

Ventura Local Agency Formation Commission

# City of Oxnard

Municipal Service Review

Prepared By:  
Ventura Local Agency Formation Commission  
800 S. Victoria Avenue, L #1850  
Ventura, CA 93009  
**Accepted by the Commission on February 21, 2018**



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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 Hueneme<sup>1</sup>) in Ventura County in 2007, and a second MSR for the same nine cities was completed in 2012. This MSR includes an updated examination of the City's services, as required by LAFCo law.

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

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

This report is divided into four sections:

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

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

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

## Profile



### Contact Information

City Hall:	305 West Third Street, Oxnard, CA 93030
Mailing Address:	305 West Third Street, Oxnard, CA 93030
Phone Number:	(805) 385-7430
Website:	<a href="http://oxnard.org">oxnard.org</a>
Employee E-mail Addresses:	<a href="mailto:firstname.lastname@oxnard.org">firstname.lastname@oxnard.org</a>

## Governance Information

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

## Population and Area Information

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

## Services Provided by the City

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

<sup>2</sup> Source: California Department of Finance estimate (January 1, 2016).

<sup>3</sup> Includes approximately 20.7 square miles of the Pacific Ocean.

<sup>4</sup> Some portions of the City are provided water service by other service providers.

**Staffing – Full Time Equivalent Positions<sup>5</sup>**

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

**Public Agencies with Overlapping Jurisdiction**

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

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

<sup>5</sup> Source: City of Oxnard Adopted Budget FY 2017-18 and City staff.

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

<sup>7</sup> Includes Solid Waste, Water, and Wastewater staff.

<sup>8</sup> Includes Fleet Maintenance and Facilities Maintenance staff.

<sup>9</sup> Includes Library, Police, and Recreation staff.

audits and reviews of its internal functions, most notably the City Manager’s Office, the Finance Department, and the Human Resources Department. The audits revealed that the City’s “foundation of good governance was severely damaged.” As a result, the City Council committed to full transparency and it became necessary for the City to reduce spending by millions of dollars by resetting services, staffing levels, and borrowing \$16 million from the Measure O<sup>10</sup> funds. During FY 2016-17, the City focused on stabilization. The FY 2017-18 budget includes reliance on Measure O funding to assist in police vehicle replacement and repair of several City facilities. The base budget reflects increases due to employee salary and benefit increases required through labor association agreements. New labor agreements will involve greater contribution by employees to their retirement pensions.

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

Summary Financial Information <sup>11</sup>					
General Fund Revenues	2013-14 Actual	2014-15 Actuals	2015-16 Actuals	2016-17 Actuals <sup>12</sup>	2017-18 Adopted
Property Tax	42,126,200	44,752,649	48,254,738	50,918,457	54,140,500
Sales tax	25,777,859	27,385,772	29,937,421	29,918,706	30,515,000
Franchises	3,507,431	3,619,684	3,473,814	2,848,904	3,617,594
Business License Tax	5,125,801	5,104,859	5,422,499	5,348,086	5,404,000
Transient Occupancy Tax	4,228,495	4,649,292	5,057,964	5,181,363	5,198,002
Deed Transfer Tax	519,093	758,502	690,805	729,609	747,152
Building Fees/Permits	1624316	1,319,285	1,501,953	2,452,288	1,895,302
Intergovernmental	1,843,221	2,628,790	1,726,625	1,827,430	1,820,473
Fees/Charges	7,118,276	5,977,858	6,913,017	6,529,085	5,868,526
Fines/Forfeitures	2,108,253	2,113,936	2,351,427	2,327,540	2,201,694
Infrastructure Use	3,999,996	4,000,000	3,000,000	3,000,000	0
Indirect Cost Reimbursement	7,232,487	7,691,840	7,215,987	7,534,688	7,920,201
Interest	140,795	89,310	80,320	311,650	807,808
Transfers In	1,567,000	1,363,000	1,437,000	2,472,598	1,645,260
Other Revenue	3,696,453	3,806,562	3,479,906	3,428,614	2,946,444
Special Assessments	233,102	192,241	263,466	254,803	241,872
<b>Total</b>	<b>110,848,778</b>	<b>115,453,580</b>	<b>120,806,942</b>	<b>125,083,821</b>	<b>124,969,828<sup>13</sup></b>

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

<sup>11</sup> Source: City of Oxnard Adopted Budget FY 2017-18 and City staff.

<sup>12</sup> The actual figures for FY 2016-17 are preliminary and unaudited.

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

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

<sup>14</sup> Transition as part of Public Works – General Services in FY 2016-17

<sup>15</sup> Transition as part of Public Works – General Services in FY 2016-17

<sup>16</sup> Transition as part of Public Works – General Services in FY 2016-17

## Growth and Population Projections

### City Annual Growth Projections

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

Year	2016	2020	2025	2030	2035	2040
<b>Population Estimate<sup>17</sup></b>	206,997	217,973	232,514	248,025	264,572	282,222

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

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

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

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

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

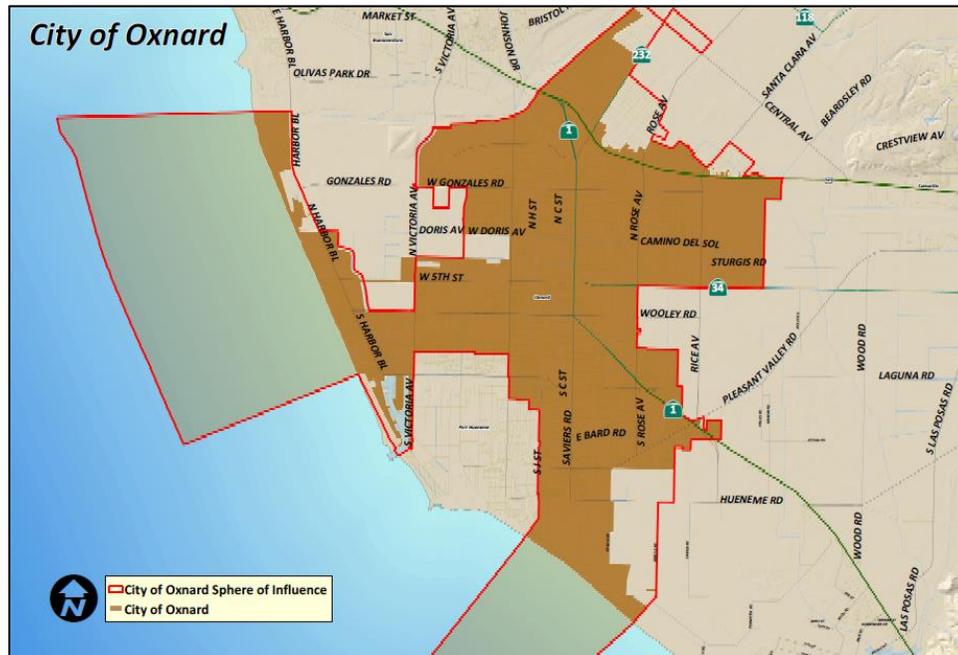
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<sup>17</sup> This generic trend-based projection does not reflect adopted plans and local growth context.

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

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

The City’s current boundary and sphere of influence are shown below<sup>18</sup>:



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

## Review of Municipal Services

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

### Fire Services

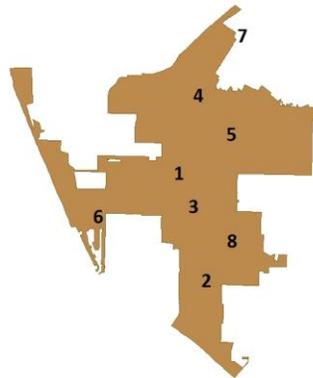
The City’s Fire Department provides fire suppression, urban search and rescue, emergency medical response, fire prevention, fire investigations, and other related services. Ambulance services are provided by means of a contract with a private provider.

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

#### Fire Stations

The City operates 8 fire stations:

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



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

#### Response Times

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

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

*Costs*

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

*Future Fire Service Level*

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

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

**Library Services**

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

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



*Costs*

Library services are funded through the General Fund. The FY 2017-18 budget allocates \$3,609,201 for library operations, a per capita cost of \$17. During FY 2015-16, the California State Library (a California public research institution) estimated that the City had a per capita cost of \$18.70 for library operations. Statewide, during FY 2015-16, the average cost for library operations was \$51.21 and the median cost was \$32.25.

## Police Services

The City provides police services directly. Services include community patrol, criminal investigation, emergency communications, animal safety, and support services.

The FY 2017-18 budget includes an increase of 15 police positions, including 4 Community Service Officers, 2 Traffic Service Assistants, 3 Police Records Technicians, 1 Crime Analysis Data Technician, 3 Police Officers, 1 Police Commander, and 1 Youth Intervention Police Officer. The cost of these additional positions is projected to be \$390,000, based on six- to nine-month recruitment lag times for many of the positions. The FY 2017-18 budget states that by the end of 2016, the City's five-year trend of rising crime rates had reversed. In addition, the City has initiated outreach programs to involve the community in neighborhood watch activities and build the police-community relationship, including a police presence on social media. In March 2017, the City Council approved \$672,000 for the purchase of police vehicles to replace those with high mileage.

### *Staffing*

According to City staff, for FY 2017-18, the City has budgeted for 372.25 positions, including 249 sworn positions (Police Chief (1), Assistant Police Chief (2), Police Commander (8), Police Sergeant (31), Police Officer I/II (179), and Police Officer III (28)), and 123.25 non-sworn positions (Administrative Secretary (1), Community Service Officer (10), Crossing Guard (6), Senior Police Service Officer (1), Police Service Officer (8), Senior Traffic Service Assistant (2), Traffic Service Assistant I/II (15), Police Records Manager (1), Property and Evidence Custodian (1), Property and Evidence Technician (5), Police Records Supervisor (1), Police Records Technician III (2), Police Records Technician I/II (12.75), Police Word Processor III (1), Police Word Processor I/II (7.5), Police Financial/Grants Manager (1), Account Clerk III (2), Office Assistant I & I/II (1), Community Affairs Manager (1), Administrative Services Assistant (2), Administrative Assistant (1), Crime Analyst I/II (3), Crime Analysis Data Technician (2), Sex Registrant Specialist (1), Victim Services Specialist (1), Missing Persons Specialist (1), Evidence Technician I/II (3), Community Services Officer (2), Public Safety Communications Manager (1), Public Safety Dispatcher III (5), Public Safety Dispatcher I/II (19), Animal Safety Officer (2), and Senior Animal Safety Officer (1)).

### *Ratio of Sworn Officers to Population*

For FY 2017-18, the City has a ratio of 1 officer per 831 residents.

### *Response Times*

	<b>Response Time Goal</b>	<b>Average Response Time</b>	<b>Goal Met During Last Two Years</b>
<b>Non-Emergency</b>	60 minutes	60 minutes	90.0%
<b>Emergency</b>	5 minutes	5 minutes	86.2%

### *Operational Costs*

For FY 2017-18, the City allocated \$65,891,539 for police services, with \$54,558,957 coming from the General Fund and the remaining \$11,332,582 coming from other sources. The current per capita cost for police services is approximately \$318.

### *Future Staffing Levels*

Based on the City's population projections, by 2040, the City's population is estimated to be approximately 240,000. At such time, 289 sworn officers would be necessary to maintain the current ratio of 1 sworn officer to 831 residents.

## **Recreation and Park Services**

The City provides a variety of park facilities and recreational programs, services, and activities for City residents and nearby communities. The City anticipates updating its 2010 Parks Master Plan during 2018.

### *Park Facilities*

According to the City's General Plan, the City's goal is to provide 3 acres of parkland (1.5 acres of neighborhood parks and 1.5 acres of community parks) for every 1,000 residents. According to the General Plan, neighborhood parks (½ mile to 1 mile service radius) serve the surrounding neighborhood, are easily accessible to local residents and provide recreational activities. Community parks (1½ mile service radius) are geared for intense use and provide diverse recreational opportunities to meet the needs of several surrounding neighborhoods, and often include sports complexes, picnic areas, and other amenities. To meet the goal for the 2016 population of 206,997, approximately 621 acres of neighborhood and community parkland is required.

According to information provided by City staff, the City operates 62 park facilities, including neighborhood parks, community parks, and special purpose facilities, totaling 561.26 acres of developed parkland. These facilities include, but are not limited to, baseball diamonds, basketball courts, soccer fields, playgrounds, and turf area.

According to the FY 2017-18 budget, new facilities at College Park include five new sports fields, two restrooms, parking, landscaping, and irrigation. Two new parks have recently been constructed: Crescent Park (2.72 acres, located at 3475 N. Oxnard Boulevard within the Riverpark community, opened in 2016) and East Village Park (6.0 acres, located at 2051 Jacinto Drive, opened in 2015). In addition, two parks are currently being planned: Sports Park (20 acres located at the corner of Gonzales Road and Oxnard Boulevard), and Campus Park (30 acres, located at 309 S. K Street at the northeast corner of S. K Street and Fifth Street). Including the parks in the planning stages, it appears that the City will need approximately 10 additional acres to meet its parkland goal.

### *Recreation Programs*

According to the City's website, the City's Recreation and Community Services Department provides a wide range of recreational activities. Among the parks and recreation programs offered by, or in conjunction with, the City are: youth and adult sports classes, clinics, camps and leagues including

badminton, basketball, golf, soccer, flag football, softball, swimming, volleyball, boxing and fitness programs; aquatics programs and activities through the Oxnard Union High School District; sport programs for special populations, including those with mental or physical disabilities; special interest and life enrichment classes for youth, teens, and adults; arts and crafts programs, dance, music, and other creative classes; cultural events; preschool classes and programs; and senior services, including recreational, social, health, and fitness programs through the City's three senior centers. The City also operates the River Ridge Golf Course, which consists of two public golf courses.

#### Costs

According to the FY 2017-18 budget, the Recreation and Community Services Department was allocated \$8,054,219, of which \$4,649,525 is expected to come from the General Fund. According to City staff, the City's maintenance costs for parkland are \$10,019 per acre.

The River Ridge Golf Course currently generates \$249,972 in revenue collected from the private contractor that operates the facility and \$300,000 from development impact fees. The General Fund contributes \$493,909 toward golf course revenues. Additionally, the City's expenditures related to the facility are currently \$899,798. The City's contract with the private operator will end during FY 2018-19, and it is not clear whether the City will continue to operate the facility, contract with a new operator, or convert the facility to another use.

#### Solid Waste Services

The Environmental Resources Division of the City's Public Works Department is responsible for all of the solid waste hauling and processing within the City. The City owns the Del Norte Regional Recycling and Transfer Center, which handles solid waste, green waste, and recycling collected by the City. The Division provides daily or weekly service, depending on the customer type. Related services include diversion of materials for recycling, organic and greenwaste processing, and transfer to the Simi Valley Landfill and Toland Road Landfill. The City also funds waste reduction programs, hazardous waste disposal, and neighborhood cleanup activities. According to the City's FY 2016-17 budget, the City realized a cost savings of more than \$2 million annually since it took over operation of the transfer center from a private contractor. During 2018, the City intends to prepare a study to identify facility improvements, equipment improvements, and operational improvements that will be necessary to continue to operate the Del Norte Collection Center under current and future regulations, such as replacement of facility sorting and processing equipment, construction of additional storage space, construction of a Compressed Natural Gas fueling station, replacement of collection and transfer vehicles, collection route optimization software and hardware, and permit requirements.

Revenues are derived mainly from residential, commercial, and industrial refuse disposal charges. Additional revenues are derived from recycled material sales that includes California Redemption Value (CRV) and other recyclables diverted from landfill disposal. According to the FY 2017-18 budget, the Environmental Resources Division was allocated \$45.9 million for FY 2017-18, with \$44.3 million coming from enterprise funds.

According to City staff, the City has implemented pass-through rate increases (based on the increases incurred from landfills and greenwaste processing facilities) as of July 2017 for solid waste, construction waste and green waste (from \$52 per ton to \$54 per ton) to account for increased costs to the City

related to increased landfill and greenwaste processing costs. In addition, during 2018, the City expects to initiate a Proposition 218 rate increase process for solid waste services (Environmental Resources Enterprise Fund), with potential rate increases estimated between 2% and 6%. A cost-of-service study will identify the actual amount of the increase based on operational costs and capital improvements.

The Environmental Resources Division acquired five Compressed Natural Gas (CNG) collection vehicles during FY 2016-17. During FY 2017-18, 15 additional CNG vehicles will be added to continue the City's effort to replace diesel collection vehicles with CNG fueled vehicles. The City plans to purchase the new trucks through a lease/purchase agreement, which will allow the cost to be divided over multiple years.

The Environmental Resources Division will convert approximately 27 limited-benefits-equivalent positions to full-time positions, as well as adding an additional 29 entry-level positions to assist in the sorting of the recyclable materials.

### **Streets, Highways, and Drainage Services**

According to City staff, the City provides street construction and maintenance, street lighting services, and landscape maintenance services. The City provides street sweeping services and some street lighting services by means of a contract with a private provider. The City estimates that it has 950 paved lane miles. In 2012, the City stated as part of the municipal service review process that current sources of revenue are significantly below levels needed to maintain streets, alleys, drainage, and stormwater quality facilities, and confirmed that this remains the case in 2017. The FY 2017-18 budget includes a goal to develop an asset management program that includes the City's streets.

#### *Street Maintenance*

The City's Street Maintenance Division provides concrete work service (e.g., maintenance and repairs of curbs, gutters, sidewalks, and ramps), and maintains asphalt and signage. The Facilities and Plant Maintenance Division maintains the City's traffic signals. According to City staff, during FY 2017-18, the City is planning (and has partially completed) street resurfacing for 102.8 lane miles within the City. For FY 2017-18, street maintenance and repair is allocated \$2,193,038 from the General Fund, \$221,504 through the Street Maintenance fund, and \$2,760,268 from the Gas Tax, or approximately \$5,447 per lane mile. The City estimates its total street maintenance expenditures to be \$13 million annually, or approximately \$13,684 per lane mile, to maintain a Pavement Condition Index (PCI) of 59 ("fair" condition).

#### *Street Sweeping*

The City provides street sweeping services by means of a contract with a private provider, and estimates the cost of service to be \$17.30 per curb mile. According to City staff, the total annual costs for stormwater management (including street sweeping) are approximately \$1,235,000, paid for through the City's General Fund (approximately \$785,000) and stormwater fees received from the County (approximately \$450,000). Streets are swept twice each month.

### *Street Lighting and Landscaping*

The City provides maintenance and repair for 1,000 City-owned street, parking lot, walkway and navigation lights throughout the city. The remaining approximately 10,000 lights within the City are owned and maintained by Southern California Edison. According to City staff, the street lighting budget is \$1.4 million for FY 2017-18, accounted for in the Streets Division fund.

The City completed a comprehensive review of its landscape improvement districts, and has implemented correct fund accounting. General Fund contributions covered negative fund balances and reimbursed the districts for past erroneous and ineligible utility costs and administrative fees. Starting July 1, 2017, a newly created Special Districts Division in the Finance Department became responsible for management of the City's landscape maintenance and community facilities districts. Ten positions are approved in the new division, all funded by the districts, including one Maintenance District Administrator, two Project Managers, one Financial Analyst, two Landscape Inspectors, one Parks Maintenance Supervisor, two Senior Grounds-Workers, and one Administrative Technician. Private landscape contractors will perform all work related to the City's landscape maintenance districts.

The City operates landscape maintenance districts throughout the City, which are used to maintain landscaping in parkways, along streets, and in other common areas. The FY 2017-18 budget allocated \$962,021 to administration of the landscape maintenance districts. In addition, the City operates a Street Trees and Medians program, which is allocated \$1,098,441 for FY 2017-18.

### *Drainage*

The City (through the Public Works Department Operations Division) maintains, repairs, and upgrades the City's storm water collection system, including its storm drain inlets, catch basins, storm water lift stations, drainage pipes and ditches. The City provides both flood control and stormwater quality services to comply with the Ventura Countywide Municipal Stormwater National Pollutant Discharge Elimination System<sup>19</sup> (NPDES) permit. According to City staff, the total annual costs for stormwater management (including street sweeping) are approximately \$1,235,000, paid for through the City's General Fund (approximately \$785,000) and stormwater fees received from the County (approximately \$450,000). Compliance with NPDES is paid for through the City's General Fund and a parcel tax.

### **Transit Services**

The City of Oxnard does not provide transit services. Instead, transit services are provided by the Gold Coast Transit District (GCTD). The GCTD's service area includes the cities of Ojai, Oxnard, Port Hueneme, and San Buenaventura, as well as the unincorporated County area.

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<sup>19</sup> The City participates in the Ventura Countywide Stormwater Quality Management Program (VCSQMP). As a VCSQMP partner, the City works together with other agencies to control stormwater pollution and to ensure compliance under the Ventura Countywide National Pollutant Discharge Elimination System (NPDES) Municipal Separate Storm Sewer System permit, issued by the Los Angeles Regional Water Quality Control Board and adopted by the State Water Resources Control Board under the federal Clean Water Act. The Ventura County Watershed Protection District is the principal NPDES permittee and the City is a co-permittee. In general, the program is funded through grant funding and a benefit assessment imposed on properties.

## Wastewater Services

According to the 2015 UWMP, the City's wastewater collection system includes over 384 miles of gravity sewer pipelines, 4.7 miles of pressurized pipelines, and 15 lift stations. Three additional pumping stations owned and operated by other entities also discharge to the City's system. The Oxnard Wastewater Treatment Plant (OWTP), located in southwest Oxnard, provides treatment service to the City of Oxnard, City of Port Hueneme, U.S. Navy Construction Battalion Station, Point Mugu Naval Air Station, Ventura County Service Area No. 34 in El Rio, Ventura County Service Area No. 30 in Nyeland Acres, Channel Islands Beach Community Services District (i.e., the communities of Hollywood Beach, Hollywood-by-the-Sea, and Silver Strand), the Santa Clara Wastewater facility<sup>20</sup> south of the City of Santa Paula, the California Youth Authority facility west of the City of Camarillo, and the Las Posas Estates neighborhood north of the City of Camarillo.

Wastewater system operation, maintenance, and capital improvement activities are supported through the City's wastewater fund, which includes revenues derived from sewer charges, connection fees, and treatment plant charges. In May 2017, the City Council approved a new set of wastewater rate adjustments for the next five years. Those rates preserved the previously adopted 35% increase effective on March 1, 2016. In November 2016, Measure M was approved by the voters of Oxnard in an attempt to nullify the new rate structure adopted in January 2016 and effective in March 2016. In response, the City challenged the legality of Measure M. The Court enjoined the implementation of Measure M, which injunction remains in place until the Court rules on the matter at trial. Trial occurred in December 2017 and January 2018, and closing arguments will occur at the end of February 2018. A ruling should be issued within 90 days of closing arguments. The Council also authorized a new rate setting process that started in January 2017 with the formation of the seven-member Utility Ratepayers Advisory Panel, which recommended new annual rate adjustments of 5.25% for the next five years. The projected monthly increase in the first year for a typical household is \$2.22.

The newly adopted wastewater rates allow the City to finance its ongoing daily operations and maintenance, fund needed capital improvements, and meet its outstanding debt obligations and debt covenants. By June 2018, the ending fund balance for the wastewater fund is projected to be \$11.1 million.

The 2015 Public Works Integrated Master Plan includes an assessment of the components that comprise the City's OWTP. The assessment documented deterioration, corrosion, poor treatment efficiency, operator safety hazards, and the overall need for rehabilitation and replacement of much of the OWTP infrastructure that is nearing or has exceeded its remaining useful life. To keep the plant safe and operational for the immediate future (maximum of ten years), an investment of approximately \$39 million would be necessary. A full upgrade of the facility in place over a 25-year period would include removal of biotowers, replacement of primary clarifiers, re-electrification of the plant, a solids campus upgrade to increase the reliability of sludge thickening, digestion, and dewatering, building upgrades to meet seismic code, headworks upgrades to control odors, secondary treatment rehabilitation to address seismic and aging equipment concerns, and replacement of the effluent pumping equipment and

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<sup>20</sup> The Santa Clara Wastewater facility (a wastewater collection and treatment facility located in the unincorporated County area between the City of San Buenaventura and City of Santa Paula) has historically discharged liquid waste streams to the City of Oxnard wastewater treatment facility by means of an existing pipeline. Operation of the facility, including use of the wastewater pipeline, was suspended in response to an explosion that occurred on the project site in November 2014. According to the City, the facility does not currently have a City-authorized Industrial Wastewater Discharge Permit.

cogeneration facilities. The 2015 Public Works Integrated Master Plan documents that rehabilitating (upgrading in place) the existing plant would cost an estimated \$540 million, whereas constructing a new plant would cost approximately \$520 million.

The 2015 Public Works Integrated Master Plan identified capacity deficiencies in the wastewater collection system. System upgrades are necessary to address capacity deficiencies and account for increases in wastewater flow. Total estimated cost for capacity-related projects to the collection system is \$3.2 million. Limited information exists for the condition of most of the pipeline in the system; however, in FY 2016-17 the City implemented a sewer condition assessment program. The City's ability to implement wastewater capital improvements is dependent on its ability to increase revenues. Additionally, the FY 2017-18 budget indicates that the City's goal is to clean 200 miles of pipeline annually. The City met this goal in FY 2016-17 and is projected to meet the goal again during FY 2017-18.

The City's Public Works Integrated Master Plan includes a Wastewater section. At the time of preparation of the Public Works Integrated Master Plan, the City averaged 21.3 million gallons per day (mgd) in wastewater flows over the period between 2009 and 2013, with a maximum daily load of 27.6 mgd. The 2015 UWMP states that the City treated 20,053 acre-feet per year (AFY) of wastewater in 2015 (approximately 17.9 mgd or 86 gallons per capita per day). According to the Public Works Integrated Master Plan, the OWTP has a current average dry weather capacity of 31.7 mgd and a peak wet weather flow of 68.2 mgd. The City anticipates gradually increasing flows that correspond with an increase in the service area population, reaching an average of 27.4 mgd by 2040. The OWTP is expandable to an ultimate capacity of 39.1 mgd flow.

Using the maximum population for the City in 2040 (the Department of Finance-based projected population of 282,222<sup>21</sup>) and an average per capita wastewater generation rate of 86 gallons, 24.3 mgd of wastewater would be generated. Considering that the City provides wastewater treatment for wastewater generated outside the City, the actual wastewater treatment would be greater than that generated within City limits. Based on the information above, it appears that the OWTP has adequate capacity to accommodate the maximum projected development by 2040.

## **Water Services**

The City owns and operates a municipal water supply system that relies on: (1) local groundwater purchased from the United Water Conservation District (UWCD) (water which is diverted from the Santa Clara River to recharge the Oxnard Forebay groundwater basin, pumped by UWCD, and delivered to the City through the Oxnard-Hueneme Pipeline) (regulated by the Fox Canyon Groundwater Management Agency (FCGMA)), (2) local water pumped from the City's 10 wells, and (3) imported water purchased from the Calleguas Municipal Water District. These water sources are blended to supply potable water to most areas within the City.

Several mutual water companies provide water to specific areas of the City that are not served by the City. Cypress Mutual Water Company, Santa Clara High School Mutual Water Company, Saviers Road Mutual Water Company, and the Dempsey Road Mutual Water Company each provide water service to relatively small areas located in the southern portion of the City. The Rio Manor Mutual Water

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<sup>21</sup> As discussed above, this population projection significantly exceeds the likely population growth expected within the City.

Company serves a neighborhood in the northern portion of the City. In addition, various mutual water companies provide water service outside City boundaries but within the City's sphere of influence in the communities of Nyeland Acres and El Rio to the north of the City.

The City became the successor agency to the Ocean View Municipal Water District (which was dissolved in 2008), and provides water to a large, predominantly agricultural area located to the southeast of the City and outside its sphere of influence. Although the City is authorized to provide water service within the former boundaries of the Ocean View Municipal Water District, any new or extended service provided by the City in this area after 2008 is subject to LAFCo approval under Government Code § 56133.

In addition to providing potable water to its residential, commercial, and industrial customers, the City supplies water to the Port Hueneme Water Agency (PHWA). According to the 2015 UWMP, in 2002, the City entered into a Three-Party Water Supply Agreement (WSA) with the Port Hueneme Water Agency (PHWA) and Calleguas Municipal Water District (CMWD). The Three-Party WSA was intended to aggregate the imported water supplied to the City and PHWA from CMWD. The City would supply PHWA with imported water from CMWD through the City's facilities. In 2015, the City provided PHWA with 558 AF of CMWD water. During the period between 2003 and 2013, the City obtained an annual transfer of 700 AF of FCGMA credits from PHWA as one of the provisions of the Three-Party WSA.

According to the City's General Plan, there is a long-range water supply strategy to combine wastewater recycling, groundwater injection, and groundwater desalination to make more efficient use of existing local water resources to meet projected water supply needs of the City. The City's 2015 Public Works Integrated Master Plan explains that the Groundwater Recovery Enhancement and Treatment (GREAT) program will provide the City access to a reliable and sustainable water supply of improved water quality, decreasing the City's reliance on imported water. The program involves treatment of wastewater for use as recycled water, treatment of groundwater for total dissolved solids and nitrate reduction, and indirect potable reuse of water through groundwater injection of recycled water, thereby reducing demand on existing potable water supplies. In 2016, the City began operating its Advanced Water Purification Facility on a regular basis.

According to the 2015 UWMP, as of 2015 the City's Advanced Water Purification Facility produced 605 AFY and has the ability to produce 7,000 AFY by 2020 and 14,000 AFY by 2025. The City uses recycled water for landscape irrigation throughout its jurisdiction, and currently provides recycled water to agricultural users in the Oxnard Plain.

The City Council approved water pass-through rates in February 2017 to help offset financial losses in the Water Fund. The pass-through rate adjustments covered the increase in the cost of water purchased from the UWCD and the CMWD. In addition, the City Council approved a new water rate structure, subject to Proposition 218 notice of water rate adjustments, resulting in an average increase of \$3.60 per month for single-family households starting in September 2017. The rate increase will ensure that the Water Fund can meet the daily operations and maintenance costs of the water system, fund certain capital improvements, and meet debt covenants and reserve requirements.

Water revenues are projected to be \$60.3 million during FY 2017-18, which represents an increase of \$7.8 million (or 15%) over the adopted expenses for FY 2016-17. Water expenses during FY 2017-18 are projected to be \$58.9 million, a decrease of approximately \$1.7 million compared to adopted expenses

for FY 2016-17. As a result of the rate adjustments and reduced expenses, the ending fund balance for the Water Fund is estimated to be \$16.6 million in June 2018.

*Current Potable Water Demand and Supply*

When users of private well systems convert to City water use and the private well has a FCGMA historical allocation, that allocation may be transferred to the City. In addition, historical allocation may be transferred when land use transitions from agricultural to municipal and industrial. Historically, the allocation transfer associated with the transition of use was 2 AFY per acre converted to City water. This amount was reduced by 25% pursuant to the FCGMA’s Ordinance Code. On April 11, 2014, FCGMA Emergency Ordinance E was adopted which changed the allocation system used by municipal and industrial well operators from that of the historical allocation system to a Temporary Extraction Allocation (TEA). The TEA is based on an average of extractions reported for the period 2003 to 2012. A 20% reduction of the TEA has been implemented in steps. Allocation transfers associated with the historical allocation system are on hold while Emergency Ordinance E is in effect. A new pumping allocation system is currently under development. Additionally, the City can accrue a Recycled Water Pumping Allocation of up to 5,200 AFY for recycled water delivered to agricultural users as conditioned in FCGMA Resolution No. 2013-02. It is important to note that groundwater levels below sea level in coastal areas can induce seawater intrusion.

During 2015, water demand within the City’s service area was 25,423 AFY for potable and raw water and 605 AFY for recycled water, for a total demand of 26,028 AFY. The 2015 UWMP documents current retail water supplies of 25,806 AFY or 25,066 AFY (based on consultation with City staff, it is not clear which figure is accurate).

*Future Potable Water Demand and Supply*

Current and estimated future potable and raw water demand within the City is provided as follows (pursuant to the 2015 UWMP and the 2015 Public Works Integrated Master Plan), and assumes a demand factor of 132 gallons per capita per day (gpcd):

Year	2015	2020	2025	2030	2035	2040
Water Demand (acre feet)	25,423	32,664	34,054	35,445	36,835	38,225

Estimated future potable and raw water supply is provided as follows (pursuant to the 2015 UWMP):

Year	2020	2025	2030	2035	2040
Water Supply (acre feet)	33,341	40,341	40,341	40,341	40,341

Estimated future supply (including recycled water) is provided as follows (pursuant to the 2015 UWMP):

Year	2020	2025	2030	2035	2040
Water Supply (acre feet)	40,341	54,341	54,341	54,341	54,341

According to the 2015 UWMP, during normal years between 2020 and 2040, supply will exceed demand. For the same period, during single dry years, supply would exceed demand (except during 2020 where demand would exceed supply by 417 AFY), and during multiple dry years, demand would increasingly exceed supply. The UWMP notes that demand projections are conservative and do not include

reductions due to drought demand management measures or public conservation efforts during drought conditions.

The City's groundwater supplies are subject to the Sustainable Groundwater Management Act (SGMA). The FCGMA serves as the lead agency for preparation of the Groundwater Sustainability Plan. According to the 2015 UWMP, as the City's groundwater allocation in the future remains uncertain, the City intends to use recycled water for groundwater recharge. According to FCGMA staff, the City currently has an annual groundwater extraction allocation of 7,186.369 AFY under Emergency Ordinance E. A new allocation system is under development (expected to be established in 2018), which may result in a change to the City's groundwater allocation.

In order to meet the City's projected 2040 demand, the City must implement additional projects to provide a reliable, redundant, and sustainable water supply.

The City is currently implementing a pilot aquifer storage and recovery (ASR) program to explore options for injection and extraction of recycled water, and is in the testing phase of development.

## Written Determinations

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

### 1. Growth and population projections for the affected area

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

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

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

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

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

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

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

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

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

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

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income (Government Code § 56033.5). The Ventura LAFCo has determined that the community of Nyeland Acres, northeast of and contiguous to the City and located within the City's current sphere of influence, is a disadvantaged unincorporated community. Based on 2010 U.S. Bureau of the Census demographic data, the Nyeland Acres community consists of 3,003 residents and has a median household income of \$42,043.

The Nyeland Acres community receives the following municipal services:

### *Fire services:*

- Fire protection services within the Nyeland Acres community are provided by the Ventura County Fire Protection District and the City of Oxnard under a mutual aid agreement.

### *Police services:*

- The Ventura County Sheriff's Office provides police services to the Nyeland Acres community.

### *Wastewater services:*

- Ventura County Service Area No. 30 (CSA 30) provides wastewater service to the Nyeland Acres community. Under an agreement with the City of Oxnard, CSA 30 discharges wastewater to the City's collection system, which is then conveyed to the City's treatment plant.

### *Water services:*

- The Garden Acres Mutual Water Company and Nyeland Acres Mutual Water Company provide water service to the Nyeland Acres community. Both water companies obtain their water from wells. Neither company's water system currently meets County of Ventura fire flow standards. In addition, Garden Acres Mutual Water Company operates a single well with no long-term backup supply in the event of an emergency. Nyeland Acres Mutual Water Company has been exceeding its groundwater allocation every year since 1996.

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

#### *Fire services:*

- The City operates eight fire stations which serve the City and nearby unincorporated communities.
- The City's eight fire stations serve 206,997 residents. The Fire Department achieves its emergency response time goal 78% of the time, up from 62% in 2012.

#### *Library services:*

- The City provides library services through a main library and two branch libraries.
- The City's per capita library spending is approximately \$17.

#### *Police services:*

- The City currently provides a ratio of one sworn officer per 831 residents.
- Over the last two years, police response time goals were met 86.2% of the time for emergency calls, and 90% of the time for non-emergency calls.
- In order to maintain the current staffing ratio for the anticipated population at buildout of the General Plan, a total of 289 sworn officers would be required.

#### *Recreation and park services:*

- The City provides approximately 561.26 acres of developed and anticipated park facilities, 62 acres of City-owned beaches, approximately 135 acres of undeveloped area owned by the City near Ormond Beach, and a portion of the channels in the Channel Islands Harbor. Two new parks have been completed over the last two years and two new parks are planned. Including the parks in the planning stages, it appears that the City will need approximately 10 additional acres to meet its parkland goal.
- The River Ridge Golf Course is supported by the private contractor that operates the facility, development impact fees, and the General Plan. The City's contract with the private operator will expire during FY 2018-19, and it is not clear whether the City will continue to operate the facility, contract with a new operator, or convert the facility to another use.

#### *Solid waste services:*

- The City provides solid waste collection services directly to residential, commercial, and industrial customers.
- The City provides a number of related services, including education, waste reduction programs, and hazardous waste disposal.

#### *Streets, highways, and drainage services:*

- The City provides street construction and maintenance, street lighting services, and landscape maintenance services.

- The City provides street sweeping services and some street lighting services by means of a contract with a private provider.

*Wastewater services:*

- The City provides wastewater collection and treatment services to the City and to adjacent public agencies and unincorporated areas.
- The 2015 Public Works Integrated Master Plan identified capacity deficiencies in the wastewater collection system. System upgrades are necessary to address capacity deficiencies and account for increases in wastewater flow. Total estimated cost for capacity-related projects to the collection system is \$3.2 million. Limited information exists for the condition of most of the pipeline in the system; however, in FY 2016-17 the City implemented a sewer condition assessment program. The City's ability to implement wastewater capital improvements is dependent on its ability to increase revenues.
- The City's wastewater treatment plant has adequate capacity to accommodate current and future anticipated wastewater flows. However, an assessment of the plant documented deterioration, corrosion, poor treatment efficiency, operator safety hazards, and the overall need for rehabilitation and replacement of much of the wastewater treatment plant's infrastructure that is nearing or has exceeded its remaining useful life. To keep the plant safe and operational for the immediate future (maximum of 10 years), an investment of approximately \$39 million would be necessary.

*Water services:*

- The City provides potable water to most of the City and to areas adjacent to the City.
- During 2015, water demand within the City's service area was 25,423 AFY for potable and raw water and 605 AFY for recycled water, for a total demand of 26,028 AFY. The 2015 UWMP documents current retail water supplies of 25,806 AFY or 25,066 AFY (based on consultation with City staff, it is not clear which figure is accurate). The City should confirm which supply figure is accurate.
- In order to meet the projected 2040 demand, the City must implement additional projects to provide a reliable, redundant, and sustainable water supply.
- According to the 2015 UWMP, during normal years between 2020 and 2040, supply will exceed demand. For the same period, during single dry years, supply would exceed demand (except during 2020 where demand would exceed supply by 417 AFY), and during multiple dry years, demand would increasingly exceed supply. While the UWMP notes that demand projections are conservative and do not include reductions due to drought demand management measures or public conservation efforts during drought conditions, the City should demonstrate its ability to provide water that meets demand during drought conditions.

**4. Financial ability of agencies to provide services**

- The City has a balanced budget.
- City staff has indicated that revenue is significantly below that needed for maintenance of City streets, alleys, drainage, and storm water quality facilities.
- The City documents that capital improvements are necessary to support the City's wastewater system. The City recently increased its sewer rate structure, which was challenged through

Measure M, which was passed by City voters to nullify the new rate structure. The City will continue to collect revenues according to the new rate structure, at least until a court case regarding this issue is heard and a judgment has been entered. Until the legal challenge to the City's wastewater rate is resolved, it is not clear if the City will have the ability to adequately support its wastewater collection and treatment systems.

**5. Status of, and opportunities for, shared facilities**

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

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

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings, and dissemination of information.
- The City's website contains a significant amount of information on the current and previous City budget, services and programs, City happenings and activities, public meetings, development activities, and City documents. Current and past City Council agendas are accessible and agenda items are linked to staff reports.
- The City should consider providing a bilingual format for the website. The City currently provides public notices and other City documents in Spanish and translates City Council meeting broadcasts into Spanish.
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- 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 Ojai<sup>22</sup> 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)<sup>23</sup> 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 recovery<sup>24</sup> required by the Transportation Development Act (TDA) is provided by local contributions from Ventura County Service Area No. 4, the Oak Park Unified School District, and, most recently, the City of Agoura Hills.
- Gold Coast Transit District (GCTD) provides local and regional fixed-route and paratransit service in the cities of Ojai, Oxnard, Port Hueneme, Ventura and the unincorporated areas of Ventura County. Service is provided on 20 fixed routes, with a fleet includes 56 buses and 24 paratransit vehicles. GCTD directly operates its fixed-route service and contracts its paratransit service to a private operator (i.e., MV Transportation).
- The VCTC provides regional service, by means of a contract with a private provider, which consists of the following routes: (1) Highway 101/Conejo Connection (serving the section of Highway 101 between Ventura and the San Fernando Valley), (2) Highway 126 (serving Fillmore, Santa Paula, Saticoy, and Ventura), (3) Coastal Express (serving Ventura County and Santa Barbara County), (4) East County (serving the Simi Valley, Moorpark, and Thousand Oaks area), (5) Oxnard/Camarillo/California State University at Channel Islands Connector (serving the Camarillo and Oxnard area), and (6) East/West Connector (serving Simi Valley, Moorpark, Camarillo, Oxnard and Ventura, as of November 2017).
- The ECTA was formed in 2013 through a Memorandum of Understanding (MOU) amongst the City of Camarillo, City of Moorpark, City of Simi Valley, City of Thousand Oaks, and the County of Ventura for the eastern portion of unincorporated Ventura County. ECTA was formed to better coordinate transit services among these agencies. In August 2015, ECTA initiated a service

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<sup>22</sup> 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.

<sup>23</sup> 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.

<sup>24</sup> TDA funding provided by the State to local jurisdictions may not exceed a certain percentage of the cost to provide public transit service (i.e., 80% for urban areas and 90% for rural areas). The remaining percentage of the cost (i.e., 20% for urban areas and 10% for rural areas) must be covered locally through some other means, known as "farebox recovery." Note that funding sources other than rider fares may qualify as "farebox recovery."

known as “CONNECT City-to-City” which offers Americans with Disabilities Act (ADA) and Senior intercity dial-a-ride service under a single paratransit system.<sup>25</sup> 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)<sup>26</sup>, public transit within the County was found to be disjointed. Public transit service providers have varying schedules (i.e., days and hours of operation, frequency of buses (headways)), and fares (including different eligible ages for senior fares (e.g., a lower qualifying age for seniors in the City of Camarillo)), and maintain separate websites and bus books. No single agency or website provides a complete guide for public transit users who wish to plan interagency trips. The study concluded that “This makes connections difficult and service confusing, especially for the infrequent or new rider. While VCTC and the operators have attempted to improve connections through coordinated fare media and scheduling software, progress toward truly integrated service has been minimal.”
- Limited access to non-TDA funding for transit restricts the ability of cities and other public transit operators to increase revenue service hours and still meet TDA farebox recovery requirements. Because of the minimal levels of service currently provided in some areas of the County, regional travel times are often lengthy and opportunities for passengers to connect between buses are few. Shorter headways and total trip times depend on increased transit funding under the current funding distribution structure or a different method of distribution for the County’s transit funding. Inability to access funding for transportation also limits implementation of improvements for fleet expansions, pedestrian infrastructure, and street lighting.
- While some of the individual transit-serving agencies have made efforts to improve coordination among systems (e.g., through the formation of the GCTD (formed in 2013), and the ECTA (created in 2013)), public transit in the County overall is divided into separate, often unrelated, transit systems. The Ventura County Regional Transit Study acknowledged the challenges in establishing a coordinated system, including the fact that Ventura County consists of “widely spaced, diverse communities and centers where geographic areas do not share common economic, social, and transportation service values.”
- While it is the intent of ECTA to move toward further consistency and regionalization of services in the eastern portion of Ventura County, the existing local transit programs of two ECTA member agencies are limited in their ability to fully participate in the regional ECTA programs:
  - The City of Simi Valley operates fixed route transit service using City personnel and City-owned equipment.
  - The City of Camarillo receives contributions from local funding partners (e.g., the Leisure Village retirement community for residents age 55 and older). For the purposes of City of Camarillo public transit, riders aged 55 and older qualify to ride as senior fares, whereas 65 is the qualifying age for seniors on other transit systems.

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<sup>25</sup> 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.

<sup>26</sup> The study included consultation with VCTC commissioners, city managers, local public transit providers, and the public.

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

*Progress Toward Regional Coordination of Public Transit:*

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

completing strategic plans for transit, including improved regional coordination with regard to hours of operation, route schedules and connectivity, fares, senior age criteria, and consistency of policies.

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

*Opportunities for Further Regional Coordination of Public Transit:*

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Year	2016	2020	2025	2030	2035	2040
Population Estimate	207,772	212,229	219,871	227,788	235,990	244,488

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

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

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

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

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

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

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80% of the statewide annual median household income (Government Code § 56033.5). The Ventura LAFCo has determined that the community of Nyeland Acres, northeast of and contiguous to the City and located within the City's current sphere of influence, is a disadvantaged unincorporated community. Based on 2010 U.S. Bureau of the Census demographic data, the Nyeland Acres community consists of 3,003 residents and has a median household income of \$42,043.

The Nyeland Acres community receives the following municipal services:

*Fire services:*

- Fire protection services within the Nyeland Acres community are provided by the Ventura County Fire Protection District and the City of Oxnard under a mutual aid agreement.

*Police services:*

- The Ventura County Sheriff's Office provides police services to the Nyeland Acres community.

*Wastewater services:*

- Ventura County Service Area No. 30 (CSA 30) provides wastewater service to the Nyeland Acres community. Under an agreement with the City of Oxnard, CSA 30 discharges wastewater to the City's collection system, which is then conveyed to the City's treatment plant.

*Water services:*

- The Garden Acres Mutual Water Company and Nyeland Acres Mutual Water Company provide water service to the Nyeland Acres community. Both water companies obtain their water from wells. Neither company's water system currently meets County of Ventura fire flow standards. In addition, Garden Acres Mutual Water Company operates a single well with no long-term backup supply in the event of an emergency. Nyeland Acres Mutual Water Company has been exceeding its groundwater allocation every year since 1996.

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

*Fire services:*

- The City operates eight fire stations which serve the City and nearby unincorporated communities.
- The City's eight fire stations serve 206,997 residents. The Fire Department achieves its emergency response time goal 78% of the time, up from 62% in 2012.

*Library services:*

- The City provides library services through a main library and two branch libraries.
- The City's per capita library spending is approximately \$17.

*Police services:*

- The City currently provides a ratio of one sworn officer per 831 residents.
- Over the last two years, police response time goals were met 86.2% of the time for emergency calls, and 90% of the time for non-emergency calls.
- In order to maintain the current staffing ratio for the anticipated population at buildout of the General Plan, a total of 289 sworn officers would be required.

*Recreation and park services:*

- The City provides approximately 561.26 acres of developed and anticipated park facilities, 62 acres of City-owned beaches, approximately 135 acres of undeveloped area owned by the City near Ormond Beach, and a portion of the channels in the Channel Islands Harbor. Two new parks have been completed over the last two years and two new parks are planned. Including the parks in the planning stages, it appears that the City will need approximately 10 additional acres to meet its parkland goal.
- The River Ridge Golf Course is supported by the private contractor that operates the facility, development impact fees, and the General Plan. The City's contract with the private operator will expire during FY 2018-19, and it is not clear whether the City will continue to operate the facility, contract with a new operator, or convert the facility to another use.

*Solid waste services:*

- The City provides solid waste collection services directly to residential, commercial, and industrial customers.
- The City provides a number of related services, including education, waste reduction programs, and hazardous waste disposal.

*Streets, highways, and drainage services:*

- The City provides street construction and maintenance, street lighting services, and landscape maintenance services.
- The City provides street sweeping services and some street lighting services by means of a contract with a private provider.

*Wastewater services:*

- The City provides wastewater collection and treatment services to the City and to adjacent public agencies and unincorporated areas.
- The 2015 Public Works Integrated Master Plan identified capacity deficiencies in the wastewater collection system. System upgrades are necessary to address capacity deficiencies and account for increases in wastewater flow. Total estimated cost for capacity-related projects to the collection system is \$3.2 million. Limited information exists for the condition of most of the pipeline in the system; however, in FY 2016-17 the City implemented a sewer condition assessment program. The City's ability to implement wastewater capital improvements is dependent on its ability to increase revenues.
- The City's wastewater treatment plant has adequate capacity to accommodate current and future anticipated wastewater flows. However, an assessment of the plant documented deterioration, corrosion, poor treatment efficiency, operator safety hazards, and the overall need for rehabilitation and replacement of much of the wastewater treatment plant's infrastructure that is nearing or has exceeded its remaining useful life. To keep the plant safe and operational for the immediate future (maximum of 10 years), an investment of approximately \$39 million would be necessary.

*Water services:*

- The City provides potable water to most of the City and to areas adjacent to the City.
- During 2015, water demand within the City's service area was 25,423 AFY for potable and raw water and 605 AFY for recycled water, for a total demand of 26,028 AFY. The 2015 UWMP documents current retail water supplies of 25,806 AFY or 25,066 AFY (based on consultation with City staff, it is not clear which figure is accurate). The City should confirm which supply figure is accurate.
- In order to meet the projected 2040 demand, the City must implement additional projects to provide a reliable, redundant, and sustainable water supply.
- According to the 2015 UWMP, during normal years between 2020 and 2040, supply will exceed demand. For the same period, during single dry years, supply would

exceed demand (except during 2020 where demand would exceed supply by 417 AFY), and during multiple dry years, demand would increasingly exceed supply. While the UWMP notes that demand projections are conservative and do not include reductions due to drought demand management measures or public conservation efforts during drought conditions, the City should demonstrate its ability to provide water that meets demand during drought conditions.

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

- The City has a balanced budget.
- City staff has indicated that revenue is significantly below that needed for maintenance of City streets, alleys, drainage, and storm water quality facilities.
- The City documents that capital improvements are necessary to support the City's wastewater system. The City recently increased its sewer rate structure, which was challenged through Measure M, which was passed by City voters to nullify the new rate structure. The City will continue to collect revenues according to the new rate structure, at least until a court case regarding this issue is heard and a judgment has been entered. Until the legal challenge to the City's wastewater rate is resolved, it is not clear if the City will have the ability to adequately support its wastewater collection and treatment systems.

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

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

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

- The City is locally accountable through an elected legislative body, adherence to applicable government code sections, open and accessible meetings, and dissemination of information.
- The City's website contains a significant amount of information on the current and previous City budget, services and programs, City happenings and activities, public meetings, development activities, and City documents. Current and past City Council agendas are accessible and agenda items are linked to staff reports.
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**g. Any other matter related to effective and efficient service delivery, as required by commission policy. [§ 56430(a)(7)]**

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

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- 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)<sup>2</sup> administers public transit service in and surrounding the Santa Paula,

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<sup>1</sup> 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.

<sup>2</sup> VCTC is the regional transportation planning agency of Ventura County, and oversees a large part of the distribution of public funds for transportation and transit within the County.

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

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<sup>3</sup> 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.”

<sup>4</sup> The City of Camarillo does not participate in the CONNECT service because: (1) the City already provides regional ADA and Senior intercity service throughout the East County ((this enables the City to provide senior service to more riders within the City by allowing a lower qualifying age limit of 55 years (rather than 65 years)), and (2) Camarillo ADA and senior riders have the benefit of using just one dial-a-ride system for both local and regional service.

*Current Public Transit Inefficiencies and Limitations on Regional Coordination:*

- According to the Ventura County Regional Transit Study (VCTC, April 9, 2012)<sup>5</sup>, public transit within the County was found to be disjointed. Public transit service providers have varying schedules (i.e., days and hours of operation, frequency of buses (headways)), and fares (including different eligible ages for senior fares (e.g., a lower qualifying age for seniors in the City of Camarillo)), and maintain separate websites and bus books. No single agency or website provides a complete guide for public transit users who wish to plan interagency trips. The study concluded that “This makes connections difficult and service confusing, especially for the infrequent or new rider. While VCTC and the operators have attempted to improve connections through coordinated fare media and scheduling software, progress toward truly integrated service has been minimal.”
- Limited access to non-TDA funding for transit restricts the ability of cities and other public transit operators to increase revenue service hours and still meet TDA farebox recovery requirements. Because of the minimal levels of service currently provided in some areas of the County, regional travel times are often lengthy and opportunities for passengers to connect between buses are few. Shorter headways and total trip times depend on increased transit funding under the current funding distribution structure or a different method of distribution for the County’s transit funding. Inability to access funding for transportation also limits implementation of improvements for fleet expansions, pedestrian infrastructure, and street lighting.
- While some of the individual transit-serving agencies have made efforts to improve coordination among systems (e.g., through the formation of the GCTD (formed in 2013), and the ECTA (created in 2013)), public transit in the County overall is divided into separate, often unrelated, transit systems. The Ventura County Regional Transit Study acknowledged the challenges in establishing a coordinated system, including the fact that Ventura County consists of “widely spaced, diverse communities and centers where geographic areas do not share common economic, social, and transportation service values.”
- While it is the intent of ECTA to move toward further consistency and regionalization of services in the eastern portion of Ventura County, the existing local transit programs of two ECTA member agencies are limited in their ability to fully participate in the regional ECTA programs:
  - The City of Simi Valley operates fixed route transit service using City personnel and City-owned equipment.

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<sup>5</sup> The study included consultation with VCTC commissioners, city managers, local public transit providers, and the public.

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

*Progress Toward Regional Coordination of Public Transit:*

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

Additionally, in May 2017, GCTD began construction of a new Operations and Maintenance Facility in the City of Oxnard. Once built, the 15-acre facility will allow GCTD to maintain a fleet of up to 125 buses and will include an administration and operations building, an 8-bay maintenance and repair building, a compressed natural gas (CNG) fuel station and bus wash. The facility is scheduled to open in the fall of 2018.

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

*Opportunities for Further Regional Coordination of Public Transit:*

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

This resolution was adopted on February 21, 2018.

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

2/21/2018  
Date

*Linda Parks*  
Linda Parks, Chair, Ventura Local Agency Formation Commission

c: City of Oxnard