

**Municipal Service Review  
and  
Sphere of Influence Recommendation**

**County Service Area #1  
Mono County, California**

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**Prepared By:**

**Mono County Local Agency Formation Commission  
P.O. Box 347  
Mammoth Lakes, CA  
760) 924-1800 fax (760) 924-1801  
commdev@mono.ca.gov**

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## SUMMARY

### Municipal Service Review Determinations

#### 1. Infrastructure Needs and Deficiencies

- The district is in the process of upgrading its equipment to provide for the required digital conversion. Once the conversion is complete, TV reception using an antennae should greatly improve.
- The district's equipment is located in remote locations that are nearly impossible to access in the winter months. As a result, many months can pass without being able to repair problems and reactivate TV reception in the district if damage occurs during a winter storm.
- The district has been looking into providing high speed internet and cell service in the Crowley Lake area.

#### 2. Growth and Population Projections for the Affected Area

- The Mono County General Plan Land Use Element allows for significant additional growth in the area served by CSA #1.
- Growth is anticipated to occur primarily in and adjacent to existing developed areas and to be primarily single-family residential development with a mix of multi-family residential development and commercial uses in Crowley Lake.
- The residential population in the area served by CSA #1 is projected to increase to 1,865 by 2,020 and 2,005 by 2,030, creating an increased demand for services.
- In addition to the projected residential growth, Long Valley's population experiences significant seasonal increases due to tourism. If additional development occurs at Mammoth Yosemite Airport, the visitor population within the boundaries of the district may increase substantially.

#### 3. Financing Constraints and Opportunities

- County Service Area #1's future financing will continue to rely on property tax revenues.
- The district is able to meet budget projections every year for annual operating expenses. In Fiscal Year 2007-2008, the district's revenues exceeded its expenditures. Excess funds not used during the current year remain in the district's account.
- The district is financially very stable and has reserved funds for future major projects, including equipment replacements, landscaping for the Community Center, and Phase II of the Crowley Lake Community Center.
- The district feels strongly that revenues generated within the district should remain in the district.

#### 4. Cost Avoidance Opportunities

- In Long Valley, particularly in Crowley Lake, there are some overlapping service boundaries.
- Integrated planning, especially long-range planning, is an important part of cost avoidance. The district has no long-range plans.

- There are a number of small service providers in Long Valley that have administrative costs associated with the overall management of those organizations. There could be some duplication of services among the service providers, particularly in areas such as personnel management, insurance, risk management, financial management services, fleet maintenance, etc. Further studies would be necessary to determine whether there are opportunities to reduce costs among the service providers.

#### **5. Opportunities for Rate Restructuring**

- County Service Area #1's future financing will continue to rely on property tax revenues.
- The district is able to meet budget projections every year for annual operating expenses. In Fiscal Year 2007-2008, the district's revenues exceeded its expenditures. Excess funds not used during the current year remain in the district's account.
- The district is financially very stable and has reserved funds for future major projects, including equipment replacements, landscaping for the Community Center, and Phase II of the Crowley Lake Community Center.

#### **6. Opportunities for Shared Facilities and Resources**

- The Long Valley area includes other special district service providers, as well as the County, that require facilities to support their services. There may be other opportunities for shared facilities among the service providers in the area. Further studies would be necessary to determine whether there are opportunities to reduce costs by sharing facilities.

#### **7. Government Structure Options**

- The boundaries of the Countywide County Service Area encompass the other three County Service Areas, creating district overlap and administrative overlap.
- The Mono County Board of Supervisors administers all County Service Areas.
- County staff performs the budgeting and financial work for the districts and, in some cases, complete the operations and maintenance work required by the districts.
- CSA #1 could dissolve and its service functions and advisory board could become a Zone of Benefit within the Countywide County Service Area. The ZOB would function in the same manner as the former CSA functioned. This would reduce administrative overlap.

#### **8. Evaluation of Management Efficiencies**

- County Service Area #1 is governed by the Mono County Board of Supervisors.
- The district is administered by an advisory board of residents from within the district.
- County Service Area #1 has no longterm planning documents, but is discussing a 10-year budget proposal over the next few months. The district also has funds set aside for equipment replacements and major projects.

#### **9. Local Accountability and Governance**

- CSA #1 complies with the minimum open meeting and public information requirements.
- The board elicits community input on specific projects.

## Sphere of Influence Findings

### 1. Present and Planned Land Uses

Present land uses in the area served by County Service Area #1 include residential, commercial, and public uses in the communities in the southern portion of the district and commercial and industrial uses in the northern portion of the district. The planned land uses for community areas are similar with future development concentrated primarily within and adjacent to existing development.

### 2. Present and Probable Need For Public Facilities and Services

The area within the boundaries of CSA #1 has an existing and continuing need for public facilities and services to serve development in the area.

### 3. Present Capacity of Public Facilities and Adequacy of Public Services

The district currently provides an adequate level of service but has identified required improvements to serve present and future service demands.

### 4. Social or Economic Communities of Interest

The district area exhibits social and economic interdependence with Mammoth Lakes, the only incorporated community in the County. However, since Mammoth Lakes is an incorporated community and Long Valley is part of the county's unincorporated area, that interaction is not relevant in establishing the sphere of influence for the CSA.

## Sphere of Influence Recommendation

An interim sphere of influence<sup>1</sup> that is coterminous with the boundaries of the CSA has been established for County Service Area #1.

## Reorganization Recommendation

Mono County currently has four County Service Areas:

CSA #1 provides TV service and community improvements in Long Valley

CSA #2 provides TV service in the Tri-Valley

CSA #5 provides TV service in Bridgeport

Countywide CSA serves as an administrative and funding mechanism to facilitate the provision of a variety of services to zones of benefit established throughout the county.

CSAs #1, #2, and #5 are all located within the boundaries of the Countywide CSA. The Mono County Board of Supervisors is the formal governing body for all the CSAs.

CSA #1 should ultimately dissolve and its service functions and advisory board should become a Zone of Benefit within the Countywide County Service Area (CWCSA). The ZOB would

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<sup>1</sup> An interim Sphere of Influence is defined as a Sphere of Influence boundary that will remain in effect until the district consolidates with another special district capable of providing the same or a broader level of service.

## **County Service Area #1 -- Municipal Service Review**

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function in the same manner as the former CSA functioned. The same reorganization recommendation is included in the Municipal Service Reviews for CSA #2 and CSA #5. Such a consolidation of services should occur only with the concurrence of the involved districts. The district feels strongly that revenues generated within the district should remain in the district.

## **I. INTRODUCTION**

### **Municipal Service Reviews**

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires Local Agency Formation Commissions (LAFCOs) to conduct comprehensive reviews of all municipal services in each county in California and to periodically update that information. The purpose of the municipal service reviews is to gather detailed information on public service capacities and issues.

### **Relationship Between Municipal Service Reviews and Spheres of Influence**

The Cortese-Knox-Hertzberg Local Government Reorganization Act requires LAFCOs to develop and determine the Sphere of Influence (SOI) for each applicable local governmental agency that provides services or facilities related to development. Government Code Section 56076 defines a SOI as “a plan for the probable physical boundaries and service area of a local agency.” Service reviews must be completed prior to the establishment or update of SOIs (§56430(a)). Spheres of influence must be reviewed and updated as necessary, but not less than once every five years (§56425).

The information and determinations contained in a Municipal Service Review are intended to guide and inform SOI decisions. Service reviews enable LAFCO to determine SOI boundaries and to establish the most efficient service provider for areas needing new service. They also function as the basis for other government reorganizations. Section 56430, as noted above, states that LAFCO can conduct these reviews “before, in conjunction with, but no later than the time it is considering an action to establish a SOI.”

The County Service Area #1 Municipal Service Review is being conducted in response to, and in conjunction with, an update of the sphere of influence for the district.



## **II. COUNTY SERVICE AREA #1**

### **DISTRICT OVERVIEW**

#### **District Area**

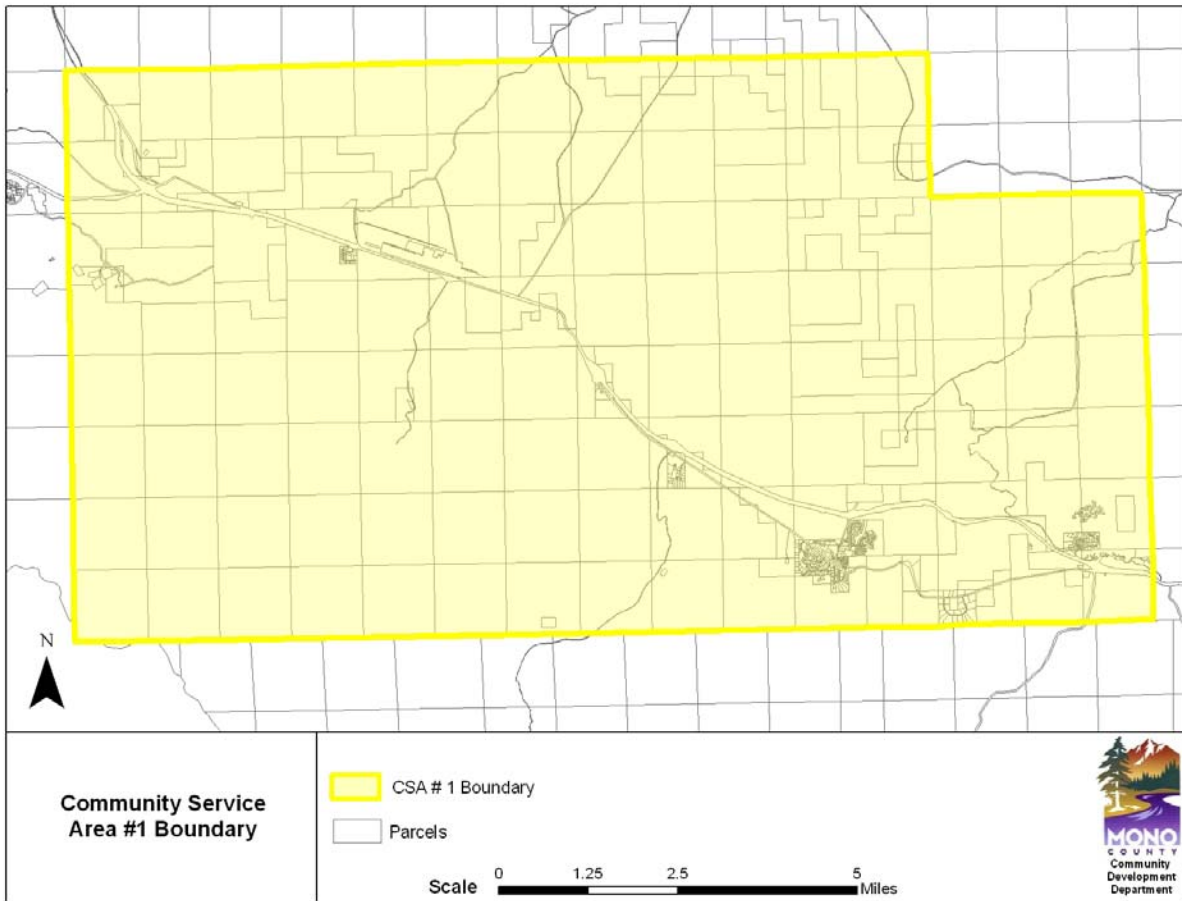
County Service Area #1 (CSA #1) was established in 1972 to provide television service for the communities in Long Valley, i.e. Sunny Slopes, Aspen Springs, Crowley Lake, McGee Creek and Long Valley (see Figure 1). . The district boundaries include approximately 114 square miles of public and private lands along Highway 395 in Long Valley (see Figure 1).

Long Valley is bordered to the south by the Sierra Nevada Mountains, to the east by the Volcanic Tablelands, to the north by the Glass Mountains, and to the west by the Mammoth Lakes area. Highway 395 provides the major access through the area. Crowley Lake Drive provides secondary access to local communities. Surface waters in the area include Lake Crowley and a number of streams throughout the valley. Topography in the area is characterized by the relatively flat floor of the valley, gently sloping hills to the sides of the valley floor and steep slopes above the hills. Vegetation on the valley floor includes pastureland and wetlands. Vegetation on the surrounding hills includes sagebrush scrub, junipers, and pinyon pines.

The district covers a large widespread area along US 395, from the US 395 and State Route 203 junction in the northwest to Tom's Place in the southeast. The district boundaries include the Mammoth Pacific Geothermal Plant, Mammoth Yosemite Airport, the Hot Creek Fish Hatchery, business and industrial uses at Sierra Business Park, resort uses at Convict Lake, recreational uses at Whitmore Park, housing and research facilities at the Sierra Nevada Aquatic Lab (SNARL), and a Caltrans road maintenance facility and housing. The communities in Long Valley, with the exception of Crowley Lake, include predominantly single-family residential development. Crowley Lake includes residential and commercial uses, a county park, community center and ball fields, county road facilities, and a water treatment facility. Tom's Place also includes limited commercial uses.

#### **Population Characteristics**

Mono County GIS estimates that there are 1033 parcels in the district, including 504 developed parcels (residential or commercial parcels valued at \$10,000 or more). Population data from the 2000 US Census and California Department of Finance population estimates show the population of Long Valley to be 1,147 in 2000 and 1,170 in 2003 (Table 3, Mono County Housing Element). In 2000, there were 440 households in Long Valley (Table 12, Housing Element).



**Figure 1**  
**County Service Area #1—District Boundaries and Sphere of Influence**

### **Services Provided**

The district currently provides low power television transmission to antennae users within district boundaries. The district also financed the construction of the Crowley Lake Community Center and has budgeted for landscaping for the center.

### **Other Services**

As a County Service Area, the district is authorized to provide a wide array of services, including television service, police, fire protection, parks and recreation, library, water, sewer, animal control, pest and rodent control, street sweeping, street lighting, refuse collection, ambulance, geological hazard abatement, and other miscellaneous extended services.

### **Land Ownership**

The district includes private lands surrounded by large areas of public lands. Private lands are concentrated in the Crowley Lake communities. Much of the valley floor is public land managed by the Bureau of Land Management (BLM) or the Inyo National Forest. Crowley Lake and the

land surrounding it are owned by the Los Angeles Department of Water and Power, which, along with the BLM, is the largest landowner in the district.

### **Planned Land Uses**

The Mono County Land Use Element provides for substantial additional development in Long Valley, primarily in the communities along Crowley Lake Drive. The additional development allowed by the plan in community areas would be a mix of single-family residential uses, multiple-family residential uses, and commercial uses. Additional development is also proposed for the commercial and industrial uses in the northern part of the district (Mammoth Geothermal Plant, Sierra Business Park).

### **District Planning**

The district does not have any short-term or long-term plans but plans to discuss a 10-year budget proposal over the next several months.

## **DISTRICT SERVICES**

### **Facilities and Equipment**

The district leases two transmission sites from the US Forest Service at McGee Mountain and Squaw Peak. A third site in Sunny Slope is leased from a private party. The district owns equipment at each site including translators, battery banks, buildings, and solar and wind alternative energy equipment.

### **Administration and Personnel**

The Mono County Board of Supervisors is the formal governing body for CSA #1. An advisory committee formed of residents from within the district oversees the day-to-day administration of the district. The district has no personnel. County staff performs the budgeting and financial work for the district. The district contracts for required work.

### **Finances**

The district relies on property tax revenues for funding. Parcels located within the district boundaries are taxed an annual amount to pay for the activities within the district. Excess funds not used during the current year remain in the district's account. The district feels strongly that revenues generated within the district should be retained within the district.

### III. SERVICE REVIEW ANALYSIS AND DETERMINATIONS

Government Code §56430 requires the analysis of nine factors when assessing the capabilities of public service agencies. Each of the required factors is discussed below as it pertains to County Service Area #1.

#### 1. Infrastructure Needs and Deficiencies

##### Overview

*Purpose: To evaluate the infrastructure needs and deficiencies of a district in terms of capacity, condition of facilities, service quality, and levels of service and its relationship to existing and planned service users*

##### County Service Area #1

The district currently provides low power television transmission to a low number of people receiving TV through antennae within the district's boundaries. The district leases 3 transmission sites and owns a variety of equipment located at those sites.

The district is in the process of upgrading all its television transmission equipment to provide for digital conversion as will be required by 2010. Once the conversion is complete, TV reception will greatly improve for the 3 major networks (ABC, NBC, CBS) and the district will be able to provide for additional channels with improved reception. The districts notes that improved reception may result in more users due to the improved picture they can receive using an antennae. The district re-broadcasts TV 33, which is a local news station out of Bishop, and many people have antennae reception in addition to satellite just in order to receive this local broadcast.

The district notes that because their TV sites are very remote and nearly impossible to access in the winter months, if equipment fails or is damaged during storms, many months can pass without being able to repair problems and reactivate TV reception in the District. This remains a problem.

The district has also been looking into providing high speed internet and cell service in the Crowley Lake area.

##### Determinations

- The district is in the process of upgrading its equipment to provide for the required digital conversion. Once the conversion is complete, TV reception using an antennae should greatly improve.
- The district's equipment is located in remote locations that are nearly impossible to access in the winter months. As a result, many months can pass without being able to repair problems and reactivate TV reception in the district if damage occurs during a winter storm.

- The district has been looking into providing high speed internet and cell service in the Crowley Lake area.

## **2. Growth and Population Projections for the Affected Area**

### **Overview**

*Purpose: To evaluate service needs based on existing and anticipated growth patterns and population projections.*

### **Existing and Anticipated Residential Growth Patterns in Long Valley**

Residential development in the district is concentrated in the communities located in the southern portion of the district. Future residential growth is anticipated to occur primarily in and adjacent to existing developed residential areas. Aside from development in Crowley Lake, most existing and planned development will be single-family residential development. Existing and planned development in Crowley Lake includes single-family and multi-family residential development, commercial uses, lodging, and public facilities. The Mono County General Plan Land Use Element provides for the following buildout in the Long Valley:

**Table 1: Buildout Figures for Long Valley**

<b>Land Use Designation</b>	<b>Density</b>	<b>Acres</b>	<b>Maximum Potential Dwelling Units</b>
ER Estate Residential	1 du/acre	349	123 <sup>a</sup>
RR Rural Residential	1 du/acre	143	24 <sup>b &amp; d</sup>
SFR Single-Family Residential	5.8 du/acre	339	896 <sup>c</sup>
MFR-M Multiple-Family Residential – Moderate	15 du/acre	4	60
MFR-H Multiple-Family Residential – High	15 du/acre	9	135
MU Mixed Use	15 du/acre	37	555
C Commercial	15 du/acre	39	585
PF Public/Quasi-Public Facilities	---	34	---
AG Agriculture	1 du/2.5 ac.	3	1
SP Specific Plan	---	80	114 <sup>e</sup>
<b>Total Private Lands</b>		1,037	2,493
RM Resource Management – Federal/State	---	10,270	---
OS Open Space – LADWP	1 du/80 acres	8,625	107
<b>Total</b>		19,932	2,600

**Notes:** du = dwelling unit

- 10 acres designated ER 1.5 (1.5-acre min. lot size); 188 acres designated ER 3(3-acre min. lot size); 122 acres designated ER 5 (5-acre min. lot size).
- 71 acres designated RR 10 (10-acre min. lot size); 69 acres designated RR 5 (5-acre min. lot size).

- c. 6 acres designated SFR 10,000 (10,000 square feet min. lot size); 179 acres designated SFR 15,000 (15,000 square feet min. lot size); 80 acres designated SFR 0.5 (0.5-acre min. lot size); 50 acres designated SFR 1 (1 acre min. lot size); 24 acres designated SFR 7,500 (7,500 sq. ft. min. lot size).
- d. 58 acres in Long Valley covers an area impacted by avalanches which requires special studies for development. No development plan has been submitted for that area.
- e. 80 acres in Hilton Creek is the Lakeridge Ranch Specific Plan, which permits the development of 114 single-family residences.

### ***Commercial and Industrial Uses***

The district's boundaries include a number of large commercial and industrial uses, spread out over the district. Some small-scale commercial and industrial uses are located in the Crowley Lake communities. Most of the larger commercial and industrial uses are located in the northern part of the district at Sierra Business Park, Mammoth Pacific Geothermal Plant, and in the vicinity of Mammoth Yosemite Airport. Additional development at the business park and the geothermal plant would be similar to existing development at those sites.

### ***Seasonal Population***

In addition to the projected residential growth, Long Valley's population experiences significant seasonal increases due to tourism, and to a lesser degree to second homeowners. Long Valley and surrounding areas accommodate large numbers of recreational users and are a vacation destination for outdoor and wilderness activities such as fishing and hiking. Should all of the planned development occur at Mammoth Yosemite Airport, the visitor population within the boundaries of the district will increase substantially.

### ***Residential Population Projections***

Population data from the 2000 US Census and California Department of Finance population estimates show the residential population in Long Valley to be 1,467 in 2000 and 1,497 in 2003. In 2000, there were 440 households in Long Valley. The population in the Long Valley FPD is projected to increase to 1,865 by 2020 and 2,005 by 2030 (State Department of Finance Report P-3, Population Projections)

### **Determinations**

- The Mono County General Plan Land Use Element allows for significant additional growth in the area served by CSA #1.
- Growth is anticipated to occur primarily in and adjacent to existing developed areas and to be primarily single-family residential development with a mix of multi-family residential development and commercial uses in Crowley Lake.
- The residential population in the area served by CSA #1 is projected to increase to 1,865 by 2,020 and 2,005 by 2,030, creating an increased demand for services.
- In addition to the projected residential growth, Long Valley's population experiences significant seasonal increases due to tourism. If additional development occurs at Mammoth Yosemite Airport, the visitor population within the boundaries of the district may increase substantially.

### 3. Financing Constraints and Opportunities

#### Overview

*Purpose: To evaluate factors that affect the financing of needed improvements.*

Expenses for special districts generally fall into one of three categories: (1) acquisition of facilities and major capital equipment, (2) employee expenses, and (3) ongoing operations and maintenance costs. The primary criteria that should be considered when evaluating adequacy of potential funding sources is availability, adequacy to meet the need, equity between existing and future residents, stability, and ability to cover on-going operating and maintenance costs.

#### *County Service Area #1*

County Service Area #1 is dependent on property tax revenues for funding. Parcels located within the district boundaries are assessed an annual amount to pay for the activities within the district. Excess funds not used during the current year remain in the district's account.

The district notes that CSA #1 is financially very stable due to its high tax revenue base. The board has funding reserves set aside for major projects, including equipment replacements, landscaping for the Community Center, and Phase II of the Crowley Lake Community Center, and has been able to meet budget projections every year for annual operating expenses.

#### Determinations

- County Service Area #1's future financing will continue to rely on property tax revenues.
- The district is able to meet budget projections every year for annual operating expenses. In Fiscal Year 2007-2008, the district's revenues exceeded its expenditures. Excess funds not used during the current year remain in the district's account.
- The district is financially very stable and has reserved funds for future major projects, including equipment replacements, landscaping for the Community Center, and Phase II of the Crowley Lake Community Center.
- The district feels strongly that revenues generated within the district should be retained within the district.

### 4. Cost Avoidance Opportunities

#### Overview

*Purpose: To identify practices or opportunities that may aid in eliminating unnecessary costs.*

Cost avoidance opportunities are defined as actions to eliminate unnecessary costs derived from, but not limited to, duplication of service efforts, higher than necessary administration/operation cost ratios, use of outdated or deteriorating infrastructure and equipment, underutilized equipment or buildings or facilities, overlapping/inefficient service boundaries, inefficient purchasing or budgeting practices, and lack of economies of scale.



### ***County Service Area #1***

Generally, in Mono County each community area is a discrete geographic area and, as a result, there is no duplication of service efforts or overlapping or inefficient service boundaries. Long Valley is a discrete geographic area in the county, with a number of small residential areas. These residential areas are physically separate from each other and there are few overlapping service boundaries except in Crowley Lake. However, there are a number of small service providers operating within the Long Valley communities which could result in the duplication of some services, particularly in such areas as personnel management, insurance, risk management, financial management services, fleet maintenance, purchasing/budgeting, economies of scale, etc. Further studies would be necessary to determine whether there are opportunities to reduce costs among the service providers.

The district has no long-term planning documents or financial plans.

### **Determinations**

- In Long Valley, particularly in Crowley Lake, there are some overlapping service boundaries.
- Integrated planning, especially long-range planning, is an important part of cost avoidance. The district has no long-range plans.
- There are a number of small service providers in Long Valley that have administrative costs associated with the overall management of those organizations. There could be some duplication of services among the service providers, particularly in areas such as personnel management, insurance, risk management, financial management services, fleet maintenance, etc. Further studies would be necessary to determine whether there are opportunities to reduce costs among the service providers.

## **5. Opportunities for Rate Restructuring**

### **Overview**

*Purpose: To identify opportunities to positively impact rates without decreasing service levels.*

As noted in the Financing Constraints and Opportunities Section, the district's funding relies on property tax revenues.

### ***County Service Area #1***

***Property taxes*** – In California, the maximum property tax assessed on any land is generally 1% of the property's value. The district has a high tax revenue base, due to the location of the Geothermal Plants within the district boundaries.

CSA #1 is financially very stable due to its high tax revenue base. The board has funding reserves set aside for major projects, including equipment replacements, landscaping for the Community Center, and Phase II of the Crowley Lake Community Center, and has been able to meet budget projections every year for annual operating expenses.

### **Determinations**

- County Service Area #1's future financing will continue to rely on property tax revenues.
- The district is able to meet budget projections every year for annual operating expenses. In Fiscal Year 2007-2008, the district's revenues exceeded its expenditures. Excess funds not used during the current year remain in the district's account.
- The district is financially very stable and has reserved funds for future major projects, including equipment replacements, landscaping for the Community Center, and Phase II of the Crowley Lake Community Center.

## **6. Opportunities for Shared Facilities and Resources**

### **Overview**

*Purpose: To evaluate the opportunities for a jurisdiction to share facilities and resources to develop more efficient service delivery systems.*

Sharing facilities and resources can result in a more efficient and cost-effective delivery of resources.

### ***County Service Area #1***

Currently, the district does not share any facilities. The Long Valley area includes other special district service providers, as well as the County, that require facilities to support their services. There may be opportunities for shared facilities among the service providers in the Long Valley communities. Further studies would be necessary to determine whether there are opportunities to reduce costs by sharing facilities.

### **Determinations**

- The Long Valley area includes other special district service providers, as well as the County, that require facilities to support their services. There may be other opportunities for shared facilities among the service providers in the area. Further studies would be necessary to determine whether there are opportunities to reduce costs by sharing facilities.

## **7. Government Structure Options**

### **Overview**

*Purpose: To consider the advantages and disadvantages of various government structures to provide service.*

Government Code §56001 declares that it is the policy of the State to encourage orderly growth and development essential to the social, fiscal, and economic well being of the State. The Code further states that "this policy should be effected by the logical formation and modification of the boundaries of local agencies, with a preference granted to accommodating additional growth within, or through the expansion of, the boundaries of those local agencies which can best accommodate and provide necessary governmental services."

For local agency consolidations to occur there has to be significant (and popularly desired) cost savings or an increase in service.

### ***County Service Area #1***

There are currently four County Service Areas in Mono County:

County Service Area #1 – provides TV service to the Long Valley communities.

County Service Area #2 – provides TV service to residents of the Tri-Valley.

County Service Area #5 – provides TV service to Bridgeport.

Countywide County Service Area -- serves as an administrative and funding mechanism to facilitate the provision of a variety of services to zones of benefit established throughout the county.

Each of the county service areas is formally governed by the Mono County Board of Supervisors. The day-to-day administration of CSAs #1, #2, and #5 is overseen by local residents. County staff performs the budgeting and financial work for the districts. The districts contract for required work. The Mono County Department of Public Work oversees the zones of benefit within the Countywide County Service Area. Work within those zones of benefit is completed by county staff, or in a few cases, by contractors.

### **Determinations**

- The boundaries of the Countywide County Service Area encompass the other three County Service Areas, creating district overlap and administrative overlap.
- The Mono County Board of Supervisors administers all County Service Areas.
- County staff performs the budgeting and financial work for the districts and, in some cases, complete the operations and maintenance work required by the districts.
- CSA #1 could dissolve and its service functions and advisory board could become a Zone of Benefit within the Countywide County Service Area. The ZOB would function in the same manner as the former CSA functioned. This would reduce administrative overlap.

## **8. Evaluation of Management Efficiencies**

### **Overview**

*Purpose: To evaluate the quality of public services in comparison to cost.*

As defined by OPR, the term “management efficiency,” refers to the organized provision of the highest quality public services with the lowest necessary expenditure of public funds. An efficiently managed entity (1) promotes and demonstrates implementation of continuous improvement plans and strategies for budgeting, managing costs, training and utilizing personnel and customer service and involvement, (2) has the ability to provide service over the short and long term, (3) has the resources (fiscal, manpower, equipment, adopted service or work plans) to provide adequate service, (4) meets or exceeds environmental and industry service standards, as feasible considering local conditions or circumstances, (5) and maintains adequate contingency reserves. “Management Efficiency” is generally seen as organizational efficiency including the potential for consolidation.

The purpose of management is to effectively carry out the principal function and purpose of an agency. Good management will ensure that the agency's mission is accomplished and that the agency's efforts are sustainable into the future. Unfortunately, "good management" is a relatively subjective issue, and one that is hard to quantify.

### ***County Service Area #1***

The Mono County Board of Supervisors is the formal governing body for CSA #1. An advisory board formed of residents from within the district oversees the day-to-day administration of the district. The district has no personnel. County staff performs the budgeting and financial work for the district. The district contracts for required work. The district has no longterm planning documents, but is discussing a 10-year budget proposal over the next few months. The district also has funds set aside for equipment replacements and major projects.

### **Determinations**

- County Service Area #1 is governed by the Mono County Board of Supervisors.
- The district is administered by an advisory board of residents from within the district.
- County Service Area #1 has no longterm planning documents, but is discussing a 10-year budget proposal over the next few months. The district also has funds set aside for equipment replacements and major projects.

## **9. Local Accountability and Governance**

### **Overview**

*Purpose: To evaluate the accessibility and levels of public participation associated with an agency's decision-making and management processes.*

Special districts are required to adopt budgets at open public meetings and to file their budgets with the county auditor. They are required to have annual or biennial independent audits. Districts are subject to the Ralph M. Brown Act for meetings, agendas and minutes. They are also subject to the Public Records Act.

Complying with the minimum open meeting and information requirements is not sufficient to allow an adequate amount of visibility and accountability. Outreach efforts, including convenient meeting times, additional notice of meetings and dissemination of district information, are desirable.

### ***County Service Area #1***

County Service Area #1 complies with the minimum open meeting and public information requirements. The advisory board meets once per month, usually on the 4<sup>th</sup> Tuesday of the month, at 5:30. Special meetings are held as needed. Meeting notices and agendas are posted at the community center and minutes are available upon request.

The district has indicated that few members of the public attend board meetings unless an interesting item is on the agenda. The district does not have an established community outreach

program. If a project of community interest comes before the board (e.g. high-speed internet service), the board will send out a mailer to elicit community input.

**Determinations**

- CSA #1 complies with the minimum open meeting and public information requirements.
- The board elicits community input on specific projects.

## IV. SPHERE OF INFLUENCE RECOMMENDATION

In determining the sphere of influence for each local agency, Government Code §56425 requires the Local Agency Formation Commission to consider and prepare a written statement of its determination with respect to four required findings. Each of the required findings is discussed below as it pertains to County Service Area #1.

### 1. Present and Planned Land Uses

**Discussion:**

Present land uses in the area served by County Service Area #1 include residential, commercial, and public uses in the communities located in the southern portion of the district and larger commercial and industrial uses located primarily in the northern portion of the district. The Mono County GIS estimates that there are 1033 parcels in the district, including 504 developed parcels (residential or commercial parcels valued at \$10,000 or more). Population data from the 2000 US Census and California Department of Finance population estimates show the population in Long Valley was approximately 1,467 in 2000 and 1,497 in 2003. In 2000, there were 440 households in Long Valley.

The Mono County General Plan Land Use Element provides for the following buildout in Long Valley:

**Table 1: Buildout Figures for Long Valley**

Land Use Designation	Density	Acres	Maximum Potential Dwelling Units
ER Estate Residential	1 du/acre	349	123 <sup>a</sup>
RR Rural Residential	1 du/acre	143	24 <sup>b &amp; d</sup>
SFR Single-Family Residential	5.8 du/acre	339	896 <sup>c</sup>
MFR-M Multiple-Family Residential – Moderate	15 du/acre	4	60
MFR-H Multiple-Family Residential – High	15 du/acre	9	135
MU Mixed Use	15 du/acre	37	555
C Commercial	15 du/acre	39	585
PF Public/Quasi-Public Facilities	---	34	---
AG Agriculture	1 du/2.5 ac.	3	1
SP Specific Plan	---	80	114 <sup>e</sup>
<b>Total Private Lands</b>		1,037	2,493
RM Resource Management – Federal/State	---	10,270	---
OS Open Space – LADWP	1 du/80 acres	8,625	107
<b>Total</b>		19,932	2,600

**Notes:** du = dwelling unit

- a. 10 acres designated ER 1.5 (1.5-acre min. lot size); 188 acres designated ER 3(3-acre min. lot size); 122 acres designated ER 5 (5-acre min. lot size).
- b. 71 acres designated RR 10 (10-acre min. lot size); 69 acres designated RR 5 (5-acre min. lot size).
- c. 6 acres designated SFR 10,000 (10,000 square feet min. lot size); 179 acres designated SFR 15,000 (15,000 square feet min. lot size); 80 acres designated SFR 0.5 (0.5-acre min. lot size); 50 acres designated SFR 1 (1 acre min. lot size); 24 acres designated SFR 7,500 (7,500 sq. ft. min. lot size).
- d. 58 acres in Long Valley covers an area impacted by avalanches which requires special studies for development. No development plan has been submitted for that area.
- e. 80 acres in Hilton Creek is the Lakeridge Ranch Specific Plan, which permits the development of 114 single-family residences.

In addition to the projected growth, Long Valley's population experiences significant seasonal increases due to tourism, and to a lesser degree to second homeowners. Long Valley and surrounding areas accommodate large numbers of recreational users and are a vacation destination for outdoor and wilderness activities such as fishing and hiking.

***Finding:***

Present land uses in the area served by County Service Area #1 include residential, commercial, and public uses in the communities in the southern portion of the district and commercial and industrial uses in the northern portion of the district. The planned land uses for community areas are similar with future development concentrated primarily within and adjacent to existing development.

## **2. Present and Probable Need For Public Facilities and Services**

***Discussion:***

Increased development throughout the county has created an ongoing need for a variety of community services. The buildout allowed by the General Plan will create a greater demand for those services in the future.

***Finding:***

The area within the boundaries of CSA #1 has an existing and continuing need for public facilities and services to serve development in the area.

## **3. Present Capacity of Public Facilities and Adequacy of Public Services**

***Discussion:***

The district provides a good level of service to its customers and has identified required improvements to meet present and future service demands.

As a County Service Area, the district has a number of latent powers that would allow it to provide additional services within its service area, including police, fire protection, parks and recreation, library, water, sewer, animal control, pest and rodent control, street sweeping, street

lighting, refuse collection, ambulance, geological hazard abatement, and other miscellaneous extended services.

***Finding:***

The district currently provides an adequate level of service but has identified required improvements to serve present and future service demands.

#### **4. Social or Economic Communities of Interest**

***Discussion:***

The communities and scattered development in Long Valley interact socially and economically with the Town of Mammoth Lakes. Interaction with other communities and regions in Mono County is limited due to the physical distances involved and the lack of commercial and social centers in other communities. Mammoth Lakes is the only incorporated community in the County; services there are provided by the Town and several special districts. Although residents of Long Valley share social and economic communities of interest with Mammoth Lakes, the physical distance between the communities and the fact that one is an incorporated entity and the others are not make the interdependence of the communities irrelevant in determining the sphere of influence for the district.

***Finding:***

The district area exhibits social and economic interdependence with Mammoth Lakes, the only incorporated community in the County. However, since Mammoth Lakes is an incorporated community and Long Valley is part of the county's unincorporated area, that interaction is not relevant in establishing the sphere of influence for the CSA.

### **Sphere of Influence Recommendation**

An interim sphere of influence<sup>2</sup> that is coterminous with the boundaries of the CSA has been established for County Service Area #1.

### **Reorganization Recommendation**

Mono County currently has four County Service Areas:

CSA #1 provides TV service and community improvements in Long Valley

CSA #2 provides TV service in the Tri-Valley

CSA #5 provides TV service in Bridgeport

Countywide CSA serves as an administrative and funding mechanism to facilitate the provision of a variety of services to zones of benefit established throughout the county.

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<sup>2</sup> An interim Sphere of Influence is defined as a Sphere of Influence boundary that will remain in effect until the district consolidates with another special district capable of providing the same or a broader level of service.



CSAs #1, #2, and #5 are all located within the boundaries of the Countywide CSA. The Mono County Board of Supervisors is the formal governing body for all the CSAs.

CSA #1 should ultimately dissolve and its service functions and advisory board should become a Zone of Benefit within the Countywide County Service Area (CWCSA). The ZOB would function in the same manner as the former CSA functioned. The same reorganization recommendation is included in the Municipal Service Reviews for CSA #2 and CSA #5. Such a consolidation of services should occur only with the concurrence of the involved districts. The district feels strongly that revenues generated within the district should remain in the district.

## V. REFERENCES

### References Consulted

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California State Department of Finance

**Demographic Research Unit**

**Population and housing estimates and projections**

California Governor's Office of Planning and Research

**Cortese-Knox Act**

**Guidelines on Municipal Service Reviews**

Mono County Local Agency Formation Commission

**County Service Area #1 Sphere of Influence Report, September 1986.**

Mono County Planning Department

**Mono County General Plan. 1993.**

**Mono County General Plan, Revised Land Use Element and Land Development Regulations. 2001.**

**Mono County Housing Element. 2004.**

**Mono County Master Environmental Assessment. 2001.**

U.S. Census Bureau

**Census 2000 Summary File 1 (SF-1) 100 Percent Data**

### Persons Consulted

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Mono County Department of Public Works

Evan Nikirk, Director

Walt Lehmann, Engineering Technician

Mono County Finance Department

Brian Muir, Director

Mono County Community Development Department

Scott Burns, Director

CSA #1

Marianne O'Connor, Board Member