), Accounting Technician (1), Administrative Secretary (1), Secretary (2), Civic Engagement Specialist (1), Evidence Technician (2), Senior Police Services Officer (9), Dispatcher Training Coordinator (1), Public Safety Dispatcher (14), Crime Analyst (1), and Business Services Officer (1)).

Ratio of Sworn Officers to Population

In 2008, the City funded 134 sworn officer positions, for a ratio of 1 officer to approximately 794 residents (based on the City's population in 2010). Beginning In 2009, the number of officers funded by the City was reduced to 122, for a ratio of 1 officer per 878 residents. The City subsequently experienced a 24% increase in violent crime, as well as substantial increases in gang activity and other criminal behavior, between 2010 and 2011. For FY 2017-18, the City has a ratio of 1 officer per 842¹⁰ residents.

City staff discourages use of a comparison ratio of “sworn officers to population” and suggests that use of a ratio fails to provide an effective measure of effective police services, as it fails to consider crime rates and the non-patrol responsibilities of a modern 21st Century police department. City staff states that a more accurate measure would include Part 1 Crime per capita and crime clearance (solved) data. The City of Ventura has the highest Part 1 per-capita crime rate in the County. The City of Ventura per-capita crime rate was 38 crimes per thousand population. The City's crime clearance rate was slightly below overall national average for 2016.

Response Times

	Response Time Goal	Average Response Time	Goal Met During Last Two Years
Non-Emergency	30 minutes	Not measured	Not measured
Emergency	5 minutes	5.52 minutes	58%

Operational Costs

For FY 2017-18, the City allocated \$39,014,231 for police services, the majority of which comes from the General Fund. The total per capita cost for police services for FY 2017-18 is \$359.

Future Staffing Levels

The City currently employs 129 sworn personnel. In order to maintain the current ratio of 1 officer per 842 residents when considering the anticipated population of 113,270 in 2025, 135 sworn officers would be necessary. To maintain the ratio for the projected population of 121,524 in 2040, a total of 144

¹⁰ The City notes that the ratio does not reflect officers assigned to contract services or administrative functions.

sworn officers will be required. An additional five sworn officers are accounted for in the City's Measure O budget.

City staff states that recent changes in law were designed to reduce incarceration in favor of community-based treatment and behavior modification programs, and that many communities have since experienced increased crime rates driven by recidivist offenders. City staff goes on to state that future staffing needs of police departments are measured by response times, per capita crime and crime clearance rates as well as the reduction of recidivist offenders, addressed through patrol response, investigations and other specialized resources as a means to effectively target crime and improve quality of life issues related to crime.

City staff states that to reduce per capita crime rates, improve clearance rates and maintain response times, over the next three to four years, future police department staffing should include the following resources to increase police department staffing to 147 sworn officers:

- Five sworn positions to staff a neighborhood drug and property crime reduction team.
- Two sworn officer positions to address vagrancy and quality of life issues related to homelessness.
- Three sworn positions to adequately respond to gang violence prevention and intervention efforts.
- Two sworn positions dedicated to traffic safety.
- Six sworn positions to provide focused area patrols to high crime and disorder locations.

Recreation and Park Services

The City provides a variety of park facilities and recreational programs, services, and activities for City residents and nearby communities. Non-City residents who participate in recreational programs pay an additional \$5 per activity for programs costing \$25-\$75 and an additional \$10 per activity for programs costing more than \$75.

Park Facilities

The Parks Division oversees the City's parkland as well as all street and park trees and medians in the City. The City's General Plan identifies three types of parks: neighborhood parks (typically less than 8 acres and primarily serving a specific residential area), community parks (which provide specialized recreational opportunities for more than one neighborhood and can include formal sports fields, courts, and recreational buildings), and citywide parks (which provide recreational opportunities for a wide range of ages and interest groups throughout the City). The City also operates special use parks and linear parks. The City's developed parkland totals 487.57 acres.

Additionally, the City operates two golf courses (Buenaventura Golf Course and Olivas Links Golf Course), a recreation center, and the Ventura Avenue Adult Center where seniors can receive various services or participate in classes and activities.

Several parks are currently being developed within the City which, upon completion, are expected to result in an increase in the City's developed parkland inventory of more than 500 acres. The parks to be developed include: Kellogg Park (2.41 acres at the intersection of Ventura Avenue and Kellogg Street), Solana Heights Park (2 acres of green space at 2686 North Ventura Avenue), The Farm (3 acres of mini parks at the southeast corner of Telegraph Road and Saticoy Road), Parklands (2 acres of green space at the southwest corner of Wells Road and Telegraph Road), Enclave (2 acres of green space at the

southeast corner of Saticoy Road and Northbank Drive), Portside Ventura Harbor (½ acre at the Ventura Harbor), and Westview Village (1.2 acres of green space along N. Ventura Avenue). According to the City's General Plan, the City parkland standard is 10 acres of parkland per 1,000 residents (or 1 acre per 100 residents). To meet this standard for a current population of approximately 108,557, the City would need to provide a total of 1,085 acres of parkland. To meet this standard for the projected population of 121,524 in 2040, the City would need to provide 1,215 acres of parkland.

Recreation Programs

The City offers a variety of parks and recreation programs, including youth and adult sports classes and clinics; camps and leagues including basketball, golf, soccer, softball, volleyball and fitness programs; aquatics programs and activities; special interest and life enrichment classes for youth, teens, and adults; arts and crafts programs; dance, music, and other creative classes; cultural events; and senior services including computer, recreational, social, health, and fitness programs.

The City's golf courses are included within its overall park system. The funding status for the golf courses has recently changed from an enterprise fund to now being part of the Parks Recreation and Community Partnership General Fund within the City budget. According to news reports, the City Council is contemplating developing into other uses some or all of the Buenaventura Golf Course and part of the Olivas Links Golf Course property. The City anticipates increased costs associated with operation of the golf courses. The City's debt payment for the golf courses in FY 2017-18 will be \$485,000 (of a total of \$17.7 million), and is expected to increase to \$2.1 million as of 2027.

Solid Waste Services

Solid waste services are provided through a contract with a private contractor that bills customers directly. The City funds services related to solid waste, including waste reduction programs and hazardous waste disposal.

Streets, Highways, and Drainage Services

The City's Public Works Department maintains and repairs streets, bicycle routes, storm drain systems, and traffic signals. According to City staff, street construction, street maintenance, and street lighting are provided both directly and by contract, and street sweeping and landscape maintenance are provided by means of a contract. City staff estimates that it has 700 paved lane miles. The City has dedicated a total of \$7,700,000 to the extension of Olivas Park Drive, which upon completion will connect the east end of Olivas Park Drive directly to the south end of Johnson Drive (near the defunct Montalvo Community Services District wastewater treatment facility).

According to the transmittal letter for the City's proposed FY 2012-13 budget, the City "is failing to keep up with repair of streets, sidewalks, storm drains, alleys, parks, public buildings and facilities." City staff indicates that this statement continues to reflect the current condition of public infrastructure. The FY 2017-18 budget notes that the City is providing a "base level of street services, sewer, water, storm drains, parks and facilities." City staff states that Measure O funds will contribute to improvements to the City's streets through repairs and maintenance.

Street Maintenance

The City's FY 2017-18 General Fund budget allocates \$1,608,177 for pavement maintenance, and \$284,384 for signs, painting, and concrete work. According to the adopted budget, in FY 2017-18 Gas Tax revenues will provide approximately \$5,461,512 in capital improvements for streets, including street resurfacing, traffic signal work, bicycle lane improvements, and bus shelters. According to City staff, the City spends a total of \$5,871.43 per paved lane mile on street maintenance costs.

Street Sweeping

Street sweeping is funded through the City's solid waste franchise. As of 2006, street sweeping services were incorporated into the franchise agreement and funded through customer rates. The franchisee provides the service through a contract with a street sweeping company. Residential streets are swept once per month, and commercial and industrial streets are swept twice per month. Downtown streets and major thoroughfares are swept three to five times per week. The City also separately allocated \$227,990 to street cleaning maintenance in FY 2017-18.

Street Lighting and Landscaping

The Street Lighting Fund is used to account for special assessments that pay for street lights within designated areas of the City. A total of \$1,352,664 is allocated for both street lighting and traffic signal maintenance. In addition, \$1,374,948 is allocated for Street Light District 36, which provides for maintenance and operation for the Southern California Edison-owned street lights. For FY 2017-18, the General Fund allocates \$487,124 toward the maintenance of Street Light District 36. According to City staff, the City spends \$1,900 per paved lane mile on street lighting.

Street landscaping is provided by means of a contract with a private provider. City staff indicates that the cost for FY 2017-18 for median maintenance is \$110,000.

Drainage

The City provides stormwater and flood control services to comply with the Ventura Countywide Municipal Stormwater National Pollutant Discharge Elimination System¹¹ (NPDES) permit. The City provides public outreach, illicit discharge response and abatement, public infrastructure maintenance, new development discharge controls, and construction site pollution controls. The FY 2017-18 budget allocates \$613,418 toward this program, a per capita cost of \$5.65. An additional \$702,598 is allocated for stormwater utility maintenance.

¹¹ The City participates in the Ventura Countywide Stormwater Quality Management Program (VCSQMP). As a VCSQMP partner, the City works together with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System (NPDES) Municipal Separate Storm Sewer System permit, issued by the Los Angeles Regional Water Quality Control Board and adopted by the State Water Resources Control Board under the federal Clean Water Act. The Ventura County Watershed Protection District is the principal NPDES permittee and the City is a co-permittee. In general, the program is funded through grant funding and a benefit assessment imposed on properties.

Transit Services

The City of San Buenaventura does not provide transit services. Instead, transit services are provided by the Gold Coast Transit District (GCTD). The GCTD's service area includes the cities of Ojai, Oxnard, Port Hueneme, and San Buenaventura, as well as the unincorporated County area. Transportation Development Act funding for FY 2017-18 of \$410,129 is allocated for transit facilities maintenance.

Wastewater Services

The City provides wastewater conveyance and treatment services to approximately 98 percent of the residents within the City as well as to McGrath State Beach Park and the communities along the coast north of the City within Ventura County Service Area No. 29. As of January 2016, the City assumed wastewater treatment and collection services previously provided by the Montalvo Community Services District. The City may eventually assume wastewater treatment services from the Saticoy Sanitary District upon annexation of the Saticoy community to the City. The City's wastewater collection system consists of approximately 290 miles of gravity sewers ranging in size from 4 inches to 42 inches, approximately 10 miles of force mains, 11 wastewater lift stations, and the City's tertiary wastewater treatment plant known as the Ventura Water Reclamation Facility (VWRF). The collection system sewers convey flows generally from east to west and north to south, culminating at the City's VWRF.

In 2011, the City entered into a long-term settlement of legal challenges related to the City's discharge of wastewater into the Santa Clara River estuary. The settlement commits the City to invest in new facilities to divert its wastewater to "beneficial uses" in coming decades, however the volume of discharge diversion has not yet been determined. Funding to accomplish this goal and provide for the necessary infrastructure will be derived from increased rates to customers, capacity charges, and grant funding.

Wastewater Demand, Treatment, and Conveyance

The City's *Wastewater System Master Plan* (2010) contains an evaluation of the condition of the wastewater conveyance system. The document identified system deficiencies (e.g., root intrusions, insufficient flow velocities that would clean pipes of sediment and grease) within approximately 18% of the City's wastewater collection system, the timing at which improvements would be necessary, and the projected costs for correction, as follows:

Timing for Wastewater System Improvement Need	Number of Pipe Segments	Miles	Projected Cost for Improvement
Existing	339	23.0	\$36,400,000
Near-term development projects	233	12.5	\$16,400,000
Ultimate City development condition	318	15.7	\$21,500,000
Total	890	51.2	\$74,300,000

As of 2017, 20,224 feet (approximately 3.8 miles) of sewer identified in the *Wastewater System Master Plan* has been replaced or repaired, which constitutes approximately 7% of the total necessary improvements. The City's FY 2016-22 Capital Improvement Plan identifies future improvements to address the identified deficiencies. The City's goal is to repair or replace three miles of sewer line each year.

According to the City's 2010 *Wastewater System Master Plan*, the City's wastewater treatment facility has a permitted capacity of 14.0 million gallons per day (mgd); however, many of the components of the treatment plant are operating beyond their typical design life and the conditions of these components were not assessed as part of the *Wastewater System Master Plan*. Additional assessments of these components will be necessary, and depending on their condition, the development of a comprehensive replacement program may be necessary before the plant can be expanded to treat a capacity of 14.0 mgd.

The VWRP is currently permitted to treat 14 mgd and discharges an annual average of up to 9 mgd. The VWRP is currently treating less than 9 mgd. The City's NPDES permit, issued by the Regional Water Quality Control Board for the VWRP, indicates that once the average daily dry-weather flow equals or exceeds 75 percent of the plant's design capacity, a report must be submitted outlining the steps needed to provide for additional capacity for water treatment. Plant flows are closely monitored due to the permit requirements to consider expansion when 75 percent capacity is reached.

According to the *Wastewater System Master Plan*, near-term development within the City and in areas outside the City but within the City's wastewater service area will increase the volume of wastewater flows to approximately 11.4 mgd. Buildout of the current General Plan and demand within the anticipated service area is projected to generate 13.0 mgd.

The City's Capital Improvement Plan for FY 2017-18 includes \$17,096,500 in appropriations, including improvements to the City's wastewater treatment plant and several sewer line replacements.

Water Services

The City provides retail water service (i.e., residential, commercial, industrial and irrigation water) within its jurisdictional boundaries, as well as to the unincorporated areas of Saticoy, North Ventura Avenue, and the Saticoy Country Club water service area. Water sources for the City include the Casitas Municipal Water District, the Ventura River, groundwater (Mound Groundwater Basin, Oxnard Plain Groundwater Basin, and Santa Paula Groundwater Basin), and recycled water. The water source for the Saticoy Country Club water service area is groundwater from the Las Posas Groundwater Basin. The western portion of the City is within the service area of the Casitas Municipal Water District, which provides wholesale water to the City.

According to the *City of San Buenaventura Water Master Plan* (2011), the majority of the City's pipelines (approximately 900,000 feet) will require replacement between 2030 and 2050. In its FY 2017-18 Capital Improvement Plan, the City allocated \$3,205,000 to capital improvements for water line replacements. The FY 2017-18 Capital Improvement Plan also includes \$6 million for the installation of an automated meter reading system.

Current Potable Water Demand and Supply

Each year, the City prepares a Comprehensive Water Resource Report (CWRR) that provides an update on short-term water supply and demand projections. The CWRR is intended to provide an annual overview of the City’s water demand trends, current water demands, demand projections, and the current and future supply outlook. The 2017 CWRR (Table ES-1) provides the following water and supply information:

	2017 Drought (AFY)	2018 Drought (AFY)	2018 (AFY)	2020 (AFY)	2030 (AFY)
Supply	14,988-16,847	14,965-16,824	18,385-20,244	19,313-23,672	22,400-28,276
Demand ¹²	17,270	17,429	17,429	17,747	19,034
Available Supply	(2,282) – (423)	(2,464) – (605)	956-2,815	1,566-5,925	3,386-9,242

The 2017 CWRR states:

...[T]he projected 2017 and 2018 drought water supply numbers are less than the projected water demand numbers. This indicates that if the continued drought condition persists, the City’s customers will need to continue to increase their water conservation and comply with the Stage 3 water shortage emergency conservation measures. In addition to continued conservation, the City may be required to use water in excess of the anticipated amounts from the City water supply sources which could result in the payment of penalties, i.e. extraction of groundwater from the Oxnard Plain Groundwater Basin in excess of the City’s extraction allocation.

Baseline water demand had been decreasing pursuant to previous CWRRs as a result of approved water rate increases as well as a four-tiered drought water rate structure adopted in 2015 and a 2014 City call for 10% voluntary conservation, followed by the September 2014 City declaration of a Stage 3 Water Emergency requiring customers to reduce their use by 20% due to the prolonged drought. Water demand would possibly be greater if conservation measures are relaxed following termination of the drought, if and when that occurs. Under normal year (non-drought) conditions, the 2017 CWRR data show that the City has adequate water supply to meet current demand. Under drought conditions, water demand exceeds supply. According to the 2017 CWRR, estimated future water demand for projects that are under construction and approved is 1,408 AFY. When considering City water allocations for approved, but not yet built, development projects, demand may exceed supply in 2018 during drought conditions, and according to a letter from the City dated September 5, 2017, the “worst case” surplus may be as low as 189 AFY.

Future Potable Water Demand and Supply

According to the City’s 2015 Urban Water Management Plan (UWMP), water demand in 2015 was 14,981 AFY, substantially lower than the 2005 demand of 20,808 acre feet and 2010 demand of 17,351 AFY. This reduction in demand is likely attributable to a variety of water conservation efforts. Between

¹² Demand equals baseline 10-year average (17,111 AFY) plus the estimated demand from 350 units built annually from the approved projects list for future years fully vested in 2025 using a 0.55% growth rate to 2030 and assumes a new supply source (direct potable reuse) in future years.

1994 through 2010, demand dropped to 166 gallons per capita per day (GPCD) from the prior average of 196 GPCD (1985 through 1989). From 2010 to 2015 the estimated water use dropped to 117 GPCD. Using a current population estimate of approximately 112,412 (which includes area within the City and unincorporated area within the City’s sphere of influence), current demand would be 14,732 (using a demand factor of 117 GPCD) and 20,902 AFY (using a demand factor of 166 GPCD).

According to the 2015 UWMP, expected water use within the City through 2040 (for both normal years and dry years) is reflected in the following table.¹³ Water demand for normal years and dry years is anticipated to be the same as a result of demand management programs (e.g., voluntary conservation measures, and customer outreach and rebate programs).

Projected Water Demand (in AFY) for both Normal Years and Dry Years (2020-2040)

2020	2025	2030	2035	2040
20,245	20,930	21,512	22,111	22,274

The 2015 UWMP documents that the City’s water supply sources (e.g., from the Casitas Municipal Water District, Ventura River, groundwater sources, recycled water, planned additional recycled water, planned potable reuse, and planned ocean desalination)¹⁴ are expected to provide the following water volumes, through 2040:

Projected Water Supply (2020-2040) in AFY, including planned additional water sources

	2020	2025	2030	2035	2040
Normal Year	21,747	24,430	24,906	27,826	28,025
Single Dry Year	21,509	24,192	24,668	27,588	27,787
Multiple Dry Years	17,600	20,250	20,694	23,581	23,744

Without the identified planned additional water sources, projected water supply is as follows:

Projected Water Supply (2020-2040) in AFY, without planned additional water sources

	2020	2025	2030	2035	2040
Normal Year	21,747	21,907	22,071	22,239	22,413
Single Dry Year	21,509	21,669	21,833	22,001	22,175
Multiple Dry Years	17,600	17,727	17,859	17,994	18,132

Based on estimates provided in the 2015 UMWP, including planned additional water sources, the City’s anticipated water supplies in 2040, by category, are as follows:

¹³ Water demand includes residential, commercial, industrial, and irrigation uses, as well as recycled water demand and “unaccounted water” (water loss).

¹⁴ Pursuant to the 2015 UWMP, planned additional water sources exclude delivery of its entitlement to imported water through the State Water Project (SWP). According to the UWMP, “SWP water is assumed to be a future emergency supply.”

Projected Water Supply (2040) in AFY

	Normal Year	Single Dry Year	Multiple Dry Years
Casitas Municipal Water District	6,407	6,407	5,125
Surface Water (Ventura River)	4,200	4,200	1,298
Groundwater	11,106	10,868	11,009
Recycled Water	700	700	700
Planned Additional Recycled Water	214	214	214
Planned Potable Reuse	3,898	3,898	3,898
Planned Ocean Desalination	1,500	1,500	1,500
Total	28,025	27,787	23,744

The UWMP states:

It is the stated goal of the City to deliver a reliable and high quality water supply for customers, even during dry periods. The analysis in this Plan documents that it is necessary for the City to implement planned water supply projects in order to meet normal and dry-year demands. In the near term (2020 to 2030) until such time as planned supplies come on-line, anticipated supplies in a multiple-dry year are insufficient and the City would have to call on existing customers to undertake extraordinary conservation. After planned water supplies are available the potential for a water supply shortage is lessened.

According to the UWMP, the City plans to construct additional groundwater wells in the Mound Groundwater Basin to provide redundancy and backup for a reliable water supply of 4,000 AFY to 6,000 AFY (the wells are currently under design, and are scheduled to be operational by 2020). An additional well is under construction in the Oxnard Plain Groundwater Basin for redundancy and backup water supply. The City is also entitled to pump an average of 3,000 AFY from the Santa Paula Groundwater Basin.

The UWMP states that during drought conditions (from 2012 to 2015), water supply from the Ventura River has been reduced; in 2015, the Ventura River produced 1,298 AF, compared to the 4,200 AFY that is expected during normal years and single dry years.¹⁵ Throughout the drought of 2012 to 2015, the City generated an average of 1,071 AFY from the Santa Paula Groundwater Basin. During multiple dry years, the City would rely on increased pumping in the Mound Groundwater Basin; however, future UWMPs are expected to reevaluate this supply.

In July 2016, the City Council adopted the Water Rights Dedication and Water Resource Net Zero Fee Ordinance, which requires developers to offset new or increased water demand resulting from projects, through one or more compliance options, including dedication of water rights, extraordinary conservation measures, and/or payment of a fee used to acquire or develop additional water resources or water rights for use by the City for new potable supplies. Projects that involve new or increased

¹⁵ In 2014, the Santa Barbara ChannelKeeper, a nonprofit organization with the mission to protect and restore the Santa Barbara Channel and its watersheds, sued the State Water Resources Control Board (an agency responsible for preserving, enhancing, and restoring the quality of California's water resources) and the City of San Buenaventura in an effort to require that the State Water Resources Control Board conduct further study (a "Reasonable Use Analysis") of the City of San Buenaventura's use of water from the Ventura River (i.e., alleged overpumping of the river). According to the Santa Barbara ChannelKeeper, the City has currently and historically overpumped water from the river. In its response to the litigation, the City denies it has overpumped water from the Ventura River. The court case is pending.

water service from the City that have not received approved entitlement for development prior to August 11, 2016, are subject to the Net Zero Ordinance.

According to the City, it is pursuing new sources of water that will diversify its water portfolio:

- The City maintains a 10,000 AFY allocation of imported water through the State Water Project (SWP) operated by the State Department of Water Resources (DWR). Because the City does not currently have the infrastructure to allow for delivery of this water within its boundaries, it does not rely on this water source, and sells its allocation for redistribution in a water pool coordinated by the State. The City is currently exploring options to access its SWP water allocation, and is analyzing the feasibility of installing pipelines that would allow water to be wheeled to the City through the Metropolitan Water District of Southern California and Calleguas Municipal Water District. The City expects that, through the SWP, it could increase its supply by an average of 3,000 AFY by 2021.
- The City is pursuing additional water supply through a Potable Reuse Program, which would treat wastewater to levels acceptable for human consumption. The City expects that this program could enable it to generate an additional 2,381 AFY to 3,898 AFY by 2023¹⁶.
- In 2016, the City Council adopted the FY 2016-2022 Capital Improvement Program which includes the Ventura/Oxnard Emergency Water Intertie, to increase system reliability within the two water systems. The City is currently working with the Calleguas Municipal Water District on a connection between their two water systems, which would take the place of the Ventura/Oxnard Emergency Water Intertie project.

Based on information included in the 2017 CWRR and the 2015 UWMP, it appears that while the City may have adequate water supply to serve its customers during normal conditions, demand may exceed supply during single dry years and multiple dry years. If the drought persists, continued water conservation efforts within the City will be necessary, including compliance with Stage 3 water shortage emergency conservation measures. Penalties may apply if the City uses water in excess of the anticipated volume it receives from its supply sources.

¹⁶ The City anticipates that when it pursues permitting for its potential potable reuse program, the State will require the City to demonstrate a back-up supply of water.

Written Determinations

The Commission is required to prepare a written statement of its determinations with respect to each of the subject areas provided below (Government Code § 56430(a)).

1. Growth and population projections for the affected area

According to the U.S. Census, from 2000 to 2010, the City of San Buenaventura's population increased from 100,916 to 106,433. The California Department of Finance estimated the City's population to be 108,557 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 7,641 people, or 7.6% (0.5% annually, on average). The following table reflects the City's projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	108,557	110,942	114,619	117,775	121,019	124,352

The City updated its General Plan in 2005. The Environmental Impact Report (EIR) prepared for the General Plan update included population projections based on an average annual growth rate of 0.88% (between 1994 and 2004) and a 2004 population of 104,952. The projections used in the General Plan would result in an estimated 2016 population of approximately 116,587, substantially higher than the Department of Finance population estimate of 108,557 in 2016. Thus, it appears that the anticipated growth rate projected in the General Plan EIR is overestimated based on the most recent population information available from the California Department of Finance.

2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income (Government Code § 56033.5). The Ventura LAFCo has determined that the community of Saticoy, southeast of and contiguous to the City and located within the City's current sphere of influence, is a disadvantaged unincorporated community. Based on 2010 U.S. Census demographic data, the Saticoy community consists of 1,029 residents and has a median household income of \$21,343.

The Saticoy community receives the following municipal services:

Fire services:

- Although the Saticoy community is located within the boundaries of the Ventura County Fire Protection District (VCFPD), fire protection and prevention services for the Saticoy community are provided primarily by the City under a mutual aid agreement between the City and the VCFPD.

Police services:

- The Ventura County Sheriff's Office provides police services within the Saticoy community.

Wastewater services:

- The Saticoy Sanitary District, an independent special district that serves only the Saticoy community, provides sewer services.

Water services:

- The City of San Buenaventura provides water services within the Saticoy community. Water service outside the City's jurisdictional boundaries is subject to a City water surcharge. City policy generally precludes new or expanded water services exceeding a ¾-inch meter for service outside the City's boundaries, resulting in a limitation on the development and/or redevelopment (e.g., multi-family, commercial, and industrial uses) that can occur within the Saticoy community.

3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies

Library services:

- The City provides library services by means of a contract with the County of Ventura.

Fire services:

- The City operates six fire stations which serve the City and nearby unincorporated communities.
- The closure of Fire Station 4 in 2010 resulted in substantial reductions in response times for emergency services to approximately the eastern half of the City. In 2011, the City obtained funding to reopen the fire station through most of 2014. Continued funding through the City's Measure O ordinance (i.e., \$1.64 million during FY 2017-18) will ensure that all six of the City's fire stations remain open for a minimum of the next 25 years.
- Over the last two years, police response time goals were met 58% of the time for emergency calls.
- According to the *Ventura Fire Department and Police Department Operational Details Report (2012)*, the current level of staffing does not appear to be sufficient to provide fire personnel adequate time to perform their duties and to maintain adequate emergency response staffing without incurring substantial overtime costs.

Police services:

- The City currently provides a ratio of 1 sworn officer per 842 residents (down from 1 sworn officer to 878 residents, when the City had the highest per capita violent crime rate in the County).
- The City's average police response time for emergency calls has met response time goals 58% of the time.

Recreation and park services:

- The City provides a wide range of park facilities and recreation programs.

- The City's goal is to provide 10 acres of park space per 1,000 residents. To meet this goal for the current population, 1,085 acres of parkland would need to be provided.
- Upon completion of several park facilities, the City will provide more than 500 acres of developed parkland.

Solid waste services:

- Solid waste services are provided through a contract with a private operator that bills customers directly.
- The City funds services related to solid waste, including waste reduction programs and hazardous waste disposal.

Streets, highways, and drainage services:

- The City's Public Works Department maintains and repairs streets, bicycle routes, storm drain systems, and traffic signals. Street construction and maintenance and street lighting are provided both directly and by contract, and street sweeping and landscape maintenance are provided by contract. Through the Street Lighting Fund and Street Light District 36, the City provides maintenance and operation of the street lights within the City.
- Maintenance of City streets is underfunded and is likely to result in continued deterioration of City streets.
- Measure O funds will contribute to improvements to the City's streets through repairs and maintenance.

Wastewater services:

- The City provides wastewater collection and treatment services within the City and to adjacent unincorporated areas.
- The City's wastewater collection system is currently experiencing capacity deficiencies. In addition, the City has identified anticipated deficiencies based on near-term development as well as long-term (i.e., General Plan buildout) development.
- The City's wastewater treatment facility has the ability to accommodate current wastewater flows. Anticipated future wastewater flows upon buildout of the General Plan will exceed the current capacity of the City's wastewater treatment facility. Before the wastewater treatment facility can be expanded, additional assessments are necessary to demonstrate that expansion to the identified treatment capacity is feasible.

Water services:

- The City provides potable water to the City and to areas adjacent to the City.
- Based on the 2017 CWRR, it appears that water demands from existing and approved development will exceed available supply through 2018.
- Based on the 2015 UWMP, it appears that water demands from 2020 through 2030 will exceed supplies in the case of multiple dry years (with or without planned additional water sources).
- The City is pursuing additional water sources to diversify its water portfolio. The feasibility of realizing the additional water sources is unknown at this time.

- According to City staff, the City has an adequate and available long-term water supply to meet demand.
- According to City staff, the City's Potable Reuse Program could provide an additional 2,381 AFY to 3,898 AFY of water supply by 2023.
- According to City staff, the City anticipates that by 2021, it would have the infrastructure in place to receive approximately 3,000 AFY of SWP water.

4. Financial ability of agencies to provide services

- The City has a balanced budget.
- It appears that the City has the ability to finance the services it currently provides. Staffing levels have remained relatively steady over the last several years.
- Measure O funding is expected to support the continued operation of the City's six fire stations.
- In order to maintain the current ratio of sworn officers to residents for anticipated development, an additional 15 sworn officers are required.
- Measure O funding is expected to contribute to necessary improvements to and maintenance of the City's streets. However, additional funding sources in support of City streets is necessary.
- The costs to address the current deficiencies identified in the City wastewater collection system are projected to be \$36,400,000. As of 2017, 20,224 feet of sewer line identified in the *Wastewater System Master Plan* has been replaced or repaired, which constitutes approximately 7% of the total necessary improvement. The City's FY 2016-22 Capital Improvement Plan identifies future improvements to address the identified deficiencies. The City's goal is to repair or replace three miles of sewer line per year.
- Wastewater system improvements necessary to accommodate near term and ultimate future growth and development are projected to cost approximately \$74,300,000.
- In 2011, the City entered into a long-term settlement of legal challenges related to the City's discharge of wastewater into the Santa Clara River estuary. The settlement commits the City to invest in new facilities to divert its wastewater to "beneficial uses" in coming decades, however the volume of discharge diversion has not yet been determined. Funding to accomplish this goal and provide for the necessary infrastructure will be derived from increased rates to customers, capacity charges, and grant funding.

5. Status of, and opportunities for, shared facilities

- The VCFPD provides fire dispatch service for the unincorporated County area as well as all cities within the County.

6. Accountability for community service needs, including governmental structure and operational efficiencies

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings, and dissemination of information.
- The City maintains a website that includes basic information about the City, a directory of City services, current and historical City budget documents, current and historical City Council and Planning Commission agendas and staff reports, City happenings and activities, public meetings, development activities, and other City documents.

- City Council meetings are broadcast live on the City’s government cable channel and on the City’s website. Archived videos of City Council meetings are available for viewing on the City’s website.
- The City achieves operational efficiencies through its participation as a co-permittee in the Ventura Countywide Stormwater Quality Management Program. Under this program, the City works with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System Municipal Separate Storm Sewer System permit.

7. Any other matter related to effective or efficient service delivery, as required by Commission policy

Opportunities exist for better regional coordination of the many transit services within the County. The following discussion includes a summary of existing public transit services within Ventura County, current public transit inefficiencies and limitations on regionalization, progress toward public transit coordination, and opportunities for further public transit coordination. Some cities prefer to control and operate their own transit systems in order to provide service focused on users within their jurisdictions; however, the following discussion is based on the idea that a more coordinated, regional perspective on public transit will result in improved service for public transit users.

Existing Public Transit Services in Ventura County:

- The City of Ojai¹⁷ and the City of Simi Valley each provide transit service, with City employees operating and maintaining the vehicles.
- The City of Camarillo provides transit service by means of a contract with a private operator (i.e., Roadrunner Shuttle).
- The City of Thousand Oaks provides transit service by means of a contract with a private operator (i.e., MV Transportation).
- The City of Moorpark provides transit service by means of a contract with the City of Thousand Oaks, which holds a contract for service with a private operator (i.e., MV Transportation).
- Under a cooperative agreement amongst the County of Ventura, the City of Santa Paula, and the City of Fillmore, the Ventura County Transportation Commission (VCTC)¹⁸ administers public transit service in and surrounding the Santa Paula, Fillmore, and Piru areas of Ventura County (i.e., the Valley Express). The service is provided by means of a contract with a private operator (i.e., MV Transportation).
- The County of Ventura contracts with the City of Thousand Oaks, which contracts the service to a private operator (i.e., MV Transportation), for the operation of the free Kanan Shuttle service between the unincorporated area of Oak Park and the City of Agoura Hills. The service is provided fare-free as the required 20% farebox recovery¹⁹ required by the Transportation

¹⁷ The City’s transit service is limited to the Ojai Trolley which operates within the City, and the unincorporated communities of Meiners Oaks and Mira Monte. The Ojai Trolley service operates within the GCTD service area, but is operated directly by the City.

¹⁸ VCTC is the regional transportation planning agency of Ventura County, and oversees a large part of the distribution of public funds for transportation and transit within the County.

¹⁹ TDA funding provided by the State to local jurisdictions may not exceed a certain percentage of the cost to provide public transit service (i.e., 80% for urban areas and 90% for rural areas). The remaining percentage of the cost (i.e., 20% for urban

Development Act (TDA) is provided by local contributions from Ventura County Service Area No. 4, the Oak Park Unified School District, and, most recently, the City of Agoura Hills.

- Gold Coast Transit District (GCTD) provides local and regional fixed-route and paratransit service in the cities of Ojai, Oxnard, Port Hueneme, Ventura and the unincorporated areas of Ventura County. Service is provided on 20 fixed routes, with a fleet includes 56 buses and 24 paratransit vehicles. GCTD directly operates its fixed-route service and contracts its paratransit service to a private operator (i.e., MV Transportation).
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- The ECTA was formed in 2013 through a Memorandum of Understanding (MOU) amongst the City of Camarillo, City of Moorpark, City of Simi Valley, City of Thousand Oaks, and the County of Ventura for the eastern portion of unincorporated Ventura County. ECTA was formed to better coordinate transit services among these agencies. In August 2015, ECTA initiated a service known as “CONNECT City-to-City” which offers Americans with Disabilities Act (ADA) and Senior intercity dial-a-ride service under a single paratransit system.²⁰ The City of Thousand Oaks administers the service, which is contracted to a private operator (i.e., MV Transportation).

Current Public Transit Inefficiencies and Limitations on Regional Coordination:

- According to the Ventura County Regional Transit Study (VCTC, April 9, 2012)²¹, public transit within the County was found to be disjointed. Public transit service providers have varying schedules (i.e., days and hours of operation, frequency of buses (headways)), and fares (including different eligible ages for senior fares (e.g., a lower qualifying age for seniors in the City of Camarillo)), and maintain separate websites and bus books. No single agency or website provides a complete guide for public transit users who wish to plan interagency trips. The study concluded that “This makes connections difficult and service confusing, especially for the infrequent or new rider. While VCTC and the operators have attempted to improve connections through coordinated fare media and scheduling software, progress toward truly integrated service has been minimal.”
- Limited access to non-TDA funding for transit restricts the ability of cities and other public transit operators to increase revenue service hours and still meet TDA farebox recovery requirements. Because of the minimal levels of service currently provided in some areas of the County, regional travel times are often lengthy and opportunities for passengers to connect between buses are few. Shorter headways and total trip times depend on increased transit

areas and 10% for rural areas) must be covered locally through some other means, known as “farebox recovery.” Note that funding sources other than rider fares may qualify as “farebox recovery.”

²⁰ The City of Camarillo does not participate in the CONNECT service because: (1) the City already provides regional ADA and Senior intercity service throughout the East County ((this enables the City to provide senior service to more riders within the City by allowing a lower qualifying age limit of 55 years (rather than 65 years)), and (2) Camarillo ADA and senior riders have the benefit of using just one dial-a-ride system for both local and regional service.

²¹ The study included consultation with VCTC commissioners, city managers, local public transit providers, and the public.

funding under the current funding distribution structure or a different method of distribution for the County's transit funding. Inability to access funding for transportation also limits implementation of improvements for fleet expansions, pedestrian infrastructure, and street lighting.

- While some of the individual transit-serving agencies have made efforts to improve coordination among systems (e.g., through the formation of the GCTD (formed in 2013), and the ECTA (created in 2013)), public transit in the County overall is divided into separate, often unrelated, transit systems. The Ventura County Regional Transit Study acknowledged the challenges in establishing a coordinated system, including the fact that Ventura County consists of “widely spaced, diverse communities and centers where geographic areas do not share common economic, social, and transportation service values.”
- While it is the intent of ECTA to move toward further consistency and regionalization of services in the eastern portion of Ventura County, the existing local transit programs of two ECTA member agencies are limited in their ability to fully participate in the regional ECTA programs:
 - The City of Simi Valley operates fixed route transit service using City personnel and City-owned equipment.
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Progress Toward Regional Coordination of Public Transit:

- On October 3, 2013, Governor Brown signed into law Assembly Bill 664, which formed the GCTD to include five members: four cities and the County. AB 664 also authorized the remaining cities in Ventura County to request to join the GCTD in the future. Prior to the formation of the GCTD, local TDA funding for operating costs and capital projects was provided to Gold Coast Transit (operating as a Joint Powers Authority (JPA)) by its member agencies, allocated by a formula based on the percentage of revenue miles of transit service provided within each participating jurisdiction. As a district, GCTD has the ability to implement service improvements and meet the public's transit needs from a systemwide perspective, and distributes TDA funds to its members

for transit-related purposes such as bus stop construction and transit-related maintenance needs. Following the formation of the District, the GCTD also adopted the following planning documents to further improve the delivery of service to GCTD members: GCTD Service Planning Guidelines (Adopted February 2014), Bus Stop Guidelines (Adopted June 2015), Short Range Transit Plan (Adopted November 2015), and Fleet Management Plan (October 2016). Additionally, in May 2017, GCTD began construction of a new Operations and Maintenance Facility in the City of Oxnard. Once built, the 15-acre facility will allow GCTD to maintain a fleet of up to 125 buses and will include an administration and operations building, an 8-bay maintenance and repair building, a compressed natural gas (CNG) fuel station and bus wash. The facility is scheduled to open in the fall of 2018.

- GCTD's Short Range Transit Plan identified recommended service improvements such as implementing: (1) additional service to Naval Base Ventura County in Port Hueneme, (2) express service between Oxnard and Ventura, and (3) increased service frequencies on its core routes. While funding for these improvements is not in place, service improvements could potentially be funded through the Federal Transit Administration (FTA) (FTA Section 5310/5307 program).
- ECTA is the result of greater awareness for the need to improve coordination amongst transit systems in the eastern portion of the County, and has initiated programs to simplify interjurisdictional trips for riders in the eastern portion of the County (e.g., CONNECT City-to-City). The cities of Moorpark, Simi Valley, and Thousand Oaks are each in various stages of completing strategic plans for transit, including improved regional coordination with regard to hours of operation, route schedules and connectivity, fares, senior age criteria, and consistency of policies.
- Technological advances have provided opportunities for improved regional trip-planning resources for riders. GCTD, VCTC, and Thousand Oaks Transit have schedules available on Google Maps. By the end of FY 2017-18, information about other fixed-route transit services countywide is expected to be available on Google Transit (a web application that assists riders in accessing transit schedule information and planning public transit trips). GCTD launched Google Maps Online Trip Planner in 2014, and recently launched a mobile ticketing application.
- Transfer agreements and fare media (GO Ventura 31-day pass) including the installation of the GFI Genfare system on all transit vehicles have helped improve coordination between systems. However, fare discrepancies and fare policies still need to be addressed.
- VCTC's Coordinated Public Transit – Human Services Transportation Plan (April 2017) identifies strategies to address gaps or deficiencies in the current public transit system in meeting the needs of senior, disabled, and low-income populations in Ventura County. One of the strategies identified in the plan is the implementation of a countywide “one-call/one-click” transit information center intended to simplify and improve trip-planning and access to information about public transit services. Funding has not yet been identified for this service, but the service could potentially be funded through the FTA.

Opportunities for Further Regional Coordination of Public Transit:

- It is clear that constraints to regionalizing public transit exist within Ventura County, and that local jurisdictions have identified opportunities (and implemented some improvements) with respect to local public transit. The City may wish to continue its dialogue with the County and the other cities to further improve connectivity within Ventura County and simplify customers' public transit experiences, including (but not necessarily limited to) the following discussion topics:

- Identify one agency as the regional transportation authority to oversee and implement the majority of public transit within the County;
- Encourage cities that are not currently members of the GCTD to request to join the GCTD, or contract with GCTD for some or all of their planning or operational needs; or
- Establish a new transit district that would complement the GCTD's service area and provide service within areas not currently served by the GCTD in the East County (the formation of ECTA was a step toward potentially realizing this opportunity in the eastern portion of Ventura County).

DRAFT

RESOLUTION OF THE VENTURA LOCAL AGENCY FORMATION COMMISSION DETERMINING THAT THE MUNICIPAL SERVICE REVIEW FOR THE CITY OF SAN BUENAVENTURA IS EXEMPT FROM THE CALIFORNIA ENVIRONMENTAL QUALITY ACT, ACCEPTING THE MUNICIPAL SERVICE REVIEW FOR THE CITY OF SAN BUENAVENTURA, AND MAKING STATEMENTS OF DETERMINATION

WHEREAS, Government Code § 56425 et seq. requires the Local Agency Formation Commission (LAFCo or Commission) to develop and determine the sphere of influence of each local governmental agency within the County; and

WHEREAS, Government Code § 56430(e) requires each LAFCo to conduct a municipal service review before, or in conjunction with, but no later than the time it is considering an action to establish or update a sphere of influence; and

WHEREAS, the Ventura LAFCo has approved a work plan to conduct municipal service reviews and sphere of influence reviews/updates, and the municipal service review for the City of San Buenaventura (City) is part of that work plan; and

WHEREAS, LAFCo has prepared a report titled “City of San Buenaventura – Municipal Service Review” that contains a review of the services provided by the City; and

WHEREAS, the “City of San Buenaventura – Municipal Service Review” report contains recommended statements of determinations related to the City, as required by Government Code § 56430; and

WHEREAS, the “City of San Buenaventura – Municipal Service Review” including the recommended statements of determination were duly considered at a public hearing on February 21, 2018; and

WHEREAS, the Commission heard, discussed, and considered all oral and written testimony for and against the recommended exemption from California Environmental Quality Act (CEQA), the “City of San Buenaventura – Municipal Service Review” report and the written determinations, including, but not limited to, the LAFCo staff report dated February 21, 2018, and recommendations.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED by the Ventura Local Agency Formation Commission as follows:

- (1) The municipal service review report titled “City of San Buenaventura – Municipal Service Review”, including the related statements of determination, are determined to be exempt from CEQA pursuant to § 15061(b)(3) of the CEQA Guidelines, and LAFCo staff is directed to file a Notice of Exemption as the lead agency pursuant to § 15062 of the CEQA Guidelines; and
- (2) The Commission accepts the “City of San Buenaventura – Municipal Service Review” report as presented to the Commission on February 21, 2018, including any modifications approved by a majority of the Commission as a part of this action. The Executive Officer is authorized to make minor edits to the report for accuracy and completeness; and
- (3) The LAFCo staff report dated February 21, 2018, and recommendation for acceptance of the “City of San Buenaventura – Municipal Service Review” report are hereby adopted; and
- (4) Pursuant to Government Code § 56430(a), the following statements of determination are hereby made for the City:

a. Growth and population projections for the affected area. [§ 56430(a)(1)]

According to the U.S. Census, from 2000 to 2010, the City of San Buenaventura’s population increased from 100,916 to 106,433. The California Department of Finance estimated the City’s population to be 108,557 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 7,641 people, or 7.6% (0.5% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	108,557	110,942	114,619	117,775	121,019	124,352

The City updated its General Plan in 2005. The Environmental Impact Report (EIR) prepared for the General Plan update included population projections based on an average annual growth rate of 0.88% (between 1994 and 2004) and a 2004 population

of 104,952. The projections used in the General Plan would result in an estimated 2016 population of approximately 116,587, substantially higher than the Department of Finance population estimate of 108,557 in 2016. Thus, it appears that the anticipated growth rate projected in the General Plan EIR is overestimated based on the most recent population information available from the California Department of Finance.

b. *The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.* [§ 56430(a)(2)]

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income (Government Code § 56033.5). The Ventura LAFCo has determined that the community of Saticoy, southeast of and contiguous to the City and located within the City's current sphere of influence, is a disadvantaged unincorporated community. Based on 2010 U.S. Census demographic data, the Saticoy community consists of 1,029 residents and has a median household income of \$21,343.

The Saticoy community receives the following municipal services:

Fire services:

- Although the Saticoy community is located within the boundaries of the Ventura County Fire Protection District (VCFPD), fire protection and prevention services for the Saticoy community are provided primarily by the City under a mutual aid agreement between the City and the VCFPD.

Police services:

- The Ventura County Sheriff's Office provides police services within the Saticoy community.

Wastewater services:

- The Saticoy Sanitary District, an independent special district that serves only the Saticoy community, provides sewer services.

Water services:

- The City of San Buenaventura provides water services within the Saticoy community. Water service outside the City's jurisdictional boundaries is subject to a City water surcharge. City policy generally precludes new or expanded water services exceeding a ¾-inch meter for service outside the City's boundaries, resulting in a limitation on the development and/or redevelopment (e.g., multi-family, commercial, and industrial uses) that can occur within the Saticoy community.

c. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs and deficiencies. [§ 56430(a)(3)]

Library services:

- The City provides library services by means of a contract with the County of Ventura.

Fire services:

- The City operates six fire stations which serve the City and nearby unincorporated communities.
- The closure of Fire Station 4 in 2010 resulted in substantial reductions in response times for emergency services to approximately the eastern half of the City. In 2011, the City obtained funding to reopen the fire station through most of 2014. Continued funding through the City's Measure O ordinance (i.e., \$1.64 million during FY 2017-18) will ensure that all six of the City's fire stations remain open for a minimum of the next 25 years.
- Over the last two years, police response time goals were met 58% of the time for emergency calls.
- According to the *Ventura Fire Department and Police Department Operational Details Report (2012)*, the current level of staffing does not appear to be sufficient to provide fire personnel adequate time to perform their duties and to maintain adequate emergency response staffing without incurring substantial overtime costs.

Police services:

- The City currently provides a ratio of 1 sworn officer per 842 residents (down from 1 sworn officer to 878 residents, when the City had the highest per capita violent crime rate in the County).
- The City's average police response time for emergency calls has met response time goals 58% of the time.

Recreation and park services:

- The City provides a wide range of park facilities and recreation programs.
- The City's goal is to provide 10 acres of park space per 1,000 residents. To meet this goal for the current population, 1,085 acres of parkland would need to be provided.
- Upon completion of several park facilities, the City will provide more than 500 acres of developed parkland.

Solid waste services:

- Solid waste services are provided through a contract with a private operator that bills customers directly.

- The City funds services related to solid waste, including waste reduction programs and hazardous waste disposal.

Streets, highways, and drainage services:

- The City's Public Works Department maintains and repairs streets, bicycle routes, storm drain systems, and traffic signals. Street construction and maintenance and street lighting are provided both directly and by contract, and street sweeping and landscape maintenance are provided by contract. Through the Street Lighting Fund and Street Light District 36, the City provides maintenance and operation of the street lights within the City.
- Maintenance of City streets is underfunded and is likely to result in continued deterioration of City streets.
- Measure O funds will contribute to improvements to the City's streets through repairs and maintenance.

Wastewater services:

- The City provides wastewater collection and treatment services within the City and to adjacent unincorporated areas.
- The City's wastewater collection system is currently experiencing capacity deficiencies. In addition, the City has identified anticipated deficiencies based on near-term development as well as long-term (i.e., General Plan buildout) development.
- The City's wastewater treatment facility has the ability to accommodate current wastewater flows. Anticipated future wastewater flows upon buildout of the General Plan will exceed the current capacity of the City's wastewater treatment facility. Before the wastewater treatment facility can be expanded, additional assessments are necessary to demonstrate that expansion to the identified treatment capacity is feasible.

Water services:

- The City provides potable water to the City and to areas adjacent to the City.
- Based on the 2017 CWRR, it appears that water demands from existing and approved development will exceed available supply through 2018.
- Based on the 2015 UWMP, it appears that water demands from 2020 through 2030 will exceed supplies in the case of multiple dry years (with or without planned additional water sources).
- The City is pursuing additional water sources to diversify its water portfolio. The feasibility of realizing the additional water sources is unknown at this time.
- According to City staff, the City has an adequate and available long-term water supply to meet demand.

- According to City staff, the City’s Potable Reuse Program could provide an additional 2,381 AFY to 3,898 AFY of water supply by 2023.
- According to City staff, the City anticipates that by 2021, it would have the infrastructure in place to receive approximately 3,000 AFY of SWP water.

d. *Financial ability of agencies to provide services. [§ 56430(a)(4)]*

- The City has a balanced budget.
- It appears that the City has the ability to finance the services it currently provides. Staffing levels have remained relatively steady over the last several years.
- Measure O funding is expected to support the continued operation of the City’s six fire stations.
- In order to maintain the current ratio of sworn officers to residents for anticipated development, an additional 15 sworn officers are required.
- Measure O funding is expected to contribute to necessary improvements to and maintenance of the City’s streets. However, additional funding sources in support of City streets is necessary.
- The costs to address the current deficiencies identified in the City wastewater collection system are projected to be \$36,400,000. As of 2017, 20,224 feet of sewer line identified in the *Wastewater System Master Plan* has been replaced or repaired, which constitutes approximately 7% of the total necessary improvement. The City’s FY 2016-22 Capital Improvement Plan identifies future improvements to address the identified deficiencies. The City’s goal is to repair or replace three miles of sewer line per year.
- Wastewater system improvements necessary to accommodate near term and ultimate future growth and development are projected to cost approximately \$74,300,000.
- In 2011, the City entered into a long-term settlement of legal challenges related to the City’s discharge of wastewater into the Santa Clara River estuary. The settlement commits the City to invest in new facilities to divert its wastewater to “beneficial uses” in coming decades, however the volume of discharge diversion has not yet been determined. Funding to accomplish this goal and provide for the necessary infrastructure will be derived from increased rates to customers, capacity charges, and grant funding.

e. *Status of, and opportunities for, shared facilities. [§ 56430(a)(5)]*

- The VCFPD provides fire dispatch service for the unincorporated County area as well as all cities within the County.

f. *Accountability for community service needs, including governmental structure and operational efficiencies. [§ 56430(a)(6)]*

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings, and dissemination of information.
- The City maintains a website that includes basic information about the City, a directory of City services, current and historical City budget documents, current and historical City Council and Planning Commission agendas and staff reports, City happenings and activities, public meetings, development activities, and other City documents.
- City Council meetings are broadcast live on the City’s government cable channel and on the City’s website. Archived videos of City Council meetings are available for viewing on the City’s website.
- The City achieves operational efficiencies through its participation as a co-permittee in the Ventura Countywide Stormwater Quality Management Program. Under this program, the City works with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System Municipal Separate Storm Sewer System permit.

g. *Any other matter related to effective and efficient service delivery, as required by commission policy. [§ 56430(a)(7)]*

Opportunities exist for better regional coordination of the many transit services within the County. The following discussion includes a summary of existing public transit services within Ventura County, current public transit inefficiencies and limitations on regionalization, progress toward public transit coordination, and opportunities for further public transit coordination. Some cities prefer to control and operate their own transit systems in order to provide service focused on users within their jurisdictions; however, the following discussion is based on the idea that a more coordinated, regional perspective on public transit will result in improved service for public transit users.

Existing Public Transit Services in Ventura County:

- The City of Ojai¹ and the City of Simi Valley each provide transit service, with City employees operating and maintaining the vehicles.

¹ The City’s transit service is limited to the Ojai Trolley which operates within the City, and the unincorporated communities of Meiners Oaks and Mira Monte. The Ojai Trolley service operates within the GCTD service area, but is operated directly by the City.

- The City of Camarillo provides transit service by means of a contract with a private operator (i.e., Roadrunner Shuttle).
- The City of Thousand Oaks provides transit service by means of a contract with a private operator (i.e., MV Transportation).
- The City of Moorpark provides transit service by means of a contract with the City of Thousand Oaks, which holds a contract for service with a private operator (i.e., MV Transportation).
- Under a cooperative agreement amongst the County of Ventura, the City of Santa Paula, and the City of Fillmore, the Ventura County Transportation Commission (VCTC)² administers public transit service in and surrounding the Santa Paula, Fillmore, and Piru areas of Ventura County (i.e., the Valley Express). The service is provided by means of a contract with a private operator (i.e., MV Transportation).
- The County of Ventura contracts with the City of Thousand Oaks, which contracts the service to a private operator (i.e., MV Transportation), for the operation of the free Kanan Shuttle service between the unincorporated area of Oak Park and the City of Agoura Hills. The service is provided fare-free as the required 20% farebox recovery³ required by the Transportation Development Act (TDA) is provided by local contributions from Ventura County Service Area No. 4, the Oak Park Unified School District, and, most recently, the City of Agoura Hills.
- Gold Coast Transit District (GCTD) provides local and regional fixed-route and paratransit service in the cities of Ojai, Oxnard, Port Hueneme, Ventura and the unincorporated areas of Ventura County. Service is provided on 20 fixed routes, with a fleet includes 56 buses and 24 paratransit vehicles. GCTD directly operates its fixed-route service and contracts its paratransit service to a private operator (i.e., MV Transportation).
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² VCTC is the regional transportation planning agency of Ventura County, and oversees a large part of the distribution of public funds for transportation and transit within the County.

³ TDA funding provided by the State to local jurisdictions may not exceed a certain percentage of the cost to provide public transit service (i.e., 80% for urban areas and 90% for rural areas). The remaining percentage of the cost (i.e., 20% for urban areas and 10% for rural areas) must be covered locally through some other means, known as “farebox recovery.” Note that funding sources other than rider fares may qualify as “farebox recovery.”

Resolution

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- The ECTA was formed in 2013 through a Memorandum of Understanding (MOU) amongst the City of Camarillo, City of Moorpark, City of Simi Valley, City of Thousand Oaks, and the County of Ventura for the eastern portion of unincorporated Ventura County. ECTA was formed to better coordinate transit services among these agencies. In August 2015, ECTA initiated a service known as “CONNECT City-to-City” which offers Americans with Disabilities Act (ADA) and Senior intercity dial-a-ride service under a single paratransit system.⁴ The City of Thousand Oaks administers the service, which is contracted to a private operator (i.e., MV Transportation).

Current Public Transit Inefficiencies and Limitations on Regional Coordination:

- According to the Ventura County Regional Transit Study (VCTC, April 9, 2012)⁵, public transit within the County was found to be disjointed. Public transit service providers have varying schedules (i.e., days and hours of operation, frequency of buses (headways)), and fares (including different eligible ages for senior fares (e.g., a lower qualifying age for seniors in the City of Camarillo)), and maintain separate websites and bus books. No single agency or website provides a complete guide for public transit users who wish to plan interagency trips. The study concluded that “This makes connections difficult and service confusing, especially for the infrequent or new rider. While VCTC and the operators have attempted to improve connections through coordinated fare media and scheduling software, progress toward truly integrated service has been minimal.”
- Limited access to non-TDA funding for transit restricts the ability of cities and other public transit operators to increase revenue service hours and still meet TDA farebox recovery requirements. Because of the minimal levels of service currently provided in some areas of the County, regional travel times are often lengthy and opportunities for passengers to connect between buses are few. Shorter headways and total trip times depend on increased transit funding under the current funding distribution structure or a different method of distribution for the County’s transit funding. Inability to access funding for transportation also limits implementation of improvements for fleet expansions, pedestrian infrastructure, and street lighting.
- While some of the individual transit-serving agencies have made efforts to improve coordination among systems (e.g., through the formation of the GCTD (formed in 2013), and the ECTA (created in 2013)), public transit in the County overall is divided

⁴ The City of Camarillo does not participate in the CONNECT service because: (1) the City already provides regional ADA and Senior intercity service throughout the East County ((this enables the City to provide senior service to more riders within the City by allowing a lower qualifying age limit of 55 years (rather than 65 years)), and (2) Camarillo ADA and senior riders have the benefit of using just one dial-a-ride system for both local and regional service.

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Progress Toward Regional Coordination of Public Transit:

- On October 3, 2013, Governor Brown signed into law Assembly Bill 664, which formed the GCTD to include five members: four cities and the County. AB 664 also authorized the remaining cities in Ventura County to request to join the GCTD in the future. Prior to the formation of the GCTD, local TDA funding for operating costs

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and capital projects was provided to Gold Coast Transit (operating as a Joint Powers Authority (JPA)) by its member agencies, allocated by a formula based on the percentage of revenue miles of transit service provided within each participating jurisdiction. As a district, GCTD has the ability to implement service improvements and meet the public's transit needs from a systemwide perspective, and distributes TDA funds to its members for transit-related purposes such as bus stop construction and transit-related maintenance needs. Following the formation of the District, the GCTD also adopted the following planning documents to further improve the delivery of service to GCTD members: GCTD Service Planning Guidelines (Adopted February 2014), Bus Stop Guidelines (Adopted June 2015), Short Range Transit Plan (Adopted November 2015), and Fleet Management Plan (October 2016). Additionally, in May 2017, GCTD began construction of a new Operations and Maintenance Facility in the City of Oxnard. Once built, the 15-acre facility will allow GCTD to maintain a fleet of up to 125 buses and will include an administration and operations building, an 8-bay maintenance and repair building, a compressed natural gas (CNG) fuel station and bus wash. The facility is scheduled to open in the fall of 2018.

- GCTD's Short Range Transit Plan identified recommended service improvements such as implementing: (1) additional service to Naval Base Ventura County in Port Hueneme, (2) express service between Oxnard and Ventura, and (3) increased service frequencies on its core routes. While funding for these improvements is not in place, service improvements could potentially be funded through the Federal Transit Administration (FTA) (FTA Section 5310/5307 program).
- ECTA is the result of greater awareness for the need to improve coordination amongst transit systems in the eastern portion of the County, and has initiated programs to simplify interjurisdictional trips for riders in the eastern portion of the County (e.g., CONNECT City-to-City). The cities of Moorpark, Simi Valley, and Thousand Oaks are each in various stages of completing strategic plans for transit, including improved regional coordination with regard to hours of operation, route schedules and connectivity, fares, senior age criteria, and consistency of policies.
- Technological advances have provided opportunities for improved regional trip-planning resources for riders. GCTD, VCTC, and Thousand Oaks Transit have schedules available on Google Maps. By the end of FY 2017-18, information about other fixed-route transit services countywide is expected to be available on Google Transit (a web application that assists riders in accessing transit schedule information and planning public transit trips). GCTD launched Google Maps Online Trip Planner in 2014, and recently launched a mobile ticketing application.
- Transfer agreements and fare media (GO Ventura 31-day pass) including the installation of the GFI Genfare system on all transit vehicles have helped improve coordination between systems. However, fare discrepancies and fare policies still need to be addressed.

- VCTC’s Coordinated Public Transit – Human Services Transportation Plan (April 2017) identifies strategies to address gaps or deficiencies in the current public transit system in meeting the needs of senior, disabled, and low-income populations in Ventura County. One of the strategies identified in the plan is the implementation of a countywide “one-call/one-click” transit information center intended to simplify and improve trip-planning and access to information about public transit services. Funding has not yet been identified for this service, but the service could potentially be funded through the FTA.

Opportunities for Further Regional Coordination of Public Transit:

- It is clear that constraints to regionalizing public transit exist within Ventura County, and that local jurisdictions have identified opportunities (and implemented some improvements) with respect to local public transit. The City may wish to continue its dialogue with the County and the other cities to further improve connectivity within Ventura County and simplify customers’ public transit experiences, including (but not necessarily limited to) the following discussion topics:
 - Identify one agency as the regional transportation authority to oversee and implement the majority of public transit within the County;
 - Encourage cities that are not currently members of the GCTD to request to join the GCTD, or contract with GCTD for some or all of their planning or operational needs; or
 - Establish a new transit district that would complement the GCTD’s service area and provide service within areas not currently served by the GCTD in the East County (the formation of ECTA was a step toward potentially realizing this opportunity in the eastern portion of Ventura County).

This resolution was adopted on February 21, 2018.

	AYE	NO	ABSTAIN	ABSENT
Commissioner Freeman	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parvin	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ramirez	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Rooney	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ross	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Zaragoza	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bennett	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bill-de la Peña	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Richards	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Waters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Date _____ Linda Parks, Chair, Ventura Local Agency Formation Commission

c: City of San Buenaventura

Ventura Local Agency Formation Commission

City of Santa Paula

Municipal Service Review

DRAFT

Prepared By:
Ventura Local Agency Formation Commission
800 S. Victoria Avenue, L #1850
Ventura, CA 93009



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Introduction

Local Agency Formation Commissions (LAFCo) exist in each county in California and were formed for the purpose of administering state law and local policies relating to the establishment and revision of local government boundaries. According to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (California Government Code § 56000 et seq.), LAFCo's purposes are to:

- discourage urban sprawl;
- preserve open space and prime agricultural land;
- ensure efficient provision of government services; and
- encourage the orderly formation and development of local agencies.

To achieve its purposes, LAFCos are responsible for coordinating logical and timely changes in local government boundaries (such as annexations), conducting special studies that identify ways to reorganize and streamline governmental structure, and determining a sphere of influence for each city and special district over which they have authority.

A **sphere of influence** is a plan for the probable physical boundaries and service area of a local agency, as determined by LAFCo (Government Code § 56076). Beginning in 2001, each LAFCo was required to review, and as necessary, update the sphere of each city and special district on or before January 1, 2008, and every five years thereafter (Government Code § 56425(g)). Government Code § 56430(a) provides that in order to determine or update a sphere of influence, LAFCo shall prepare a **Municipal Service Review (MSR)** and make written determinations relating to the following seven factors:

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.
4. Financial ability of agencies to provide services.
5. Status of, and opportunities for, shared facilities.
6. Accountability for community service needs, including governmental structure and operational efficiencies.
7. Any other matter related to effective or efficient service delivery, as required by Commission policy.

MSRs are not prepared for counties, but are prepared for special districts governed by a county Board of Supervisors. Additionally, while LAFCos are authorized to prepare studies relating to their role as boundary agencies, LAFCos have no investigative authority.

A MSR was completed for each of nine of the 10 Ventura County cities (a MSR was not prepared for the City of Port Hueneme¹) in Ventura County in 2007, and a second MSR for the same nine cities was completed in 2012. This MSR includes an updated examination of the City's services, as required by LAFCo law.

LAFCo staff prepared this MSR for the City of Santa Paula, using information obtained from multiple sources, including:

- **2017 MSR Questionnaire:** The City completed a questionnaire, which elicited general information about the City (e.g., its contact information, governing body, financial information), as well as service-specific data;
- **City Budget:** The City's adopted budget provided information regarding services and funding levels;
- **General Plan:** The City's General Plan provided information regarding land use, populations, and service levels;
- **City Documents:** Various City documents provided supplementary information relating to service provision;
- **2012 MSR:** The 2012 MSR provided certain data that remains relevant and accurate for inclusion in the current MSR;
- **City Website:** The City's website provided supplementary and clarifying information; and
- **City Staff:** City staff provided supplementary and clarifying information.

This report is divided into four sections, which include:

- **Profile:** Summary profile of information about the City, including contact information, governing body, summary financial information, and staffing levels;
- **Growth and Population Projections:** Details of past, current, and projected population for the City;
- **Review of Municipal Services:** Discussion of the municipal services that the City provides; and
- **Written Determinations:** Recommended determinations for each of the seven mandatory factors for the City.

The Commission's acceptance of the MSR and adoption of written determinations will be memorialized through the adoption of a resolution that addresses each of the seven mandatory factors based on the Written Determinations section of the MSR.

¹ No MSR was prepared for the City of Port Hueneme, consistent with past Commission practice, because: (1) the City's municipal boundary is coterminous with its existing sphere boundary; (2) the City is nearly entirely surrounded by the City of Oxnard and the Pacific Ocean, and (3) the only area available for inclusion in the City's sphere is the unincorporated community of Silver Strand, which is provided municipal services by the Channel Islands Beach Community Services District.

Profile



Contact Information

City Hall	970 E. Ventura Street, Santa Paula, CA 93060-3637
Mailing Address	PO Box 569, Santa Paula, CA 93061
Phone Number	(805) 525-4478
Website	spcity.org
Employee E-mail Addresses	firstname.lastname@spcity.org

Governance Information

Incorporation Date	April 22, 1902
Organization	General Law
Form of Government	Council - Manager
City Council	Five members. Elected at-large to staggered, four-year terms of office (elections held in even-numbered years). City Council selects one of its members to serve as Mayor (Mayor serves a one-year term).
Other Elected Officials	City Treasurer and City Clerk elected at-large and serve four-year terms
City Council Meetings	1 st and 3 rd Monday of each month (except holidays), beginning at 6:30 p.m. Broadcast live on the City's government cable television channel. Webcast live (and available anytime) on the City's website.

Population and Area Information

	<i>Population</i>	<i>Area (square miles)</i>
City Jurisdiction	30,752 ²	5.5
Sphere of Influence	Not available	17.7

Services Provided by the City

Animal Services ³	Solid Waste Collection and Disposal Services ⁴
Building and Safety Services	Storm Drain Maintenance Services
Community Development/Planning Services	Street Maintenance Services
Fire Protection Services	Wastewater Services
Parks and Recreation Services	Water Services
Police Services	

² Source: California Department of Finance estimate (January 1, 2016).

³ Service provided by City of Santa Paula Police Department.

⁴ Service provided by contract with a private provider.

Staffing – Full Time Equivalent Positions ⁵					
	FY 2012-13	FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17
Administration	6.75	6.33	7.00	7.00	6.00
Inspection Services	5.00	5.00	5.50	5.50	5.50
Community Services	18.15	17.15	17.15	17.15	18.15
Economic Development ⁶	0	0	0	0	0
Finance	9.00	9.00	9.00	9.00	9.00
Fire	15.00	20.00	20.00	20.00	20.50
Planning	3.00	3.00	3.50	4.50	4.50
Police	42.00	42.00	44.00	46.00	46.00
Public Works	22.00	22.00	25.00	26.00	26.00
Total	120.90	124.48	131.15	135.15	135.65

Public Agencies with Overlapping Jurisdiction	
Blanchard Santa Paula Library District	Ventura County Transportation Commission
Briggs School District	Ventura County Watershed Protection District
Santa Paula Unified School District	Ventura Regional Sanitation District
United Water Conservation District	Ventura County Air Pollution Control District

⁵ Source: Current and historical City budget documents.

⁶ The City does not currently staff an Economic Development Department. However, the City's new City Manager plans to reorganize the City's departmental structure and reestablish economic development as a priority for the City. Therefore, it is likely that staff will be assigned to this departmental category.

Summary Financial Information⁷

General Fund	FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18
Revenues	Audit	Audit	Audit	Estimated	Adopted
Property taxes	5,818,779	6,889,396	5,980,553	6,340,532	6,287,000
Sales tax	1,707,894	1,867,284	2,336,936	2,570,894	2,545,000
Franchise Fee Tax	614,433	904,177	709,083	689,223	750,000
Other Taxes	297,549	278,543	320,922	228,563	295,000
Licenses and Permits	332,928	355,657	318,324	307,941	628,868
Fines and Penalties	184,711	138,100	113,053	114,878	98,000
Investments & Rents	5,530	3,934	3,655	11,785	192,215
Intergov't Revenues	395,077	493,668	1,154,193	729,194	445,799
Charges for Services	1,058,884	1,430,115	1,551,842	1,066,044	1,575,340
Other Revenue	199,091	353,311	206,160	371,547	471,919
Capital Lease Proceeds	0	528,692	0	0	0
Transfers	1,551,188	0	0	0	2,206,925
Total	\$12,166,064	\$13,242,877	\$12,694,721	\$12,430,601	\$15,495,566
General Fund	FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18
Expenditures	Actual	Actual	Estimated	Budget	Adopted
Admin & Risk Mgmt	1,140,559	1,137,850	1,027,470	1,379,026	3,038,782
Building and Safety	432,414	384,110	375,144	266,904	288,657
Community Services	1,045,047	1,005,677	1,121,601	1,122,940	1,053,144
Finance	455,893	473,290	505,946	485,791	749,297
Fire	2,398,095	3,464,461	2,890,097	2,474,159	3,039,708
Planning	463,683	649,040	620,779	638,559	798,633
Police	5,352,200	5,883,754	6,356,767	6,351,549	6,201,161
Public Works	436,123	577,952	489,761	269,334	302,126
Debt Service	0	31,695	0	0	0
Transfers Out	397,336	22,770	22,770	191,087	22,770
Total	\$12,121,350	\$13,630,599	\$13,410,335	\$13,179,349	\$15,494,278

The initial budget materials for FY 2017-18 were considered by the City Council in May 2017. That preliminary budget indicated a \$1.5 million deficit, and therefore the interim City Manager requested that all City departments reduce anticipated expenditures and review expected revenues. With various Fiscal Year 2017-18 budget cuts by the departments, Measure T⁸ committee recommendations and subsequent City Council approval, the budget ended with a surplus of \$1,288.

⁷ Source: Current and historical budgets, and City staff. According to City staff, in recent years, the City has used “one-time monies” to cover budget deficits. City staff also indicates that the Measure T sales tax revenues (see the following footnote) and property taxes to be generated by new development within the City are expected to cover deficits moving forward.

⁸ Measure T is the City’s adopted general sales tax ordinance which imposes a 1 percent tax on transactions and sales for a 20-year period, and is expected to generate approximately \$2.1 million annually to be used primarily for the improvement of police and fire services, and secondarily for street repair, youth programs, and other City services.

Growth and Population Projections

City Annual Growth Projections

According to the U.S. Census, from 2000 to 2010, the City of Santa Paula’s population increased from 28,598 to 29,321. The California Department of Finance estimated the City’s population to be 30,752 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 2,154 people, or 7.5% (0.5% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	30,752	31,372	32,164	32,976	33,809	34,662

The Southern California Association of Governments (SCAG) 2016-2040 Regional Transportation Plan/ Sustainable Communities Strategy (2016 RTP/SCS) growth forecast projects population growth of the City to occur more rapidly, with an estimated population of 39,600 in 2040.

Anticipated Development Projects Within and Adjacent to the City Sphere of Influence

According to the City of Santa Paula General Plan, buildout of the City would result in a population of 38,323 by 2020. This projection includes anticipated development projects that are currently located in the unincorporated County area and would require annexation of territory to the City in order for development to occur. The General Plan divides most of the unincorporated area within the City’s sphere of influence into “Planning Areas” and “Expansion Areas.” The following map depicts the City’s existing boundaries and its sphere of influence, and indicates the locations of the Adams Canyon Expansion Area and Fagan Canyon Expansion Area identified in the General Plan for potential future development.

The 2014-2021 Housing Element states that the housing growth need for the period is 1,285 units, which, based on the average of 3.44 persons per dwelling units identified in the 2010 Census, would be an increase in population of 4,420 people. This assumes annexation and development of the areas within the City’s sphere of influence during this period.

The following table provides a summary of anticipated future development of the City (undeveloped areas that are within the City and surrounding unincorporated areas) and the estimated population of each:

Anticipated Future Development Project	Number of Residences	Estimated Population
East Area 1 Specific Plan (approved, within the City)	1,500	5,275 ⁹
East Area 2 Planning Area (approved, within the City)	0	0
West Area 2 Expansion Area (proposed, outside the City)	0	0
Adams Canyon Expansion Area (anticipated, outside the City)	495	1,703 ¹⁰
Fagan Canyon Expansion Area (anticipated, outside the City)	450	1,548 ¹¹
Foothill/Peck (anticipated, outside the City)	53	182
Total	2,498	8,708

- *East Area 1 Specific Plan:* In March 2011, the Ventura LAFCo approved a sphere of influence amendment and change of organization affecting approximately 540 acres included in the City's East Area 1 Specific Plan. This area was annexed to the City in 2013. The Specific Plan would allow for the construction of up to 1,500 residential units and several hundred thousand square feet of other uses. The Specific Plan estimates that upon buildout, which is to occur in phases over 10 years, 5,275 people will reside within the development area, with the potential population increase averaging 528 people per year.
- *East Area 2 Planning Area:* The General Plan identifies this area for up to approximately 1,600,000 square feet of commercial and industrial uses. No residential development is anticipated.
- *West Area 2 Expansion Area:* The General Plan identifies this 54-acre area for up to approximately 1,900,000 square feet of light industrial and research/development uses. No residential development is anticipated. This project is currently under environmental review.
- *Adams Canyon Expansion Area:* The Adams Canyon Expansion Area includes 5,413 acres (8.5 square miles) of undeveloped land within the City's sphere of influence that, if approved for development by the City and LAFCo, would allow for the development of 495 residential units, a hotel, a park, and a golf course.
- *Fagan Canyon Expansion Area:* The Fagan Canyon Expansion Area includes 2,173 acres (3.4 square miles) of undeveloped land that, if approved for development by the City and LAFCo, would allow for the development of 450 residential units and a limited amount of neighborhood commercial uses (approximately 75,000 square feet).
- *Foothill/Peck:* The City Council recently denied a proposal for the subdivision and development of 79 hillside residential parcels on a 32.5-acre parcel. City staff reports that it anticipates the submittal of a new project that would involve subdivision and development of the site into 53 residential lots.

The City adopted a growth management regulation in 1985 (i.e., Ordinance No. 832), which prescribes a maximum development of 124 residential units annually within the City (but does not include accessory

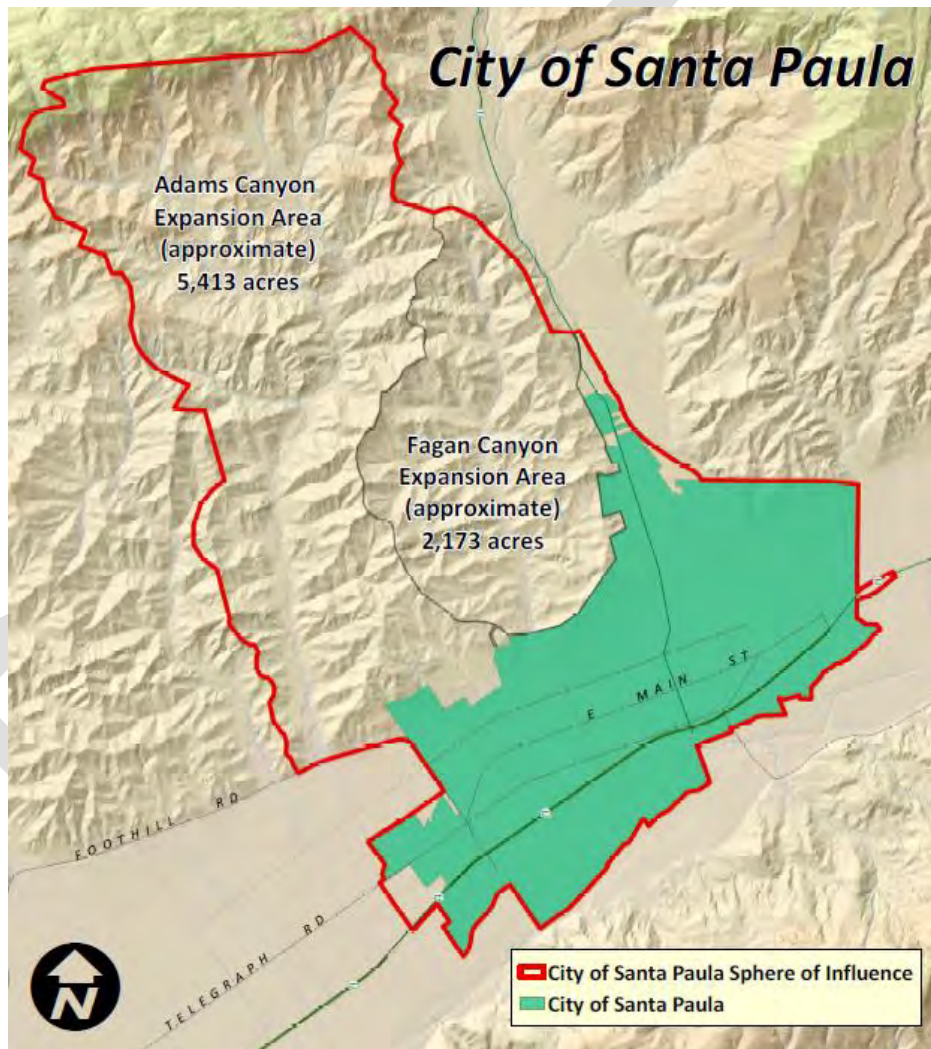
⁹ Population estimate is based on information from the approved East Area 1 Specific Plan.

¹⁰ Based on 2010 U.S. Census estimate of 3.44 persons per household.

¹¹ Based on 2010 U.S. Census estimate of 3.44 persons per household.

dwelling units). Any unused allocation may be rolled over into future years. In addition, Ordinance No. 1188 (known as the 81-acre Initiative) requires voter approval of large-scale developments proposed on 81 or more acres of land. Based on the City's 2014-2021 Housing Element, the City has a projected need for the addition of 1,285 residential units during that period, which exceeds the number of dwelling units allowed under Ordinance No. 832. The City anticipates the eventual development of a total of 2,498 dwellings (see table above), 998 of which are located outside the City's current boundaries but within its sphere of influence.

The City's current boundary and sphere of influence are shown below:



Review of Municipal Services

The review of City services is based on provisions of state law which require LAFCo to make determinations regarding the present and planned capacity of public facilities, the adequacy of public services, infrastructure needs and deficiencies, and the City's financial ability to provide these services (Government Code § 56430(a)(3)).

In November 2016, Santa Paula voters passed Measure T, a 1 percent sales tax increase that sunsets in 2036. Tax revenues resulting from Measure T (expected to generate at least \$2 million annually) are deposited into the City's General Fund, and may be used to pay for any purpose, including general City operations and services such as police and fire services, street repairs, and youth programs.

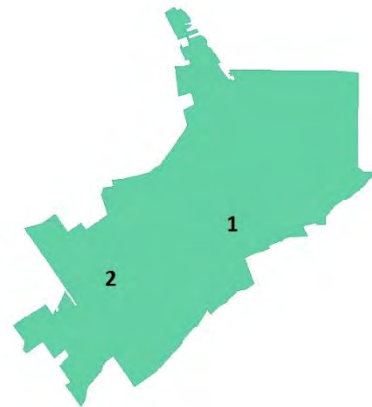
The City has begun the process of updating its General Plan. A Notice of Preparation of a Supplemental Environmental Impact Report (EIR) was released in February 2017. A number of comments were received during the Notice of Preparation, resulting in a staff decision to prepare a Program EIR. A Notice of Preparation and Scoping meeting for a Program EIR was released in November 2017, and a draft EIR is not yet available for review. According to the City's General Plan update website and City staff, the City anticipates adoption of the updated General Plan in mid-2018. A draft General Plan Background Report was released in November 2017. The draft Background Report (available on the City's General Plan update website) describes the regulatory framework for preparation of the General Plan update and establishes existing conditions related to land use, transportation, hazards, etc. In late November 2017, City staff and its General Plan consultant conducted a scoping meeting for the Program EIR and discussion of the Draft General Plan Background Report to receive input from interested parties.

Fire Services

The City's Fire Department provides fire protection and prevention services, and contracts for the provision of paramedic/ambulance services.

Fire Stations

Two fire stations serve the City. Routine fire, medical and other calls are handled by the two engine companies on a rotating 48-hour shift system. The City's Fire Department is also responsible for responding to automatic aid calls in Santa Paula's Light and Air unit when requested. The City also contracts with various agencies on a fee-for-service basis for hazardous materials responses that require response in excess of the City's available resources.



1	Station 1	114 S. 10 th Street
2	Station 2	536 W. Main Street

Staffing

According to City staff, the City employs 20 full-time personnel for fire services, consisting of one Fire Chief, one Assistant Chief, six Fire Captains, six Engineers and six Firefighters, all of whom are also Emergency Medical Technicians. The Assistant Chief position is currently being filled by three part-time Assistant Chiefs on a rotating basis. The Assistant Chiefs currently work on the same shift schedule as the engine companies. In addition, 4 unpaid reserve firefighters supplement these positions through a volunteer program. Normal staffing at each station is: one full-time captain, one engineer, and one reserve firefighter/EMT on 24-hour rotating shifts.

Response Times

According to City staff, the City's average response times, response time goals, and the percentage of responses to calls that met the goals in the last two years are as follows:

	Response Time Goal	Average Response Time	Goal Met During Last Two Years
Non-Emergency	8 minutes	6:09 minutes	95%
Emergency	5 minutes	4:20 minutes	100%

The majority of the City is located within one mile of a fire station and no part of the City is located more than 2.3 miles from a fire station. That the fire stations are in close proximity to the areas they serve contributes to the City's ability to consistently meet its response time goals.

The Ventura County Fire Protection District (VCFPD) is responsible for all fire response dispatch within the County. According to a mutual aid agreement between the cities and the VCFPD, the closest available personnel responds to emergency calls for service, regardless of whether the service need is located within the responding agency's jurisdiction.

Costs

The proposed budgeted operational cost for the City's Fire Department for FY 2017-18 is \$3,053,771, a per capita cost of \$99.

Future Fire Service Level

Based on the average 0.5% annual population growth within the City since 2000, it appears that the two existing fire stations can accommodate projected population growth for the foreseeable future. When considering future development outside the City's current boundaries that are identified in the City's General Plan, it appears that additional fire facilities, personnel, and equipment will be required. Future development is discussed below:

- *East Area 1 Specific Plan and East Area 2 Expansion Area:* The City approved the East Area 1 Specific Plan and related entitlements in 2008. LAFCo approved a sphere of influence amendment and a reorganization proposal in 2011 to allow for the Specific Plan area to be annexed to the City once certain conditions had been met. Approval of the project included the requirement that the developer fund the construction of a new fire station and a pumper apparatus to serve the

development and surrounding area. The new fire station would ensure that the City can continue to meet its response time goals at current levels. The fire station was to be constructed prior to occupancy of the 250th residential unit. The East Area 1 Specific Plan estimates that the City's cost to operate the new fire station would be approximately \$825,000 per year. The fire station would also provide service for the anticipated commercial development in the East Area 2 Planning Area to the south of the East Area 1 Specific Plan. The City anticipates that ongoing revenue to operate the fire station would be generated from taxes and other revenues associated with the development.

- *Adams Canyon Expansion Area:* The 8.5-square-mile Adams Canyon Expansion Area within the City's sphere of influence extends north from the City's northwestern boundary a distance of up to approximately 5 miles. The General Plan states that this area could accommodate development of up to 495 dwellings, a resort hotel, a golf course, and recreational facilities within the Expansion Area, although it does not specify where development is likely to occur. If development would occur in the northern portions of the Expansion Area (i.e., furthest from the City's existing boundaries), fire response times would likely exceed the City's response time goals. It therefore appears that a new fire station would be necessary to serve development in this area to ensure that the City's current service levels and response time goals are met.
- *Fagan Canyon Expansion Area:* The 3.4-square-mile Fagan Canyon Expansion Area extends north from the City's northern boundary. The General Plan states that this area could accommodate development of 450 dwellings and 76,230 square feet of commercial uses. The northern boundary is located up to four miles from the nearest fire station. The General Plan does not identify where within the Expansion Area development is likely to occur. If development would occur in the northern portions of the Expansion Area (i.e., furthest from the City's existing boundaries), fire response times would likely exceed the City's response time goals. It therefore appears likely that an additional fire station would be necessary to serve development in this area to ensure that the City's current service levels and response time goals are met.

In August 2017, the VCFPD (with the support of the Santa Paula City Council) agreed to pursue annexation of the City into the VCFPD. On January 17, 2018, LAFCo approved the proposed annexation. If the annexation is completed (the protest proceeding is pending and the City and VCFPD must enter into a memorandum of agreement in compliance with a LAFCo-imposed condition), the VCFPD will absorb the staff and facilities of the City's fire department, and will provide service within the City in accordance with VCFPD standards (expected to meet or exceed existing service levels). Based on the plan for services provided by VCFPD staff as part of the proposal for annexation of the City into the VCFPD, it does not appear that VCFPD could serve the anticipated development in Adams Canyon and Fagan Canyon to meet VCFPD response time goals, without additional resources (i.e., facilities and personnel).

Library Services



The City does not provide library services. Library services for the City and vicinity are provided by the Blanchard/Santa Paula Public Library District, which operates one library that is located within the City. However, the City has budgeted \$14,000 during FY 2017-18 for contributions to the Blanchard/Santa Paula Public Library, which are collected in the form of development impact fees.

During FY 2015-16, the California State Library (a California public research institution) estimated that the District had a per capita cost of \$23.96 for library operations. Statewide, the average cost for library operations was \$51.21 and the median cost was \$32.25.

Police Services

The City's police department provides a broad range of law enforcement services, including: administration, patrol, investigations, dispatch, records services, and custody/jail services. The Police Department also oversees animal control and graffiti removal functions within the City.

Present Staffing Levels

According to City staff, the City has a total of 46 full-time-equivalent police department positions. For FY 2017-18, police staffing consisted of 46 full-time-equivalent positions, including 1 police chief, 1 police commander, 5 police sergeants, 5 senior police officers, 4 police detectives, 16 police officers, 1 public safety dispatch supervisor, 5 public safety dispatch clerks, 1 senior records clerk, 3.5 community services officers, 1 animal services coordinator, 1 police cadet, 0.5 secretary and 1 graffiti abatement officer. In addition, approximately 32 reserve officers provide support to patrol officers.

Ratio of Sworn Officers to Population

According to the City's General Plan, the City's goal is to provide 1.25 sworn police officers per 1,000 residents, or 1 officer per 800 residents. In 2009, 49 full-time-equivalent positions were funded. Of these, 32 were sworn positions, or a ratio of approximately 1 sworn officer per 912 residents. The FY 2016-17 budget funds 30 sworn officers, or a ratio of 1 sworn officer per 1,025 residents. To achieve the City's level of service goal, 39 sworn officers would be required to serve the current estimated population of 30,752.

Response Times

The City's average response time goal and average response times for the last two years were as follows:

	Response Time Goal	Average Response Time	Goal Met During Last Two Years
Non-Emergency	10 minutes	3:12 minutes	94%
Emergency	5 minutes	2:57 minutes	89%

Operational Costs:

The operational cost for the City's Police Department for FY 2017-18 is \$6,790,623. According to City staff, the per capita cost for police services is \$205.12. For FY 2017-18, the General Fund was expected to generate an estimated \$1,246,231 from a combination of fines, fees, and permits, user charges, and grants. Grant funding is used for training, overtime costs for gang and serious habitual offender compliance, and enforcement investigations. Two school resource officer positions are partially funded through the Department of Justice Community Hiring Program.

Future Staffing Levels

According to the City of Santa Paula General Plan, buildout of the City would result in a population of 38,323 by 2020. Based on the current ratio of 1 sworn officer to 1,025 residents, a total of 37.4 sworn officers would be needed (i.e., an additional 5.4 sworn officers). To achieve the City's ratio goal, a total of 47.9 sworn officers would be needed (i.e., an additional 15.9 sworn officers). The FY 2017-18 budget includes the addition of three sworn officers. Anticipated future City development in areas currently outside the City's boundaries would result in an increase in the City population and therefore generate the need for additional sworn officers to maintain the level of service currently being provided and the City's level-of-service goal:

Ratio	East Area 1 (pop. 5,275)	Adams Canyon (pop. 1,703)	Fagan Canyon (pop. 1,548)	Foothill/Peck (pop. 182)	Total
1 officer per 1,025 residents (existing ratio¹²)	5.1	1.7	1.5	0.2	8.5
1 officer per 800 residents (City ratio goal)	6.6	2.1	2.0	0.2	10.9

Recreation and Park Services

The City's Community Services Department provides recreation and park services and operates a variety of parks and recreational facilities and programs. According to the Land Use Element and Conservation and Open Space Element of the City's General Plan, the City's goal is to provide 5 acres of parkland per 1,000 residents (1 acre per 200 residents). According to the City's Recreation and Parks Master Plan (2006), the City operates and maintains a total of 12 parks, including two neighborhood parks (5 to 15 acres with a service area of a one-mile radius), eight mini parks (less than five acres and serving a smaller community), two special interest parks (facilities with a specific use, such as a skate park, that serve the entire community), a bicycle trail (approximately 36.18 acres), and 86.5 acres of open space¹³. In combination, the City operates and maintains approximately 58 acres of developed parkland and parkland equivalent, a ratio of 5 acres per approximately 2,651 residents (one acre per 530 residents). In order to meet the City's parkland goal for the current population, a total of 154 acres (an additional 96 acres) of parkland would be necessary. The East Area 1 development is expected to provide additional park and open space including 93 acres of active/passage parks and greenways, reducing the City's overall shortfall (East Area 1 First Amended and Restated Development Agreement).

¹² The existing ratio is based on data from the FY 2016-17 budget.

¹³ According to the City's 2011 Development Impact Mitigation Fee Feasibility/Nexus Study, one acre of open space counts toward the existing park level of service at 25% of a developed park acre.

The City operates five playgrounds located in Teague Park, Las Piedras, Mill Park, Obregon Park, and Veterans Memorial Park. There are two lighted soccer fields located at Teague and Las Piedras Parks. George Harding Park contains fields for softball, baseball, and little league. There is a second softball field located in Obregon Park. Various parks contain basketball courts and picnic tables. The City also operates a community center, a senior center, and nearly three miles of bike trails. In addition, the City and the Santa Paula Elementary School District have entered into a joint/shared use agreement that provides for shared use of fields and other facilities. There is also an agreement with the Santa Paula High School District under which the City may utilize the District's tennis courts and gymnasium; however, the City's use of the Santa Paula High School District's facilities requires payment of a fee.

Among the parks and recreation programs offered by or in conjunction with the City are youth baseball, youth and adult soccer, golf, softball, tennis, fitness programs, arts and crafts programs, dance and other creative classes, senior citizen programs and classes, and summer recreation day camps.

Operational Costs:

The City has adopted full cost recovery policies to determine rates and fees for recreation and park services. According to City staff, the annual maintenance cost per acre of developed parkland is \$8,852.

Future Levels of Service

Based on the population projections, if buildout of the General Plan were to occur by 2025, three additional acres would be necessary for a total of 61 acres of parkland (under the current level of service (5 acres per 2,651 residents, equivalent to 1 acre per 530 residents)). Using the City's service goal (5 acres per 1,000 residents, equivalent to 1 acre per 200 residents) for the same time period, 103 additional acres would be necessary for a total of 161 acres of parkland.

Solid Waste Services

The City provided solid waste collection and disposal services until 2011 when a private contractor assumed the service. According to City staff, the City uses a solid waste and disposal services franchise to provide its trash collection, recycling, and greenwaste disposal services. Customers are billed directly by the service provider for these services.

Streets, Highways, and Drainage Services

According to City staff, the City directly provides street construction, maintenance, sweeping, and landscaping services. The City contracts for street lighting services. The City estimates that it has 55 centerline street miles, some of which are unpaved.

Street Maintenance

According to City staff, \$1,333,062 is allocated in FY 2017-18 for street maintenance and improvements, including road rehabilitation, slurry seal, pavement overlay, crosswalk safety improvements, and maintenance of street trees. According to a June 19, 2017, City Council staff report prepared by the interim Public Works Director, approximately 15% of City streets have no remaining life, and the City did not until July 2016 implement a formal pavement management program. Necessary pavement

improvements must be completed over several years in order for the required funding to accumulate, as well as to minimize disruption of traffic flow within the City. Five major streets projects are currently in progress. Between 2017 and 2021, the pavement management report identifies \$31,100,000 in improvement need (\$6,200,000 per year), and \$10,000,000 proposed by the City (\$2,000,000 per year) to improve all City roads to good working condition.

Street Sweeping

The City's street sweeping goal includes sweeping of downtown area streets and commercial streets twice per week, State Route 150 within the City once per week, and residential streets and alleys twice per month. According to City staff, the cost of street sweeping is approximately \$1,100 per centerline mile. Street sweeping costs have increased as a result of increased fuel and equipment costs (e.g., the City recently purchased a new street sweeping vehicle).

Street Lighting

The majority of street lighting services are provided by means of a contract, and the remaining street lights are owned and operated by Southern California Edison. According to City staff, the annual cost for street lighting services was \$5,800 per centerline mile in FY 2016-17.

Drainage

The City provides stormwater and flood control services to comply with the Ventura Countywide Municipal Stormwater National Pollutant Discharge Elimination System¹⁴ (NPDES) permit.

The City's 2008 Storm Drain Master Plan identified several areas within the City that were prone to frequent flooding during storm events and identified a number of improvements and expansions to the drainage system, particularly in the downtown area. The estimated cost for these improvements in 2008 was nearly \$5 million. According to City staff, the City anticipates nearly \$1.5 million in funding for storm drainage improvements during FY 2017-18 from a combination of Gas Tax revenues, NPDES benefit assessments, and Capital Improvement Plan funding. The City's road system consists of approximately 20 miles of storm drains, including 520 drainage inlets or catch basins. One major storm drain project is in progress (i.e., Foothill/Hardison/Cameron Storm Drain Improvement Project).

The study area of the Storm Drain Master Plan included the City and a limited area north of the City. It did not include or evaluate drainage conditions and needs to accommodate future development in the Planning and Expansion Areas outside City boundaries.

¹⁴ The City participates in the Ventura Countywide Stormwater Quality Management Program (VCSQMP). As a VCSQMP partner, the City works together with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System (NPDES) Municipal Separate Storm Sewer System permit, issued by the Los Angeles Regional Water Quality Control Board and adopted by the State Water Resources Control Board under the federal Clean Water Act. The Ventura County Watershed Protection District is the principal NPDES permittee and the City is a co-permittee. In general, the program is funded through grant funding and a benefit assessment imposed on properties.

Transit Services

The City of Santa Paula does not provide transit services. However, under a Cooperative Agreement among the County of Ventura, the City of Santa Paula, and the City of Fillmore, the Ventura County Transportation Commission (VCTC) administers (by contract) public transit service in and surrounding the Santa Paula, Fillmore, and Piru areas of Ventura County. The service is known as the Valley Express, and has been operational since March 2015. For FY 2017-18, the City anticipates approximately \$537,000 in Transportation Development Act funding from the State, all of which supports the Valley Express, and another estimated \$82,500 in grant funding through the State's Congestion Mitigation and Air Quality program, which will be used in FY 2017-18 for the installation of new bus benches. The City Council allocated \$100,000 in Measure T funds to assist in meeting farebox recovery requirements, which prevents the need to raise bus fares and allows the City to use \$100,000 for its streets and roads.

Wastewater Services

The City provides wastewater collection and treatment within its jurisdiction. According to the City's Wastewater System Master Plan (2012), the City's wastewater system includes approximately 60 miles of sewage lines and a new wastewater treatment and water recycling facility that was constructed in 2010. The City's wastewater treatment plant is operated and maintained by a private contractor. The facility has a normal operating capacity of 3.15 million gallons per day (mgd) with a treatment capacity of 4.2 mgd, and a peak operating capacity of 8.0 mgd.

Pursuant to the Wastewater System Master Plan (June 2012), in 2005, future capacity problems were identified for several sewer line segments throughout the City, and two segments of sewer line were determined to be undersized for existing conditions:

- 10-inch segment is located at Main Street near Blanchard School between manholes 2D43 and 2E05
- 20-inch segment located within Harvard Boulevard between manholes 4D06 and 4D09

Improvements and upgrades to the existing wastewater system would be necessary to accommodate the Adams Canyon, Fagan Canyon, and East Area developments. Capacity upgrades are typically scheduled to occur based on adjacent development schedules, with the exception of the Harvard Boulevard upgrade which is expected to occur independently of development activity. According to City staff, wastewater infrastructure improvements within roadways are conducted in conjunction with the City's 2016 pavement management plan, in order to eliminate duplication of roadway work and commuter disruption.

Pursuant to City staff, the City's Lemonwood lift station is in the process of receiving necessary improvements. A second lift station at Harding Park is in need of improvement, and will likely be included in the City's CIP for FY 2018-19. A third lift station is in the grading stages, and will support the new East Area 1 development.

The adopted budget for FY 2017-18 states that wastewater enterprise revenues are budgeted at \$10,795,700 and expenditures are budgeted at \$11,107,007. Despite expenditures exceeding revenues, the projected ending working capital and bond proceeds remain positive. The City anticipates that

enterprise revenues will support necessary improvements to the City's wastewater collection system. The City expects to prepare an update to the City's Wastewater System Master Plan during FY 2018-19.

Current Wastewater Demand, Treatment, and Conveyance

In 2008, the City entered into a 30-year contract with a private company to finance, design, build, and operate a new wastewater treatment facility. The new treatment facility, completed in 2010, is located in the southwest corner of the City near the Santa Clara River. Based on information provided by the City, it appears that the facility has the capacity to provide wastewater treatment services for the City.

According to the Urban Water Management Plan (UWMP) and the City's Wastewater System Management Plan, the average volume of wastewater generated by City users totaled 2.35 mgd in 2005, or approximately 85 gallons per capita per day. In 2010, that volume dropped to approximately 1.7 mgd, or 58 gallons per capita per day. The UWMP suggests that this 32% decrease in average wastewater generation may be due to various factors, including increased water and wastewater rates. The City indicates that the current average volume of influent being treated is 3.15 mgd, or 102 gallons per capita per day. According to the City's 2012 Wastewater System Master Plan, flows can increase substantially during wet weather. Storm water enters the system through manhole openings and other entry points and can as much as double the average daily flow.

The Wastewater System Master Plan identifies two segments of trunk lines where there currently exists deficient capacity. The first is an approximately 1,000-foot segment of the trunk line under Harvard Boulevard between Palm and Warren Streets. The Harvard trunk line is a primary line that conveys wastewater from downtown and much of the eastern side of the City to the treatment plant. The second deficiency exists within an approximately 1,300-foot segment of a trunk line extending from Pamela Lane along the eastern edge of Blanchard School to Elm Street. Approximately 500 feet of this segment is at capacity and the remaining 800 feet is over capacity. This trunk line is the system's only connection to the neighborhoods located in the northwest corner of the City bounded by Peck Road to the west, Main Street to the south and the Santa Paula Cemetery to the east. In addition to these capacity deficiencies, the Master Plan identifies several thousand feet of main lines and trunk lines that are in poor condition or are otherwise problematic and in need of repair or replacement.

The City's Capital Improvement Program (CIP) budget for FY 2017-18 identifies funding for the following wastewater system projects:

- Manhole rehabilitation/replacement (replacement of manholes that are in deficient condition)
- Inflow and Infiltration Reduction Program (ongoing repairs of sewer pipelines to eliminate inflow and infiltration into the wastewater system)
- Sewer Pipeline Rehabilitation Program (replacement of pipelines that are deficient in capacity and condition)
- Recycled water distribution system project (distribution of treated effluent for landscaping within City road right-of-way)
- West Area Sewer Lift Station Project (upgrade of the existing collection system to adequately serve future development)
- Water Recycling Facility Floodwall (upgrade/replacement required by the Federal Emergency Management Agency)

- Water Recycling Facility Site Improvement project (improvements to the water recycling facility, including fencing, pavement resurfacing, and groundwater monitoring wells protection)
- Water Recycling Facility Capital Expenditures (ongoing replacements of critical equipment for the Water Recycling Facility)
- Harvard Boulevard Sewer Line Replacement Project (replacement of pipelines that are deficient in capacity and condition)

Future Wastewater Demand, Treatment, and Conveyance

To estimate future wastewater demands, the City's Wastewater System Master Plan (June 2012) uses a wastewater generation rate of 85 gallons per capita per day and the 2015 UWMP uses a wastewater generation rate of 87 gallons per capita per day. The 2015 UWMP projects that in 2040 the City's population will be 39,600, generating approximately 3.45 mgd. This population projection appears to be consistent with the anticipated future development of the City pursuant to its General Plan. During wet weather, this rate would be expected to double to approximately 6.9 mgd. The system's wet weather flow capacity is 8.0 mgd. The Wastewater System Master Plan includes an analysis that suggests the City's future wastewater flow, including East Area 1, the Adams Canyon Expansion Area, and the Fagan Canyon Expansion Area, will be 3.61 mgd. It appears that wastewater treatment service will be adequate to accommodate future development anticipated in the General Plan.

The Wastewater System Master Plan identifies significant future capacity deficiencies in those trunk lines anticipated to serve future developments, including the East Area 1 Specific Plan area, the Adams Canyon Expansion Area, and the Fagan Canyon Expansion Area. In fact, no part of the trunk lines to which these developments are anticipated to connect has the capacity to accommodate the development, including the 24-inch primary trunk line at the end of the collection system that connects a large majority of the City to the treatment facility. Approximately 18,000 lineal feet of existing trunk line will need to be replaced with larger pipe ranging in size from 12 inches to 33 inches in diameter to accommodate these anticipated developments. In addition, in order to serve future development in these areas, each trunk line will need to be extended. For development within the Adams Canyon Expansion Area and the Fagan Canyon Expansion Area, the distance may be several miles, depending on the location of development within the canyons.

Water Services

According to the adopted budget for FY 2017-18, water enterprise revenues are budgeted at \$8,252,399, and expenditures are budgeted at \$19,498,880. According to City staff, the additional expenditures are covered from a bond proceed drawdown. Despite expenses exceeding revenues, the projected ending working capital and bond proceeds remain positive.

According to a June 19, 2017, City Council staff report prepared by the interim Public Works Director, the City's water distribution system consists of approximately 100 miles of water mains, and improvements to the water distribution system are consistent with the City's Potable Water System Master Plan. According to City staff, water infrastructure improvements within roadways are conducted in conjunction with the City's 2016 pavement management plan, in order to eliminate duplication of roadway work and commuter disruption.

On September 18, 2017, the City Council approved its 2015 UWMP for submittal to the Department of Water Resources. According to the City's 2015 UWMP, the City's water supply comes exclusively from groundwater. The City obtains its groundwater from five wells in the Santa Paula Groundwater Basin, which is an adjudicated basin (pursuant to a 1996 Ventura County Superior Court judgment). The judgment allocated the use of groundwater in the Santa Paula Groundwater Basin between the City of Ventura and the Santa Paula Basin Pumpers Association (which includes the City and Santa Paula farming interests). The United Water Conservation District is also a party to the judgment in that it is authorized to engage in groundwater management, replenishment activities, and other activities to protect water supplies within its boundaries.

The City operates five wells and two water conditioning facilities, which remove iron and manganese from the water. It supplies potable water to customers within the City, as well as users located in unincorporated areas, including the East Area 2 Planning Area, along State Route 150 north of the City, and the Limoneira Ranch, Todd Road jail facility, and other development west of the City.

Current Potable Water Demand and Supply

According to the City's 2015 UWMP, the City's water demand in 2015 was 3,907 acre feet per year (AFY), and the City generated this amount from groundwater sources to meet demand. The City's current groundwater pumping allocation is 5,560 AFY, averaged over a seven-year period. Additionally, it receives 500 AFY in additional pumping credits from Santa Paula Creek¹⁵. In total, the City's available supply is 6,060 AFY. According to the City's 2015 UWMP, the City's average annual water demand between 1990 and 2014 was 4,993 AFY. It appears that the City's base groundwater pumping allocation of 5,560 AFY is adequate to meet current demand.

Future Potable Water Demand and Supply

Through 2040, the 2015 UWMP includes a projected total potable water demand of 5,416 AFY (considering existing development as well as the potential for 3,148 new dwelling units, 4,853,623 square feet of mixed use, commercial, industrial, and institutional development) and total projected supply of 6,060 AFY. The UWMP also identifies 4,312 AFY in additional potential supplies by 2040, including transferred and purchased water allocations. Based on information provided in the 2015 UWMP, projected water supply is expected to exceed demand for normal years, single dry years, and multiple dry years, at least through the period ending in 2040.

The UWMP estimates that by 2030, groundwater allocation transfers from new development and groundwater allocation purchases will increase the City's potable water supply to 8,295 AFY. Thus, it appears that the City will possess adequate potable water supplies to accommodate buildout of the General Plan.

Recycled Water

The City anticipates the initiation of a recycled water program by 2020, which would supply recycled water for irrigation of landscaped areas within the City. According to the UWMP, the City anticipates a

¹⁵ The City receives an average of 500 AFY of groundwater pumping credits in the Santa Paula Basin from the Canyon Irrigation Company. In exchange, the Canyon Irrigation Company may divert 500 AFY of surface water from Santa Paula Creek and leases the Canyon Irrigation system from the City.

future demand for recycled water totaling approximately 400 AFY to start, gradually increasing to 2,000 AFY by 2040.

DRAFT

Written Determinations

The Commission is required to prepare a written statement of its determinations with respect to each of the subject areas provided below (Government Code § 56430(a)).

1. Growth and population projections for the affected area

According to the U.S. Census, from 2000 to 2010, the City of Santa Paula's population increased from 28,598 to 29,321. The California Department of Finance estimated the City's population to be 30,752 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 2,154 people, or 7.5% (0.5% annually, on average). The following table reflects the City's projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	30,752	31,372	32,164	32,976	33,809	34,662

According to the City of Santa Paula General Plan, buildout of the City would result in a population of 38,323 by 2020. If all of the development projects anticipated by the City are constructed, the City would grow by approximately 8,708 residents.

2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income (Government Code § 56033.5). No disadvantaged unincorporated communities are located within or contiguous to the City of Santa Paula's sphere of influence.¹⁶

3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies

Fire services:

- The City's Fire Department provides fire protection and related services within and adjacent to the City.
- The City relies on a total of 20 full-time personnel and 4 unpaid reserve firefighters to operate two engine companies.
- The City meets its response time goals the majority of the time.
- Additional fire protection personnel, equipment, and facilities would be required to provide service to future development projects identified in the City's General Plan. While the City has arranged for adequate staffing and facilities to serve approved (but as-of-yet unbuilt) development projects (i.e., the East Area 1 and East Area 2 projects), it does not appear to have

¹⁶ According to Ventura LAFCo Commissioner's Handbook Section 3.2.5, Ventura LAFCo has identified Nyeland Acres (within the City of Oxnard's sphere of influence to the north of the city) and Saticoy (within the City of San Buenaventura's sphere of influence to the east of the city) as disadvantaged unincorporated communities.

planned for the provision or funding of necessary personnel, equipment, and facilities to provide adequate fire protection services to other future development (specifically, the Adams and Fagan Canyon Expansion Areas). Without additional fire protection and prevention resources to serve future development, the ability of the City to maintain the existing level of service may be adversely impacted within its current service area as well as within the areas anticipated for future development.

- On January 17, 2018, LAFCo approved the annexation of the City to the VCFPD. A certificate of completion has not yet been recorded for the annexation, as the protest proceeding is pending and the VCFPD has yet to satisfy a LAFCo-imposed condition demonstrating that the City and VCFPD have entered into a memorandum of agreement.

Police services:

- The City currently provides a ratio of 1 sworn officer per 1,025 residents.
- Over the last two years, the City's police response time goals were met 89% of the time for emergency calls and 94% of the time for non-emergency calls.
- Additional officers, support staff, and equipment will likely be necessary to maintain or increase the existing ratio of 1 sworn officer to 1,025 residents and maintain or reduce current response times upon buildout of the General Plan. The fiscal analysis conducted for the East Area 1 Specific Plan demonstrated that the development would result in the generation of adequate revenue to fund additional police personnel to support the development. Information is not available to determine whether other future development will result in the generation of adequate revenue to fund the additional necessary police staffing and equipment.

Recreation and park services:

- The City provides a wide range of park facilities and recreation programs.
- The City's goal is to provide 5 acres of park space per 1,000 residents. The City operates and maintains approximately 58 acres of developed parkland and parkland equivalent, a ratio of 5 acres per approximately 2,651 residents.
- To meet the City's parkland goal for the current population, a total of 154 acres of parkland would be necessary. With existing parkland and anticipated parkland to be developed as part of the East Area 1 development (currently under construction), the City's parkland shortfall will be approximately three acres.

Solid waste services:

- The City contracts with a private refuse collection company for solid waste collection and disposal services. Customers are billed directly by the service provider for these services.

Streets, highways, and drainage services:

- According to City staff, the City directly provides street construction, maintenance, sweeping, and landscaping services. The City contracts for street lighting services.
- Several drainage improvements are necessary to address flooding during storm events. One project is in process; however, funding has not been allocated and a schedule has not been set for the remainder of the improvements.

Wastewater services:

- The City provides wastewater collection and treatment services to the City and to adjacent areas.
- The City entered into a 3-year contract with a private company to finance, design, build, and operate a new wastewater treatment and water recycling facility for 30 years. The new treatment facility was completed in 2010 with a treatment capacity of 4.2 million gallons per day. It appears that the facility has the capacity to provide wastewater treatment services for the City.
- Significant sections of the City's wastewater collection system are currently in poor condition and/or are over capacity and in need of replacement.
- It appears that the new wastewater treatment facility has adequate capacity to accommodate wastewater treatment demands resulting from future development anticipated in the General Plan.
- Future development anticipated in the General Plan will require substantial expansion of the City's wastewater collection system and will result in capacity deficiencies in some portions of the existing system. Information is not available at this time as to whether future development will result in the generation of adequate revenue to cover the costs to construct, upgrade, operate, and maintain the infrastructure necessary to provide wastewater collection, particularly to the Adams and Fagan Canyon Expansion Areas.

Water services:

- The City provides potable water within and adjacent to the City. The City's water supply comes exclusively from groundwater.
- The City's current groundwater allocation is adequate to meet current demands.
- The City's future water supplies appear to be adequate to meet future demands resulting from anticipated development. However, it is unclear at this time as to whether future development will generate sufficient revenue to cover the costs to construct, operate, and maintain the infrastructure necessary to deliver potable water, particularly to the Adams and Fagan Canyon Expansion Areas.
- The City anticipates that beginning in 2018, it will provide approximately 400 AFY of recycled water from its wastewater treatment plant, gradually increasing to 2,000 AFY by 2040.

4. Financial ability of agencies to provide services

- The City has a balanced budget.
- At present, it appears that the City provides a full range of municipal services, and staffing levels have increased over the last several years. In recent years, the City has relied on "one-time monies" to cover the budget deficit, and moving forward plans to generate additional revenue through Measure T sales tax and anticipated increases in property taxes.
- According to the fiscal analysis prepared for the East Area 1 Specific Plan development, that development will result in the generation of revenue sufficient to fully fund City services needed by the development.
- The East Area 2 development (approved but as-of-yet unbuilt) and the West Area 2 development (proposed) are within close proximity to existing service infrastructure, streets,

and other City facilities. Additionally, the majority of development in these areas is anticipated to consist of revenue-generating commercial and industrial uses.

- Given the considerable land area and topography of the Adams Canyon Expansion Area and Fagan Canyon Expansion Area that are anticipated for development under the City's current General Plan, the cost of extending, operating, and maintaining service infrastructure and facilities in these areas will likely be substantial. The City has not mapped the land uses, infrastructure, or circulation (i.e., road system) for these areas. In addition, the City has not identified the cost of and revenue sources for capital improvements that would serve development within these areas. Development of these areas is restricted to 945 dwelling units and a limited amount of revenue-generating commercial development within an approximately 7,586-acre (i.e., 11.9-square-mile) area within the City's sphere of influence. Therefore, it is unclear whether development in these areas would be financially feasible. It is worthwhile to note that any applicant of a project requiring annexation of the Adams Canyon Expansion Area will be required to prepare a fiscal impact analysis to ensure that proposed development does not fiscally burden the City and existing services.

5. Status of, and opportunities for, shared facilities

- The City has a formal joint use agreement with the Santa Paula Elementary School District for shared park and recreational facilities.
- The VCFPD provides fire dispatch service for the unincorporated County area as well as all cities within the County.

6. Accountability for community service needs, including governmental structure and operational efficiencies

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings, and dissemination of information.
- The City maintains a website that includes information about the City, a directory of City services, and current and past budgets. Current and past City Council minutes and agendas are posted and agenda items are linked to staff reports.
- The City could improve its website for the purpose of local accountability and governance by posting staff reports linked to Planning Commission agendas.
- The City could improve its accountability by including historical budget data within its budget documents that better correlate with actual figures (or provides an explanation of any significant discrepancies).
- Due to the fact that the U.S. Census reported that 59% of City residents speak other than English at home, the City should consider providing a bilingual format for the website (i.e., Spanish). The City currently provides some public notices in Spanish and provides bilingual staff in each department.
- City Council meetings are broadcast live on the City's government cable channel and on the City's website. Archived videos of City Council meetings are available for viewing on the City's website.
- The City achieves operational efficiencies through its participation as a co-permittee in the Ventura Countywide Stormwater Quality Management Program. Under this program, the City works with other agencies to control stormwater pollution and to ensure compliance under the

Ventura Countywide National Pollutant Discharge Elimination System Municipal Separate Storm Sewer System permit.

7. Any other matter related to effective or efficient service delivery, as required by Commission policy

Opportunities exist for better regional coordination of the many transit services within the County. The following discussion includes a summary of existing public transit services within Ventura County, current public transit inefficiencies and limitations on regionalization, progress toward public transit coordination, and opportunities for further public transit coordination. Some cities prefer to control and operate their own transit systems in order to provide service focused on users within their jurisdictions; however, the following discussion is based on the idea that a more coordinated, regional perspective on public transit will result in improved service for public transit users.

Existing Public Transit Services in Ventura County:

- The City of Ojai¹⁷ and the City of Simi Valley each provide transit service, with City employees operating and maintaining the vehicles.
- The City of Camarillo provides transit service by means of a contract with a private operator (i.e., Roadrunner Shuttle).
- The City of Thousand Oaks provides transit service by means of a contract with a private operator (i.e., MV Transportation).
- The City of Moorpark provides transit service by means of a contract with the City of Thousand Oaks, which holds a contract for service with a private operator (i.e., MV Transportation).
- Under a cooperative agreement amongst the County of Ventura, the City of Santa Paula, and the City of Fillmore, the Ventura County Transportation Commission (VCTC)¹⁸ administers public transit service in and surrounding the Santa Paula, Fillmore, and Piru areas of Ventura County (i.e., the Valley Express). The service is provided by means of a contract with a private operator (i.e., MV Transportation).
- The County of Ventura contracts with the City of Thousand Oaks, which contracts the service to a private operator (i.e., MV Transportation), for the operation of the free Kanan Shuttle service between the unincorporated area of Oak Park and the City of Agoura Hills. The service is provided fare-free as the required 20% farebox recovery¹⁹ required by the Transportation Development Act (TDA) is provided by local contributions from Ventura County Service Area No. 4, the Oak Park Unified School District, and, most recently, the City of Agoura Hills.
- Gold Coast Transit District (GCTD) provides local and regional fixed-route and paratransit service in the cities of Ojai, Oxnard, Port Hueneme, Ventura and the unincorporated areas of Ventura County. Service is provided on 20 fixed routes, with a fleet includes 56 buses and 24 paratransit

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vehicles. GCTD directly operates its fixed-route service and contracts its paratransit service to a private operator (i.e., MV Transportation).

- The VCTC provides regional service, by means of a contract with a private provider, which consists of the following routes: (1) Highway 101/Conejo Connection (serving the section of Highway 101 between Ventura and the San Fernando Valley), (2) Highway 126 (serving Fillmore, Santa Paula, Saticoy, and Ventura), (3) Coastal Express (serving Ventura County and Santa Barbara County), (4) East County (serving the Simi Valley, Moorpark, and Thousand Oaks area), (5) Oxnard/Camarillo/California State University at Channel Islands Connector (serving the Camarillo and Oxnard area), and (6) East/West Connector (serving Simi Valley, Moorpark, Camarillo, Oxnard and Ventura, as of November 2017).
- The ECTA was formed in 2013 through a Memorandum of Understanding (MOU) amongst the City of Camarillo, City of Moorpark, City of Simi Valley, City of Thousand Oaks, and the County of Ventura for the eastern portion of unincorporated Ventura County. ECTA was formed to better coordinate transit services among these agencies. In August 2015, ECTA initiated a service known as “CONNECT City-to-City” which offers Americans with Disabilities Act (ADA) and Senior intercity dial-a-ride service under a single paratransit system.²⁰ The City of Thousand Oaks administers the service, which is contracted to a private operator (i.e., MV Transportation).

Current Public Transit Inefficiencies and Limitations on Regional Coordination:

- According to the Ventura County Regional Transit Study (VCTC, April 9, 2012)²¹, public transit within the County was found to be disjointed. Public transit service providers have varying schedules (i.e., days and hours of operation, frequency of buses (headways)), and fares (including different eligible ages for senior fares (e.g., a lower qualifying age for seniors in the City of Camarillo)), and maintain separate websites and bus books. No single agency or website provides a complete guide for public transit users who wish to plan interagency trips. The study concluded that “This makes connections difficult and service confusing, especially for the infrequent or new rider. While VCTC and the operators have attempted to improve connections through coordinated fare media and scheduling software, progress toward truly integrated service has been minimal.”
- Limited access to non-TDA funding for transit restricts the ability of cities and other public transit operators to increase revenue service hours and still meet TDA farebox recovery requirements. Because of the minimal levels of service currently provided in some areas of the County, regional travel times are often lengthy and opportunities for passengers to connect between buses are few. Shorter headways and total trip times depend on increased transit funding under the current funding distribution structure or a different method of distribution for the County’s transit funding. Inability to access funding for transportation also limits implementation of improvements for fleet expansions, pedestrian infrastructure, and street lighting.
- While some of the individual transit-serving agencies have made efforts to improve coordination among systems (e.g., through the formation of the GCTD (formed in 2013), and the ECTA

²⁰ The City of Camarillo does not participate in the CONNECT service because: (1) the City already provides regional ADA and Senior intercity service throughout the East County ((this enables the City to provide senior service to more riders within the City by allowing a lower qualifying age limit of 55 years (rather than 65 years)), and (2) Camarillo ADA and senior riders have the benefit of using just one dial-a-ride system for both local and regional service.

²¹ The study included consultation with VCTC commissioners, city managers, local public transit providers, and the public.

(created in 2013)), public transit in the County overall is divided into separate, often unrelated, transit systems. The Ventura County Regional Transit Study acknowledged the challenges in establishing a coordinated system, including the fact that Ventura County consists of “widely spaced, diverse communities and centers where geographic areas do not share common economic, social, and transportation service values.”

- While it is the intent of ECTA to move toward further consistency and regionalization of services in the eastern portion of Ventura County, the existing local transit programs of two ECTA member agencies are limited in their ability to fully participate in the regional ECTA programs:
 - The City of Simi Valley operates fixed route transit service using City personnel and City-owned equipment.
 - The City of Camarillo receives contributions from local funding partners (e.g., the Leisure Village retirement community for residents age 55 and older). For the purposes of City of Camarillo public transit, riders aged 55 and older qualify to ride as senior fares, whereas 65 is the qualifying age for seniors on other transit systems.
- Senate Bill 325 (1971) established State transit funding (TDA funding) for the purpose of directly supporting public transportation through the imposition of a ¼-cent local sales tax beginning in 1972. An exception was included for rural counties (i.e., counties with populations of fewer than 500,000, based on the 1970 U.S. Census), in general, to also allow use of the funding for local streets and roads if the transportation planning agency finds that there are no unmet transit needs. Through Senate Bill 716 (2009), the law was modified, and specified that the exception now applied to: (1) rural counties (i.e., counties with populations of fewer than 500,000 (based on the 2010 U.S. Census), and (2) cities within urban counties (i.e., counties with populations of 500,000 or more, based on the 2010 U.S. Census) with populations of 100,000 or fewer. Ventura County has a population of more than 500,000 and therefore qualifies as an urban county; however, several of its cities are eligible to use TDA money for streets and roads projects, provided that they: (1) have a population of 100,000 or fewer, (2) are not within the GCTD service area, and (3) do not have an unmet transit need. Because Ventura County cities with populations of more than 100,000 are restricted to using all their TDA money for public transit purposes regardless of the extent of need for public transit, these cities cannot use TDA funding for streets and roads projects.

Progress Toward Regional Coordination of Public Transit:

- On October 3, 2013, Governor Brown signed into law Assembly Bill 664, which formed the GCTD to include five members: four cities and the County. AB 664 also authorized the remaining cities in Ventura County to request to join the GCTD in the future. Prior to the formation of the GCTD, local TDA funding for operating costs and capital projects was provided to Gold Coast Transit (operating as a Joint Powers Authority (JPA)) by its member agencies, allocated by a formula based on the percentage of revenue miles of transit service provided within each participating jurisdiction. As a district, GCTD has the ability to implement service improvements and meet the public’s transit needs from a systemwide perspective, and distributes TDA funds to its members for transit-related purposes such as bus stop construction and transit-related maintenance needs. Following the formation of the District, the GCTD also adopted the following planning documents to further improve the delivery of service to GCTD members: GCTD Service Planning Guidelines (Adopted February 2014), Bus Stop Guidelines (Adopted June 2015), Short Range Transit Plan (Adopted November 2015), and Fleet Management Plan (October 2016). Additionally, in May 2017, GCTD began construction of a new Operations and Maintenance

Facility in the City of Oxnard. Once built, the 15-acre facility will allow GCTD to maintain a fleet of up to 125 buses and will include an administration and operations building, an 8-bay maintenance and repair building, a compressed natural gas (CNG) fuel station and bus wash. The facility is scheduled to open in the fall of 2018.

- GCTD's Short Range Transit Plan identified recommended service improvements such as implementing: (1) additional service to Naval Base Ventura County in Port Hueneme, (2) express service between Oxnard and Ventura, and (3) increased service frequencies on its core routes. While funding for these improvements is not in place, service improvements could potentially be funded through the Federal Transit Administration (FTA) (FTA Section 5310/5307 program).
- ECTA is the result of greater awareness for the need to improve coordination amongst transit systems in the eastern portion of the County, and has initiated programs to simplify interjurisdictional trips for riders in the eastern portion of the County (e.g., CONNECT City-to-City). The cities of Moorpark, Simi Valley, and Thousand Oaks are each in various stages of completing strategic plans for transit, including improved regional coordination with regard to hours of operation, route schedules and connectivity, fares, senior age criteria, and consistency of policies.
- Technological advances have provided opportunities for improved regional trip-planning resources for riders. GCTD, VCTC, and Thousand Oaks Transit have schedules available on Google Maps. By the end of FY 2017-18, information about other fixed-route transit services countywide is expected to be available on Google Transit (a web application that assists riders in accessing transit schedule information and planning public transit trips). GCTD launched Google Maps Online Trip Planner in 2014, and recently launched a mobile ticketing application.
- Transfer agreements and fare media (GO Ventura 31-day pass) including the installation of the GFI Genfare system on all transit vehicles have helped improve coordination between systems. However, fare discrepancies and fare policies still need to be addressed.
- VCTC's Coordinated Public Transit – Human Services Transportation Plan (April 2017) identifies strategies to address gaps or deficiencies in the current public transit system in meeting the needs of senior, disabled, and low-income populations in Ventura County. One of the strategies identified in the plan is the implementation of a countywide “one-call/one-click” transit information center intended to simplify and improve trip-planning and access to information about public transit services. Funding has not yet been identified for this service, but the service could potentially be funded through the FTA.

Opportunities for Further Regional Coordination of Public Transit:

- It is clear that constraints to regionalizing public transit exist within Ventura County, and that local jurisdictions have identified opportunities (and implemented some improvements) with respect to local public transit. The City may wish to continue its dialogue with the County and the other cities to further improve connectivity within Ventura County and simplify customers' public transit experiences, including (but not necessarily limited to) the following discussion topics:
 - Identify one agency as the regional transportation authority to oversee and implement the majority of public transit within the County;
 - Encourage cities that are not currently members of the GCTD to request to join the GCTD, or contract with GCTD for some or all of their planning or operational needs; or
 - Establish a new transit district that would complement the GCTD's service area and provide service within areas not currently served by the GCTD in the East County (the formation of

ECTA was a step toward potentially realizing this opportunity in the eastern portion of Ventura County).

DRAFT

RESOLUTION OF THE VENTURA LOCAL AGENCY FORMATION COMMISSION DETERMINING THAT THE MUNICIPAL SERVICE REVIEW FOR THE CITY OF SANTA PAULA IS EXEMPT FROM THE CALIFORNIA ENVIRONMENTAL QUALITY ACT, ACCEPTING THE MUNICIPAL SERVICE REVIEW FOR THE CITY OF SANTA PAULA, AND MAKING STATEMENTS OF DETERMINATION

WHEREAS, Government Code § 56425 et seq. requires the Local Agency Formation Commission (LAFCo or Commission) to develop and determine the sphere of influence of each local governmental agency within the County; and

WHEREAS, Government Code § 56430(e) requires each LAFCo to conduct a municipal service review before, or in conjunction with, but no later than the time it is considering an action to establish or update a sphere of influence; and

WHEREAS, the Ventura LAFCo has approved a work plan to conduct municipal service reviews and sphere of influence reviews/updates, and the municipal service review for the City of Santa Paula (City) is part of that work plan; and

WHEREAS, LAFCo has prepared a report titled “City of Santa Paula – Municipal Service Review” that contains a review of the services provided by the City; and

WHEREAS, the “City of Santa Paula – Municipal Service Review” report contains recommended statements of determinations related to the City, as required by Government Code § 56430; and

WHEREAS, the “City of Santa Paula – Municipal Service Review” including the recommended statements of determination were duly considered at a public hearing on February 21, 2018; and

WHEREAS, the Commission heard, discussed, and considered all oral and written testimony for and against the recommended exemption from California Environmental Quality Act (CEQA), the “City of Santa Paula – Municipal Service Review” report and the written determinations, including, but not limited to, the LAFCo staff report dated February 21, 2018, and recommendations.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED by the Ventura Local Agency Formation Commission as follows:

- (1) The municipal service review report titled “City of Santa Paula – Municipal Service Review”, including the related statements of determination, are determined to be exempt from CEQA pursuant to § 15061(b)(3) of the CEQA Guidelines, and LAFCo staff is directed to file a Notice of Exemption as the lead agency pursuant to § 15062 of the CEQA Guidelines; and
- (2) The Commission accepts the “City of Santa Paula – Municipal Service Review” report as presented to the Commission on February 21, 2018, including any modifications approved by a majority of the Commission as a part of this action. The Executive Officer is authorized to make minor edits to the report for accuracy and completeness; and
- (3) The LAFCo staff report dated February 21, 2018, and recommendation for acceptance of the “City of Santa Paula – Municipal Service Review” report are hereby adopted; and
- (4) Pursuant to Government Code § 56430(a), the following statements of determination are hereby made for the City:

a. Growth and population projections for the affected area. [§ 56430(a)(1)]

According to the U.S. Census, from 2000 to 2010, the City of Santa Paula’s population increased from 28,598 to 29,321. The California Department of Finance estimated the City’s population to be 30,752 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 2,154 people, or 7.5% (0.5% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	30,752	31,372	32,164	32,976	33,809	34,662

According to the City of Santa Paula General Plan, buildout of the City would result in a population of 38,323 by 2020. If all of the development projects anticipated by the City are constructed, the City would grow by approximately 8,708 residents.

b. *The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence. [§ 56430(a)(2)]*

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income (Government Code § 56033.5). No disadvantaged unincorporated communities are located within or contiguous to the City of Santa Paula's sphere of influence.¹

c. *Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs and deficiencies. [§ 56430(a)(3)]*

Fire services:

- The City's Fire Department provides fire protection and related services within and adjacent to the City.
- The City relies on a total of 20 full-time personnel and 4 unpaid reserve firefighters to operate two engine companies.
- The City meets its response time goals the majority of the time.
- Additional fire protection personnel, equipment, and facilities would be required to provide service to future development projects identified in the City's General Plan. While the City has arranged for adequate staffing and facilities to serve approved (but as-of-yet unbuilt) development projects (i.e., the East Area 1 and East Area 2 projects), it does not appear to have planned for the provision or funding of necessary personnel, equipment, and facilities to provide adequate fire protection services to other future development (specifically, the Adams and Fagan Canyon Expansion Areas). Without additional fire protection and prevention resources to serve future development, the ability of the City to maintain the existing level of service may be adversely impacted within its current service area as well as within the areas anticipated for future development.
- On January 17, 2018, LAFCo approved the annexation of the City to the Ventura County Fire Protection District (VCFPD). A certificate of completion has not yet been recorded for the annexation, as the protest proceeding is pending and the VCFPD has yet to satisfy a LAFCo-imposed condition demonstrating that the City and VCFPD have entered into a memorandum of agreement.

Police services:

- The City currently provides a ratio of 1 sworn officer per 1,025 residents.

¹ According to Ventura LAFCo Commissioner's Handbook Section 3.2.5, Ventura LAFCo has identified Nyeland Acres (within the City of Oxnard's sphere of influence to the north of the city) and Saticoy (within the City of San Buenaventura's sphere of influence to the east of the city) as disadvantaged unincorporated communities.

- Over the last two years, the City's police response time goals were met 89% of the time for emergency calls and 94% of the time for non-emergency calls.
- Additional officers, support staff, and equipment will likely be necessary to maintain or increase the existing ratio of 1 sworn officer to 1,025 residents and maintain or reduce current response times upon buildout of the General Plan. The fiscal analysis conducted for the East Area 1 Specific Plan demonstrated that the development would result in the generation of adequate revenue to fund additional police personnel to support the development. Information is not available to determine whether other future development will result in the generation of adequate revenue to fund the additional necessary police staffing and equipment.

Recreation and park services:

- The City provides a wide range of park facilities and recreation programs.
- The City's goal is to provide 5 acres of park space per 1,000 residents. The City operates and maintains approximately 58 acres of developed parkland and parkland equivalent, a ratio of 5 acres per approximately 2,651 residents.
- To meet the City's parkland goal for the current population, a total of 154 acres of parkland would be necessary. With existing parkland and anticipated parkland to be developed as part of the East Area 1 development (currently under construction), the City's parkland shortfall will be approximately three acres.

Solid waste services:

- The City contracts with a private refuse collection company for solid waste collection and disposal services. Customers are billed directly by the service provider for these services.

Streets, highways, and drainage services:

- According to City staff, the City directly provides street construction, maintenance, sweeping, and landscaping services. The City contracts for street lighting services.
- Several drainage improvements are necessary to address flooding during storm events. One project is in process; however, funding has not been allocated and a schedule has not been set for the remainder of the improvements.

Wastewater services:

- The City provides wastewater collection and treatment services to the City and to adjacent areas.
- The City entered into a 3-year contract with a private company to finance, design, build, and operate a new wastewater treatment and water recycling facility for 30 years. The new treatment facility was completed in 2010 with a treatment capacity of 4.2 million gallons per day. It appears that the facility has the capacity to provide wastewater treatment services for the City.

- Significant sections of the City’s wastewater collection system are currently in poor condition and/or are over capacity and in need of replacement.
- It appears that the new wastewater treatment facility has adequate capacity to accommodate wastewater treatment demands resulting from future development anticipated in the General Plan.
- Future development anticipated in the General Plan will require substantial expansion of the City’s wastewater collection system and will result in capacity deficiencies in some portions of the existing system. Information is not available at this time as to whether future development will result in the generation of adequate revenue to cover the costs to construct, upgrade, operate, and maintain the infrastructure necessary to provide wastewater collection, particularly to the Adams and Fagan Canyon Expansion Areas.

Water services:

- The City provides potable water within and adjacent to the City. The City’s water supply comes exclusively from groundwater.
- The City’s current groundwater allocation is adequate to meet current demands.
- The City’s future water supplies appear to be adequate to meet future demands resulting from anticipated development. However, it is unclear at this time as to whether future development will generate sufficient revenue to cover the costs to construct, operate, and maintain the infrastructure necessary to deliver potable water, particularly to the Adams and Fagan Canyon Expansion Areas.
- The City anticipates that beginning in 2018, it will provide approximately 400 AFY of recycled water from its wastewater treatment plant, gradually increasing to 2,000 AFY by 2040.

d. *Financial ability of agencies to provide services. [§ 56430(a)(4)]*

- The City has a balanced budget.
- At present, it appears that the City provides a full range of municipal services, and staffing levels have increased over the last several years. In recent years, the City has relied on “one-time monies” to cover the budget deficit, and moving forward plans to generate additional revenue through Measure T sales tax and anticipated increases in property taxes.
- According to the fiscal analysis prepared for the East Area 1 Specific Plan development, that development will result in the generation of revenue sufficient to fully fund City services needed by the development.
- The East Area 2 development (approved but as-of-yet unbuilt) and the West Area 2 development (proposed) are within close proximity to existing service infrastructure, streets, and other City facilities. Additionally, the majority of development in these areas is anticipated to consist of revenue-generating commercial and industrial uses.

- Given the considerable land area and topography of the Adams Canyon Expansion Area and Fagan Canyon Expansion Area that are anticipated for development under the City’s current General Plan, the cost of extending, operating, and maintaining service infrastructure and facilities in these areas will likely be substantial. The City has not mapped the land uses, infrastructure, or circulation (i.e., road system) for these areas. In addition, the City has not identified the cost of and revenue sources for capital improvements that would serve development within these areas. Development of these areas is restricted to 945 dwelling units and a limited amount of revenue-generating commercial development within an approximately 7,586-acre (i.e., 11.9-square-mile) area within the City’s sphere of influence. Therefore, it is unclear whether development in these areas would be financially feasible. It is worthwhile to note that any applicant of a project requiring annexation of the Adams Canyon Expansion Area will be required to prepare a fiscal impact analysis to ensure that proposed development does not fiscally burden the City and existing services.

e. *Status of, and opportunities for, shared facilities.* [§ 56430(a)(5)]

- The City has a formal joint use agreement with the Santa Paula Elementary School District for shared park and recreational facilities.
- The VCFPD provides fire dispatch service for the unincorporated County area as well as all cities within the County.

f. *Accountability for community service needs, including governmental structure and operational efficiencies.* [§ 56430(a)(6)]

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings, and dissemination of information.
- The City maintains a website that includes information about the City, a directory of City services, and current and past budgets. Current and past City Council minutes and agendas are posted and agenda items are linked to staff reports.
- The City could improve its website for the purpose of local accountability and governance by posting staff reports linked to Planning Commission agendas.
- The City could improve its accountability by including historical budget data within its budget documents that better correlate with actual figures (or provides an explanation of any significant discrepancies).
- Due to the fact that the U.S. Census reported that 59% of City residents speak other than English at home, the City should consider providing a bilingual format for the website (i.e., Spanish). The City currently provides some public notices in Spanish and provides bilingual staff in each department.

- City Council meetings are broadcast live on the City’s government cable channel and on the City’s website. Archived videos of City Council meetings are available for viewing on the City’s website.
- The City achieves operational efficiencies through its participation as a co-permittee in the Ventura Countywide Stormwater Quality Management Program. Under this program, the City works with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System Municipal Separate Storm Sewer System permit.

g. Any other matter related to effective and efficient service delivery, as required by commission policy. [§ 56430(a)(7)]

Opportunities exist for better regional coordination of the many transit services within the County. The following discussion includes a summary of existing public transit services within Ventura County, current public transit inefficiencies and limitations on regionalization, progress toward public transit coordination, and opportunities for further public transit coordination. Some cities prefer to control and operate their own transit systems in order to provide service focused on users within their jurisdictions; however, the following discussion is based on the idea that a more coordinated, regional perspective on public transit will result in improved service for public transit users.

Existing Public Transit Services in Ventura County:

- The City of Ojai² and the City of Simi Valley each provide transit service, with City employees operating and maintaining the vehicles.
- The City of Camarillo provides transit service by means of a contract with a private operator (i.e., Roadrunner Shuttle).
- The City of Thousand Oaks provides transit service by means of a contract with a private operator (i.e., MV Transportation).
- The City of Moorpark provides transit service by means of a contract with the City of Thousand Oaks, which holds a contract for service with a private operator (i.e., MV Transportation).
- Under a cooperative agreement amongst the County of Ventura, the City of Santa Paula, and the City of Fillmore, the Ventura County Transportation Commission (VCTC)³ administers public transit service in and surrounding the Santa Paula,

² The City’s transit service is limited to the Ojai Trolley which operates within the City, and the unincorporated communities of Meiners Oaks and Mira Monte. The Ojai Trolley service operates within the GCTD service area, but is operated directly by the City.

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- Fillmore, and Piru areas of Ventura County (i.e., the Valley Express). The service is provided by means of a contract with a private operator (i.e., MV Transportation).
- The County of Ventura contracts with the City of Thousand Oaks, which contracts the service to a private operator (i.e., MV Transportation), for the operation of the free Kanan Shuttle service between the unincorporated area of Oak Park and the City of Agoura Hills. The service is provided fare-free as the required 20% farebox recovery⁴ required by the Transportation Development Act (TDA) is provided by local contributions from Ventura County Service Area No. 4, the Oak Park Unified School District, and, most recently, the City of Agoura Hills.
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Resolution

Municipal Service Review Report – City of Santa Paula

February 21, 2018

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Current Public Transit Inefficiencies and Limitations on Regional Coordination:

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- Limited access to non-TDA funding for transit restricts the ability of cities and other public transit operators to increase revenue service hours and still meet TDA farebox recovery requirements. Because of the minimal levels of service currently provided in some areas of the County, regional travel times are often lengthy and opportunities for passengers to connect between buses are few. Shorter headways and total trip times depend on increased transit funding under the current funding distribution structure or a different method of distribution for the County’s transit funding. Inability to access funding for transportation also limits implementation of improvements for fleet expansions, pedestrian infrastructure, and street lighting.
- While some of the individual transit-serving agencies have made efforts to improve coordination among systems (e.g., through the formation of the GCTD (formed in 2013), and the ECTA (created in 2013)), public transit in the County overall is divided into separate, often unrelated, transit systems. The Ventura County Regional Transit Study acknowledged the challenges in establishing a coordinated system, including the fact that Ventura County consists of “widely spaced, diverse communities and centers where geographic areas do not share common economic, social, and transportation service values.”
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⁶ The study included consultation with VCTC commissioners, city managers, local public transit providers, and the public.

- The City of Camarillo receives contributions from local funding partners (e.g., the Leisure Village retirement community for residents age 55 and older). For the purposes of City of Camarillo public transit, riders aged 55 and older qualify to ride as senior fares, whereas 65 is the qualifying age for seniors on other transit systems.
- Senate Bill 325 (1971) established State transit funding (TDA funding) for the purpose of directly supporting public transportation through the imposition of a ¼-cent local sales tax beginning in 1972. An exception was included for rural counties (i.e., counties with populations of fewer than 500,000, based on the 1970 U.S. Census), in general, to also allow use of the funding for local streets and roads if the transportation planning agency finds that there are no unmet transit needs. Through Senate Bill 716 (2009), the law was modified, and specified that the exception now applied to: (1) rural counties (i.e., counties with populations of fewer than 500,000 (based on the 2010 U.S. Census), and (2) cities within urban counties (i.e., counties with populations of 500,000 or more, based on the 2010 U.S. Census) with populations of 100,000 or fewer. Ventura County has a population of more than 500,000 and therefore qualifies as an urban county; however, several of its cities are eligible to use TDA money for streets and roads projects, provided that they: (1) have a population of 100,000 or fewer, (2) are not within the GCTD service area, and (3) do not have an unmet transit need. Because Ventura County cities with populations of more than 100,000 are restricted to using all their TDA money for public transit purposes regardless of the extent of need for public transit, these cities cannot use TDA funding for streets and roads projects.

Progress Toward Regional Coordination of Public Transit:

- On October 3, 2013, Governor Brown signed into law Assembly Bill 664, which formed the GCTD to include five members: four cities and the County. AB 664 also authorized the remaining cities in Ventura County to request to join the GCTD in the future. Prior to the formation of the GCTD, local TDA funding for operating costs and capital projects was provided to Gold Coast Transit (operating as a Joint Powers Authority (JPA)) by its member agencies, allocated by a formula based on the percentage of revenue miles of transit service provided within each participating jurisdiction. As a district, GCTD has the ability to implement service improvements and meet the public’s transit needs from a systemwide perspective, and distributes TDA funds to its members for transit-related purposes such as bus stop construction and transit-related maintenance needs. Following the formation of the District, the GCTD also adopted the following planning documents to further improve the delivery of service to GCTD members: GCTD Service Planning Guidelines (Adopted February 2014), Bus Stop Guidelines (Adopted June 2015), Short Range Transit Plan (Adopted November 2015), and Fleet Management Plan (October 2016).

Additionally, in May 2017, GCTD began construction of a new Operations and Maintenance Facility in the City of Oxnard. Once built, the 15-acre facility will allow GCTD to maintain a fleet of up to 125 buses and will include an administration and operations building, an 8-bay maintenance and repair building, a compressed natural gas (CNG) fuel station and bus wash. The facility is scheduled to open in the fall of 2018.

- GCTD’s Short Range Transit Plan identified recommended service improvements such as implementing: (1) additional service to Naval Base Ventura County in Port Hueneme, (2) express service between Oxnard and Ventura, and (3) increased service frequencies on its core routes. While funding for these improvements is not in place, service improvements could potentially be funded through the Federal Transit Administration (FTA) (FTA Section 5310/5307 program).
- ECTA is the result of greater awareness for the need to improve coordination amongst transit systems in the eastern portion of the County, and has initiated programs to simplify interjurisdictional trips for riders in the eastern portion of the County (e.g., CONNECT City-to-City). The cities of Moorpark, Simi Valley, and Thousand Oaks are each in various stages of completing strategic plans for transit, including improved regional coordination with regard to hours of operation, route schedules and connectivity, fares, senior age criteria, and consistency of policies.
- Technological advances have provided opportunities for improved regional trip-planning resources for riders. GCTD, VCTC, and Thousand Oaks Transit have schedules available on Google Maps. By the end of FY 2017-18, information about other fixed-route transit services countywide is expected to be available on Google Transit (a web application that assists riders in accessing transit schedule information and planning public transit trips). GCTD launched Google Maps Online Trip Planner in 2014, and recently launched a mobile ticketing application.
- Transfer agreements and fare media (GO Ventura 31-day pass) including the installation of the GFI Genfare system on all transit vehicles have helped improve coordination between systems. However, fare discrepancies and fare policies still need to be addressed.
- VCTC’s Coordinated Public Transit – Human Services Transportation Plan (April 2017) identifies strategies to address gaps or deficiencies in the current public transit system in meeting the needs of senior, disabled, and low-income populations in Ventura County. One of the strategies identified in the plan is the implementation of a countywide “one-call/one-click” transit information center intended to simplify and improve trip-planning and access to information about public transit services. Funding has not yet been identified for this service, but the service could potentially be funded through the FTA.

Opportunities for Further Regional Coordination of Public Transit:

- It is clear that constraints to regionalizing public transit exist within Ventura County, and that local jurisdictions have identified opportunities (and implemented some improvements) with respect to local public transit. The City may wish to continue its dialogue with the County and the other cities to further improve connectivity within Ventura County and simplify customers' public transit experiences, including (but not necessarily limited to) the following discussion topics:
 - Identify one agency as the regional transportation authority to oversee and implement the majority of public transit within the County;
 - Encourage cities that are not currently members of the GCTD to request to join the GCTD, or contract with GCTD for some or all of their planning or operational needs; or
 - Establish a new transit district that would complement the GCTD's service area and provide service within areas not currently served by the GCTD in the East County (the formation of ECTA was a step toward potentially realizing this opportunity in the eastern portion of Ventura County).

This resolution was adopted on February 21, 2018.

	AYE	NO	ABSTAIN	ABSENT
Commissioner Freeman	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parvin	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ramirez	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Rooney	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ross	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Zaragoza	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bennett	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bill-de la Peña	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Richards	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Waters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Date _____ Linda Parks, Chair, Ventura Local Agency Formation Commission

c: City of Santa Paula

Ventura Local Agency Formation Commission

City of Simi Valley

Municipal Service Review

DRAFT

Prepared By:
Ventura Local Agency Formation Commission
800 S. Victoria Avenue, L #1850
Ventura, CA 93009



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Introduction

Local Agency Formation Commissions (LAFCo) exist in each county in California and were formed for the purpose of administering state law and local policies relating to the establishment and revision of local government boundaries. According to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (California Government Code § 56000 et seq.), LAFCo's purposes are to:

- discourage urban sprawl;
- preserve open space and prime agricultural land;
- ensure efficient provision of government services; and
- encourage the orderly formation and development of local agencies.

To achieve its purposes, LAFCos are responsible for coordinating logical and timely changes in local government boundaries (such as annexations), conducting special studies that identify ways to reorganize and streamline governmental structure, and determining a sphere of influence for each city and special district over which they have authority.

A **sphere of influence** is a plan for the probable physical boundaries and service area of a local agency, as determined by LAFCo (Government Code § 56076). Beginning in 2001, each LAFCo was required to review, and as necessary, update the sphere of each city and special district on or before January 1, 2008, and every five years thereafter (Government Code § 56425(g)). Government Code § 56430(a) provides that in order to determine or update a sphere of influence, LAFCo shall prepare a **Municipal Service Review (MSR)** and make written determinations relating to the following seven factors:

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.
4. Financial ability of agencies to provide services.
5. Status of, and opportunities for, shared facilities.
6. Accountability for community service needs, including governmental structure and operational efficiencies.
7. Any other matter related to effective or efficient service delivery, as required by Commission policy.

MSRs are not prepared for counties, but are prepared for special districts governed by a county Board of Supervisors. Additionally, while LAFCos are authorized to prepare studies relating to their role as boundary agencies, LAFCos have no investigative authority.

A MSR was completed for each of nine of the 10 Ventura County cities (a MSR was not prepared for the City of Port Hueneme¹) in Ventura County in 2007, and a second MSR for the same nine cities was completed in 2012. This MSR includes an updated examination of the City's services, as required by LAFCo law.

LAFCo staff prepared this MSR for the City of Simi Valley, using information obtained from multiple sources, including:

- **2017 MSR Questionnaire:** The City completed a questionnaire, which elicited general information about the City (e.g., its contact information, governing body, financial information), as well as service-specific data;
- **City Budget:** The City's adopted budget provided information regarding services and funding levels;
- **General Plan:** The City's General Plan provided information regarding land use, populations, and service levels;
- **City Documents:** Various City documents provided supplementary information relating to service provision;
- **2012 MSR:** The 2012 MSR provided certain data that remain relevant and accurate for inclusion in the current MSR;
- **City Website:** The City's website provided supplementary and clarifying information; and
- **City Staff:** City staff provided supplementary and clarifying information.

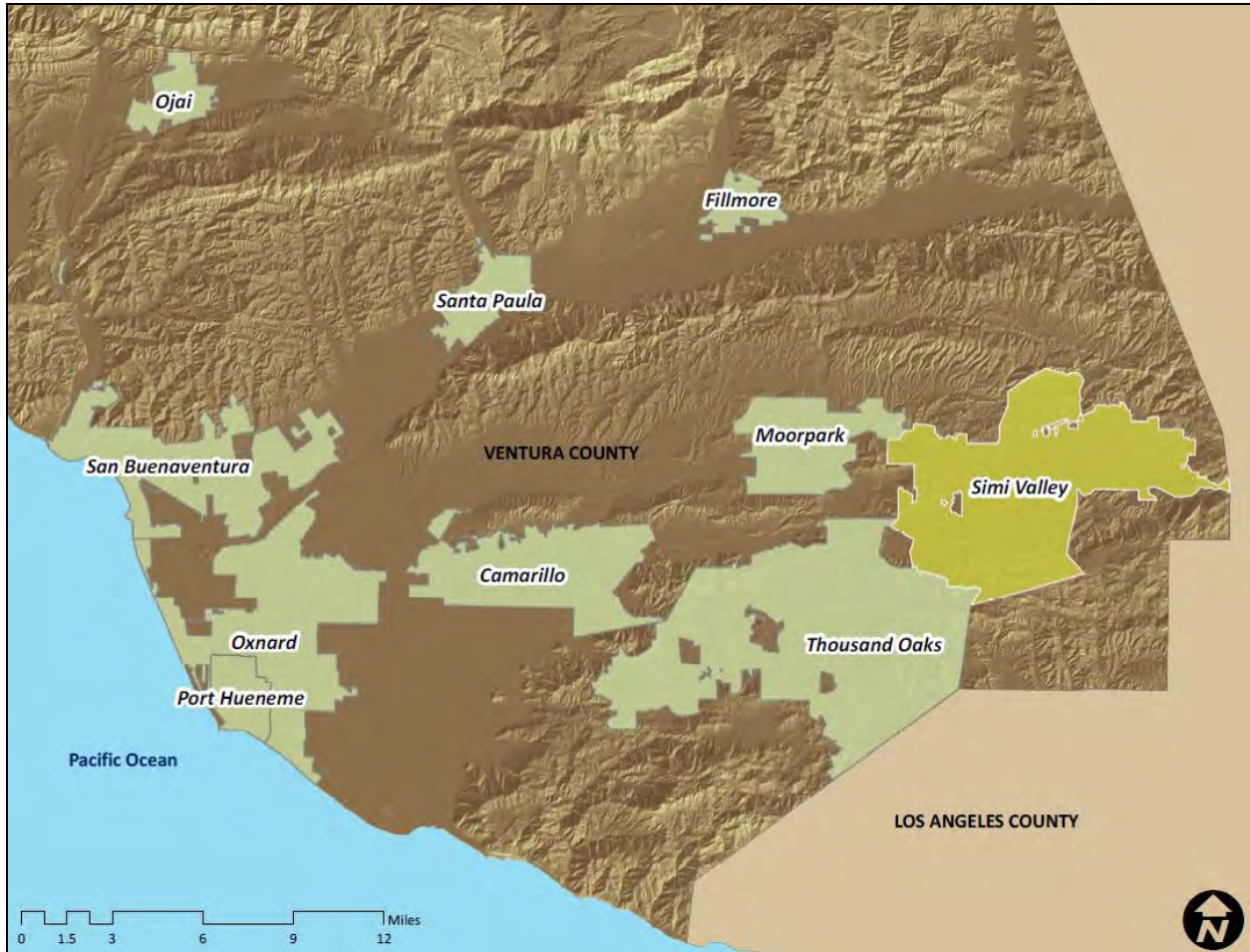
This report is divided into four sections:

- **Profile:** Summary profile of information about the City, including contact information, governing body, summary financial information, and staffing levels;
- **Growth and Population Projections:** Details of past, current, and projected population for the City;
- **Review of Municipal Services:** Discussion of the municipal services that the City provides; and
- **Written Determinations:** Recommended determinations for each of the seven mandatory factors for the City.

The Commission's acceptance of the MSR and adoption of written determinations will be memorialized through the adoption of a resolution that addresses each of the seven mandatory factors based on the Written Determinations section of the MSR.

¹ No MSR was prepared for the City of Port Hueneme, consistent with past Commission practice, because: (1) the City's municipal boundary is coterminous with its existing sphere boundary; (2) the City is nearly entirely surrounded by the City of Oxnard and the Pacific Ocean, and (3) the only area available for inclusion in the City's sphere is the unincorporated community of Silver Strand, which is provided municipal services by the Channel Islands Beach Community Services District.

Profile



Contact Information

City Hall	2929 Tapo Canyon Road, Simi Valley, CA 93063
Mailing Address	2929 Tapo Canyon Road, Simi Valley, CA 93063
Phone Number	(805) 583-6701
Website	simivalley.org
Employee E-mail Addresses	firstname.lastname@simivalley.org

Governance Information

Incorporation Date	October 10, 1969
Organization	General Law
Form of Government	Council - Manager
City Council	Five members. Mayor elected at-large to a two-year term of office (elections held in even-numbered years). Remaining four members elected at-large to staggered, four-year terms of office (elections held in even-numbered years).
City Council Meetings	Mondays (typically twice each month), beginning at 6:30 p.m. Broadcast live on the City's government cable television channel. Webcast live (and available anytime) on the City's website.

Population and Area Information

	<i>Population</i>	<i>Area (square miles)</i>
City Jurisdiction	127,167 ²	42.3
Sphere of Influence	Not available	48.5

Services Provided by the City

Animal Services ³	Solid Waste Collection and Disposal Services ⁴
Building and Safety Services	Storm Drain Maintenance Services
Community Development/Planning Services	Street and Landscape Maintenance Services
Library Services	Transit Services
Police Services	Wastewater Services

Staffing – Authorized Full Time Equivalent Positions⁵

Departments	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18
Administration	24.50	24.11	23.11	23.00
City Attorney	6.00	6.00	6.00	6.00
Administrative Services	32.25	35.00	32.00	38.85
Community Services	40.44	40.83	42.38	39.68
Environmental Services	40.00	40.00	39.00	39.00
Public Works	104.50	105.50	105.50	100.00
Police	196.50	196.50	192.00	180.00
Sanitation and Waterworks	106.00	107.00	107.00	91.00
Transit	40.10	42.80	42.80	42.80
Total	590.29	597.74	589.79	560.33

According to the FY 2017-18 budget, the City continues to stabilize its operating budget and ensure that revenues cover expenditures. Staff reductions, expenditure restraints, refunding of bonds to minimize debt service payment, reviews of utility bills, and approval of new fees are all steps taken toward this goal.

² Source: California Department of Finance estimate (January 1, 2016).

³ Service provided by contract with Ventura County Animal Services (County of Ventura).

⁴ Service provided by contract with a private provider.

⁵ Source: FY 2017-18 Adopted Budget, historical City budget documents, and City staff.

According to the FY 2017-18 budget, over 47% of the City’s workforce is at or above the age of 50, and 74% of employees are 40 years of age or above. Therefore, the City anticipates that it will need to prepare for significant future staff turnover, including funding for post-employment benefits, consideration of organization restructuring, an expanded role for Human Resources, and succession planning.

Public Agencies with Overlapping Jurisdiction

Calleguas Municipal Water District	Ventura County Fire Protection District
El Rancho Simi Cemetery District	Ventura County Transportation Commission
Rancho Simi Recreation and Park District	Ventura County Watershed Protection District
Simi Valley Unified School District	Ventura County Waterworks District No. 8
Ventura County Air Pollution Control District	Ventura County Watershed Protection District

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Summary Financial Information⁶

General Fund Revenues	FY 2015-16	FY 2016-17	FY 2016-17	FY 17-18
	Actual	Adopted	Estimated	Adopted
Property Taxes	27,582,924	28,509,900	29,200,000	30,174,300
Sales Tax In-Lieu	3,155,883	0	0	0
Sales and Use Taxes	14,276,622	17,754,800	17,110,500	17,815,200
Transient Lodging Tax	1,874,956	1,600,000	1,700,000	1,800,000
Franchise Taxes	4,716,367	4,600,000	4,600,000	4,600,000
Business Tax Receipts	1,786,153	1,700,000	1,750,000	1,948,000
Documentary Transfer Tax	712,157	750,000	725,000	725,000
Licenses & Permits	2,561,293	2,350,000	2,015,300	2,975,300
Fines and Forfeitures	597,889	629,000	423,300	610,000
Use of Money & Property	474,656	414,600	419,100	454,400
Revenue from Other Govts	476,302	365,000	338,400	271,000
Grants	186,517	717,000	174,500	227,700
Service Charges	1,570,914	1,666,000	1,350,300	2,168,800
Other Revenues	801,066	769,400	682,900	1,493,900
Subtotal	60,773,699	61,825,700	60,489,300	65,263,600
Transfers in	3,641,155	3,569,750	3,018,800	3,529,800
Total	\$64,414,854	\$65,395,450	\$63,508,100	\$68,793,400
General Fund Expenditures	FY 2015-16	FY 2016-17	FY 2016-17	FY 2017-18
	Actual	Revised	Estimated	Adopted
City Administration	3,647,434	4,170,547	3,778,900	3,926,500
City Attorney	1,020,252	1,093,100	1,030,400	1,301,800
Administrative Services	4,604,382	4,937,550	4,548,300	5,125,100
Community Services	4,135,717	4,941,147	3,975,900	5,065,800
Environmental Services	5,009,955	5,451,400	4,892,400	5,668,400
Public Works	14,195,332	15,158,207	14,426,500	16,049,800
Police	31,422,293	32,856,224	30,742,400	34,176,500
Emergency Services	314,859	343,200	343,800	358,700
Non-Departmental	2,694,993	5,203,433	5,571,300	3,715,200
Subtotal	67,045,217	74,154,808	69,309,900	75,387,800
Projected Savings	23	(2,200,000) ⁷	(2,200,000) ⁸	0
Transfers to Other Funds	5,157,871	3,531,827	3,531,300	3,701,100
Reimbursements & Transfers in	(8,978,590)	(9,040,244)	(9,053,300)	(8,917,100)
Total	\$63,224,522	\$66,446,391	\$61,587,900	\$70,171,800 ⁹

⁶ Source: FY 2017-18 Adopted Budget.

⁷ Salary and benefits savings resulting from staff vacancies.

⁸ Salary and benefits savings resulting from staff vacancies.

⁹ General Fund expenditures in FY 2017-18 are expected to exceed revenues by \$1,378,400. This difference will be covered by applying the annual Community Development Agency loan repayment to the General Fund (moving from receivables on the balance sheet in fund balance to operating revenues). Effective February 1, 2012, the State of California dissolved all redevelopment agencies in California, including the City's Community Development Agency. "Successor agencies" were then established to wind down the affairs of the former redevelopment agencies by disposing of assets and paying enforceable obligations (such as bond and loan repayments) and honoring existing legal contracts. Funding for successor agencies is provided to allow payment of enforceable obligations and to provide for limited staffing to oversee the disposal of assets. Funding for the City's Community Development Successor Agency is primarily used to repay debt service.

Growth and Population Projections

City Annual Growth Projections

According to the U.S. Census, from 2000 to 2010, the City of Simi Valley’s population increased from 111,361 to 124,237. The California Department of Finance estimated the City’s population to be 127,167 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 15,806 people, or 14.2% (0.9% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	127,167	131,807	137,846	144,162	150,767	157,675

The Southern California Association of Governments (SCAG) 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) growth forecast projects population growth of the City to occur at a slower rate, with an estimated population of 142,400 in 2040.

The City updated its General Plan in 2012. The Land Use Element of the General Plan anticipates a total of approximately 100 acres of low, medium, and moderate density residential development (350 dwelling units) within areas that are outside the City’s current boundaries but within its sphere of influence. According to the U.S. Census, in 2010 there were 42,506 housing units in the City. The Land Use Element of the General Plan provides for the development of a maximum of 53,669 housing units with approximately 163,690 residents. Using an average of 3.02 persons per household, as identified in the U.S. Census, buildout of the 53,669 units identified in the 2012 General Plan would result in a population of 162,080, slightly less than that approximated in the General Plan.

In 2004, City voters approved Measure C, which limited the City to issuance of a maximum of 292 residential building permits annually through 2012. In 2012, City voters approved Measure N, which extended the limitation to 2022. Although it is possible that the limitation may be lifted in 2022, the following represents population projections based on the limitation of a maximum of 292 new residential units per year through 2040, using the U.S. Census average of 3.02 people per household:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	127,167	128,335	129,795	144,395	145,855	147,315

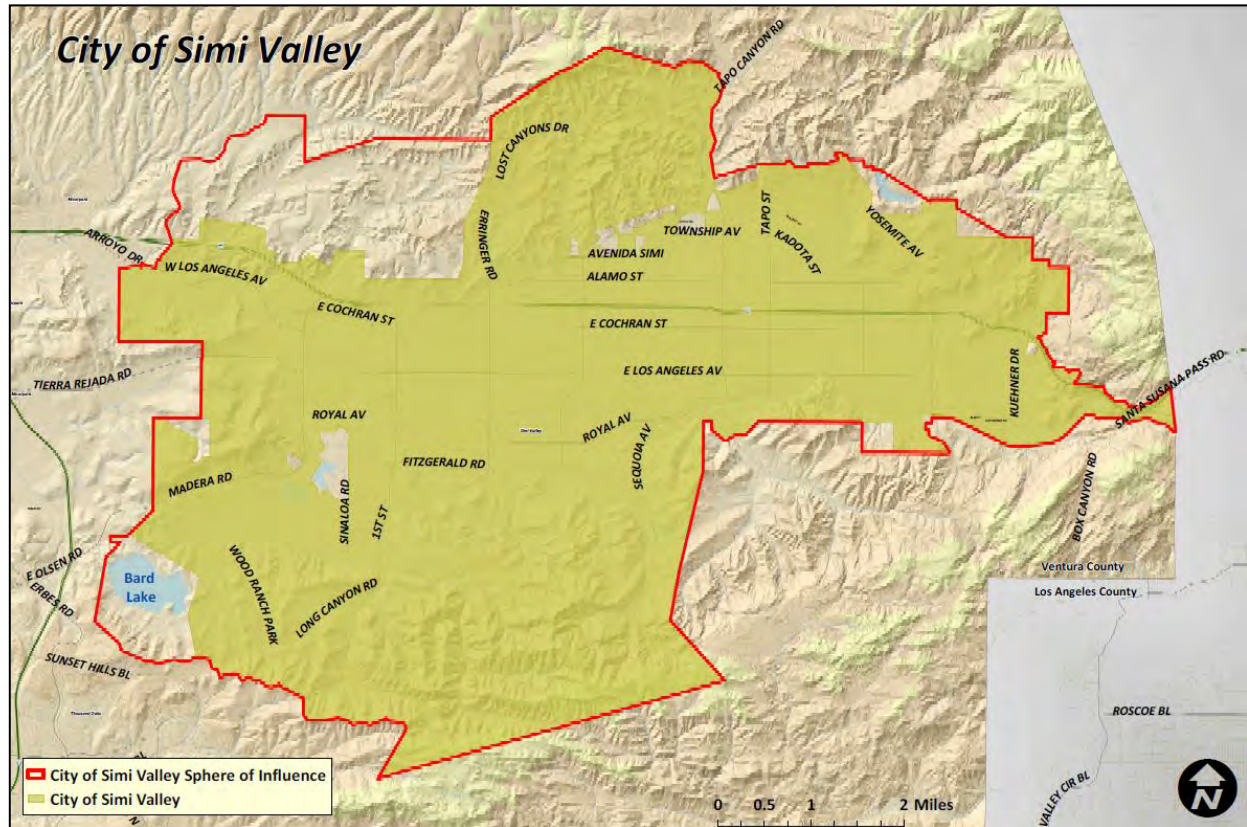
Anticipated Development Projects Within and Adjacent to the City Sphere of Influence

According to City staff, the City is currently processing an application for development of 121 single-family residences, 39 multi-family units, a 115-unit senior assisted living facility, and a church with an associated 150-student private school, on an approximately 160-acre parcel located north of the Simi Valley Town Center, between First Street and Erringer Road, within the City’s sphere of influence. The project is known as North Canyons Ranch and is currently undergoing environmental review.

City Boundary and Sphere of Influence

In general, the City's sphere of influence is aligned with its voter-established City Urban Restriction Boundary (CURB), as depicted in the City's General Plan.

The City's current boundary and sphere of influence are shown below:



Review of Municipal Services

The review of City services is based on provisions of state law which require LAFCo to make determinations regarding the present and planned capacity of public facilities, the adequacy of public services, infrastructure needs and deficiencies, and the City’s financial ability to provide these services (Government Code § 56430(a)(3)).

Fire Services

The City does not provide fire and emergency response services. Instead, the Ventura County Fire Protection District (VCFPD) provides these services. Fire stations serving the City and surrounding unincorporated area are shown as follows:



1	Station 44	1050 Country Club Drive
2	Station 45	790 Pacific Avenue
3	Station 47	2901 Erringer Road
4	Station 41	1910 Church Street
5	Station 46	3265 N. Tapo Street
6	Station 43	5874 E. Los Angeles Avenue

VCFPD response time goals and response statistics are based on population density (i.e., suburban areas and rural areas) throughout its service area which includes the unincorporated County area and the cities of Camarillo, Moorpark, Ojai, Simi Valley, and Thousand Oaks. The City contains both suburban and rural areas.

	Response Time Goal	Average Response Time During Last Two Years
Suburban	8.5 minutes, 90% of the time	8.5 minutes, 92% of the time
Rural	12 minutes, 90% of the time	12 minutes, 90% of the time

The VCFPD is responsible for all fire response dispatch within the County. According to a mutual aid agreement between the cities and the VCFPD, the closest available personnel responds to emergency calls for service, regardless of whether the service need is located within the responding agency’s jurisdiction.

Library Services

The City assumed library operations from the Ventura County Library System in 2011 and established the Simi Valley Public Library, which is currently operated by a private contractor. The library offers reference and information services, as well as programs and events for all age demographics from infants to preschoolers, youth, teens, adults, and seniors, and makes computers and other technology available for its patrons. A variety of materials is available for checkout, including books and other media. The library is a member of the Inland Library Network, which provides patrons access to a shared catalog of over 2.5 million items for reciprocal borrowing. Library operations are funded by property tax revenues designated to support library-related expenses, as well as by fines and fees. The City's Library Services Fund provides for the maintenance and operations of the library facility, including staffing, utilities, educational programs, and expansion of the library's collections. For FY 2017-18, the City has allocated \$2,443,300 in revenues (of which \$2,332,300 comes from property taxes), and \$2,727,800 in expenditures. Independent of the City, the Simi Valley Friends of the Library is a nonprofit organization that assists with sponsoring library programs.



During FY 2015-16, the California State Library (a California public research institution) estimated that the City had a per capita cost of \$26.86 for library operations. Statewide, the average cost for library operations was \$51.21 and the median cost was \$32.25.

Police Services

The City's Police Department provides a broad range of law enforcement services, including administration, dispatch, patrol, traffic enforcement, investigation, and records services. The City is in the process of constructing a Police Training Facility (i.e., shooting range and classroom) in the unincorporated area near the Simi Valley Landfill and Recycling Center, which will allow officers to train locally. The FY 2017-18 budget includes the purchase of 10 new police vehicles and new portable and vehicle radios. During FY 2016-2017, the Police Department upgraded its software system.

Present Staffing

The Police Department was reorganized in 2016 to provide greater support to the Patrol Bureau and detectives. Based on the FY 2017-18 budget and information provided by City staff, the civilian staff positions are funded in the following categories: Administrative (3), Dispatch (18), Detectives (4), Records (10), Crime analysis (3), Fiscal services (4), Maintenance (3), Auxiliary services (5), Traffic control (5), Emergency services (2), for a total of 57 civilian employees. FY 2017-18 sworn personnel consists of the following: Administrative staff (5), Patrol officers (64), Special Operations officers (14), Detectives (27), Auxiliary services officers (3), and Traffic officers (12), for a total of 125 sworn officers. Altogether, the Police Department has funded 182 paid positions, and uses 10 volunteer reserve police officers.

Ratio of Sworn Officers to Population

According to the City’s General Plan Safety Element, the City’s goal is to “[m]aintain optimum staffing levels for both sworn police officers and civilian support staff in order to provide quality police services to the community.” While no specific staffing level goal is provided, the *City of Simi Valley Police Department Strategic Plan (2014-2018)* states that the Police Department is staffed at a level of 9.6 officers per 10,000 residents (equivalent to one officer per 1,042 residents). According to City staff and as detailed above, the Police Department consists of 125 authorized sworn positions (122 positions of which are currently filled, with three additional officers employed but not yet patrolling in a solo capacity), which is a ratio of 1 sworn officer per 1,017 residents.

Response Times

According to City staff, the City’s average response time goals and average response times are as follows:

	Response Time Goal	Average Response Time	Goal Met During Last Two Years
Non-Emergency	16 minutes	15.7 minutes	92.7%
Emergency	5 minutes	4 minutes	58.8%

Operational Costs

The projected cost for the City’s Police Department for FY 2017-18 is \$34,176,500, a per capita cost of \$269.

Future Staffing Levels

Based on the population projections for the City, if buildout of the General Plan were to occur by 2040, the City’s estimated population would be 157,675. At buildout of the General Plan, 155 sworn officers would be necessary to maintain the current ratio of 1 sworn officer to 1,017 residents.

Recreation and Park Services

The City does not provide recreation and park services. Instead, recreation and park services are provided by the Rancho Simi Recreation and Park District. The District operates and maintains several passive and active use parks within the City and provides a wide range of recreational programs and activities.

Solid Waste Services

According to City staff, the City has franchise agreements with private contractors (Waste Management (G. I. Industries) and Anderson Rubbish Disposal) to provide solid waste disposal and diversion, including trash, recycling, and green waste programs. The City establishes and regulates the rates and services of the haulers. City customers are billed directly by the contractors for solid waste services. The City’s Waste/Franchise Services Section of the Community Services Department administers the City’s solid

waste programs including the Integrated Solid Waste Program, curbside recycling, composting, and landfill diversion.

Streets, Highways, and Drainage Services

The City estimates that it has 790 paved lane miles. According to City staff, the City provides street construction and maintenance, and landscaping. Street sweeping and lighting are provided by means of a contract. City revenue sources for the Streets and Roads Program (a component of the City's Five Year Capital Improvement Program adopted annually by the City Council) include contributions from the General Fund, traffic impact fees, and new dwelling fees. For FY 2017-18, \$5,275,000 was allocated for infrastructure improvements as part of this program. Improvements include street rehabilitation, ongoing pavement reconstruction and resurfacing, various road and bridge widening projects, traffic sign upgrades, and landscape beautification.

Street Maintenance

The Street Maintenance Section of the Public Works Department maintains City streets, roads, shoulders, curbs, and sidewalks by performing routine street and concrete maintenance. Activities include slurry seal, and repairs to asphalt, curbs, gutters, and sidewalks. The primary revenue sources for street repairs are the General Fund and Federal and State highway funds. The FY 2017-18 budget includes \$4.235 million in funding for the annual major streets program and \$670,000 for the minor streets repair program, and additional funding for the widening of the Las Lajas Creek bridge and segments of Los Angeles Avenue. In response to public concern regarding a backlog in addressing the condition of City streets and roads, the investment in major streets rehabilitation projects was increased from \$860,000 during FY 2015-16 to \$4.2 million during FY 2016-17. Funding for minor streets overlay projects was reduced from \$1.5 million during FY 2015-16 to \$670,000 during FY 2016-17. Additional street rehabilitation, bicycle and pedestrian facility improvements, storm drain improvements, and traffic signal updates are scheduled for FY 2018-19, to be funded by the General Fund. The Public Works Department estimates that an additional \$160 million in street and road repair work is necessary, for which funding has not yet been identified.

Street Sweeping

Street sweeping services are provided by a private contractor (Waste Management), which provides street sweeping, and solid waste disposal and diversion services by means of a franchise agreement. City streets are swept once per month.

Street Lighting and Landscaping

Street lighting services within the City are provided by means of a contract. Street lighting throughout the City is owned and operated by Southern California Edison. The City is responsible for electrical charges, which are estimated to be \$1,000,000, or \$1,266 per lane mile. The City recently installed solar panels at several of its facilities and will soon begin to benefit from reduced utility costs. It plans to purchase streetlights from Southern California Edison and will retrofit them with LED technology to reduce energy and maintenance costs.

The Landscape and Tree Maintenance section of the Public Works Department manages and oversees the City's Landscape Maintenance District program, including inspection and management of more than 150 acres of landscaping and approximately 46,000 trees. City staff manages Landscape Maintenance District contracts, tree pruning contracts, and a pesticide/herbicide contract. City staff also provides direct services related to street tree maintenance, landscape upgrades, weed abatement, tree watering, tree removal, and stump grinding. For FY 2017-18, the City allocated \$3,169,400 to landscape and tree maintenance services.

Drainage

The City provides stormwater and flood control services to comply with the Ventura Countywide Municipal Stormwater National Pollutant Discharge Elimination System¹⁰ (NPDES) permit. The FY 2017-18 operating budget allocates \$318,000 to its storm drain system. In addition, the City's FY 2017-18 CIP budget identifies a total of \$800,000 in storm drain improvement through FY 2021-22.

Transit Services

The City of Simi Valley provides transit services by means of fixed-route bus service to the general population and dial-a-ride services to the senior and disabled population. The City receives Local Transportation Funds (LTF) generated through a ¼-cent sales tax, which is used for 80% of the City's transit services. The remaining 20% of the cost of service is collected through farebox recovery (i.e., fares collected by public transit users). Unspent LTF allocation is accrued as capital reserve. Planned improvements to the City's transit system includes the replacement of vehicles, a transit management software system, improvements to the bus wash facility, transit facility security enhancements, a paratransit dispatching system, CNG fueling station upgrades, and repaving at the Transportation Maintenance Facility. The City anticipates transit revenues in FY 2017-18 of \$11,813,227.

While not a separate transit service, the County of Ventura, and the cities of Camarillo, Moorpark, Simi Valley, and Thousand Oaks formed the East County Transit Alliance (ECTA) through a Memorandum of Understanding in 2013 in order to enhance transit service and improve coordination amongst transit systems.

Wastewater Services

The City provides wastewater collection and treatment services within the City and in areas adjacent to the City, and operates the wastewater treatment plant known as the Water Quality Control Plant. According to the City's *Sewer System Management Plan* (updated April 2014), the system consists of approximately 374 miles of mainline sanitary sewer piping, and includes 7,500 manholes and three lift stations. Sanitation Operations Fund revenues for FY 2017-18 are estimated to be \$18,793,300, which

¹⁰ The City participates in the Ventura Countywide Stormwater Quality Management Program (VCSQMP). As a VCSQMP partner, the City works together with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System (NPDES) Municipal Separate Storm Sewer System permit, issued by the Los Angeles Regional Water Quality Control Board and adopted by the State Water Resources Control Board under the federal Clean Water Act. The Ventura County Watershed Protection District is the principal NPDES permittee and the City is a co-permittee. In general, the program is funded through grant funding and a benefit assessment imposed on properties.

reflects an increase from FY 2016-17 due to a projected increase in service charge revenues. Sanitation Operations Fund estimated expenditures for FY 2017-18 are \$15,288,800, resulting in a projected operating surplus of \$3.5 million. Much of this surplus is reserved for necessary infrastructure improvements. An expected increase in sanitation rates will allow for further investment in the City's wastewater infrastructure.

Wastewater Collection System

In 2010, the City prepared a *Sewer System Evaluation and Capacity Assurance Plan* (Sewer Plan) to determine whether the City's sewer system could accommodate the increased level of development anticipated in the most recent General Plan update. The Sewer Plan concluded that the trunk lines within the sewer system are adequate to accommodate the anticipated increased levels of development, with the exception of a single short stretch of pipe where the slope is adequate for the current service need but would not be able to handle future upstream development.

In 2008, the City retained a consultant to perform a *Sewer Collection System Asset Evaluation and Rehabilitation Plan* to evaluate the condition of the City's sewer infrastructure. The review identified specific sewer reaches requiring replacement or rehabilitation. The review documented concern with the approximately one-third of City sewer pipeline that is constructed of asbestos-cement. While asbestos-cement pipe has an expected 50-year lifespan, it is particularly susceptible to deterioration caused by sewer acids, decreasing its actual service life. Much of the asbestos-cement pipe in the City system is nearly 50 years old, and all of it has been subject to ongoing deterioration due to constant exposure to sewer acids.

The City is implementing a sewer rehabilitation program and additional maintenance to prevent sewer failures. According to the City's *Sewer System Management Plan* (updated 2014), the system rehabilitation plan includes rehabilitation of specific pipe segments according to the following schedule and current construction costs: 63 pipe segments within the next 3 to 5 years (\$10,751,000), 144 pipe segments within the next 5 to 10 years (\$10,862,000), 321 pipe segments within the next 10 to 20 years (\$28,814,000), and 295 pipe segments as needed. When considering the 20-year span of the rehabilitation program, the cost is expected to be \$96 million in actual costs. During FY 2017-18, the City plans over \$6.7 million in projects to repair sewer lines (including the rehabilitation of 1,300 feet of 24-inch to 36-inch asbestos-cement sewer trunk line in Easy Street, Fifth Street, and Ventura Avenue) and refurbish the City's wastewater treatment plant.

Wastewater Treatment

The City operates the Water Quality Control Plant, which is located at the western end of the City. The City's Sanitation Division is an enterprise fund operation that relies on user fees to pay for its operations. The design treatment capacity is 12.5 million gallons per day (mgd), with a peak daily flow of 15.5 mgd. The average volume of influent currently being treated is 7.7 mgd. According to the *Sewer System Evaluation and Capacity Assurance Plan*, flows during wet months average 9.6 mgd. During winter months, flows can increase by up to 2 mgd.

The 2012 update of the City's General Plan anticipates increased allowable density within the City, resulting in a residential buildout of 53,669 dwelling units. According to the U.S. Census, in 2010 there were 42,506 housing units in the City. The City's General Plan accommodates an additional 11,163

units. Assuming half of these are single family units and half multi-family units, based on the wastewater generation factors contained in the *Sewer System Evaluation and Capacity Assurance Plan* (275 gallons/day/single-family unit and 206 gallons/day/multi-family unit), these units would be expected to generate approximately 2.7 mgd.

In addition, it appears that the updated General Plan did not take into account wastewater service for those areas outside the City boundaries that are anticipated for development, including several hundred acres of industrial and residential development. In a supplemental wastewater analysis, the City estimated that the wastewater demand for development outside the current City boundaries would be approximately 1.7 mgd.

Total anticipated wastewater demand at buildout of the General Plan is 12.1 mgd, consisting of current development (7.7 mgd), anticipated development within the current City boundaries (2.7 mgd), and anticipated development outside the current City boundaries (1.7 mgd). It appears that the City's wastewater treatment plant can accommodate the volume of wastewater anticipated from buildout of the General Plan.

Water Services

The City does not provide water service. Instead, Ventura County Waterworks District No. 8 (a dependent district governed by the City Council) provides potable water to approximately 68% of the City's customers and Golden State Water Company provides potable water to 32% of the City's customers. Ventura County Waterworks District No. 8 is a retail water provider, and receives imported water from the Calleguas Municipal Water District, which is a member agency of the Metropolitan Water District of Southern California. Ventura County Waterworks District No. 8 has planned for over \$4.4 million in projects to repair and rehabilitate its water treatment, storage, and distribution system, as well as \$5 million in support of its recycled water program.

Written Determinations

The Commission is required to prepare a written statement of its determinations with respect to each of the subject areas provided below (Government Code § 56430(a)).

1. Growth and population projections for the affected area

According to the U.S. Census, from 2000 to 2010, the City of Simi Valley’s population increased from 111,361 to 124,237. The California Department of Finance estimated the City’s population to be 127,167 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 15,806 people, or 14.2% (0.9% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	127,167	131,807	137,846	144,162	150,767	157,675

The Southern California Association of Governments (SCAG) 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) growth forecast projects population growth of the City to occur at a slower rate, with an estimated population of 142,400 in 2040.

The City updated its General Plan in 2012. The General Plan Land Use Element anticipates a total of approximately 100 acres of low, medium, and moderate density residential development (350 dwelling units) within areas that are outside the City’s current boundaries but within its sphere of influence. According to the U.S. Census, in 2010 there were 42,506 housing units in the City. The Land Use Element provides for the development of a maximum of 53,669 housing units with approximately 163,690 residents. Using an average of 3.02 persons per household, as identified in the U.S. Census, buildout of the 53,669 units identified in the 2012 General Plan would result in a population of 162,080, slightly less than that approximated in the General Plan.

In 2004, City voters approved Measure C, which limited the City to issuance of a maximum of 292 residential building permits annually through 2012. In 2012, City voters approved Measure N, which extended the limitation 2022. Although it is possible that the limitation may be lifted in 2022, the following represents population projections based on the limitation of a maximum of 292 new residential units per year through 2040, using the U.S. Census average of 3.02 people per household.

Year	2016	2020	2025	2030	2035	2040
Population Estimate	127,167	128,335	129,795	144,395	145,855	147,315

2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income

(Government Code § 56033.5). No disadvantaged unincorporated communities are located within or contiguous to the City of Simi Valley's sphere of influence.¹¹

3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies

Library services:

- The City, through a private contractor, provides library services and operates the Simi Valley Public Library.

Police services:

- The City currently provides a ratio of 1 sworn officer per 1,017 residents.
- The City's average police response time for emergency calls has met response time goals 58.8% of the time and for non-emergency calls has met response time goals 92.7% of the time.

Solid waste services:

- The City contracts with a refuse collection company for solid waste collection and disposal services. Customers are billed directly by the service provider for these services.

Streets, highways, and drainage services:

- The City provides street construction, maintenance, and landscaping services directly. It provides street sweeping, lighting, and landscaping by contract.

Transit services:

- The City provides fixed-route bus service to the general population and dial-a-ride services to the senior and disabled population.

Wastewater services:

- The City provides wastewater collection and treatment services within the City and in areas adjacent to the City.
- In general, the City's wastewater collection system is adequate. However, due to the use of a pipe material that is prone to deterioration, the City is implementing a sewer rehabilitation program and is conducting preventive maintenance as necessary to avoid future sewer failures.
- The City's wastewater treatment facility has adequate capacity to accommodate the increased wastewater treatment demands from anticipated growth under the current General Plan.

¹¹ According to Ventura LAFCo Commissioner's Handbook Section 3.2.5, Ventura LAFCo has identified Nyeland Acres (within the City of Oxnard's sphere of influence to the north of the city) and Saticoy (within the City of San Buenaventura's sphere of influence to the east of the city) as disadvantaged unincorporated communities.

4. Financial ability of agencies to provide services

- The City has a balanced budget.
- It appears that the City has the ability to finance the services it currently provides. Staffing levels were reduced for FY 2017-18 in order to stabilize the City's operating budget and ensure that the budget remains balanced.
- At the present time, it appears that the City has the financial ability to provide a full range of municipal services.

5. Status of, and opportunities for, shared facilities

- The VCFPD provides fire dispatch service for the unincorporated County area as well as all cities within the County.

6. Accountability for community service needs, including governmental structure and operational efficiencies

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings, dissemination of information, and encouragement of public participation through its Neighborhood Council program.
- The City maintains a website that includes information about the City, a comprehensive directory of City services, and current and past budgets. Current and past City Council minutes and agendas are posted and agenda items are linked to staff reports. The City could improve accessibility to its budget data by posting a word-searchable version of the adopted budget and historical budget documents.
- City Council meetings are broadcast live on the City's government cable channel and on the City's website. Archived videos of City Council meetings are available for viewing on the City's website.
- The City achieves operational efficiencies through contracts or franchise agreements with various service providers (such as for library services and solid waste services).
- The City achieves operational efficiencies through its participation as a co-permittee in the Ventura Countywide Stormwater Quality Management Program. Under this program, the City works with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System Municipal Separate Storm Sewer System permit.

7. Any other matter related to effective or efficient service delivery, as required by Commission policy

Opportunities exist for better regional coordination of the many transit services within the County. The following discussion includes a summary of existing public transit services within Ventura County, current public transit inefficiencies and limitations on regionalization, progress toward public transit coordination, and opportunities for further public transit coordination. Some cities prefer to control and operate their own transit systems in order to provide service focused on users within their jurisdictions; however, the following discussion is based on the idea that a more coordinated, regional perspective on public transit will result in improved service for public transit users.

Existing Public Transit Services in Ventura County:

- The City of Ojai¹² and the City of Simi Valley each provide transit service, with City employees operating and maintaining the vehicles.
- The City of Camarillo provides transit service by means of a contract with a private operator (i.e., Roadrunner Shuttle).
- The City of Thousand Oaks provides transit service by means of a contract with a private operator (i.e., MV Transportation).
- The City of Moorpark provides transit service by means of a contract with the City of Thousand Oaks, which holds a contract for service with a private operator (i.e., MV Transportation).
- Under a cooperative agreement amongst the County of Ventura, the City of Santa Paula, and the City of Fillmore, the Ventura County Transportation Commission (VCTC)¹³ administers public transit service in and surrounding the Santa Paula, Fillmore, and Piru areas of Ventura County (i.e., the Valley Express). The service is provided by means of a contract with a private operator (i.e., MV Transportation).
- The County of Ventura contracts with the City of Thousand Oaks, which contracts the service to a private operator (i.e., MV Transportation), for the operation of the free Kanan Shuttle service between the unincorporated area of Oak Park and the City of Agoura Hills. The service is provided fare-free as the required 20% farebox recovery¹⁴ required by the Transportation Development Act (TDA) is provided by local contributions from Ventura County Service Area No. 4, the Oak Park Unified School District, and, most recently, the City of Agoura Hills.
- Gold Coast Transit District (GCTD) provides local and regional fixed-route and paratransit service in the cities of Ojai, Oxnard, Port Hueneme, Ventura and the unincorporated areas of Ventura County. Service is provided on 20 fixed routes, with a fleet includes 56 buses and 24 paratransit vehicles. GCTD directly operates its fixed-route service and contracts its paratransit service to a private operator (i.e., MV Transportation).
- The VCTC provides regional service, by means of a contract with a private provider, which consists of the following routes: (1) Highway 101/Conejo Connection (serving the section of Highway 101 between Ventura and the San Fernando Valley), (2) Highway 126 (serving Fillmore, Santa Paula, Saticoy, and Ventura), (3) Coastal Express (serving Ventura County and Santa Barbara County), (4) East County (serving the Simi Valley, Moorpark, and Thousand Oaks area), (5) Oxnard/Camarillo/California State University at Channel Islands Connector (serving the Camarillo and Oxnard area), and (6) East/West Connector (serving Simi Valley, Moorpark, Camarillo, Oxnard and Ventura, as of November 2017).
- The ECTA was formed in 2013 through a Memorandum of Understanding (MOU) amongst the City of Camarillo, City of Moorpark, City of Simi Valley, City of Thousand Oaks, and the County of Ventura for the eastern portion of unincorporated Ventura County. ECTA was formed to better

¹² The City's transit service is limited to the Ojai Trolley which operates within the City, and the unincorporated communities of Meiners Oaks and Mira Monte. The Ojai Trolley service operates within the GCTD service area, but is operated directly by the City.

¹³ VCTC is the regional transportation planning agency of Ventura County, and oversees a large part of the distribution of public funds for transportation and transit within the County.

¹⁴ TDA funding provided by the State to local jurisdictions may not exceed a certain percentage of the cost to provide public transit service (i.e., 80% for urban areas and 90% for rural areas). The remaining percentage of the cost (i.e., 20% for urban areas and 10% for rural areas) must be covered locally through some other means, known as "farebox recovery." Note that funding sources other than rider fares may qualify as "farebox recovery."

coordinate transit services among these agencies. In August 2015, ECTA initiated a service known as “CONNECT City-to-City” which offers Americans with Disabilities Act (ADA) and Senior intercity dial-a-ride service under a single paratransit system.¹⁵ The City of Thousand Oaks administers the service, which is contracted to a private operator (i.e., MV Transportation).

Current Public Transit Inefficiencies and Limitations on Regional Coordination:

- According to the Ventura County Regional Transit Study (VCTC, April 9, 2012)¹⁶, public transit within the County was found to be disjointed. Public transit service providers have varying schedules (i.e., days and hours of operation, frequency of buses (headways)), and fares (including different eligible ages for senior fares (e.g., a lower qualifying age for seniors in the City of Camarillo)), and maintain separate websites and bus books. No single agency or website provides a complete guide for public transit users who wish to plan interagency trips. The study concluded that “This makes connections difficult and service confusing, especially for the infrequent or new rider. While VCTC and the operators have attempted to improve connections through coordinated fare media and scheduling software, progress toward truly integrated service has been minimal.”
- Limited access to non-TDA funding for transit restricts the ability of cities and other public transit operators to increase revenue service hours and still meet TDA farebox recovery requirements. Because of the minimal levels of service currently provided in some areas of the County, regional travel times are often lengthy and opportunities for passengers to connect between buses are few. Shorter headways and total trip times depend on increased transit funding under the current funding distribution structure or a different method of distribution for the County’s transit funding. Inability to access funding for transportation also limits implementation of improvements for fleet expansions, pedestrian infrastructure, and street lighting.
- While some of the individual transit-serving agencies have made efforts to improve coordination among systems (e.g., through the formation of the GCTD (formed in 2013), and the ECTA (created in 2013)), public transit in the County overall is divided into separate, often unrelated, transit systems. The Ventura County Regional Transit Study acknowledged the challenges in establishing a coordinated system, including the fact that Ventura County consists of “widely spaced, diverse communities and centers where geographic areas do not share common economic, social, and transportation service values.”
- While it is the intent of ECTA to move toward further consistency and regionalization of services in the eastern portion of Ventura County, the existing local transit programs of two ECTA member agencies are limited in their ability to fully participate in the regional ECTA programs:
 - The City of Simi Valley operates fixed route transit service using City personnel and City-owned equipment.
 - The City of Camarillo receives contributions from local funding partners (e.g., the Leisure Village retirement community for residents age 55 and older). For the purposes of City of

¹⁵ The City of Camarillo does not participate in the CONNECT service because: (1) the City already provides regional ADA and Senior intercity service throughout the East County ((this enables the City to provide senior service to more riders within the City by allowing a lower qualifying age limit of 55 years (rather than 65 years)), and (2) Camarillo ADA and senior riders have the benefit of using just one dial-a-ride system for both local and regional service.

¹⁶ The study included consultation with VCTC commissioners, city managers, local public transit providers, and the public.

Camarillo public transit, riders aged 55 and older qualify to ride as senior fares, whereas 65 is the qualifying age for seniors on other transit systems.

- Senate Bill 325 (1971) established State transit funding (TDA funding) for the purpose of directly supporting public transportation through the imposition of a ¼-cent local sales tax beginning in 1972. An exception was included for rural counties (i.e., counties with populations of fewer than 500,000, based on the 1970 U.S. Census), in general, to also allow use of the funding for local streets and roads if the transportation planning agency finds that there are no unmet transit needs. Through Senate Bill 716 (2009), the law was modified, and specified that the exception now applied to: (1) rural counties (i.e., counties with populations of fewer than 500,000 (based on the 2010 U.S. Census), and (2) cities within urban counties (i.e., counties with populations of 500,000 or more, based on the 2010 U.S. Census) with populations of 100,000 or fewer. Ventura County has a population of more than 500,000 and therefore qualifies as an urban county; however, several of its cities are eligible to use TDA money for streets and roads projects, provided that they: (1) have a population of 100,000 or fewer, (2) are not within the GCTD service area, and (3) do not have an unmet transit need. Because Ventura County cities with populations of more than 100,000 are restricted to using all their TDA money for public transit purposes regardless of the extent of need for public transit, these cities cannot use TDA funding for streets and roads projects.

Progress Toward Regional Coordination of Public Transit:

- On October 3, 2013, Governor Brown signed into law Assembly Bill 664, which formed the GCTD to include five members: four cities and the County. AB 664 also authorized the remaining cities in Ventura County to request to join the GCTD in the future. Prior to the formation of the GCTD, local TDA funding for operating costs and capital projects was provided to Gold Coast Transit (operating as a Joint Powers Authority (JPA)) by its member agencies, allocated by a formula based on the percentage of revenue miles of transit service provided within each participating jurisdiction. As a district, GCTD has the ability to implement service improvements and meet the public's transit needs from a systemwide perspective, and distributes TDA funds to its members for transit-related purposes such as bus stop construction and transit-related maintenance needs. Following the formation of the District, the GCTD also adopted the following planning documents to further improve the delivery of service to GCTD members: GCTD Service Planning Guidelines (Adopted February 2014), Bus Stop Guidelines (Adopted June 2015), Short Range Transit Plan (Adopted November 2015), and Fleet Management Plan (October 2016). Additionally, in May 2017, GCTD began construction of a new Operations and Maintenance Facility in the City of Oxnard. Once built, the 15-acre facility will allow GCTD to maintain a fleet of up to 125 buses and will include an administration and operations building, an 8-bay maintenance and repair building, a compressed natural gas (CNG) fuel station and bus wash. The facility is scheduled to open in the fall of 2018.
- GCTD's Short Range Transit Plan identified recommended service improvements such as implementing: (1) additional service to Naval Base Ventura County in Port Hueneme, (2) express service between Oxnard and Ventura, and (3) increased service frequencies on its core routes. While funding for these improvements is not in place, service improvements could potentially be funded through the Federal Transit Administration (FTA) (FTA Section 5310/5307 program).
- ECTA is the result of greater awareness for the need to improve coordination amongst transit systems in the eastern portion of the County, and has initiated programs to simplify interjurisdictional trips for riders in the eastern portion of the County (e.g., CONNECT City-to-

City). The cities of Moorpark, Simi Valley, and Thousand Oaks are each in various stages of completing strategic plans for transit, including improved regional coordination with regard to hours of operation, route schedules and connectivity, fares, senior age criteria, and consistency of policies.

- Technological advances have provided opportunities for improved regional trip-planning resources for riders. GCTD, VCTC, and Thousand Oaks Transit have schedules available on Google Maps. By the end of FY 2017-18, information about other fixed-route transit services countywide is expected to be available on Google Transit (a web application that assists riders in accessing transit schedule information and planning public transit trips). GCTD launched Google Maps Online Trip Planner in 2014, and recently launched a mobile ticketing application.
- Transfer agreements and fare media (GO Ventura 31-day pass) including the installation of the GFI Genfare system on all transit vehicles have helped improve coordination between systems. However, fare discrepancies and fare policies still need to be addressed.
- VCTC's Coordinated Public Transit – Human Services Transportation Plan (April 2017) identifies strategies to address gaps or deficiencies in the current public transit system in meeting the needs of senior, disabled, and low-income populations in Ventura County. One of the strategies identified in the plan is the implementation of a countywide “one-call/one-click” transit information center intended to simplify and improve trip-planning and access to information about public transit services. Funding has not yet been identified for this service, but the service could potentially be funded through the FTA.

Opportunities for Further Regional Coordination of Public Transit:

- It is clear that constraints to regionalizing public transit exist within Ventura County, and that local jurisdictions have identified opportunities (and implemented some improvements) with respect to local public transit. The City may wish to continue its dialogue with the County and the other cities to further improve connectivity within Ventura County and simplify customers' public transit experiences, including (but not necessarily limited to) the following discussion topics:
 - Identify one agency as the regional transportation authority to oversee and implement the majority of public transit within the County;
 - Encourage cities that are not currently members of the GCTD to request to join the GCTD, or contract with GCTD for some or all of their planning or operational needs; or
 - Establish a new transit district that would complement the GCTD's service area and provide service within areas not currently served by the GCTD in the East County (the formation of ECTA was a step toward potentially realizing this opportunity in the eastern portion of Ventura County).

RESOLUTION OF THE VENTURA LOCAL AGENCY FORMATION COMMISSION DETERMINING THAT THE MUNICIPAL SERVICE REVIEW FOR THE CITY OF SIMI VALLEY IS EXEMPT FROM THE CALIFORNIA ENVIRONMENTAL QUALITY ACT, ACCEPTING THE MUNICIPAL SERVICE REVIEW FOR THE CITY OF SIMI VALLEY, AND MAKING STATEMENTS OF DETERMINATION

WHEREAS, Government Code § 56425 et seq. requires the Local Agency Formation Commission (LAFCo or Commission) to develop and determine the sphere of influence of each local governmental agency within the County; and

WHEREAS, Government Code § 56430(e) requires each LAFCo to conduct a municipal service review before, or in conjunction with, but no later than the time it is considering an action to establish or update a sphere of influence; and

WHEREAS, the Ventura LAFCo has approved a work plan to conduct municipal service reviews and sphere of influence reviews/updates, and the municipal service review for the City of Simi Valley (City) is part of that work plan; and

WHEREAS, LAFCo has prepared a report titled “City of Simi Valley – Municipal Service Review” that contains a review of the services provided by the City; and

WHEREAS, the “City of Simi Valley – Municipal Service Review” report contains recommended statements of determinations related to the City, as required by Government Code § 56430; and

WHEREAS, the “City of Simi Valley – Municipal Service Review” including the recommended statements of determination were duly considered at a public hearing on February 21, 2018; and

WHEREAS, the Commission heard, discussed, and considered all oral and written testimony for and against the recommended exemption from California Environmental Quality Act (CEQA), the “City of Simi Valley – Municipal Service Review” report and the written determinations, including, but not limited to, the LAFCo staff report dated February 21, 2018, and recommendations.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED by the Ventura Local Agency Formation Commission as follows:

- (1) The municipal service review report titled “City of Simi Valley – Municipal Service Review”, including the related statements of determination, are determined to be exempt from CEQA pursuant to § 15061(b)(3) of the CEQA Guidelines, and LAFCo staff is directed to file a Notice of Exemption as the lead agency pursuant to § 15062 of the CEQA Guidelines; and
- (2) The Commission accepts the “City of Simi Valley – Municipal Service Review” report as presented to the Commission on February 21, 2018, including any modifications approved by a majority of the Commission as a part of this action. The Executive Officer is authorized to make minor edits to the report for accuracy and completeness; and
- (3) The LAFCo staff report dated February 21, 2018, and recommendation for acceptance of the “City of Simi Valley – Municipal Service Review” report are hereby adopted; and
- (4) Pursuant to Government Code § 56430(a), the following statements of determination are hereby made for the City:

a. Growth and population projections for the affected area. [§ 56430(a)(1)]

According to the U.S. Census, from 2000 to 2010, the City of Simi Valley’s population increased from 111,361 to 124,237. The California Department of Finance estimated the City’s population to be 127,167 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 15,806 people, or 14.2% (0.9% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	127,167	131,807	137,846	144,162	150,767	157,675

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The City updated its General Plan in 2012. The General Plan Land Use Element anticipates a total of approximately 100 acres of low, medium, and moderate density residential development (350 dwelling units) within areas that are outside the City’s current boundaries but within its sphere of influence. According to the U.S. Census, in 2010 there were 42,506 housing units in the City. The Land Use Element provides for the development of a maximum of 53,669 housing units with approximately 163,690 residents. Using an average of 3.02 persons per household, as identified in the U.S. Census, buildout of the 53,669 units identified in the 2012 General Plan would result in a population of 162,080, slightly less than that approximated in the General Plan.

In 2004, City voters approved Measure C, which limited the City to issuance of a maximum of 292 residential building permits annually through 2012. In 2012, City voters approved Measure N, which extended the limitation 2022. Although it is possible that the limitation may be lifted in 2022, the following represents population projections based on the limitation of a maximum of 292 new residential units per year through 2040, using the U.S. Census average of 3.02 people per household:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	127,167	128,335	129,795	144,395	145,855	147,315

b. *The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence. [§ 56430(a)(2)]*

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income (Government Code § 56033.5). No disadvantaged unincorporated communities are located within or contiguous to the City of Simi Valley’s sphere of influence.¹

c. *Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs and deficiencies. [§ 56430(a)(3)]*

Library services:

- The City, through a private contractor, provides library services and operates the Simi Valley Public Library.

¹ According to Ventura LAFCo Commissioner’s Handbook Section 3.2.5, Ventura LAFCo has identified Nyeland Acres (within the City of Oxnard’s sphere of influence to the north of the city) and Saticoy (within the City of San Buenaventura’s sphere of influence to the east of the city) as disadvantaged unincorporated communities.

Police services:

- The City currently provides a ratio of 1 sworn officer per 1,017 residents.
- The City's average police response time for emergency calls has met response time goals 58.8% of the time and for non-emergency calls has met response time goals 92.7% of the time.

Solid waste services:

- The City contracts with a refuse collection company for solid waste collection and disposal services. Customers are billed directly by the service provider for these services.

Streets, highways, and drainage services:

- The City provides street construction, maintenance, and landscaping services directly. It provides street sweeping, lighting, and landscaping by contract.

Transit services:

- The City provides fixed-route bus service to the general population and dial-a-ride services to the senior and disabled population.

Wastewater services:

- The City provides wastewater collection and treatment services within the City and in areas adjacent to the City.
- In general, the City's wastewater collection system is adequate. However, due to the use of a pipe material that is prone to deterioration, the City is implementing a sewer rehabilitation program and is conducting preventive maintenance as necessary to avoid future sewer failures.
- The City's wastewater treatment facility has adequate capacity to accommodate the increased wastewater treatment demands from anticipated growth under the current General Plan.

d. *Financial ability of agencies to provide services. [§ 56430(a)(4)]*

- The City has a balanced budget.
- It appears that the City has the ability to finance the services it currently provides. Staffing levels were reduced for FY 2017-18 in order to stabilize the City's operating budget and ensure that the budget remains balanced.
- At the present time, it appears that the City has the financial ability to provide a full range of municipal services.

e. *Status of, and opportunities for, shared facilities.* [§ 56430(a)(5)]

- The Ventura County Fire Protection District (VCFPD) provides fire dispatch service for the unincorporated County area as well as all cities within the County.

f. *Accountability for community service needs, including governmental structure and operational efficiencies.* [§ 56430(a)(6)]

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings, dissemination of information, and encouragement of public participation through its Neighborhood Council program.
- The City maintains a website that includes information about the City, a comprehensive directory of City services, and current and past budgets. Current and past City Council minutes and agendas are posted and agenda items are linked to staff reports. The City could improve accessibility to its budget data by posting a word-searchable version of the adopted budget and historical budget documents.
- City Council meetings are broadcast live on the City's government cable channel and on the City's website. Archived videos of City Council meetings are available for viewing on the City's website.
- The City achieves operational efficiencies through contracts or franchise agreements with various service providers (such as for library services and solid waste services).
- The City achieves operational efficiencies through its participation as a co-permittee in the Ventura Countywide Stormwater Quality Management Program. Under this program, the City works with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System Municipal Separate Storm Sewer System permit.

g. *Any other matter related to effective and efficient service delivery, as required by commission policy.* [§ 56430(a)(7)]

Opportunities exist for better regional coordination of the many transit services within the County. The following discussion includes a summary of existing public transit services within Ventura County, current public transit inefficiencies and limitations on regionalization, progress toward public transit coordination, and opportunities for further public transit coordination. Some cities prefer to control and operate their own transit systems in order to provide service focused on users within their jurisdictions; however, the following discussion is based on the idea that a more coordinated, regional perspective on public transit will result in improved service for public transit users.

Existing Public Transit Services in Ventura County:

- The City of Ojai² and the City of Simi Valley each provide transit service, with City employees operating and maintaining the vehicles.
- The City of Camarillo provides transit service by means of a contract with a private operator (i.e., Roadrunner Shuttle).
- The City of Thousand Oaks provides transit service by means of a contract with a private operator (i.e., MV Transportation).
- The City of Moorpark provides transit service by means of a contract with the City of Thousand Oaks, which holds a contract for service with a private operator (i.e., MV Transportation).
- Under a cooperative agreement amongst the County of Ventura, the City of Santa Paula, and the City of Fillmore, the Ventura County Transportation Commission (VCTC)³ administers public transit service in and surrounding the Santa Paula, Fillmore, and Piru areas of Ventura County (i.e., the Valley Express). The service is provided by means of a contract with a private operator (i.e., MV Transportation).
- The County of Ventura contracts with the City of Thousand Oaks, which contracts the service to a private operator (i.e., MV Transportation), for the operation of the free Kanan Shuttle service between the unincorporated area of Oak Park and the City of Agoura Hills. The service is provided fare-free as the required 20% farebox recovery⁴ required by the Transportation Development Act (TDA) is provided by local contributions from Ventura County Service Area No. 4, the Oak Park Unified School District, and, most recently, the City of Agoura Hills.
- Gold Coast Transit District (GCTD) provides local and regional fixed-route and paratransit service in the cities of Ojai, Oxnard, Port Hueneme, Ventura and the unincorporated areas of Ventura County. Service is provided on 20 fixed routes, with a fleet includes 56 buses and 24 paratransit vehicles. GCTD directly operates its fixed-route service and contracts its paratransit service to a private operator (i.e., MV Transportation).
- The VCTC provides regional service, by means of a contract with a private provider, which consists of the following routes: (1) Highway 101/Conejo Connection (serving the section of Highway 101 between Ventura and the San Fernando Valley), (2)

² The City's transit service is limited to the Ojai Trolley which operates within the City, and the unincorporated communities of Meiners Oaks and Mira Monte. The Ojai Trolley service operates within the GCTD service area, but is operated directly by the City.

³ VCTC is the regional transportation planning agency of Ventura County, and oversees a large part of the distribution of public funds for transportation and transit within the County.

⁴ TDA funding provided by the State to local jurisdictions may not exceed a certain percentage of the cost to provide public transit service (i.e., 80% for urban areas and 90% for rural areas). The remaining percentage of the cost (i.e., 20% for urban areas and 10% for rural areas) must be covered locally through some other means, known as "farebox recovery." Note that funding sources other than rider fares may qualify as "farebox recovery."

Resolution

Municipal Service Review Report – City of Simi Valley

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- Highway 126 (serving Fillmore, Santa Paula, Saticoy, and Ventura), (3) Coastal Express (serving Ventura County and Santa Barbara County), (4) East County (serving the Simi Valley, Moorpark, and Thousand Oaks area), (5) Oxnard/Camarillo/California State University at Channel Islands Connector (serving the Camarillo and Oxnard area), and (6) East/West Connector (serving Simi Valley, Moorpark, Camarillo, Oxnard and Ventura, as of November 2017).
- The ECTA was formed in 2013 through a Memorandum of Understanding (MOU) amongst the City of Camarillo, City of Moorpark, City of Simi Valley, City of Thousand Oaks, and the County of Ventura for the eastern portion of unincorporated Ventura County. ECTA was formed to better coordinate transit services among these agencies. In August 2015, ECTA initiated a service known as “CONNECT City-to-City” which offers Americans with Disabilities Act (ADA) and Senior intercity dial-a-ride service under a single paratransit system.⁵ The City of Thousand Oaks administers the service, which is contracted to a private operator (i.e., MV Transportation).

Current Public Transit Inefficiencies and Limitations on Regional Coordination:

- According to the Ventura County Regional Transit Study (VCTC, April 9, 2012)⁶, public transit within the County was found to be disjointed. Public transit service providers have varying schedules (i.e., days and hours of operation, frequency of buses (headways)), and fares (including different eligible ages for senior fares (e.g., a lower qualifying age for seniors in the City of Camarillo)), and maintain separate websites and bus books. No single agency or website provides a complete guide for public transit users who wish to plan interagency trips. The study concluded that “This makes connections difficult and service confusing, especially for the infrequent or new rider. While VCTC and the operators have attempted to improve connections through coordinated fare media and scheduling software, progress toward truly integrated service has been minimal.”
- Limited access to non-TDA funding for transit restricts the ability of cities and other public transit operators to increase revenue service hours and still meet TDA farebox recovery requirements. Because of the minimal levels of service currently provided in some areas of the County, regional travel times are often lengthy and opportunities for passengers to connect between buses are few. Shorter headways and total trip times depend on increased transit funding under the current funding

⁵ The City of Camarillo does not participate in the CONNECT service because: (1) the City already provides regional ADA and Senior intercity service throughout the East County ((this enables the City to provide senior service to more riders within the City by allowing a lower qualifying age limit of 55 years (rather than 65 years)), and (2) Camarillo ADA and senior riders have the benefit of using just one dial-a-ride system for both local and regional service.

⁶ The study included consultation with VCTC commissioners, city managers, local public transit providers, and the public.

- distribution structure or a different method of distribution for the County’s transit funding. Inability to access funding for transportation also limits implementation of improvements for fleet expansions, pedestrian infrastructure, and street lighting.
- While some of the individual transit-serving agencies have made efforts to improve coordination among systems (e.g., through the formation of the GCTD (formed in 2013), and the ECTA (created in 2013)), public transit in the County overall is divided into separate, often unrelated, transit systems. The Ventura County Regional Transit Study acknowledged the challenges in establishing a coordinated system, including the fact that Ventura County consists of “widely spaced, diverse communities and centers where geographic areas do not share common economic, social, and transportation service values.”
 - While it is the intent of ECTA to move toward further consistency and regionalization of services in the eastern portion of Ventura County, the existing local transit programs of two ECTA member agencies are limited in their ability to fully participate in the regional ECTA programs:
 - The City of Simi Valley operates fixed route transit service using City personnel and City-owned equipment.
 - The City of Camarillo receives contributions from local funding partners (e.g., the Leisure Village retirement community for residents age 55 and older). For the purposes of City of Camarillo public transit, riders aged 55 and older qualify to ride as senior fares, whereas 65 is the qualifying age for seniors on other transit systems.
 - Senate Bill 325 (1971) established State transit funding (TDA funding) for the purpose of directly supporting public transportation through the imposition of a ¼-cent local sales tax beginning in 1972. An exception was included for rural counties (i.e., counties with populations of fewer than 500,000, based on the 1970 U.S. Census), in general, to also allow use of the funding for local streets and roads if the transportation planning agency finds that there are no unmet transit needs. Through Senate Bill 716 (2009), the law was modified, and specified that the exception now applied to: (1) rural counties (i.e., counties with populations of fewer than 500,000 (based on the 2010 U.S. Census), and (2) cities within urban counties (i.e., counties with populations of 500,000 or more, based on the 2010 U.S. Census) with populations of 100,000 or fewer. Ventura County has a population of more than 500,000 and therefore qualifies as an urban county; however, several of its cities are eligible to use TDA money for streets and roads projects, provided that they: (1) have a population of 100,000 or fewer, (2) are not within the GCTD service area, and (3) do not have an unmet transit need. Because Ventura County cities with populations of more than 100,000 are restricted to using all their TDA money for public transit purposes regardless of the extent of need for public transit, these cities cannot use TDA funding for streets and roads projects.

Progress Toward Regional Coordination of Public Transit:

- On October 3, 2013, Governor Brown signed into law Assembly Bill 664, which formed the GCTD to include five members: four cities and the County. AB 664 also authorized the remaining cities in Ventura County to request to join the GCTD in the future. Prior to the formation of the GCTD, local TDA funding for operating costs and capital projects was provided to Gold Coast Transit (operating as a Joint Powers Authority (JPA)) by its member agencies, allocated by a formula based on the percentage of revenue miles of transit service provided within each participating jurisdiction. As a district, GCTD has the ability to implement service improvements and meet the public's transit needs from a systemwide perspective, and distributes TDA funds to its members for transit-related purposes such as bus stop construction and transit-related maintenance needs. Following the formation of the District, the GCTD also adopted the following planning documents to further improve the delivery of service to GCTD members: GCTD Service Planning Guidelines (Adopted February 2014), Bus Stop Guidelines (Adopted June 2015), Short Range Transit Plan (Adopted November 2015), and Fleet Management Plan (October 2016). Additionally, in May 2017, GCTD began construction of a new Operations and Maintenance Facility in the City of Oxnard. Once built, the 15-acre facility will allow GCTD to maintain a fleet of up to 125 buses and will include an administration and operations building, an 8-bay maintenance and repair building, a compressed natural gas (CNG) fuel station and bus wash. The facility is scheduled to open in the fall of 2018.
- GCTD's Short Range Transit Plan identified recommended service improvements such as implementing: (1) additional service to Naval Base Ventura County in Port Hueneme, (2) express service between Oxnard and Ventura, and (3) increased service frequencies on its core routes. While funding for these improvements is not in place, service improvements could potentially be funded through the Federal Transit Administration (FTA) (FTA Section 5310/5307 program).
- ECTA is the result of greater awareness for the need to improve coordination amongst transit systems in the eastern portion of the County, and has initiated programs to simplify interjurisdictional trips for riders in the eastern portion of the County (e.g., CONNECT City-to-City). The cities of Moorpark, Simi Valley, and Thousand Oaks are each in various stages of completing strategic plans for transit, including improved regional coordination with regard to hours of operation, route schedules and connectivity, fares, senior age criteria, and consistency of policies.
- Technological advances have provided opportunities for improved regional trip-planning resources for riders. GCTD, VCTC, and Thousand Oaks Transit have schedules available on Google Maps. By the end of FY 2017-18, information about other fixed-route transit services countywide is expected to be available on Google Transit (a web application that assists riders in accessing transit schedule

- information and planning public transit trips). GCTD launched Google Maps Online Trip Planner in 2014, and recently launched a mobile ticketing application.
- Transfer agreements and fare media (GO Ventura 31-day pass) including the installation of the GFI Genfare system on all transit vehicles have helped improve coordination between systems. However, fare discrepancies and fare policies still need to be addressed.
 - VCTC’s Coordinated Public Transit – Human Services Transportation Plan (April 2017) identifies strategies to address gaps or deficiencies in the current public transit system in meeting the needs of senior, disabled, and low-income populations in Ventura County. One of the strategies identified in the plan is the implementation of a countywide “one-call/one-click” transit information center intended to simplify and improve trip-planning and access to information about public transit services. Funding has not yet been identified for this service, but the service could potentially be funded through the FTA.

Opportunities for Further Regional Coordination of Public Transit:

- It is clear that constraints to regionalizing public transit exist within Ventura County, and that local jurisdictions have identified opportunities (and implemented some improvements) with respect to local public transit. The City may wish to continue its dialogue with the County and the other cities to further improve connectivity within Ventura County and simplify customers’ public transit experiences, including (but not necessarily limited to) the following discussion topics:
 - Identify one agency as the regional transportation authority to oversee and implement the majority of public transit within the County;
 - Encourage cities that are not currently members of the GCTD to request to join the GCTD, or contract with GCTD for some or all of their planning or operational needs; or
 - Establish a new transit district that would complement the GCTD’s service area and provide service within areas not currently served by the GCTD in the East County (the formation of ECTA was a step toward potentially realizing this opportunity in the eastern portion of Ventura County).

This resolution was adopted on February 21, 2018.

	AYE	NO	ABSTAIN	ABSENT
Commissioner Freeman	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parvin	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ramirez	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Rooney	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ross	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Zaragoza	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bennett	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bill-de la Peña	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Richards	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Waters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Date

Linda Parks, Chair, Ventura Local Agency Formation Commission

c: City of Simi Valley

Ventura Local Agency Formation Commission

City of Thousand Oaks

Municipal Service Review

DRAFT

Prepared By:
Ventura Local Agency Formation Commission
800 S. Victoria Avenue, L #1850
Ventura, CA 93009



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Introduction

Local Agency Formation Commissions (LAFCo) exist in each county in California and were formed for the purpose of administering state law and local policies relating to the establishment and revision of local government boundaries. According to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (California Government Code § 56000 et seq.), LAFCo's purposes are to:

- discourage urban sprawl;
- preserve open space and prime agricultural land;
- ensure efficient provision of government services; and
- encourage the orderly formation and development of local agencies.

To achieve its purposes, LAFCos are responsible for coordinating logical and timely changes in local government boundaries (such as annexations), conducting special studies that identify ways to reorganize and streamline governmental structure, and determining a sphere of influence for each city and special district over which they have authority.

A **sphere of influence** is a plan for the probable physical boundaries and service area of a local agency, as determined by LAFCo (Government Code § 56076). Beginning in 2001, each LAFCo was required to review, and as necessary, update the sphere of each city and special district on or before January 1, 2008, and every five years thereafter (Government Code § 56425(g)). Government Code § 56430(a) provides that in order to determine or update a sphere of influence, LAFCo shall prepare a **Municipal Service Review (MSR)** and make written determinations relating to the following seven factors:

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.
4. Financial ability of agencies to provide services.
5. Status of, and opportunities for, shared facilities.
6. Accountability for community service needs, including governmental structure and operational efficiencies.
7. Any other matter related to effective or efficient service delivery, as required by Commission policy.

MSRs are not prepared for counties, but are prepared for special districts governed by a county Board of Supervisors. Additionally, while LAFCos are authorized to prepare studies relating to their role as boundary agencies, LAFCos have no investigative authority.

A MSR was completed for each of nine of the 10 Ventura County cities (a MSR was not prepared for the City of Port Hueneme¹) in Ventura County in 2007, and a second MSR for the same nine cities was completed in 2012. This MSR includes an updated examination of the City's services, as required by LAFCo law.

LAFCo staff prepared this MSR for the City of Thousand Oaks, using information obtained from multiple sources, including:

- **2017 MSR Questionnaire:** The City completed a questionnaire, which elicited general information about the City (e.g., its contact information, governing body, financial information), as well as service-specific data;
- **City Budget:** The City's adopted budget provided information regarding services and funding levels;
- **General Plan:** The City's General Plan provided information regarding land use, populations, and service levels;
- **City Documents:** Various City documents provided supplementary information relating to service provision;
- **2012 MSR:** The 2012 MSR provided certain data that remain relevant and accurate for inclusion in the current MSR;
- **City Website:** The City's website provided supplementary and clarifying information; and
- **City Staff:** City staff provided supplementary and clarifying information.

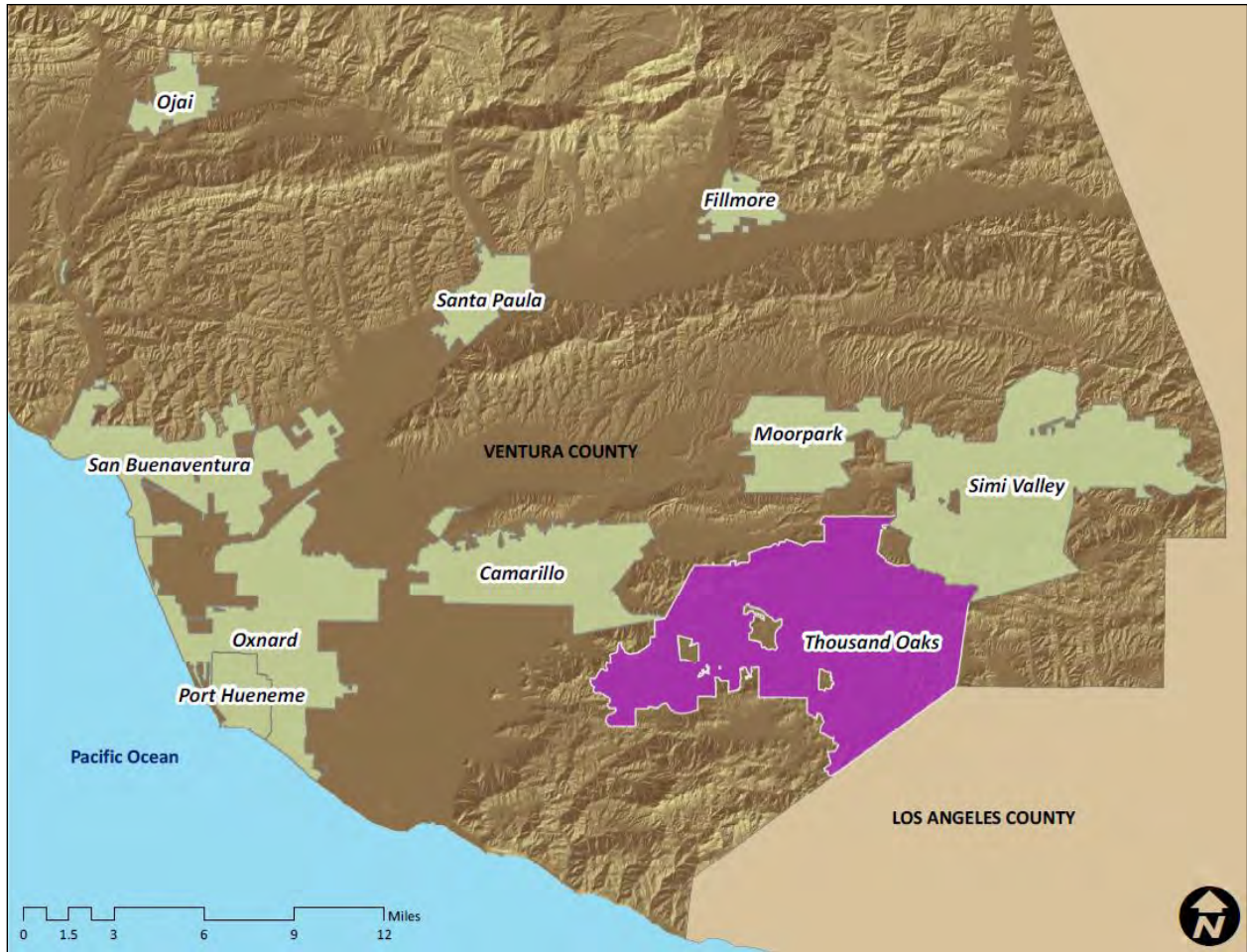
This report is divided into four sections:

- **Profile:** Summary profile of information about the City, including contact information, governing body, summary financial information, and staffing levels;
- **Growth and Population Projections:** Details of past, current, and projected population for the City;
- **Review of Municipal Services:** Discussion of the municipal services that the City provides; and
- **Written Determinations:** Recommended determinations for each of the seven mandatory factors for the City.

The Commission's acceptance of the MSR and adoption of written determinations will be memorialized through the adoption of a resolution that addresses each of the seven mandatory factors based on the Written Determinations section of the MSR.

¹ No MSR was prepared for the City of Port Hueneme, consistent with past Commission practice, because: (1) the City's municipal boundary is coterminous with its existing sphere boundary; (2) the City is nearly entirely surrounded by the City of Oxnard and the Pacific Ocean, and (3) the only area available for inclusion in the City's sphere is the unincorporated community of Silver Strand, which is provided municipal services by the Channel Islands Beach Community Services District.

Profile



Contact Information

City Hall	2100 E. Thousand Oaks Blvd., Thousand Oaks, CA 91362
Mailing Address	2100 E. Thousand Oaks Blvd., Thousand Oaks, CA 91362
Phone Number	(805) 449-2100
Website	toaks.org
Employee E-mail Addresses	firstinitiallastname@toaks.org

Governance Information

Incorporation Date	October 7, 1964
Organization	General Law
Form of Government	Council - Manager
City Council	Five members. Elected at-large to staggered, four-year terms of office (elections held in even-numbered years). City Council selects one of its members to serve as Mayor (Mayor serves a one-year term).
City Council Meetings	Tuesdays (typically twice each month except during the month of August, based on a calendar adopted annually), beginning at 6:00 p.m. Broadcast live on the City’s government cable television channel. Webcast live (and available anytime) on the City’s website.

Population and Area Information

	<i>Population</i>	<i>Area (square miles)</i>
City Jurisdiction	132,365 ²	55.4
Sphere of Influence	Unavailable	58.4

Services Provided by the City

Animal Services ³	Storm Drain Maintenance Services
Building and Safety Services	Street Maintenance Services
Community Development/Planning Services	Transit Services ⁴
Library Services	Wastewater Services ⁵
Police Services ⁶	Water Services ⁷
Solid Waste Collection and Disposal Services ⁸	

² Source: California Department of Finance estimate (January 1, 2016).
³ Service provided by contract with Los Angeles Animal Services (County of Los Angeles).
⁴ Service provided by contract with a private provider.
⁵ Some portions of the City are provided wastewater service by another service provider.
⁶ Service provided by contract with Ventura County Sheriff’s Office.
⁷ Some portions of the City are provided water service by other service providers.
⁸ Service provided by contract with private providers.

Staffing – Full Time Positions⁹

Departments	FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18
City Manager	13	13	14	14	14
Human Resources	7	7	8	9	9
City Attorney	5	5	5	5	5
City Clerk	7	7	7	6	6
Finance	48	48	54	54	56
Police	108	108	108	108	108
Community Development	47	47	48	48	48
Cultural Affairs	14	14	14	14	15
Community Services	1	1	1	1	1
Library	46	46	44	44	41
Public Works	193	193	186	186	186
Total	489	489	489	489	489

Public Agencies with Overlapping Jurisdiction

Calleguas Municipal Water District	Ventura County Air Pollution Control District
Camrosa Water District	Ventura County Fire Protection District
Conejo Open Space Conservation Agency ¹⁰	Ventura County Transportation Commission
Conejo Recreation and Park District	Ventura Regional Sanitation District
Conejo Valley Unified School District	Ventura County Watershed Protection District
Triunfo Sanitation District	

⁹ Source: FY 2017-19 Adopted Budget.

¹⁰ According to the Conejo Open Space Conservation Agency (COSCA) website, COSCA was created in 1977 by a joint powers agreement between the City of Thousand Oaks and the Conejo Recreation and Park District, in order to coordinate land use planning and policy decisions, and facilitate open space acquisition, management, and conservation according to the goals identified in the City’s General Plan.

Summary Financial Information¹¹

General Fund Revenues	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19
	Actual	Revised	Adopted	Adopted
Property taxes	8,385,392	8,349,200	8,977,500	9,208,300
Property tax in-lieu of VLF	11,139,579	11,220,000	11,955,000	12,315,000
Sales and use taxes	30,251,446	29,821,000	29,996,000	30,649,000
Transient occupancy tax	4,671,343	3,680,000	4,702,000	4,702,000
Franchise fee tax	6,689,427	6,760,000	6,660,000	6,765,000
Property Transfer Tax	1,194,435	850,000	900,000	900,000
Other taxes	29,306	20,000	30,000	32,000
Licenses and permits	7,189,317	5,720,810	6,706,300	6,297,255
Fines and penalties	270,222	290,140	334,500	334,500
Revenue from use of money	1,826,420	1,741,720	2,027,200	2,127,200
Charges for current services	6,138,009	5,974,650	6,596,000	6,704,000
Revenue from other agencies	691,042	810,105	883,150	483,150
Reimbursements	901,872	1,163,350	390,750	328,350
Other revenues	171,352	167,400	184,000	184,000
Total Revenue	79,549,162	76,568,375	80,342,400	81,029,755
Transfers from other funds	2,020,429	2,047,000	1,883,200	1,883,200
Total	\$81,569,591	\$78,615,375	\$82,225,600	\$82,912,955 ¹²

General Fund Expenditures	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19
	Actual	Revised	Adopted	Adopted
City Council	179,701	199,683	212,550	216,182
City Manager	3,249,047	3,449,844	3,424,910	3,521,718
Human Resources	3,167,370	3,094,825	3,746,572	3,829,800
City Attorney	1,302,214	1,178,411	1,322,364	1,378,014
City Clerk	1,032,329	1,218,793	997,484	1,059,557
Finance	11,090,993	22,252,332	11,475,290	11,369,770
Police	27,126,046	29,683,262	30,683,004	31,736,896
Community Development	7,541,661	8,915,380	9,064,578	9,046,649
Cultural Affairs	382,850	4,455,215	385,579	393,875
Community Services	934,854	1,031,878	1,097,735	1,147,664
Public Works	13,991,207	17,900,236	14,582,251	13,614,514
Transfers Out	2,198,086	4,247,098	8,434,450	8,846,106
Total	\$72,196,358	\$97,626,957	\$85,426,767	\$86,160,745

¹¹ Source: FY 2017-19 Adopted Budget.

¹² On June 13, 2017, the City Council adopted a structurally-balanced General Fund budget for both FY 2017-18 and FY 2018-19. For FY 2017-18, the City budgeted \$82.2 million in revenues, which covers General Fund operating expenditures and transfers out of \$81.3 million. Capital project expenditures of \$4.1 million are covered by excess revenues and the use of one-time General Fund capital reserves of \$3.2 million. As of June 30, 2017, the balance of General Fund capital reserves is \$16.0 million.

Growth and Population Projections

City Annual Growth Projections

According to the U.S. Census, from 2000 to 2010, the City of Thousand Oaks’ population increased from 117,005 to 126,683. The California Department of Finance estimated the City’s population to be 132,365 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 15,360 people, or 13.1% (0.8% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	132,365	136,652	142,206	147,986	154,001	160,260

The Southern California Association of Governments (SCAG) 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) growth forecast projects the City to reach an estimated population of 131,700 in 2040; however, this estimate reflects a population that is less than the current City population and is therefore unrealistic.

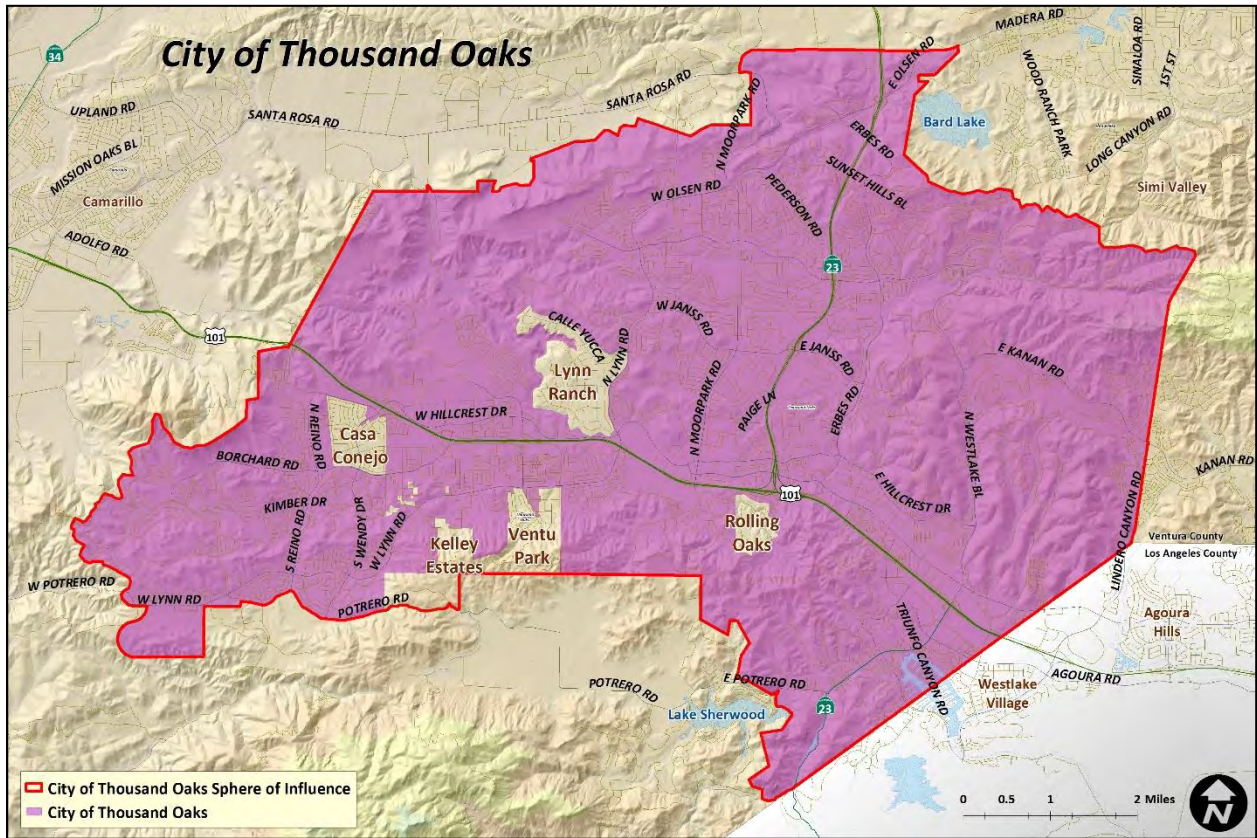
According to City staff and the Housing Element of the City’s General Plan (2014-2021 update cycle), there is land inventory available for 1,638 additional units. Using a factor of approximately 2.7 persons per dwelling unit identified for the City in the 2010 Census, these development projects would accommodate a population increase of approximately 4,423.

Anticipated Development Projects Within and Adjacent to the City Sphere of Influence

The City’s General Plan Planning Area aligns for the most part with the City boundary and sphere of influence. However, the Planning Area extends beyond both the City’s municipal boundaries and its sphere of influence in the area south of the City near Potrero Road (adjacent to the southwestern portion of the City) and the area southwest of the City adjacent to the southeastern portion of the City (adjacent to Lake Sherwood). The majority of this area is designated *Existing Parks, Golf Courses, Open Space and Undevelopable Land*. Most of the land is owned by the National Park Service, although there is a limited amount of low-density, privately-owned residential development. The Land Use Element of the City’s General Plan designates approximately 27 acres within this area for *Reserve Residential* (approximately 20 acres at the transition of Potrero Road to Lynn Road at the southwestern portion of the City, and approximately 7 acres at the intersection of Potrero Road and Lake Sherwood Road at the southeastern portion of the City). Land designated as *Reserve Residential* has the development potential of a maximum of two dwelling units per acre. Development of this area within the City would require LAFCo approval of a sphere of influence amendment and annexation to the City.

The City’s Land Use Plan also identifies residential land uses in the unincorporated areas of Kelley Estates and Ventu Park, south of the City and within the City’s sphere of influence. This area is developed with medium-density and low-density residential uses. Hundreds of undeveloped parcels exist in this area, most of which cannot be developed due to their size or topography. While mergers of some of these parcels may increase development potential in this area to some degree, overall, future development in this area appears to be limited.

The City’s current boundary and sphere of influence are shown below:

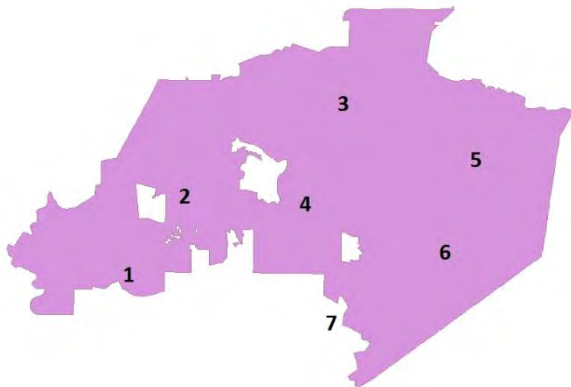


Review of Municipal Services

The review of City services is based on provisions of state law which require LAFCo to make determinations regarding the present and planned capacity of public facilities, the adequacy of public services, infrastructure needs and deficiencies, and the City’s financial ability to provide these services (Government Code § 56430(a)(3)).

Fire Services

The City does not provide fire and emergency response services. Instead, the Ventura County Fire Protection District (VCFPD) provides these services. Fire stations serving the City and surrounding unincorporated area are shown as follows:



1	Station 32	830 S. Reino Road
2	Station 35	2500 W. Hillcrest Drive
3	Station 34	555 Avenida de los Arboles
4	Station 30	325 W. Hillcrest Drive
5	Station 37	2010 Upper Ranch Road
6	Station 31	151 Duesenberg Drive
7	Station 33	33 Lake Sherwood Drive
8	Station 36	855 N. Deerhill Road

According to City staff, the VCFPD relocated Fire Station No. 35 to Mitchell Road between Hillcrest Drive and Teller Drive, and according to the Safety Element of the City’s General Plan, the City anticipates the construction of one additional fire station to serve the Thousand Oaks area.

VCFPD’s response time goals and response statistics are based on population density (i.e., suburban areas and rural areas) throughout its service area, which includes the unincorporated County area and the cities of Camarillo, Moorpark, Ojai, Simi Valley, and Thousand Oaks. The City contains both suburban and rural areas.

	Response Time Goal	Average Response Time During Last Two Years
Suburban	8.5 minutes, 90% of the time	8.5 minutes, 92% of the time
Rural	12 minutes, 90% of the time	12 minutes, 90% of the time

The VCFPD is responsible for all fire response dispatch within the County. According to a mutual aid agreement between the cities and the VCFPD, the closest available personnel responds to emergency calls for service, regardless of whether the service need is located within the responding agency’s jurisdiction.

Library Services

The City owns and operates two libraries, which provide borrowing services, reading programs, public computers with internet access, and meeting space. The City's library system is funded primarily by property taxes (\$6,310,800 for FY 2017-18), and also receives other funding including \$1,085,352 for FY 2017-18 from the General Fund. Total funding is \$8,187,353 for FY 2017-18.

Library revenues are restricted for library operations and capital outlay. During FY 2016-17, the City obtained \$150,000 from the Friends of the Thousand Oaks Library for programs in support of children, teens, and adults and to provide funding for collections and materials purchases.



Since 2006, the City has decreased its library staff from 68 positions to 41 positions. During FY 2015-16, two building maintenance positions were shifted to the Finance Department's Facilities Division, thereby decreasing direct expenditures relating to library staffing. According to the City's adopted FY 2017-19 budget, transfers to the Library Fund from the General Fund are expected to total \$1,085,352 for FY 2017-18 and \$1,657,023 for FY 2018-19. The current per capita cost for library services is approximately \$62.

During FY 2015-16, the California State Library (a California public research institution) estimated that the City had a per capita cost of \$52.00 for library operations. Statewide, the average cost for library operations was \$51.21 and the median cost was \$32.25.

Police Services

The City does not provide police services directly. Instead, the City contracts with the Ventura County Sheriff's Office for all police services, including administration, patrol, and investigation services. The City has a separate agreement with the Ventura County Sheriff's Office, wherein the City's police force allocated by the Sheriff's Office is responsible for first response to unincorporated areas of Newbury Park to the southwest of the City.

Present Staffing Levels

The Ventura County Sheriff's Office states that for FY 2017-18, it has allocated 108 police positions to the City, including 93 sworn officers (Commander (1), Captain (1), Special Enforcement Unit Sergeant (1), Directed Enforcement Unit Sergeant (1), Investigations Sergeants (2), Intelligence Led Policing Sergeant (1), Traffic Sergeant (2), Investigations Senior Deputies (14), Patrol Senior Deputies (4), Intelligence Led Policing Deputy (1), Special Enforcement Unit Senior Deputy (3)¹³, Directed Enforcement Unit Senior Deputy (2), Traffic Senior Deputies (2)¹⁴, Patrol Deputies (37), School Resource Officers (3),

¹³ One of the three positions is currently underfilled.

¹⁴ One of the two positions is currently underfilled.

Special Enforcement Unit Deputies (3), Directed Enforcement Unit Deputies (3), Motorcycle Deputies (7), Traffic Deputies (2), and Investigations Deputies (3)); and 15 non-sworn positions (Administrative Assistant II (1), Administrative Assistant I (1), Sheriff’s Service Technicians (4), Administrative Aide (1), Cadets (4)¹⁵, Sheriff’s Record Technicians (2), and Crime Analyst II (2)).

Ratio of Sworn Officers to Population

Based on current staffing levels and the 2016 population estimate of 132,365, the City provides one sworn officer for every 1,423 residents.

Response Times

According to the Ventura County Sheriff’s Office, the average response time goals and average response times are as follows¹⁶:

	Response Time Goal	Average Response Time	Goal Met During Last Two Years
Non-Emergency	20 minutes	21.2 minutes	68%
Emergency	10 minutes	7.96 minutes	76%

Operational Costs

The budgeted operational cost for the City to provide police service for FY 2017-18 is \$30,683,004, a per capita cost of approximately \$232.

Future Staffing Levels

In order to maintain the current staffing-to-population ratio in the future, one additional sworn officer will be required for each additional 1,423 residents. For the maximum projected population of 160,260 in 2040, a total of 113 officers would be required.

Recreation and Park Services

The City does not provide recreation and park services. Instead, the Conejo Recreation and Park District provides park and recreation services throughout the City and surrounding areas. The Conejo Recreation and Park District operates and maintains several passive and active use parks within the City and provides a wide range of recreational programs and activities. The City provides services in partnership with the Conejo Recreation and Park District, including support of the Thousand Oaks Teen Center, Thousand Oaks Senior Center, and COSCA.

¹⁵ Four positions consist of eight part-time positions.

¹⁶ The Sheriff’s Office call types have changed. The “Emergency” call category has been replaced with the “Priority 1” call category, which includes a wider range of call situations (e.g., burglary alarm calls, and other in-progress events in addition to traffic accidents, person not breathing, shots fired, battery in progress).

Solid Waste Services

Residential solid waste services are provided by means of franchise agreements with two service providers, each of which is responsible for a geographic area of the City. A separate franchise agreement provides for commercial solid waste services citywide by a single service provider.

The City funds services that support solid waste handling, including waste disposal, hazardous waste disposal, recycling, and composting. According to City staff, these operations are funded through the Solid Waste Fund and are projected to receive revenues in the amount of \$1,521,850 to offset budget expenses of \$1,534,699 for FY 2017-18, with the General Fund covering the remainder.

Streets, Highways, and Drainage Services

According to City staff, the City directly provides street construction and maintenance, some street sweeping, and some landscaping maintenance. The remaining street sweeping, landscape maintenance and street lighting services are provided by means of a contract. The City estimates that it has 952 paved lane miles and approximately 154 traffic signals.

Street Maintenance

According to the City's FY 2017-19 budget, the City's Roads program (which covers repairs and ongoing maintenance) was allocated \$4,278,857 in FY 2017-18 and \$4,498,139 in FY 2018-19 from the General Fund. Streets and roads projects are funded primarily through the Gas Tax. According to the City's FY 2017-19 Capital Improvement Plan budget, the City has separately allocated \$10,003,300 for FY 2017-18 and \$8,323,000 for FY 2018-19 to streets and roads upgrade and improvement projects. These projects include pavement overlay and slurry seal projects, street improvements and widening, and bicycle lane and sidewalk improvements and repair.

Street Sweeping

The City provides street sweeping services by contract with a private provider through the City's solid waste disposal contracts. Most City streets are scheduled to be swept twice per month from October through April and once per month from May through September. Commercial corridors are swept weekly.

Street Lighting and Landscaping

The City operates a voter-established Lighting Assessment District. The district is primarily funded by special assessments and property taxes that specifically support lighting services with General Fund support as needed. Street lighting services are provided by means of a contract. The FY 2017-18 budget allocates \$1,882,813 to street lighting in FY 2017-18 (\$1,978 per paved lane mile) and \$1,952,202 in FY 2018-19 (\$2,051 per paved lane mile).

The City operates a voter-established Landscaping Assessment District, consisting of 43% of parcels within the City. The district is primarily funded by special assessments and property taxes that specifically support landscaping services. Landscaping costs outside of the district are funded through the General Fund. Street landscaping services are provided by City staff and by means of a contract.

The FY 2017-18 budget allocates \$6,148,690 to street landscaping in FY 2017-18 (\$6,459 per paved lane mile) and \$6,520,952 in FY 2018-19 (\$6,850 per paved lane mile).

Drainage

The City provides stormwater and flood control services to comply with the Ventura Countywide Municipal Stormwater National Pollutant Discharge Elimination System¹⁷ (NPDES) permit. The City provides public outreach, illicit discharge response and abatement, public infrastructure maintenance, new development discharge controls, and construction site pollution controls. The FY 2017-18 operating budget allocated \$331,266 to storm drain maintenance and \$1,012,298 for overall stormwater/flood control. In addition, the Capital Improvement Plan budget for FY 2017-22 identifies \$1,800,000 in stormwater projects to improve drainage and stormwater quality, including channel rehabilitation and improvements, pipe replacements, and other improvements.

Transit Services

The City of Thousand Oaks provides transit services, including fixed-route and Dial-A-Ride service, by contract with a private service provider. For FY 2017-18, the City receives a total of \$10,396,950 in transit funding, consisting of the following: Sales Tax (Transportation Development Act/Local Transportation Funding (TDA/LTF)) (\$4,500,000), Fares (\$167,000), Dial-a-Ride (\$230,000), Interest Income (\$20,000), Federal and State Grants (\$3,330,000), Non-City Bus Services (\$1,400,000), East County Transit Alliance (\$703,250), and Miscellaneous (\$46,200). The City receives TDA/LTF generated through a ¼ cent sales tax, which may be used for a maximum 80% of the City's transit services. The remaining amount (a maximum of 20%) of the cost of service is collected through farebox recovery. Because the City's population exceeds 100,000, TDA/LTF funds must be used only for public transit purposes, and may not be used for streets and roads projects. City staff is developing a Transit Master Plan in order to evaluate current and future transit needs. Unspent TDA/LTF allocation is accrued as capital reserve.

While not a separate transit service, the County of Ventura and the cities of Camarillo, Moorpark, Simi Valley, and Thousand Oaks formed the East County Transit Alliance (ECTA) through a Memorandum of Understanding in 2013 in order to enhance transit service and improve coordination amongst transit systems.

Ventura County Service Area No. 4 (CSA 4) serves the Oak Park community in eastern Ventura County and, along with the Transportation Department of the Ventura County Public Works Agency, provides funding for the operation of the Kanan Shuttle between the City of Thousand Oaks (Ventura County) and the City of Agoura Hills (Los Angeles County). The Kanan Shuttle service route includes roads within the jurisdictional boundaries of the County, City of Agoura Hills, and City of Thousand Oaks (a portion of Lindero Canyon Road is within the City of Thousand Oaks, but no shuttle stops are provided within the City of Thousand Oaks). The shuttle service is provided by contract with the City of Thousand Oaks.

¹⁷ The City participates in the Ventura Countywide Stormwater Quality Management Program (VCSQMP). As a VCSQMP partner, the City works together with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System (NPDES) Municipal Separate Storm Sewer System permit, issued by the Los Angeles Regional Water Quality Control Board and adopted by the State Water Resources Control Board under the federal Clean Water Act. The Ventura County Watershed Protection District is the principal NPDES permittee and the City is a co-permittee. In general, the program is funded through grant funding and a benefit assessment imposed on properties.

Wastewater Services

The City provides wastewater conveyance, collection, and treatment services to most of the City and adjacent unincorporated areas. The City's Wastewater Fund is allocated \$24,664,518 for FY 2017-18 and \$25,000,849 for FY 2018-19.

Wastewater Demand, Treatment, and Conveyance

According to the MSR Questionnaire, the City provides wastewater collection and treatment service to most of the City and to various unincorporated areas including those neighborhoods completely surrounded by City boundaries (Lynn Ranch, Casa Conejo, and Rolling Oaks) and unincorporated areas located south of the City (Ventu Park area and Kelley Estates). The Triunfo Sanitation District provides wastewater service to the eastern portion of the City.

The City's most current wastewater master plan is the *City of Thousand Oaks Wastewater Interceptor Master Plan Final Report* (July 2002). According to the report, the City's wastewater collection system at that time consisted of 382 miles of sewer lines ranging in size from 6 inches to 48 inches in diameter. Interceptors are the large diameter lines that drain large areas and accommodate large volumes of wastewater, commonly known as trunk lines. As trunk lines comprise the most critical component of the collection system, the focus of the study is the City's 34 miles of these interceptors. The study found that the collection system is generally in good condition: 90% of the interceptors were in good condition and approximately 90% of manholes were in good condition or had only minor defects. The report recommended approximately \$20.7 million in short, medium and long term improvements to be completed over 10 years. According to City staff, the City has not yet made all of the improvements recommended as part of the *Wastewater Interceptor Master Plan Final Report*. The replacement of siphon pipelines on the Unit Y trunkline in Wildwood Park (included in the capital improvement budget) is the only remaining project to be completed, based on the *Wastewater Interceptor Master Plan Final Report*.

The City's collection system conveys wastewater to its wastewater treatment facility, known as the Hill Canyon Wastewater Treatment Plant. The facility has a treatment capacity of 14 million gallons per day (mgd), and currently treats an average of about 9 mgd. According to the *Wastewater Interceptor Master Plan Final Report* and City staff, peak wet weather flows of a maximum of 33.7 mgd can currently be accommodated by the City's wastewater treatment plant. The peak wet weather flow capacity is anticipated to increase as interceptor improvements are made. Through an ongoing sewer pipeline lining program, the City expects wet weather flow volumes to decrease. The wastewater treatment facility is expected to be able to accommodate anticipated wet weather peak flows currently and in the foreseeable future.

Water Services

According to the City's 2015 Urban Water Management Plan (UWMP), the City provides potable water service to approximately 36% of the water users within the City. The City also provides water service to unincorporated areas south of the City in the Kelley Estates and Ventu Park area. Additional water providers within the City include: California-American Water Company (48% of City users), California Water Service Company (16% of City users), Camrosa Water District (less than 1% of City users), and Newbury Park Academy Mutual Water Company (less than 1% of City users). The City's water system

includes approximately 317 miles of transmission and distribution lines, 11 pump stations, and 16 reservoirs. Pursuant to the 2015 UWMP, buildout of the City's service area is expected by 2040. The City's Water Fund is allocated \$31,405,596 for FY 2017-18 and \$30,018,500 for FY 2018-19.

Current Potable Water Demand and Supply

All of the City's water is imported from the Calleguas Municipal Water District (CMWD), a member agency of the Metropolitan Water District of Southern California. The UWMP estimates that in 2015, the population in the City's water service area was 53,347 and the water demand within the City's service area was 9,334 acre-feet per year. The UWMP notes that water use showed a slight increasing trend from 2010 through 2014, after which it decreased significantly in 2015. Increased water conservation efforts implemented by the City in response to drought conditions and statewide water use reduction targets is likely the cause of declined water usage.

Future Potable Water Demand and Supply

The UWMP estimates that by 2040, the population within the City's water service area will be 55,242. Projected baseline demands at that time are expected to be 11,500 AFY. When combined with all future development (generating approximately 538 AFY), water demand and supply within the service area by 2040 are expected to be 12,038 AFY. Due to state law requiring that per capita consumption be reduced by 2020, the City estimates that by 2020 per capita demand will decrease to 187 gallons per day. According to the 2015 UWMP, the CMWD has indicated that it will have the ability to provide water to meet demand over the long term; by 2040, the CMWD expects to provide 10,538 AFY (normal year supply), 11,742 AFY (single-dry year supply), and 9,334 AFY (multiple-dry year supply). Furthermore, the CMWD could provide supplies beyond the City's demand projections, up to nearly 12,700 AFY by 2040 under normal year conditions and approximately 14,000 AFY by 2040 under dry year conditions. Furthermore, the 2015 UWMP indicates that the volume of imported water to be received by the City will be based on projected imported water demands. The City anticipates that CMWD can meet the projected demand.

Written Determinations

The Commission is required to prepare a written statement of its determinations with respect to each of the subject areas provided below (Government Code § 56430(a)).

1. Growth and population projections for the affected area.

According to the U.S. Census, from 2000 to 2010, the City of Thousand Oaks' population increased from 117,005 to 126,683. The California Department of Finance estimated the City's population to be 132,365 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 15,360 people, or 13.1% (0.8% annually, on average). The following table reflects the City's projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	132,365	136,652	142,206	147,986	154,001	160,260

The Southern California Association of Governments (SCAG) 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) growth forecast projects the City to reach an estimated population of 131,700 in 2040; however, this estimate reflects a population that is less than the current City population and is therefore unrealistic.

According to City staff and the Housing Element of the City's General Plan (2014-2021 update cycle), there is land inventory available for 1,638 additional units. Using a factor of approximately 2.7 persons per dwelling unit identified for the City in the 2010 Census, these development projects would accommodate a population increase of approximately 4,423.

2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income (Government Code § 56033.5). No disadvantaged unincorporated communities are located within or contiguous to the City of Thousand Oaks' sphere of influence¹⁸.

3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies

Police services:

- The City provides police services by means of a contract with the Ventura County Sheriff's Office.
- Based on the 2016 population estimate of 132,365, there is one sworn officer for every 1,423 residents (93 sworn officers).

¹⁸ According to Ventura LAFCo Commissioner's Handbook Section 3.2.5, Ventura LAFCo has identified Nyeland Acres (within the City of Oxnard's sphere of influence to the north of the city) and Saticoy (within the City of San Buenaventura's sphere of influence to the east of the city) as disadvantaged unincorporated communities.

- In order to maintain the current ratio of one officer for every 1,423 residents for the projected population of 160,260 in 2040, a total of 113 officers would be required.
- Over the last two years, police response time goals for emergency calls were met 76% of the time and for non-emergency calls were met 68% of the time.

Solid waste services:

- The City has entered into franchise agreements with refuse collection companies for solid waste collection and disposal services. Customers are billed directly by the service provider for these services.
- Through its solid waste fund, the City funds services related to solid waste, including waste disposal, hazardous waste disposal, recycling, and composting.

Streets, highways, and drainage services:

- The City directly provides street construction and maintenance, some street sweeping, and some landscaping maintenance.
- The remaining street sweeping services and street lighting services are provided by means of a contract.

Transit services:

- The City provides transit services by means of a contract with a private provider.

Wastewater services:

- The City provides wastewater collection and treatment services to most of the City and to adjacent unincorporated areas.
- The *City's Wastewater Interceptor Master Plan Final Report (2002)* identified several deficiencies in the City's wastewater collection system and specified improvements to the system to occur over a 10-year period. The City has completed all but one of the recommended improvements.
- The City's Hill Canyon Treatment Plant has adequate capacity to accommodate current and anticipated future wastewater flows.
- The City's wastewater service area includes portions of the unincorporated areas of Kelley Estates and Ventu Park. Historically, the City issued will-serve letters, promising sewer service for new residential development projects located outside the City's service area without the benefit of a LAFCo-approved Out-of-Agency Service Agreement (OASAs), as required by state law. Since this issue was identified in the 2012 municipal service review for the City, the City has sought LAFCo approval of such OASAs prior to providing the service (but often after the agreement has been recorded between the City and the property owner). The City should ensure that it obtains LAFCo approval of an OASA prior to recordation of an agreement to provide sewer service to any property outside its service area.

Water services:

- The City provides potable water to approximately 36% of the water users within the City and some areas surrounding the City. The City's water supply comes exclusively from the Calleguas Municipal Water District.

- The City's current and future water supply appears to be adequate to meet current and future anticipated demands.
- The City water service area includes portions of the unincorporated areas of Kelley Estates and Ventu Park. Historically, the City issued will-serve letters, promising water service for new residential development projects located outside the City's service area without the benefit of LAFCo-approved OASAs, as required by state law. Since this issue was identified in the 2012 municipal service review for the City, the City has sought LAFCo approval of such OASAs prior to providing the service (but often after the agreement has been recorded between the City and the property owner). The City should ensure that it obtains LAFCo approval of an OASA prior to recordation of an agreement to provide water service to any property outside its service area.

4. Financial ability of agencies to provide services

- The City has a balanced budget.
- It appears that the City has the ability to finance the services it currently provides. Staffing levels have remained relatively steady over the last several years.

5. Status of, and opportunities for, shared facilities

- The VCFPD provides fire dispatch service for the unincorporated County area as well as all cities within the County.

6. Accountability for community service needs, including governmental structure and operational efficiencies

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings, dissemination of information, and encouragement of public participation.
- The City's website is user-friendly and contains a significant amount of information on the current and previous City budgets, services and programs, City happenings and activities, public meetings, development activities, and a variety of City documents. Current and past City Council minutes and agendas are posted and agenda items are linked to staff reports.
- City Council meetings and other City commission and board meetings are broadcast live on the City's government cable channel and on the City's website. Archived videos of historical meetings are available for viewing on the City's website.
- The City achieves operational efficiencies through its participation as a co-permittee in the Ventura Countywide Stormwater Quality Management Program. Under this program, the City works with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System Municipal Separate Storm Sewer System permit.
- The City's website contains information regarding the Kanan Shuttle, including a map, schedule, and other information to assist riders in using the service. While this information is helpful to local transit users from a more regional perspective, the City intends to specify on the website that the Kanan Shuttle is not a City transit service.

7. Any other matter related to effective or efficient service delivery, as required by Commission policy.

Opportunities exist for better regional coordination of the many transit services within the County. The following discussion includes a summary of existing public transit services within Ventura County, current public transit inefficiencies and limitations on regionalization, progress toward public transit coordination, and opportunities for further public transit coordination. Some cities prefer to control and operate their own transit systems in order to provide service focused on users within their jurisdictions; however, the following discussion is based on the idea that a more coordinated, regional perspective on public transit will result in improved service for public transit users.

Existing Public Transit Services in Ventura County:

- The City of Ojai¹⁹ and the City of Simi Valley each provide transit service, with City employees operating and maintaining the vehicles.
- The City of Camarillo provides transit service by means of a contract with a private operator (i.e., Roadrunner Shuttle).
- The City of Thousand Oaks provides transit service by means of a contract with a private operator (i.e., MV Transportation).
- The City of Moorpark provides transit service by means of a contract with the City of Thousand Oaks, which holds a contract for service with a private operator (i.e., MV Transportation).
- Under a cooperative agreement amongst the County of Ventura, the City of Santa Paula, and the City of Fillmore, the Ventura County Transportation Commission (VCTC)²⁰ administers public transit service in and surrounding the Santa Paula, Fillmore, and Piru areas of Ventura County (i.e., the Valley Express). The service is provided by means of a contract with a private operator (i.e., MV Transportation).
- The County of Ventura contracts with the City of Thousand Oaks, which contracts the service to a private operator (i.e., MV Transportation), for the operation of the free Kanan Shuttle service between the unincorporated area of Oak Park and the City of Agoura Hills. The service is provided fare-free as the required 20% farebox recovery²¹ required by the Transportation Development Act (TDA) is provided by local contributions from Ventura County Service Area No. 4, the Oak Park Unified School District, and, most recently, the City of Agoura Hills.
- Gold Coast Transit District (GCTD) provides local and regional fixed-route and paratransit service in the cities of Ojai, Oxnard, Port Hueneme, Ventura and the unincorporated areas of Ventura County. Service is provided on 20 fixed routes, with a fleet includes 56 buses and 24 paratransit vehicles. GCTD directly operates its fixed-route service and contracts its paratransit service to a private operator (i.e., MV Transportation).
- The VCTC provides regional service, by means of a contract with a private provider, which consists of the following routes: (1) Highway 101/Conejo Connection (serving the section of

¹⁹ The City's transit service is limited to the Ojai Trolley which operates within the City, and the unincorporated communities of Meiners Oaks and Mira Monte. The Ojai Trolley service operates within the GCTD service area, but is operated directly by the City.

²⁰ VCTC is the regional transportation planning agency of Ventura County, and oversees a large part of the distribution of public funds for transportation and transit within the County.

²¹ TDA funding provided by the State to local jurisdictions may not exceed a certain percentage of the cost to provide public transit service (i.e., 80% for urban areas and 90% for rural areas). The remaining percentage of the cost (i.e., 20% for urban areas and 10% for rural areas) must be covered locally through some other means, known as "farebox recovery." Note that funding sources other than rider fares may qualify as "farebox recovery."

Highway 101 between Ventura and the San Fernando Valley), (2) Highway 126 (serving Fillmore, Santa Paula, Saticoy, and Ventura), (3) Coastal Express (serving Ventura County and Santa Barbara County), (4) East County (serving the Simi Valley, Moorpark, and Thousand Oaks area), (5) Oxnard/Camarillo/California State University at Channel Islands Connector (serving the Camarillo and Oxnard area), and (6) East/West Connector (serving Simi Valley, Moorpark, Camarillo, Oxnard and Ventura, as of November 2017).

- The ECTA was formed in 2013 through a Memorandum of Understanding (MOU) amongst the City of Camarillo, City of Moorpark, City of Simi Valley, City of Thousand Oaks, and the County of Ventura for the eastern portion of unincorporated Ventura County. ECTA was formed to better coordinate transit services among these agencies. In August 2015, ECTA initiated a service known as “CONNECT City-to-City” which offers Americans with Disabilities Act (ADA) and Senior intercity dial-a-ride service under a single paratransit system.²² The City of Thousand Oaks administers the service, which is contracted to a private operator (i.e., MV Transportation).

Current Public Transit Inefficiencies and Limitations on Regional Coordination:

- According to the Ventura County Regional Transit Study (VCTC, April 9, 2012)²³, public transit within the County was found to be disjointed. Public transit service providers have varying schedules (i.e., days and hours of operation, frequency of buses (headways)), and fares (including different eligible ages for senior fares (e.g., a lower qualifying age for seniors in the City of Camarillo)), and maintain separate websites and bus books. No single agency or website provides a complete guide for public transit users who wish to plan interagency trips. The study concluded that “This makes connections difficult and service confusing, especially for the infrequent or new rider. While VCTC and the operators have attempted to improve connections through coordinated fare media and scheduling software, progress toward truly integrated service has been minimal.”
- Limited access to non-TDA funding for transit restricts the ability of cities and other public transit operators to increase revenue service hours and still meet TDA farebox recovery requirements. Because of the minimal levels of service currently provided in some areas of the County, regional travel times are often lengthy and opportunities for passengers to connect between buses are few. Shorter headways and total trip times depend on increased transit funding under the current funding distribution structure or a different method of distribution for the County’s transit funding. Inability to access funding for transportation also limits implementation of improvements for fleet expansions, pedestrian infrastructure, and street lighting.
- While some of the individual transit-serving agencies have made efforts to improve coordination among systems (e.g., through the formation of the GCTD (formed in 2013), and the ECTA (created in 2013)), public transit in the County overall is divided into separate, often unrelated, transit systems. The Ventura County Regional Transit Study acknowledged the challenges in establishing a coordinated system, including the fact that Ventura County consists of “widely spaced, diverse communities and centers where geographic areas do not share common economic, social, and transportation service values.”

²² The City of Camarillo does not participate in the CONNECT service because: (1) the City already provides regional ADA and Senior intercity service throughout the East County ((this enables the City to provide senior service to more riders within the City by allowing a lower qualifying age limit of 55 years (rather than 65 years)), and (2) Camarillo ADA and senior riders have the benefit of using just one dial-a-ride system for both local and regional service.

²³ The study included consultation with VCTC commissioners, city managers, local public transit providers, and the public.

- While it is the intent of ECTA to move toward further consistency and regionalization of services in the eastern portion of Ventura County, the existing local transit programs of two ECTA member agencies are limited in their ability to fully participate in the regional ECTA programs:
 - The City of Simi Valley operates fixed route transit service using City personnel and City-owned equipment.
 - The City of Camarillo receives contributions from local funding partners (e.g., the Leisure Village retirement community for residents age 55 and older). For the purposes of City of Camarillo public transit, riders aged 55 and older qualify to ride as senior fares, whereas 65 is the qualifying age for seniors on other transit systems.
- Senate Bill 325 (1971) established State transit funding (TDA funding) for the purpose of directly supporting public transportation through the imposition of a ¼-cent local sales tax beginning in 1972. An exception was included for rural counties (i.e., counties with populations of fewer than 500,000, based on the 1970 U.S. Census), in general, to also allow use of the funding for local streets and roads if the transportation planning agency finds that there are no unmet transit needs. Through Senate Bill 716 (2009), the law was modified, and specified that the exception now applied to: (1) rural counties (i.e., counties with populations of fewer than 500,000 (based on the 2010 U.S. Census), and (2) cities within urban counties (i.e., counties with populations of 500,000 or more, based on the 2010 U.S. Census) with populations of 100,000 or fewer. Ventura County has a population of more than 500,000 and therefore qualifies as an urban county; however, several of its cities are eligible to use TDA money for streets and roads projects, provided that they: (1) have a population of 100,000 or fewer, (2) are not within the GCTD service area, and (3) do not have an unmet transit need. Because Ventura County cities with populations of more than 100,000 are restricted to using all their TDA money for public transit purposes regardless of the extent of need for public transit, these cities cannot use TDA funding for streets and roads projects.

Progress Toward Regional Coordination of Public Transit:

- On October 3, 2013, Governor Brown signed into law Assembly Bill 664, which formed the GCTD to include five members: four cities and the County. AB 664 also authorized the remaining cities in Ventura County to request to join the GCTD in the future. Prior to the formation of the GCTD, local TDA funding for operating costs and capital projects was provided to Gold Coast Transit (operating as a Joint Powers Authority (JPA)) by its member agencies, allocated by a formula based on the percentage of revenue miles of transit service provided within each participating jurisdiction. As a district, GCTD has the ability to implement service improvements and meet the public's transit needs from a systemwide perspective, and distributes TDA funds to its members for transit-related purposes such as bus stop construction and transit-related maintenance needs. Following the formation of the District, the GCTD also adopted the following planning documents to further improve the delivery of service to GCTD members: GCTD Service Planning Guidelines (Adopted February 2014), Bus Stop Guidelines (Adopted June 2015), Short Range Transit Plan (Adopted November 2015), and Fleet Management Plan (October 2016). Additionally, in May 2017, GCTD began construction of a new Operations and Maintenance Facility in the City of Oxnard. Once built, the 15-acre facility will allow GCTD to maintain a fleet of up to 125 buses and will include an administration and operations building, an 8-bay maintenance and repair building, a compressed natural gas (CNG) fuel station and bus wash. The facility is scheduled to open in the fall of 2018.
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service between Oxnard and Ventura, and (3) increased service frequencies on its core routes. While funding for these improvements is not in place, service improvements could potentially be funded through the Federal Transit Administration (FTA) (FTA Section 5310/5307 program).

- ECTA is the result of greater awareness for the need to improve coordination amongst transit systems in the eastern portion of the County, and has initiated programs to simplify interjurisdictional trips for riders in the eastern portion of the County (e.g., CONNECT City-to-City). The cities of Moorpark, Simi Valley, and Thousand Oaks are each in various stages of completing strategic plans for transit, including improved regional coordination with regard to hours of operation, route schedules and connectivity, fares, senior age criteria, and consistency of policies.
- Technological advances have provided opportunities for improved regional trip-planning resources for riders. GCTD, VCTC, and Thousand Oaks Transit have schedules available on Google Maps. By the end of FY 2017-18, information about other fixed-route transit services countywide is expected to be available on Google Transit (a web application that assists riders in accessing transit schedule information and planning public transit trips). GCTD launched Google Maps Online Trip Planner in 2014, and recently launched a mobile ticketing application.
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- VCTC's Coordinated Public Transit – Human Services Transportation Plan (April 2017) identifies strategies to address gaps or deficiencies in the current public transit system in meeting the needs of senior, disabled, and low-income populations in Ventura County. One of the strategies identified in the plan is the implementation of a countywide “one-call/one-click” transit information center intended to simplify and improve trip-planning and access to information about public transit services. Funding has not yet been identified for this service, but the service could potentially be funded through the FTA.

Opportunities for Further Regional Coordination of Public Transit:

- It is clear that constraints to regionalizing public transit exist within Ventura County, and that local jurisdictions have identified opportunities (and implemented some improvements) with respect to local public transit. The City may wish to continue its dialogue with the County and the other cities to further improve connectivity within Ventura County and simplify customers' public transit experiences, including (but not necessarily limited to) the following discussion topics:
 - Identify one agency as the regional transportation authority to oversee and implement the majority of public transit within the County;
 - Encourage cities that are not currently members of the GCTD to request to join the GCTD, or contract with GCTD for some or all of their planning or operational needs; or
 - Establish a new transit district that would complement the GCTD's service area and provide service within areas not currently served by the GCTD in the East County (the formation of ECTA was a step toward potentially realizing this opportunity in the eastern portion of Ventura County).

RESOLUTION OF THE VENTURA LOCAL AGENCY FORMATION COMMISSION DETERMINING THAT THE MUNICIPAL SERVICE REVIEW FOR THE CITY OF THOUSAND OAKS IS EXEMPT FROM THE CALIFORNIA ENVIRONMENTAL QUALITY ACT, ACCEPTING THE MUNICIPAL SERVICE REVIEW FOR THE CITY OF THOUSAND OAKS, AND MAKING STATEMENTS OF DETERMINATION

WHEREAS, Government Code § 56425 et seq. requires the Local Agency Formation Commission (LAFCo or Commission) to develop and determine the sphere of influence of each local governmental agency within the County; and

WHEREAS, Government Code § 56430(e) requires each LAFCo to conduct a municipal service review before, or in conjunction with, but no later than the time it is considering an action to establish or update a sphere of influence; and

WHEREAS, the Ventura LAFCo has approved a work plan to conduct municipal service reviews and sphere of influence reviews/updates, and the municipal service review for the City of Thousand Oaks (City) is part of that work plan; and

WHEREAS, LAFCo has prepared a report titled “City of Thousand Oaks – Municipal Service Review” that contains a review of the services provided by the City; and

WHEREAS, the “City of Thousand Oaks – Municipal Service Review” report contains recommended statements of determinations related to the City, as required by Government Code § 56430; and

WHEREAS, the “City of Thousand Oaks – Municipal Service Review” including the recommended statements of determination were duly considered at a public hearing on February 21, 2018; and

WHEREAS, the Commission heard, discussed, and considered all oral and written testimony for and against the recommended exemption from California Environmental Quality Act (CEQA), the “City of Thousand Oaks – Municipal Service Review” report and the written determinations, including, but not limited to, the LAFCo staff report dated February 21, 2018, and recommendations.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED by the Ventura Local Agency Formation Commission as follows:

- (1) The municipal service review report titled “City of Thousand Oaks – Municipal Service Review”, including the related statements of determination, are determined to be exempt from CEQA pursuant to § 15061(b)(3) of the CEQA Guidelines, and LAFCo staff is directed to file a Notice of Exemption as the lead agency pursuant to § 15062 of the CEQA Guidelines; and
- (2) The Commission accepts the “City of Thousand Oaks – Municipal Service Review” report as presented to the Commission on February 21, 2018, including any modifications approved by a majority of the Commission as a part of this action. The Executive Officer is authorized to make minor edits to the report for accuracy and completeness; and
- (3) The LAFCo staff report dated February 21, 2018, and recommendation for acceptance of the “City of Thousand Oaks – Municipal Service Review” report are hereby adopted; and
- (4) Pursuant to Government Code § 56430(a), the following statements of determination are hereby made for the City:

a. Growth and population projections for the affected area. [§ 56430(a)(1)]

According to the U.S. Census, from 2000 to 2010, the City of Thousand Oaks’ population increased from 117,005 to 126,683. The California Department of Finance estimated the City’s population to be 132,365 as of January 1, 2016. Thus, from 2000 to 2016, the City grew by an estimated 15,360 people, or 13.1% (0.8% annually, on average). The following table reflects the City’s projected population through 2040 based on the estimated annual rate of growth:

Year	2016	2020	2025	2030	2035	2040
Population Estimate	132,365	136,652	142,206	147,986	154,001	160,260

The Southern California Association of Governments (SCAG) 2016-2040 Regional Transportation Plan/Sustainable Communities Strategy (2016 RTP/SCS) growth forecast projects the City to reach an estimated population of 131,700 in 2040; however, this estimate reflects a population that is less than the current City population and is therefore unrealistic.

According to City staff and the Housing Element of the City's General Plan (2014-2021 update cycle), there is land inventory available for 1,638 additional units. Using a factor of approximately 2.7 persons per dwelling unit identified for the City in the 2010 Census, these development projects would accommodate a population increase of approximately 4,423.

b. *The location and characteristics of any disadvantaged unincorporated*

communities within or contiguous to the sphere of influence. [§ 56430(a)(2)]

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income (Government Code § 56033.5). No disadvantaged unincorporated communities are located within or contiguous to the City of Thousand Oaks' sphere of influence¹.

c. *Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs and deficiencies. [§ 56430(a)(3)]*

Police services:

- The City provides police services by means of a contract with the Ventura County Sheriff's Office.
- Based on the 2016 population estimate of 132,365, there is one sworn officer for every 1,423 residents (93 sworn officers).
- In order to maintain the current ratio of one officer for every 1,423 residents for the projected population of 160,260 in 2040, a total of 113 officers would be required.
- Over the last two years, police response time goals for emergency calls were met 76% of the time and for non-emergency calls were met 68% of the time.

Solid waste services:

- The City has entered into franchise agreements with refuse collection companies for solid waste collection and disposal services. Customers are billed directly by the service provider for these services.
- Through its solid waste fund, the City funds services related to solid waste, including waste disposal, hazardous waste disposal, recycling, and composting.

¹ According to Ventura LAFCo Commissioner's Handbook Section 3.2.5, Ventura LAFCo has identified Nyeland Acres (within the City of Oxnard's sphere of influence to the north of the city) and Saticoy (within the City of San Buenaventura's sphere of influence to the east of the city) as disadvantaged unincorporated communities.

Streets, highways, and drainage services:

- The City directly provides street construction and maintenance, some street sweeping, and some landscaping maintenance.
- The remaining street sweeping services and street lighting services are provided by means of a contract.

Transit services:

- The City provides transit services by means of a contract with a private provider.

Wastewater services:

- The City provides wastewater collection and treatment services to most of the City and to adjacent unincorporated areas.
- The *City's Wastewater Interceptor Master Plan Final Report (2002)* identified several deficiencies in the City's wastewater collection system and specified improvements to the system to occur over a 10-year period. The City has completed all but one of the recommended improvements.
- The City's Hill Canyon Treatment Plant has adequate capacity to accommodate current and anticipated future wastewater flows.
- The City's wastewater service area includes portions of the unincorporated areas of Kelley Estates and Ventu Park. Historically, the City issued will-serve letters, promising sewer service for new residential development projects located outside the City's service area without the benefit of a LAFCo-approved Out-of-Agency Service Agreement (OASAs), as required by state law. Since this issue was identified in the 2012 municipal service review for the City, the City has sought LAFCo approval of such OASAs prior to providing the service (but often after the agreement has been recorded between the City and the property owner). The City should ensure that it obtains LAFCo approval of an OASA prior to recordation of an agreement to provide sewer service to any property outside its service area.

Water services:

- The City provides potable water to approximately 36% of the water users within the City and some areas surrounding the City. The City's water supply comes exclusively from the Calleguas Municipal Water District.
- The City's current and future water supply appears to be adequate to meet current and future anticipated demands.
- The City water service area includes portions of the unincorporated areas of Kelley Estates and Ventu Park. Historically, the City issued will-serve letters, promising water service for new residential development projects located outside the City's service area without the benefit of a LAFCo-approved OASAs, as required by state law. Since this issue was identified in the 2012 municipal service review for the City, the City has sought LAFCo approval of such OASAs prior to providing the service (but

Resolution

Municipal Service Review Report – City of Thousand Oaks

February 21, 2018

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often after the agreement has been recorded between the City and the property owner). The City should ensure that it obtains LAFCo approval of an OASA prior to recordation of an agreement to provide water service to any property outside its service area.

d. *Financial ability of agencies to provide services. [§ 56430(a)(4)]*

- The City has a balanced budget.
- It appears that the City has the ability to finance the services it currently provides. Staffing levels have remained relatively steady over the last several years.

e. *Status of, and opportunities for, shared facilities. [§ 56430(a)(5)]*

- The Ventura County Fire Protection District (VCFPD) provides fire dispatch service for the unincorporated County area as well as all cities within the County.

f. *Accountability for community service needs, including governmental structure and operational efficiencies. [§ 56430(a)(6)]*

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings, dissemination of information, and encouragement of public participation.
- The City's website is user-friendly and contains a significant amount of information on the current and previous City budgets, services and programs, City happenings and activities, public meetings, development activities, and a variety of City documents. Current and past City Council minutes and agendas are posted and agenda items are linked to staff reports.
- City Council meetings and other City commission and board meetings are broadcast live on the City's government cable channel and on the City's website. Archived videos of historical meetings are available for viewing on the City's website.
- The City achieves operational efficiencies through its participation as a co-permittee in the Ventura Countywide Stormwater Quality Management Program. Under this program, the City works with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System Municipal Separate Storm Sewer System permit.
- The City's website contains information regarding the Kanan Shuttle, including a map, schedule, and other information to assist riders in using the service. While this information is helpful to local transit users from a more regional perspective, the City intends to specify on the website that the Kanan Shuttle is not a City transit service.

g. Any other matter related to effective and efficient service delivery, as required by commission policy. [§ 56430(a)(7)]

Opportunities exist for better regional coordination of the many transit services within the County. The following discussion includes a summary of existing public transit services within Ventura County, current public transit inefficiencies and limitations on regionalization, progress toward public transit coordination, and opportunities for further public transit coordination. Some cities prefer to control and operate their own transit systems in order to provide service focused on users within their jurisdictions; however, the following discussion is based on the idea that a more coordinated, regional perspective on public transit will result in improved service for public transit users.

Existing Public Transit Services in Ventura County:

- The City of Ojai² and the City of Simi Valley each provide transit service, with City employees operating and maintaining the vehicles.
- The City of Camarillo provides transit service by means of a contract with a private operator (i.e., Roadrunner Shuttle).
- The City of Thousand Oaks provides transit service by means of a contract with a private operator (i.e., MV Transportation).
- The City of Moorpark provides transit service by means of a contract with the City of Thousand Oaks, which holds a contract for service with a private operator (i.e., MV Transportation).
- Under a cooperative agreement amongst the County of Ventura, the City of Santa Paula, and the City of Fillmore, the Ventura County Transportation Commission (VCTC)³ administers public transit service in and surrounding the Santa Paula, Fillmore, and Piru areas of Ventura County (i.e., the Valley Express). The service is provided by means of a contract with a private operator (i.e., MV Transportation).
- The County of Ventura contracts with the City of Thousand Oaks, which contracts the service to a private operator (i.e., MV Transportation), for the operation of the free Kanan Shuttle service between the unincorporated area of Oak Park and the City of Agoura Hills. The service is provided fare-free as the required 20% farebox recovery⁴ required by the Transportation Development Act (TDA) is provided by

² The City's transit service is limited to the Ojai Trolley which operates within the City, and the unincorporated communities of Meiners Oaks and Mira Monte. The Ojai Trolley service operates within the GCTD service area, but is operated directly by the City.

³ VCTC is the regional transportation planning agency of Ventura County, and oversees a large part of the distribution of public funds for transportation and transit within the County.

⁴ TDA funding provided by the State to local jurisdictions may not exceed a certain percentage of the cost to provide public transit service (i.e., 80% for urban areas and 90% for rural areas). The remaining percentage of the

local contributions from Ventura County Service Area No. 4, the Oak Park Unified School District, and, most recently, the City of Agoura Hills.

- Gold Coast Transit District (GCTD) provides local and regional fixed-route and paratransit service in the cities of Ojai, Oxnard, Port Hueneme, Ventura and the unincorporated areas of Ventura County. Service is provided on 20 fixed routes, with a fleet includes 56 buses and 24 paratransit vehicles. GCTD directly operates its fixed-route service and contracts its paratransit service to a private operator (i.e., MV Transportation).
- The VCTC provides regional service, by means of a contract with a private provider, which consists of the following routes: (1) Highway 101/Conejo Connection (serving the section of Highway 101 between Ventura and the San Fernando Valley), (2) Highway 126 (serving Fillmore, Santa Paula, Saticoy, and Ventura), (3) Coastal Express (serving Ventura County and Santa Barbara County), (4) East County (serving the Simi Valley, Moorpark, and Thousand Oaks area), (5) Oxnard/Camarillo/California State University at Channel Islands Connector (serving the Camarillo and Oxnard area), and (6) East/West Connector (serving Simi Valley, Moorpark, Camarillo, Oxnard and Ventura, as of November 2017).
- The ECTA was formed in 2013 through a Memorandum of Understanding (MOU) amongst the City of Camarillo, City of Moorpark, City of Simi Valley, City of Thousand Oaks, and the County of Ventura for the eastern portion of unincorporated Ventura County. ECTA was formed to better coordinate transit services among these agencies. In August 2015, ECTA initiated a service known as “CONNECT City-to-City” which offers Americans with Disabilities Act (ADA) and Senior intercity dial-a-ride service under a single paratransit system.⁵ The City of Thousand Oaks administers the service, which is contracted to a private operator (i.e., MV Transportation).

Current Public Transit Inefficiencies and Limitations on Regional Coordination:

- According to the Ventura County Regional Transit Study (VCTC, April 9, 2012)⁶, public transit within the County was found to be disjointed. Public transit service providers have varying schedules (i.e., days and hours of operation, frequency of buses (headways)), and fares (including different eligible ages for senior fares (e.g., a lower qualifying age for seniors in the City of Camarillo)), and maintain separate websites

cost (i.e., 20% for urban areas and 10% for rural areas) must be covered locally through some other means, known as “farebox recovery.” Note that funding sources other than rider fares may qualify as “farebox recovery.”

⁵ The City of Camarillo does not participate in the CONNECT service because: (1) the City already provides regional ADA and Senior intercity service throughout the East County ((this enables the City to provide senior service to more riders within the City by allowing a lower qualifying age limit of 55 years (rather than 65 years)), and (2) Camarillo ADA and senior riders have the benefit of using just one dial-a-ride system for both local and regional service.

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- Establish a new transit district that would complement the GCTD's service area and provide service within areas not currently served by the GCTD in the East County (the formation of ECTA was a step toward potentially realizing this opportunity in the eastern portion of Ventura County).

This resolution was adopted on February 21, 2018.

	AYE	NO	ABSTAIN	ABSENT
Commissioner Freeman	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parvin	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ramirez	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Rooney	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ross	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Zaragoza	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bennett	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bill-de la Peña	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Richards	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Waters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Date

Linda Parks, Chair, Ventura Local Agency Formation Commission

c: City of Thousand Oaks



VENTURA LOCAL AGENCY FORMATION COMMISSION
STAFF REPORT

Meeting Date: February 21, 2018

TO: LAFCo Commissioners

FROM: Andrea Ozdy, Analyst *Andrea Ozdy*

SUBJECT: Sphere of Influence Reviews – No Updates Necessary:

- City of Camarillo
- City of Moorpark
- City of Ojai
- City of Oxnard
- City of Port Hueneme
- City of San Buenaventura
- City of Simi Valley
- City of Thousand Oaks

Recommendations:

- A. Subject to the Commission’s acceptance of the municipal service review reports for the subject cities (Agenda Item 9), review the sphere of influence for each of the following cities, and determine that no sphere of influence update is necessary:
- City of Camarillo
 - City of Moorpark
 - City of Ojai
 - City of Oxnard
 - City of San Buenaventura
 - City of Simi Valley
 - City of Thousand Oaks
- B. Review the sphere of influence for the City of Port Hueneme, and determine that no sphere of influence update is necessary.

COMMISSIONERS AND STAFF

<p>COUNTY: Linda Parks, Chair John Zaragoza <i>Alternate:</i> Steve Bennett</p>	<p>CITY: Janice Parvin Carmen Ramirez <i>Alternate:</i> Claudia Bill-de la Peña</p>	<p>DISTRICT: Elaine Freeman Mary Anne Rooney <i>Alternate:</i> Andy Waters</p>	<p>PUBLIC: David J. Ross, Vice Chair <i>Alternate:</i> Pat Richards</p>
<p>Executive Officer Kai Luoma, AICP</p>	<p>Analyst Andrea Ozdy</p>	<p>Office Manager/Clerk Richelle Beltran</p>	<p>Legal Counsel Michael Walker</p>

Background:

Pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code § 56000 et seq.), the Commission was required to determine and adopt a sphere of influence for each city and special district on or before January 1, 2008. Government Code § 56076 defines a sphere of influence (“sphere”) as the probable physical boundary and service area of a local agency, as determined by the Commission. Every five years thereafter, the Commission must, as necessary, review and update each sphere (Government Code § 56425(g)). Before it may update an agency’s sphere, LAFCo is required to conduct a Municipal Service Review (MSR) pursuant to Government Code § 56430. A sphere of influence update is defined in Section 4.1.2(b) of the Ventura LAFCo Commissioner’s Handbook as “a comprehensive review and modification of a sphere of influence that is not associated with a concurrent proposal for a change of organization or an out of agency service agreement.”

In compliance with Government Code § 56425(g), the Commission accepted municipal service review (MSR) reports in 2007 and 2012 for nine of the 10 cities of Ventura County (i.e., the cities of Camarillo, Fillmore, Moorpark, Ojai, Oxnard, Santa Paula, San Buenaventura, Simi Valley, and Thousand Oaks). No MSR was prepared for the City of Port Hueneme, consistent with past Commission practice, because: (1) the City’s municipal boundary is coterminous with its existing sphere boundary; (2) the City is nearly entirely surrounded by the City of Oxnard and the Pacific Ocean, and (3) the only area available for inclusion in the City’s sphere is the unincorporated community of Silver Strand, which is provided municipal services by the Channel Islands Beach Community Services District. The most recent MSR reports for the cities were accepted by the Commission on November 14, 2012, entitled *Municipal Service Reviews – Nine Ventura County Cities* (for the cities of Camarillo, Fillmore, Moorpark, Ojai, Oxnard, San Buenaventura, Santa Paula, Simi Valley, and Thousand Oaks).

The following represents a summary of sphere of influence review/update actions taken by LAFCo for the subject Ventura County cities:

- **City of Camarillo**
Updated April 18, 2007
Updated November 14, 2012
- **City of Moorpark**
Updated April 18, 2007
Reviewed November 14, 2012
- **City of Ojai**
Updated May 16, 2007
Reviewed November 14, 2012
- **City of Oxnard**
Updated May 16, 2007
Reviewed November 14, 2012
- **City of Port Hueneme**
Reviewed March 24, 2004
Reviewed March 18, 2009
- **City of San Buenaventura**
Updated June 13, 2007
Updated January 16, 2013
- **City of Simi Valley**
Updated June 13, 2007
Reviewed March 20, 2013
- **City of Thousand Oaks**
Updated April 18, 2007
Reviewed November 14, 2012

Discussion:

According to the work plan established by the Commission, the review/update of the cities' spheres of influence was to be initiated during 2017. LAFCo staff consulted with the city manager of each of the nine cities (excluding the city manager of the City of Port Hueneme) to discuss the sphere of influence, and to determine: (1) if the cities have experienced any changes to their service needs or areas since LAFCo's most recent evaluation of their spheres of influence, and (2) if the cities' staff anticipate any service changes that would warrant adjustment of the sphere boundaries. Based on LAFCo staff's review of the existing boundaries and spheres, the existing sphere boundaries appear to accurately reflect the current and anticipated service areas for the subject cities over the next five years. Therefore, it is recommended that the Commission review, but not update, the spheres of influence for the subject cities.

California Environmental Quality Act (CEQA)

A project is defined in CEQA Guidelines § 21065, in part, as "an activity which may cause either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment." A sphere of influence review is not considered to be a project subject to CEQA because it involves only a confirmation of an existing sphere boundary, without any changes to the potential service area of the agency. Therefore, if the Commission determines that no updates to the subject spheres of influence are necessary, no environmental documents are required to be prepared.

Notice of Public Hearing

This matter has been noticed as a public hearing pursuant to Government Code § 56427. Additionally, all affected agencies have been notified of the public hearing.

Analysis

The following discussion provides a summary of Commission actions regarding sphere of influence reviews/updates pertaining to each of the subject cities, and explains why each city's current sphere of influence boundary continues to be appropriate.

City of Camarillo

On April 18, 2007 (in conjunction with LAFCo's March 21, 2007, MSR prepared for the City), LAFCo updated the City's sphere of influence. The sphere update resulted in the following:

- An expansion of the sphere at the City's northwest corner to include all portions of the Sterling Hills area that were already within the City's municipal boundaries;

Staff Report – Sphere of Influence Reviews
No Updates Necessary
January 17, 2018
Page 3 of 10

- A reduction of the sphere along the northerly sphere boundary to better align with existing property lines;
- The correction of minor mapping errors; and
- An overall increase of the sphere area.

On November 14, 2012 (in conjunction with LAFCo’s November 14, 2012, MSR prepared for the City), LAFCo again updated the City’s sphere of influence. The sphere update resulted in the following:

- A reduction of the sphere to exclude agricultural land located northeast of the City; and
- An overall reduction of the sphere area.

At this time, no changes to the sphere of influence for the City are recommended, based upon the following:

- The existing sphere continues to reflect the City’s current and probable service area;
- The existing sphere boundary is consistent with the City’s General Plan land use map; and
- The MSR report¹ demonstrates that the City has the ability to provide urban services at acceptable levels.

City of Moorpark

On April 18, 2007 (in conjunction with LAFCo’s March 21, 2007, MSR prepared for the City), LAFCo updated the City’s sphere of influence. The sphere update resulted in the following:

- The correction of minor mapping errors; and
- An overall increase of the sphere area.

On November 14, 2012 (in conjunction with LAFCo’s November 14, 2012, MSR prepared for the City), LAFCo reviewed, but did not update, the City’s sphere of influence. The Commission determined that an update to the sphere was not necessary, based upon the following:

- The existing sphere boundary continued to reflect the City’s current service area;
- The existing sphere boundary included all of the area within the City Urban Restriction Boundary (CURB)²;
- The City’s General Plan did not include a plan for urban development outside the existing sphere; and

¹ The draft MSR report is included as Agenda Item 9 for Commission consideration at the Commission’s February 21, 2018, meeting. The staff recommendation regarding the sphere of influence is based, in part, on the information provided in the draft MSR report.

² The CURB establishes a boundary outside of which voter approval is generally required prior to the extension of City services or a change in general plan designation.

- The MSR report did not identify any significant service deficiencies that would warrant a reduction of the sphere.

At this time, no changes to the sphere of influence for the City are recommended, based upon the following:

- The existing sphere continues to reflect the City's current and probable service area;
- The existing sphere boundary is consistent with the City's General Plan land use map; and
- The MSR report³ demonstrates that the City has the ability to provide urban services at acceptable levels.

City of Ojai

On May 16, 2007 (in conjunction with LAFCo's March 21, 2007, MSR prepared for the City), LAFCo updated the City's sphere of influence. The sphere update resulted in the following:

- Exclusion of areas in the Los Padres National Forest owned by the U.S. Forest Service and located to the north of the City;
- Adjustments (both expansions and reductions) of the sphere to better align with existing property lines;
- The correction of minor mapping errors; and
- An overall reduction of the sphere area.

On November 14, 2012 (in conjunction with LAFCo's November 14, 2012, MSR prepared for the City), LAFCo reviewed, but did not update, the City's sphere of influence. The Commission determined that an update to the sphere was not necessary, based upon the following:

- The MSR report did not identify any significant service deficiencies that would warrant a reduction of the sphere.

At this time, no changes to the sphere of influence for the City are recommended, based upon the following:

- The MSR report⁴ demonstrates that the City has the ability to provide urban services at acceptable levels; and

³ The draft MSR report is included as Agenda Item 9 for Commission consideration at the Commission's February 21, 2018, meeting. The staff recommendation regarding the sphere of influence is based, in part, on the information provided in the draft MSR report.

⁴ The draft MSR report is included as Agenda Item 9 for Commission consideration at the Commission's February 21, 2018, meeting. The staff recommendation regarding the sphere of influence is based, in part, on the information provided in the draft MSR report.

- The City's existing sphere of influence appears to be based on the *Joint Resolution of the City Council of the City of Ojai and the Board of Supervisors of the County of Ventura Pledging Cooperation and Establishing Policies for the Review of Land Use Matters in the Vicinity of the City* (1984). While the resolution does not provide specific insight regarding the location of the sphere boundary (which extends beyond the areas planned for pursuant to the City's current General Plan land use map), it does document the City's and County's desire to provide the City with opportunities to review, and perhaps influence, land use decisions throughout the Ojai Valley. It appears that designation of the sphere of influence outside the City's General Plan planning area provides the opportunity for the City to have the desired influence.

City of Oxnard

On May 16, 2007 (in conjunction with LAFCo's March 21, 2007, MSR prepared for the City), LAFCo updated the City's sphere of influence. The sphere update resulted in the following:

- An expansion of the sphere to: (1) shift the sphere from the easterly side to the westerly side of the Victoria Avenue road right-of-way for the road segment between the Santa Clara River and Gonzales Road to facilitate eventual annexation of the entire road right-of-way into the City, (2) include the territory occupied by Oxnard High School located southeast of the intersection of Victoria Avenue and Gonzales Road, and (3) include the unincorporated communities known as Hollywood Beach and Hollywood-by-the-Sea located immediately north of the entrance to the Channel Islands Harbor;
- The correction of minor mapping errors; and
- An overall expansion of the sphere area.

On November 14, 2012 (in conjunction with LAFCo's November 14, 2012, MSR prepared for the City), LAFCo reviewed, but did not update, the City's sphere of influence. The Commission determined that an update to the sphere was not necessary, based upon the following:

- The sphere boundary continued to reflect the City's current service area;
- The sphere included all the area contained within the City's CURB;
- The City's General Plan did not designate any area outside of the existing sphere for urban development; and
- The MSR report did not identify any significant service deficiencies that would warrant a reduction of the sphere.

At this time, no changes to the sphere of influence for the City are recommended, based upon the following:

- The existing sphere continues to reflect the City's current and probable service area;
- The existing sphere boundary is consistent with the City's General Plan land use map; and

- The MSR report⁵ demonstrates that the City has the ability to provide urban services at acceptable levels.

City of Port Hueneme

On March 24, 2004, LAFCo reviewed, but did not update, the City's sphere of influence. The Commission determined that an update to the sphere was not necessary, based upon the following:

- The City's sphere boundary is coterminous with the City's boundaries;
- The City is nearly entirely surrounded by the City of Oxnard and the Pacific Ocean; and
- The only area available for expansion of the City is the adjacent unincorporated community of Silver Strand, which receives municipal services (i.e., water, wastewater collection and treatment, and trash collection) from the Channel Islands Beach Community Services District.

On March 18, 2009, LAFCo again reviewed, but did not update, the City's sphere of influence. The Commission determined that an update to the sphere was not necessary, for the same reasons provided on March 24, 2004.

At this time, no changes to the sphere of influence for the City are recommended, based upon the following:

- The existing sphere continues to reflect the City's current and probable service area; and
- The existing sphere boundary is consistent with the City's General Plan land use map.

City of San Buenaventura

On June 13, 2007 (in conjunction with LAFCo's March 21, 2007, MSR prepared for the City), LAFCo updated the City's sphere of influence. The sphere update resulted in the following:

- An expansion of the sphere to include approximately 29.5 acres of land at the northernmost point of the City's sphere of influence along North Ventura Avenue that were within the City's planning area and were not subject to the City's Save Open-Space and Agricultural Resources (SOAR) ordinance⁶;
- A reduction of the sphere to exclude approximately two acres of land within N. Ventura Avenue that were not within the City's planning area or General Plan, and were subject to

⁵ The draft MSR report is included as Agenda Item 9 for Commission consideration at the Commission's February 21, 2018, meeting. The staff recommendation regarding the sphere of influence is based, in part, on the information provided in the draft MSR report.

⁶ In general, city SOAR ordinances establish the requirement for voter approval prior to the extension of city services or a change in general plan designation.

the City's SOAR ordinance and on the west side of the Ventura River, and exclude territory that was subject to the City's SOAR ordinance and to ensure consistency of the sphere with existing property lines;

- The exclusion of territory along the Santa Clara River near Saticoy where the existing sphere did not follow parcel lines and was based on prior mapping of a floodplain and imprecise mapping, in an area that is subject to the City's SOAR ordinance and not planned to be provided with City services; and
- The exclusion of areas subject to the City's Hillside Voter Protection Act Ordinance⁷ to the north of the City.

On January 16, 2013 (in conjunction with LAFCo's November 14, 2012, MSR prepared for the City), LAFCo again updated the City's sphere of influence. The sphere update resulted in the following:

- A reduction of the sphere to exclude from the sphere several properties consisting of agricultural land and railroad rights-of-way located south of Channel Drive and north of Highway 101, immediately east of the Seaward Avenue offramp for northbound traffic on Highway 101.

At this time, no changes to the sphere of influence for the City are recommended, based upon the following:

- The existing sphere continues to reflect the City's current and probable service area;
- The existing sphere boundary is consistent with the City's General Plan land use map; and
- The MSR report⁸ demonstrates that the City has the ability to provide urban services at acceptable levels.

City of Simi Valley

On June 13, 2007 (in conjunction with LAFCo's March 21, 2007, MSR prepared for the City), LAFCo updated the City's sphere of influence. The sphere update resulted in the following:

- An expansion of the sphere to the west of the City to include the territory occupied by the Ronald Reagan Presidential Library as well as several adjoining properties, as the City currently provides wastewater service to this area (and water service through Ventura County Waterworks District No. 8, a dependent district of the City);

⁷ The Hillside Voter Protection Ordinance provides that the City cannot extend services into the Hillside Voter Protection area without voter approval.

⁸ The draft MSR report is included as Agenda Item 9 for Commission consideration at the Commission's February 21, 2018, meeting. The staff recommendation regarding the sphere of influence is based, in part, on the information provided in the draft MSR report.

- The correction of minor mapping errors; and
- An overall increase of the sphere area.

On March 20, 2013 (in conjunction with LAFCo’s November 14, 2012, MSR prepared for the City), LAFCo reviewed, but did not update, the City’s sphere of influence. The Commission determined that an update to the sphere was not necessary, based upon the following:

- As a result of a 1995 LAFCo-approved merger between the City of Simi Valley and the Simi Valley County Sanitation District, the City is authorized to provide wastewater collection and treatment services outside the City’s municipal boundaries and sphere of influence⁹; expanding the sphere to include these additional City-served areas would conflict with LAFCo’s policy that sphere of influence boundaries should coincide with, or cover lesser area than, voter approved growth boundaries; and
- The MSR report did not identify any significant service deficiencies that would warrant a reduction of the sphere.

At this time, no changes to the sphere of influence for the City are recommended, based upon the following:

- The existing sphere continues to reflect the City’s current and probable service area (except as described above with respect to the unincorporated areas provided wastewater collection and treatment services by the City);
- The existing sphere boundary aligns with the City’s General Plan land use map (except that it excludes two areas, totaling approximately 58 acres, to the northwest of the City¹⁰); and
- The MSR report¹¹ demonstrates that the City has the ability to provide urban services at acceptable levels.

⁹ One of the unincorporated areas that receives wastewater service from the City is the Santa Susana Knolls community located southeast of the City. During its March 20, 2013, sphere review, the Commission rejected staff’s recommendation to urge the City to initiate “a community planning effort with the Santa Susana Knolls landowners/residents to develop a collective vision to guide eventual annexation, location/array of potential City improvements and build-out of the remaining lots in the area, and direct staff to include a map to corroborate the boundaries of the area in which the City is currently authorized to provide sewer collection and treatment services pursuant to the LAFCo approved merger with the Simi Valley County Sanitation District in 1995.”

¹⁰ In reference to the excluded areas, the March 21, 2007, MSR accepted by the Commission states: “Until and unless these areas are considered by the City for urban use and/or extension of services, and the City has conducted the necessary CEQA review for urban use entitlements and/or extension of services, these areas should remain outside the sphere.”

¹¹ The draft MSR report is included as Agenda Item 9 for Commission consideration at the Commission’s February 21, 2018, meeting. The staff recommendation regarding the sphere of influence is based, in part, on the information provided in the draft MSR report.

City of Thousand Oaks

On April 18, 2007 (in conjunction with LAFCo's March 21, 2007, MSR prepared for the City), LAFCo updated the City's sphere of influence. The sphere update resulted in the following:

- The correction of minor mapping errors; and
- No change in the size of the sphere area.

On November 14, 2012 (in conjunction with LAFCo's November 14, 2012, MSR prepared for the City), LAFCo reviewed, but did not update, the City's sphere of influence. An update was not necessary due to the following:

- The existing sphere boundary continued to reflect the City's current service area;
- The existing sphere boundary included all of the area within the City's CURB; and
- The MSR report did not identify any significant deficiencies that would warrant a reduction of the sphere.

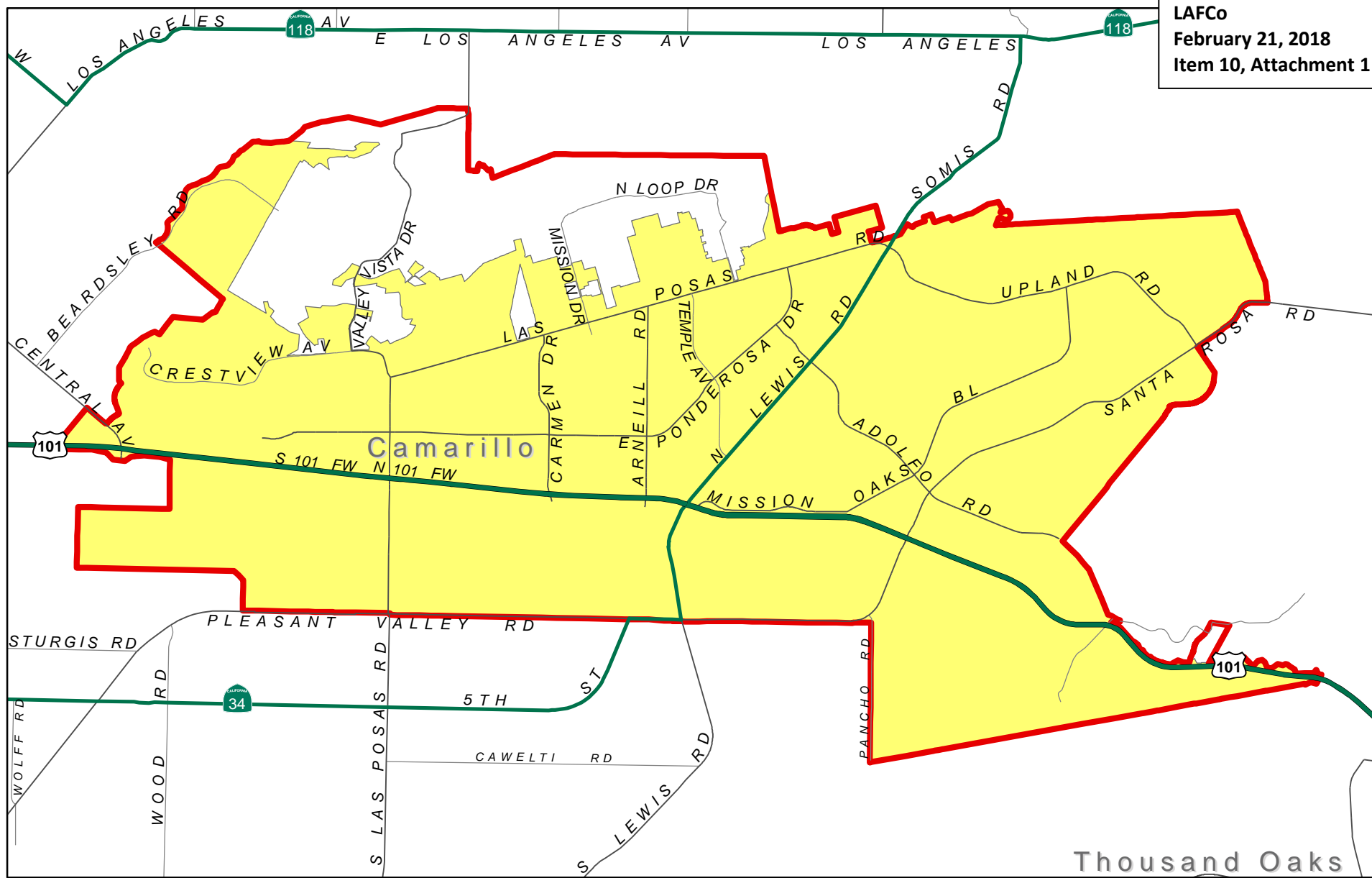
At this time, no changes to the sphere of influence for the City are recommended, based upon the following:

- The existing sphere continues to reflect the City's current and probable service area;
- The existing sphere boundary is consistent with the City's General Plan land use map;
- The MSR report¹² demonstrates that the City has the ability to provide urban services at acceptable levels.

Attachments:



1. City of Camarillo Sphere of Influence Map
2. City of Moorpark Sphere of Influence Map
3. City of Ojai Sphere of Influence Map
4. City of Oxnard Sphere of Influence Map
5. City of Port Hueneme Sphere of Influence Map
6. City of San Buenaventura Sphere of Influence Map
7. City of Simi Valley Sphere of Influence Map
8. City of Thousand Oaks Sphere of Influence Map

¹² The draft MSR report is included as Agenda Item 9 for Commission consideration at the Commission's February 21, 2018, meeting. The staff recommendation regarding the sphere of influence is based, in part, on the information provided in the draft MSR report.



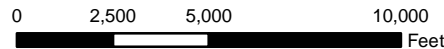
Legend



-  City of Camarillo Sphere of Influence Boundary
14670.26 acres
-  City of Camarillo Boundary
12640.42 acres

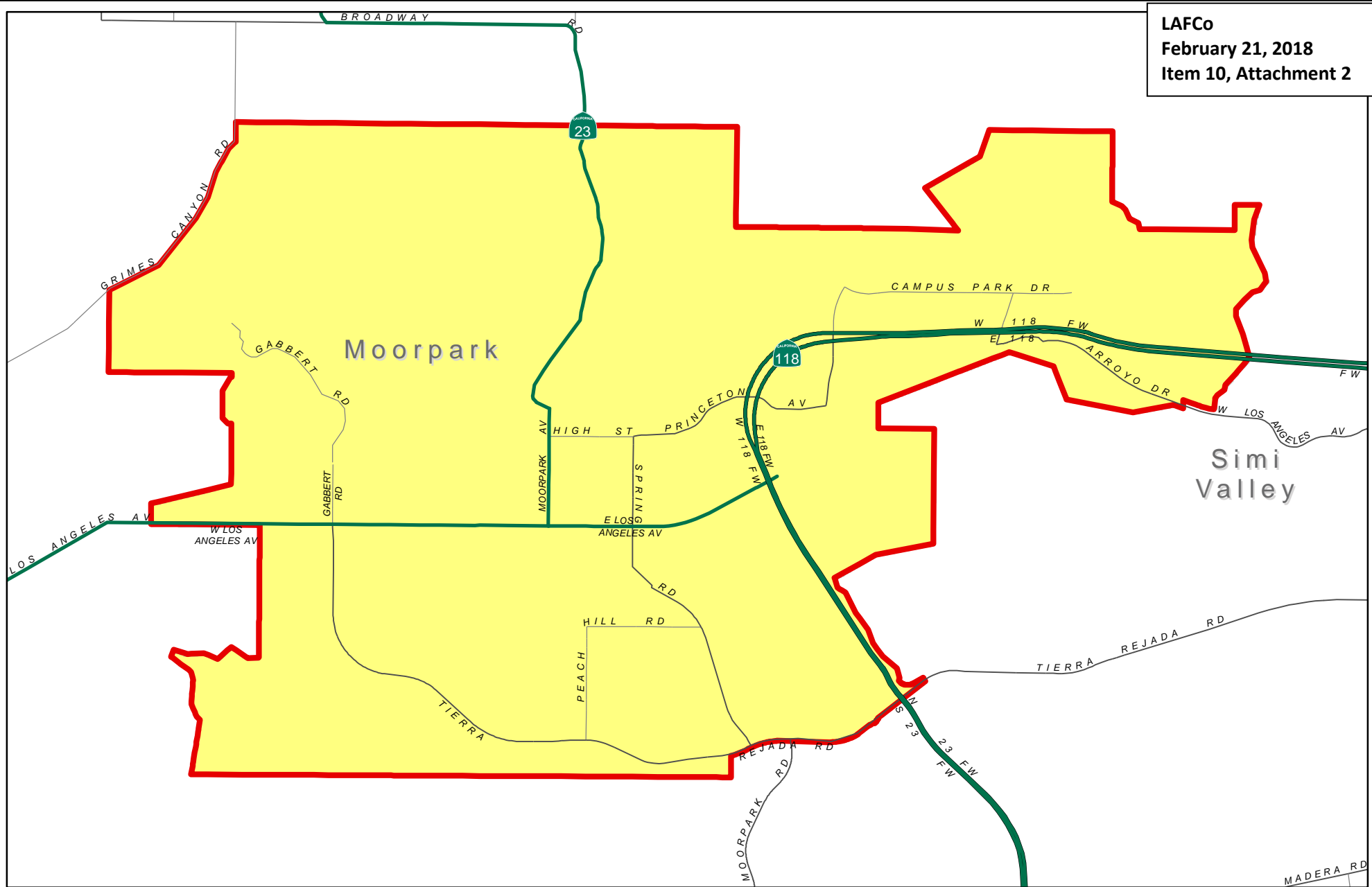
City of Camarillo
 Current as of December 4, 2014

Prepared by County of Ventura - Information Systems Department - GIS Division
 State Plane Coordinate System California Zone V - NAD 27





This map was compiled from records and computations

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Legend



-  City of Moorpark Sphere of Influence Boundary - 7981.54 acres
-  City of Moorpark Boundary 7981.54 acres

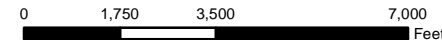
City of Moorpark
 Current as of November 14, 2012

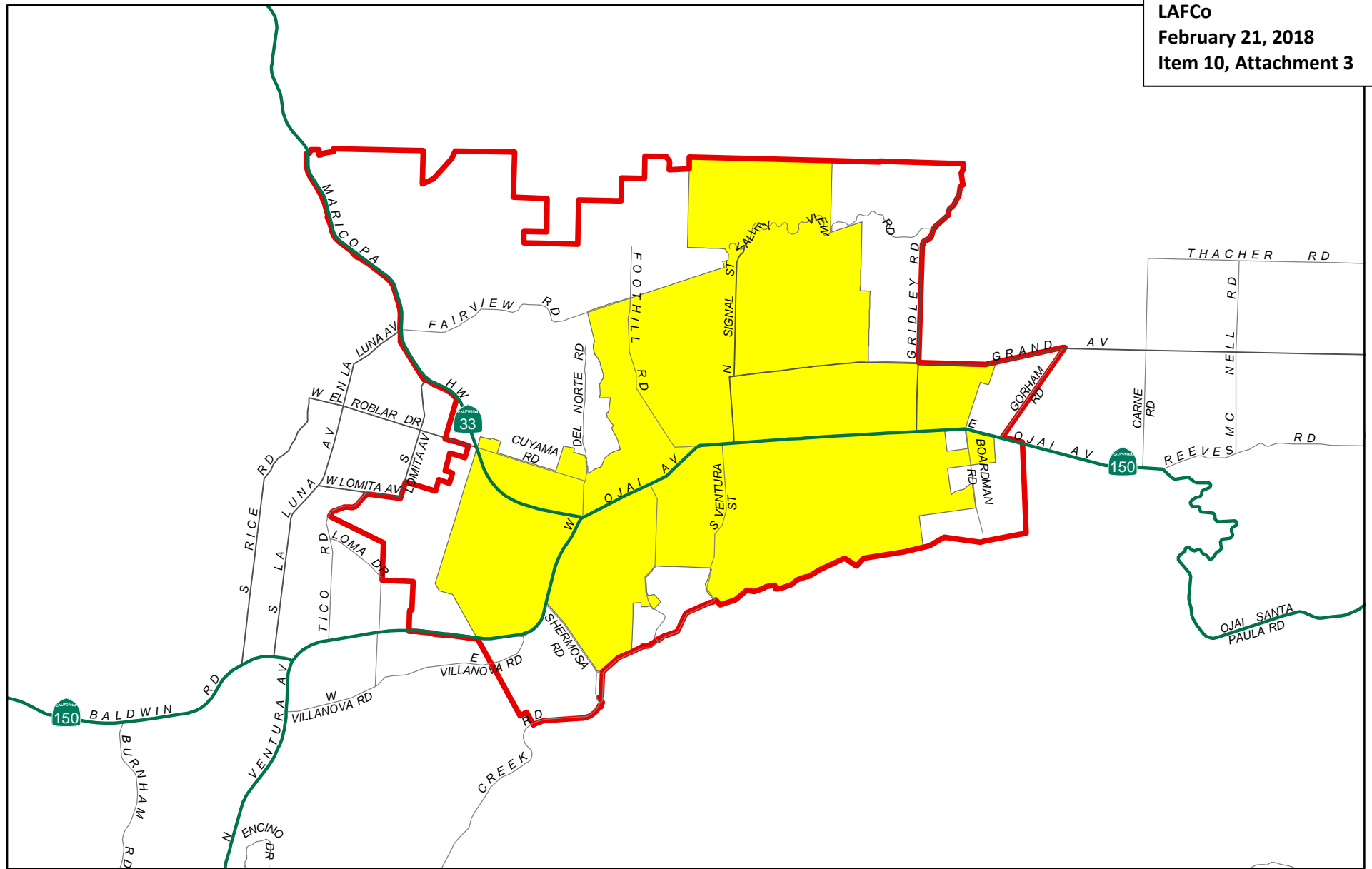
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
This map was compiled from records and computations

Published: November, 2013





Legend

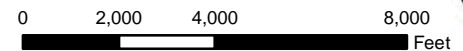
-  Ojai Sphere of Influence
5,159.20 acres
-  Ojai City Boundary
2,794.70 acres

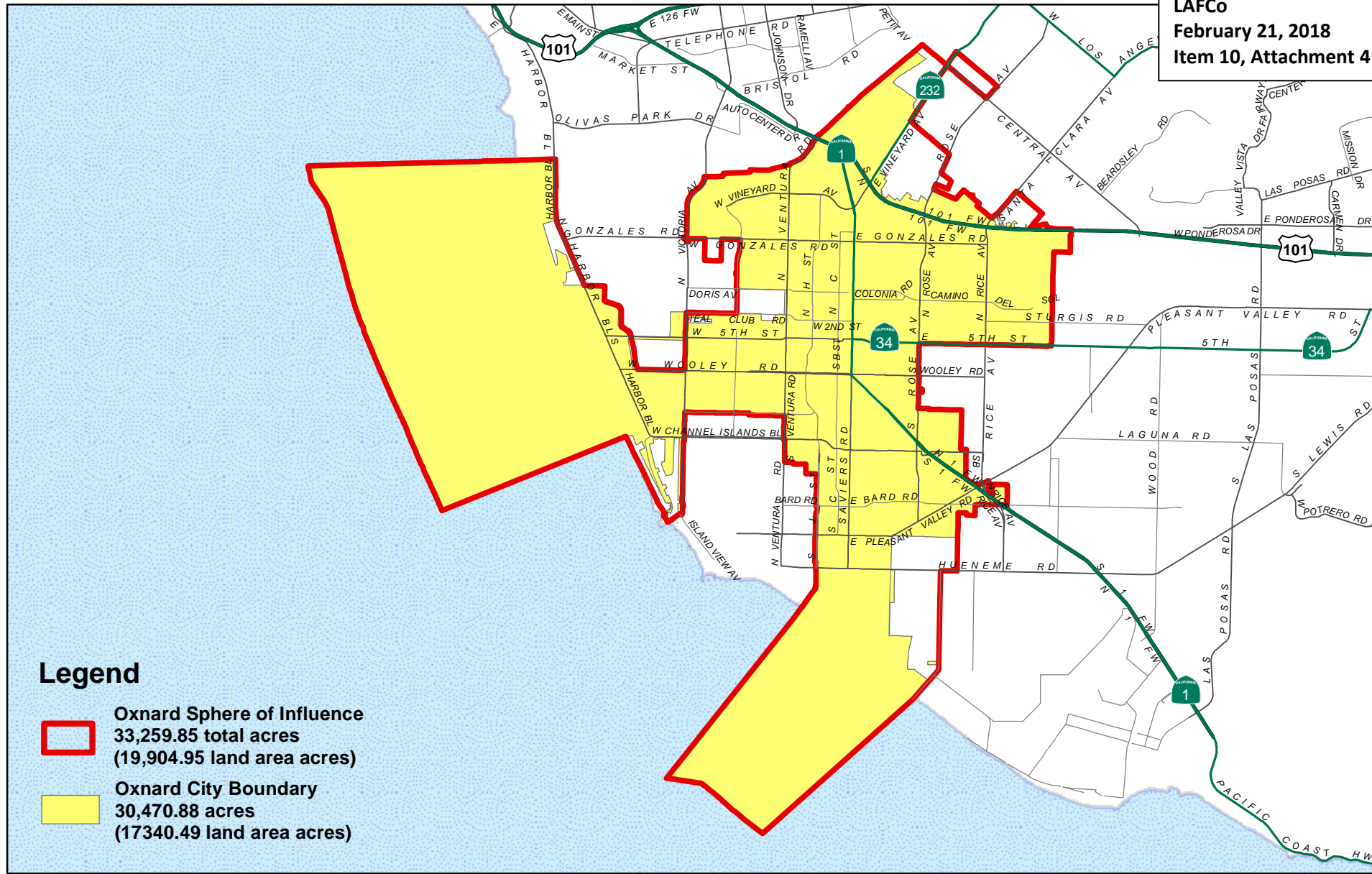
City of Ojai
 Current as of November 14, 2012

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Published: November, 2013





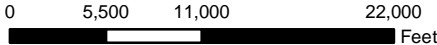
Legend

-  Oxnard Sphere of Influence
 33,259.85 total acres
 (19,904.95 land area acres)
-  Oxnard City Boundary
 30,470.88 acres
 (17,340.49 land area acres)

City of Oxnard
 Current as of June 2, 2016

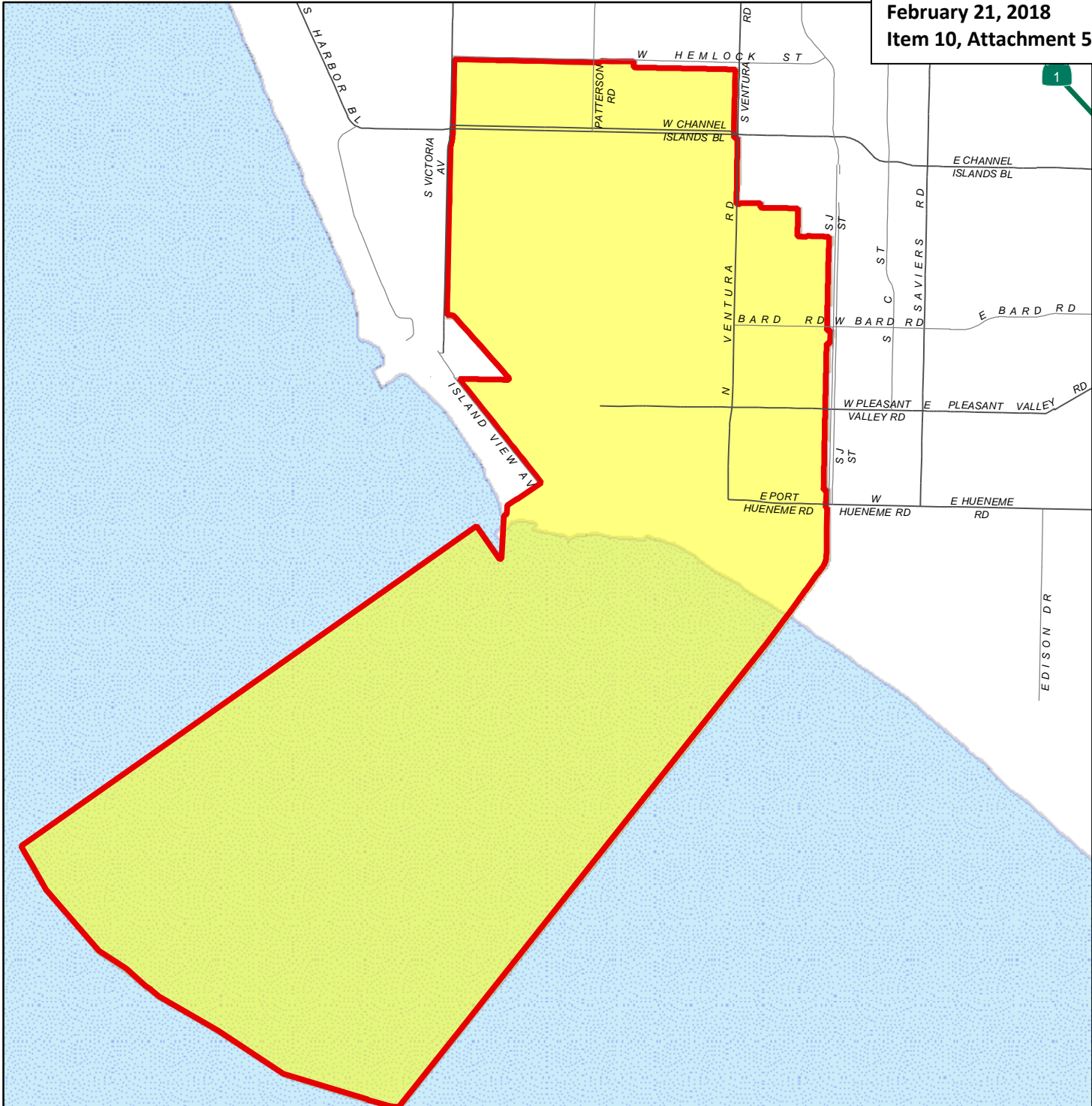
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Legend

- Sphere of Influence Boundary - -7092.76 acres (land area)
- City Boundary - 7092.76 acres (land area)

City of Port Hueneme

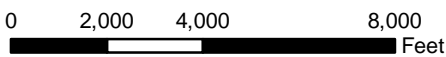
Current as of March 18, 2009

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State Plane Coordinate System California Zone V - NAD 27

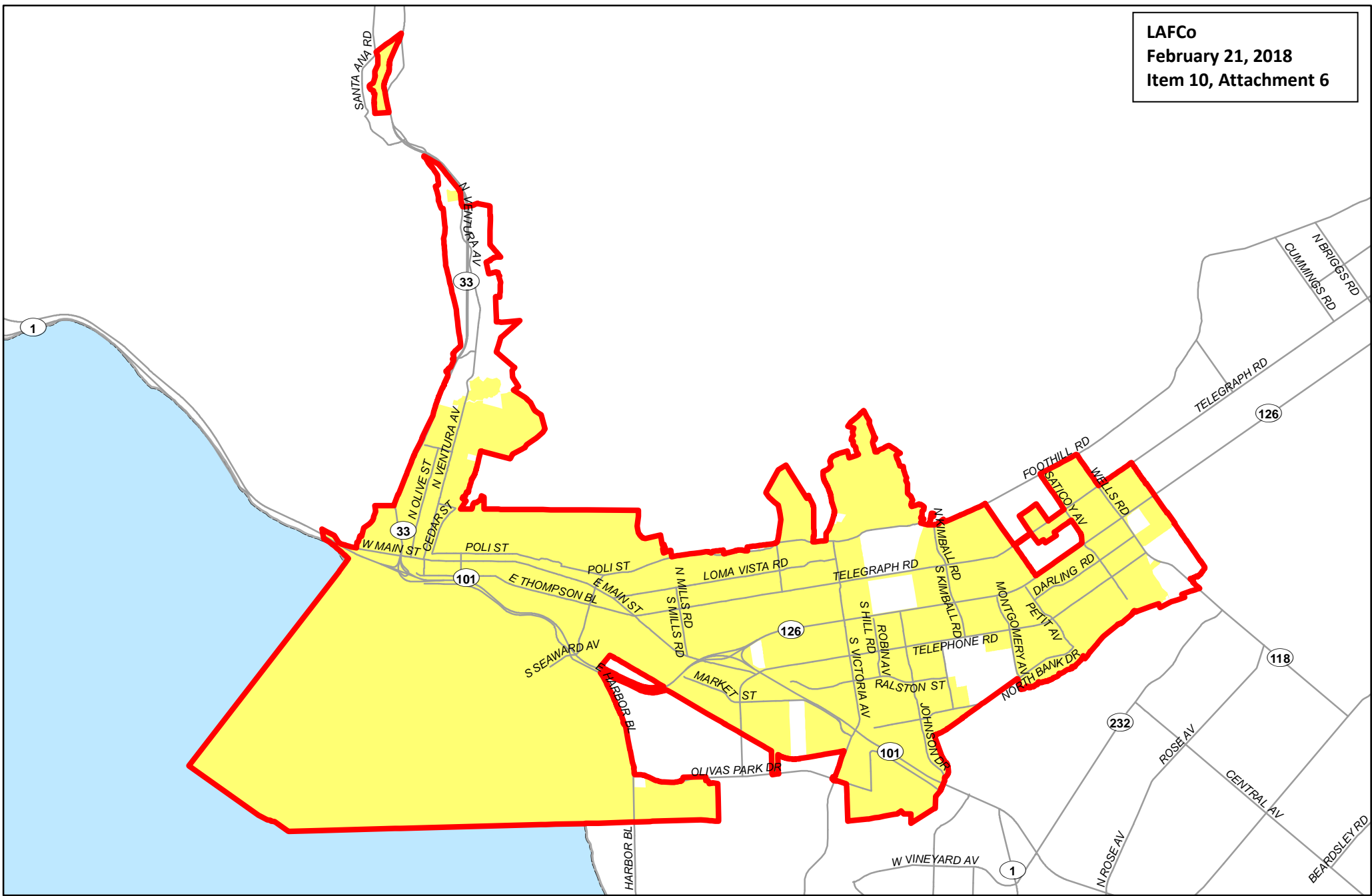
This map was compiled from records and computations

Published: October, 2013



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Legend

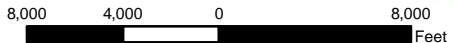
- Sphere of Influence
- City Boundary

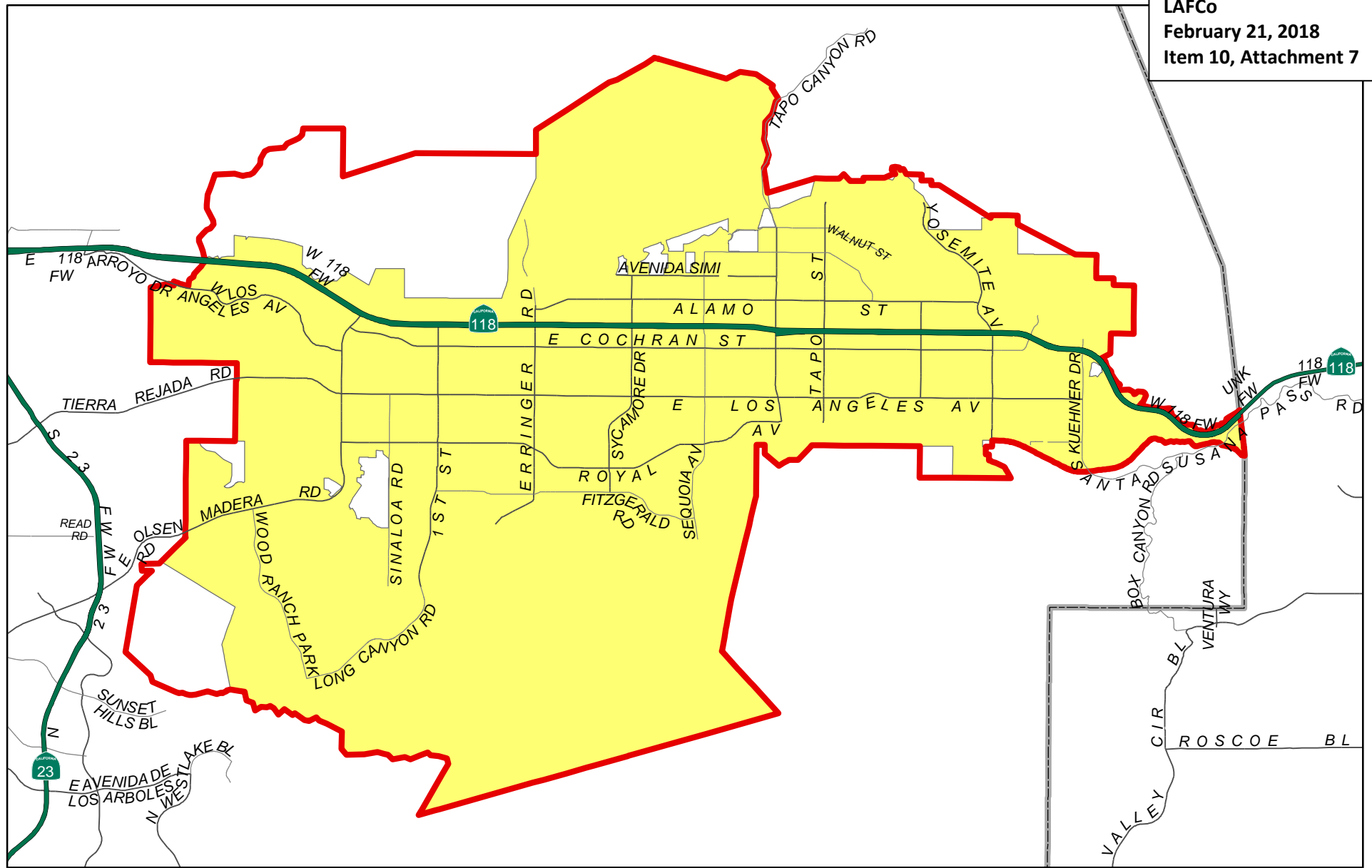
City of San Buenaventura Current as of December 14, 2017

Prepared by County of Ventura - IT Services Department - GIS Division

State Plane Coordinate System California Zone V - NAD 27

This map was compiled from records and computations





City of Simi Valley



Sphere of Influence as Reviewed by the
 Ventura LAFCo on: March 20, 2013

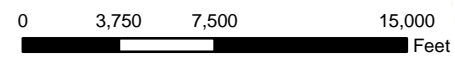
Prepared by County of Ventura - Information Systems Department - GIS Division
 State Plane Coordinate System California Zone V - NAD 27

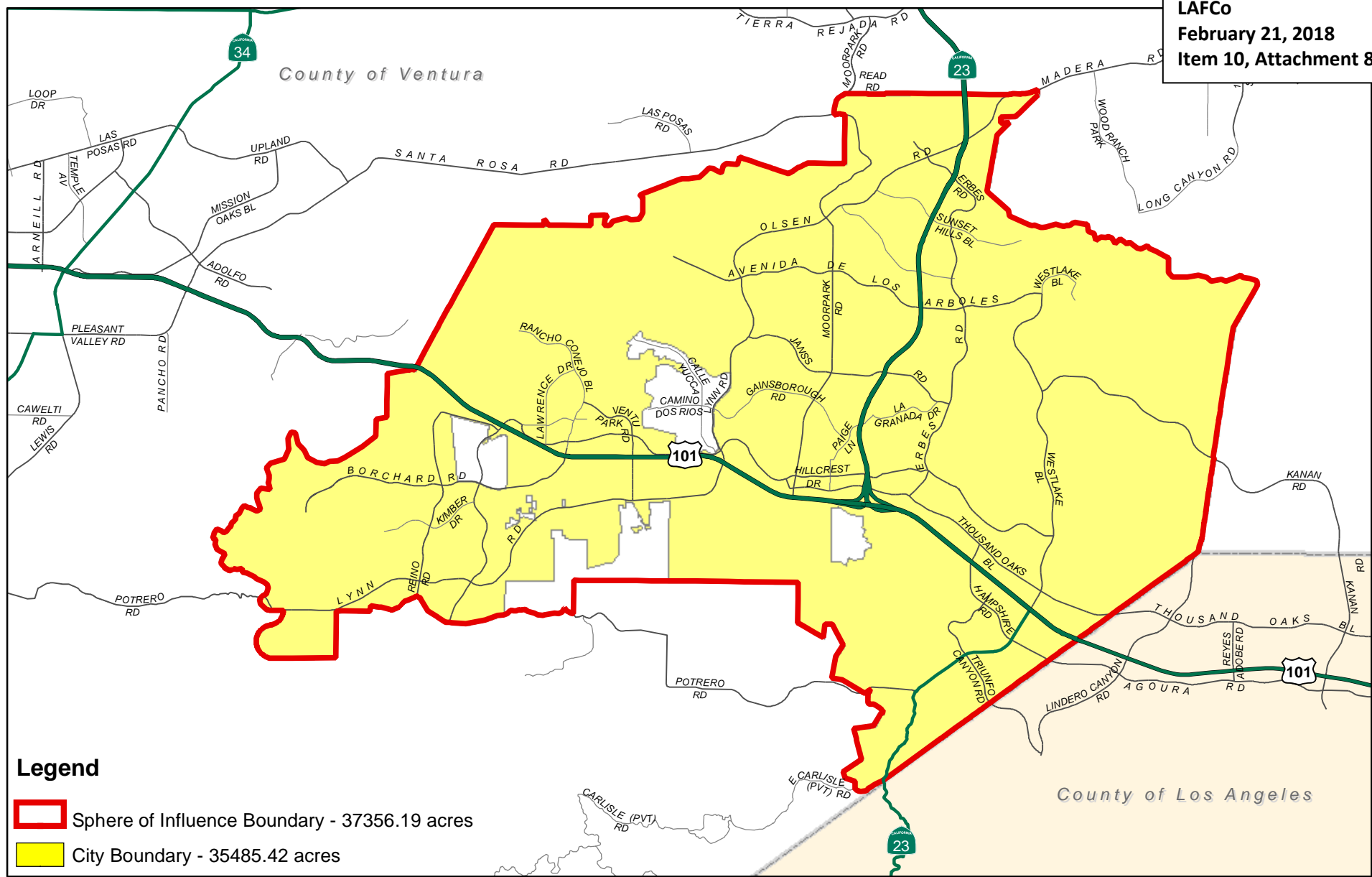
This map was compiled from records and computations

Published: March, 2013



Legend

-  Simi Valley Sphere of Influence
31,055.33 acres
-  Simi Valley City Boundary
27,052.40 acres





Legend

-  Sphere of Influence Boundary - 37356.19 acres
-  City Boundary - 35485.42 acres



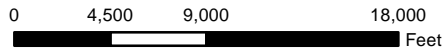
City of Thousand Oaks

Current as of March 15, 2016

Prepared by County of Ventura - IT Services Department - GIS Division

State Plane Coordinate System California Zone V - NAD 27

This map was compiled from records and computations





VENTURA LOCAL AGENCY FORMATION COMMISSION
STAFF REPORT

Meeting Date: February 21, 2018

TO: LAFCo Commissioners
FROM: Andrea Ozdy, Analyst *Andrea Ozdy*
SUBJECT: Sphere of Influence Review and Update:
 LAFCo 18-01S City of Fillmore

Recommendations:

- A. Determine that the sphere of influence update for the City of Fillmore (City) is exempt from the California Environmental Quality Act (CEQA) pursuant to § 15061(b)(3) of the CEQA Guidelines.
- B. Review and update the sphere of influence for the City pursuant to Government Code § 56425(g).
- C. Adopt Resolution LAFCo 18-01S (Attachment 3) making determinations and updating the sphere of influence for the City.

Background:

Pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code § 56000 et seq.), the Commission was required to determine and adopt a sphere of influence for each city and special district on or before January 1, 2008. A sphere of influence is defined in Government Code § 56076 as the probable physical boundary and service area of a local agency, as determined by the Commission. Every five years thereafter, the Commission must, as necessary, review and update each sphere of influence (Government Code § 56425(g)). Before it may update an agency’s sphere, LAFCo is required to conduct a Municipal Service Review (MSR) pursuant to Government Code § 56430.

In compliance with Government Code § 56425(g), the Commission accepted MSR reports in 2007 and 2012 for the City of Fillmore. The most recent MSR report for the City was accepted by the Commission on November 14, 2012, entitled *Municipal Service Reviews – Nine Ventura County Cities* for the cities of Camarillo, Fillmore, Moorpark, Ojai, Oxnard, San Buenaventura, Santa Paula, Simi Valley, and Thousand Oaks.

COMMISSIONERS AND STAFF

<p>COUNTY: Linda Parks, Chair John Zaragoza <i>Alternate:</i> Steve Bennett</p>	<p>CITY: Janice Parvin Carmen Ramirez <i>Alternate:</i> Claudia Bill-de la Peña</p>	<p>DISTRICT: Elaine Freeman Mary Anne Rooney <i>Alternate:</i> Andy Waters</p>	<p>PUBLIC: David J. Ross, Vice Chair <i>Alternate:</i> Pat Richards</p>
<p>Executive Officer Kai Luoma, AICP</p>	<p>Analyst Andrea Ozdy</p>	<p>Office Manager/Clerk Richelle Beltran</p>	<p>Legal Counsel Michael Walker</p>

The following represents a summary of sphere of influence review/update actions taken by LAFCo with regard to the City of Fillmore:

- On July 18, 2007, the Commission updated the City's sphere of influence (in conjunction with LAFCo's March 21, 2007, MSR prepared for the City);
- On January 16, 2013, the Commission reviewed, but did not update, the City's sphere of influence (in conjunction with LAFCo's November 14, 2012, MSR prepared for the City); and
- On October 16, 2013, the Commission reviewed, but did not update, the City's sphere of influence.

Discussion:

Based on the work plan established by the Commission, review/update of the cities' spheres of influence was to be initiated during 2017. In August 2017, LAFCo staff consulted with the City manager to discuss the sphere of influence, and to determine: (1) if the City has experienced any changes to its service needs or areas since LAFCo's most recent evaluation of its sphere of influence, and (2) if the City staff anticipates any service changes that would warrant adjustment of the sphere boundaries.

Analysis

A sphere of influence update is defined in Section 4.1.2(b) of the Ventura LAFCo Commissioner's Handbook as "a comprehensive review and modification of a sphere of influence that is not associated with a concurrent proposal for a change of organization or an out of agency service agreement." The following discussion provides a summary of Commission actions regarding sphere of influence reviews/updates pertaining to the City, and explains why an update to the City's sphere is now appropriate.

On July 18, 2007 (in conjunction with LAFCo's March 21, 2007, MSR prepared for the City), LAFCo updated the City's sphere of influence. The sphere update resulted in the following:

- A reduction of the sphere to exclude territory on all sides of the City: (1) to better align with existing property lines, (2) to remove properties located within Sespe Creek and owned by the Ventura County Watershed Protection District; (3) to coincide with the existing City boundary and City Urban Restriction Boundary (CURB)¹; and (4) to remove territory within the Fillmore-Piru Greenbelt²;

¹ Subject to the City's Save Open Space and Agricultural Resources (SOAR) ordinance, the CURB establishes a boundary within which voter approval is generally required prior to the extension of City services or a change in general plan designation.

² Greenbelts within Ventura County serve the purpose of preserving agriculture and/or open space, providing separation between cities, and/or limiting the extension of urban services.

- The correction of minor mapping errors; and
- An overall reduction of the sphere area.

On January 16, 2013 (in conjunction with LAFCo’s November 14, 2012, MSR prepared for the City), LAFCo reviewed the City’s sphere of influence. The Commission determined that it would review the City’s sphere again after six months, in order to provide the City additional time to address fiscal issues concerning the City. As a result, the sphere remained unchanged.

On October 16, 2013 (pursuant to its action on January 16, 2013), the Commission again reviewed the City’s sphere, and determined that no changes to the sphere were necessary, based upon the following:

- The existing sphere of influence reflected the City’s current service area;
- The City’s General Plan did not include planned development outside the existing City sphere;
- The most recent MSR report did not identify a need to reduce the territory within the City’s sphere; and
- The City’s financial status improved significantly.

At this time, staff recommends that the Commission update the City’s sphere, resulting in a reduction of the sphere through the exclusion of a 0.46-acre property located immediately south of the City at the intersection of A Street and Gasway Drive (Assessor’s Parcel Number 041-0-290-01). Removal of the parcel from the sphere is appropriate because the City’s General Plan land use map does not include a land use designation for the property and the City has no plans for annexation of the property into the City. The existing sphere of influence boundary otherwise continues to reflect the City’s current and probable service area, is consistent with the City’s General Plan land use map, and is justified based on the MSR report³ which demonstrates that the City has the ability to provide urban services at acceptable levels.

Written Determinations

Government Code § 56425(e) requires that, in determining the sphere of influence of an agency, the Commission consider and prepare a written statement of its determinations with respect to each of the following:

- (1) *The present and planned land uses in the area, including agricultural and open-space lands.*
[§ 56425(e)(1)]

³ The MSR report is included as Agenda Item 9 for Commission consideration at the Commission’s February 21, 2018, meeting. The staff recommendation regarding the sphere of influence is based, in part, on the information provided in the draft MSR report.

The 0.46-acre property to be removed from the City sphere has a County General Plan designation of *Open Space – Urban Reserve*⁴ and has no City General Plan land use designation. Additionally, the property, which contains residential development, is located outside the City’s CURB and is subject to the City’s SOAR ordinance. Based on the territory’s County General Plan designation, absence of a City General Plan designation, and subjection to SOAR, the existing use of the land is expected to remain unchanged.

(2) *The present and probable need for public facilities and services in the area.* [§ 56425(e)(2)]

The City does not provide urban services to the land area recommended for removal from the sphere as part of the recommended sphere update. The property is not expected to require the provision of City services, and is anticipated to remain in its current residential land use for the foreseeable future, based on its County General Plan designation, absence of a City General Plan designation, and subjection to the City’s SOAR ordinance. Therefore, there appears to be no need for municipal services from the City within the area in the foreseeable future.

(3) *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.* [§ 56425(e)(3)]

The sphere of influence update, as recommended, would reduce the size of the City’s sphere of influence. Therefore, it would not result in new demands on the City that would adversely impact the present capacity of public facilities and adequacy of public services that the City provides or is authorized to provide.

(4) *The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.* [§ 56425(e)(4)]

The recommended update to the City’s sphere of influence does not involve territory that is known to be a community of interest. Therefore, the sphere of influence update would not result in a detrimental impact to any social or economic communities of interest.

(5) *For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection. . . the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.* [§ 56425(e)(5)]

⁴ The *Urban Reserve* overlay designation is applied to unincorporated land within the adopted sphere of influence of a city. If the Commission updates the City of Fillmore’s sphere to exclude the area as proposed, the County General Plan designation will need to be amended to remove the *Urban Reserve* overlay designation for this area.

The City's current sphere of influence does not include either of the two communities that the Commission determined met the definition of a disadvantaged unincorporated community (Ventura LAFCo Commissioner's Handbook Section 3.2.5). Therefore, the recommended sphere update will not result in changes to available service within any disadvantaged unincorporated communities.

California Environmental Quality Act (CEQA)

A project is defined in CEQA Guidelines § 21065, in part, as "an activity which may cause either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment." The subject sphere of influence update is considered to be a project subject to CEQA because it involves a net reduction to the existing sphere boundary, which will reduce the area available for the expansion of municipal services. However, it is recommended that the Commission find that the reduction in the City's sphere of influence is exempt from CEQA pursuant to § 15061(b)(3) of the CEQA Guidelines, because "it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment." No change in regulation, land use, or development will occur as a result of the recommended sphere of influence update.

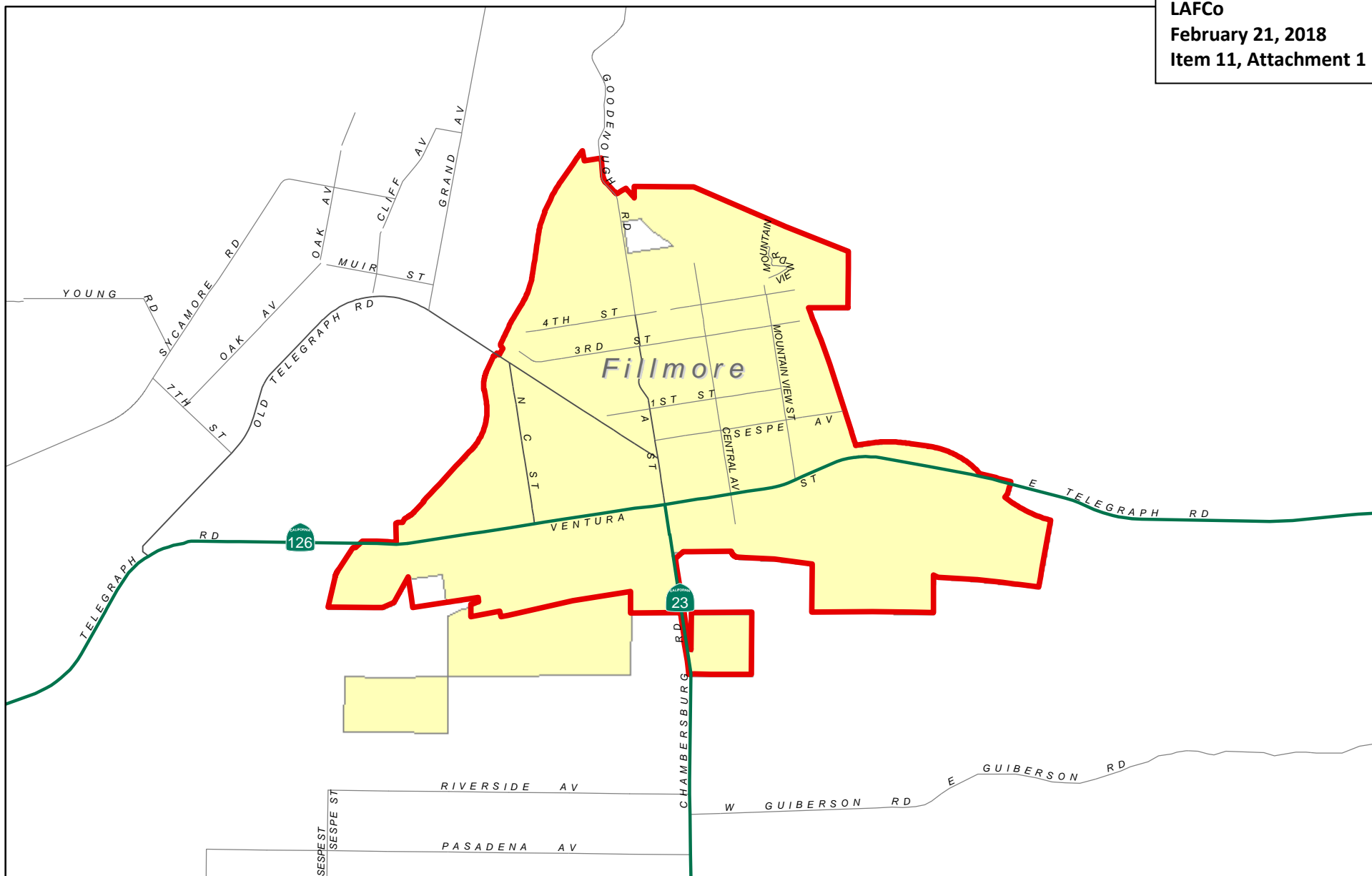
Notice of Public Hearing

This matter has been noticed as a public hearing pursuant to Government Code § 56427. Additionally, all affected agencies have been notified of the public hearing.



Attachments:

1. Existing Sphere of Influence Map for the City of Fillmore
2. Recommended Sphere of Influence Update Map for the Fillmore
3. LAFCo 18-01S Resolution

LAFCo makes every effort to offer legible map files with the online and printed versions of our reports; however, occasionally the need to reduce oversize original maps and/or other technological/software factors can compromise readability. Original maps are available for viewing at the LAFCo office by request.



Legend

-  Fillmore Sphere of Influence
1932.35 acres
-  Fillmore City Boundary
2111.06 acres

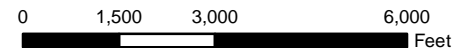
City of Fillmore
 Sphere of Influence as Reviewed by
 The Ventura LAFCo on January 16, 2013

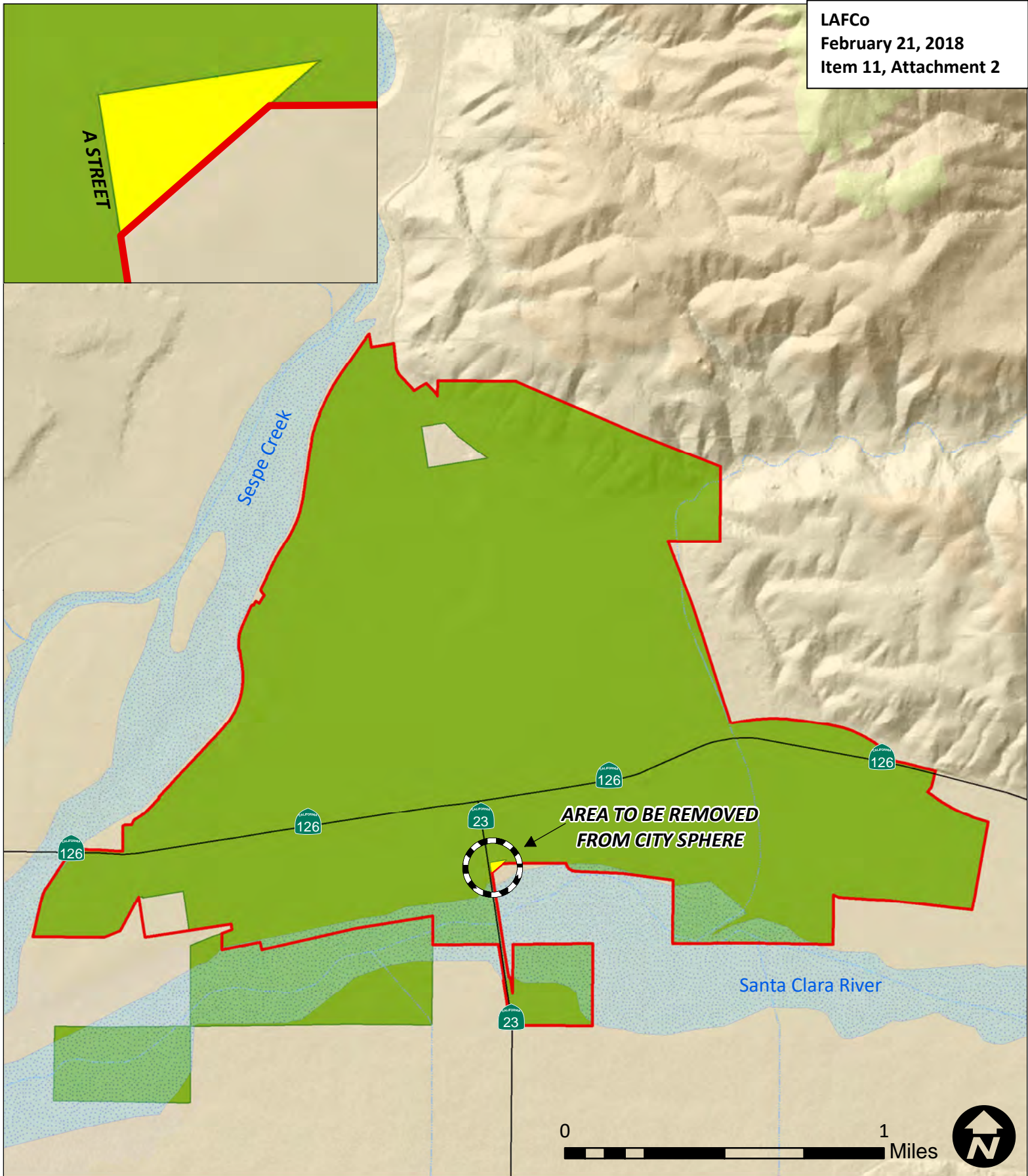
Prepared by the County of Ventura - Information Technology Services Department
 Geographic Information Services Division




State Plane Coordinate System California Zone V - NAD 27

This map was compiled from records and computations

Published: February, 2013





-  Area to be Removed from City Sphere
-  City of Fillmore - City Boundary
-  City of Fillmore - Sphere of Influence Boundary

City of Fillmore
LAFCo 18-01S
City of Fillmore Sphere of Influence Update
February 21, 2018
Attachment 2



LAFCO 18-01S

**RESOLUTION OF THE VENTURA LOCAL AGENCY FORMATION
COMMISSION MAKING DETERMINATIONS AND UPDATING THE
SPHERE OF INFLUENCE FOR THE CITY OF FILLMORE**

WHEREAS, Government Code § 56425 et seq. requires the Local Agency Formation Commission (LAFCo or Commission) to develop and determine the sphere of influence of each local governmental agency within the County; and

WHEREAS, Government Code § 56425(g) requires that LAFCo, as necessary, review and update the adopted sphere of influence boundaries on or before January 1, 2008, and every five years thereafter; and

WHEREAS, the Commission updated the sphere of influence for the City of Fillmore (City) in 2007 and reviewed the sphere in 2013; and

WHEREAS, the Commission desires to update the sphere of influence for the City; and

WHEREAS, no change in regulation, land use, or development will occur as a result of updating the sphere of influence for the City; and

WHEREAS, at the times and in the manner required by law, the LAFCo Executive Officer gave notice of the consideration of this item by the Commission; and

WHEREAS, the sphere of influence update item was duly considered at a public hearing on February 21, 2018, as specified in the notice of hearing; and

WHEREAS, the Commission heard, discussed, and considered all oral and written testimony for and against the sphere of influence update including, but not limited to, the LAFCo Staff Report dated February 21, 2018, and recommendations; and

WHEREAS, the Commission accepted the Municipal Service Review report for the City of Fillmore dated February 21, 2018.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED, AND ORDERED by the Commission as follows:

- (1) The LAFCo Staff Report dated February 21, 2018, and recommended update of the sphere of influence for the City are adopted; and

(2) The subject sphere of influence update is assigned the following distinctive short form designation:

LAFco 18-01S CITY OF FILLMORE SPHERE OF INFLUENCE UPDATE; and

(3) The sphere of influence update for the City is exempt from the California Environmental Quality Act (CEQA) pursuant to § 15061(b)(3) of the CEQA Guidelines, and LAFco staff is directed to file a Notice of Exemption as the lead agency pursuant to § 15062 of the CEQA Guidelines; and

(4) The Commission has considered the criteria set forth in Government Code § 56425(e) and determines as follows:

a. *The present and planned land uses in the area, including agricultural and open-space lands. [§ 56425(e)(1)]*

The 0.46-acre property to be removed from the City sphere has a County General Plan designation of *Open Space – Urban Reserve*¹ and has no City General Plan land use designation. Additionally, the property, which contains residential development, is located outside the City’s CURB² and is subject to the City’s SOAR ordinance. Based on the territory’s County General Plan designation, absence of a City General Plan designation, and subjection to SOAR, the existing use of the land is expected to remain unchanged.

b. *The present and probable need for public facilities and services in the area. [§ 56425(e)(2)]*

The City does not provide urban services to the land area recommended for removal from the sphere as part of the recommended sphere update. The property is not expected to require the provision of City services, and is

¹ The *Urban Reserve* overlay designation is applied to unincorporated land within the adopted sphere of influence of a city. If the Commission updates the City of Fillmore’s sphere to exclude the area as proposed, the County General Plan designation will need to be amended to remove the *Urban Reserve* overlay designation for this area.

² Subject to the City’s Save Open Space and Agricultural Resources (SOAR) ordinance, the CURB establishes a boundary within which voter approval is generally required prior to the extension of City services or a change in general plan designation.

anticipated to remain in its current residential land use for the foreseeable future, based on its County General Plan designation, absence of a City General Plan designation, and subjection to the City's SOAR ordinance. Therefore, there appears to be no need for municipal services from the City within the area in the foreseeable future.

c. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide. [§ 56425(e)(3)]*

The sphere of influence update, as recommended, would reduce the size of the City's sphere of influence. Therefore, it would not result in new demands on the City that would adversely impact the present capacity of public facilities and adequacy of public services that the City provides or is authorized to provide.

d. *The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency. [§ 56425(e)(4)]*

The recommended update to the City's sphere of influence does not involve territory that is known to be a community of interest. Therefore, the sphere of influence update would not result in a detrimental impact to any social or economic communities of interest.

e. *For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection. . . the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence. [§ 56425(e)(5)]*

The City's current sphere of influence does not include either of the two communities that the Commission determined met the definition of a disadvantaged unincorporated community (Ventura LAFCo Commissioner's Handbook Section 3.2.5). Therefore, the recommended sphere update will not result in changes to available service within any disadvantaged unincorporated communities.

- (5) The sphere of influence for the City is hereby updated as generally depicted in Exhibit A, “City of Fillmore – Recommended Sphere of Influence Update, February 21, 2018,” attached hereto; and
- (6) LAFCo staff is directed to have the official Geographic Information System (GIS) sphere of influence data maintained for the Ventura LAFCo by the Ventura County Information Technology Services Department as the official sphere of influence record for the City of Fillmore updated consistent with this action.

This resolution was adopted on February 21, 2018.

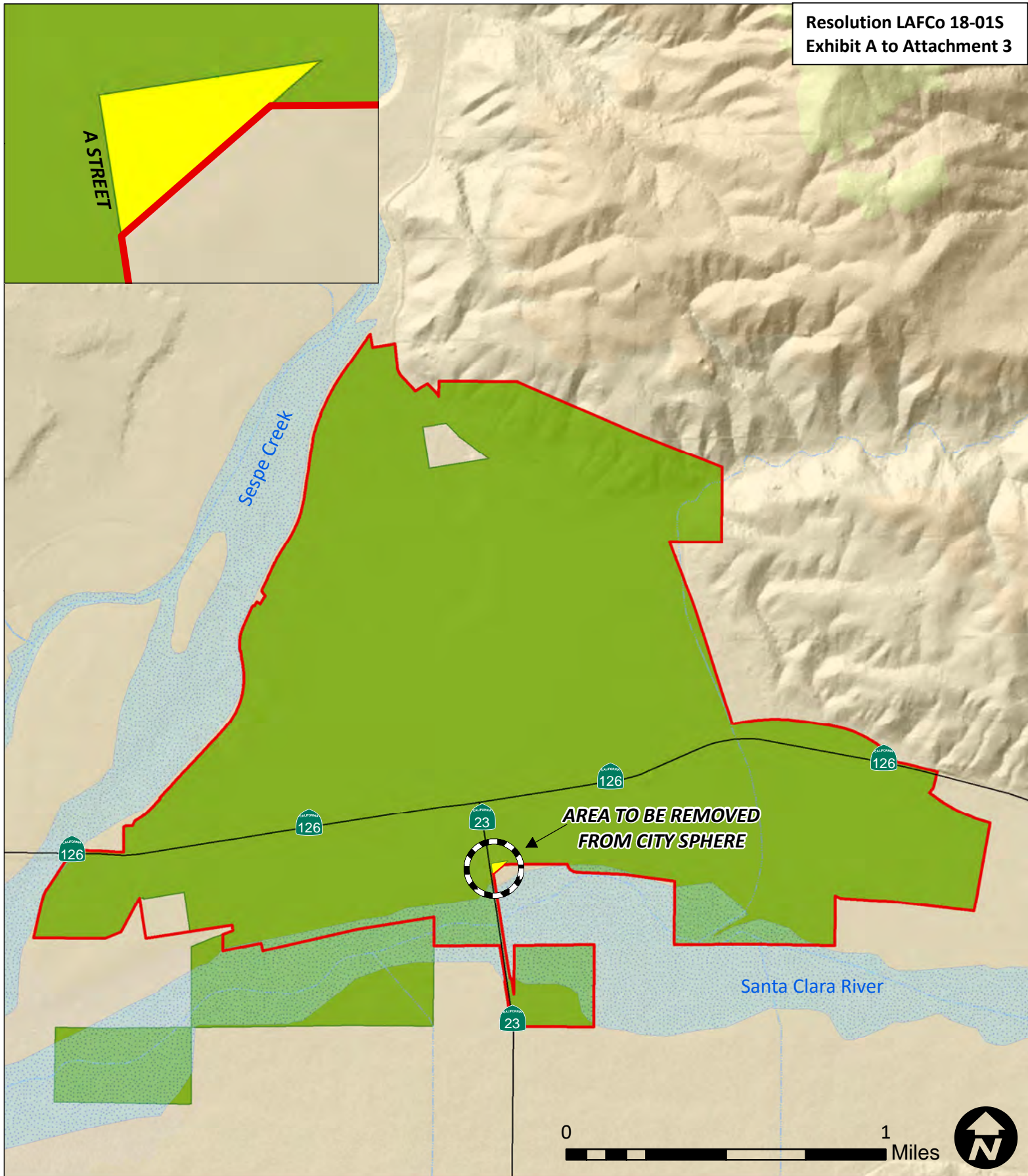
	AYE	NO	ABSTAIN	ABSENT
Commissioner Freeman	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parvin	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ramirez	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Rooney	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ross	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Zaragoza	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bennett	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bill-de la Peña	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
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Alt. Commissioner Waters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>




Date

Linda Parks, Chair, Ventura Local Agency Formation Commission

Attachment: Exhibit A

c: City of Fillmore
Ventura County Information Technology Services Department



-  Area to be Removed from City Sphere
-  City of Fillmore - City Boundary
-  City of Fillmore - Sphere of Influence Boundary

City of Fillmore
LAFCo 18-01S
City of Fillmore Sphere of Influence Update
February 21, 2018
Exhibit A






VENTURA LOCAL AGENCY FORMATION COMMISSION
STAFF REPORT

Meeting Date: February 21, 2018

TO: LAFCo Commissioners

FROM: Kai Luoma, Executive Officer 

SUBJECT: Sphere of Influence Review and Update: LAFCo 18-02S City of Santa Paula

RECOMMENDATIONS:

- A. Determine that the sphere of influence update for the City of Santa Paula (City) is exempt from the California Environmental Quality Act (CEQA) pursuant to § 15061(b)(3) of the CEQA Guidelines.
- B. Review and update the sphere of influence for the City pursuant to Government Code § 56425(g).
- C. Adopt Resolution LAFCo 18-02S (Attachment 1) making determinations and updating the sphere of influence for the City.

BACKGROUND:

Pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code § 56000 et seq.), the Commission was required to determine and adopt a sphere of influence for each city and special district on or before January 1, 2008. A sphere of influence is defined in Government Code § 56076 as the probable physical boundary and service area of a local agency, as determined by the Commission. Every five years thereafter, the Commission must, as necessary, review and update each sphere of influence (Government Code § 56425(g)). Before it may update an agency’s sphere, LAFCo is required to conduct a Municipal Service Review (MSR) pursuant to Government Code § 56430.

In compliance with Government Code § 56425(g), the Commission accepted MSR reports in 2007 and 2012 for the City of Santa Paula, and considered a Draft MSR as a previous agenda item at this LAFCo meeting.

The following represents a summary of sphere of influence review/update actions taken by LAFCo with regard to the City of Santa Paula:

COMMISSIONERS AND STAFF

<p>COUNTY: Linda Parks, Chair John Zaragoza <i>Alternate:</i> Steve Bennett</p>	<p>CITY: Janice Parvin Carmen Ramirez <i>Alternate:</i> Claudia Bill-de la Peña</p>	<p>DISTRICT: Elaine Freeman Mary Anne Rooney <i>Alternate:</i> Andy Waters</p>	<p>PUBLIC: David J. Ross, Vice-Chair <i>Alternate:</i> Pat Richards</p>
<p>Executive Officer Kai Luoma, AICP</p>	<p>Analyst Andrea Ozdy</p>	<p>Office Manager/Clerk Richelle Beltran</p>	<p>Legal Counsel Michael Walker</p>

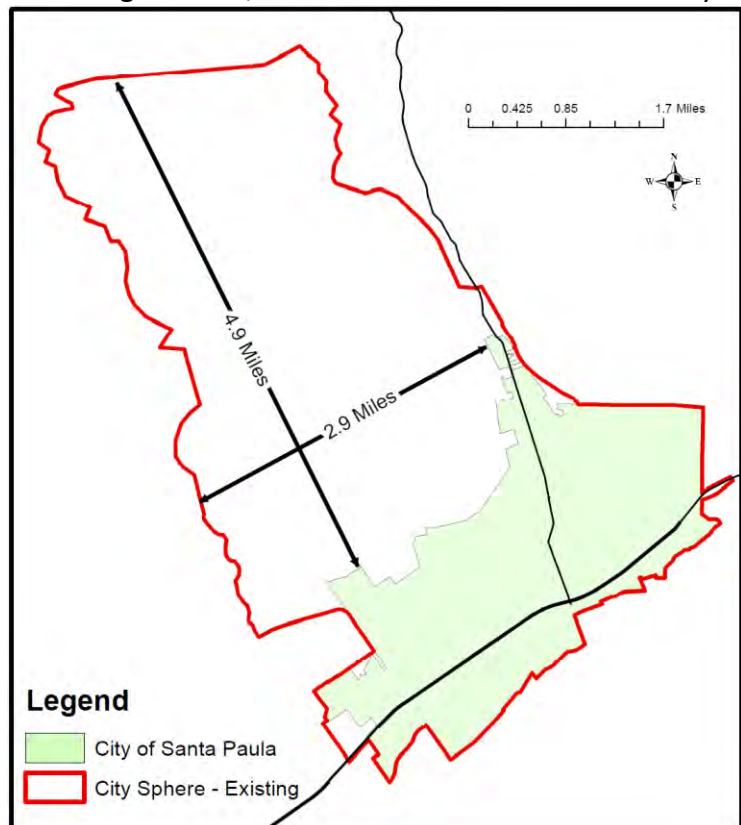
- On June 13, 2007, the Commission updated the City’s sphere of influence (in conjunction with LAFCo’s March 21, 2007, MSR prepared for the City);
- On March 20, 2013, the Commission reviewed, but did not update, the City’s sphere of influence (in conjunction with LAFCo’s November 14, 2012, MSR prepared for the City) (Attachment 2 is the Staff Report prepared for the March 2013 item without attachments - the entire Staff Report, including attachments, is posted on the LAFCo website and available at [Staff Report - March 20, 2013](#));
- On May 20, 2015, the Commission considered a review of the City’s sphere of influence and continued the matter to the meeting of September 16, 2015 (Attachment 3 is the Staff Report prepared for the May 2015 item without attachments - the entire Staff Report, including attachments, is posted on the LAFCo website and available at [Staff Report - May 20, 2015](#));
- On September 16, 2015, the Commission reviewed, but did not update, the City’s sphere of influence (Attachment 4 is the Staff Report prepared for the September 2015 item without attachments - the entire Staff Report, including attachments, is posted on the LAFCo website and available at [Staff Report - September 16, 2015](#)).

DISCUSSION:

Based on the work plan established by the Commission, review/update of the cities’ spheres of influence was to be initiated during 2017. In August 2017, LAFCo staff consulted with the City manager to discuss the sphere of influence, and to determine: (1) if the City has experienced any changes to its service needs or areas since LAFCo’s most recent evaluation of its sphere of influence, and (2) if the City staff anticipates any service changes that would warrant adjustment of the sphere boundaries.

Sphere of Influence:

The City’s sphere of influence contains approximately 11,319 acres of territory, of which 3,653 acres are within City boundaries. Thus, there are approximately 7,666 acres of unincorporated land within the existing sphere of influence, more



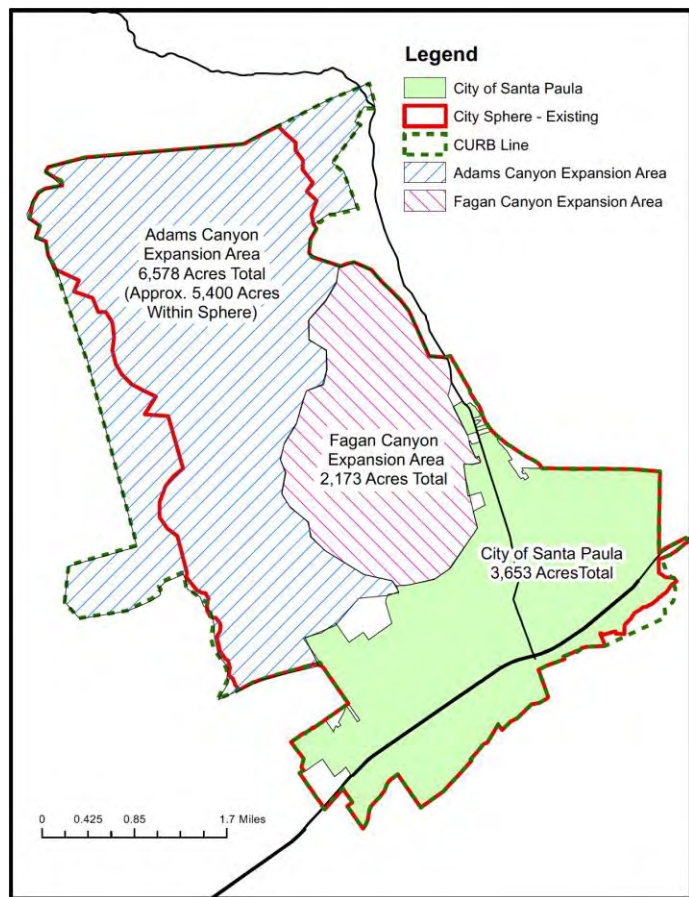
than the spheres of influence for any other city in the County. The majority of this land (approximately 7,586 acres or 11.85 square miles) is located in an area that extends up to approximately five miles north of the City (see inset on previous page).

As explained in more detail later in this report, the current location of the sphere in the area north of the City was determined by LAFCo in 2000. The location was not based on any type of land use plan, infrastructure plan, or service plan and predated the establishment of the City’s urban restriction boundary (CURB). Most of the sphere bisects property lines and properties.

City of Santa Paula General Plan:

The City General Plan divides the area to the north of the City into two “Expansion Areas” totaling approximately 8,750 acres, or 13.7 square miles. These are the “Adams Canyon Expansion Area” and the “Fagan Canyon Expansion Area” (see inset to right). The Adams Canyon Expansion Area extends beyond the sphere of influence and encompasses approximately 6,600 acres, approximately 5,400 of which are located within the sphere of influence. The Fagan Canyon Expansion Area encompasses approximately 2,173 acres, all of which are located within the sphere of influence.

Proposed land uses within the Expansion Areas have been subject to a number of actions by the City and City voters since 2000 and are discussed in detail in the September 16, 2015 Staff Report (Attachment 4). Currently, the City General Plan allows for the following land uses within the Expansion Areas:



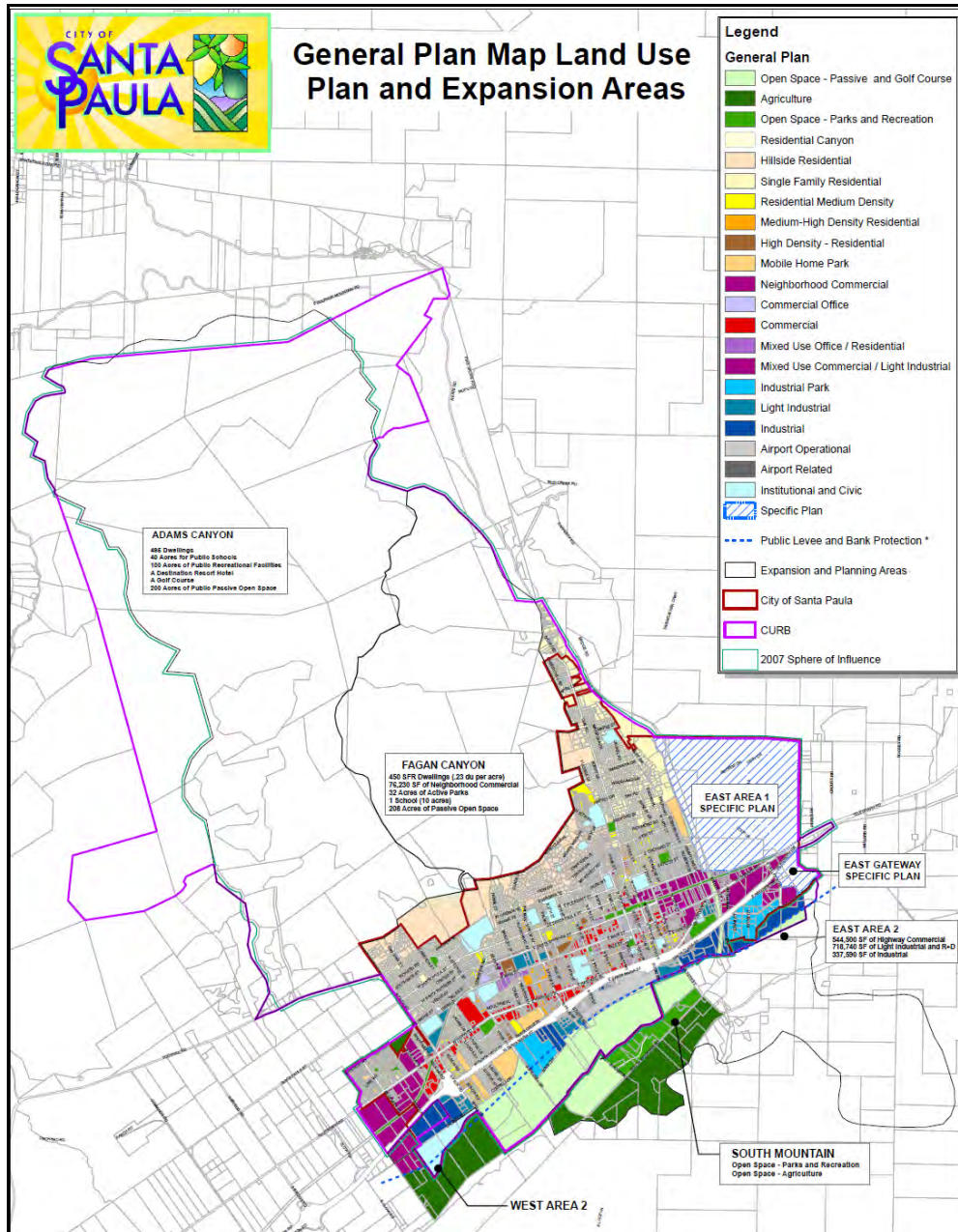
Expansion Area	Use/Acreage
Adams Canyon - 6,578 acres (5,413 acres within current sphere of influence)	Residential - 495 dwelling units
	One resort hotel
	One golf course
	One school - 40 acres
	Recreation - 100 acres
	Open space - 200 acres
Fagan Canyon - 2,173 acres	Single family residential - 450 dwelling units on 1,953 acres
	Commercial - 76,230 square feet on 5 acres
	Active parks - 32 acres
	Open space - 208 acres

The above table is essentially the extent of City land use planning that has occurred in the Expansion Areas. Though the City General Plan lists the uses that are allowed within each Expansion Area, the General Plan does not address future development within the Expansion Areas to the degree required by state general plan law (see *Santa Paula General Plan Map Land Use Plan and Expansion Areas* inset on next page).

The inadequacy of the General Plan as it applies to the Expansion Areas is discussed in more detail in the attached staff reports. In summary, for the territory within the two Expansion Areas, the City General Plan does not include the following required components of a General Plan:

- A land use plan/map that designates the proposed general distribution and general location and extent of the uses of the land (see the *City General Plan Map Land Use Plan* inset on the following page).
- A circulation plan consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, and other local public utilities and facilities, all correlated with the land use element of the plan.
- A plan for the conservation, development, and utilization of natural resources including water and its hydraulic force, soils, rivers and other waters, wildlife, minerals, and other natural resources.
- An Open Space Plan that identifies open space for the preservation of natural resources, managed production of resources (including agriculture), recreation, and public health and safety.

Because the General Plan does not plan for the Expansion Areas consistent with the requirements of state law, it does not provide a reliable means by which to determine the location and extent of potential future development and service needs within either Expansion Area. Without adequate planning it is impossible to determine if the sphere of influence accurately denotes the “plan for the probable boundaries and service area” of the City, as is the purpose of the sphere of influence (Govt. Code § 56076).



Previous LAFCo sphere of influence reviews:

The absence of planning within the Expansion Areas was a significant point of discussion during the Commission's last scheduled review of the City's sphere of influence in 2012-2013. On March 20, 2013 (in conjunction with LAFCo's November 14, 2012, MSR prepared for the City) (Attachment 2 is the Staff Report prepared for the 2013 item without attachments), the Commission reviewed the City sphere and considered the following three options:

1. Determine that no update to the sphere is necessary (i.e., make no changes).
2. Update the sphere of influence to remove most of the Adams Canyon Expansion Area.
3. Update the sphere of influence to remove most of the Adams Canyon Expansion Area and all of the Fagan Canyon Expansion Area.

Following extensive discussion, the Commission took no action related to the sphere of influence¹. As a result of two failed motions (i.e., the first motion (to update the sphere to remove the Adams Canyon Expansion area) failed on a 3-3 vote, and the second motion (to review the sphere and make no changes to it) failed on a 3-3 vote), the "Commission completed the sphere of influence review for the City of Santa Paula and no action to update or otherwise amend the sphere was taken"(minutes for the March 20, 2013 meeting) and the sphere remained in its existing configuration. Though no action regarding the sphere was taken, the Commission encouraged the City to comprehensively plan for the two Expansion Areas prior to LAFCo's next scheduled sphere of influence review in 2017.

Approximately two years later, on May 20, 2015, the Commission again reviewed the sphere of influence for the City² (Attachment 3 is the Staff Report prepared for this item without attachments). The continued absence of comprehensive planning in the Expansion Areas was again the primary topic of discussion. The City requested that the review be continued to 2017 to coincide with LAFCo's adopted five-year review schedule. In a letter dated May 19, 2015, the

¹ No action was taken despite the Commission's determination in 2011 (as a condition of approval of a sphere of influence amendment to the City to allow for the annexation of the East Area 1 Specific Plan) that "Upon this sphere of influence amendment becoming effective, the Commission directs staff to include an amendment to the City sphere of influence removing the area known as Adams Canyon in conjunction with the next sphere of influence review and update scheduled for the City."

² At the March 18, 2015 meeting, staff informed the Commission that the City of Santa Paula's Planning Commission was scheduled to consider a development project and annexation proposal on approximately 50 acres located within the Adams Canyon Expansion Area (the project has since been denied by the City Council). The Commission was also informed that the City had made little progress on planning for the Expansion Areas. Following receipt of the project update, the Commission directed LAFCo staff to agendaize a review of the City's sphere of influence at an upcoming meeting. The review was placed on the agenda for the May 20, 2015 LAFCo meeting.

City's Mayor informed the Commission that "the City took the Commission's charge³ to heart" and that, on May 4, 2015, the City Council had authorized funding to update the City General Plan. According to the City, the update, which is to include the Expansion Areas, was expected to take no more than two years. The Commission continued the matter to the LAFCo meeting of September 16, 2015.

At the September 16, 2015 meeting the absence of comprehensive planning for the Expansion Areas was once again discussed at length (Attachment 4 is the Staff Report prepared for this item without all attachments). In written correspondence and testimony, City representatives informed the Commission that the City would complete an update of its General Plan to fully plan for the Adams Canyon and Fagan Canyon Expansion Areas by the next scheduled sphere review in 2017. Based on the assurances that comprehensive planning would be completed by 2017, the Commission voted 4-3 to make no changes to the sphere and that it would revisit the issue at the next sphere review scheduled for 2017.

City General Plan

To date, the City has not comprehensively planned for either Expansion Area. According to City staff, though the City has begun the process to update its General Plan, comprehensive land use planning for the Expansion Areas will not be included⁴. Instead, any effort to comprehensively plan for either Expansion Area must be driven by the property owners, not the City. Though representatives of property owners in Adams Canyon have submitted preliminary land use and other plans to the City as part of a preliminary review process, as of the writing of this staff report, no formal application to comprehensively plan for either Expansion Area has been filed with the City.

While the City's General Plan acknowledges the two Expansion Areas and provides a tally of contemplated development within each (i.e., number of dwellings and a list of potential facilities), it remains inconsistent with California general plan law (Government Code § 65302) as it does not provide any specificity as to:

³ The "charge" refers to the Commission's encouragement in March 2013 that the City comprehensively plan for the Expansion Areas before the next LAFCo sphere review scheduled in 2017.

⁴ In October 2017, the City completed a 2040 General Plan Update Background Report. The Background Report is not a policy document, but rather documents existing conditions and is to be used for informational purposes for the General Plan update and establish the baseline setting to be used during environmental review. In November 2017, the City issued a revised notice of preparation (NOP) for the preparation of a draft environmental impact report for the General Plan update. No proposed land use plans for either Expansion Area are included as part of the Background Report or NOP.

- type of land use (i.e., proposed general distribution and general location and extent of the uses of the land);
- circulation (i.e., general location and extent of existing and proposed major thoroughfares and transportation routes);
- infrastructure and public facilities (i.e., general location and extent);
- hazards (e.g., seismically-induced surface rupture, ground-shaking, slope instability leading to mudslides and landslides, flooding, and wildland and urban fires); or
- open space planning.

As a result, the City has not demonstrated that the sphere of influence represents the probable boundaries and service area for the City. Moreover, there is no apparent basis for the current location of the sphere of influence. When LAFCo determined the sphere in 2000, it based its location on a conceptual level of development envisioned, but never planned for, by the City. That level of development is no longer allowed. The current location of the sphere is not based on any of the criteria and policies that LAFCo would normally use as a basis for determining the location of a city sphere of influence, as discussed later in this report.

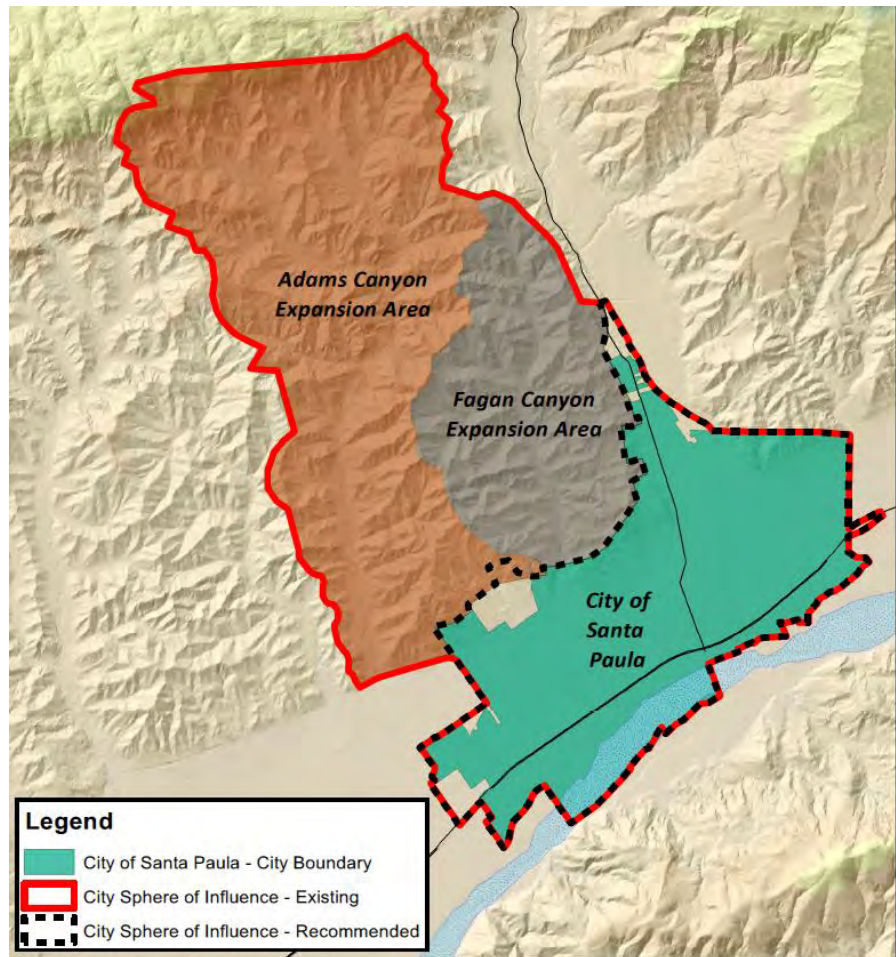
When the sphere of influence was established in its current location, there were no voter-imposed restrictions on the level of development that could occur within either Expansion Area. There was no voter-imposed limitation on the level of development in the Fagan Canyon Expansion Area when it was included in the sphere in 1998, enabling the City in 2005 to approve a development in Fagan Canyon consisting of 2,155 residential units and other uses. Likewise, the City's request to LAFCo in 2000 to include the Adams Canyon Expansion Area within the sphere was based on anticipated development that included 2,250 residential units, 152,000 square feet of commercial uses, 2 hotels, 2 golf courses, schools, and recreational areas. The current voter-imposed limitations on the amount of development in Fagan Canyon and Adams Canyon occurred in 2006 and 2007, respectively. Therefore, the level of potential development envisioned by the City within the sphere of influence has been reduced from 4,405 units to a maximum of 945 units (a decrease of 79%). Potential commercial development was reduced by over 50%, and the number of hotels and golf courses was reduced from two to one. However, even though the level of allowed development was substantially reduced, there was never a corresponding reduction to area within the sphere of influence. As a result, the 5,413 acres of unincorporated land north of the City within the sphere of influence represents a 250% increase in the territory of the City to accommodate an approximately 11% increase in population⁵.

⁵ The City is 3,653 acres in area. The percentage increase in population assumes 3.5 persons per unit for the Expansion Areas and an estimated 2016 City population of 30,752 per the State Department of Finance .

In addition, the substantial reduction in the level of allowed development in the Expansion Areas results in a corresponding reduction in the amount of area that would otherwise have been necessary to accommodate development, resulting in thousands of additional acres of open space that were once considered to be necessary for the envisioned development that would no longer be developed and need urban services. LAFCo policies generally provide that only territory in need of urban services should be annexed to a city. Therefore, the thousands of acres that would not be developed would likely not be annexed to the City, in which case the sphere of influence does not represent the probable boundaries and service area of the City.

Determining a Sphere of Influence

Staff recommends that the Commission update the City’s sphere to remove both the Adams Canyon Expansion Area and the Fagan Canyon Expansion Area (see inset). The recommended changes to the sphere involve a reduction of the existing sphere to generally align with the areas the City has planned for in its General Plan, as depicted on the City’s *General Plan Map Land Use Plan and Expansion Areas*. As part of staff’s recommendation, the following unincorporated areas would remain in the sphere, most notably:



- Two agricultural parcels totaling approximately 110 acres located north of Santa Paula Cemetery. Approximately 89 acres are designated for *Hillside Residential* on the City’s *General Plan Map Land Use Plan and Expansion Areas*. The remaining approximately 21-acre area does not have a City General Plan land use designation but is included within the recommended sphere due to Ventura

LAFCo’s policy that sphere boundaries should coincide with lines of assessment or ownership (Ventura LAFCo Commissioner’s Handbook Section 4.1.3.2).

- Several residential parcels, totaling approximately 40 acres, located along State Route 150 (Ojai-Santa Paula Road). These parcels are designated for residential uses by the City General Plan.

The recommended sphere boundary reflects the City’s current and probable service area, is consistent with the City’s General Plan land use map, and is justified based on the MSR report⁶ which demonstrates that the City has the ability to provide urban services at acceptable levels. Should the Commission approve the recommended sphere of influence, any future development and annexation proposal within either Expansion Area would then be accompanied by a concurrent sphere of influence amendment request to LAFCo, the evaluation of which would be based on an approved land use plan, infrastructure plan, plan for services, and a comprehensive environmental review.

Government Code § 56425(e) provides that in determining a sphere of influence, the Commission must prepare written determinations with respect to five areas of consideration. Each of these considerations is listed below followed by a brief discussion as they apply to the current and the recommended sphere of influence:

(1) *The present and planned land uses in the area, including agricultural and open-space lands.*

Current sphere of influence:

The approximately 7,586 acres of unincorporated territory within the Adams and Fagan Canyon Expansion Areas that are recommended for removal from the sphere of influence are primarily undeveloped open space land, with agriculture (orchards) in limited areas. The County General Plan land use map designates approximately 87% of the territory within the sphere of influence north of the City as “Open Space,” with the remaining approximately 13% designated “Agricultural.” Thus, the planned uses are open space and agricultural uses.

The City’s *General Plan Map Land Use Plan and Expansion Areas* has not identified land use designations for any of the areas that are recommended to be removed from the City sphere, or the location and extent of future development within this area. Based on the

⁶ The MSR report is included as Agenda Item 9 for Commission consideration at the Commission’s February 21, 2018, meeting. The staff recommendation regarding the sphere of influence is based, in part, on the information provided in the draft MSR report.

territory's County General Plan designations and the prolonged absence of City planning for the area, the existing uses of the land are expected to remain unchanged.

Recommended sphere of influence:

The recommended sphere of influence generally follows City boundaries north of the City. It includes two parcels, totaling 110 acres, located in unincorporated area that are currently used primarily for orchards. The City general plan designates approximately 90 of these 110 acres for residential use. In addition, the recommended sphere of influence includes approximately 40 acres of unincorporated residential uses located along State Route 150 north of the City.

(2) *Present and probable need for public facilities and services in the area.*

Current sphere of influence:

The territory in the Adams and Fagan Canyon Expansion Areas that is recommended for removal from the sphere of influence is primarily undeveloped open space land with agriculture (orchards) in some areas. The County's Agricultural and Open Space General Plan and zoning designations allow for the existing uses to continue, thus there is no current or probable need for public facilities and services in the area. The area recommended to be removed from the City sphere does not receive urban services from the City and there is no adopted plan for the City to provide municipal services to the area. The territory contains rugged terrain, steep slopes, narrow canyons, and is subject to fire, flooding, and landslide danger. The area is anticipated to remain in undeveloped open space for the foreseeable future, based on its County General Plan designations and the absence of City planning for the area (e.g., the location and extent of future development). Therefore, there appears to be no need for municipal services from the City within the area in the foreseeable future.

Moreover, given the size of the Expansion Areas and the limitations on the amount of development that can occur under the City General Plan, it is expected that should the City conduct comprehensive planning for the territory, the majority of the area within the sphere of influence would not be planned for urban development. As a result, a majority of the area would not be in need of municipal services and annexation to the City would be unnecessary, in which case the current sphere of influence is likely not consistent with the probable service area of the City.

Recommended sphere of influence:

The recommended sphere of influence generally follows City boundaries north of the City and has been designated for urban development by the City general plan. With the exception of the approximately 20 acres that has no City land use designation discussed previously, the unincorporated area that would remain in the sphere is designated for residential or urban uses by the City General Plan. Therefore, the recommended sphere of influence includes area where there is a present or probable need for public services and facilities.

- (3) *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*

Current sphere of influence:

The sphere of influence update, as recommended, would reduce the size of the City's sphere. Therefore, it would not result in new demands on the City that would adversely impact the present capacity of public facilities and adequacy of public services that the City provides or is authorized to provide. Due to the absence of comprehensive planning for the area, the location, extent, and service needs of future development have not been identified or analyzed and the ability of the City to provide adequate facilities and services in support of development has not been demonstrated.

Recommended sphere of influence:

The recommended sphere of influence generally follows City boundaries north of the City and has been designated for urban development by the City General Plan. With the exception of the approximately 20 acres that has no City land use designation discussed previously, the unincorporated area that would remain in the sphere is designated for residential or urban uses by the City General Plan. The City's land use plan, circulation plan, and infrastructure/service plans take into consideration current and potential development of the areas within the recommended sphere of influence. Therefore, it appears that the present capacity of public facilities and adequacy of public services provided by the City are adequate to serve the territory within the recommended sphere of influence.

- (4) *Social or economic communities of interest in the area.*

Staff is not aware of any social or economic communities of interest within or adjacent to the current or recommended sphere of influence.

(5) Any disadvantaged unincorporated community within the existing sphere of influence.

As defined by Section 56033.5 of the Government Code, a “Disadvantaged Unincorporated Community” (DUC) is a community with an annual median household income that is less than 80 percent of the statewide annual median household income. There are no DUCs within or contiguous to the existing or recommended sphere of influence.

Ventura LAFCo’s Commissioner’s Handbook

The Commissioner’s Handbook (Handbook) is a compendium of the Commission’s local policies. Division 4 contains policies and standards related to determining, updating, and amending sphere of influence boundaries. As discussed below, particular sections of the Handbook pertaining to spheres of influence merit consideration with regard to the sphere for City of Santa Paula.

- Commissioners Handbook Section 4.3.1.1(a) provides that LAFCo favors sphere of influence boundaries that coincide with existing or planned service areas.

The City does not provide services to the area within the sphere of influence and has prepared no plans to determine the location, extent, cost, or financing for the provision of services within the sphere. Therefore, the current sphere of influence does not coincide with an existing or planned service area of the City.

The recommended sphere of influence, which generally follows City boundaries and includes areas that have been planned for in the City general plan, does coincide with existing and planned service areas of the City.

- Handbook Section 4.1.3.2 provides that sphere of influence boundaries should coincide with lines of assessment or ownership or a legal description.

In the area north of the City, the length of the sphere is approximately 13 miles, approximately eight miles of which, or 61.5%, does not coincide with lines of assessment or ownership or legal descriptions. The sphere crosses property lines and bisects several parcels.

The entirety of the recommended sphere of influence coincides with lines of assessment or ownership.

- Handbook Section 4.3.2.1 provides that LAFCo will approve sphere of influence amendments and updates which are likely to result in the conversion of prime agricultural

or existing open space land use to other uses only if the Commission finds that the amendment or update will lead to planned, orderly, and efficient development.

In the territory within the current sphere, the County General Plan designates approximately 960 acres for agricultural use and approximately 6,626 acres for open space. Therefore, any development in the area would result in the conversion of agricultural or open space land to other uses. However, due to the absence of City land use planning, the Commission has not made a finding for the current sphere of influence that the conversion of agricultural and open space to allow for the level of development envisioned by the City General Plan will lead to planned, orderly, and efficient development.

Pursuant to this Handbook Section, LAFCo will find development to be “planned, orderly, and efficient” only if it meets all of the following criteria:

- a. *The territory is likely to be developed within 5 years and has been designated for non-agricultural or open space use by applicable general and specific plans.*

The City General Plan does not designate the territory within the current sphere of influence for non-agricultural or open space use. There are no specific plans for the area.

The City General Plan does designate the majority of the area within the recommended sphere of influence for non-agricultural and open space uses.

- b. *Insufficient non-prime agricultural or vacant land exists within the sphere of influence of the agency that is planned and developable for the same general type of use.*

The 500-acre East Area 1 Specific Plan was annexed to the City in 2013 and is approved for the development of 1,500 residential units, commercial development, and other uses. Therefore, there exists sufficient vacant land within the City and sphere of influence that is developable for the same general type of use that is envisioned for the area north of the City.

- c. *The proposal will have no significant adverse effects on the physical and economic integrity of other prime agricultural or existing open space lands.*

Due to the absence of City land use planning in the expansion areas, the extent of adverse effects that development would have on the physical and economic integrity of other prime agricultural or existing open space lands in the area cannot be determined. Therefore, this criterion, which requires a finding that no significant adverse impacts would occur, cannot be met.

The recommended sphere of influence includes areas that are largely designated for urban use by the City general plan and about other areas that are already developed with, or planned for, urban uses. Impacts to these agricultural/open space lands were identified and evaluated in the City General Plan and accompanying environmental review.

- d. *The territory is not within an area subject to a Greenbelt Agreement adopted by a city and the County of Ventura. If a City proposal involves territory within an adopted Greenbelt area, LAFCo will not approve the proposal unless all parties to the Greenbelt Agreement amend the Greenbelt Agreement to exclude the affected territory.*

The territory within the current and recommended spheres of influence are not subject to a Greenbelt Agreement.

- e. *The use or proposed use of the territory involved is consistent with local plan and policies.*

The City's proposed use for the subject territory within the current sphere of influence includes development of no more than 945 residences, 76,230 square feet of commercial development (in the Fagan Canyon Expansion Area only), and a hotel/golf course (in the Adams Canyon Expansion Area only). However, the City has not prepared a local plan for the proposed use in the subject territory. Therefore, the proposed use is not consistent with a local plan or policies.

The recommended sphere of influence contains territory that that has been designated by the City General Plan for urban uses and, therefore, development within it would appear to be consistent with the City's plans for the area.

California Environmental Quality Act (CEQA)

A project is defined in CEQA Guidelines § 21065, in part, as "an activity which may cause either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment." The subject sphere of influence update is considered to be a project subject to CEQA because it involves a net reduction to the existing sphere boundary, which will reduce the area available for the expansion of municipal services. However, it is recommended that the Commission find that the reduction in the City's sphere of influence is exempt from CEQA pursuant to § 15061(b)(3) of the CEQA Guidelines, because "it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment." No change in regulation, land use, or development will occur as a result of the recommended sphere of influence update.

Notice of Public Hearing

This matter has been noticed as a public hearing pursuant to Government Code § 56427. Additionally, all affected agencies have been notified of the public hearing.

ALTERNATIVE ACTIONS AVAILABLE

1. The Commission can choose to review the sphere of influence for the City of Santa Paula and determine that no update to the sphere is necessary (i.e., make no changes).
2. The Commission can choose to review the sphere of influence for the City of Santa Paula and determine that an update to the sphere that is different from that recommended by staff is warranted. The Commission should direct staff to prepare a sphere of influence map consistent with its direction and prepare a resolution making determinations and updating the City's sphere of influence for consideration at a future LAFCo meeting.

Attachments:

1. LAFCo 18-02S Resolution
2. Staff Report - March 20, 2013 (without all attachments)
3. Staff Report - May 20, 2015 (without all attachments)
4. Staff Report – September 16, 2015 (without all attachments)

LAFCo makes every effort to offer legible map files with the online and printed versions of our reports; however, occasionally the need to reduce oversize original maps and/or other technological/software factors can compromise readability. Original maps are available for viewing at the LAFCo office by request.

LAFCO 18-02S

**RESOLUTION OF THE VENTURA LOCAL AGENCY FORMATION
COMMISSION MAKING DETERMINATIONS AND UPDATING THE
SPHERE OF INFLUENCE FOR THE CITY OF SANTA PAULA**

WHEREAS, Government Code § 56425 et seq. requires the Local Agency Formation Commission (LAFCo or Commission) to develop and determine the sphere of influence of each local governmental agency within the County; and

WHEREAS, Government Code § 56425(g) requires that LAFCo, as necessary, review and update the adopted sphere of influence boundaries on or before January 1, 2008, and every five years thereafter; and

WHEREAS, the Commission updated the sphere of influence for the City of Santa Paula (City) in 2007 and reviewed the City's sphere of influence in 2013 and 2015; and

WHEREAS, the Commission desires to update the sphere of influence for the City; and

WHEREAS, no change in regulation, land use, or development will occur as a result of updating the sphere of influence for the City; and

WHEREAS, at the times and in the manner required by law, the LAFCo Executive Officer gave notice of the consideration of this item by the Commission; and

WHEREAS, the sphere of influence update item was duly considered at a public hearing on February 21, 2018, as specified in the notice of hearing; and

WHEREAS, the Commission heard, discussed, and considered all oral and written testimony for and against the sphere of influence update including, but not limited to, the LAFCo Staff Report dated February 21, 2018, and recommendations; and

WHEREAS, the Commission accepted the Municipal Service Review report for the City of Santa Paula dated February 21, 2018.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED, AND ORDERED by the Commission as follows:

- (1) The LAFCo Staff Report dated February 21, 2018, and recommended update of the sphere of influence for the City are adopted; and

(2) The subject sphere of influence update is assigned the following distinctive short form designation:

LAFco 18-02S CITY OF SANTA PAULA SPHERE OF INFLUENCE UPDATE; and

(3) The sphere of influence update for the City is exempt from the California Environmental Quality Act (CEQA) pursuant to § 15061(b)(3) of the CEQA Guidelines, and LAFco staff is directed to file a Notice of Exemption as the lead agency pursuant to § 15062 of the CEQA Guidelines; and

(4) The Commission has considered the criteria set forth in Government Code § 56425(e) and determines as follows:

a. *The present and planned land uses in the area, including agricultural and open-space lands. [§ 56425(e)(1)]*

Current sphere of influence: The approximately 7,586 acres of unincorporated territory within the Adams and Fagan Canyon Expansion Areas that are recommended for removal from the sphere of influence are primarily undeveloped open space land, with agriculture (orchards) in limited areas. The County General Plan land use map designates approximately 87% of the territory within the sphere of influence north of the City as “Open Space,” with the remaining approximately 13% designated “Agricultural.” Thus, the planned uses are open space and agricultural uses.

The City’s *General Plan Map Land Use Plan and Expansion Areas* has not identified land use designations for any of the areas that are recommended to be removed from the City sphere, or the location and extent of future development within this area. Based on the territory’s County General Plan designations and the prolonged absence of City planning for the area, the existing uses of the land are expected to remain unchanged.

Recommended sphere of influence: The recommended sphere of influence generally follows City boundaries north of the City. It includes two parcels, totaling 110 acres, located in unincorporated area that are currently used primarily for orchards. The City general plan designates approximately 90 of these 110 acres for residential use. In addition, the recommended sphere of influence includes approximately 40 acres of unincorporated residential uses located along State Route 150 north of the City.

b. *The present and probable need for public facilities and services in the area.*
[§ 56425(e)(2)]

Current sphere of influence: The territory in the Adams and Fagan Canyon Expansion Areas that is recommended for removal from the sphere of influence is primarily undeveloped open space land with agriculture (orchards) in some areas. The County's Agricultural and Open Space General Plan and zoning designations allow for the existing uses to continue, thus there is no current or probable need for public facilities and services in the area. The area recommended to be removed from the City sphere does not receive urban services from the City and there is no adopted plan for the City to provide municipal services to the area. The territory contains rugged terrain, steep slopes, narrow canyons, and is subject to fire, flooding, and landslide danger. The area is anticipated to remain in undeveloped open space for the foreseeable future, based on its County General Plan designations and the absence of City planning for the area (e.g., the location and extent of future development). Therefore, there appears to be no need for municipal services from the City within the area in the foreseeable future.

Moreover, given the size of the Expansion Areas and the limitations on the amount of development that can occur under the City General Plan, it is expected that

should the City conduct comprehensive planning for the territory, the majority of the area within the sphere of influence would not be planned for urban development. As a result, a majority of the area would not be in need of municipal services and annexation to the City would be unnecessary, in which case the current sphere of influence is likely not consistent with the probable service area of the City.

Recommended sphere of influence: The recommended sphere of influence generally follows City boundaries north of the City and has been designated for urban development by the City general plan. With the exception of the approximately 20 acres that has no City land use designation discussed previously, the unincorporated area that would remain in the sphere is designated for residential or urban uses by the City General Plan. Therefore, the recommended sphere of influence includes area where there is a present or probable need for public services and facilities.

c. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide. [§ 56425(e)(3)]*

Current sphere of influence: The sphere of influence update, as recommended, would reduce the size of the City's sphere. Therefore, it would not result in new demands on the City that would adversely impact the present capacity of public facilities and adequacy of public services that the City provides or is authorized to provide. Due to the absence of comprehensive planning for the area, the location, extent, and service needs of future development have not been identified or analyzed and the ability of the City to provide adequate facilities and services in support of development has not been demonstrated.

Recommended sphere of influence: The recommended sphere of influence generally follows City boundaries north of the City and has been designated for urban development by the City General Plan. With the exception of the approximately 20 acres that has no City land use designation discussed previously, the unincorporated area that would remain in the sphere is designated for residential or urban uses by the City General Plan. The City's land use plan, circulation plan, and infrastructure/service plans take into consideration current and potential development of the areas within the recommended sphere of influence. Therefore, it appears that the present capacity of public facilities and adequacy of public services provided by the City are adequate to serve the territory within the recommended sphere of influence.

- d. ***The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency. [§ 56425(e)(4)]***

There are no known social or economic communities of interest within or adjacent to the current or recommended sphere of influence.

- e. ***For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection. . . the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence. [§ 56425(e)(5)]***

As defined by Section 56033.5 of the Government Code, a "Disadvantaged Unincorporated Community" (DUC) is a community with an annual median household income that is less than 80 percent of the statewide annual median

household income. There are no DUCs within or contiguous to the existing or recommended sphere of influence.

- (5) The sphere of influence for the City is hereby updated as generally depicted in Exhibit A, “City of Santa Paula – Recommended Sphere of Influence Update, February 21, 2018,” attached hereto; and
- (6) LAFCo staff is directed to have the official Geographic Information System (GIS) sphere of influence data maintained for the Ventura LAFCo by the Ventura County Information Technology Services Department as the official sphere of influence record for the City of Santa Paula updated consistent with this action.

This resolution was adopted on February 21, 2018.

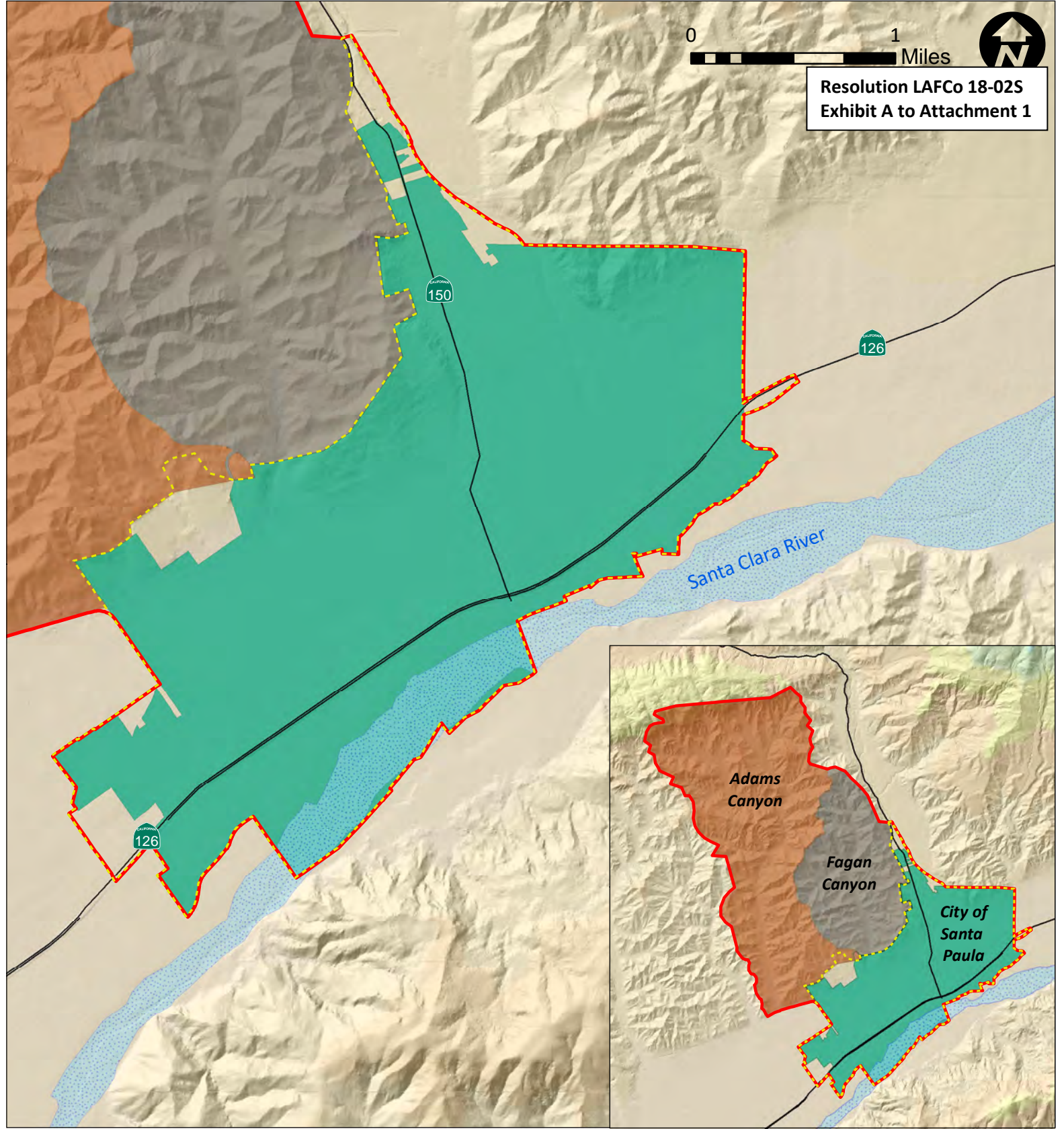
	AYE	NO	ABSTAIN	ABSENT
Commissioner Freeman	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Parvin	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ramirez	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Rooney	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Ross	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Zaragoza	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bennett	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Bill-de la Peña	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Richards	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Waters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>






Date

Linda Parks, Chair, Ventura Local Agency Formation Commission

Attachment: Exhibit A

c: City of Santa Paula
Ventura County Information Technology Services Department



-  City of Santa Paula - City Boundary
-  City Sphere of Influence - Existing
-  City Sphere of Influence - Recommended
-  "Adams Canyon Expansion Area" (approx. 5,413 acres)
-  "Fagan Canyon Expansion Area" (approx. 2,173 acres)

City of Santa Paula
LAFCo 18-02S
City of Santa Paula
Sphere of Influence Update
February 21, 2018
Exhibit A





VENTURA LOCAL AGENCY FORMATION COMMISSION
STAFF REPORT

Meeting Date: March 20, 2013

TO: LAFCo Commissioners
FROM: Kai Luoma, Deputy Executive Officer
SUBJECT: LAFCo 13-02S City of Santa Paula Sphere of Influence Review
(Continued from January 16, 2013)

RECOMMENDATIONS:

It is recommended that the Commission approve one of the following options:

Option 1 - Review the sphere of influence for the City of Santa Paula and determine that no update is necessary.

Option 2 - Adopt the attached Resolution (Attachment 10) making determinations and updating the sphere of influence for the City of Santa Paula to remove the Adams Canyon Expansion Area from the sphere of influence for the City of Santa Paula, consistent with Option 2 as discussed in the Staff Report.

Option 3 - Adopt the attached Resolution (Attachment 11) making determinations and updating the sphere of influence for the City of Santa Paula to remove both the Adams Canyon and Fagan Canyon Expansion Areas from the sphere of influence for the City of Santa Paula, consistent with Option 3 as discussed in the Staff Report.

BACKGROUND:

Santa Paula Sphere of influence

The Santa Paula sphere of influence (sphere) encompasses approximately 11,330 acres (17.7 square miles), of which approximately 3,550 acres (5.5 square miles) is within the City of Santa Paula boundary and approximately 7,780 acres (12.2 square miles) is unincorporated territory (Attachment 1). This makes it the largest city sphere in the County

COMMISSIONERS AND STAFF

COUNTY: Kathy Long Linda Parks, Vice Chair <i>Alternate:</i> Steve Bennett	CITY: Carl Morehouse Janice Parvin <i>Alternate:</i> Carol Smith	DISTRICT: Bruce Dandy Gail Pringle, Chair <i>Alternate:</i> Elaine Freeman	PUBLIC: Linda Ford-McCaffrey <i>Alternate:</i> Lou Cunningham
Executive Officer: Kim Uhlich	Dep. Exec. Officer Kai Luoma	Office Mgr/Clerk Debbie Schubert	Legal Counsel Michael Walker

despite the fact that Santa Paula is the fourth smallest city by area. In addition, it is the only city in the county for which the area of unincorporated territory within its sphere exceeds the total area within the city boundary. The following table lists the acreage within the boundary of each city and the acreage of unincorporated area within each city's sphere:

City	City Area within Sphere*	Unincorporated Area within Sphere*
Fillmore	2,111	0
Moorpark	7,982	0
Port Hueneme	2,888	0
Thousand Oaks	35,435	1,921
Camarillo	12,594	2,048
San Buenaventura	14,182	2,180
Ojai	2,795	2,364
Oxnard	17,219	2,800
Simi Valley	27,052	4,003
Santa Paula	3,550	7,783

* Excludes offshore area

More specifically, the amount of unincorporated area within the Santa Paula sphere is more than 2 times larger than the area of the City. The following table lists in order the percentage increase in the size of each city if the unincorporated territory within each sphere were to be annexed:

City	Percentage Increase in City Area if all Territory within Sphere were to be Annexed
Fillmore	0.0%
Moorpark	0.0%
Port Hueneme	0.0%
Thousand Oaks	5.4%
Simi Valley	14.8%
San Buenaventura	15.3%
Oxnard	16.3%
Camarillo	16.4%
Ojai	84.6%
Santa Paula	219.2%

In 1998, the City updated its General Plan to (among other revisions) include two "Expansion Areas" north of the City: the 5,413-acre Adams Canyon Expansion Area and the 2,173-acre Fagan Canyon Expansion Area. At the time, both areas were located outside of the City sphere. In 1999, the City filed a request with LAFCo to amend the City sphere to include both Expansion Areas. After multiple meetings involving hundreds of speakers and thousands of pages of correspondence, the Commission initially approved

the inclusion of only the Fagan Canyon Expansion Area within the sphere. The denial of the request to include the Adams Canyon Expansion Area was primarily due to concerns about the capacity of the City to provide services. The City subsequently filed a request for reconsideration accompanied by a white paper report which included a discussion of how the City would provide services. The Commission considered the reconsideration request in 2000 and, partly based on the white paper report, approved the sphere amendment to include both Expansion Areas.

City of Santa Paula White Paper Report – Sphere of Influence

The City's white paper report was intended "to give a broad overview of how Santa Paula will solve some of the more pressing issues" relating to City services and the infrastructure needed to serve proposed development within the Expansion Areas. In short, the white paper outlined the various General Plan policies that might apply to a development project within the Expansion Areas, as well as the City's plans to adopt impact fees and other requirements to which development would be subject. The report acknowledges that little in the way of planning has occurred within the Expansion Areas in terms of land use, circulation, infrastructure, public facilities, and open space. The report specified that the next step after inclusion of these areas within the sphere would be the development of a specific plan for each area, in which planning and the provision of services would be addressed. The white paper also indicates that in order to prepare for development in the Expansion Areas, the City was working on a number of studies, including "detailed infrastructure planning and impact analysis across the boards [sic]." These were to include capital facilities plans for water, sewer, transportation, drainage, parks and recreation, and general services.

In 2005, the City approved a request to amend the General Plan and a specific plan in Fagan Canyon. The approved project increased the number of allowable units in Fagan Canyon from 450 to 2,155 and allowed for an increased amount of commercial development. This project was the subject of a referendum effort and was subsequently rejected by voters, as discussed in more detail later in this report. To date there are no approved specific plans for either Expansion Area and staff is aware of no detailed land use or infrastructure planning for the Expansion Areas having been conducted by the City.

History of Development Proposals in Adams and Fagan Canyons 1998-2007

Since the adoption of the General Plan Update in 1998 and the approval of the sphere amendment in 2000, both the Adams Canyon and Fagan Canyon Expansion Areas have been the focus of several development proposals. In addition, both Expansion Areas have been subject to voter initiatives regarding development. The following timeline outlines the history of various actions that have affected past development proposals in each Expansion Area:

- 1998 – The City of Santa Paula General Plan Update identifies development in the Adams Canyon and Fagan Canyon Expansion Areas. Adams Canyon development was to include up to 2,250 residential units, 152,000 square feet of commercial

development, 2 hotels, 2 golf courses, schools, and recreational uses on 5,413 acres (8.5 square miles). Fagan Canyon was to include up to 450 residential units and a limited amount of commercial development on 2,173 acres (3.4 square miles). The General Plan Update did not include a land use map, infrastructure plan, circulation plan, or open space plan for either Expansion Area.

- 2000
 - LAFCo amends sphere of influence to include both Expansion Areas.
 - City voters approve SOAR to include Fagan Canyon within the City Urban Restriction Boundary (CURB) line. Adams Canyon is not included within the CURB line.
- 2002 – City voters reject a developer-backed initiative to amend the CURB line to include Adams Canyon to allow for potential annexation and development consistent with the General Plan.
- 2003 – City voters approve an amendment to the CURB to include a 32-acre parcel abutting the City (the Peck/Foothill Property).
- 2005 - Santa Paula City Council approves a General Plan amendment and development project in the Fagan Canyon Expansion Area, which allows for the development of up to 2,155 residential units, commercial development, schools, and other uses.
- 2006
 - City residents gather enough signatures to place a referendum on the ballot to overturn the Fagan Canyon development project approved by the City Council in 2005.
 - City Council rescinds approval of the previously approved development project in Fagan Canyon and places the project on the ballot subject to voter approval.
 - Voters reject General Plan amendment and development project in Fagan Canyon.
 - City voters reject a second developer-backed initiative to include Adams Canyon within the CURB line to allow for potential annexation and development of 495 dwelling units.
 - After collecting enough signatures to qualify for the ballot, voters approve a measure that requires voter approval in order to increase development density on property over 81 acres in size through 2020. This measure applies to all lands within the General Plan planning area.
- 2007 - City voters approve a third developer-backed initiative to develop Adams Canyon. The approved initiative amended the General Plan and CURB line to enlarge the Adams Canyon Expansion Area from 5,413 acres to 6,578 acres (10.3 square miles) and allowed for development of up to 495 units, a hotel, and a golf course. As a result, the Adams Canyon Expansion Area and the CURB now include an additional 1,165 acres (1.8 square miles) of territory located outside the current sphere of influence.

The current extent and the number of acres in the Adams Canyon and Fagan Canyon Expansion Areas are depicted on Attachment 2.

East Area 1 Sphere Amendment

The most recent amendment to the City sphere of influence approved by LAFCo occurred in 2011 as part of the East Area 1 Specific Plan project, which included a sphere of influence amendment and reorganization to annex approximately 550 acres to the City to allow for the development of 1,500 residential units and several hundred thousand square feet of commercial and various other uses. The Commission found that the project would lead to the conversion of prime agricultural land. When a sphere of influence amendment will lead to the conversion of prime agricultural land, Commission policies provide that the development must meet five criteria in order to be considered “planned, orderly, and efficient development” (Handbook Section 4.3.2.1). One of these criteria provides that the Commission find that “Insufficient non-prime agricultural or vacant land exists within the sphere of influence of the agency that is planned and developable for the same general type of use.” The Commission determined that this criterion could not be met because Adams and Fagan Canyons contained such vacant lands. To address the potential policy inconsistency that would occur if the Commission were to approve the East Area 1 sphere amendment, the Commission adopted the following condition as part of its approval of the East Area 1 sphere of influence amendment:

“Upon this sphere of influence amendment becoming effective, the Commission directs staff to include an amendment to the City sphere of influence removing the area known as Adams Canyon in conjunction with the next sphere of influence review and update scheduled for the City.”

LAFCo Municipal Service Reviews

For each city and special district LAFCo must determine and adopt a sphere of influence. A sphere of influence is defined as a plan for the probable physical boundaries and service area of a local agency, as determined by the Commission (Government Code §56077). Effective January 1, 2001 each LAFCo is required to review and, as necessary, update the sphere of influence of each city and special district on or before January 1, 2008, and every five years thereafter (Government Code §56425(g)). Prior to updating a sphere, LAFCo is required to conduct a municipal service review (MSR) (Government Code §56430).

In March 2007 LAFCo accepted a MSR report for the City. In June 2007, LAFCo reviewed the City of Santa Paula sphere of influence and, in acknowledgment of the action taken by the voters in the previous month to amend the City’s CURB to include the Adams Canyon area, reaffirmed the continued inclusion of both the Fagan and Adams Canyon areas in the sphere. However, LAFCo did not include the additional areas to the west and to the northeast of Adams Canyon despite their being included in the CURB due to what was considered by LAFCo staff to be imprecise mapping of the area. In the southwesterly portion of the City, area was removed from the sphere to align it with the City boundary and the CURB, and in the southeasterly part of the City, to align with parcel boundaries rather than the more imprecise floodplain boundaries. And finally, minor changes were made to other portions of the sphere to align it with parcel boundaries.

Based on a work plan for the second round of sphere reviews adopted by the Commission in May 2008, sphere of influence reviews for each of the nine cities was scheduled for completion in 2012. On November 14, 2012, the Commission accepted a MSR for the cities, including Santa Paula. The sphere of influence review/update for the City of Santa Paula was scheduled for the January 16, 2013 LAFCo meeting. The MSR determinations generally found that the City was able to adequately and efficiently provide services within City boundaries and within areas adjacent to City boundaries slated for future annexation. However, the MSR determined that due to insufficient planning for the Expansion Areas, it is unclear whether the City has the ability or capability to efficiently provide services to these areas. At the January 16 meeting, the Commission approved a request by the City to continue the item to the March 20, 2013 meeting.

DISCUSSION:

To determine a sphere of influence, the Commission must make written determinations with respect to each of the following:

- (1) *The present and planned land uses in the area, including agricultural and open-space lands.*
- (2) *The present and probable need for public facilities and services in the area.*
- (3) *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*
- (4) *The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.*
- (5) *The present and probable need for sewer, water, and structural fire protection services of any disadvantage unincorporated community within the existing sphere of influence.*

These five considerations are discussed below.

Present and Planned Land Use

The territory in the Adams and Fagan Canyon Expansion Areas is primarily undeveloped land, with agriculture (orchards) in some areas. The County General Plan designates most of the territory as Open Space – Urban Reserve. Several hundred acres are designated Agriculture – Urban Reserve. The “Urban Reserve” designation acknowledges that the area is within the City’s sphere.

There are two subareas, one within and one adjacent to, the Adams Canyon and Fagan Canyon Expansion Areas that warrant special consideration: the “Peck/Foothill Property” and the approximately 100 acres of undeveloped land denoted as “Other Area” on Attachment 1. In 2003, voters elected to include the 32-acre Peck/Foothill property within the CURB line. It became part of the Adams Canyon Expansion Area as part of the vote to include Adams Canyon within the CURB in 2007. The City is currently processing an application for development of 79 residential units on this 32-acre site. This development is not associated with the larger development that was envisioned for the remainder of Adams Canyon in 2007. The “Other Area” is not a part of either Expansion Area and has been

within the sphere prior to 2000. It is identified on the General Plan land use map for “Hillside Residential” development. Therefore, the general location, type, and density of planned development of this area are known, and thus its service needs can be anticipated. Staff recommends that both of these areas remain within the sphere.

The City General Plan identifies the following development potential for each Expansion Area:

Expansion Area	Use/Acreage
Adams Canyon - 6,578 acres (5,413 acres within current sphere of influence)	Residential - 495 dwelling units
	One resort hotel
	One golf course
	One school - 40 acres
	Recreation - 100 acres
	Open space - 200 acres
Fagan Canyon - 2,173 acres	Single family residential – 450 dwelling units on 1,953 acres
	Commercial – 76,230 square feet on 5 acres
	Active parks - 7 acres
	Open space - 208 acres

The above table generally represents the current extent of land use planning contained on the City General Plan land use map for the two Expansion Areas (see the City General Plan Land Use Map, Attachment 3). Otherwise, there is limited information as to the general location of land uses, infrastructure, roads, public facilities, natural resources, and hazards within the 13.7 square miles of area contained within the Expansion Areas. This information is required to be part of a General Plan, as discussed below:

- Land Use – The General Plan identifies the type of development that is to occur within the Expansion Areas, such as the overall number of residences and acreage for schools, parks, and commercial uses. However, it contains no land use map depicting where within the Expansion Areas these uses are planned to occur. Govt. Code § 65302 provides that a General Plan shall include “a diagram or diagrams and text setting forth the objectives, principles, standards, and plan proposals” (underline added). Section 65302 continues that the land use element shall designate the “proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities, and other categories of public and private uses of land...”
- Circulation: General Plan law requires that a circulation element be included “consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes...and other local public utilities and facilities, all correlated with the land use element of the plan.” Though the circulation element identifies which existing streets might be extended to access the Expansion Areas, it contains no circulation

plans for future thoroughfares and transportation routes within the Expansion Areas themselves. In addition, no plans for local public utilities or facilities are included.

- Open Space/Conservation: State law also requires that a conservation element and open space plan are to be included in the General Plan. The City General Plan text discusses the existence of habitat, agriculture, geological hazards, and other resources/hazards within the Expansion Areas; however, no plan/map that identifies the location of the resources to be preserved and the hazards to be avoided is provided.

In January 2013, LAFCo staff met with two property owners in Fagan Canyon, Bruce Dickinson and Mike Mobley, and Simon Malk of Accretive Investments, Inc. a development company. Also in attendance was Ron Rakunas representing the primary property owner in Adams Canyon. At the meeting, LAFCo staff was provided a conceptual development plan for southern Fagan Canyon adjacent to the City boundary. The conceptual plan includes development of up to approximately 1,900 residential units on what appear to be urban-sized lots (likely under 10,000 square feet). Although the plan depicts land uses and roads in greater detail than the General Plan, it does not demonstrate that access, infrastructure, and other public facilities necessary to serve the development are feasible. Moreover, the plan has not yet been submitted to the City for review. It should also be noted that the conceptual development plan is inconsistent with the City General Plan, which currently allows up to 450 units in Fagan Canyon. Any proposed increase in the number of units allowed by the General Plan would be subject to a public vote. As noted previously in this report, voters rejected a 2,155-unit residential development in Fagan Canyon in 2006. Thus, the probable level of services needed in Fagan Canyon is unknown at this time.

The City adopted a growth management ordinance in the 1980s. The ordinance generally restricts new residential development to 124 units per year. Unused units are carried over and added to future years. The City General Plan Land Use Element provides several objectives, policies, and implementation measures which provide that the City is to adhere to the City's Growth Management Ordinance. These include Policy 1.b.b. which provides, "Allow population growth in the City and expansion and planning areas based on the numbers of new dwelling units allowed to be built under the Growth Management Ordinance." According to the City's Housing Element (adopted April 2012), as of January 2008, there were 1,909 accumulated residential units available. In the five years between 2008 and 2013, an additional 620 units will have accumulated, for a total of 2,529. According to the Housing Element, as of 2012 there were 255 units that were approved or were under construction. In addition, the East Area 1 project has been allocated 1,500 units. It appears another 159 units are allocated to vacant residential property within the City. In addition, the City is currently processing a proposal to develop 79 units on the Peck/Foothill property which, if approved, would reduce the number of available units to approximately 541. The General Plan allows for development of up to 495 units in Adams Canyon and 450 units in Fagan Canyon. Thus, it appears that there are currently not an adequate number of units available to develop both the Adams and Fagan Canyon Expansion Areas consistent with the current General Plan. It appears that a General Plan amendment to allow for the development of up to 1,900 units in Fagan Canyon would

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substantially increase the disparity between the number of units available and the number of units allowed for under the General Plan.

Present and Probable Need for Public Facilities and Services in the Area

That portion of the Adams and Fagan Canyon Expansion Areas that is within the sphere of influence is generally rectangular in shape and measures approximately 2.5 miles wide by 5 miles long. The primary land use anticipated by the City General Plan in the Expansion Areas is residential. At an average of 3.5 persons per unit, the 945 units allowed within the Expansion Areas would accommodate approximately 3,300 new residents within an area that is larger than the City of Moorpark. From a population perspective, the City General Plan envisions an approximately 220 percent increase in the size of the City to accommodate an approximately 11 percent increase in population. Based on the total acreage within each Expansion Area identified for residential development and the number of residential units allowed for in the General Plan, the overall residential densities envisioned by the City General Plan are as follows:

	Acres	Units	Average Density
Adams Canyon	6,000* acres of potential residential development (9.4 sq. mi.)	495	1 unit / 12.1 acres
Fagan Canyon	1,953 acres of residential development (3.1 sq. mi.)	450	1 unit / 4.3 acres
Total	7,953 acres (12.5 sq. mi)	945	1 unit / 8.4 acres

*Excludes area identified for school (40 acres), recreation (100 acres), open space (200 acres) and hotel/golf course (estimate of 238 acres)

The aforementioned development densities are typically not considered to be urban or even suburban in terms of requiring a full array of urban services. Instead, the overall average total density of 1 unit per 8.4 acres is close to that allowed in the County of Ventura’s Open Space General Plan designation (10 acre minimum lot sizes). According to the Guidelines for Orderly Development (which LAFCo has adopted as local policy), residential development is defined as urban if it consists of lots less than two acres in size. If development in this area is to occur on large rural lots, the probable need for urban-type services may not be sufficient to support annexation to the City.

Present Capacity of City Facilities and Adequacy of City Services

The 2012 MSR for the Nine Ventura County Cities includes a determination that the City of Santa Paula’s facilities and services are adequate to serve development anticipated for the areas within the sphere of influence that are in close proximity to the City, such as East Area 1 and East Area 2. The MSR notes that the City General Plan does not contain basic land use and infrastructure planning for the Adams and Fagan Canyon Expansion Areas as required by state law. Due in part to this absence of information, the Commission approved the following MSR determinations regarding the City’s planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies:

- Fire services: "...no plans appear to be in place to provide and fund the facilities and staffing necessary to provide adequate fire protection services to development anticipated in the Adams and Fagan Canyon Expansion Areas. Without additional fire resources to serve future development, current services may be adversely impacted."
- Police services: "Information is not available at this time to determine whether other future development [including Adams and Fagan Canyon] will provide adequate revenue to fund additional staffing and equipment that will be needed."
- Potable and recycled water: "...it is unclear at this time whether future development will generate sufficient revenue to cover the costs to construct, operate, and maintain the infrastructure necessary to deliver potable water, particularly to the Adams and Fagan Canyon Expansion Areas."

"...demand projections for recycled water [from the City's Urban Water Management Plan] appear to be based on levels of future development that have since been substantially decreased. It is not clear whether it will be cost effective to install and maintain the infrastructure necessary to deliver recycled water to future development, particularly development in the Adams and Fagan Canyon Expansion Area."

- Wastewater: "Future development anticipated in the General Plan will require substantial expansion of the City's wastewater collection system and will result in capacity deficiencies in some portions of the existing system. Information is not available at this time whether future development will generate adequate revenue to cover the costs to construct, upgrade, operate, and maintain the infrastructure necessary to provide wastewater collection, particularly to the Adams and Fagan Canyon Expansion Areas."

Regarding the City's financial ability to provide services to the Expansion Areas, the Commission determined:

"Given the large geographical extent of the Adams and Fagan Canyon Expansion Areas, the cost of extending, operating, and maintaining service infrastructure and facilities in these areas will likely be substantial based on the level of development anticipated in the current General Plan. Due to the fact that planning in the way of land use, infrastructure, circulation, and financing for these areas has not yet occurred, the costs to provide services to them, as well as the sources of revenue to cover those costs, have not been identified. Given that development in each expansion area is currently limited to fewer than 500 residential units and a limited amount of revenue-generating commercial development, it is unclear whether development in these areas would be financially feasible."

The level of planning that is necessary to evaluate a City's capacity to efficiently provide services in an area to be included within a sphere can typically be found in a General Plan that has been prepared and adopted consistent with state law. The level of detail need not be that of a specific plan or project entitlements. However, the City's current General Plan does not include many of the basic requirements of a General Plan and thus, does not provide adequate information to determine whether the current sphere represents the probable boundary and service area of the City.

Social or Economic Communities of Interest in the Area

Although LAFCo law does not define a social or economic community of interest, a community of interest is generally understood to be a group of people that can be identified by common social, political, economic, or ethnic similarities. The shared characteristics that contribute to a community of interest may include class or socio-economic status, race, ethnicity/culture, language, religion, occupations/industry, transportation patterns, family structures, population age, housing patterns, trading/shopping patterns, geography/climate, or shared history among other factors. According to City staff, the majority of development in Adams Canyon would likely occur in the northern portion of the Expansion Area where terrain is generally less steep. This area is geographically and physically separated from the remainder of the City by a distance of several miles and by intervening areas of steep topography. A preliminary fiscal analysis provided to the City by the developer in support of the 2007 CURB initiative assumes that an assessment district will fund all on-going operations and maintenance of public facilities and infrastructure. In addition, it assumes that the 495 dwelling units will be sold for an average price of \$3 million, have an annual appreciation rate of 3%, and be occupied by households with an average annual income of \$600,000, only half of whom will reside there full time. Thus it appears that the plan for this area is intended to result in an exclusive community that is separated geographically, physically, economically, and socially from the remainder of the City.

However, it appears that the development of 495 multimillion-dollar residential units is not certain. Currently, the City is processing a request to subdivide a 32-acre parcel within the Adams Canyon Expansion Area into 79 residential parcels of approximately 10,000 square feet (the Peck/Foothill property). If approved, the number of allowable units remaining within the Expansion Area would be reduced to 416. In addition, according to the white paper report prepared by the City to support inclusion of the Expansion Areas within the sphere in 2000, development proposals in Adams and Fagan Canyons "cannot conform to the hundreds of goals, policies, objectives, and implementation measures obtained in the General Plan if the projects propose nothing but high income housing. The development proposals will need to include the full range of housing types..." It is important to note that one of the factors to be considered by LAFCo in the review of an annexation proposal is the extent to which the proposal will affect a city in achieving its fair share of regional housing needs.

Based on the preliminary fiscal analysis, it appears that the development of a social/economic community of interest comprised of 495 multimillion-dollar homes occupied by high-income households is necessary to ensure that the project is financially feasible.

However, it appears that the development of 495 multimillion-dollar homes may not occur, is inconsistent with the information provided to LAFCo to justify the inclusion of Adams Canyon within the sphere, is inconsistent with the goals, policies, and implementation measures of the City General Plan, and would not help the City in meeting its regional housing needs obligation.

Any disadvantaged unincorporated community within the existing sphere of influence

As defined by Section 56033.5 of the Government Code, a “Disadvantaged Unincorporated Community” (DUC) is a community with an annual median household income that is less than 80 percent of the statewide annual median household income. There are no DUCs within or contiguous to the City sphere of influence.

VENTURA LAFCo COMMISSIONER’S HANDBOOK

The Commissioner’s Handbook (Handbook) is a compendium of the Commission’s local policies. Division 4 contains policies and standards related to determining, updating, and amending sphere of influence boundaries. As discussed below, two of the Handbook sections pertaining to spheres of influence merit consideration with regard to the sphere for Santa Paula.

Section 4.3.1 – General Standards

This section provides that LAFCo favors sphere boundaries that, among other standards, “[c]oincide with existing and planned service areas.” (4.3.1.1(a)) As discussed in this report, there is insufficient land use, infrastructure, and public facility planning for the Expansion Areas. Therefore, it appears that the current sphere does not represent the planned service area for the City.

This section also provides that LAFCo discourages sphere boundaries that, among other standards, “create areas where it is difficult to provide services.” (4.3.1.2(b)) The sphere extends approximately 5 miles north of City boundaries and is approximately 2 miles wide. The area contains rugged topography, steep slopes, narrow canyons, and areas subject to flooding and landslides. Given the size of the area and the variety of constraints, it can be assumed that the provision of services to certain areas would be difficult. However, in the absence of adequate land use and infrastructure planning, the level of difficulty with providing services to the Expansion Areas is unknown.

Section 4.3.2 – Agriculture and Open Space Preservation

Several hundred acres within the Expansion Areas are used for agriculture and appear to meet the definition of prime agricultural land pursuant to LAFCo law (Govt. Code § 56064). Most, if not all, of the territory is considered to be open space and is devoted to open spaces uses, as defined by LAFCo law (Govt. Code §§ 56059 and 56060).

Pursuant to this Handbook section, LAFCo will approve a sphere amendment or update that is likely to result in the conversion of prime agricultural or open space land use to other uses only if the Commission finds that the amendment or update will lead to planned, orderly, and efficient development. In order for an update to result in planned, orderly, and efficient development, the Commission must determine that five specific criteria have been met. Though this policy most often applies to updates that expand a sphere, it is equally applicable to updates that retract a sphere. Indeed, Section 4.1.2 defines a sphere update to be, in short, a “modification of a sphere”. Furthermore, Section 4.1.4(c) acknowledges that sphere updates can include the removal of territory from a sphere. Therefore, it is appropriate for the Commission to consider this policy in the context of this sphere update. Thus, in order for the area to remain within the sphere, the Commission should determine that it meets the five specified criteria, each of which is listed and discussed below.

- (a) The territory is likely to be developed within 5 years and has been designated for non-agricultural or open space use by applicable general and specific plans.

It is unclear whether the territory is likely to be developed within 5 years. No development proposals have been submitted to the City. In addition, the only conceptual development proposal of which staff is aware (the 1,900-unit conceptual plan for Fagan Canyon) will require a public vote and appears to be inconsistent with the City growth management ordinance.

- (b) Insufficient non-prime agricultural or vacant land exists within the sphere of influence of the agency that is planned and developable for the same general type of use.

The 1,500-unit, 550-acre East Area 1 Specific Plan, for which the Commission amended the City sphere, was annexed to the City in February 2013. Therefore, the City sphere contains vacant land that is planned and developable for the same general type of use as that contemplated within the Expansion Areas

- (c) The proposal will have no significant adverse effects on the physical and economic integrity of other prime agricultural or open space lands.

Due to the inadequacy of land use planning in the Expansion Areas, it is unknown at this time the extent to which development in the area would effect other prime agricultural or open space lands.

- (d) The territory is not within an area subject to a Greenbelt Agreement adopted by a city and the County of Ventura. If a City proposal involves territory within an adopted Greenbelt area, LAFCo will not approve the proposal unless all parties to the Greenbelt Agreement amend the Greenbelt Agreement to exclude the affected territory.

The area is not within a Greenbelt Agreement.

- (e) The use or proposed use of the territory involved is consistent with local plan and policies.

The City General Plan does not adequately plan for the Expansion Areas in terms of the land use map, circulation plan, public facilities plan, open space plan, and conservation plan.

COMMENTS RECEIVED

As of the writing of this report, LAFCo staff had received five comment letters. Three of these letters (combined as Attachment 7) appear to be from City residents and are summarized below:

- The first letter is from Richard Main, J.D, received January 10, 2013, in which he expresses support for making no changes to the current City sphere so long as development in Adams and Fagan Canyons remains consistent with the levels of development currently allowed for in the General Plan. He does not support increased levels of development, such as the 1,800-2,000 residential units that have been envisioned in Fagan Canyon.
- The second letter from Robert Borrego, dated January 11, 2013, discusses various aspects of the elections affecting development in the Adams Canyon Expansion Area.
- The third letter from Douglas Smith, dated March 11, 2013, expresses support for removing both the Adams Canyon and Fagan Canyon Expansion Areas from the sphere. Mr. Smith cites concerns with development in the Expansion Areas, including, but not limited to, impacts to the environment, water availability, cost of infrastructure and public safety, traffic, and loss of open space.

The fourth letter, dated March 1, 2013, is from Latham & Watkins, LLP, a law firm retained by R.E. Loans, the owner of most of the property within the Adams Canyon Expansion Area (Attachment 8). The final letter, dated March 4, 2013, is from the City of Santa Paula (Attachment 9). Each of these letters is discussed below.

Latham and Watkins letter, dated March 1, 2013

This letter is divided into three general sections. The pertinent points of each section are summarized below followed by staff's response.

- *Section 1:* Under section 1 of the letter, the commenter maintains that the Commission must repeal or amend LAFCo Resolution 10-12S before taking any further action on the City sphere. The commenter appears to be of the understanding that a condition adopted in the resolution obligates LAFCo to remove Adams Canyon from the sphere, thereby biasing the Commission regarding the City sphere update and removing the Commission's objectivity in its determination.

Response 1: LAFCo Resolution 10-12S, which amended the City sphere, was adopted by the Commission in 2011 to allow for the annexation and development of the East

Area 1 Specific Plan in the City. As part of the approval of the East Area 1 sphere of influence amendment, the Commission adopted a condition directing staff to include an amendment to the City sphere of influence removing the area known as Adams Canyon in conjunction with the next sphere of influence review and update scheduled for the City. The reason for this condition was to avoid a potential policy inconsistency, as discussed previously in this report (as well as the staff reports prepared for the East Area 1 project). Pursuant to this condition, staff has included the removal of Adams Canyon from the sphere among the options available to the Commission as part of the sphere update. However, the condition in no way obligates the Commission to remove Adams Canyon from the City sphere, as the commenter maintains. In fact, staff has included an option that does not involve the removal of Adams Canyon from the sphere. Furthermore, the East Area 1 sphere amendment associated with LAFCo Resolution 10-12S has already been effectuated and the annexation of the East Area 1 Specific Plan was finalized in February 2013.

- *Section 2:* Under section 2 of the letter, the commenter maintains that there is no factual basis in the record for changing LAFCo's decision in 2007 to make only non-substantive changes to the City sphere and it is unclear why LAFCo is considering changing the City sphere when it is not desired by the City. The commenter also notes that the voters amended the CURB line in 2007 to make it coterminous with the sphere.

Response 2: LAFCos are mandated to review and, as necessary, update the spheres of influence for each agency over which LAFCo exercises jurisdiction at least every five years. This mandate applies whether or not the local agency whose sphere is being reviewed and/or updated desires it. The current sphere review/update for the City was scheduled to occur in 2012 as part of the work plan adopted by the Commission in 2008. LAFCo law outlines the process for updating a sphere, which requires that a municipal service review (MSR) be prepared and that written determinations be adopted by the Commission. As noted in the staff report, a MSR for the City of Santa Paula was prepared and accepted by the Commission in November 2012. Written determinations were also approved by the Commission at that time. In addition, to amend or update a sphere, the Commission must make an additional five written determinations, which were discussed previously in this report. The 2008 work plan, the 2012 MSR, the 2012 MSR written determinations, and this staff report in which the sphere review/update is discussed provide a substantial factual basis in the record regarding the Commission's review and/or update of the City sphere.

In regards to the CURB line, when the CURB was amended to include Adams Canyon in 2007, only portions of it were established coterminous with the sphere. The majority of the CURB is not coterminous with the sphere. Most of the CURB line extends beyond the sphere and includes over 1,100 acres of territory located outside the sphere.

- *Section 3:* Section 3 of the letter begins on page 2 and ends on page 11. The commenter maintains that the possible changes to the City sphere being contemplated by the Commission warrant the preparation of an environmental impact report (EIR), as they will create conflicts with the City General Plan. To support this conclusion the

commenter cites section X.b. of Appendix G of the CEQA Guidelines which provides that a potentially significant impact to Land Use and Planning may exist if a project will “[c]onflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project...” (note this section of Appendix G is not accurately cited in the letter). On pages 4 through 11 the commenter discusses the various perceived conflicts with the City General Plan in the areas of land use, housing, agricultural lands, growth management, and transportation.

Response 3: Appendix G of the CEQA Guidelines, the legal citation offered by the commenter, expressly states that it is a “sample form” “intended to encourage thoughtful assessment of impacts” but which “do[es] not necessarily represent thresholds of significance” under CEQA. As such, Appendix G by itself does not carry any legal authority. In any event, Appendix G is inapplicable on its face for two separate reasons. First, as noted above, according to Appendix G, a potentially significant impact may occur if the project conflicts with “any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project . . .” The project under consideration by the Commission is the review and/or update of the City sphere. Spheres of influence are established and amended solely by LAFCo. No other agency has jurisdiction over any aspect of spheres of influence, including updates or amendments. Therefore, as LAFCo is the agency with jurisdiction over decisions concerning the sphere for the City, any associated conflicts with any plans, policies, or regulations adopted by the City would not be a potentially significant impact under Appendix G. Second, Appendix G applies only to “any applicable land use plan, policy, or regulation . . . adopted for the purpose of avoiding or mitigating an environmental effect.” There is no evidence that any part of the City General Plan cited by the commenter was adopted for the purpose of avoiding or mitigating an environmental effect. Because the various perceived conflicts with the City General Plan discussed on pages 4 through 11 of the letter are not relevant in a CEQA context, staff has determined that point-by-point responses are not necessary.

- *Comment 4:* In the conclusion on page 11 of the letter, the commenter maintains that the Commission’s action regarding the City sphere review/update is subject to CEQA review and that sphere updates are not exempt from CEQA. The commenter claims that it has been demonstrated that any LAFCo action to remove Adams Canyon from the sphere would result in serious conflicts with the City General Plan and therefore an EIR is required under CEQA. The commenter also maintains that LAFCo regulations preclude exempting sphere updates from CEQA. Finally, the commenter notes that changes to spheres of influence require that the Commission make five written determinations.

Response: As noted in the previous response above, any conflicts resulting between the Commission’s action to update the City sphere and the City General Plan would not be considered a potentially significant impact under CEQA.

The commenter is correct that a sphere update is considered to be a project subject to CEQA review. Pursuant to CEQA Guidelines 15061, once a determination has been

made that a project is subject to CEQA review, the lead agency shall determine whether the project is exempt from CEQA. As discussed in the staff report, staff believes that the sphere update is a project subject to CEQA review and that the project is exempt from CEQA under the general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment.

The commenter's statement that LAFCo regulations do not allow for a CEQA exemption for a sphere update is unclear. Staff is aware of no such regulations. The commenter may be referring to Commissioner's Handbook Division 1, Chapter 4, which is the Commission's Administrative Supplement to CEQA. Section 1.4.4.3 identifies specific projects/actions that the Commission has determined to meet certain CEQA exemptions. However, this list does not preclude the exemption of other Commission actions/projects not on the list but for which a CEQA exemption may apply. Indeed, Section 1.4.4.2 provides that the Executive Officer is to determine whether an environmental document will be required or whether the project is exempt.

Finally, the five written determinations that are required to be adopted by the Commission in order to update the sphere are discussed in this report.

Letter from the City of Santa Paula, dated March 4, 2013

The letter from The City of Santa Paula expresses concerns with and opposition to the removal of the Adams Canyon and Fagan Canyon Expansion Areas from the sphere. The City's letter is formatted into six sections listed alphabetically. Each section is summarized below followed by staff's response.

- *Section A:* The City notes that spheres of influence are similar to General Plans in that they both are essential tools for providing well-planned, efficient urban development patterns. The City notes that development of Adams and Fagan Canyons is identified throughout the General Plan.

Response A: As discussed in the staff report, in the over 13 square miles within the Adams and Fagan Canyon Expansion Areas, the City General Plan does not provide a land use map, circulation plan, public facilities plan, open space plan, or conservation plan, all of which are required components of a General Plan pursuant to state law. Though sections of the General Plan text include general references to future development in these areas, little in the way of land use and infrastructure planning has occurred. As a result, it is unknown whether the level of development currently identified in the General Plan will result in well-planned, efficient urban development patterns.

- *Comment B:* The City maintains that the intent of directing development into Adams and Fagan Canyon is to prevent the conversion of prime agricultural lands located to the east and west of the City. According to the City, the removal of these areas from the sphere may force the City to expand into the prime agricultural lands to the east and west.

Response B: The City General Plan encourages development in the Adams and Fagan Canyon areas, in part, to direct development away from agricultural lands to the east and west of the City. However, the East Area 1 Specific Plan (which required a SOAR vote, greenbelt amendment, general plan amendment, sphere of influence amendment, and annexation) includes the conversion of over 400 acres of prime agricultural land to the east of the City. We understand that the City is currently considering an industrial development and annexation that will convert prime agricultural land to the west of the City. Thus, it appears that the intent of the General Plan to preserve prime agricultural land to the east and west of the City by directing development to these canyon areas has not occurred. In addition, there are several hundred acres of prime agricultural lands located within the Adams and Fagan Canyon Expansion Areas. Without a land use plan, it is unknown the extent to which development would convert these agricultural lands.

- *Comment C:* The City maintains that the voter's overwhelming support to expand the CURB line to include the Adams and Fagan Canyon Expansion Areas demonstrates their support for development and annexation of these areas. The City notes that Ventura LAFCo Commissioner's Handbook Section 4.2.1 recognizes the importance of voter-approved growth boundaries in establishing spheres of influence.

Response C: Section 4.2.1 of the Commissioners Handbook provides that for cities with voter-approved growth boundaries, spheres of influence should coincide with, or cover lesser area than, voter-approved growth boundaries. This policy does not indicate a preference that the CURB line is to be the basis for a sphere boundary, only that the maximum extent of the sphere is to be the CURB line. A sphere may cover less area where appropriate. With regards to establishing the sphere of influence in the Adams and Fagan Canyon Expansion Areas, the CURB line was never a factor in the location of the sphere. When the sphere was amended by LAFCo in 2000 to include the Expansion Areas, the CURB did not exist. The sections where the CURB and sphere are coterminous resulted from the establishment of, and subsequent amendments to, the CURB, not the sphere.

Measure A7, a developer-backed initiative which amended the General Plan and the CURB line to include the over 6,500-acre Adams Canyon Expansion Area, was supported by 2,485 voters, or approximately 24 percent of the registered voters in the City in 2007. The initiative included no development project, no land use plan, and no environmental review.

- *Comment D:* According to the City, no applications for development projects within the Expansion Areas have been submitted. However, representatives of land owners within the Expansion Areas have indicated to the City that they will soon submit applications for development projects. The City maintains that should the expansion areas be removed from the sphere, the application process for development in the Expansion Areas would increase by up to two years and cost up to an additional \$10 million. The City believes that such delays would discourage housing development in the Expansion

Areas, in which case the City would not be able to meet its regional housing needs obligation for the 2014-2021 period.

Response D: LAFCo staff has met with property owners and/or their representatives of both Expansion Areas. The previous owner of Adams Canyon who intended to develop the 495 multimillion-dollar residences is no longer in business. The current owner is in the process of selling, not developing, the area. Though the property owners of Fagan Canyon presented a preliminary development plan to LAFCo staff, the development would be subject to a public vote and appears to be inconsistent with the City's growth management ordinance.

The basis for the claim that the removal of the sphere will result in a two-year increase to the time it takes to process a development application and a \$10 million increase to the cost is unclear. The LAFCo application form for a sphere amendment is a single page in length. The application fee to amend a sphere in conjunction with an annexation is \$2,650. A concurrent sphere amendment would take no more time for LAFCo to process than an annexation proposal without a concurrent sphere amendment. The City may be referring to the cost and time associated with updating the General Plan to include the Expansion Areas. However, such an update must occur prior to or in conjunction with a development project, regardless of whether the area is within the sphere. The need to update the General Plan is not a function of the location of the sphere.

- *Comment E:* The City maintains that LAFCo staff repeatedly noted in the 2012 MSR that there is a lack of infrastructure in the Expansion Areas and that the lack of infrastructure necessitates the removal of the Expansion Areas from the sphere. The City states that the General Plan deferred land use, infrastructure, open space, and fiscal planning within the Expansion Areas. Such planning is to occur later through development of specific plans. The City also notes that the new wastewater treatment facility was designed to accommodate new growth anticipated in the sphere.

Response E: The City was provided with a draft of the 2012 MSR for review and comment. The City found that no substantive corrections were necessary. The MSR does not discuss an absence of infrastructure within the Expansion Area; it discusses that there exists insufficient planning in terms of land use, circulation, public facilities, and infrastructure in the Expansion Areas. The General Plan's deferral of planning in the Expansion Areas is acknowledged in the City's letter. It is the absence of sufficient planning that resulted in several MSR determinations that it is unclear whether the City has the capacity and ability to efficiently provide services within the Expansion Areas. Nowhere in the MSR does it conclude that the removal of Adams and Fagan Canyons from the sphere is necessary.

- *Comment F:* The City maintains that there is no compelling or logical reason to exclude the Expansion Areas from the sphere and there has been no change to conditions within the City to necessitate changing the sphere. The City also maintains that overarching LAFCo policies to keep the sphere consistent with voter approved growth

boundaries and limiting development of prime farmland warrant keeping the sphere in its current location.

Response F: The reasons for potentially removing one or both Expansion Areas from the sphere are outlined in LAFCo Resolution 10-12S approving the East Area 1 sphere amendment, the 2012 MSR and its determinations, and this report. Based on information in the 2012 MSR and this report, conditions related to the City have materially changed since the previous MSR was prepared in 2007. It is again noted that LAFCo policies indicate no preference that spheres are to be consistent with voter-approved growth boundaries. It is speculative to conclude that the removal of the Expansion Areas from the sphere would encourage or otherwise result in additional development of prime farmland and associated conflicts with LAFCo policies to preserve prime farmland.

SUMMARY

Pursuant to Govt. Code § 56076:

“Sphere of influence’ means a plan for the probable physical boundaries and service area of a local agency, as determined by the commission.”

Govt. Code Section 56425 provides:

“In order to carry out its purposes and responsibilities for planning and shaping the logical and orderly development and coordination of local governmental agencies subject to the jurisdiction of the commission to advantageously provide for the present and future needs of the county and its communities, the commission shall develop and determine the sphere of influence of each city and each special district, as defined by Section 56036, within the county and enact policies designed to promote the logical and orderly development of areas within the sphere.”

Due to the absence of adequate land use and infrastructure planning within the Adams Canyon and Fagan Canyon Expansion Areas, it is unclear whether the current sphere boundary represents the probable physical boundaries and service area of the City. Thus, there is no certainty that the existing sphere will achieve the intended purposes of a sphere, as outlined above. It remains unclear whether the sphere will result in logical and orderly development or allow the City to advantageously provide for the present and future needs of the City.

COMMISSION OPTIONS

Staff has identified three options available to the Commission regarding the review and/or update of the City sphere of influence, as follows:

- Option 1: No change (Attachment 4)

Under this option, no changes would be made to the current sphere. This would allow the City to potentially annex an additional 7,783 acres and expand to over three times its current size. With respect to Adams Canyon, it would not address the policy inconsistency related to the Commission's approval of the East Area 1 sphere of influence amendment and annexation, as discussed on page 5 of this report.

- Option 2: Remove Adams Canyon Expansion Area (Attachment 5)

Under this option, the majority of the 5,413-acre portion of the Adams Canyon Expansion Area would be removed from the sphere of influence. Should the Commission choose this option, it is recommended that the 32-acre Peck/Foothill property remain within the sphere, as the City is currently processing a development proposal on this property. Staff also recommends that approximately 100 acres denoted as "Other Area" be retained in the sphere, as this area has been planned for as part of the General Plan and is identified for residential development. In addition, staff recommends that this option include the expansion of the sphere of influence along the eastern boundary of the Fagan Canyon Expansion Area to better align the sphere with property lines along State Route 150.

This option would address the potential policy inconsistency related to the Commission's approval of the East Area 1 proposal. This option would allow the City to annex an additional approximately 2,500 acres.

- Option 3: Remove both Adams Canyon and Fagan Canyon Expansion Areas (Attachment 6)

Under this option, the Commission would remove most of the approximately 7,600 acres of the sphere that are within the Adams Canyon and Fagan Canyon Expansion Areas. Similar to option 2 above, should the Commission choose this option staff recommends that the 32-acre parcel at the Peck/Foothill intersection and the approximately 100 acres denoted as "Other Area" be retained in the sphere.

Under this option, the level of development that would remain within the City sphere of influence and within the recently annexed East Area 1 Specific Plan would allow for up to approximately 2,120 residential units, 835,000 square feet of commercial development, 1,900,000 square feet of light industrial/research development, and 340,000 square feet of industrial development. Also, this option would address the

potential policy inconsistency related to the Commission’s approval of the East Area 1 proposal.

Should the Commission choose Option 2 or 3, the City would not be precluded from submitting an application for a concurrent sphere amendment and annexation at any time in the future subsequent to the adoption of a General Plan update and, if desired by the City, adoption of a specific plan. The preparation of a specific plan and a concurrent sphere of influence amendment and annexation was the process undertaken for the East Area 1 project.

Although not recommended, another possible option would be to increase the current sphere of influence so that the sphere and the CURB are coterminous in the area to the west and northeast of the Adams Canyon Expansion Area. This action would also align the sphere boundary with the boundary of the Adams Canyon Expansion Area, thus adding an additional 1,165 acres to the territory within the sphere. However, as noted previously in this staff report, mapping of the CURB is not precise. In addition, the expansion of the sphere would require the preparation of a CEQA document, which would be problematic given that the location and type of development within the area is unknown.

Summary of Options

	Unincorporated Area in Sphere	Development potential* (per General Plan)
Option 1	7,783 acres	Residential.....2,895 units Commercial.....910,000 sq. ft. Light Industrial/Research.....1,900,000 sq. ft. Industrial340,000 sq. ft. Hotel/Golf Course.....1
Option 2	2,500 acres	Residential.....2,570 units Commercial.....910,000 sq. ft. Light Industrial/Research.....1,900,000 sq. ft. Industrial340,000 sq. ft.
Option 3	322 acres	Residential.....2,120 units Commercial.....835,000 sq. ft. Light Industrial/Research.....1,900,000 sq. ft. Industrial340,000 sq. ft.

*Includes the recently annexed East Area 1 project

CEQA

For CEQA purposes, the options presented in this report for the City of Santa Paula sphere of influence review and/or update are exempt from CEQA under Section 15061(b)(3) of the CEQA Guidelines, the “general rule” exemption. The options are exempt because it can be seen with certainty that there is no possibility that any of the three options may have a significant effect on the environment because the options either make no modifications to

the sphere of influence or reduce the extent of territory that LAFCo has determined to represent the City's probable physical boundaries and service area.

PUBLIC NOTICE

Regarding public notice, Govt. Code Section 56427 provides:

The commission shall adopt, amend, or revise spheres of influence after a public hearing called and held for that purpose. At least 21 days prior to the date of that hearing, the executive officer shall give mailed notice of the hearing to each affected local agency or affected county, and to any interested party who has filed a written request for notice with the executive officer. In addition, at least 21 days prior to the date of that hearing, the executive officer shall cause notice of the hearing to be published in accordance with Section 56153 in a newspaper of general circulation which is circulated within the territory affected by the sphere of influence proposed to be adopted. The commission may continue from time to time any hearing called pursuant to this section.


As indicated previously in this report, this matter was originally scheduled to be considered by the Commission at a public hearing on January 16, but was continued by the Commission to the March 20 meeting at the request of the City. Notice of the January 16 hearing was emailed to the City Manager and Planning Director on December 7, 2012. Notice was mailed to the City Clerk and posted at the County Hall of Administration on December 17, 2012. Notice was also published in the Ventura County Star on December 23, 2012. In addition, at the December 17 Santa Paula City Council meeting, LAFCo staff informed the City Council and all others in attendance that the matter was scheduled to be considered by the Commission at a public hearing on January 16.

- Attachments:
- (1) ~~Map of current City sphere of influence~~
 - (2) ~~Map of Adams Canyon and Fagan Canyon Expansion Areas~~
 - (3) ~~City General Plan land use map~~
 - (4) ~~Map Option 1 -- No change~~
 - (5) ~~Map Option 2 -- Removal of Adams Canyon Expansion Area from sphere of influence~~
 - (6) ~~Map Option 3 -- Removal of Adams Canyon and Fagan Canyon Expansion Areas from sphere of influence~~
 - (7) ~~Letters from Richard Main, Robert Borrogo, and Douglas Smith~~
 - (8) ~~Letter from Latham & Watkins, LLP, dated March 1, 2013~~
 - (9) ~~Letter from City of Santa Paula, dated March 4, 2013~~
 - (10) ~~Resolution to remove the Adams Canyon Expansion Area from sphere~~
 - (11) ~~Resolution to remove both the Adams and Fagan Canyon Expansion Areas from sphere~~



VENTURA LOCAL AGENCY FORMATION COMMISSION
STAFF REPORT

Meeting Date: May 20, 2015

TO: LAFCo Commissioners
FROM: Kai Luoma, Executive Officer 
SUBJECT: LAFCo 15-08S City of Santa Paula Sphere of Influence Review/Update

RECOMMENDATIONS:

It is recommended that the Commission approve one of the following options:

Option 1 - Review the sphere of influence for the City of Santa Paula and determine that no update is necessary.

Option 2 - Adopt the attached Resolution (Attachment 3) making determinations and updating the sphere of influence for the City of Santa Paula to remove most of the Adams Canyon Expansion Area from the sphere of influence for the City of Santa Paula.

Option 3 - Adopt the attached Resolution (Attachment 4) making determinations and updating the sphere of influence for the City of Santa Paula to remove most of the Adams Canyon and all of the Fagan Canyon Expansion Areas from the sphere of influence for the City of Santa Paula.

BACKGROUND:

LAFCos are required, as necessary, to review and update the spheres of influence for each local agency a minimum of once every five years. The sphere of influence for the City of Santa Paula was last reviewed by the Commission beginning in 2012 as part of the 2008-2012 Work Plan that was adopted by the Commission in 2007. As part of the 2012 review, the Commission accepted a Municipal Service Review (MSR) and made written determinations regarding the City's current and future provision of services (Attachment 1 is the Resolution adopted by the Commission accepting the MSR and approving the written determinations in 2012). On March 20, 2013, based on the

COMMISSIONERS AND STAFF

COUNTY: Linda Parks John Zaragoza <i>Alternate:</i> Steve Bennett	CITY: Carl Morehouse, Vice Chair Janice Parvin <i>Alternate:</i> Carmen Ramirez	DISTRICT: Bruce Dandy Elaine Freeman <i>Alternate:</i> Mary Anne Rooney	PUBLIC: Lou Cunningham, Chair <i>Alternate:</i> Vacant
Executive Officer: Kai Luoma, AICP	Analyst Andrea Ozdy	Office Manager/Clerk Richelle Beltran	Legal Counsel Michael Walker

determinations of the MSR, the Commission considered three options to review and/or update the City's sphere of influence. The options were the same as those outlined under the "Recommendations" section of this report and discussed in greater detail starting on page 15 of this Staff Report. The Staff Report prepared for the March 20, 2013 LAFCo meeting is attached to this Report as Attachment 2. After substantial public testimony, a motion was made to adopt Option 2; however, the motion failed on a 3-3 vote. A second motion was made to adopt Option 1; however, that motion also failed on a 3-3 vote. As a result, the Commission took no action regarding the City sphere of influence and it remained in place without change.

In March 2015, LAFCo staff informed the Commission that the City of Santa Paula Planning Commission was scheduled to consider a development project and annexation proposal for territory located within the Adams Canyon Expansion Area. The 79-unit subdivision on approximately 35 acres proposes extensive grading on and off the site, as well as the deposition of hundreds of thousands of cubic yards of earth into three canyons also located within the Adams Canyon Expansion Area. At the March 18 LAFCo meeting, the Commission directed staff to schedule a review of the City's sphere of influence for the May 20 LAFCo meeting.

DISCUSSION:

Spheres of Influence

LAFCo law defines a "sphere of influence" as "a plan for the probable physical boundaries and service area of a local agency, as determined by the commission." (Govt. Code § 56076) The sphere of influence for a city is an important benchmark because it defines the primary area within which urban development is to be encouraged. Indeed, for an area to be annexed to a city, it must be located within that city's sphere of influence. In a 1977 opinion, the California Attorney General stated that an agency's sphere of influence should "serve as an essential planning tool to combat urban sprawl and provide well planned, efficient urban development patterns, giving appropriate consideration to preserving prime agricultural and other open-space lands" (60 Ops.Cal.Atty.Gen. 118, 120).

A local agency formation commission may revise the sphere of influence of a city or district at any time the commission determines it is necessary to do so to carry out the commission's purposes and responsibilities. Accordingly, a commission's power to revise a sphere of influence is not limited to the five-year review set forth in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH) nor to the submission of a proposal for a change of organization.

Government Code section 56425 is the opening section in the portion of CKH that governs spheres of influence. Section 56425(a) provides, "In order to carry out its purposes and responsibilities for planning and shaping the logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its

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May 20, 2015

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communities, *the commission shall develop and determine the sphere of influence of each local governmental agency within the county* and enact policies designed to promote the logical and orderly development of areas within the sphere.” (Italics added.) Nothing in CKH says the commission’s power to “develop and determine” spheres of influence is limited to particular circumstances, such as the five-year review or a proposal for a change of organization. To the contrary, the power is expressly given to the commission “to carry out its purposes and responsibilities for planning and shaping the logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its communities.” The broad purpose for which the power is given counsels against construing the power too narrowly. (This, in turn, is supported by Government Code section 56107(a), which provides that CKH as a whole “shall be liberally construed to effectuate its purposes.”)

Furthermore, Government Code section 56427 provides, “The commission shall adopt, amend, or revise spheres of influence after a public hearing called and held for that purpose.” Nothing in CKH indicates that the commission’s power to call and hold a public hearing to “amend” or “revise” a sphere of influence is limited to the five-year review or actions initiated by others.

In fact, Government Code section 56428(a) provides, “Any person or local agency may file a written request with the executive officer requesting amendments to a sphere of influence ... adopted by the commission.” Government Code section 56428(f) says the request can be, but does not have to be, “considered and studied as part of the periodic review of spheres of influence required by Section 56425.” Nothing in CKH indicates that the Legislature intended to give “[a]ny person” the power to trigger a sphere of influence revision at any time but to withhold that power from the commission itself, the very body the Legislature charged with the “responsibilities for planning and shaping the logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its communities.” Such an interpretation of CKH would be contrary to the Legislature’s mandate that CKH is to be “liberally construed to effectuate its purposes.”

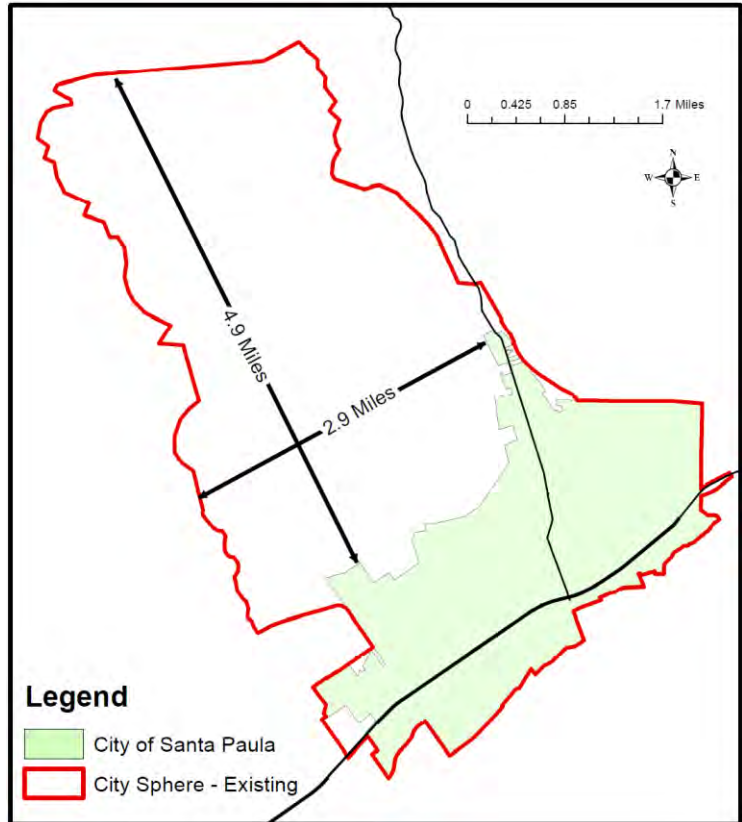
Summarizing these (and predecessor) statutes, one court stated, “A sphere of influence is a *flexible planning and study tool to be reviewed and amended periodically as appropriate.*” (*City of Agoura Hills v. Local Agency Formation Com.* (1988) 198 Cal. App. 3d 480, 490, italics added.) Consistent with this, your Commission has adopted a local policy that provides that your commission “shall review and update, as necessary, the adopted sphere of influence of each local agency *not less than once every five years.*” (Commissioner’s Handbook, rule 4.1.4(a), italics added.)

Thus, your commission may, at any time it determines it is necessary and appropriate to do so, review and revise the sphere of influence of a city or district.

City of Santa Paula Sphere of Influence

The “Background” section of the March 20, 2013 staff report (beginning on page 1 of Attachment 2) describes in detail the City’s sphere of influence and explains the history that led to its current location. No changes have been made to the City’s sphere of influence since 2013.

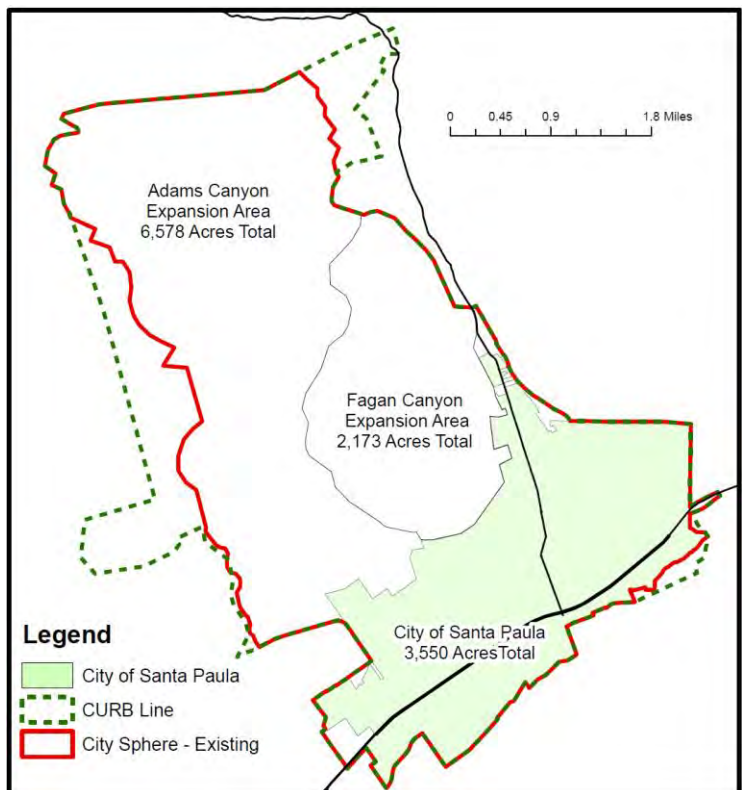
The City’s sphere of influence contains approximately 7,783 acres of unincorporated land, more than the spheres of influence for any other city in the County. The majority of this land (approximately 7,586 acres or 11.85 square miles) is located in an area that extends up to approximately five miles north of the City (see inset to right).



City of Santa Paula General Plan

The City General Plan divides the area to the north of the City into two “Expansion Areas” totaling approximately 8,750 acres, or 13.7 square miles. These are the “Adams Canyon Expansion Area” and the “Fagan Canyon Expansion Area” (see inset to right). The Adams Canyon Expansion Area encompasses approximately 6,600 acres, approximately 5,400 of which are located within the sphere of influence. The Fagan Canyon Expansion Area encompasses approximately 2,175 acres, all of which are located within the sphere of influence.

Proposed land uses within the Expansion Areas have been subject to a number of



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actions by the City and City voters since 2000 and are discussed in detail on pages 16-17 of the March 20, 2013 Staff Report (Attachment 2). Currently, the City General Plan allows for the following land uses within the Expansion Areas:

Expansion Area	Use/Acreage
Adams Canyon - 6,578 acres (5,413 acres within current sphere of influence)	Residential - 495 dwelling units
	One resort hotel
	One golf course
	One school - 40 acres
	Recreation - 100 acres
	Open space - 200 acres
Fagan Canyon - 2,173 acres	Single family residential - 450 dwelling units on 1,953 acres
	Commercial - 76,230 square feet on 5 acres
	Active parks - 7 acres
	Open space - 208 acres

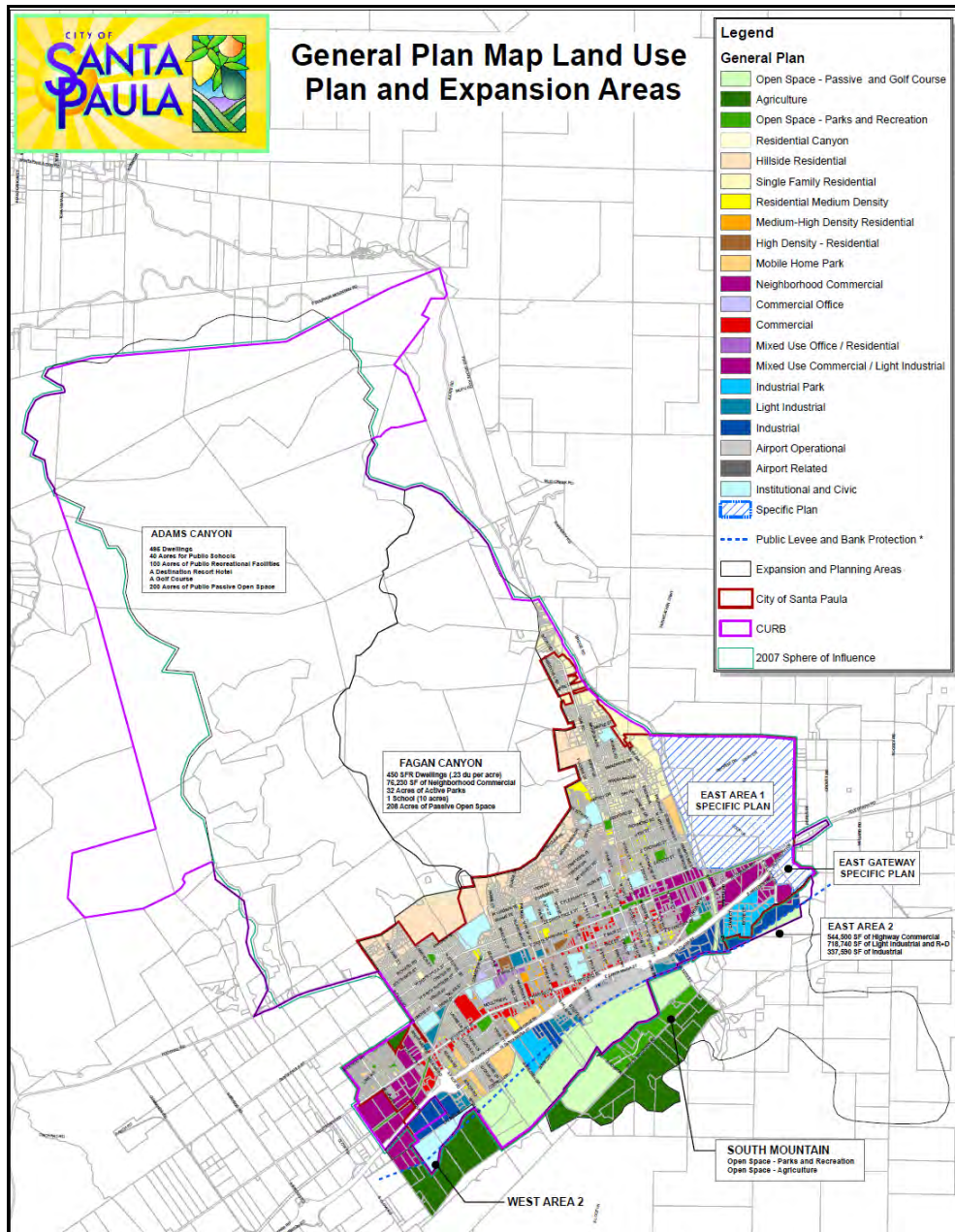
Though the City General Plan lists the uses that are allowed within each Expansion Area, the General Plan does not address future development within the Expansion Areas to the degree required by state general plan law. Indeed, it is unknown, even in the most general terms, where within the 13.7 square miles contained in the Expansion Areas any house, road, public facility, park, school, or other use is to be located.

The inadequacy of the General Plan as it applies to the Expansion Areas is discussed in more detail in the March 20, 2013 staff report. In summary, for the territory within the two Expansion Areas, the City General Plan does not include the following required components of a General Plan:

- A land use plan/map that designates the proposed general distribution and general location and extent of the uses of the land (see the City General Plan Map Land Use Plan on the following page).
- A circulation plan consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, and other local public utilities and facilities, all correlated with the land use element of the plan.
- A plan for the conservation, development, and utilization of natural resources including water and its hydraulic force, soils, rivers and other waters, wildlife, minerals, and other natural resources.
- An Open Space Plan that identifies open space for the preservation of natural resources, managed production of resources (including agriculture), recreation, and public health and safety.

The only change to the General Plan that has occurred since March 2013 of which staff is aware is the certification of the Housing Element by the State Department of Housing and Community

Development. The Housing Element identifies the two Expansion Areas as potential sites for market-rate housing in the future. However, neither site is necessary in order for the City to meet its regional housing needs obligation.



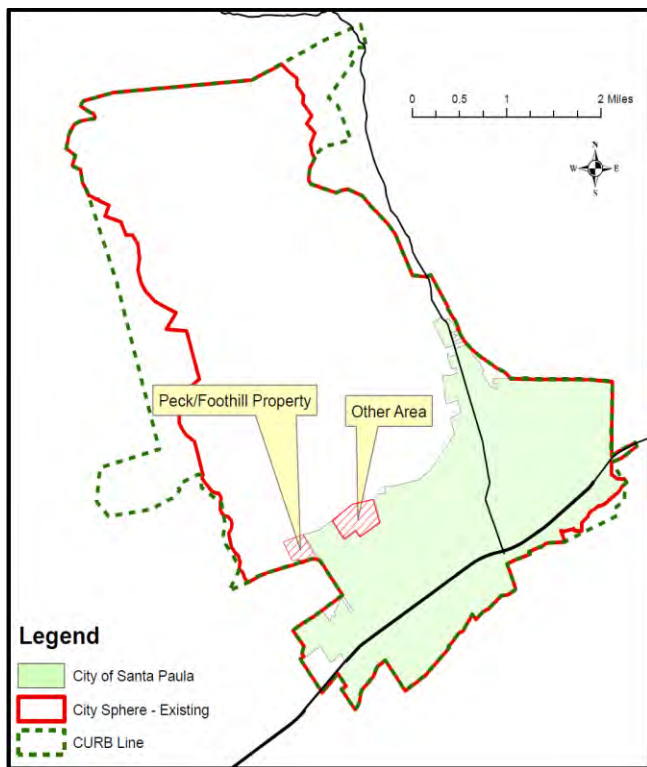
Because the General Plan does not plan for the Expansion Areas consistent with the requirements of state law, it does not provide a reliable means by which to determine the location and extent of potential future development and service needs within either Expansion Area.

Without adequate planning, it is difficult, if not impossible, to determine if a sphere of influence accurately denotes the probable boundaries and service area of a city. For instance, the Adams Canyon Expansion Area is 6,578 acres in size. Based on the allowed uses identified in the City General Plan, the amount of acreage devoted to development could be estimated as follows:

City General Plan	Acreage
Residential - 495 dwelling units	600 acres (1 acre lots plus 20% for roads, other)
One resort hotel	100 acres
One golf course	200 acres (according to the Golf Course Superintendent Association of America for courses in resort areas)
One school	40 acres (per City General Plan)
Recreation	100 acres (per City General Plan)
Open Space	200 acres (per City General Plan)
TOTAL	1,240 acres

Based on the above estimates, approximately 1,240 acres within the Adams Canyon Expansion Area would be devoted to the allowable uses identified by the City General Plan. Of the 6,578 acres identified as being within the Expansion Area, approximately 5,300 acres (over 8.3 square miles or 81% of the Expansion Area) would remain undeveloped and would not need urban services. Under this (or a similar) scenario, the current sphere of influence would not be consistent with the probable service area of the City.

There are two subareas, one within and one adjacent to the Adams Canyon and Fagan Canyon Expansion Areas, that warrant special consideration: the “Peck/Foothill Property” and the approximately 100 acres of undeveloped land denoted as “Other Area” (see inset). In 2003, voters elected to include the 32-acre Peck/Foothill property within the CURB line. It became part of the Adams Canyon Expansion Area as part of the vote to include Adams Canyon within the CURB in 2007. The City is currently processing an application for development of 79 residential units on this 32-acre site. This development is not associated with the larger development that was envisioned for the remainder of Adams Canyon in 2007. The “Other Area” is not a part of either Expansion Area and was within the sphere prior to 2000. It is

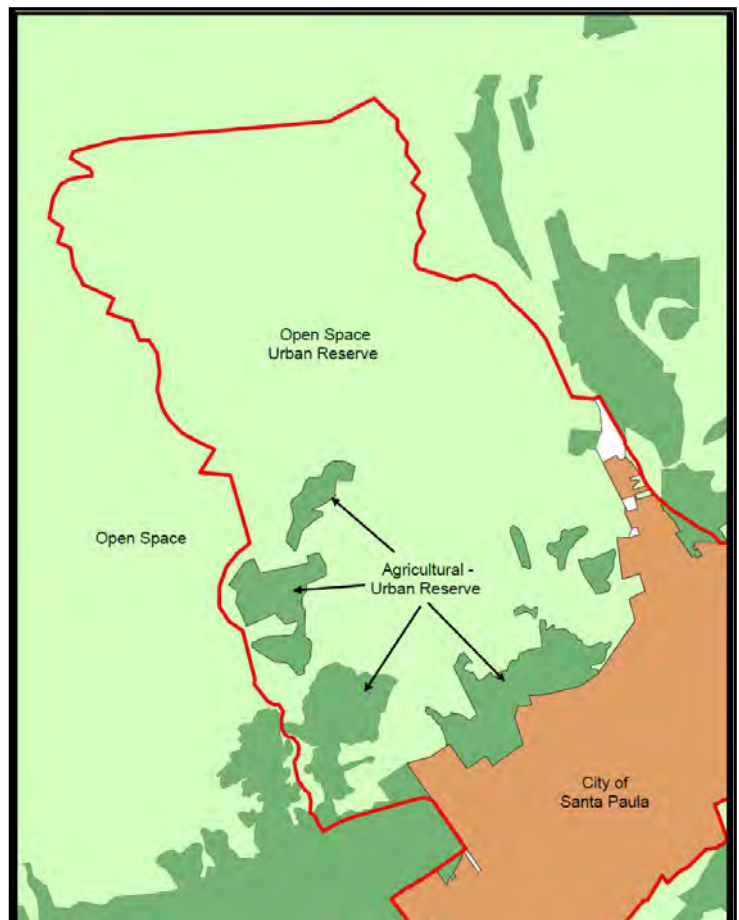


identified on the General Plan land use map for “Hillside Residential” development. Therefore, the general location, type, and density of planned development of this area are known, and thus its service needs can be anticipated. Staff recommends that both of these areas remain within the sphere.

County of Ventura General Plan

In 2014, the Commission adopted policies requiring that for changes of organization and changes to spheres of influence, LAFCo must consider the impacts to agriculture and existing open space lands as defined by the County’s General Plan. Because this policy was adopted in 2014, the March 20, 2013 staff report did not specifically evaluate the potential impact that development of the area as part of the City might have on County-designated agricultural and open space lands.

The territory is in the unincorporated County, and the County’s General Plan and Zoning Ordinance regulate land use. The County General Plan (see inset to right) designates approximately 6,626 acres of the territory as “Open Space – Urban Reserve” and this area is zoned “Open Space” with 160-acre minimum lot sizes. Approximately 960 acres are designated “Agricultural – Urban Reserve” and zoned “Agricultural Exclusive” with 40-acre minimum parcel sizes. The “Urban Reserve” designation acknowledges that the area is currently within the City’s sphere, but does not grant any land use or development potential beyond that allowed for under the “Open Space” or “Agricultural” designation. The table below indicates the County General Plan designations/acreages for the sphere of influence area within each Expansion Area.



Given the fact that the entirety of the Expansion Areas consists of existing open space and agricultural lands, any development within them is likely to result in adverse impacts. However, because the City’s General Plan does not contain a land use plan/map that identifies the extent and location of any land uses within the Expansion Areas, the full degree of these impacts of developed as part of the City cannot be determined.

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	Agricultural – Urban Reserve	Open Space – Urban Reserve
Adams Canyon Expansion Area (5,413 acres within sphere)	710 acres	4,703 acres
Fagan Canyon Expansion Area (2,173 acres within sphere)	250 acres	1,923 acres
Total	960 acres	6,626 acres

Determining a Sphere Of Influence

Govt. Code § 56425(e) provides that in determining a sphere of influence, the Commission must prepare written determinations with respect to five areas of consideration. Each of these considerations is listed below followed by a brief discussion. Additional information and discussion related to these determinations can be found in the March 20, 2013 staff report:

(1) *The present and planned land uses in the area, including agricultural and open-space lands.*

Present Uses: The approximately 7,586 acres within the Adams and Fagan Canyon Expansion Areas that are within the sphere of influence are primarily undeveloped open space land, with agriculture (orchards) in limited areas.

Planned Uses - County: The County General Plan land use designates approximately 87% of the territory within the sphere of influence north of the City as “Open Space”, with the remaining 13% designated “Agricultural”. Thus, the planned uses are open space and agricultural uses.

Planned Uses – City: The City General Plan does not identify the location or extent of any planned land use designations within either Expansion Area, including agricultural and open-space lands.

(2) *Present and Probable Need for Public Facilities and Services in the Area.*

The territory in the Adams and Fagan Canyon Expansion Areas is primarily undeveloped open space land with agriculture (orchards) in some areas, thus there is no present need for public facilities and services in the area. The County’s Agricultural and Open Space General Plan and zoning designations will allow for the existing uses to continue, thus there is no probable need for public facilities and services in the area.

The City’s current General Plan does not include many of the basic requirements of a general plan for the Expansion Areas. Because the City has not identified the location or extent of land uses within the Expansion Areas, the location of urban development that would be in

need of public facilities and services is not known. Therefore, it is unknown whether the current sphere represents the probable boundary and service area of the City.

- (3) *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.*

The City's current General Plan does not include many of the basic requirements of a General Plan for the Expansion Areas. Information is not available to determine if the City's public facilities and services are adequate for future development within the Expansion Areas because the location, extent, and service needs of future development have not been identified or analyzed.

- (4) *Social or Economic Communities of Interest in the Area.*

Staff is not aware of any social or economic communities of interest within or adjacent to the current sphere of influence.

- (5) *Any disadvantaged unincorporated community within the existing sphere of influence.*

As defined by Section 56033.5 of the Government Code, a "Disadvantaged Unincorporated Community" (DUC) is a community with an annual median household income that is less than 80 percent of the statewide annual median household income. There are no DUCs within or contiguous to the City sphere of influence.

VENTURA LAFCo COMMISSIONER'S HANDBOOK

The Commissioner's Handbook (Handbook) is a compendium of the Commission's local policies. Division 4 contains policies and standards related to determining, updating, and amending sphere of influence boundaries. As discussed below, particular sections of the Handbook pertaining to spheres of influence merit consideration with regard to the sphere for Santa Paula.

Section 4.2.1 – Consistency with Voter Approved Growth Boundaries

Section 4.2.1 of the Handbook provides:

"For cities that have enacted ordinances that require voter approval for the extension of services or for changing general plan designations, sphere of influence boundaries should coincide with, or cover lesser area than, voter approved growth boundaries."

This policy does not indicate a preference that the CURB line is to be the basis for a sphere boundary, only that the maximum extent of the sphere is to be the CURB line. A sphere may cover

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less area where appropriate. The current City sphere of influence is consistent with this policy, as it covers lesser area than the CURB (the CURB extends beyond the sphere of influence to include approximately 1,165 acres that are not within the sphere of influence). In addition, each of the options to reduce the size of the sphere of influence presented to the Commission in this report is consistent with this policy, as each would result in the sphere of influence covering lesser area than the CURB.

CURBs and their related ordinances (often referred to as SOAR ordinances) are matters of local policy. Generally speaking, they limit a city's ability to extend services or change land use designations for area outside the CURB without the approval of city voters. The approval of city voters to amend the CURB merely authorizes the city to consider future development in that area. Though the location of the CURB as established by the voters may be one of the considerations of LAFCo when determining a sphere of influence, the action of a city's voters to amend the CURB does not obligate LAFCo to recognize the CURB as the probable future boundaries of the city. LAFCo must independently evaluate the appropriateness of including territory within a city's sphere of influence based on relevant provisions of LAFCo law and local LAFCo policies.

Section 4.3.1 – General Standards

This section provides that LAFCo favors sphere boundaries that, among other standards, “[c]oincide with existing and planned service areas.” (4.3.1.1(a)) As discussed in this report, there is insufficient land use, infrastructure, and public facility planning for the Expansion Areas. Therefore, it appears that the current sphere does not represent the planned service area for the City.

This section also provides that LAFCo discourages sphere boundaries that, among other standards, “create areas where it is difficult to provide services.” (4.3.1.2(b)) The sphere extends approximately 5 miles north of City boundaries and is approximately 3 miles wide. The area contains rugged topography, steep slopes, narrow canyons, and areas subject to flooding and landslides. Given the size of the area and the variety of constraints, it can be assumed that the provision of services to certain areas would be difficult. However, in the absence of adequate land use and infrastructure planning, the level of difficulty with providing services to the Expansion Areas is unknown.

Section 4.3.2 – Agriculture and Open Space Preservation

As noted previously in this report, in 2014 the Commission amended its policies pertaining to determining spheres of influence so that consideration is given to potential impacts to agricultural and existing open space lands as identified by the County's General Plan. Several hundred acres within the Expansion Areas are used for agriculture and appear to meet the definition of prime agricultural land pursuant to LAFCo law (Govt. Code § 56064). Several thousand acres of the

territory is considered to be open space and is devoted to open space uses, as defined by LAFCo law (Govt. Code §§ 56059 and 56060).

Pursuant to Handbook section 4.3.2.1:

“LAFCo will approve sphere of influence amendments and updates which are likely to result in the conversion of prime agricultural or existing open space land use to other uses only if the Commission finds that the amendment or update will lead to planned, orderly, and efficient development.”

In order for an update to result in “planned, orderly, and efficient development”, the Commission must determine that five specific criteria have been met. Though this policy most often applies to updates that expand a sphere, it is equally applicable to updates that retract a sphere. Indeed, Section 4.1.2 defines a sphere update to be, in short, a “modification of a sphere”. Furthermore, Section 4.1.4(c) acknowledges that sphere updates can include the removal of territory from a sphere. Therefore, it is appropriate for the Commission to consider this policy in the context of this sphere update. Thus, in order for the area to remain within the sphere, the Commission should determine that it meets the five specified criteria, each of which is listed and discussed below.

(a) The territory is likely to be developed within 5 years and has been designated for non-agricultural or open space use by applicable general and specific plans.

Though not specified in the Handbook, LAFCo’s practice has been to consider the general plan of a city to be the applicable general plan for any changes to that city’s sphere of influence. However, this policy assumes that the city general plan is complete and consistent with the requirements of state law for the affected area. As explained in this report, the City’s current General Plan does not include many of the basic requirements of a general plan for the Expansion Area, and thus should not be considered to be the applicable general plan. Moreover, the City General Plan does not designate any territory of the Expansion Areas for non-agricultural or open space use.

The County General Plan designates the entirety of the territory within the Expansion Areas as “Open Space” or “Agricultural”.

(b) Insufficient non-prime agricultural or vacant land exists within the sphere of influence of the agency that is planned and developable for the same general type of use.

The 1,500-unit, 500-acre East Area 1 Specific Plan, for which the Commission amended the City sphere, was annexed to the City in February 2013. Therefore, the City sphere contains vacant land that is planned and developable for the same general type of use as that contemplated within the Expansion Areas

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- (c) The proposal will have no significant adverse effects on the physical and economic integrity of other prime agricultural or existing open space lands.

Due to the inadequacy of land use planning in the Expansion Areas, it is unknown at this time the extent to which development in the area would affect other prime agricultural or existing open space lands.

- (d) The territory is not within an area subject to a Greenbelt Agreement adopted by a city and the County of Ventura. If a City proposal involves territory within an adopted Greenbelt area, LAFCo will not approve the proposal unless all parties to the Greenbelt Agreement amend the Greenbelt Agreement to exclude the affected territory.

The area is not within a Greenbelt Agreement.

- (e) The use or proposed use of the territory involved is consistent with local plan and policies.

The City General Plan is inconsistent with state requirements and does not adequately plan for the Expansion Areas in terms of the land use map, circulation plan, public facilities plan, open space plan, and conservation plan. As such, the locations and extent of land uses have not been identified or planned for as part of the City General Plan. Attempting to establish consistency with an incomplete plan serves little purpose.

Based on the above analysis, it appears that the current sphere of influence may not “lead to planned, orderly, and efficient development”.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

Changes to spheres of Influence are normally considered to be projects subject to CEQA. LAFCo has the sole responsibility for taking action to review and update spheres of influence and is, therefore, considered to be the lead agency for this project. Pursuant to CEQA Guidelines § 15061, once a project is determined to be subject to CEQA, the lead agency shall determine whether the project is exempt from CEQA. A project is exempt from CEQA if, among other factors,

“The activity is covered by the general rule the CEQA applies only to projects which have the potential for causing a significant effect on the environment. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA.”
(Section 15061(b)(3))

For CEQA purposes, the options presented in this report for the City of Santa Paula sphere of influence review and/or update are exempt from CEQA under Section 15061(b)(3) of the CEQA Guidelines, the “general rule” exemption. The options are exempt because it can be seen with certainty that there is no possibility that any of the three options may have a significant effect on the environment because the options either make no modifications to the sphere of influence or reduce the extent of territory that LAFCo has determined to represent the City’s probable physical boundaries and service area.

The territory within the Expansion Areas and the sphere of influence are within unincorporated County area and subject to the County General Plan and zoning. The territory consists of primarily undeveloped lands devoted to open space and agricultural uses. These uses are consistent with the County General Plan land use designations and County zoning as discussed previously in this report. The fact that these lands are currently within the sphere of influence for the City does not preclude their development consistent with the County General Plan. Thus, the removal of these lands from the City sphere of influence would result in no greater or lesser development potential than what exists currently. The current and allowable uses would remain consistent with the General Plan.

With respect for the Adam and Fagan Canyon Expansion Areas, the City’s General Plan does not contain many of the basic components outlined in state law. As such, the General Plan does not adequately plan for the area. Moreover, because the City has no land use authority within the subject area and no jurisdiction over changes to the sphere of influence, the City General Plan is not applicable. Thus, from a CEQA perspective, LAFCo’s actions to update the sphere of influence need not be consistent with the City General Plan.

In addition, the removal of the territory from the sphere of influence does not alter the City’s General Plan in any way. Only the City can amend its General Plan. Any development identified in the General Plan for the Expansion Areas would not be displaced to another area by LAFCo’s action. If the City determines that development in the Expansion Areas is no longer feasible or desirable, it could choose to amend the General Plan to remove development potential within the Expansion Areas. If the City determines that development is desirable elsewhere, it can pursue an amendment of the General Plan accordingly. However, these would be voluntary actions by the City and the City, as lead agency, would be responsible for complying with CEQA.

COMMISSION OPTIONS

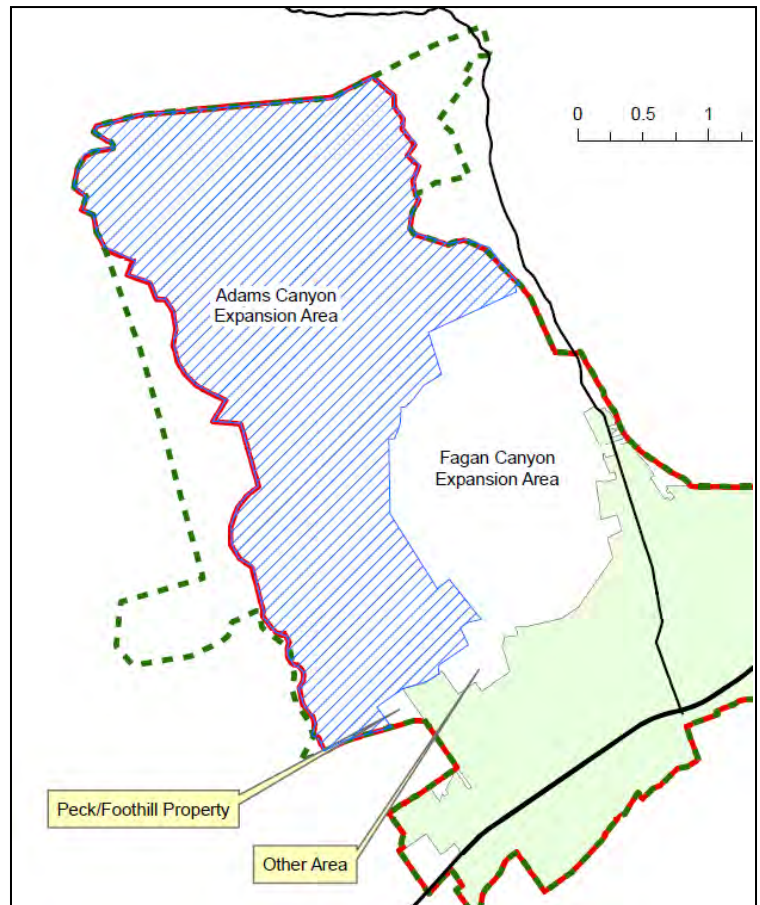
Staff has identified three options available to the Commission regarding the review and/or update of the City sphere of influence, as follows:

- Option 1: No change

Under this option, no changes would be made to the current sphere. This would allow the City to potentially annex an additional approximately 7,600 acres and expand to approximately three times its current size.

- Option 2: Remove Adams Canyon Expansion Area (See inset to right)

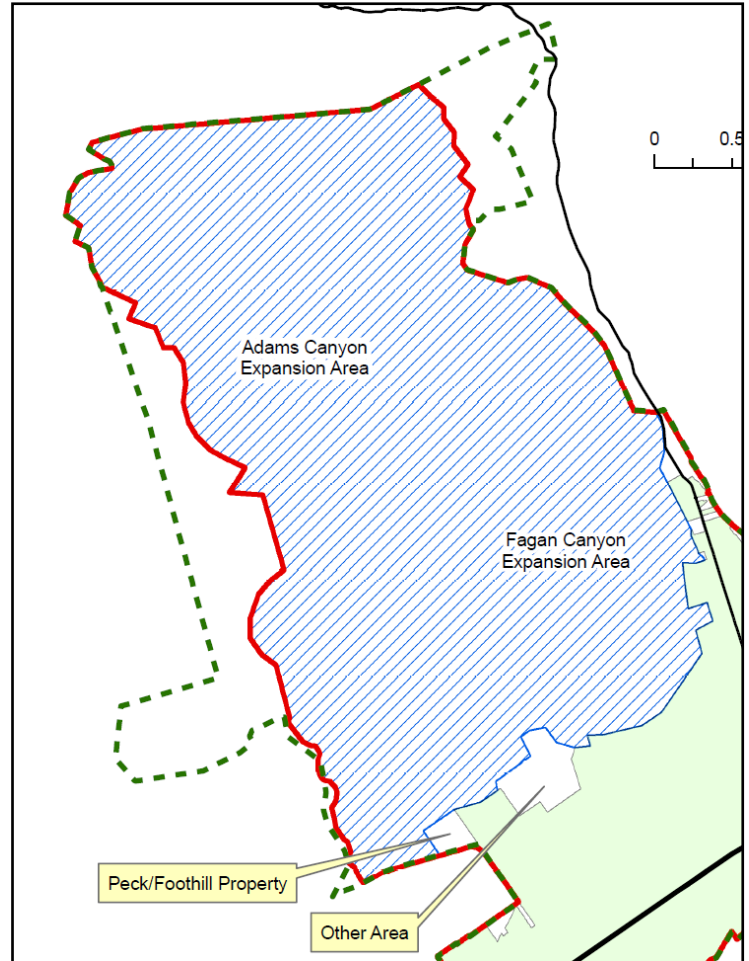
Under this option, the majority of the 5,413-acre portion of the Adams Canyon Expansion Area would be removed from the sphere of influence. Should the Commission choose this option, it is recommended that the 32-acre Peck/Foothill property remain within the sphere, as the City is currently processing a development proposal on this property. Staff also recommends that approximately 100 acres denoted as “Other Area” be retained in the sphere, as this area has been planned for as part of the General Plan and is identified for residential development.



- Option 3: Remove both Adams Canyon and Fagan Canyon Expansion Areas (See inset to right)

Under this option, the Commission would remove most of the approximately 7,600 acres of the sphere that are within the Adams Canyon and Fagan Canyon Expansion Areas. Similar to Option 2 above, should the Commission choose this option staff recommends that the 32-acre parcel at the Peck/Foothill intersection and the approximately 100 acres denoted as "Other Area" be retained in the sphere.

Should the Commission choose Option 2 or 3, the City would not be precluded from submitting an application for a concurrent sphere amendment and annexation at any time in the future subsequent to the adoption of a General Plan update and, if desired by the City, adoption of a specific plan.



PUBLIC NOTICE

Regarding public notice, Govt. Code Section 56427 provides:

The commission shall adopt, amend, or revise spheres of influence after a public hearing called and held for that purpose. At least 21 days prior to the date of that hearing, the executive officer shall give mailed notice of the hearing to each affected local agency or affected county, and to any interested party who has filed a written request for notice with the executive officer. In addition, at least 21 days prior to the date of that hearing, the executive officer shall cause notice of the hearing to be published in accordance with Section 56153 in a newspaper of general circulation which is circulated within the territory affected by the sphere of influence proposed to be adopted. The commission may continue from time to time any hearing called pursuant to this section.

Notice of the May 20 hearing was emailed to the City Manager and City Planning Director on April 23, 2015. Notice was also posted at the County Hall of Administration and published in the Ventura

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County Star on April 26. Though not required to do so, LAFCo staff emailed the public hearing notice to representatives of the property owners of the majority of the territory within the Expansion Areas on April 27.

- Attachments:
- (1) ~~Resolution accepting the Municipal Service Review and approving the Statements of Determination for the City of Santa Paula.~~
 - (2) ~~March-20,-2013-Staff-Report~~
 - (3) ~~Resolution to remove the Adams Canyon Expansion Area from sphere~~
 - (4) ~~Resolution to remove both the Adams and Fagan Canyon Expansion Areas from sphere~~



VENTURA LOCAL AGENCY FORMATION COMMISSION
STAFF REPORT

Meeting Date: September 16, 2015
 (Continued from meeting of May 20, 2015)

TO: LAFCo Commissioners
FROM: Kai Luoma, Executive Officer
SUBJECT: LAFCo 15-08S City of Santa Paula Sphere of Influence Review/Update

This item was continued from the May 20 LAFCo meeting to allow the City of Santa Paula additional time to prepare for the hearing and for LAFCo staff to review and prepare responses to comment letters that were received.

The recommendations, background, and discussion contained in the May 20 Staff Report (Attachment 1) remain applicable. This Staff Report provides a more detailed background of the history of the City sphere of influence and how it relates to the City Urban Restriction Boundary (CURB). It also provides some general and specific responses to the many comments that have been submitted on the matter.

RECOMMENDATIONS:

It is recommended that the Commission approve one of the following options:

Option 1 - Review the sphere of influence for the City of Santa Paula and determine that no update is necessary.

Option 2 - Adopt the Resolution (Attachment 4) making determinations and updating the sphere of influence for the City of Santa Paula to remove most of the Adams Canyon Expansion Area from the sphere of influence for the City of Santa Paula.

Option 3 - Adopt the Resolution (Attachment 5) making determinations and updating the sphere of influence for the City of Santa Paula to remove most of the Adams Canyon and all of the Fagan Canyon Expansion Areas from the sphere of influence for the City of Santa Paula.

COMMISSIONERS AND STAFF

COUNTY: Linda Parks John Zaragoza <i>Alternate:</i> Steve Bennett	CITY: Carl Morehouse, Vice Chair Janice Parvin <i>Alternate:</i> Carmen Ramirez	DISTRICT: Bruce Dandy Elaine Freeman <i>Alternate:</i> Mary Anne Rooney	PUBLIC: Lou Cunningham, Chair <i>Alternate:</i> David J. Ross
Executive Officer: Kai Luoma, AICP	Analyst Andrea Ozdy	Office Manager/Clerk Richelle Beltran	Legal Counsel Michael Walker

BACKGROUND

Sphere of influence review / update

Consistent with its adopted work plan, in November 2012, the Commission accepted Municipal Service Reviews (MSRs) for nine of the ten cities within the County (no MSR was prepared for the City of Port Hueneme). Also in November 2012, following acceptance of the MSRs, the Commission reviewed and reaffirmed the spheres of influence for the Cities of Moorpark, Ojai, Oxnard, and Thousand Oaks. The Commission also reviewed and updated the sphere of influence for the City of Camarillo to remove approximately 20 acres of agricultural land. In 2013, the Commission reviewed and reaffirmed the spheres of influence for the Cities of Fillmore and Simi Valley. The Commission also reviewed and updated the sphere of influence for the City of San Buenaventura to remove approximately 65 acres of agricultural land.

The sphere of influence for the City of Santa Paula was scheduled to be reviewed and possibly updated by the Commission in January 2013, but the matter was continued to the March 2013 meeting. At that time, the Commission was provided with the same three options regarding the City sphere of influence that are recommended in this Staff Report. A motion to approve Option 2 (to remove most of Adams Canyon from the sphere of influence) failed on a 3-3 vote. A second motion to approve Option 1 (to determine that no update to the sphere of influence is necessary) also failed on a 3-3 vote. Thus, the sphere of influence for the City of Santa Paula was the only review of a city sphere of influence for which the Commission took no action: it was neither updated nor reaffirmed by the Commission.

In February 2015, the City of Santa Paula Planning Commission was scheduled to consider a development proposal on approximately 50 acres of land located within the Adams Canyon Expansion Area, which would require annexation to the City. The 79-unit hillside residential project involved the grading of two million cubic yards of earth and the deposition of several hundred thousand cubic yards of earth in three canyons located north of the project site and also within the Adams Canyon Expansion Area. LAFCo staff provided a comment letter to the City outlining a number of issues with the development proposal and provided the letter to the LAFCo Commission in March 2015. At the March 2015 LAFCo meeting, the Commission directed staff to schedule the review (and possible update) of the City sphere of influence for a subsequent meeting. As noted, the matter was scheduled for the May 2015 LAFCo meeting and continued to the September 2015 meeting.

History of the sphere of influence and CURB in Adams and Fagan Canyon areas

Since the City Council's adoption of the General Plan Update in 1998 and LAFCo's approval of a sphere amendment in 2000, both the Adams Canyon and Fagan Canyon Expansion Areas have been the focus of several development proposals. In addition, both Expansion Areas have been subject

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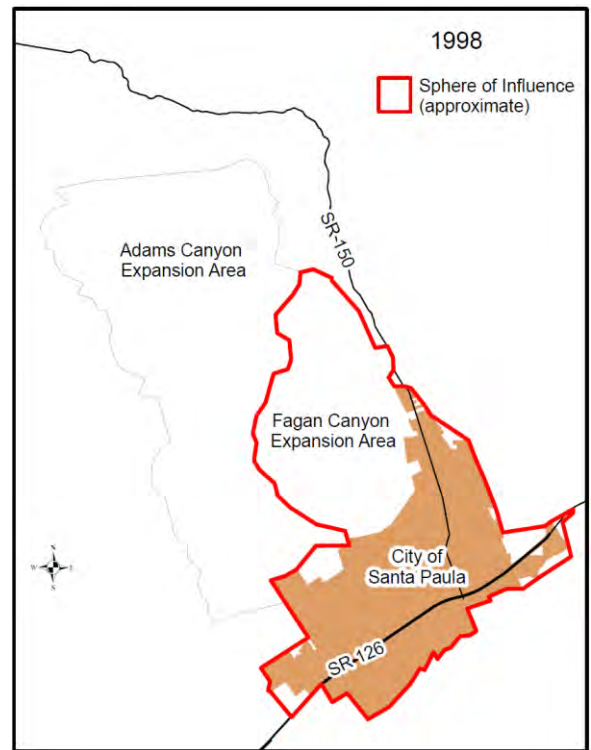
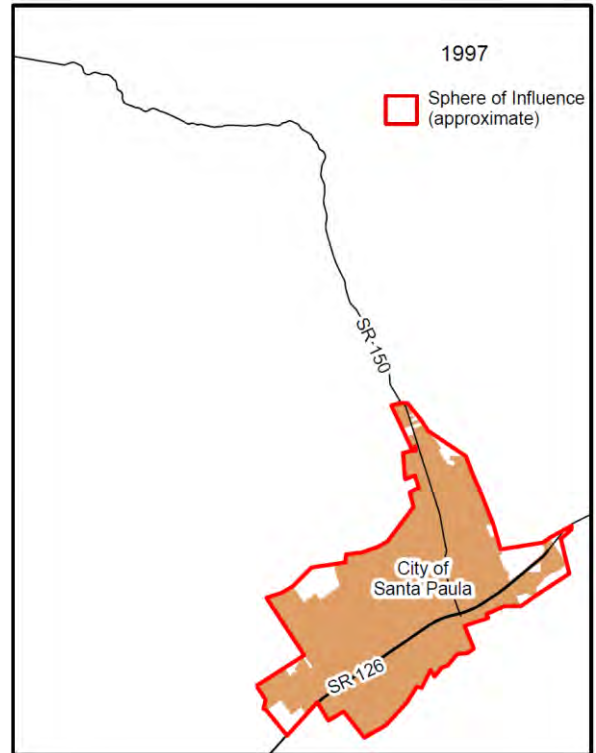
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to voter initiatives regarding development. The following timeline outlines the history of various events that have affected past development proposals in each Expansion Area:

1997: The Adams Canyon and Fagan Canyon Expansion Areas are not identified in the City General Plan and are not included in the City sphere of influence (see inset to right).

1998:

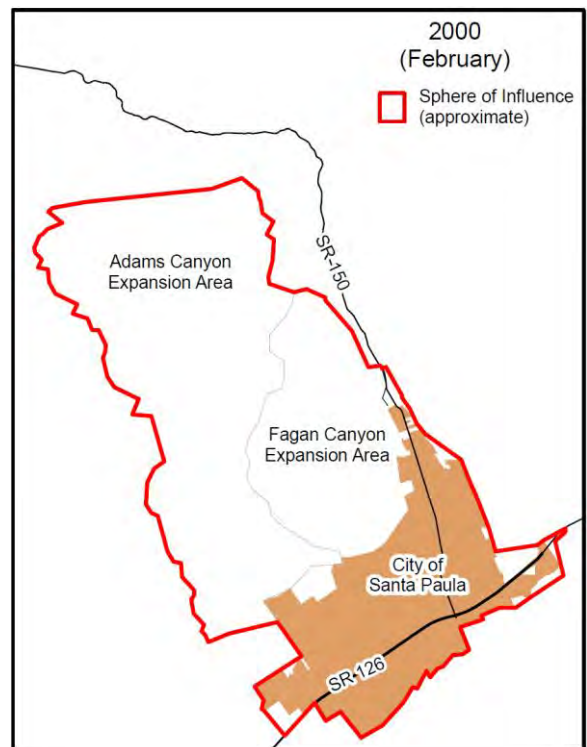
- The City amends its General Plan to identify the City’s two Expansion Areas to the north of the City. The General Plan Update did not include a land use map, infrastructure plan, circulation plan, or open space plan for either Expansion Area.
 - Fagan Canyon:
 - 2,173 acres (3.4 square miles)
 - 450 residential units
 - Limited commercial development.
 - Adams Canyon:
 - 5,413 acres (8.5 square miles)
 - 2,250 residential units and a population of 6,750
 - 152,000 square feet of commercial development,
 - 2 hotels, 2 golf courses, schools, and recreational uses.
- The City submits a request to LAFCo to include both Expansion Areas within the City sphere. LAFCo approves the inclusion of only Fagan Canyon (2,173 acres) in the sphere of influence (see inset to right). Adams Canyon is not included within the sphere of influence based on the Commission’s concerns over the City’s ability to provide services in this area.
- The City submits a request for reconsideration for the inclusion of Adams Canyon in the sphere.



1999: City submits a “White Paper Report” to LAFCo outlining how services would be provided to Adams Canyon. The White Paper Report conclusions are based on development of 2,250 units with a population of 6,750, 152,000 square feet of commercial development, 2 hotels and 2 golf courses in Adams Canyon.

2000:

- February: Based largely on information submitted in the White Paper Report, LAFCo amends the sphere of influence to include the 5,413-acre Adams Canyon Expansion Area (see inset to right).
- November: City voters approve Save Open-Space and Agricultural Resources (SOAR) to include Fagan Canyon Expansion Area within the CURB. Adams Canyon is not included within the CURB (see inset below).



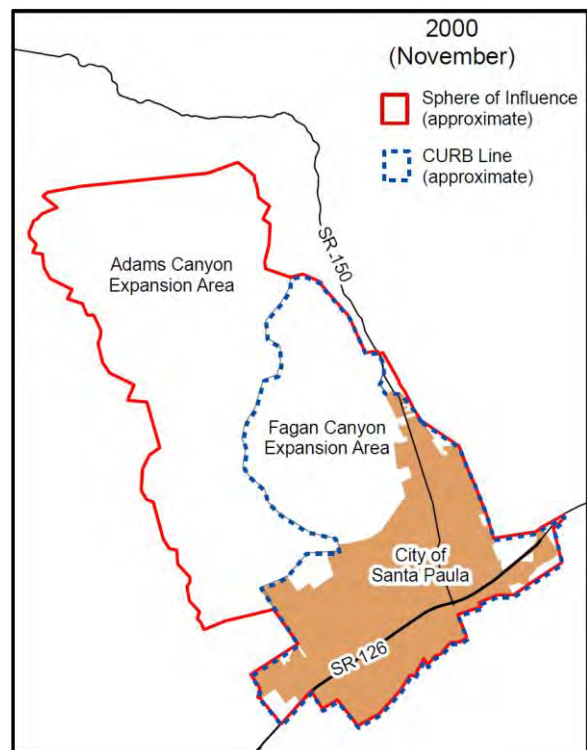
2002: City voters reject a developer-backed initiative to amend the CURB line to include the Adams Canyon Expansion Area to allow for potential annexation and development consistent with the General Plan.

2003: City voters approve an amendment to the CURB to include a 32-acre parcel abutting the City (the Peck/Foothill Property). (See top inset next page).

2005: The City Council approves a General Plan amendment and development project in the Fagan Canyon Expansion Area, which increases the number of residential units in the Area from 450 to 2,155, and includes commercial development, schools, and other uses.

2006:

- City residents gather enough signatures to place a referendum on the ballot to overturn the City



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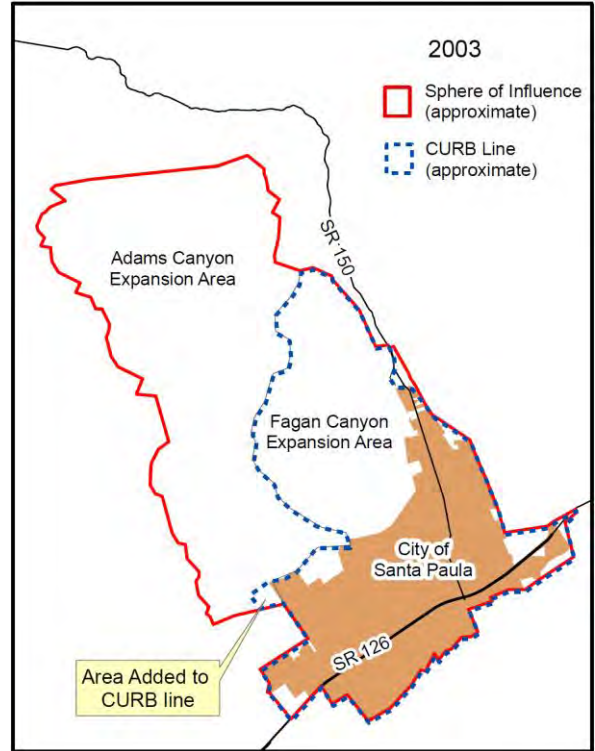
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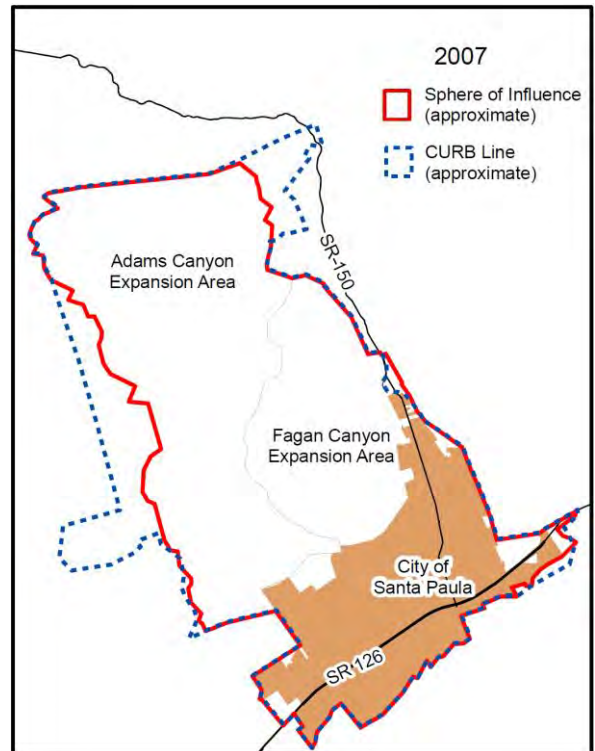
Council's approval of the Fagan Canyon development project.

- The City Council rescinds its approval of the previously-approved development project in Fagan Canyon and places the project on the ballot.
- Voters reject the Fagan Canyon project.
- City voters reject a second developer-backed initiative to include the Adams Canyon Expansion Area within the CURB to allow for the potential annexation and development of 495 dwelling units.
- After collecting enough signatures to qualify for the ballot, voters approve a measure that requires voter approval in order to increase development density on any property over 81 acres in size through 2020. This measure applies to all lands within the City's General Plan planning area.



2007:

- May: City voters approve a third developer-backed initiative to increase the size of the CURB and amend the General Plan's allowable uses in the Adams Canyon Expansion Area (see lower inset to right). The initiative did not include a land use map, infrastructure plan, circulation plan, or open space plan for the Expansion Area. The approved initiative:
 - Increases the size of the CURB to include an additional 6,578 acres (10.3 sq. mi) for a total of 8,751 acres (13.7 sq. mi) north of the City.
 - Increases the size of the Adams Canyon Expansion Area to include an additional 1,165 acres (from 5,413 acres (8.5 sq. mi.) to 6,578 acres (10.3 sq. mi.)).
 - Reduces the maximum number of units from 2,250 to 495.
 - Eliminates the 150,000 square feet of potential commercial development.



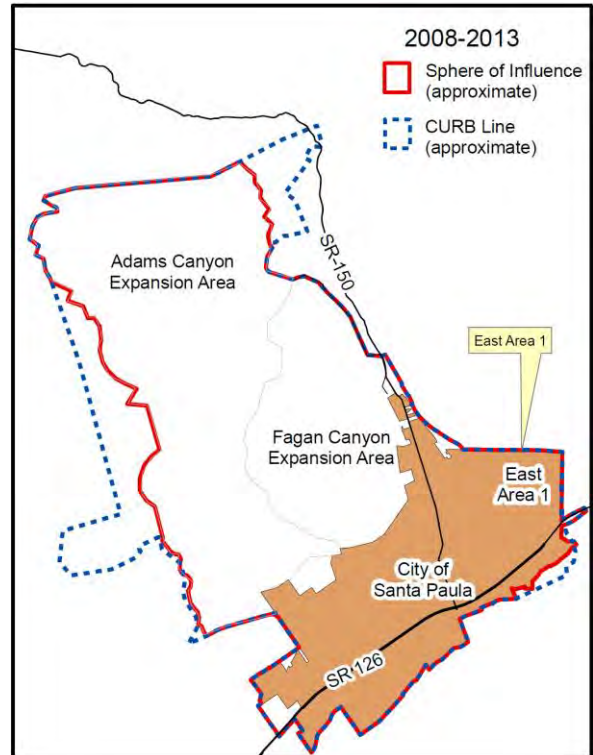
- Reduces the number of hotels and golf courses from 2 each to 1 each.
- June: LAFCo reviews and updates the City sphere of influence and makes no changes to the sphere of influence north of the City.

2008: City voters amend the CURB to include the 550-acre East Area 1 development site, to allow for development of:

- 1,500 residential units
- 150,000 square feet of light industrial
- 285,000 square feet of commercial
- 376,000 square feet of civic uses
- Parks and open space

2011: LAFCo approves an amendment to the City sphere of influence and annexation of the East Area 1 development site (see inset to right).

2013: The East Area 1 sphere of influence amendment and annexation become effective.



DISCUSSION

The current sphere of influence is discussed in detail in the March 2013 and May 2015 Staff Reports (both are contained in Attachment 1). Following is a brief summary of the current sphere of influence within the Adams and Fagan Canyon Expansion Areas.

	Unincorporated area within sphere	Area per General Plan	Residential units per General Plan
Adams Canyon Expansion Area	5,413 acres (8.5 sq. mi.)	6,578 acres (10.3 sq. mi.)	495
Fagan Canyon Expansion Area	2,173 acres (3.4 sq. mi.)	2,173 acres (3.4 sq. mi.)	450
Total	7,586 acres (11.9 sq. mi)	8,751 acres (13.7 sq. mi)	945

Staff Report

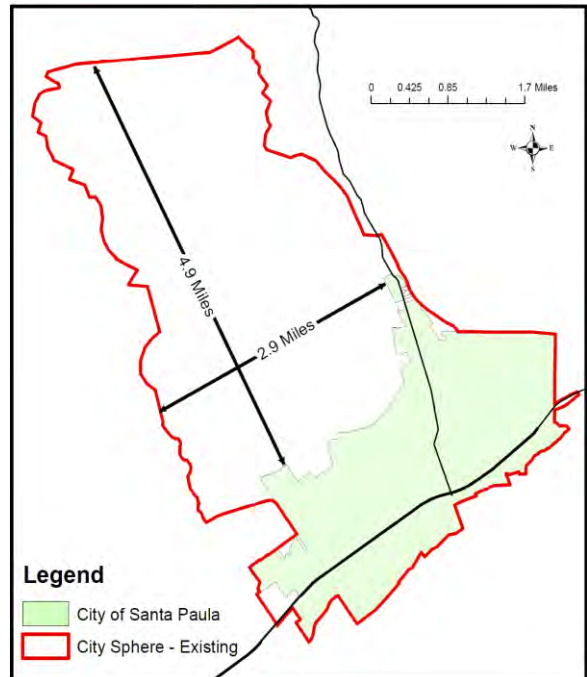
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The City's current sphere of influence extends nearly 5 miles north of the City and up to nearly 3 miles east to west (see inset to right). It contains more unincorporated territory than any other city sphere of influence in the County and is the only city's sphere in which the amount of unincorporated territory is greater than the territory within the corresponding city.

With over 1,000 total acres (1.6 square miles) of unincorporated agricultural land, it is second only to the approximately 1,175 acres of unincorporated agricultural land within the City of Oxnard's sphere of influence. With approximately 6,626 acres (10.3 square miles) of undeveloped unincorporated open space land (see inset to lower right), it exceeds the total amount of unincorporated undeveloped open space land within all of the other city spheres of influence combined (approximately 4,800 acres).

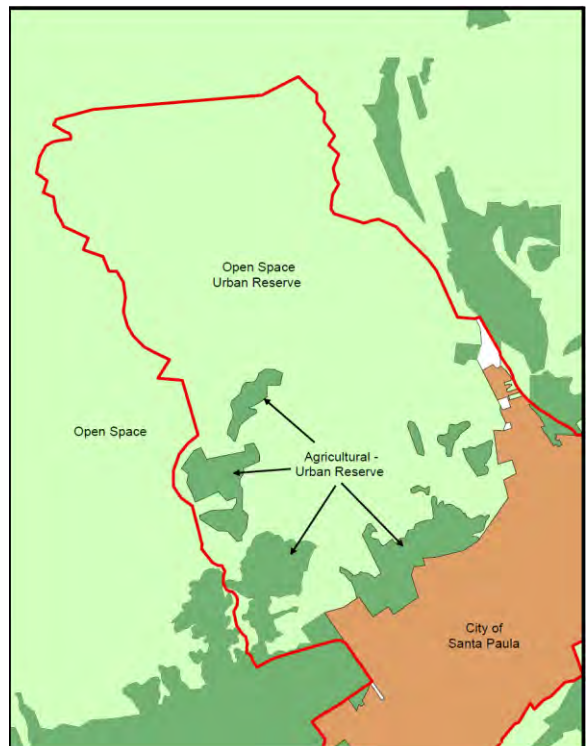


The current size of the City is 3,653 acres (5.7 square miles) with an estimated population in 2014 of 30,441. If the area within the sphere of influence where to be annexed to the City and developed consistent with the allowable uses in the General Plan, it would represent a more than 300% increase in the physical size of the City to accommodate an approximately 9% increase in the City's population.

The City's General Plan provides no land use plan, circulation plan, infrastructure/public facilities plan, or open space plan for the area within the sphere of influence north of the City.

COMMENTS RECEIVED:

Five comment letters were received prior to the May 20 meeting, but after the May 20 Staff Report was prepared. One was from the City of Santa Paula and four were from Latham and Watkins, LLP, a law firm that represents R.E. Holdings (the owner of a



majority of the property within the Adams Canyon Expansion Area). These letters and a summary of their content is as follows:

- City of Santa Paula, May 19, 2015 – Regarding LAFCo’s authority to review the City’s sphere of influence and the purported need to prepare an updated municipal service review.
- Latham and Watkins, May 19, 2015 – Regarding the purported failure of the May 20, 2015 Staff Report to provide a sufficient basis to remove Adams Canyon from the City sphere of influence.
- Latham and Watkins, May 15, 2015 - Regarding the application of LAFCo’s Handbook policies.
- Latham and Watkins, May 15, 2015 - Regarding the California Environmental Quality Act (CEQA).
- Latham and Watkins, May 15, 2015 - Regarding the purported need to prepare a MSR.

Each of these letters and staff’s response to the points within them are attached (Attachment 2 is regarding the letter from Santa Paula; Attachment 3 is regarding the letters from Latham and Watkins). The letters do not raise any issues that would preclude the Commission from taking any of the three recommended options: LAFCo’s authority to review the City’s sphere is clearly explained in the May 20 Staff Report; the Staff Reports provide a sufficient basis to support an action to remove territory from the sphere if the Commission chooses to do so; the removal of territory from the sphere would not conflict with any of the Commission’s policies; the three recommended options are exempt from CEQA, as explained in the May 20 Staff Report; and there is no requirement that a new MSR be prepared.

Some of the comments received pertain to issues that require additional clarification, as the comments are either not entirely accurate or broach matters that were not fully covered in previous staff reports. Each comment is generally summarized below in italics followed by staff’s response.

- *Comment: LAFCo is being unfair, arbitrary, capricious, and/or punitive by singling out only the City of Santa Paula for a sphere of influence review before it is scheduled to next do so in 2017.*

As explained in the “Background” section of this report, the City’s sphere of influence is the only city sphere for which the Commission took no action to either update or reaffirm it as part of its reviews of all of the city spheres in 2012 and 2013. In addition, the City Planning Commission recently took an action to recommend that the City Council approve a development project within the Adams Canyon Expansion Area and sphere of influence that would include LAFCo action to annex a portion of the project site to the City. Based on these circumstances, it is reasonable at this time to review the sphere of influence.

- *Comment: City voters established the CURB to be substantially coterminous with the sphere of influence in the Expansion Areas.*

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As can be seen from the history of the City's sphere of influence and CURB, the location of the sphere of influence and CURB do not correspond with each other in the Expansion Areas. The CURB did not affect the location of the sphere of influence, as the sphere was established before the CURB existed. Additionally, the location of the sphere of influence played only a minor role in the location of the CURB in the Expansion Areas. For instance, when the CURB was first established to include the Fagan Canyon Expansion Area in 2000, only approximately 25% of the CURB was located coterminous with the sphere of influence (the CURB covered less area than the sphere). When the CURB was amended to include the Adams Canyon Expansion Area in 2007, only approximately 37% of the amended CURB was established to generally follow, or be coterminous with, the sphere of influence (the CURB covered more area than the sphere).

- *Comment: LAFCo policies recognize the importance of CURBs and the will of the voters in establishing spheres of influence.*

Regarding spheres of influence, LAFCo policies recognize CURBs only insofar as they establish that city spheres of influence should not extend beyond them. CURBs are not recognized in any other way in the determination of a sphere of influence.

CURBs and spheres of influence serve different purposes. CURBs and their related SOAR ordinances are matters of local policy that apply only to a particular city. LAFCo is not subject to them. The location of a CURB is established and controlled by city voters and generally specifies where a city may, and where it may not, consider allowing development to occur. A sphere of influence is established and amended by LAFCo. A sphere of influence for a city is the location where LAFCo, after having exercised its independent judgment to consider and make various written determinations, has determined the city's "probable physical boundaries and service area" to be (Govt. Code § 56076). Thus, the location of a CURB and the location of a sphere of influence represent different things and they may or may not align.

Commissioner's Handbook Section 4.2.1 provides that "sphere of influence boundaries should coincide with, or cover lesser area than," a CURB line. Pursuant to this policy and the definition of a sphere of influence, a sphere of influence should coincide with a CURB only if the Commission determines that the location of the CURB also represents the probable physical boundaries and service area of the city. However, if the Commission determines that a CURB line does not represent the probable boundaries and service area of a city, and a lesser area does, the sphere of influence should cover lesser area than the CURB. Thus, it is LAFCo's independent determination of the probable physical boundaries and service area of the City, not the location of the CURB, which is to determine the location of the sphere of influence.

- *Comment: Removing the Expansion Areas from the sphere of influence would conflict with the will of City voters.*

As noted in the history section of this report, the City General Plan envisioned development in both Expansion Areas before the voters established the CURB. However, the General Plan did not include any type of land use, infrastructure, circulation, public facilities, or open space planning for the Expansion Areas, as is required by state general plan law. In 2000, the City's voters amended the General Plan to establish the CURB, which included the Fagan Canyon Expansion Area. In 2007, the voters amended the General Plan to reduce the level of development envisioned for Adams Canyon and include the Adams Canyon Expansion Area within the CURB. However, the voters were not provided a land use plan, or any other plan, as part of either initiative. Thus, the actions of the voters did not correct the deficiencies in the City General Plan.

Moreover, the actions of city voters apply only to the city. They do not apply to LAFCo. LAFCo is an independent agency that must exercise its independent judgment to achieve its purposes as outlined in state law. Govt. Code § 56425 provides that LAFCo must determine a sphere of influence for each city "[i]n order to carry out its purposes and responsibilities for planning and shaping the logical and orderly development...of the county and its communities". Basing the location of a sphere of influence solely on the location of a voter-established CURB would be an unlawful abdication of LAFCo authority and responsibility.

- *Comment: Removing territory from the sphere of influence would conflict with the City General Plan.*

There is no provision in LAFCo law or in Ventura LAFCo's local policies pertaining to spheres of influence that mandate that spheres of influence be consistent with a general plan. Indeed, if LAFCo's actions were required to be consistent with a general plan, there would be little purpose for the existence of LAFCos. As explained above, LAFCo must exercise its independent judgement in determining a sphere of influence. Though LAFCo often looks to general plans to help inform it of land use, infrastructure, and service plans when considering a sphere of influence, its determinations need not be consistent with it. In this case, the City General Plan contains no such plans for the Expansion Areas. In addition, should the Commission choose to reduce the size of the sphere of influence, it has determined that the current location of the sphere is *not* the probable physical boundary and service area of the City, thus, the City General Plan would not be the probable general plan for the area and there would be little purpose in considering consistency with it.

- *Comment: Removing territory from the sphere of influence would displace the development envisioned by the City General Plan for that territory to another location.*

This premise is cited repeatedly in comments that were submitted. The Expansion Areas are located within the unincorporated County area and are subject to the County’s General Plan and zoning ordinances. The City has no jurisdiction in the Expansion Areas and its General Plan has no force or effect, thus the development envisioned by it is theoretical and speculative. If territory were to be removed from the sphere of influence, there would be no change in the existing land use conditions: the City would continue to have no jurisdiction and its General Plan would continue to have no force or effect and City development would remain theoretical and speculative. Nonexistent development potential cannot be displaced.

- *Comment: Removing Adams Canyon from the sphere of influence would contradict the findings and actions made by the Commission when it included Adams Canyon in the sphere of influence in 2000.*

The inclusion of the Adams Canyon Expansion Area within the sphere of influence occurred prior to changes in LAFCo law that now require the preparation of a municipal service review in order to update a sphere of influence. LAFCo’s approval of the inclusion of Adams Canyon in the sphere in 2000 was primarily based on the analysis and conclusions provided by the City in a “White Paper Report”. The White Paper Report described in general terms the City’s plans for providing/funding services in Adams Canyon; however, the Report included no actual land use, infrastructure, circulation, or open space plans. In addition, the analysis and conclusions in the White Paper Report were based on a level of development in Adams Canyon that has since been substantially reduced, as indicated in the following table:

	Allowable Uses in 2000	Current Allowable Uses
Residential units	2,250	495
Commercial	152,000 sq. ft.	0
Hotels	2	1
Golf courses	2	1

The findings and determinations that were made by LAFCo in 2000 were based on now outdated information and a level of potential development that no longer exists. As a result, the findings/determinations made by LAFCo in 2000 are no longer applicable or relevant.


- Attachments: (1) ~~May 20, 2015 Staff Report (excluding some repetitive attachments)~~
 (2) ~~Responses to May 19, 2015 letter from City of Santa Paula~~

- (3) Responses to May 15 and May 19, 2015 letters from Latham and Watkins
- (4) Resolution to remove most of the Adams Canyon Expansion Area from sphere
- (5) Resolution to remove most of the Adams Canyon and all of the Fagan Canyon Expansion Areas from sphere



VENTURA LOCAL AGENCY FORMATION COMMISSION
STAFF REPORT

Meeting Date: February 21, 2018

TO: LAFCo Commissioners
FROM: Kai Luoma, AICP, Executive Officer 
SUBJECT: Cancellation of the March 21, 2018 Regular Meeting

RECOMMENDATION:

Cancel the March 21, 2018 regular LAFCo meeting and direct staff to provide notice of cancellation to the County, all cities, independent special districts and other interested parties as required by law.

DISCUSSION:

LAFCo staff is currently reviewing one application that requires Commission action. We anticipate receiving an additional proposal in the near future that is tentatively scheduled for the April LAFCo meeting.

In addition, staff plans to schedule the draft budget for fiscal year 2018-19 for consideration in April. Therefore, because there is no time sensitive matter requiring Commission action in March, staff is recommending that the Commission cancel the March meeting.

The next scheduled meeting would occur on April 18, 2018.

COMMISSIONERS AND STAFF

COUNTY: Linda Parks, Chair John Zaragoza <i>Alternate:</i> Steve Bennett	CITY: Janice Parvin Carmen Ramirez <i>Alternate:</i> Claudia Bill-de la Peña	DISTRICT: Elaine Freeman Mary Anne Rooney <i>Alternate:</i> Andy Waters	PUBLIC: David J. Ross, Vice Chair <i>Alternate:</i> Pat Richards
Executive Officer: Kai Luoma, AICP	Analyst Andrea Ozdy	Office Manager/Clerk Richelle Beltran	Legal Counsel Michael Walker