

**MUNICIPAL SERVICE REVIEW AND  
SPHERE OF INFLUENCE UPDATE**

**SANTA MARIA VALLEY**

Report to the  
**Santa Barbara Local Agency  
Formation Commission**

February 2006

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## A: INTRODUCTION AND OVERVIEW

Local Agency Formation Commissions (or LAFCOs) are a method unique to California in dealing with population growth and public service conditions that became evident in a significant way following World War II.

During and after World War II California experienced a dramatic increase in population and economic development. These changes, together with increased personal mobility related to common automobile ownership, created growing demands for housing, public services and public infrastructure, often in suburban areas.

### 1. Before LAFCOs were created

Prior to 1964 decisions to expand city and special district boundaries were left to the annexing agency and the affected landowners. There was no external or third party oversight.

As a result, and due to the desires of some communities to capture their perceived share of new growth, annexation “wars” evolved between some agencies, with some expanding their area to be in a better a position to annex additional territory. The creation of new cities or special districts also occurred without any third party review.

A general lack of coordination led to a multitude of overlapping, inefficient jurisdictional and service boundaries and premature conversion of much of the State’s productive agricultural and open-space lands. The result was “urban sprawl.”

Recognizing these problems, in 1959 newly elected Governor Edmund G. Brown, Sr. appointed the Commission on Metropolitan Area Problems. Its task was to study and make recommendations on the "misuse of land resources" and the growing complexity of local governmental jurisdictions.

The Commission's revelations about local governmental reorganization were converted into legislation enacted in 1963 that created a Local Agency Formation Commission in each county (except the City and County of San Francisco).

### 2. LAFCO regulation of boundary changes

Beginning in 1964, local boundary changes required approval of this new Commission with county-wide regulatory authority. Its broad goals and objectives include discouraging urban sprawl, encouraging the orderly formation and development of local governments based on local circumstances, promoting efficient and economical local governments and, where appropriate, guiding development away from agricultural and open space resources.

LAFCO regulates by approving or denying city and special district boundary changes and the extension of public services. It is empowered to undertake studies of local agencies and to initiate updates to the spheres of influence. Typically, applications to LAFCO originate with affected landowners and/or developers and cities or districts seeking to annex territory.

The Commission is an independent agency, exercising a direct grant of legislative authority from the State government. Its decisions, while subject to judicial review, are not appealable to the County or any other local or State-wide administrative body.

### 3. Santa Barbara LAFCO

The SB LAFCO consists of seven regular members: two members appointed by the Board of Supervisors from its own membership; two members of city councils appointed by the mayors of the cities in the County; two members of special district board appointed by the presiding officers of the independent special districts in the County; and one public member, appointed by the other Commissioners.

There are also four alternates – one in each category of member - who vote in the absence of a regular member. Commissioners are appointed to four-year terms.

The day-to-day business of the Commission, including analysis and recommendations about proposals is the responsibility of the Executive Officer. The Commission has legal counsel for assistance.

### 4. Legislative History (Significant Changes Only)

Through a series of legislative amendments over the past 30 years LAFCO has become responsible for coordinating logical and timely changes in the local governmental structure, including annexations and detachments of territory, incorporations of cities, formations of special districts, consolidations, mergers and dissolutions, and to regulate the extension of services by cities and special districts outside of their boundaries.

A brief timeline of significant legislation and litigation that shaped LAFCO's current powers and duties is useful to understanding the need for Municipal Service Reviews.

- 1964 LAFCO is created as a regulatory agency in each county to regulate cities and districts, promote orderly boundaries and discourage urban sprawl.
- 1971 LAFCO becomes a planning agency when directed by the Legislature to prepare and adopt a "sphere of influence" of each city and special district
- 1976 Due to a legal challenge to a city annexation, the courts declare LAFCOs are subject to the California Environmental Quality Act and annexations are "projects" under CEQA

- 1983 Responding to a lawsuit involving a special district annexation, the Legislature creates firm time limits within which LAFCOs must adopt spheres of influence or lose the ability to approve annexations.
- 1985 LAFCO and boundary change statutes are combined into one volume, the Cortese/ Knox Local Government Reorganization Act
- 1993 Significant reforms include allowing LAFCO to initiate some special district reorganizations and waive certain conduct authority protest hearings
- 2000 LAFCO required to (1) review and update spheres a least every five years and (2) prepare Municipal Service Reviews when updating spheres

##### 5. Legislative Requirement to Prepare Municipal Service Reviews

Two separate studies recommended that LAFCOs review local agencies.

Little Hoover Commission - A May 2000 Little Hoover Commission report, *Special Districts: Relics of the Past or Resources for the Future?*, focused on governance and financial problems among independent special districts, and barriers to LAFCO's pursuit of district consolidation and dissolution.

The report focused on the need for special districts oversight, noting "the underlying patchwork of special district governments has become unnecessarily redundant, inefficient and unaccountable." It raised concerns about a lack of visibility and accountability among some independent special districts and indicated many special districts have excessive reserve funds and questionable property tax revenue. The report expressed concern about the lack of financial oversight of the districts.

The report called on the legislature to increase the oversight of special districts by mandating that LAFCOs identify service duplications and that LAFCOs study reorganization alternatives when service duplications are identified, when a district appears insolvent, when district reserves are excessive, when rate inequities surface, when a district's mission changes, when a new city incorporates and when service levels are unsatisfactory. To accomplish this, the report recommended that the state strengthen the independence and funding of LAFCOs, require districts to report to their respective LAFCO, and require LAFCOs to study service duplications.

Commission on Local Governance - The second report, *Growth Within Bounds: Planning California Governance for the 21<sup>st</sup> Century*, had its genesis in legislation that created the Commission on Local Governance for the 21<sup>st</sup> Century in 1997. It was established to review current statutes on the policies, criteria, procedures and precedents for city, county and special district boundary changes.

The 21<sup>st</sup> Century Commission released its final report in January 2000. It examined how local government is organized and operates, and established a vision of how the state will grow by “making better use of the often invisible LAFCOs in each county”.

The report points to the expectation that California’s population will double over the first four decades of the 21<sup>st</sup> Century, and raises concern that our government institutions were designed when our population was much smaller and our society was less complex. The report warns that, without a strategy, open spaces will be swallowed up, expensive freeway extensions will be needed, job centers will become farther removed from housing, and this will lead to longer commutes, increased pollution and a more stressful lifestyle. The report suggests local governments face unprecedented challenges in their ability to finance service delivery since voters cut property tax revenues in 1978 and the legislature shifted property tax revenues from local government to the schools in 1993.

The report recommended encouraging effective, efficient and easily understandable government and suggested that LAFCOs cannot achieve their fundamental purposes without a comprehensive knowledge of the services available within its county, the current efficiency of providing service within various areas of the county, future needs for each service, and expansion capacity of each service provider. Further, the report asserted that many LAFCOs lack such knowledge, and should be required to conduct such reviews to ensure that municipal services are logically extended to meet California’s future growth and development.

The Report’s recommendations were made part of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. The law requires LAFCO periodically update spheres of influence and review municipal services before updating them.

MSRs are intended to provide LAFCO and the public with a comprehensive study of existing and future public service conditions and evaluate organizational options to accommodate growth, prevent urban sprawl and ensure that critical services are provided efficiently and cost-effectively.

Government Code Section 56430, which became effective on January 1, 2001, requires LAFCO to review municipal services provided in geographic areas appropriate to the service or services to be reviewed, and prepare a written statement of determinations with respect to each of the following:

1. Infrastructure needs or deficiencies;
2. Growth and population projections for the affected area;
3. Financing constraints and opportunities;
4. Cost avoidance opportunities;
5. Opportunities for rate restructuring;
6. Opportunities for shared facilities;
7. Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers;

8. Evaluation of management efficiencies; and
9. Local accountability and governance.

MSRs do not require LAFCO to initiate changes based on service review findings, only to make determinations regarding the provision of public services. LAFCO, local agencies and the public may subsequently use the determinations to analyze prospective changes of organization or reorganization or to establish or amend spheres of influence.

MSRs are not “projects” under the provisions of the California Environmental Quality Act; they are feasibility or planning studies for *possible* future action that LAFCO has not approved.

The outcome of conducting an MSR may implement a recommended change of organization or reorganization. Either LAFCO or a local agency that submits a proposal may be the lead agency for compliance with CEQA and conduct an appropriate environmental review.

#### 6. Legislative Requirement to Update Spheres of Influence

Since 1971 LAFCO has been obligated to develop and adopt a sphere of influence for each city and special district within the county. The statute states “The Commission shall develop and determine the sphere of influence of each local governmental agency within the county and enact policies designed to promote the logical and orderly development of areas within the sphere.” (Government Code Section 56425)

Section 56076 defines a sphere of Influence as:

A plan for the probable physical boundaries and service area of a local agency, as determined by the commission.

The Cortese/Knox/Hertzberg Local Government Reorganization Act of 2000 requires LAFCO, for the first time, to “review and update, as necessary, the adopted sphere not less than once every five years.” (Government Code Section 56425 (f)).

LAFCO is prohibited from approving a boundary change that is inconsistent with the adopted sphere for the affected agencies. It is therefore a planning tool to provide guidance for individual proposals involving jurisdictional changes. They are intended to encourage the efficient provision of public services and prevent service duplication.

The direct relationship between MSRs and Sphere of Influence Updates is in Government Code Section 56430, which states that “In order to prepare and to update spheres of influence in accordance with Section 56425, the Commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission.”

In addition to the written determinations needed to adopt an MSR, whenever LAFCO adopts or amends a sphere of influence it must make the following additional written determinations:

1. Present and planned land uses in the area, including agricultural and open-space lands;
2. Present and probable need for public facilities and services in the area;
3. Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide; and
4. Existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

The statute contains procedural requirements for LAFCO to review and update spheres. The Commission must notify affected agencies 21 days before holding a public hearing to consider the sphere. The Executive Officer must issue a report and recommendations on the sphere updates under consideration at least five days prior to the public hearing.

# **CITY OF GUADALUPE**

## **MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE**

Report to the  
**Santa Barbara Local Agency  
Formation Commission**

February 2006

## 1. INTRODUCTION

This report regarding the City of Guadalupe was prepared by the Santa Barbara Local Agency Formation Commission (“LAFCO”) in accordance with Section 56430 of the California Government Code. It responds to the requirement that LAFCO conduct a Municipal Service Review (MSR) to study the delivery of municipal services and update spheres of influence.

The MSR evaluates services provided by the City and issues regarding its sphere of influence. MSR Guidelines prepared by the State Office of Planning and Research were referred to in developing information, performing analysis and organizing this study.

This report describes service delivery and related issues for LAFCO to consider and presents determinations as required by law. The decision to approve or disapprove any determinations or policies rests entirely with the Commission.

Written determinations regarding the MSR and sphere of influence update are provided for the Commission’s consideration. This report is an informational document and does not substitute for discretionary decisions that can only be made by the Commission.

This Report is subject to reconsideration and revision as directed by the LAFCO staff or by the Commission during the course of its deliberations.

## 2. MUNICIPAL SERVICE REVIEW

### Description of City

The City, incorporated in 1946, is one of eight cities in Santa Barbara County. It operates pursuant to the laws of the State of California (Government Code, Section 34000 et seq.).

It is governed by a five-member city council, all of whom are elected at large. It has a city manager form of government and is a “full service” city, providing most essential municipal services.

The City is located in the Santa Maria Valley, south of the Santa Maria River and border of San Luis Obispo County, and west of the City of Santa Maria. Two State Highways cross the City, Highway 1 runs north and south and Highway 160 runs east and west.

The City boundaries and sphere are largely coterminous. A map of the City and sphere is included in this report.

### City Services

The City provides a broad variety of municipal services, which include:

- ❑ Law enforcement including traffic law enforcement
- ❑ Fire prevention and suppression
- ❑ Emergency medical response
- ❑ Parks, recreation programs and open space maintenance
- ❑ Land use planning and regulation of building construction
- ❑ Library services
- ❑ Retail water supply
- ❑ Wastewater collection, treatment and disposal
- ❑ Refuse collection, recycling and disposal
- ❑ Street maintenance
- ❑ Drainage and storm water disposal
- ❑ Transit services

Several City water customers located outside the City purchase and transport water to their place of use. City fire and police departments provide backup services to the Santa Barbara County Fire Protection District and California Highway Patrol, respectively.

The City participates in the Santa Barbara County Association of Governments (SBCAG), a joint powers authority and regional planning agency that distributes federal transportation funding and acts as a forum for multi-jurisdictional issues.

### Other Governmental Agencies within the City

Local agencies that overlap the City include the Guadalupe Lighting District, Guadalupe Cemetery District, Santa Maria Public Airport District and the Santa Maria Valley Water Conservation District.

## 3. MSR DETERMINATIONS

This report addresses the MSR factors specified in LAFCO's governing statute.

### **Infrastructure Needs and Deficiencies**

As a smaller community that has not experienced significant growth in recent years, the City is working actively to prepare for the future. One constraint to new development is the lack of sufficient public infrastructure capacity to serve undeveloped areas which the City is trying to address.

In the *Revised DJ Farms Specific Plan* adopted in 2004, the City identifies needed offsite water, sewer, drainage, street and park improvements to serve the proposed development. By adopting the DJ Farms Specific Plan, the City indicates its intention to design, finance and construct the offsite improvements when the DJ Farms development proceeds. This could encourage the land owners develop their land sooner than they might otherwise.

The City, in considering the potential population and economic growth, including the annexation and development of the Minami property for residential and commercial uses will prepare studies in the near future of needed infrastructure improvements, including the status and capacity of its water and wastewater utilities.

Having two State highways and the Amtrak train station serve the community provides transportation infrastructure which facilitates access to the community.

### **Growth and Population Projections**

The Santa Barbara County Association of Government's Forecast 2000 growth projection for the City in 2020 is 6,400 based on SBCAG's economic growth assumptions. The City indicates it accepts this growth projection for use in Municipal Service Reviews.

The U. S. Census reports the City's population remained static at about 5,700 residents between 1990 and 2000. By 2002 the City had begun to grow slowly, so it estimates its 2002 population is about 5,850. The 1989 City General Plan called for the City to grow to a population of 9,400 by 2020; however, the 2002 Water Master Plan revised the 2020 population forecast to 8,100.

A development constraint is the fact that much of the territory immediately adjacent to the City is viable agricultural land in Williamson Act contracts. If these properties

continue in agriculture, growth will continue to be restrained on this parcels, raising questions about the direction of the City's General Plan and Sphere of Influence.

### **Financing Constraints and Opportunities**

The City is subject to the funding regulations applicable to municipalities throughout the State and is therefore subject to broad changes in revenue allocation based on the State budget and its relationship to local funding sources.

A factor limiting the City's ability to increase revenue is the fact that adjacent agricultural lands are protected by the City General Plan, LAFCO adopted Spheres of Influence and agricultural preserve contracts that preclude urban development and its associated municipal revenues (and related public service costs).

The City's commercial base is restricted due in part to the fact it has a small population, which causes businesses to locate in nearby communities with greater population and buying power, which in turn limits both property taxes and sales tax revenues. Greater population will assist but not totally ameliorate this condition, which is a reflection of the trend in California for "regionalization" of commercial shopping.

The City has responded to this long-term challenge by carefully managing its revenues and expenditures, using contract part-time staff when possible, pursuing redevelopment projects and generating revenue from property taxes, sales and use taxes, service charges, grants, developer connection fees and other sources.

By investing in its capital improvement program, calculating impact fees and mitigation requirements for new projects to recover costs, continuing to obtain grant funding and careful stewardship of resources, the City will be able to avoid long-term, unfunded financial obligations for improvements or maintenance. However, the level of services may continue to be limited compared to other, more affluent and populous cities.

New development within the City will broaden its revenue base and may allow the City to experience economy of scale by allocating fixed municipal costs over a wider base of support. This would allow the City to increase levels of services without large increases in taxes or service fees.

### **Cost-Avoidance Opportunities**

There are no obvious cost avoidance opportunities that have not been implemented by the City through contracts with other agencies, mutual aid agreements and joint powers authorities to reduce costs through economies of scale for purchases and operations.

The City has mutual aid agreements with the County Fire Protection Agency and California Highway Patrol. The City also participates in the Central Coast Cities Self-Insurance Fund for Workers Compensation and Central Coast Water Authority.

Significant sharing occurs in community services. The Guadalupe library is one of three County branches within the Santa Maria library. The Guadalupe Educational Technology Association (GETA) is a non-profit organization that established a computer lab jointly funded by the City, the Guadalupe library, the Santa Barbara County Private Industry Council, community organizations and private donors.

### **Opportunities for Rate Restructuring**

There are no obvious opportunities for rate restructuring in City operations. Notably, the City has actively pursued grant funding such as Community Development Block Grants.

### **Opportunities for Shared Facilities**

As a State Water Contractor, the City obtains State Water treated by and transported through the State Water Project and Central Coast Water Agency facilities.

### **Government Structure Options**

There are no obvious opportunities for governmental structure options.

### **Management Efficiencies**

The City exhibits the characteristics of a well-managed agency operating efficiently and serving its residents and customers effectively. Limited staffing hinders the City's ability to respond to special requests other than the direct delivery of services.

### **Local Accountability and Governance**

The City is a relatively compact government, which enhances the ability of the public to participate in its activities. The Mayor and City Council are elected by and accountable to the voters who reside in the City.

Every public meeting is broadcast on a local channel. Notices of public hearings and activities are publicly noticed in accordance with Brown Act and Public Disclosure requirements.

## **4. SPHERE OF INFLUENCE REVIEW AND UPDATE**

### **Description of Current Sphere of Influence**

The City sphere is largely coterminous with its boundaries. As major annexations to the City are proposed, it will be necessary to expand the sphere. A map of the City and its sphere is included.

### Potential Sphere Changes

In response to the MSR Request for Information, the City responded as follows:

Do you feel that your agency's boundary is correct at this time? No

Are there areas your agency desires or plans to serve that are not now within its boundaries or its sphere of influence? Yes

*The City would like to include in its Sphere of Influence an area within a five-mile radius around the present City of Guadalupe. To date no formal proposal has been developed or submitted to the Commission.*

### Sphere of Influence Determinations

No specific changes in the sphere of influence is proposed at this time and it is unnecessary for the Commission to adopt determinations to modify the sphere.

## 5. ACKNOWLEDGEMENTS & REFERENCES

The Santa Barbara LAFCO staff, with the assistance of LAFCO consultant Pam Cosby, prepared this Municipal Service Review. Responsibility for any errors or omissions rests with those who prepared the report.

The City of Guadalupe provided information and documents upon which the evaluation is based. The City staff, notably Planning Manager Sean Nicholas and Community Development Director Marc Scalzo, were instrumental in providing data.

Mapping services were provided by JDL Mapping.

### Available Documentation

The "Request for Information for Municipal Service Reviews" submitted by the City and the supporting documents referred to therein are available in the LAFCO office.

## 6. RECOMMENDATIONS

In consideration of information gathered and evaluated during the Municipal Service Review it is recommended the Commission affirm the current Sphere of Influence and that consideration of expansion or revision be considered when an application from the City is received.

# **CITY OF SANTA MARIA**

## **MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE**

Report to the  
**Santa Barbara Local Agency  
Formation Commission**

February 2006

## 7. INTRODUCTION

This report regarding the City of Santa Maria was prepared by the Santa Barbara Local Agency Formation Commission (“LAFCO”) in accordance with Section 56430 of the California Government Code. It responds to the requirement that LAFCO conduct a Municipal Service Review (MSR) to study the delivery of municipal services and update spheres of influence.

The MSR evaluates services provided by the City and issues regarding its sphere of influence. MSR Guidelines prepared by the State Office of Planning and Research were referred to in developing information, performing analysis and organizing this study.

This report describes service delivery and related issues for LAFCO to consider and presents determinations as required by law. The decision to approve or disapprove any determinations or policies rests entirely with the Commission.

Written determinations regarding the MSR and sphere of influence update are provided for the Commission’s consideration. This report is an informational document and does not substitute for discretionary decisions that can only be made by the Commission.

This Report is subject to reconsideration and revision as directed by the LAFCO staff or by the Commission during the course of its deliberations.

## 8. MUNICIPAL SERVICE REVIEW

### Description of City

The City, incorporated in 1905, is one of eight cities in Santa Barbara County. The City operates pursuant to the laws of the State of California (Government Code, Section 34000 et seq.). The current Charter was adopted in 2000.

It is governed by a five-member city council, with a directly-elected mayor, all of whom are elected at large. It has a city manager form of government and is a “full service” city, providing most essential city services. See the organization chart.

The City is located in the Santa Maria Valley in northern Santa Barbara County, just south of the Santa Maria River and San Luis Obispo County. The majority of the City is situated west of State Highway 101.

The City’s Sphere of Influence extends beyond its boundary and includes much of the unincorporated Orcutt area. A map of the City and its sphere is included in this report.

### City Services

The City provides a broad variety of municipal services, which include:

- ❑ Police protection, including patrols, detectives and traffic law enforcement
- ❑ Fire prevention and suppression
- ❑ Emergency medical response
- ❑ Medical transport services (Contract/franchise)
- ❑ Parks, recreation programs and open space maintenance
- ❑ Land use planning and regulations
- ❑ Building and Safety permits and inspections
- ❑ Library services
- ❑ Redevelopment agency
- ❑ Retail and wholesale water supply, distribution and conservation
- ❑ Wastewater collection, treatment and disposal
- ❑ Retail electrical distribution (planned)
- ❑ Refuse collection, recycling and disposal
- ❑ Street and road maintenance
- ❑ Street lighting
- ❑ Drainage and runoff facilities and stormwater disposal
- ❑ Transit services
- ❑ Street landscape maintenance

The City maintains various contracts and mutual aid agreements for water, wastewater, solid waste, law enforcement, fire protection and library services. The California Cities Water Company (Cal-Cities) and private parties purchase City water for the Orcutt area. The City and Cal-Cities also have a mutual emergency water supply agreement.

Pursuant to a cooperative agreement with the Laguna County Sanitation District, the City serves more than 100 District customers east of the Santa Maria Airport and the District provides service to City customers south of the Santa Maria Airport. This 1978 agreement expires in 40 years, in 2018.

Santa Maria's police department provides contract services to Allen Hancock College, Santa Maria Public Airport District, Fairpark for the County Fair and Strawberry Festival security, and has a mutual aid agreement with the State.

The Santa Maria sanitary landfill serves the Cities of Guadalupe and Santa Maria, the unincorporated communities of Casmalia, Garey, Los Alamos, Orcutt and Sisquoc and other portions of northern Santa Barbara County. It also serves areas in the southern portion of San Luis Obispo County including Nipomo.

The City fire department provides contract services to Vandenberg Air Force Base, the U.S. Forest Service, California Department of Forestry (CDF) and Allan Hancock College's Fire Academy. In addition, the City has mutual aid agreements with CDF, the San Luis Obispo County Fire Department, Orcutt Fire Protection District and Santa Barbara County Fire Protection District. The California State Fire Agencies Master Mutual Aid Agreement includes the City of Santa Maria.

Under contract to the County of Santa Barbara, the City public library provides library services at three county libraries: Cuyama, Guadalupe, and Orcutt.

The Santa Maria River Levee was designed and constructed by the Army Corp of Engineers and is maintained and operated by the Santa Barbara County Flood Control and Water Conservation District.

Local agencies that overlap the City include the Laguna County Sanitation District, Santa Maria Public Airport District, Santa Maria Valley Water Conservation District and the Santa Maria Cemetery District.

## 9. MSR DETERMINATIONS

This report addresses the MSR factors specified in LAFCO's governing statute.

### **Infrastructure Needs and Deficiencies**

Coincident with recent population growth, the City has experienced an increased demand for public services and facilities. To plan and construct infrastructure needed to serve the growing population and adequately maintain existing infrastructure, the City has developed and/or updated numerous planning documents including its General Plan and various specific plans, Housing Element, Economic Development Element, Draft Downtown Specific Plan, Urban Water Management Plan, Utilities Master Plan for water

and wastewater services, Drainage Utility Plan, Storm Water Management Plan and Operations and Emergency Response Plans for each City department.

The City has prepared a *2000 Biennial Resource Infrastructure Standards and Capacities Report*, which considers the available capacity of the City's water resources, wastewater treatment and conveyance, drainage facilities, landfill, bikeways, parks and open space to serve additional demands. It summarizes a strategy to construct capital improvements to serve existing as well as new residents.

As part of a Citywide strategic plan, population forecasts were developed for five years, ten years and a population of about 115,000 in the year 2017. This strategic plan is used as a basis for the City's Budget and Capital Projects Plan.

### **Growth and Population Projections**

The U. S. Census reports that the City's population grew from 61,552 in 1990 to 77,423 in 2000, a 26 percent increase. During this decade the overall County population grew at a rate of eight percent.

Using the Santa Barbara County Association of Government's Regional Growth Forecast 2000 projection, the City of Santa Maria's staff projects the City's population will increase to 91,000 by 2007, 105,000 in the year 2012 and 115,000 in the year 2017.

### **Financing Constraints and Opportunities**

The City is subject to the funding regulations applicable to municipalities throughout the State and is therefore subject to broad changes in revenue allocation based on the State budget and its relationship to local funding sources.

One factor that limits the City's ability to increase revenue is the fact that adjacent agricultural lands are protected by the City General Plan, LAFCO adopted Spheres of Influence and agricultural preserve contracts that preclude urban development and its associated municipal revenues (and related public service costs).

### **Cost-Avoidance Opportunities**

There are no obvious cost avoidance opportunities that have not been implemented by the City through internal reviews, contracts with other agencies, mutual aid agreements and joint powers authorities to assist in service economy

Joint Powers Authorities and joint decision-making efforts in which the City participates include the Central Coast Water Authority, Santa Barbara County Solid Waste Local Task Force, California Law Enforcement Telecommunication System, California Risk Management Authority, Central Coast Cities Self-Insurance Fund for Workers' Compensation Insurance, and fire protection and hazardous materials authorities.

### **Opportunities for Rate Restructuring**

The opportunity for restructuring rates occurs during annual budget processes and the adoption of each rate ordinance.

### **Opportunities for Shared Facilities**

Significant sharing already occurs in arrangements to provide community services. As a State Water Contractor, the City obtains State Water is treated by and transported through the State Water Project and Central Coast Water Agency facilities.

### **Government Structure Options**

A governmental structure option is the potential common management of the wastewater systems for the City and the Laguna County Sanitation District. This district provides wastewater collection, treatment and disposal for the community of Orcutt, which while unincorporated is located within the City's Sphere of Influence.

### **Management Efficiencies**

The City exhibits the characteristics of a well-managed agency operating efficiently and serving its residents and customers effectively.

### **Local Accountability and Governance**

The Mayor and City Council are elected by and accountable to the voters who reside in the City.

The City maintains many outreach programs. City Council meetings are televised. A City website provides information about City activities including agendas and minutes. In addition a television program about City programs, services and issues airs new episodes monthly on the government public access channel and there are press releases, public service announcements, public hearing notices, and Town Hall meetings.

## **10. SPHERE OF INFLUENCE REVIEW AND UPDATE**

### Description of Current Sphere of Influence

The City's Sphere of Influence extends beyond its boundary and includes much of the unincorporated Orcutt area. A map of the City and its sphere is included in this report.

### Potential Sphere Changes

In response to the MSR Request for Information, the City responded as follows:

Do you feel that your agency's boundary is correct at this time?

No

Are there areas your agency desires or plans to serve that are not now within is boundaries or its sphere of influence? Yes

*The City notes areas outside of the City that may be appropriate in the future for annexation and development, specifically the Bradley Ranch area and Enos-Buss property. No application to extend the City sphere to encompass these areas has yet been submitted.*

#### Sphere of Influence Determinations

Inasmuch as no changes in the sphere of influence are proposed at this time it is not necessary for the Commission to adopt or approve any determinations.

## 11. ACKNOWLEDGEMENTS & REFERENCES

The Santa Barbara LAFCO staff, with assistance from LAFCO consultant Pam Cosby, prepared this Municipal Service Review. Responsibility for any errors or omissions rests with those who prepared the report.

The City of Santa Maria provided the information and documents upon which the evaluation is based. Planner Bill Shipsey and Assistant City Manager Richard Haydon were instrumental in providing data.

Mapping services were provided by JDL Mapping.

#### Available Documentation

The “Request for Information for Municipal Service Reviews” submitted by the City and the supporting documents referred to therein, are available in the LAFCO office.

## 12. RECOMMENDATIONS

In consideration of information gathered and evaluated during the Municipal Service Review it is recommended the Commission affirm the current Sphere of Influence and that consideration of expansion or revision be considered when an application from the City is received.

THE CITY OF SANTA MARIA'S MISSION STATEMENT IS.

To provide the highest quality service in the most efficient, cost-effective, and courteous manner possible.”

THE CITY'S ORGANIZATIONAL VALUES ARE:

Teamwork	We believe in the value of teamwork and a spirit of cooperative effort from all employee levels within the organization.
Service	We are committed to providing excellent service to the public in the most responsive, efficient, and effective manner.
People	We strive to treat all people with dignity, respect, and fairness. We believe that the employees of the City are our most valuable resource. Each employee's contribution is the key to our success.
Communication	We believe in simplicity, accuracy, and clarity in communications with the public and each other. We encourage the open exchange of ideas and information among all employees.
Integrity	We are dedicated to high ethical and moral standards and uncompromising honesty in our dealing with the public and each other.
Fiscal	We are committed to a financially responsible local government, one that is cost conscious and concerned about the effective and efficient delivery of services to the public.
Professional	We believe in high professional standards and attitudes which dictate an objective analysis of issues, free of our personal biases.
Progressive	We value innovation and creativity and support an orientation for change and reasonable risk-taking at all levels of the organization.
Responsive	We strive to be a responsive City organization, dedicated to maintaining a well trained and competent work force that is in touch with the needs of the community to enhance the quality of life in our city.”

**COUNTY SERVICE AREA  
NO. 5 (ORCUTT)**

**MUNICIPAL SERVICE REVIEW AND  
SPHERE OF INFLUENCE UPDATE**

Report to the  
**Santa Barbara Local Agency  
Formation Commission**

February 2006

### 13. INTRODUCTION

This report regarding County Service Area No. 5 (Orcutt) was prepared by the Santa Barbara Local Agency Formation Commission (“LAFCO”) in accordance with Section 56430 of the California Government Code. It responds to the requirement that LAFCO conduct a Municipal Service Review (MSR) to study the delivery of municipal services and update spheres of influence.

The MSR evaluates services provided by the District and issues regarding its sphere of influence. MSR Guidelines prepared by the State Office of Planning and Research were referred to in developing information, performing analysis and organizing this study.

This report describes service delivery and related issues for LAFCO to consider and presents determinations as required by law. The decision to approve or disapprove any determinations or policies rests entirely with the Commission.

Written determinations regarding the MSR and sphere of influence update are provided for the Commission’s consideration. This report is an informational document and does not substitute for discretionary decisions that can only be made by the Commission.

This Report is subject to reconsideration and revision as directed by the LAFCO staff or by the Commission during the course of its deliberations.

## 14. MUNICIPAL SERVICE REVIEW

### Description of District

The District was formed in 1962 and operates pursuant to the County Service Area Law (Government Code, Section 25210 et seq.).

The District is governed by the Board of Supervisors and administered by the County Parks Department.

The District, located in northern Santa Barbara County, includes developed portions of Orcutt, an unincorporated community south of and adjacent to the City of Santa Maria. It also encompasses the Tanglewood subdivision west of the Santa Maria Airport.

The District's boundaries and sphere of influence are coterminous. As areas seek to annex it is necessary to expand the District sphere. A map of the District and its sphere is included.

### District Services

The District funds and administers and maintains approximately 79 acres of passive parks and open space. Most maintenance services are contracted to private companies through a competitive bid process.

### Other Governmental Agencies within the District

Local agencies that overlap the District are County Service Area 32 (Law Enforcement), Laguna Sanitation District, North County Lighting District, Orcutt Fire Protection District, Santa Barbara Coastal Vector Control District, Santa Maria Cemetery District, Santa Barbara County Fire Protection District and Santa Maria Public Airport District.

## 15. MSR DETERMINATIONS

This portion of the report addresses the factors specified in LAFCO's governing statute for the MSR for County Service Area No. 4.

### **Infrastructure Needs and Deficiencies**

The District maintains dedicated open space land. The amount of land is determined by the County's land use development conditions for projects within the Mission Hills and Vandenberg Village areas.

### **Growth and Population Projections**

The District maintains open space dedicated as a result of the County's approval of land use permits. The District does not influence or affect growth and population projections

but instead provides services when land use changes are approved which result in the dedication of passive parks and open space.

### **Financing Constraints and Opportunities**

The District receives a portion of general property tax within the District and related revenues from parcels within the District. This source is sufficient to fund open space maintenance services.

### **Cost-Avoidance Opportunities**

There are no obvious cost avoidance opportunities; the majority of the cost is involved in contracting for maintenance services.

### **Opportunities for Rate Restructuring**

There are no obvious opportunities for rate restructuring in the operations of the District since rates are not charged for District services.

### **Opportunities for Shared Facilities**

There are no obvious opportunities for shared facilities in the operations of the District.

### **Government Structure Options**

There are no obvious opportunities for structural changes in the operation of the District.

### **Management Efficiencies**

The District is managed by the County Parks Department by utilizing a small portion of the time of current employees. Annual administrative fees are less than \$400 for a budget that exceeds \$25,000 dollars

### **Local Accountability and Governance**

The District is governed by the Board of Supervisors, which is elected by districts each of which include approximately 20% of the total County population.

## **16. SPHERE OF INFLUENCE REVIEW AND UPDATE**

### **Description of Current Sphere of Influence**

The District's boundaries and sphere of influence are coterminous.

As annexations to the District are proposed it is necessary to expand the sphere. To reduce expenses for those being annexed and reduce the LAFCO workload, consideration should be given in the next sphere expansion to including any areas planned for urban development in the general plan for the Orcutt community.

#### Sphere of Influence Determinations

Inasmuch as no changes in the sphere of influence are proposed at this time it is not necessary for the Commission to adopt or approve any determinations.

## 17. ACKNOWLEDGEMENTS & REFERENCES

#### Available Documentation

The “Request for Information for Municipal Service Reviews” submitted by the District and the supporting documents referred to therein are available in the LAFCO office.

The Santa Barbara LAFCO staff prepared this Municipal Service Review. Responsibility for any errors or omissions rests with those who prepared the report.

Business Manager Mike Gibson in the County Parks Department provided the basic information and documents upon which the evaluation is based.

Mapping services were provided by JDL Mapping.

## 18. RECOMMENDATIONS

In consideration of information gathered and evaluated during the Municipal Service Review it is recommended the Commission affirm the current Sphere of Influence and that it not be expanded or revised at this time.

**COUNTY SERVICE AREA  
NO. 32 (LAW ENFORCEMENT)**

**MUNICIPAL SERVICE REVIEW AND  
SPHERE OF INFLUENCE UPDATE**

Report to the  
**Santa Barbara Local Agency  
Formation Commission**

February 2006

## 19. INTRODUCTION

This report regarding County Service Area No. 32 (Law Enforcement) was prepared by the Santa Barbara Local Agency Formation Commission (“LAFCO”) in accordance with Section 56430 of the California Government Code. It responds to the requirement that LAFCO conduct a Municipal Service Review (MSR) to study the delivery of municipal services and update spheres of influence.

The MSR evaluates services provided by the District and issues regarding its sphere of influence. MSR Guidelines prepared by the State Office of Planning and Research were referred to in developing information, performing analysis and organizing this study.

This report describes service delivery and related issues for LAFCO to consider and presents determinations as required by law. The decision to approve or disapprove any determinations or policies rests entirely with the Commission.

Written determinations regarding the MSR and sphere of influence update are provided for the Commission’s consideration. This report is an informational document and does not substitute for discretionary decisions that can only be made by the Commission.

This Report is subject to reconsideration and revision as directed by the LAFCO staff or by the Commission during the course of its deliberations.

## 20. MUNICIPAL SERVICE REVIEW

### Description of District

The District was formed in 1979 and operates pursuant to the County Service Area Law (Government Code, Section 25210 et seq.).

The district includes the entire unincorporated area of Santa Barbara County and excludes all cities. It is governed by the Board of Supervisors and administered by the Sheriff.

The District's boundaries and sphere of influence are coterminous. As land is annexed to a city it is detached from the district.

### District Services

The District provides an accounting mechanism to help fund law enforcement services in the unincorporated area. The District has no separate staff and functions as a source of revenue for the Sheriff's office.

### Other Governmental Agencies within the District

Local agencies that overlap the District in the Santa Maria Valley area include County Service Area 5 (Orcutt), County Service Area 32 (Law Enforcement), Guadalupe Lighting District, Laguna County Sanitation District, North County Lighting District, Orcutt Fire Protection District, Santa Barbara Coastal Vector Control District, Santa Barbara County Fire Protection District, Santa Maria Public Airport District and Santa Maria Valley Water Conservation District.

## 21. MSR DETERMINATIONS

This report addresses the MSR factors specified in LAFCO's governing statute.

### **Infrastructure Needs and Deficiencies**

This is not a pertinent issue to this agency, which is a funding source for law enforcement services in the unincorporated area. There is no related infrastructure other than law enforcement vehicles and equipment.

### **Growth and Population Projections**

The district generates revenues that increase as population growth occurs. It does not affect the rate or location of population development.

### **Financing Constraints and Opportunities**

The district receives sales and other unincorporated area revenues generated in the unincorporated area to help fund law enforcement services.

### **Cost-Avoidance Opportunities**

This is not a pertinent issue to this agency, which is a funding source for law enforcement services in the unincorporated area. The County may institute staffing or other changes but they are not directly related to this agency.

### **Opportunities for Rate Restructuring**

This is not a pertinent issue to this agency. It does not establish or administer rates or charges for current services.

### **Opportunities for Shared Facilities**

This is not a pertinent issue to this agency. This agency does not own or manage any facilities.

### **Government Structure Options**

This is not a pertinent issue to this agency. The district is governed by the Board of Supervisors and includes the entire unincorporated area.

### **Management Efficiencies**

This is not a pertinent issue to this agency. The County may institute staffing or other changes but they are not directly related to this agency.

### **Local Accountability and Governance**

The district is governed by the Board of Supervisors, which is elected by Supervisorial districts, each of which include approximately 20% of the total County population. It is administered by the County Sheriff's Office.

## **22. SPHERE OF INFLUENCE REVIEW**

### Description of Current Sphere of Influence

The district's boundaries and sphere of influence are coterminous. As land is annexed to a city it is detached from the District.

### No Proposed Sphere Changes

There are no sphere changes proposed at this time.

### Sphere of Influence Determinations

Inasmuch as no changes in the sphere of influence are proposed at this time it is not necessary for the Commission to adopt or approve any determinations.

## 23. ACKNOWLEDGEMENTS & REFERENCES

The Santa Barbara LAFCO staff prepared this Municipal Service Review. Responsibility for any errors or omissions rests with those who prepared the report.

The Santa Barbara Sheriff's Office provided the basic information upon which the evaluation is based. Commander Jeff Meyer was instrumental in providing data.

### Available Documentation

The "Request for Information for Municipal Service Reviews" submitted by the Sheriff and supporting documents referred to therein are available in the LAFCO office.

## 24. RECOMMENDATIONS

In consideration of information gathered and evaluated during the Municipal Service Review it is recommended the Commission affirm the current Sphere of Influence and that it not be expanded or revised at this time.

# **GUADALUPE LIGHTING DISTRICT**

## **MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE**

Report to the  
**Santa Barbara Local Agency  
Formation Commission**

February 2006

## 25. INTRODUCTION

This report regarding the Guadalupe Lighting District was prepared by the Santa Barbara Local Agency Formation Commission (“LAFCO”) in accordance with Section 56430 of the California Government Code. It responds to the requirement that LAFCO conduct a Municipal Service Review (MSR) to study the delivery of municipal services and update spheres of influence.

The MSR evaluates services provided by the District and issues regarding its sphere of influence. MSR Guidelines prepared by the State Office of Planning and Research were referred to in developing information, performing analysis and organizing this study.

This report describes service delivery and related issues for LAFCO to consider and presents determinations as required by law. The decision to approve or disapprove any determinations or policies rests entirely with the Commission.

Written determinations regarding the MSR and sphere of influence update are provided for the Commission’s consideration. This report is an informational document and does not substitute for discretionary decisions that can only be made by the Commission.

This Report is subject to reconsideration and revision as directed by the LAFCO staff or by the Commission during the course of its deliberations.

## 26. MUNICIPAL SERVICE REVIEW

### Description of District

The District was formed in 1920 and operates pursuant to the Highway Lighting District Act (Streets & Highways Code, Section 19000 et seq.).

Until August 1995 the District was governed by the Board of Supervisors, at which time it was converted to a subsidiary district, meaning one governed by the City of Guadalupe (LAFCO 95-02). The District is governed by the five-member city council, all of whom are elected at large. It is administered by the City Public Works Department.

The District and City are largely coterminous, and located in the Santa Maria Valley, west of the City of Santa Maria and south of the Santa Maria River and Santa Barbara County border with San Luis Obispo County. Two State Highways extend through the District, Highway 1 runs north and south and Highway 160 runs east and west.

As shown on the map, the District boundaries and sphere of influence are coterminous.

### District Services

The District provides streetlighting. It energizes 15 street lights.

### Other Governmental Agencies within the District

Local agencies that overlap the District include the City of Guadalupe, Guadalupe Cemetery District, Santa Maria Public Airport District and the Santa Maria Valley Water Conservation District.

## 27. MSR DETERMINATIONS

This report addresses the MSR factors specified in LAFCO's governing statute.

### **Infrastructure Needs and Deficiencies**

The district energizes streetlights. There are no other infrastructure needs or deficiencies.

### **Growth and Population Projections**

The City indicates it accepts the Santa Barbara County Association of Government's Forecast 2000 growth projection for use in Municipal Service Reviews. The District does not influence or affect population growth or projections.

### **Financing Constraints and Opportunities**

The District receives a portion of general property tax from parcels within the district, which is currently sufficient to fund District services.

### **Cost-Avoidance Opportunities**

There are no obvious cost avoidance opportunities; the majority of the cost is involved in energizing streetlights.

### **Opportunities for Rate Restructuring**

There are no obvious opportunities for rate restructuring in the operations of the District since benefit assessments are not charged for District services.

### **Opportunities for Shared Facilities**

There are no obvious opportunities for shared facilities in the operations of the District.

### **Government Structure Options**

There are no obvious opportunities for structural changes in governance of the district, other than to dissolve it and have the City provide streetlights directly.

### **Management Efficiencies**

The City Public Works Department manages the District utilizing a small portion of the time of current employees.

### **Local Accountability and Governance**

The City is a relatively compact government, which enhances the ability of the public to participate in its activities. The Mayor and City Council are elected by and accountable to the voters who reside in the City.

## **28. SPHERE OF INFLUENCE REVIEW**

### Description of Current Sphere of Influence

The District boundaries and sphere are coterminous. A portion of the City of Guadalupe is not within the District and consideration should be given to annexing this area.

### Sphere of Influence Determinations

Inasmuch as no changes in the sphere of influence are proposed at this time it is not necessary for the Commission to adopt or approve any determinations.

## 29. ACKNOWLEDGEMENTS & REFERENCES

The Santa Barbara LAFCO staff, with the assistance of LAFCO consultant Pam Cosby, prepared this Municipal Service Review. Responsibility for any errors or omissions rests with those who prepared the report.

The City of Guadalupe provided information and documents upon which the evaluation is based. The City staff was instrumental in providing data.

Mapping services were provided by JDL Mapping.

### Available Documentation

The “Request for Information for Municipal Service Reviews” submitted by the City and the supporting documents referred to therein are available in the LAFCO office.

## 30. RECOMMENDATIONS

In consideration of information gathered and evaluated during the Municipal Service Review it is recommended the Commission affirm the current Sphere of Influence and that it not be expanded or revised at this time.

# **LAGUNA COUNTY SANITATION DISTRICT**

## **MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE**

Report to the  
**Santa Barbara Local Agency  
Formation Commission**

February 2006

## 31. INTRODUCTION

This report regarding the Laguna County Sanitation District was prepared by the Santa Barbara Local Agency Formation Commission (“LAFCO”) in accordance with Section 56430 of the California Government Code. It responds to the requirement that LAFCO conduct a Municipal Service Review (MSR) to study the delivery of municipal services and update spheres of influence.

The MSR evaluates services provided by the District and issues regarding its sphere of influence. MSR Guidelines prepared by the State Office of Planning and Research were referred to in developing information, performing analysis and organizing this study.

This report describes service delivery and related issues for LAFCO to consider and presents determinations as required by law. The decision to approve or disapprove any determinations or policies rests entirely with the Commission.

Written determinations regarding the MSR and sphere of influence update are provided for the Commission’s consideration. This report is an informational document and does not substitute for discretionary decisions that can only be made by the Commission.

This Report is subject to reconsideration and revision as directed by the LAFCO staff or by the Commission during the course of its deliberations.

## 32. MUNICIPAL SERVICE REVIEW

### Description of District

The District was formed in 1958 and operates pursuant to the County Sanitation District Act (Health & Safety Code, Section 4700 et seq.).

The Board of Supervisors is the District Board of Directors. The County Public Works Department, Resource Recovery & Waste Management Division, administers the District. An organizational chart is included.

The District, in northern Santa Barbara County, includes the unincorporated community of Orcutt, south of and adjacent to the City of Santa Maria. It also encompasses the Tanglewood and undeveloped lands on either side of Highway 1.

The District's boundaries and sphere of influence are coterminous. As areas seek to annex to the District, it is necessary to expand the sphere. A map of the District and its sphere is included.

The County Public Works Department Mission Statement is:

“To provide, operate and maintain essential public works facilities and services for the community to make everyday life as safe and convenient as possible.”

The Resource Recovery & Waste Management Division Mission Statement is:

“We protect the public health and environment of our community by efficiently managing waste products and utilities with a focus on resource conservation.”

### District Services

The District provides collection, treatment and disposal of wastewater. As of December 2003, the District served approximately 9,666 residential parcels, 15 schools and 293 commercial customers.

A County Sanitation District may also be authorized to provide water, solid waste and street sweeping services.

Pursuant to a reciprocal agreement with the City of Santa Maria, the District serves City customers south of the Santa Maria Airport and the City serves District customers east of the Santa Maria Airport. The 1977 agreement expires in December 2017.

### Other Governmental Agencies within the District

Local agencies that overlap the District are the City of Santa Maria, County Service Area 5 (Orcutt), County Service Area 32 (Law Enforcement), North County Lighting District,

Orcutt Fire Protection District, Santa Barbara Coastal Vector Control District, Santa Barbara County Fire Protection District, Santa Maria Public Airport District and the Santa Maria Cemetery District.

### 33. MSR DETERMINATIONS

This report addresses the MSR factors specified in LAFCO's governing statute.

#### **Infrastructure Needs and Deficiencies**

##### Capacity of the treatment plant

The District's existing wastewater collection and treatment infrastructure is sufficient to accommodate current and known demands. Population projections based on build-out of the Orcutt Community Plan indicates the treatment plant capacity will need to increase to 7.0 million gallons a day (MGD), more than double the current flow to the plant.

The Master Plan and Capital Improvement Plans adopted by the Board of Supervisors provide for expanding the facilities in phases to match the rate of population growth.

##### Level of Wastewater Treatment

The District's "Wastewater/Reclamation Treatment Plant Conceptual Master Plan" calls for upgrading the wastewater treatment plant from secondary to tertiary level treatment, expanding its capacity, changing the treated wastewater discharge location and expanding its recycled water distribution program with tertiary treated water.

A Membrane Bioreactor and Reverse Osmosis filtration system was activated in 2004 to remove high concentrations of total dissolved solids (TDS), salt mainly discharged at night from water softeners used by District customers to soften hard water purveyed by the local water company. These decreased salt concentrations are required by the most recent Waste Discharge Requirements and Master Recycling Permit issued by the Central Coast Regional Water Quality Control Board and its respective basin plan.

A U. S. Environmental Protection Agency permit covers the District's Underground Injection Program to dispose of the brine via a non-hazardous class 1 injection well.

These combined upgrades produce acceptable quality disinfected tertiary recycled water. The District is able to market its recycled water as an alternate to more expensive State Water Project water and other water sources. Recycled water customers include agricultural uses including cattle grazing on lands owned by the District, Santa Maria Airport District and private farmers.

As the volume of recycled water produced increases in the future, more customers may be added. Golf courses and industrial users have indicated an interest in purchasing the

recycled water. The District's recycled water marketing study projects recycled water demand exceeding the District plant's projected recycled water production.

If significant future growth occurs outside of the District east of Highway 101 a new treatment plant may be required to serve the area, either by the District or perhaps by the City of Santa Maria. Engineering studies would be required to determine the agency that could effectively serve the area.

### **Growth and Population Projections**

The District's Master Plan is based on the Orcutt Community Plan. Annually the County updates the Capital Improvement Plan to accommodate the population growth anticipated during the next five years.

### **Financing Constraints and Opportunities**

The District's primary funding sources are service charges and fees, recycled water sales, and property rent (cattle grazing). Service charges have increased in recent years to finance the treatment plant upgrades to meet waste discharge requirements and Central Coast Basin Plan water quality objectives.

The District obtained a low interest loan from the Revolving Fund of the State Water Resources Control Board to finance the treatment plant upgrade. Facilities are depreciated annually, which sets aside funds to replace aging facilities as needed. Emergency funding is held in the District's reserve funds.

Based on these funding sources and continued access to low-interest State loans, it is reasonable to expect that the District will avoid long-term, unfunded financial obligations for improvements or ongoing maintenance.

### **Cost-Avoidance Opportunities**

There are no obvious cost avoidance opportunities. The most significant costs are related treating and discharging wastewater effluent. Joint training with other local agencies reduces costs and enhances preparations for emergencies.

The District has acted in recent years to reduce annual costs, including a micro-turbine power generating facility, County Public Works Department reorganization and ongoing purchasing discounts. The micro-turbine facility, now under construction, may reduce the District's electrical power costs.

The District and City of Santa Maria provide mutual support in emergencies. The District has initiated informal discussions with the City to identify cost-sharing agreements for purchases and/or other District activities that could result in savings for both agencies.

## **Opportunities for Rate Restructuring**

There was a rate study and service fee increase in 2002 based on the CIP. There are no obvious rate restructuring opportunities.

## **Opportunities for Shared Facilities**

The sewer collection and treatment facilities are designed for the service area and do not offer opportunities for shared facilities.

## **Government Structure Options**

Most of the unincorporated community of Orcutt is within the sphere of influence of the City of Santa Maria, as approved by LAFCO. The Board of Supervisors, as opposed to a locally elected board, is the District Board of Directors

Should portions of the District be annexed to the City, consideration should be given to modifying the board to include representation from the Board of Supervisors and the City Council. Should the entire District be annexed to the City, consideration should be given to converting to a dependent district, meaning one governed by the City Council.

The groundwater in the Santa Maria Valley is classified as “very hard,” meaning it has a naturally high level of dissolved solids. As a result, water customers in the incorporated and unincorporated areas use water softeners to make the water more useable. The use of water softeners essentially doubles the salt load by the time it reaches the wastewater stream. Because hardness is a secondary standard at water purveyance, the requirement to take corrective action falls to the wastewater treatment process based on limits set for discharge.

The City of Santa Maria addressed this issue by purchasing State Water. The private water purveyor serving the District’s customers was not able to purchase a significant enough amount of State Water so the majority of water purveyed is still groundwater. The District resorted to upgrading its treatment plant to comply with mandated discharge requirements as set by the Regional Water Quality Control Board.

Therefore, without pretreatment to remove the salt, a pipeline to transport wastewater from Orcutt to the City’s wastewater treatment plant may not be practical since the salt load from the private water company’s customer base cannot be handled by the City’s treatment plant that currently lacks sufficient ability to remove salts.

Since the District is the County’s only sanitation agency, and it is within the City’s sphere of influence, economies and improved use of sanitation staff for both agencies might be possible if the County contracted with the City to operate the District’s facilities. This could also create closer ties between the City and the community of Orcutt.

**Management Efficiencies**

The District exhibits the characteristics of a well-managed agency operating efficiently and serving its residents and customers effectively.

Annual reports and inspections indicate the District is operating in accordance with its State and Federal permits. District staff hold required certifications, receive regular training and adhere to an Injury and Illness Prevention Program to improve safety.

**Local Accountability and Governance**

The district is governed by the Board of Supervisors, which is elected by districts each of which include approximately 20% of the total County population.

**34. SPHERE OF INFLUENCE REVIEW AND UPDATE**

Description of Current Sphere of Influence

The District’s boundaries and sphere of influence are coterminous. A map of the District and its sphere are included.

No Proposed Sphere Changes

In response to the MSR Request for Information, the District responded as follows:

Do you feel that your agency’s boundary is correct at this time? Yes

Are there areas your agency desires or plans to serve that are not now within is boundaries or its sphere of influence? Yes

*The District should serve future development on the east side of US 101 in the vicinity of the Lake Marie Estates and all territory directly east of the District’s current boundaries. This may include a second treatment facility.*

*Additional territory south of the existing District boundary is planned for annexation as described in the Orcutt Community Plan.*

Are there areas your agency currently serves that might be served more efficiently by another agency? No

Sphere of Influence Determinations

Inasmuch as no changes in the sphere of influence are proposed at this time it is not necessary for the Commission to adopt or approve any determinations.

## 35. ACKNOWLEDGEMENTS & REFERENCES

### Available Documentation

The Santa Barbara LAFCO staff, with the assistance of LAFCO consultant Pam Cosby, prepared this Municipal Service Review. Responsibility for any errors or omissions rests with those who prepared the report.

Laguna Sanitary District Engineer/Manager Martin Wilder of the County Public Works Department provided the basic documents upon which the evaluation is based.

The “Request for Information for Municipal Service Reviews” submitted by the district and the supporting documents referred to therein are available in the LAFCO office.

Mapping services were provided by JDL Mapping.

## 36. RECOMMENDATIONS

In consideration of information gathered and evaluated during the Municipal Service Review it is recommended the Commission affirm the current Sphere of Influence and that it not be expanded or revised at this time.

# **NORTH COUNTY LIGHTING DISTRICT**

## **MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE**

Report to the  
**Santa Barbara Local Agency  
Formation Commission**

February 2006

## 37. INTRODUCTION

This report regarding the North County Lighting District was prepared by the Santa Barbara Local Agency Formation Commission (“LAFCO”) in accordance with Section 56430 of the California Government Code. It responds to the requirement that LAFCO conduct a Municipal Service Review (MSR) to study the delivery of municipal services and update spheres of influence.

The MSR evaluates services provided by the District and issues regarding its sphere of influence. MSR Guidelines prepared by the State Office of Planning and Research were referred to in developing information, performing analysis and organizing this study.

This report describes service delivery and related issues for LAFCO to consider and presents determinations as required by law. The decision to approve or disapprove any determinations or policies rests entirely with the Commission.

Written determinations regarding the MSR and sphere of influence update are provided for the Commission’s consideration. This report is an informational document and does not substitute for discretionary decisions that can only be made by the Commission.

This Report is subject to reconsideration and revision as directed by the LAFCO staff or by the Commission during the course of its deliberations.

## 38. MUNICIPAL SERVICE REVIEW

### Description of District

The District was formed March 22, 1994 and operates pursuant to the Highway Lighting District Act (Streets and Highways Code, Section 19000 et seq.).

The Board of Supervisors governs the District. It is administered by the Santa Maria office of the County Public Works Department.

The District is located in northern Santa Barbara County and includes five separate communities: Casmalia and surrounding lands, Los Alamos and surrounding lands, Mission Hills, Orcutt and Vandenberg Village.

The District was formed by consolidating the Casmalia, Los Alamos and Orcutt Streetlighting Districts and concurrently annexing the territory within - and transferring the streetlighting function of - County Service Area No. 4 (North Lompoc) and County Service Area No. 5 (Orcutt). Those two CSAs continue to exist to fund parks and open space maintenance.

The District's boundaries and sphere of influence are coterminous. As areas seek to annex to the District it is necessary to expand the sphere. It occurs only in Mission Hills, Orcutt and Vandenberg since the existing District boundaries are so large in the Casmalia and Los Alamos area. A map of the District and its sphere are included.

The County Public Works Department's Mission Statement is:

To provide, operate and maintain essential public works facilities and services for the community to make everyday life as safe and convenient as possible.

### District Services

The District funds streetlighting services.

### Other Governmental Agencies within the District

Local agencies that overlap the District in the Lompoc area the Santa Barbara County Fire Protection District, County Service Area 4 (Open Space Maintenance), County Service Area 32 (Law Enforcement), Lompoc Cemetery District, Santa Barbara Coastal Vector Control District, Lompoc Health Care District and Santa Ynez River Water Conservation District.

## 39. MSR DETERMINATIONS

This portion of the report addresses the factors specified in LAFCO's governing statute for the MSR for the North County Lighting District.

## **Infrastructure Needs and Deficiencies**

The District's Financial Plan Update (June 2001) projects capital needs to serve projected growth in service demand and estimates funds needed for proposed capital improvements to serve the anticipated additional connections.

It appears from the information provided that the District is planning for and will be able to accommodate the potential added service demands.

## **Growth and Population Projections**

The District provides streetlights when required by the County's approval of land use permits. The District does not influence or affect growth and population projections but instead provides services when land use changes are approved.

## **Financing Constraints and Opportunities**

The District receives a portion of general property tax within the District area that existed prior to 1978 (the enactment of Proposition 13), imposes assessments on parcels within the District and has in the past received contributions from the County General Fund. It is reasonable to conclude these sources will be sufficient to fund streetlighting services.

As growth occurs developers are required to donate streetlighting standards to the District and to fund the streetlighting service until the property is generating revenues from the County tax and assessment roll.

## **Cost-Avoidance Opportunities**

There are no obvious cost avoidance opportunities; the majority of the cost is involved in purchasing electricity to energize the lighting standards. A cost avoidance opportunity was realized in 1994 with the consolidation of the previous separate districts.

## **Opportunities for Rate Restructuring**

There are no obvious opportunities for rate restructuring in the operations of the District.

## **Opportunities for Shared Facilities**

There are no obvious opportunities for shared facilities in the operations of the District.

## **Government Structure Options**

There are no obvious opportunities for structural changes in the operation of the District.

## **Management Efficiencies**

The District is managed by the County Public Works Department by utilizing a small portion of the time of current employees. Annual administrative fees are less than \$6,000 for a streetlighting budget that exceeds \$430,000 dollars

## **Local Accountability and Governance**

The District is governed by the Board of Supervisors, which is elected by districts each of which include approximately 20% of the total County population.

## **40. SPHERE OF INFLUENCE REVIEW**

### Description of Current Sphere of Influence

The District's boundaries and sphere of influence are coterminous.

As annexations to the District are proposed – typically in Mission Hills, Orcutt and Vandenberg Village - it is necessary to expand the sphere. To reduce expenses for those being annexed and reduce the LAFCO workload, consideration should be given to expanding the sphere to include areas planned for urban development in general plans in those communities and avoid repetitive sphere changes tied in separate annexations. This can be considered the next time a proposal is submitted to amend the sphere.

### Sphere of Influence Determinations

Inasmuch as no changes in the sphere of influence are proposed at this time it is not necessary for the Commission to adopt or approve any determinations.

## **41. ACKNOWLEDGEMENTS & REFERENCES**

The Santa Barbara LAFCO staff prepared this Municipal Service Review. Responsibility for any errors or omissions rests with those who prepared the report.

Marty Wilder in the County Public Works Department provided the basic information and documents upon which the evaluation is based. The "Request for Information for Municipal Service Reviews" submitted by the District and supporting documents referred to therein are available in the LAFCO office.

Mapping services were provided by JDL Mapping.

## **42. RECOMMENDATIONS**

In consideration of information gathered and evaluated during the Municipal Service Review it is recommended the Commission affirm the current Sphere of Influence and that it not be expanded or revised at this time.

# **ORCUTT FIRE PROTECTION DISTRICT**

## **MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE**

Report to the  
**Santa Barbara Local Agency  
Formation Commission**

February 2006

## **1. INTRODUCTION**

This report regarding the Orcutt Fire Protection District was prepared by the Santa Barbara Local Agency Formation Commission ("LAFCO") in accordance with Section 56430 of the California Government Code. It responds to the requirement that LAFCO conduct a Municipal Service Review (MSR) to study the delivery of municipal services and update spheres of influence.

The MSR evaluates services provided by the District and issues regarding its sphere of influence. MSR Guidelines prepared by the State Office of Planning and Research were referred to as part of organizing this study and developing and analyzing relevant information.

This report describes service delivery, financing, infrastructure, district organizational structure and related issues for LAFCO to consider and presents determinations as required by law. The decision to approve or disapprove any determinations or policies rests entirely with the Commission.

Written determinations regarding the MSR and sphere of influence update are provided for the Commission's consideration. This report is an informational document and does not substitute for discretionary decisions that can only be made by the Commission.

This Report is subject to reconsideration and revision as directed by the LAFCO staff or by the Commission during the course of its deliberations.

## **2. Municipal Service Review**

The District was formed on June 4, 1928 and operates pursuant to the Fire Protection District Law on 1987 (Health and Safety Code, Section 13800 et seq.).

Located in northern Santa Barbara County, the District is immediately south of the City of Santa Maria and includes a portion of the Orcutt community. The District's boundaries and sphere of influence are coterminous. A map of the District and its sphere is included.

A three-member board of directors elected at-large governs the District. Paid staff consists of a fire chief and two Full Time Equivalent (FTE) firefighters. The remaining staff are trained and certified volunteers. During large fire fighting campaigns such as brush fires, the volunteers are compensated through federal or state disaster funds or intergovernmental mutual aid agreements. An organizational chart is enclosed.

A copy of District's adopted Mission Statement, Values and Strategies is enclosed.

### **District Services**

The District provides fire prevention and suppression, emergency medical response, building code review, fire safety education and other emergency activities.

### **Other Governmental Agencies within the District**

Local agencies that overlap the District include County Service Area 5 (Orcutt), County Service Area 32 (Law Enforcement), Laguna County Sanitation District, North County Lighting District, Santa Barbara Coastal Vector Control District, Santa Maria Airport District and the Santa Maria Cemetery District.

## **3. MSR DETERMINATIONS**

This portion of the report addresses the factors specified in LAFCO's governing statute for the MSR for the Orcutt Fire Protection District.

### **Infrastructure Needs and Deficiencies**

The District operates a fire station at 335 Union Avenue. It appears the District is able to accommodate service demands from this facility, complemented by mutual aid contracts with the City of Santa Maria and County Fire Protection District.

The District entered into a capital lease agreement with the United States Department of Agriculture in 2000 to finance the purchase of a new fire truck.

## **Growth and Population Projections**

The District provides services as population growth and urban development occurs. Its services nor its boundaries affect the rate or location of population development.

## **Financing Constraints and Opportunities**

A portion of the property tax levied within its boundaries is the District's primary source of income. It also collects fees to mitigate the impacts of development projects.

It is not entirely clear that these revenue sources will avoid long-term, unfunded financial obligations for improvements or operations. The District is subject to the same eventual "lag" of property tax revenues due to the provisions of Proposition 13.

## **Cost-Avoidance Opportunities**

The District participates in mutual aid and response agreements with other emergency service agencies to provide increased capacity for efficient services. In addition, the District obtains cost discounts by conducting joint training exercises and purchasing fire apparatus through a consortium of public fire protection agencies.

## **Opportunities for Rate Restructuring**

There are no obvious opportunities for rate restructuring in the District operations.

## **Opportunities for Shared Facilities**

There may be possible savings by sharing or combining facilities and equipment and/or administrative and field staff with other fire protection agencies. The District's ratio of employees to population served is much lower than industry standards due to the largely volunteer nature of its operations. See response below to Government Structure Options.

## **Government Structure Options**

The respective service areas of the District and the County Fire Protection District creates situations where District firefighters travel in and out of the District in responding to some emergencies. The District believes it can cost-effectively provide fire service to a larger service area by incorporating some areas outside its current service area boundary.

The District submitted a proposal to LAFCO in 1999 to annex and detach territory in order to create what the District thinks would be a more logical boundary; that proposal did not receive the necessary property tax exchange agreement and was determined to be an incomplete application.

Another option is to consolidate the District and the County Fire Protection District that currently serves the rest of the unincorporated Orcutt community. These agencies

support each other through mutual aid agreements but are not actively pursuing structural or jurisdictional consolidation at this time.

### **Management Efficiencies**

Given its small service area and reliance on part-time volunteer firefighters, the District is generally operating efficiently and serving its residents and customers effectively.

### **Local Accountability and Governance**

The District Board of Directors is elected by and accountable to the voters who reside in the District. The District advertises and posts notices of its Board meetings, sends out a periodic newsletter, and conducts occasional customer surveys.

## **4. SPHERE OF INFLUENCE REVIEW**

### Description of Current Sphere of Influence

The District's boundaries and sphere of influence are coterminous.

### No Proposed Sphere Changes

The Board of Supervisors has adopted a resolution of application to annex a parcel to the District and concurrently detach it from the County Fire Protection District, though that application has not been received by LAFCO.

In response to the MSR Request for Information, the District responded as follows:

Do you feel that your agency's boundary is correct at this time? No.

Are there areas your agency desires or plans to serve that are not now within its boundaries or its sphere of influence? Yes

*The District however did not identify which areas it feels should be included within its jurisdiction.*

Are there areas your agency currently serves that might be served more efficiently by another agency? No

### Sphere of Influence Determinations

Inasmuch as no changes in the sphere of influence are proposed at this time it is not necessary for the Commission to adopt or approve any determinations.

## **5. ACKNOWLEDGEMENTS & REFERENCES**

The Santa Barbara LAFCO staff, with assistance from LAFCO consultant, Pam Cosby, prepared this Municipal Service Review. Responsibility for any errors or omissions rests with those who prepared the report.

The Orcutt Fire Protection District provided the basic information and documents upon which the evaluation is based. The District staff, notably Fire Chief Ron Bennett and Assistant Chief Brett Pickett, was instrumental in providing data.

JDL Mapping provided mapping services.

### Available Documentation

The "Request for Information for Municipal Service Reviews" submitted by the District and supporting documents referred to therein are available in the LAFCO office.

## **6. RECOMMENDATIONS**

In consideration of information gathered and evaluated during the Municipal Service Review it is recommended the Commission affirm the current Sphere of Influence and that it not be expanded or revised at this time.

# **ORCUTT FIRE PROTECTION DISTRICT**

## **Mission Statement, Values And Strategies**

### **MISSION STATEMENT**

Our mission is to provide responsible emergency services to the citizens of Orcutt. These services encompass all environmental hazards, both natural and man-made. Emergency services are provided via the utilization of quality employees, teamwork, training and equipment. Additional protection of a less visible nature includes code review, fire safety education, fire prevention, and other emergency activities. With quality service to our community that is second to none.

### **VALUES:**

**WE BELIEVE IN EXCELLENCE IN PUBLIC SERVICE THROUGH:**

**INTEGRITY** We believe in honesty and doing the right thing for our customers and always honoring our commitments.

**INNOVATION** We believe in embracing on-going innovation, creativity, and change for achieving continuous improvement and results in our jobs, our organization, and our community.

**STEWARDSHIP** We believe in our role as stewards of the public trust and responsible management of all the community's human, environmental, and financial resources.

**LEARNING** We believe in ongoing learning and improvement of our community, our employees, and our organization.

### **OUR STRATEGIES:**

**PERSONNEL DEVELOPMENT** We will ensure that personnel develop personally and professionally, benefiting both the individual and our organization.

**COMMUNICATION** We will develop and maintain open and honest communications and information exchange both internally and externally,

**PARTNERSHIP** We will develop and foster partnerships that are mutually beneficial.

**CUSTOMER SERVICE** We will provide levels of service that parallel our customer's expectations and educate the customers on what the levels should be."

**SANTA BARBARA COASTAL  
VECTOR CONTROL  
DISTRICT**

**MUNICIPAL SERVICE REVIEW AND  
SPHERE OF INFLUENCE UPDATE**

Report to the  
**Santa Barbara Local Agency  
Formation Commission**

February 2006

## 1. INTRODUCTION

This report regarding the Santa Barbara Coastal Vector Control District was prepared by the Santa Barbara Local Agency Formation Commission (“LAFCO”) in accordance with Section 56430 of the California Government Code. It responds to the requirement that LAFCO conduct a Municipal Service Review (MSR) to study the delivery of municipal services and update spheres of influence.

The MSR evaluates services provided by the District and issues regarding its sphere of influence. MSR Guidelines prepared by the State Office of Planning and Research were referred to in developing information, performing analysis and organizing this study.

This report describes service delivery and related issues for LAFCO to consider and presents determinations as required by law. The decision to approve or disapprove any determinations or policies rests entirely with the Commission.

Written determinations regarding the MSR and sphere of influence update are provided for the Commission’s consideration. This report is an informational document and does not substitute for discretionary decisions that can only be made by the Commission.

This Report is subject to reconsideration and revision as directed by the LAFCO staff or by the Commission during the course of its deliberations.

## 2. MUNICIPAL SERVICE REVIEW

### Description of District

The District was formed 1959 and operates pursuant to the Pest Abatement District Law (Health and Safety Code, Section 2200 et seq.).

The District encompasses the unincorporated area and the Cities of Carpinteria, Goleta and Santa Barbara. It excludes the Cities of Buellton, Guadalupe, Lompoc, Santa Maria and Solvang.

The District is governed by an eight -member board of trustees, appointed by the Board of Supervisors and City Councils of cities within the District. A General Manager is responsible for administrative functions.

The District's boundaries and sphere of influence are not coterminous. The City of Santa Barbara was recently annexed to the District. Five cities are current outside of the District and as land is annexed to the city it is concurrently detached from the District.

### District Services

The District provides abatement of mosquitoes, roof rats and other disease vectors and routine surveillance of vector-borne disease.

### Other Governmental Agencies within the District

Local agencies that overlap the District in the Santa Maria Valley include County Service Area 5 (Orcutt), County Service Area 32 (Law Enforcement), Guadalupe Lighting District, Laguna County Sanitation District, North County Lighting District, Orcutt Fire Protection District, Santa Barbara County Fire Protection District, Santa Maria Airport District and Santa Maria Valley Water Conservation District.

## 3. MSR DETERMINATIONS

This report addresses the MSR factors specified in LAFCO's governing statute.

### **Infrastructure Needs and Deficiencies**

The District provided to LAFCO in October 2004 a report on its current service plans and programs. It indicates the District is progressing with the purchase of equipment and hiring of personnel to conduct a more effective response to the threat of West Nile Virus disease in the County.

It appears from the information provided that the District is will be able to accommodate the potential added service demands related to annexing the City of Santa Barbara.

### **Growth and Population Projections**

The District generates revenues that increase as population growth occurs. The District's services do not affect the rate or location of population development.

### **Financing Constraints and Opportunities**

District revenues are limited to growth in the property tax allocation it receives from the general property tax levy, the amount the County allocated to the District in the North County area and assessments on parcels within the District.

Opportunities for revenue enhancement include the potential of annexing cities that are outside of the District and imposing assessments on the parcels in such annexation area in conjunction with providing District services to the annexation area.

### **Cost-Avoidance Opportunities**

There are no obvious cost avoidance opportunities in providing District services.

### **Opportunities for Rate Restructuring**

There are no obvious opportunities for rate restructuring in the operations of the District.

### **Opportunities for Shared Facilities**

There are no obvious opportunities for shared facilities in the operations of the District.

### **Government Structure Options**

There are no obvious opportunities for a different government structure, other than the County becoming responsible for vector control activities. The County previously decided to defer to the District to provide these types of services.

### **Management Efficiencies**

While it is still in a growth stage the District exhibits characteristics of a agency that is operating efficiently and serving its residents and customers effectively.

### **Local Accountability and Governance**

The District is governed by the Board of Trustees appointed by the Board of Supervisors and by City Councils of cities within the District.

## 4. SPHERE OF INFLUENCE REVIEW AND UPDATE

### Description of Current Sphere of Influence

The District's boundaries and sphere of influence are not coterminous. The sphere is countywide but some cities are included in the District. When cities "outside" of the District annex land, the land is concurrently detached from the District.

### No Proposed Sphere Changes

There are no sphere changes proposed at this time.

### Sphere of Influence Determinations

Inasmuch as no changes in the sphere of influence are proposed at this time it is not necessary for the Commission to adopt or approve any determinations.

## 5. ACKNOWLEDGEMENTS & REFERENCES

The Santa Barbara LAFCO staff prepared this Municipal Service Review. Responsibility for any errors or omissions rests with those who prepared the report.

The Santa Barbara Coastal Vector Control District provided the basic information upon which the evaluation is based. The District General Manager Mitch Bernstein was instrumental in providing data.

### Available Documentation

The "Request for Information for Municipal Service Reviews" submitted by the District and supporting documents referred to therein are available in the LAFCO office.

## 6. RECOMMENDATIONS

In consideration of information gathered and evaluated during the Municipal Service Review it is recommended the Commission affirm the current Sphere of Influence.

**SANTA BARBARA COUNTY  
FIRE PROTECTION  
DISTRICT**

**MUNICIPAL SERVICE REVIEW AND  
SPHERE OF INFLUENCE UPDATE**

Report to the  
**Santa Barbara Local Agency  
Formation Commission**

February 2006

## 7. INTRODUCTION

This report regarding the Santa Barbara County Fire Protection District was prepared by the Santa Barbara Local Agency Formation Commission (“LAFCO”) in accordance with Section 56430 of the California Government Code. It responds to the requirement that LAFCO conduct a Municipal Service Review (MSR) to study the delivery of municipal services and update spheres of influence.

The MSR evaluates services provided by the District and issues regarding its sphere of influence. MSR Guidelines prepared by the State Office of Planning and Research were referred to in developing information, performing analysis and organizing this study.

This report describes service delivery and related issues for LAFCO to consider and presents determinations as required by law. The decision to approve or disapprove any determinations or policies rests entirely with the Commission.

Written determinations regarding the MSR and sphere of influence update are provided for the Commission’s consideration. This report is an informational document and does not substitute for discretionary decisions that can only be made by the Commission.

This Report is subject to reconsideration and revision as directed by the LAFCO staff or by the Commission during the course of its deliberations.

## 8. MUNICIPAL SERVICE REVIEW

### Description of District

The District was formed in April 1926 and operates pursuant to the Fire Protection District Law of 1987 (Health and Safety Code, Section 13800 et seq.).

The District is Countywide except for the Cities of Guadalupe, Lompoc, Santa Barbara, Santa Maria and Solvang and the Carpinteria/Summerland, Montecito and Orcutt Fire Protection Districts.

The District is governed by the Board of Supervisors and administered by the County Fire Chief.

The District's boundaries and sphere of influence are coterminous. As land is annexed to one of the cities that provide fire protection it is detached from the District.

### District Services

The District provides fire prevention and suppression, emergency medical response and transport, search and rescue, building permits and inspections and participates in the County Office of Emergency Services.

### Other Governmental Agencies within the District

Local agencies that overlap the District in the Santa Maria Valley include County Service Area 5 (Orcutt), County Service Area 32 (Law Enforcement), Guadalupe Lighting District, Laguna County Sanitation District, North County Lighting District, Santa Barbara Coastal Vector Control District, Santa Maria Airport District and Santa Maria Valley Water Conservation District.

## 9. MSR DETERMINATIONS

This report addresses the MSR factors specified in LAFCO's governing statute.

### **Infrastructure Needs and Deficiencies**

The District operates Fire Station No 21 at 3339 Terminal Drive, Santa Maria; No. 22 at 1596 Tiffany Park Court, Santa Maria and No. 23 at 5003 Depot Avenue, Santa Maria, which serve the unincorporated area in the Santa Maria Valley area. It appears the District is able to accommodate potential service demands from these facilities, provided sufficient funding is available to adequately staff these facilities.

The County's Capital Improvement Plan projects capital needs for the District to serve projected growth in its entire service area and estimates funds that will be needed for proposed capital improvements to serve anticipated needs.

## **Growth and Population Projections**

The District will provide services as population growth occurs. It does not affect the rate or location of population development.

## **Financing Constraints and Opportunities**

The District receives a portion of the general property tax levied within its boundaries and fees to mitigate impacts of development projects. It is not clear whether these will avoid long-term, unfunded financial obligations for improvements or operations for this service, especially if the State continues to transfer funding from local government.

## **Cost-Avoidance Opportunities**

The District participates in mutual aid and response agreements with other emergency response agencies to obtain increased levels of service and coverage.

## **Opportunities for Rate Restructuring**

There are no obvious opportunities for rate restructuring in the operations of the District.

## **Opportunities for Shared Facilities**

There may be possible savings by sharing administrative and field staff and/or facilities and equipment. See response below to Government Structure Options.

## **Government Structure Options**

While no proposals have been made to LAFCO the District reports that “fiscal and service efficiencies could be attained through county-wide regionalization of the types of services provided by the District.”

## **Management Efficiencies**

Given its extensive service area the District exhibits the characteristics of a well-managed agency operating efficiently and serving its residents and customers effectively.

## **Local Accountability and Governance**

The District is governed by the Board of Supervisors, which is elected by districts each of which include approximately 20% of the total County population.

## 10. SPHERE OF INFLUENCE REVIEW

### Description of Current Sphere of Influence

The District's boundaries and sphere of influence are coterminous. As lands is annexed to one of the cities or districts that provide fire protection it is detached from the District.

### No Proposed Sphere Changes

There are no known sphere changes proposed at this time.

### Sphere of Influence Determinations

Inasmuch as no changes in the sphere of influence are proposed at this time it is not necessary for the Commission to adopt or approve any determinations.

## 11. ACKNOWLEDGEMENTS & REFERENCES

The Santa Barbara LAFCO staff prepared this Municipal Service Review. Responsibility for any errors or omissions rests with those who prepared the report.

The Santa Barbara County Fire Protection District provided the basic information and documents upon which the evaluation is based. The District staff, notably Deputy Fire Chief Steve Vittum was instrumental in providing data.

Mapping services were provided by JDL Mapping.

### Available Documentation

The "Request for Information for Municipal Service Reviews" submitted by the District and supporting documents referred to therein are available in the LAFCO office.

## 12. RECOMMENDATIONS

In consideration of information gathered and evaluated during the Municipal Service Review it is recommended the Commission affirm the current Sphere of Influence and that it not be expanded or revised at this time.

# **SANTA MARIA AIRPORT DISTRICT**

## **MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE**

Report to the  
**Santa Barbara Local Agency  
Formation Commission**

February 2006

## 1. INTRODUCTION

This report regarding the Santa Maria Airport District was prepared by the Santa Barbara Local Agency Formation Commission (“LAFCO”) in accordance with Section 56430 of the California Government Code. It responds to the requirement that LAFCO conduct a Municipal Service Review (MSR) to study the delivery of municipal services and update spheres of influence.

The MSR evaluates services provided by the District and issues regarding its sphere of influence. MSR Guidelines prepared by the State Office of Planning and Research were referred to in developing information, performing analysis and organizing this study.

This report describes service delivery and related issues for LAFCO to consider and presents determinations as required by law. The decision to approve or disapprove any determinations or policies rests entirely with the Commission.

Written determinations regarding the MSR and sphere of influence update are provided for the Commission’s consideration. This report is an informational document and does not substitute for discretionary decisions that can only be made by the Commission.

This Report is subject to reconsideration and revision as directed by the LAFCO staff or by the Commission during the course of its deliberations.

# 1. MUNICIPAL SERVICE REVIEW

## Description of District

The District was formed in 1962 and operates pursuant to the California Airport District Act (Part 2 of Division 9, Public Resources Code. Section 22001 et seq.).

The District encompasses the entire Santa Maria Valley, and beyond. It extends from San Luis Obispo County on the north, the Los Padres National Forest on the east, Los Alamos and a the northern portion of Vandenberg Air Force Base on the south and the Pacific Ocean on the west.

The District's boundaries and sphere of influence are coterminous. A map of the District and its sphere is included.

The District is governed by a five-member board of directors, elected at-large. A General Manager is responsible for administrative functions. An organizational chart is enclosed.

## District Services

The District owns and operates the Santa Maria Airport to meet commercial and general aviation interests for northern Santa Barbara County. The Airport is located within the City of Santa Maria.

Its predominant general aviation uses are for agricultural, corporate and recreational. Specific services provided at the Airport include:

- Administration, operation and maintenance
- Police protection and traffic law enforcement (by contract with City of Santa Maria)
- Fire prevention (by contract with Santa Barbara County Fire Protection District)

The District reports that its Mission Statement and Goals are as follows:

- Mission Statement

Recognizing the importance of both commercial and general aviation to the Santa Maria Valley, provide and manage facilities in a safe and efficient manner for the benefit of all Airport users and support that effort through proactive administration of non-aeronautical use land.

- Goals

Through continued autonomy ensure representation for all voters within the Santa Maria Public Airport District.

Manage the affairs of the District in a manner that will achieve financial self-sufficiency.

Contribute to the economic growth and well-being of the area by encouraging desirable employers to locate and operate upon Airport District property.”

#### Other Governmental Agencies within the District

Local agencies that overlap the District include City of Guadalupe, City of Santa Maria, County Service Area 5 (Orcutt), County Service Area 32 (Law Enforcement), Guadalupe Lighting District, Laguna County Sanitation District, North County Lighting District, Orcutt Fire Protection District, Santa Barbara Coastal Vector Control District, Santa Barbara County Fire Protection District, Santa Maria Valley Water Conservation District.

## 2 . M S R D E T E R M I N A T I O N S

### **Infrastructure Needs and Deficiencies**

A February 2003 Santa Maria Public Airport Master Plan Update indicates that “Overall, Santa Maria Public Airport is operating at an adequate level of service in virtually all facility and functional categories relative to current demands.”

Deficiencies noted in the report were a shortage of single unit hangers and public auto parking spaces at the central General Aviation campus. Construction completed in 2002 corrected these deficiencies. Construction has been completed to upgrade the baggage handling and holdroom/screening areas to handle service demand and increased security.

The Master Plan Update also evaluated capital improvements needed to support planned airport growth during the next 20 years. It considered airfield, terminal, access, parking, general aviation and support facility improvements. The recommended improvements were incorporated into the Airport Capital Improvement Plan for Fiscal Years 2004-2010.

### **Growth and Population Projections**

The District provides services as population growth and economic development occurs. Its services do not directly affect the rate or location of residential development.

### **Financing Constraints and Opportunities**

Availability of airport services in Santa Maria is part of the area’s economic development strategy. The 2003 Master Plan forecasts plane enplanements increasing from 70,300 in 2001 to almost 92,000 by 2021. Actual enplanements in 2003 were about 67,000 due in part to the overall drop in air travel and increased flight availability at the Santa Barbara airport. Even so, significant long-term growth in Santa Maria Airport service demand is likely, particularly for general aviation traffic.

Revenues for the operation, maintenance and capital construction needs of the airport are provided from airport operating revenues, property taxes and investment income. An accumulated reserve fund provides funding to maintain and replace existing facilities as they age, generate interest income and provide financial stability for the District.

The District's 2003 20-year master plan identifies replacements and upgrades to serve the existing and future airport traffic forecast for the Airport. Careful management and diverse funding sources will allow the District to avoid long-term, unfunded financial obligations for improvements or maintenance.

One continuing financial concern is the unpredictability of the state budget process that could significantly affect future District funding availability.

### **Cost-Avoidance Opportunities**

During the last five years the District has reduced costs by reorganizing its staff and eliminating positions. Future planned cost saving include recycled water for irrigation, shifting capital costs to the private sector or public/private partnerships, developing alternative energy sources and increasing grant solicitations.

Airport fire protection is provided by contract with the County Fire Protection District and police services are obtained by contract with the City of Santa Maria.

### **Opportunities for Rate Restructuring**

When possible the District is shifting construction costs to the private sector operators that will occupy airport facilities such as commercial and general aviation hangers.

### **Opportunities for Shared Facilities**

The District currently shares ownership of the Airport Fire Station with the Santa Barbara Fire Protection District. There are no other obvious opportunities for shared facilities in the District operations.

### **Government Structure Options**

The City of Santa Maria has in the past considered governing the District as a subsidiary district of the City although that proposal was never formally adopted or submitted to LAFCO for consideration. The District subsequently adopted as one a goal the statement that "Through continued autonomy ensure representation for all voters within the Santa Maria Public Airport District."

## Management Efficiencies

The District exhibits the characteristics of a well-managed agency operating efficiently and serving its residents and customers. The Federal Airport Administration (FAA) conducts annual certification inspections of the Airport.

## Local Accountability and Governance

The District Board of Directors is elected by and accountable to the voters who reside throughout the District. The District maintains a website and publishes notices of Board meetings as per state requirements. Customer feedback is obtained through occasional surveys and tracking complaint calls.

## 3. SPHERE OF INFLUENCE REVIEW AND UPDATE

### Description of Current Sphere of Influence

The District's boundaries and sphere of influence are coterminous.

### No Proposed Sphere Changes

In response to the MSR Request for Information, the District responded as follows:

Do you feel that your agency's boundary is correct at this time? No.

Are there areas your agency desires or plans to serve that are not now within its boundaries or its sphere of influence? No

*The District wishes to include all of Vandenberg Air Force Base within its boundaries. It has in the past identified this option to provide operating services for space port activities identified with launches from the Base.*

*No proposals have been formally submitted to the Commission. It is not know how the Base Command would view such a proposal.*

Are there areas your agency currently serves that might be served more efficiently by another agency? No

### Sphere of Influence Determinations

Inasmuch as no changes in the sphere of influence are proposed at this time it is not necessary for the Commission to adopt or approve any determinations.

#### 4 . A C K N O W L E D G E M E N T S   &   R E F E R E N C E S

The Santa Barbara LAFCO staff, with the assistance of LAFCO consultant Pam Cosby, prepared this Municipal Service Review. Responsibility for any errors or omissions rests with those who prepared the report.

The Santa Maria Public Airport District staff, notably Manager of Administration and Finance, Veroneka Reade, were instrumental in providing the basic information and documents upon which the evaluation is based.

Mapping services were provided by JDL Mapping.

##### Available Documentation

The "Request for Information for Municipal Service Reviews" submitted by the District and the supporting documents referred to therein are available in the LAFCO office.

#### 5 . R E C O M M E N D A T I O N S

In consideration of information gathered and evaluated during the Municipal Service Review it is recommended the Commission affirm the current Sphere of Influence and that it not be expanded or revised at this time.

**SANTA MARIA VALLEY  
WATER CONSERVATION  
DISTRICT**

**MUNICIPAL SERVICE REVIEW AND  
SPHERE OF INFLUENCE UPDATE**

Report to the  
**Santa Barbara Local Agency  
Formation Commission**

February 2006

## 1. INTRODUCTION

This report regarding the Santa Maria Valley Water Conservation District was prepared by the Santa Barbara Local Agency Formation Commission (“LAFCO”) in accordance with Section 56430 of the California Government Code. It responds to the requirement that LAFCO conduct a Municipal Service Review (MSR) to study the delivery of municipal services and update spheres of influence.

The MSR evaluates services provided by the District and issues regarding its sphere of influence. MSR Guidelines prepared by the State Office of Planning and Research were referred to in developing information, performing analysis and organizing this study.

This report describes service delivery and related issues for LAFCO to consider and presents determinations as required by law. The decision to approve or disapprove any determinations or policies rests entirely with the Commission.

Written determinations regarding the MSR and sphere of influence update are provided for the Commission’s consideration. This report is an informational document and does not substitute for discretionary decisions that can only be made by the Commission.

This Report is subject to reconsideration and revision as directed by the LAFCO staff or by the Commission during the course of its deliberations.

## 2. MUNICIPAL SERVICE REVIEW

### Description of District

The District was created on February 23, 1937 and operates under provisions of the California Water Conservation Law of 1931, Water Code Section 74000 et seq.

The District overlaps the northern Santa Maria Valley including lands in both Santa Barbara and San Luis Obispo Counties. It extends west from the Sisquoc area, east of Orcutt above the confluence of the Sisquoc and Cuyama Rivers almost to the Pacific Ocean. The District includes the Cities of Guadalupe and Santa Maria.

The District owns and operates the Twitchell Dam and Reservoir, which are actually outside the District boundaries on the Cuyama River northeast of the City of Santa Maria.

The District is governed by a seven-member board of directors, which is elected by division. A General Manager is responsible for administrative functions.

The District's boundaries and sphere of influence are coterminous. A map of the District and its sphere is included.

### District Services

The District provides water conservation and groundwater basin recharge, flood control services. It owns and operates Twitchell Dam and Reservoir, which were constructed to provide flood control and storage for groundwater recharge and irrigation purposes.

Originally known as the Santa Maria Project, construction of Twitchell Dam by the Bureau of Reclamation was authorized by Congress in 1954. Ownership and operations responsibility passed to the District with a 1956 contract between the Santa Barbara County Water Agency (SBCWA) and the Bureau of Reclamation and a related contract between SBCWA and the District.

In 1997 District voters approved a measure creating Special Improvement District No. 1 to conduct groundwater management planning. Because the Cities of Guadalupe and Santa Maria and the town of Sisquoc do not participate in the District's Groundwater Management Plan, lands in those areas have not been assessed for the Special Improvement District No. 1 activities.

Purposes of Special Assessment District No. 1 are to conduct technical studies of groundwater and manage the groundwater basin to optimize available groundwater storage for groundwater pumpers in the Santa Maria Basin.

In 1997, the District sued the Cities of Guadalupe and Santa Maria and the Southern California Water Company over groundwater rights. The District asked the court to determine the groundwater ownership rights for the Santa Maria Groundwater Basin as

well as the rights to store and recapture water stored in the basin by the Twitchell groundwater recharge program. The City of Santa Maria counter-sued in 1998. Resolution of the litigation eliminated the need for continuing legal fees that had been a substantial portion of the District's budget.

#### Other Governmental Agencies within the District

Local agencies that overlap the District include City of Guadalupe, City of Santa Maria, County Service Area 32 (Law Enforcement), Guadalupe Lighting District, Santa Barbara Coastal Vector Control District, Santa Barbara County Fire Protection District, Guadalupe Cemetery District and Santa Maria Cemetery District.

### 3 . M S R D E T E R M I N A T I O N S

#### **Infrastructure Needs and Deficiencies**

Originally Twitchell Reservoir had a storage capacity of 240,000 acre-feet with 89,000 acre-feet of the total storage capacity allocated to flood control. The remaining 151,000 acre-feet was dedicated to Active Conservation Storage. Silt deposits have reduced the storage allocation by about 41,000 acre-feet.

Over time, the available storage capacity will continue to decline as siltation continues. Although Twitchell Dam is currently in good condition, at some point in the future, the District will face the need for major dam structural repairs, removal of the accumulated silt in order to restore storage capacity, and, possibly, decommissioning of the dam when it has outlived its useful lifetime.

The District should develop a long-term master plan and capital improvement program for the dam's future. Resolution of the groundwater rights associated with the operation of Twitchell Dam and Reservoir will provide needed data to complete the master plan.

#### **Growth and Population Projections**

The District provides services as population growth and economic development occurs. Its services do not directly affect the rate or location of residential development.

Opinions differ over whether the Santa Maria Groundwater Basin is overdrafted and how to allocate groundwater pumping rights and credits for groundwater recharge. Since the Santa Maria Valley has the fastest population growth in the County, it is important that these issues are resolved in order to provide a viable water supply to support the growing population as well as continued agricultural and industrial water users.

## **Financing Constraints and Opportunities**

Property taxes and Special Assessments are the District's primary revenue sources. Consequently, the District could be impacted by changes in the State's allocation of property taxes and/or modifications to the provisions of Proposition 13.

Through FY 2003-2004, District budgets provided for annual dam and reservoir operations and maintenance, debt repayment and groundwater management planning. A small emergency reserve fund with \$25,000, the minimum amount legally allowed, was maintained. In FY 2003-2004, the District completed repayment of the 40-year Bureau of Reclamation construction loan.

Beginning in FY 2004-2005, the District began authorizing \$180,000 annually to pay for maintenance of the dam structure and grounds. In addition, \$100,000 was allocated for watershed planning and \$200,000 to the emergency fund on a one-time basis.

Completion of a long-term master plan for Twitchell Dam and Reservoir will allow the District to determine whether the current \$180,000 annual funding level is sufficient to finance needed dam maintenance and, possibly, decommissioning.

## **Cost-Avoidance Opportunities**

The District has reduced costs through competitive pricing for all large purchases. There are no other obvious cost avoidance opportunities.

## **Opportunities for Rate Restructuring**

There are no obvious opportunities for rate restructuring in the operations of the District.

## **Opportunities for Shared Facilities**

There are no obvious opportunities for shared facilities in the operations of the District.

## **Government Structure Options**

There are no obvious opportunities for government structure options.

## **Management Efficiencies**

The District exhibits the characteristics of a well-managed agency operating efficiently.

## **Local Accountability and Governance**

The seven-member Board of Directors is elected by and accountable to voters residing in their respective Divisions. Meeting agendas are posted in two public places and are available by request to interested parties by email, as are meeting minutes.

## 4 . S P H E R E   O F   I N F L U E N C E   R E V I E W

### Description of Current Sphere of Influence

The District's boundaries and sphere of influence are coterminous.

### No Proposed Sphere Changes

In response to the MSR Request for Information, the District responded as follows:

Do you feel that your agency's boundary is correct at this time? Yes.

Are there areas your agency desires or plans to serve that are not now within is boundaries or its sphere of influence? No

Are there areas your agency currently serves that might be served more efficiently by another agency? No

### Sphere of Influence Determinations

Inasmuch as no changes in the sphere of influence are proposed at this time it is not necessary for the Commission to adopt or approve any determinations.

## 5 . A C K N O W L E D G E M E N T S   &   R E F E R E N C E S

The Santa Barbara LAFCO staff, with assistance from LAFCO consultant Pam Cosby, prepared this Municipal Service Review. Responsibility for any errors or omissions rests with those who prepared the report.

The Santa Maria Valley Water Conservation District provided the basic information and documents upon which the evaluation is based. The District Secretary, Debi Askew and the Board President, Arthur Tognazzini, were instrumental in providing data.

Mapping services were provided by JDL Mapping.

### Available Documentation

The "Request for Information for Municipal Service Reviews" submitted by the District and the supporting documents referred to therein are available in the LAFCO office.

## 6 . R E C O M M E N D A T I O N S

In consideration of information gathered and evaluated during the Municipal Service Review it is recommended the Commission affirm the current Sphere of Influence and that it not be expanded or revised at this time.