



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

- 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 report<sup>1</sup> 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)<sup>2</sup>;
- The City’s General Plan did not include a plan for urban development outside the existing sphere; and

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<sup>1</sup> 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.

<sup>2</sup> 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 report<sup>3</sup> 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 report<sup>4</sup> demonstrates that the City has the ability to provide urban services at acceptable levels; and

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<sup>3</sup> 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.

<sup>4</sup> 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 report<sup>5</sup> 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) ordinance<sup>6</sup>;
- 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

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<sup>5</sup> 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.

<sup>6</sup> 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 Ordinance<sup>7</sup> 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 report<sup>8</sup> 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);

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<sup>7</sup> The Hillside Voter Protection Ordinance provides that the City cannot extend services into the Hillside Voter Protection area without voter approval.

<sup>8</sup> 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 influence<sup>9</sup>; 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 City<sup>10</sup>); and
- The MSR report<sup>11</sup> demonstrates that the City has the ability to provide urban services at acceptable levels.

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<sup>9</sup> 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."

<sup>10</sup> 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."

<sup>11</sup> 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:

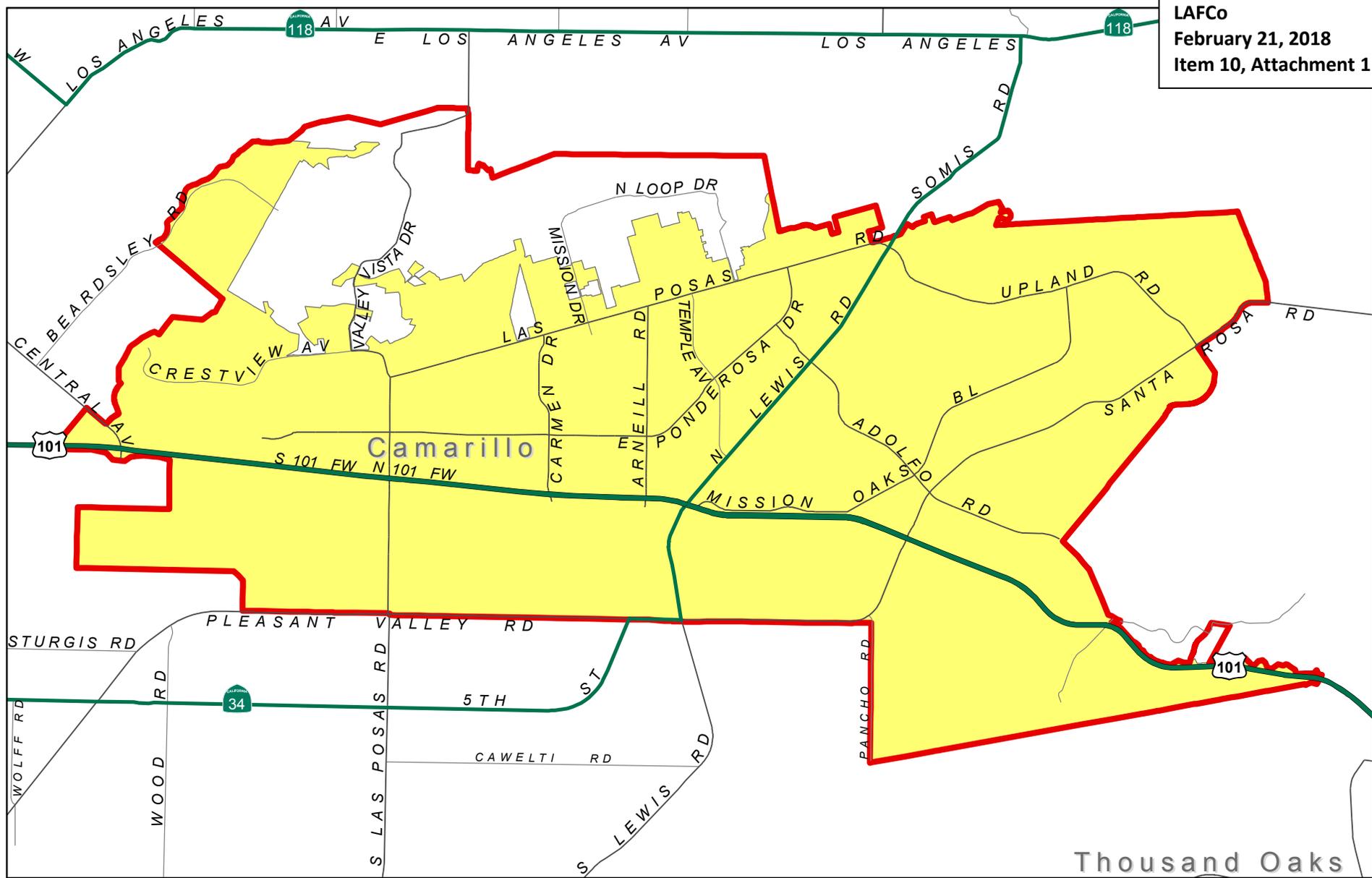
- The existing sphere continues to reflect the City's current and probable service area;
- The existing sphere boundary is consistent with the City's General Plan land use map;
- The MSR report<sup>12</sup> demonstrates that the City has the ability to provide urban services at acceptable levels.

### 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

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<sup>12</sup> 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.



Thousand Oaks

**Legend**



-  City of Camarillo Sphere of Influence Boundary  
14670.26 acres
-  City of Camarillo Boundary  
12640.42 acres

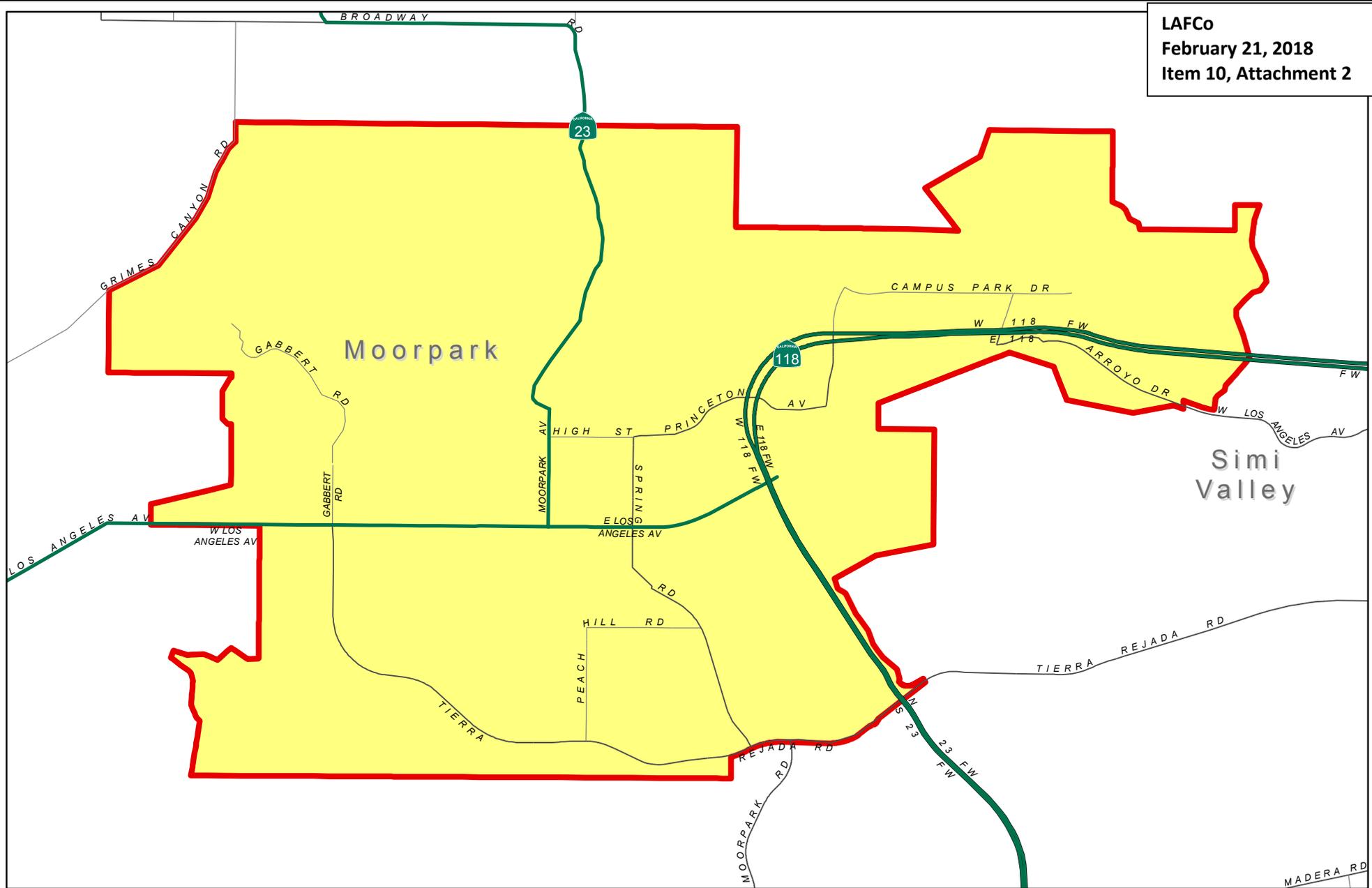
**City of Camarillo**  
 Current as of December 4, 2014

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

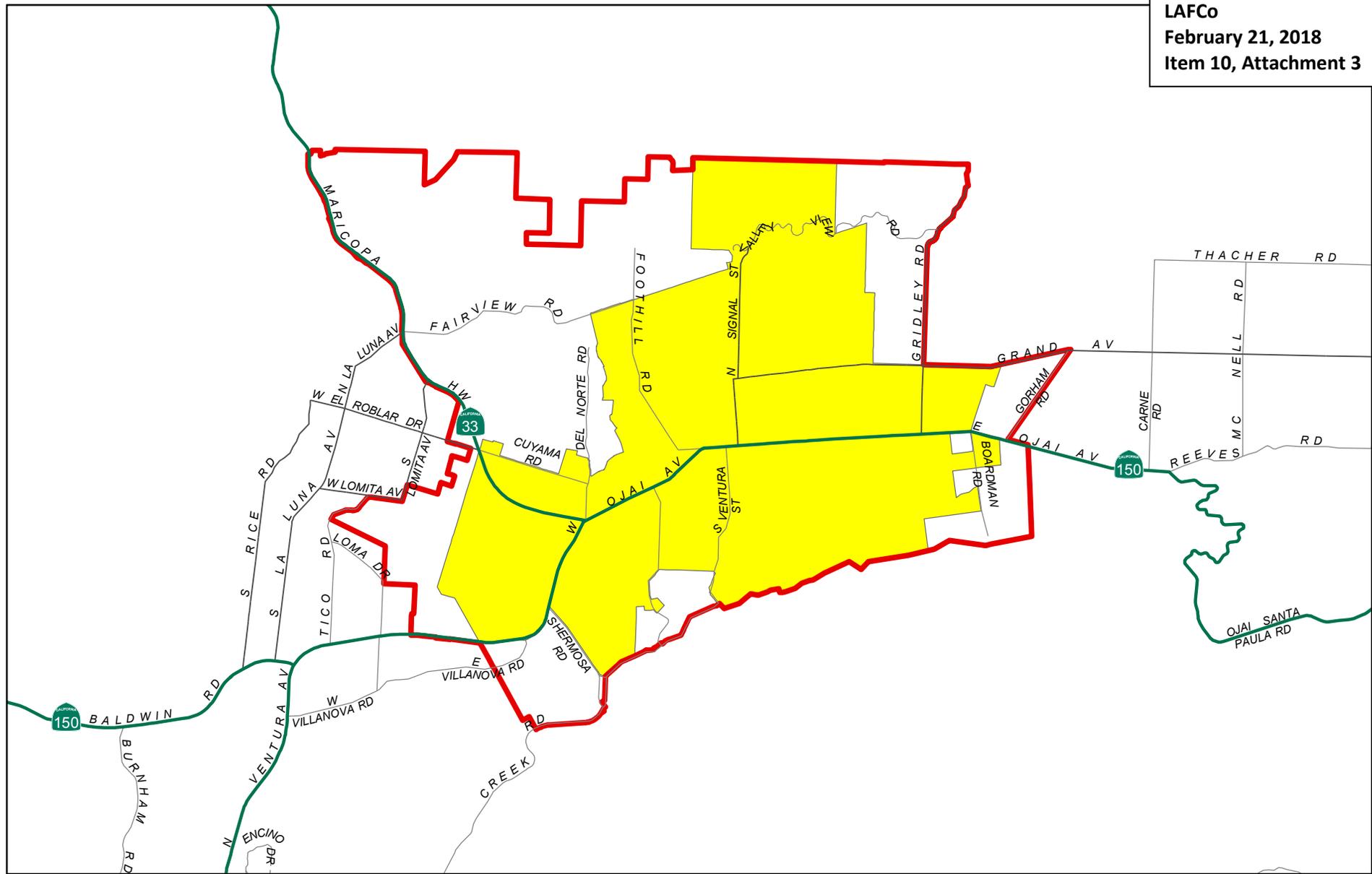
Prepared by County of Ventura - IT Services Department - GIS Services

State Plane Coordinate System California Zone V - NAD 27

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

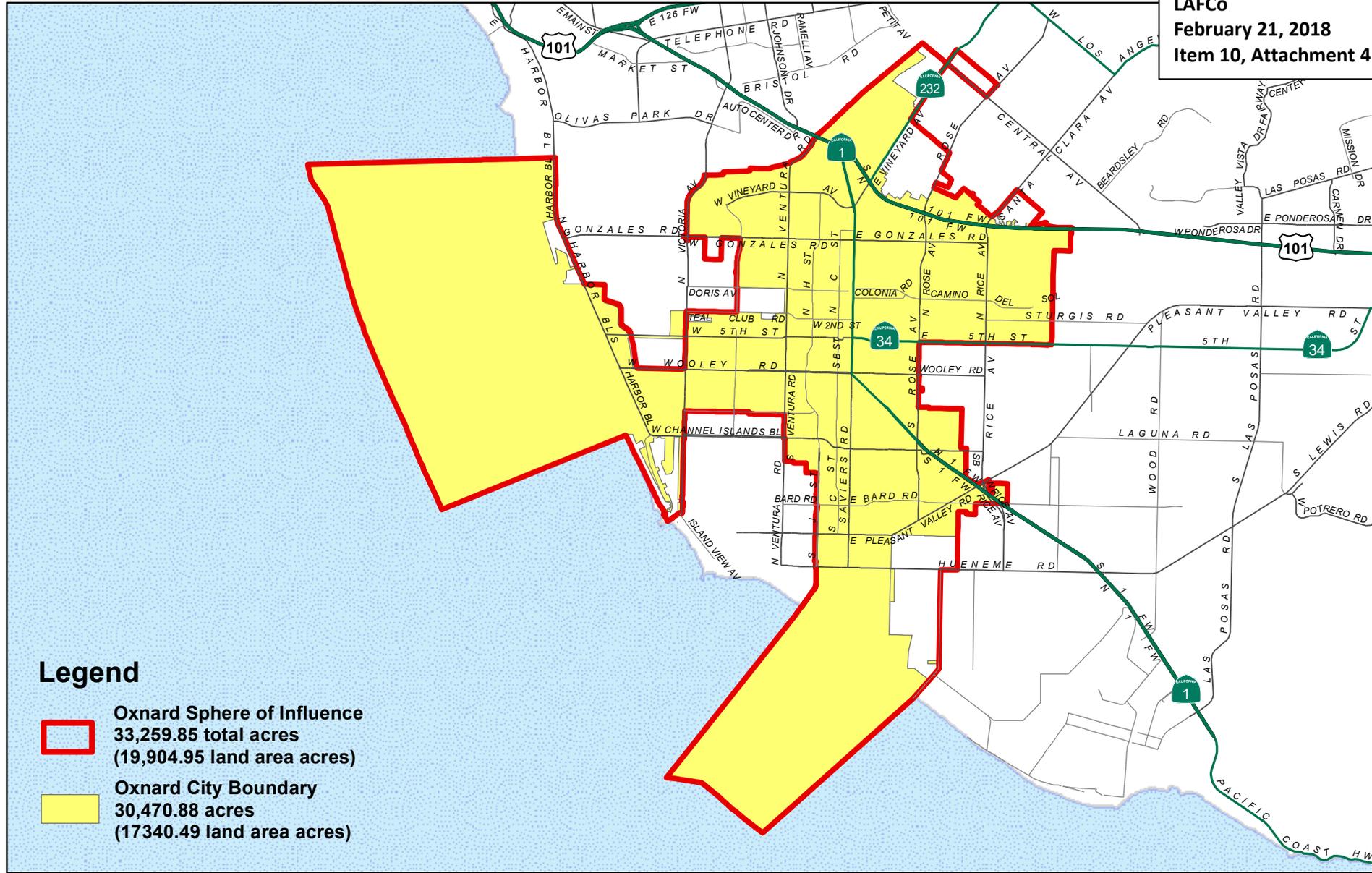
**City of Ojai**  
 Current as of November 14, 2012

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: 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)

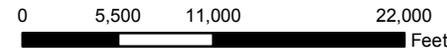
**City of Oxnard**

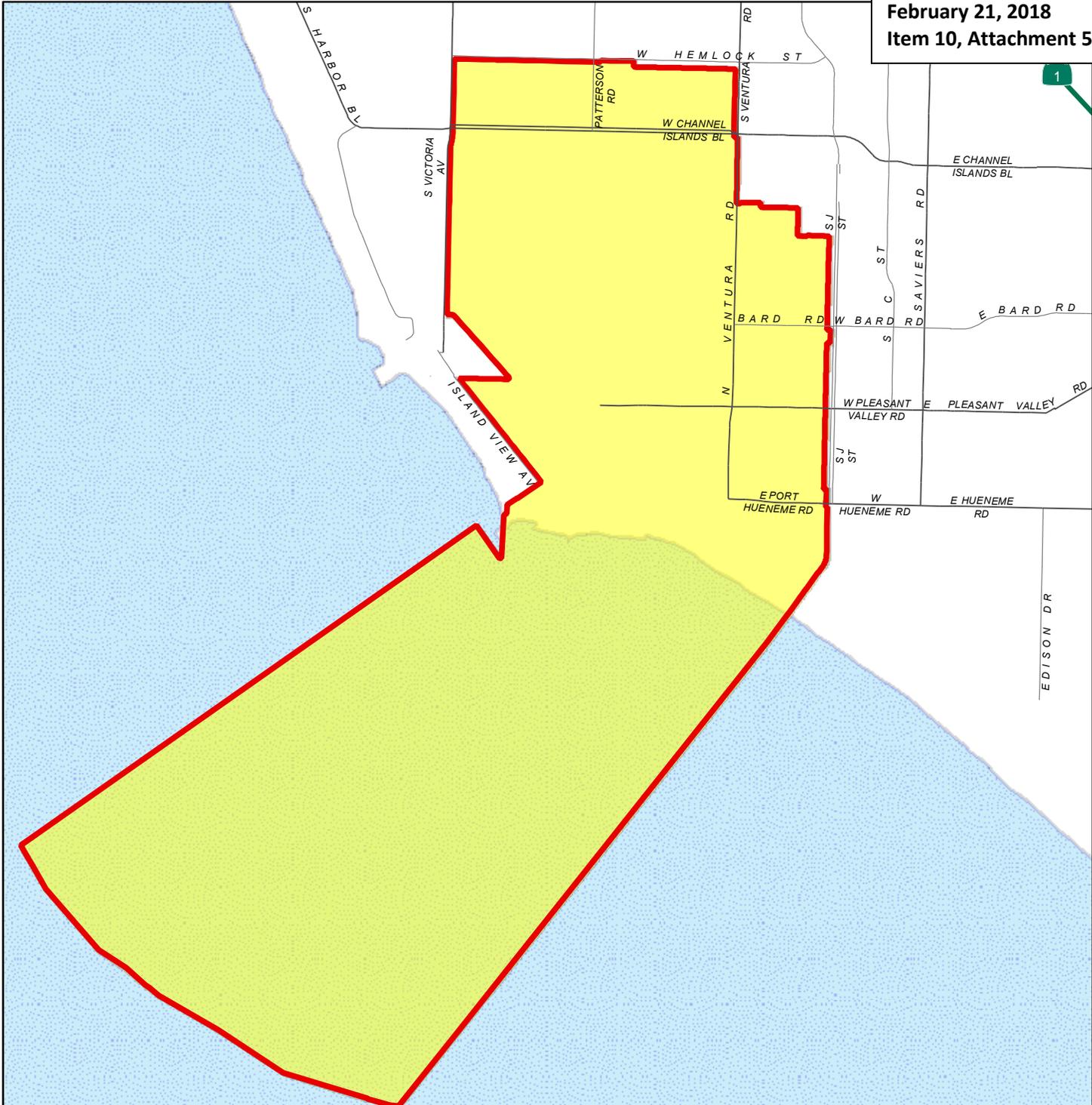
Current as of June 2, 2016

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





**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

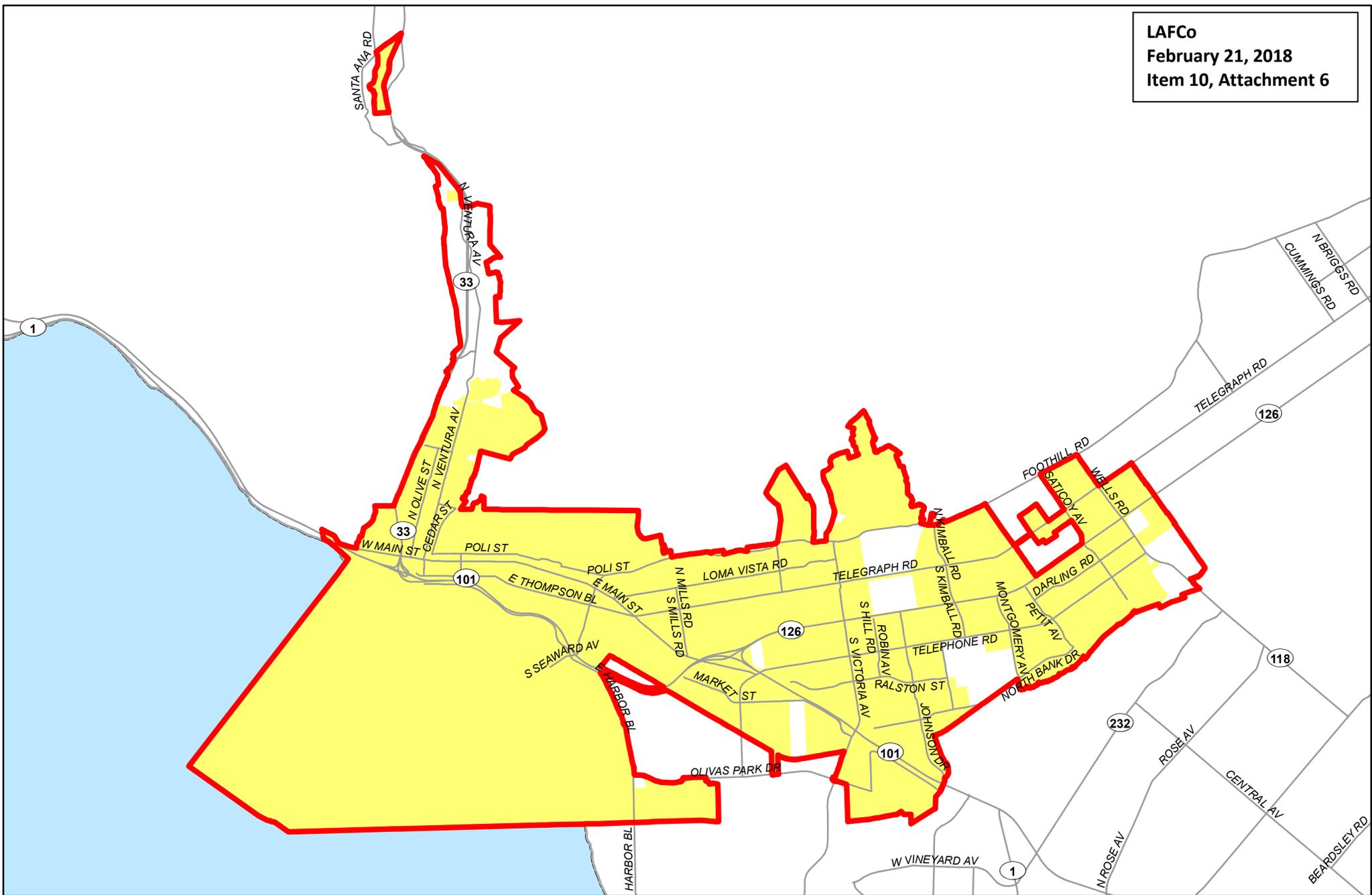
Prepared by County of Ventura - IT Services Department - GIS Services

State Plane Coordinate System California Zone V - NAD 27

This map was compiled from records and computations

Published: October, 2013





**Legend**

- Sphere of Influence
- City Boundary

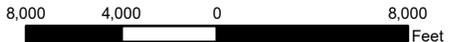
# City of San Buenaventura

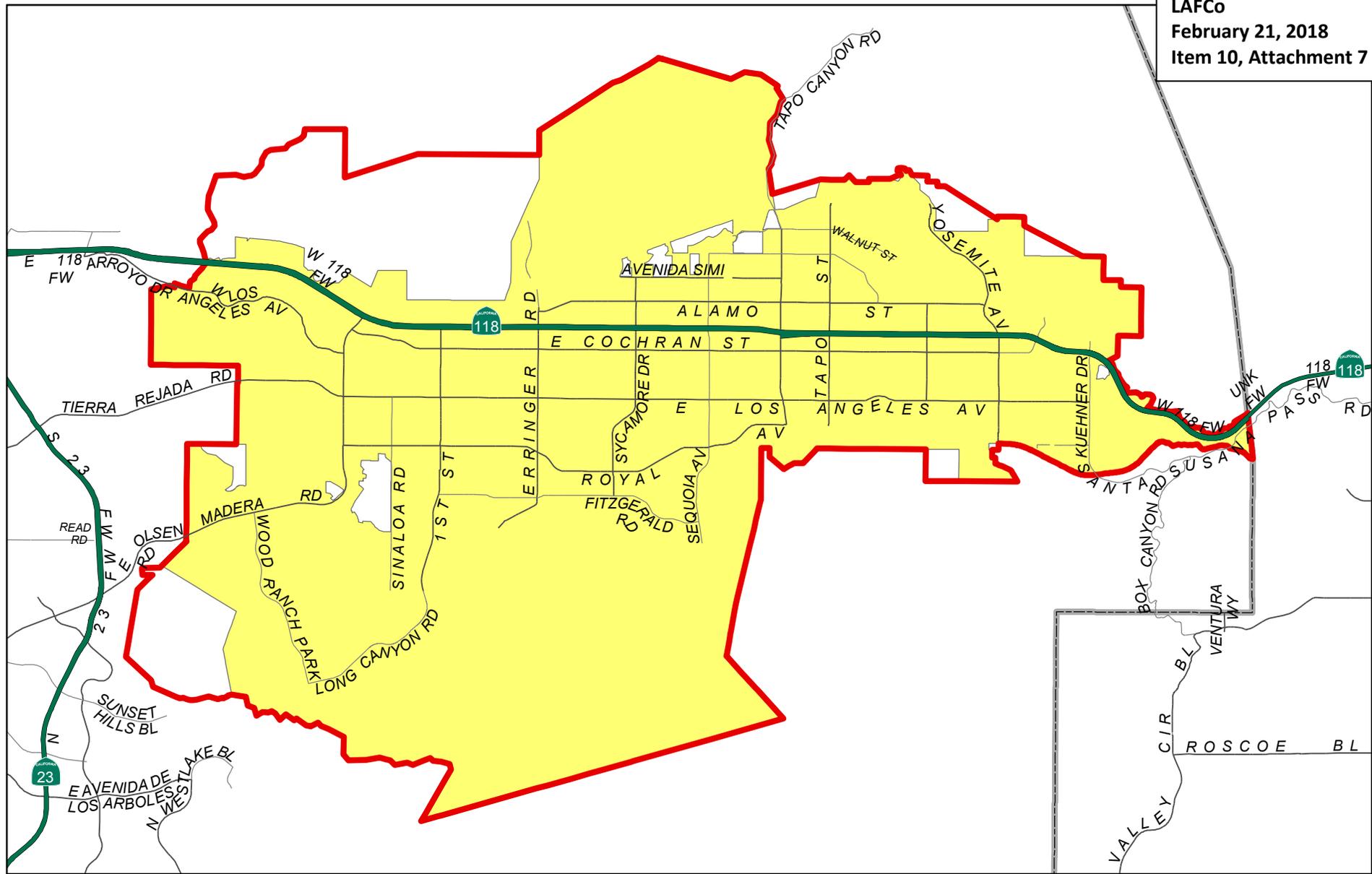
## Current as of December 14, 2017

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

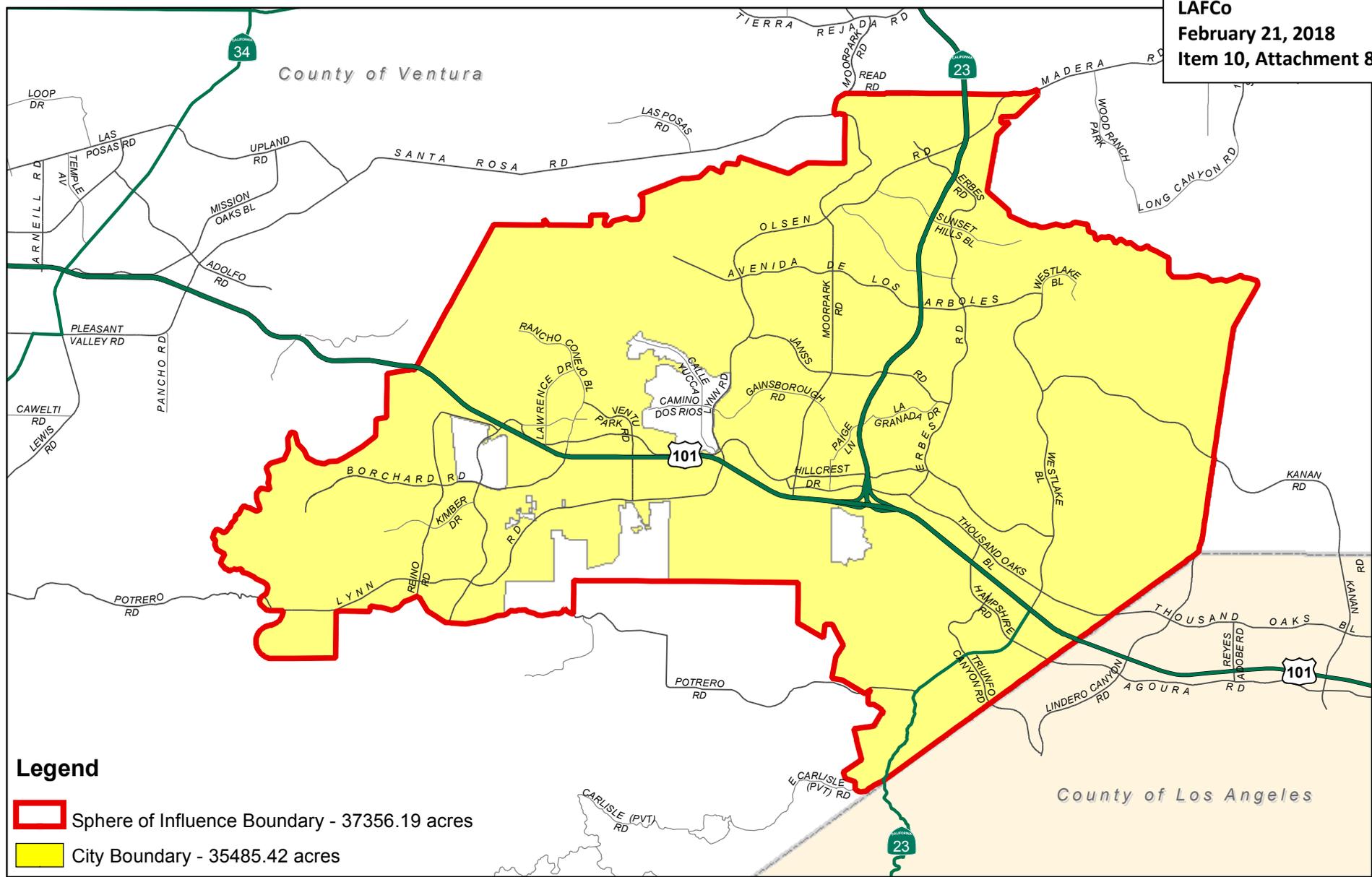
This map was compiled from records and computations

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

