

Ventura Local Agency Formation Commission

City of Santa Paula

Municipal Service Review

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.

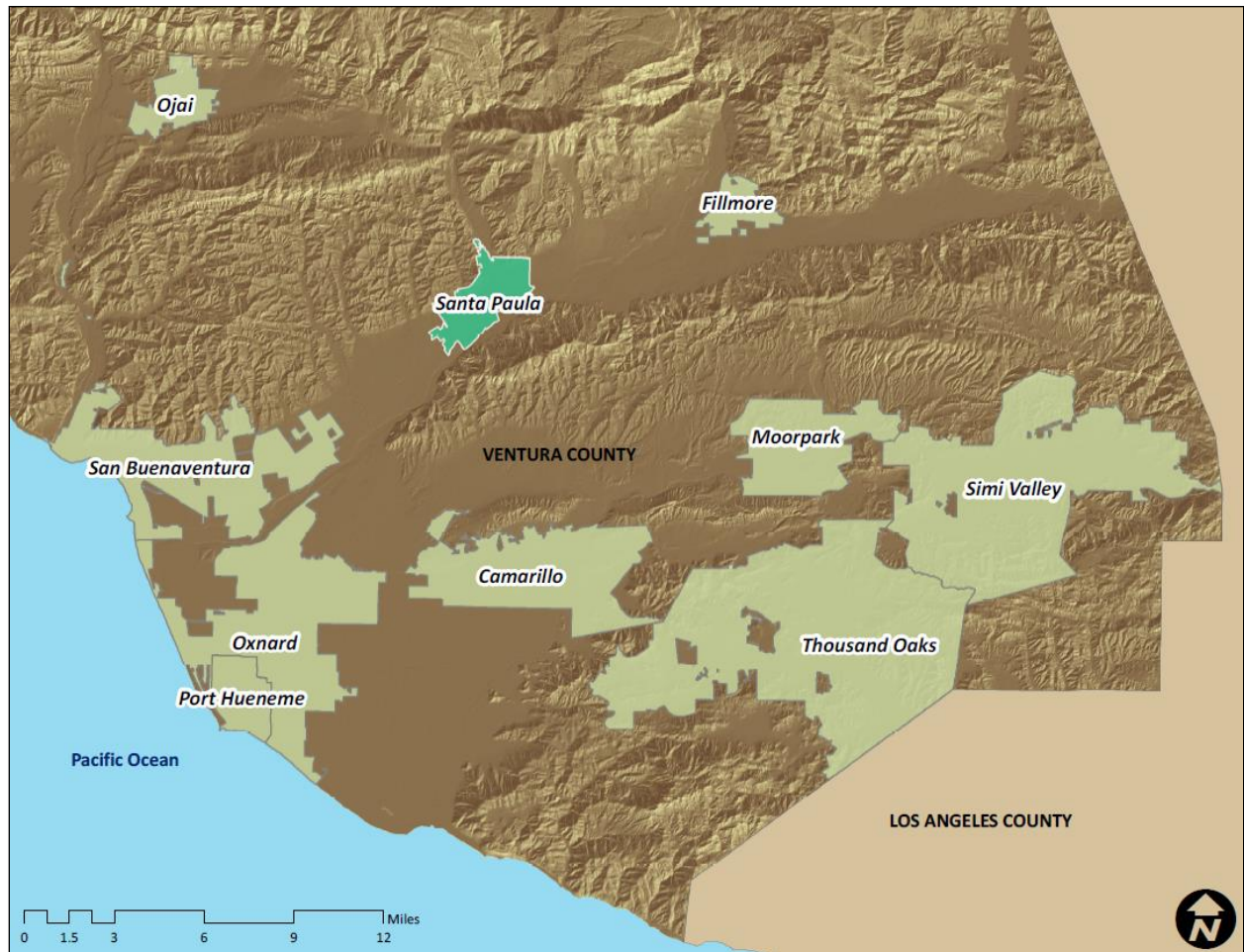
This report is divided into four sections, which include:

- **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	firstinitiallastname@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 Positions⁵

	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

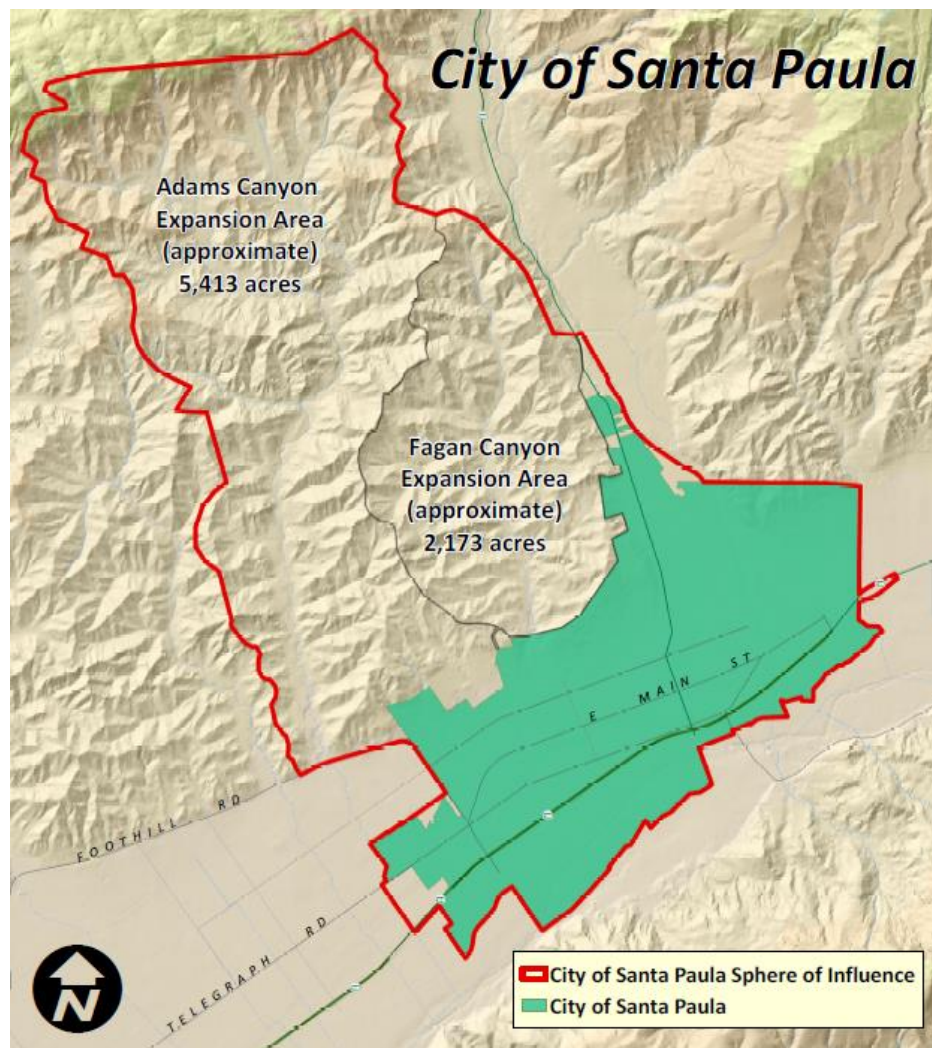
⁹ Population estimate is based on information from the approved East Area 1 Specific Plan.

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.

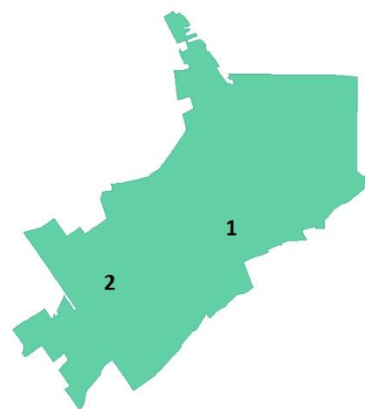
The City has begun the process of updating its General Plan. A Notice of Preparation of a Supplemental Environmental Impact Report (EIR) was released in February 2017. A number of comments were received during the Notice of Preparation, resulting in a staff decision to prepare a Program EIR. A Notice 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.

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 Satcoy (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

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 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."

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).