

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

**Mammoth Lakes Community Service District  
Mono County, California**

**October 2009**

**Prepared By:**

**Mono County Local Agency Formation Commission  
P.O. Box 347  
Mammoth Lakes, CA 93546  
phone (760) 924-1800; fax (760) 924-1801  
[commdev@mono.ca.gov](mailto:commdev@mono.ca.gov)**

**TABLE OF CONTENTS**

Summary ..... 1  
Municipal Service Review Determinations ..... 1  
Sphere of Influence Findings ..... 3  
Sphere of Influence Recommendation..... 3  
Reorganization Recommendation..... 4

I. Introduction ..... 5  
Municipal Service Reviews ..... 5  
Relationship Between Municipal Service Reviews and Spheres of Influence ..... 5

II. Mammoth Lakes Community Service District ..... 6  
District Overview..... 6  
Service Area..... 6  
Population Characteristics ..... 6  
Land Ownership..... 9  
Planned Land Uses..... 9  
District Planning ..... 9  
District Services ..... 10  
Services Provided..... 10  
Operations ..... 10  
Service Deficiencies..... 10  
Administration ..... 10  
Finances and Fiscal Health ..... 10

III. Service Review Analysis and Determinations ..... 12  
Infrastructure Needs and Deficiencies ..... 12  
Growth and Population Projections for the Affected Area..... 12  
Financing Constraints and Opportunities..... 16  
Cost Avoidance Opportunities..... 16  
Opportunities for Rate Restructuring..... 17  
Opportunities for Shared Facilities ..... 17  
Government Structure Options ..... 18  
Evaluation of Management Efficiencies ..... 21  
Local Accountability and Governance..... 21

IV. Sphere of Influence Recommendation..... 23  
Present and Planned Land Uses ..... 23  
Present and Probable Need for Public Facilities and Services ..... 23  
Present Capacity of Public Facilities and Adequacy of Public Services ..... 24  
Social or Economic Communities of Interest ..... 24  
Sphere of Influence Recommendation..... 26  
Reorganization Recommendation ..... 26

V. References..... 28

**FIGURES**

Figure 1 Mammoth Lakes Community Service District Boundaries..... 7  
Figure 2 Town of Mammoth Lakes Proposed Land Use..... 8  
Figure 3 Old Mammoth Zoning Map..... 14  
Figure 4 Old Mammoth Buildout Density ..... 15  
Figure 5 Special District Boundaries, Town of Mammoth Lakes ..... 20  
Figure 6 Mammoth Lakes Community Service District Sphere of Influence ..... 27

**TABLES**

Table 1: Mammoth Lakes Community Service District Funding, FY 2005-2006 ..... 11

## **SUMMARY**

### **Municipal Service Review Determinations**

#### **1. Infrastructure Needs and Deficiencies**

- The district provides road maintenance and snow removal services to a small portion of Mammoth Lakes. The district provides a good level of service, in a cost-efficient manner, by utilizing contractors for these services. The district does not have any infrastructure needs or deficiencies.

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

- The Town of Mammoth Lakes General Plan allows for significant additional growth in the area served by the Town of Mammoth Lakes Sphere.
- Growth is anticipated to occur primarily in and adjacent to existing developed areas and to include a wide spectrum of residential, resort, commercial, and industrial uses.
- The portion of Old Mammoth included in the district boundaries is close to buildout; very little additional development will occur there.

#### **3. Financing Constraints and Opportunities**

- The Mammoth Lakes CSD's future financing will continue to rely solely on an annual assessment. These revenues provide an adequate and stable funding source for the specific costs associated with annual road maintenance and snow removal within the district boundaries.

#### **4. Cost Avoidance Opportunities**

- The CSD, as a small single-purpose district with low overhead, is efficient in its use of resources.
- The Town of Mammoth Lakes includes other special district service providers, as well as the Town itself, that have administrative costs associated with the overall management of those districts or the Town. There could be some duplication of services among the districts and the Town, 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 districts and the Town.

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

- An annual assessment is the sole funding source for the district. The district currently adjusts the annual assessment as necessary, depending on what expenses are expected in the next year.

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

- The Town of Mammoth Lakes includes other special district service providers, as well as the Town itself, that require facilities to support their services. The CSD currently has no facilities or equipment. There could be an opportunity to share administrative costs.

Further studies would be necessary to determine whether there are opportunities to reduce costs among the districts and the Town.

**7. Government Structure Options**

- Several special districts, along with the Town, provide public services within the Town of Mammoth Lakes.
- The boundaries of the special districts in Mammoth Lakes overlap with each other and with the Town of Mammoth Lakes. The only entity that includes all of the special district boundaries within its boundaries (with the exception of the SMHD) is the Town of Mammoth Lakes.

**8. Evaluation of Management Efficiencies**

- The district operates in a small area, with discrete duties. It has the ability to provide service over the short and long term, including the resources necessary to provide adequate service that meets or exceeds industry standards.

**9. Local Accountability and Governance**

- The Mammoth Lakes CSD complies with the minimum requirements for open meetings and public records.
- Due to the nature of the services it provides, there is little need for the district to provide public education or outreach.

## **Sphere of Influence Findings**

### **1. Present and Planned Land Uses**

Present land uses within the district and Town boundaries include resort uses, commercial uses, public uses, multiple-family residential uses, and single-family residential uses. The residential uses are a mix of fulltime residential uses and seasonal residential uses. Planned land uses within the Town's Urban Growth Boundary are similar with future development occurring within and adjacent to existing development. The Town's population at buildout is forecast to increase to 52,000 PAOT (people at one time), a fifty-two percent increase over the current PAOT of 34,265 persons. The area within the district is largely built out. The Town's General Plan and Zoning Map allow for similar uses within the district boundaries.

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

The Old Mammoth area of Mammoth Lakes that is currently served by the Community Service District has a continuing need for road maintenance and snow removal services. Areas outside the district boundaries may also need those services.

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

The Mammoth Lakes CSD provides a good level of service to its service area, the Old Mammoth section of Mammoth Lakes. The CSD has the potential to expand its existing service provision to surrounding areas and could serve as a convenient funding and maintenance mechanism for the provision of road maintenance and snow removal services in areas adjoining the current district boundaries.

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

The district shares social and economic interests with the entire incorporated area of the Town. These shared interests promote a coordinated approach to service provision in the Mammoth area. LAFCO law and local LAFCO policies advocate that certain local services should be provided by a multi-purpose service agency, rather than by several single purpose service providers. Local LAFCO policy also advocates that in an incorporated area, the city instead of special districts should provide urban services because of its substantially broader revenue base and its responsibility to provide services and controls within its boundaries.

## **Sphere of Influence Recommendation**

The interim sphere of influence for the Mammoth Lakes Community Service District consists of the entire Old Mammoth area. This interim sphere designation will enable the CSD to be utilized as a convenient funding and maintenance mechanism for upgrading roads in other nearby areas of Old Mammoth.

An interim sphere of influence is defined as a sphere of influence boundary that will remain in effect until such time as the agency is joined to a city or another special district capable of providing the same or a broader level of service.

## **Reorganization Recommendation**

Section 56001 of the California Government Code states that:

The Legislature finds and declares that a single multipurpose governmental agency is accountable for community service needs and financial resources and, therefore, may be the best mechanism for establishing community service priorities especially in urban areas. Nonetheless, the Legislature recognizes the critical role of many limited purpose agencies, especially in rural communities. The Legislature also finds that, whether governmental services are proposed to be provided by a single-purpose agency, several agencies, or a multipurpose agency, responsibility should be given to the agency or agencies that can best provide government services.

At some point in the future, the road maintenance and snow removal activities currently provided by the district might best be provided under the authority of the Town of Mammoth Lakes. At that time, the feasibility of such a reorganization should be determined by a reorganization committee consisting of representatives of the district, the Town, and Mono LAFCO. Any reorganization of the Mammoth Lakes Community Service District and the Town of Mammoth Lakes should occur only with the concurrence of the Board of Directors of the District and the Mammoth Lakes Town Council.

## **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 Mammoth Lakes Community Service District Municipal Service Review is being conducted in response to, and in conjunction with, an update of the sphere of influence for the district.



## **II. MAMMOTH LAKES COMMUNITY SERVICE DISTRICT**

### **DISTRICT OVERVIEW**

#### **Service Area**

The Mammoth Lakes Community Service District (CSD) was formed in 1982 to provide road maintenance and snow removal to a portion of Mammoth Lakes. The district boundaries include a portion of Old Mammoth (see Figure 1), a neighborhood of older, primarily single-family residences.

The boundaries of the district fall completely within the boundaries of the Town of Mammoth Lakes. The district area is surrounded to the north and east by condominium developments and resort uses, and to the west and south by single-family residences.

Mammoth Lakes is surrounded by recreational lands and open space managed by the Inyo National Forest. Mammoth Mountain Ski Area is northwest of the developed portion of the Town, on Forest Service land within the district's boundaries. The Lakes Basin, in the southwest portion of the district, is a popular recreation spot for both visitors and residents, with cabins, lodges, and campgrounds. Mammoth Creek, flowing from the Lakes Basin through the town into Long Valley, attracts fishermen.

Wilderness areas surround the town and district to the south and west, and Devil's Postpile National Monument is located west of the town and district in Madera County. June Lake, Mono Lake, Bodie State Historic Park, and the eastern entrance to Yosemite National Park are located north of Mammoth Lakes. US 395 and SR 203 provide the major access to and through the area. Old Mammoth Road and Lake Mary Road provide secondary access throughout the community. Surface waters in the area include the lakes in the Lakes Basin and Mammoth Creek. Topography in the area is characterized by a relatively flat area in the center of the town, and by steep slopes surrounding the town center. Vegetation throughout the area includes sagebrush scrub, wetland and riparian areas, junipers and pinon pines, and lodgepole pines.

#### **Population Characteristics**

Mono County GIS estimates that there are 502 parcels in the district, including 357 developed parcels (residential or commercial parcels valued at \$10,000 or more).

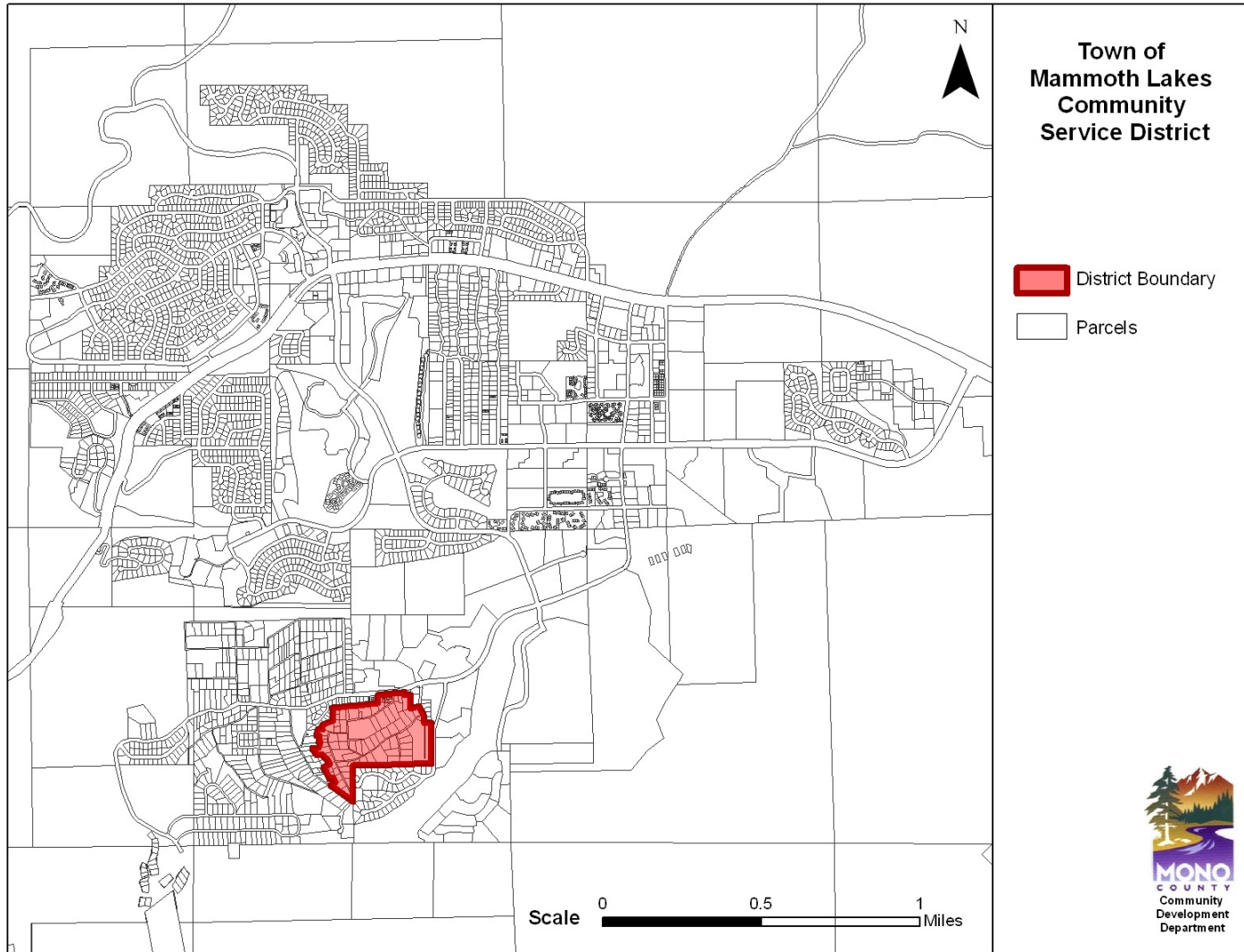


Figure 1 - Mammoth Lakes Community Service District Boundaries

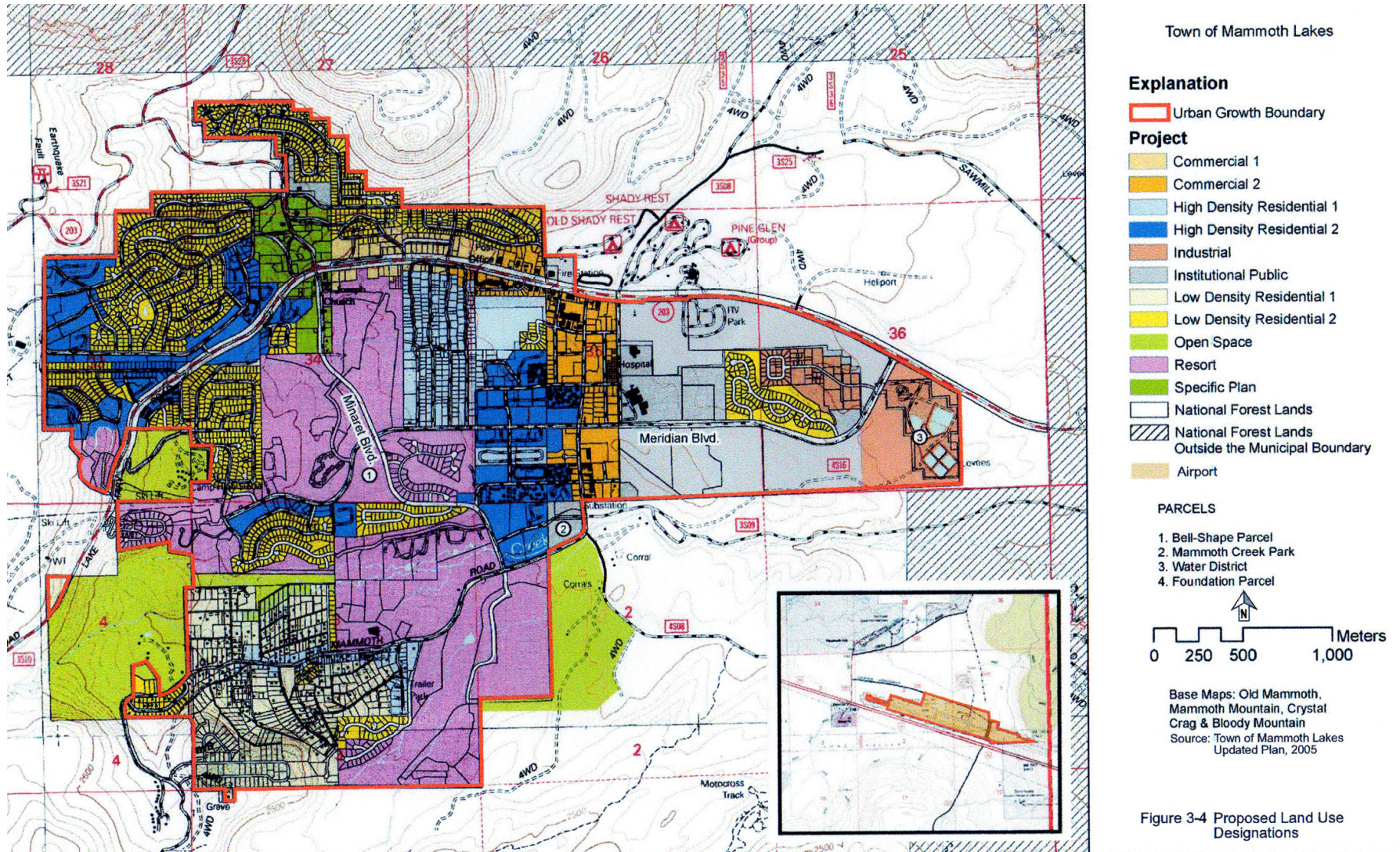


Figure 2 – Town of Mammoth Lakes Proposed Land Use

Population data from the 2000 US Census and California Department of Finance population estimates show the resident population of the Town of Mammoth Lakes to be 7,094 in 2000 and 7,560 in 2007 (Census 2000 Summary File 1, Table 3, Mono County Housing Element; DOF, Table E-1). As a destination resort, the Town of Mammoth Lakes experiences high visitor populations. The average peak population calculated by the town in 2004 was 34,265 PAOT (people at one time). That figure includes permanent residents, transient residents, and visitors and represents the peak population on an average winter Saturday (Town of Mammoth Lakes General Plan Update, Chapter 4.9, Population, Housing and Employment).

### **Land Ownership**

The Mammoth Lakes CSD includes approximately 42 acres within the developed portion of the Town of Mammoth Lakes. The Town of Mammoth Lakes includes approximately 2,500 acres (4 square miles) of privately owned land in the developed portion of the 24 square mile incorporated area. The remaining incorporated area is publicly owned and is managed by the Inyo National Forest. The Los Angeles Department of Water and Power (DWP) owns several parcels of land to the east of Mammoth Lakes, adjacent to the junction of SR 203 and US 395.

### **Planned Land Uses**

The Town of Mammoth Lakes General Plan provides for additional development within the Urban Growth Boundary established for the incorporated area (see Figure 2). The additional development allowed by the General Plan would be a mix of resort uses, commercial uses, public uses, multiple-family residential uses, and single-family residential uses. The residential uses would be a mix of fulltime residential uses and seasonal residential uses.

Within the district boundaries, land use is primarily single-family residential. The district area is over 90 percent built out; only a small percentage of the additional development planned for Mammoth Lakes will occur in the Old Mammoth area.

### **District Planning**

The district has no long-term planning documents.

## **DISTRICT SERVICES**

### **Services Provided**

The Mammoth Lakes Community Service District was formed in 1982 to implement a road improvement project. The primary objective of the project was to provide better access to the properties within the District boundaries. Secondary benefits from the project were more efficient snow removal, reduced roadway maintenance costs, and improved emergency vehicle access.

### **Operations**

The CSD currently provides road maintenance and snow removal in its service area. The district has no facilities and employs no personnel. The district contracts out for the following services: road repair, snow removal, accounting, and legal services. The district's road maintenance program consists of patching, paving, repairing berms and swales, and cleaning culverts and repairing erosion damage on an annual basis. Every two years, the District applies seal coat to the roads. Every ten years, the district is scheduled to apply a 1.5-inch asphalt cap and to make miscellaneous improvements, such as adjusting manhole covers to grade. Every twenty years, the district is scheduled to replace culverts, as needed, based on visual surveys by the district.

### **Service Deficiencies**

District Board members characterize the level of service as good. The roads themselves, however, do not meet Town roadway standards and have not been accepted for maintenance by the Town. Many of the roads in Old Mammoth have similar problems—they are narrow, steep, and in some cases unimproved. In order for the streets in the district to be accepted into the Town's road system, the roads would have to be regraded, realigned, and widened through the acquisition of easements.

The Fire District, in its Draft Community Wildfire Protection Plan (CWPP) map, has classified parts of Old Mammoth, including much of the CSD, as having an extreme fire hazard, due in part to poor access in the area.

### **Administration**

The district is administered by a three-member board appointed by the County Board of Supervisors. The district board meets as needed. Board members are not compensated for meetings.

### **Finances and Fiscal Health**

The district is funded solely through an annual assessment. Expenditures include snow removal, road maintenance, and administrative expenses. The annual assessment rate varies from year to year depending on what expenses are expected in the next year.

The District Manager considers the district to be in good fiscal health. The district operates on a cost effective basis and has a good financial reserve.

**Table 1: Mammoth Lakes Community Service District Funding, FY 2007-2008**

---

<b>Revenues</b>	
Tax Allocation	\$31,000.00
Interest	1,995.43
Prior Period Adjustment (Bank Account)	<u>(13,351.00)</u>
<i><b>Total Revenues</b></i>	19,644.43
<b>Expenditures</b>	
Services and Supplies	<u>37,577.00</u>
<i><b>Total Expenditures</b></i>	37,577.00
<b>Net Revenues Over Expenditures</b>	(\$17,932.57)

### **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 the Mammoth Lakes Community Service District.

#### **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*

Infrastructure needs may include facilities, equipment, vehicles, and supplies. Service also depends on trained personnel.

##### ***Mammoth Lakes CSD***

The Mammoth Lakes CSD does not own any facilities or equipment. It utilizes contractors for snow removal, road maintenance, and accounting services.

##### **Determinations**

- The district provides road maintenance and snow removal services to a small portion of Mammoth Lakes. The district provides a good level of service, in a cost-efficient manner, by utilizing contractors for these services. The district does not have any infrastructure needs or deficiencies.

#### **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 Growth Patterns in Mammoth Lakes***

The Town of Mammoth Lakes, in its General Plan Update, has calculated buildout over the 20-year life of that plan. The General Plan projects that the Town would be fully built out in twenty years. The population projections presented in the General Plan include permanent residents, transient residents, and visitors, as indicated by the term “people at one time” (PAOT). The Town’s General Plan limits the peak population of permanent and seasonal residents and visitors to 52,000 people (Town of Mammoth Lakes, General Plan Update, Land Use Policy L.1.A). The Town’s General Plan notes that:

Determining a reasonable build-out forecast for the 20-year planning period of the General Plan is challenging. Although many different approaches can be used to make projections, any forecast must

acknowledge that because of changing demographics, market and economic conditions, numbers will be constantly changing.

The potential buildout population for the General Plan was calculated using a recreational trend forecast, a demographic and economic trend forecast, and a land use capacity analysis. The General Plan concludes that:

The assumptions of the three models support the projection that the total number of residents, visitors and workers on a winter weekend will grow to between 45,000 to 52,000 by the year 2025. Based on these analyses, the General Plan establishes a policy of a total peak population of residents, visitors and employees at 52,000 people. Ultimately, these land use designations could result in a build-out population over 52,000 but less than 60,000 if all land were built to capacity.

**Determinations**

- The Town of Mammoth Lakes General Plan allows for significant additional growth in the area served by the Mammoth Lakes TOWN OF MAMMOTH LAKES SPHERE..
- Growth is anticipated to occur primarily in and adjacent to existing developed areas and to include a wide spectrum of residential, resort, commercial, and industrial uses.
- The portion of Old Mammoth included in the district boundaries is close to buildout; very little additional development will occur there.



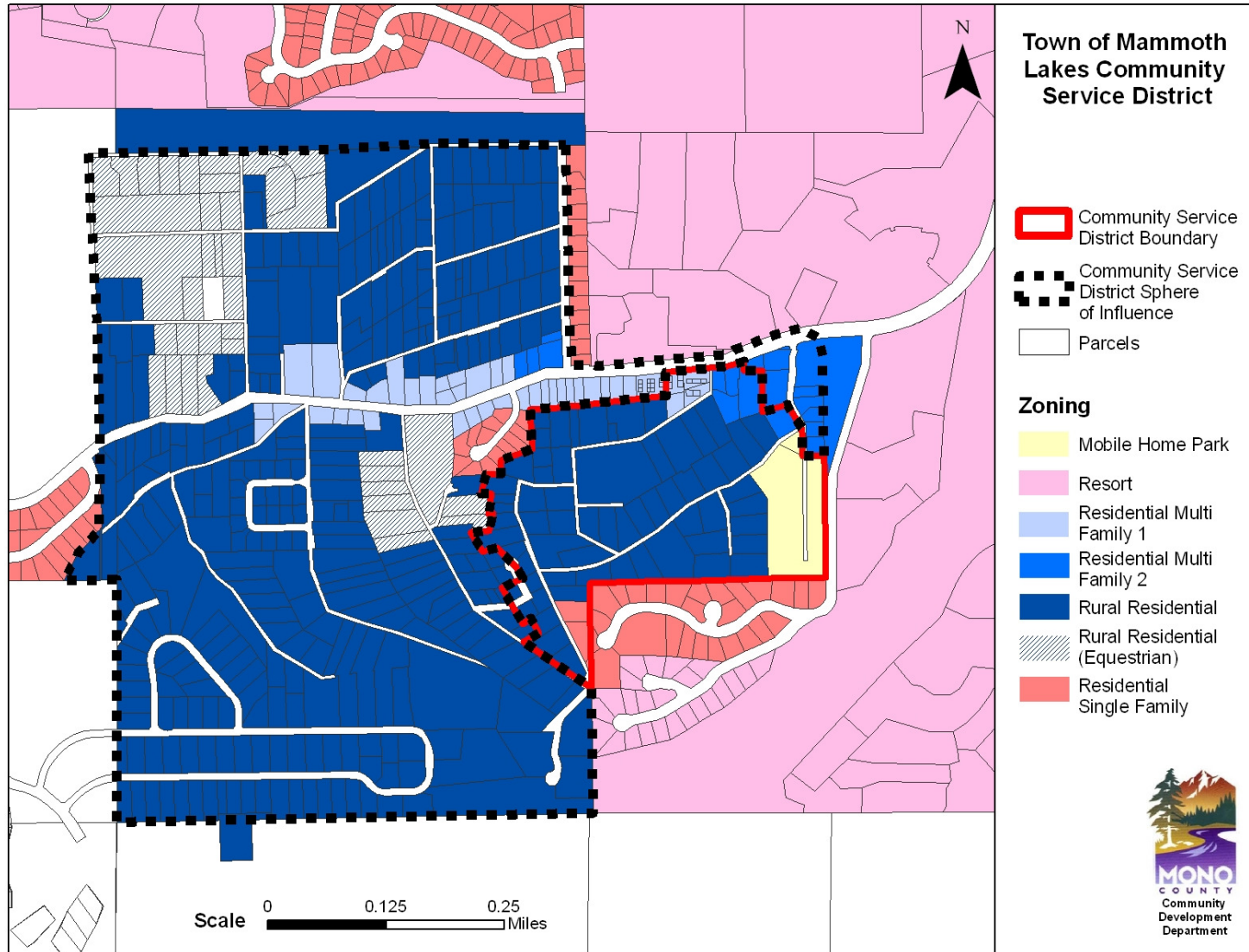


Figure 3 – Old Mammoth Zoning Map

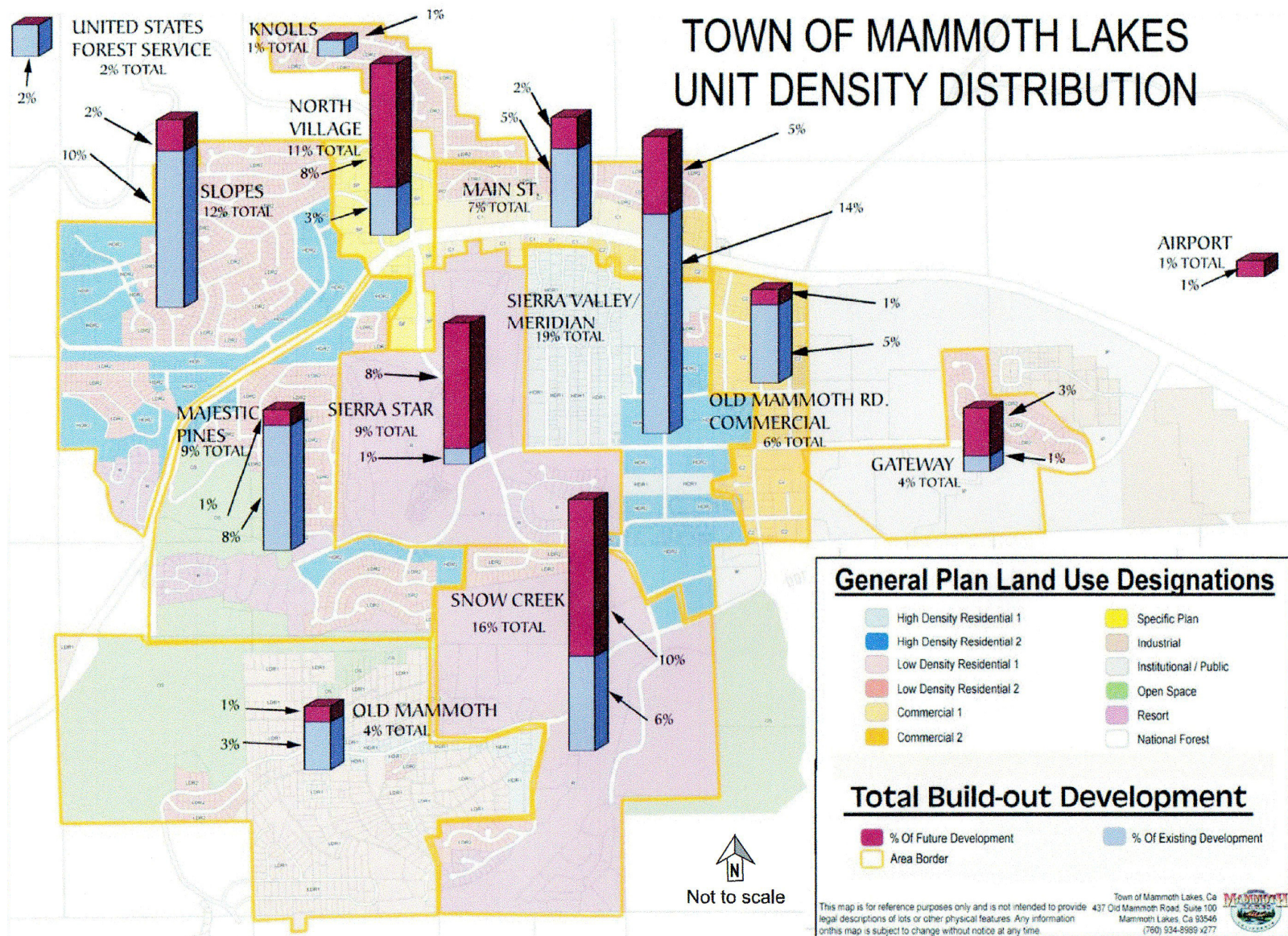


Figure 4 – Old Mammoth Buildout Density

### **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.

#### ***Mammoth Lakes CSD***

The Mammoth Lakes CSD is funded solely through an annual assessment. Expenditures include snow removal, road maintenance, and administrative expenses. The annual assessment rate varies from year to year depending on what expenses are expected in the next year.

The District's Board considers the district to be in good fiscal health. The district operates on a cost effective basis and has a good financial reserve.

#### **Determinations**

- The Mammoth Lakes CSD's future financing will continue to rely solely on an annual assessment. These revenues provide an adequate and stable funding source for the specific costs associated with annual road maintenance and snow removal within the district boundaries.

### **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.

#### ***Mammoth Lakes CSD***

The CSD has very low overhead costs since the Board of Directors receive no compensation for their participation and the district has no employees, facilities, or equipment. As a small, single-purpose district, the CSD is efficient in its use of resources.

The Town of Mammoth Lakes includes other special district service providers, as well as the Town itself, that have administrative costs associated with the overall management of those districts or the Town. There could be some duplication of services among the districts and the Town, 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 districts and the Town.

### **Determinations**

- The CSD, as a small single-purpose district with low overhead, is efficient in its use of resources.
- The Town of Mammoth Lakes includes other special district service providers, as well as the Town itself, that have administrative costs associated with the overall management of those districts or the Town. There could be some duplication of services among the districts and the Town, 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 districts and the Town.

## **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, funding for the Community Service District relies heavily on property tax revenues, ~~a funding source with inherent constraints that prevent an agency from restructuring those rates.~~

### ***Mammoth Lakes CSD***

The district is funded solely through an annual assessment. Expenditures include snow removal, road maintenance, and administrative expenses. The annual assessment rate varies from year to year depending on what expenses are expected in the next year.

### **Determinations**

- An annual assessment is the sole funding source for the district. The district currently adjusts the annual assessment as necessary, depending on what expenses are expected in the next year.

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

### **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.

### ***Mammoth Lakes CSD***

The Town of Mammoth Lakes includes other special district service providers, as well as the Town itself, that require facilities to support their services. The CSD currently has no facilities or equipment. There could be an opportunity to share administrative costs. Further studies would be necessary to determine whether there are opportunities to reduce costs among the districts and the Town.

### **Determinations**

- The Town of Mammoth Lakes includes other special district service providers, as well as the Town itself, that require facilities to support their services. The CSD currently has no facilities or equipment. There could be an opportunity to share administrative costs. Further studies would be necessary to determine whether there are opportunities to reduce costs among the districts and the Town.

## **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

### ***Mammoth Lakes CSD***

There are four other special districts within the town boundaries (see Figure 5), i.e.:

- ***Mammoth Community Water District (MCWD)***  
The Water District provides sewer services and water for domestic and fireflow uses to the developed portion of the Town of Mammoth Lakes.
- ***Mammoth Lakes Fire Protection District (MLFPD)***  
The FPD provides fire prevention and suppression services to all of the area within the town’s boundaries.
- ***Mammoth Lakes Mosquito Abatement District (MLMAD)***  
The MAD provides road maintenance and snow removal services to a small portion of the Old Mammoth area.
- ***Southern Mono Healthcare District (SMHD)***  
The district provides acute care hospital services and medical services at its facilities in Mammoth Lakes and at leased facilities in Bridgeport and Bishop. The district’s boundaries include portions of Southern Mono County, from Deadman Summit to the Inyo County line, including all of Mammoth Lakes.

The Town of Mammoth Lakes also provides a variety of municipal services, including:

- Airport;
- Community Development;
- Finance Department;
- Mammoth Lakes Housing;
- Parks and Recreation;
- Police;
- Public Works (Infrastructure, Roads, Snow Removal);
- Transit; and
- Visitor's Bureau.

As Figure 5 shows, the boundaries of the special districts in Mammoth Lakes overlap with each other and with the Town of Mammoth Lakes. The only entity that includes all of the special district boundaries within its boundaries (with the exception of the SMHD) is the Town of Mammoth Lakes.

Section 56001 of the California Government Code states that:

The Legislature finds and declares that a single multipurpose governmental agency is accountable for community service needs and financial resources and, therefore, may be the best mechanism for establishing community service priorities especially in urban areas. Nonetheless, the Legislature recognizes the critical role of many limited purpose agencies, especially in rural communities. The Legislature also finds that, whether governmental services are proposed to be provided by a single-purpose agency, several agencies, or a multipurpose agency, responsibility should be given to the agency or agencies that can best provide government services.

The consolidation of some special district services under the Town government could result in cost savings and the elimination of administrative and operational overlap. The Town, as a general purpose government, may offer potential benefits which a single purpose agency, such as the special districts in Mammoth Lakes, does not. The broad powers under which general purpose governments operate generally provide more extensive financial resources than do single purpose agencies, making them better able to respond to short term and long term service demands. General purpose governments also typically have greater community exposure than single purpose agencies, which allows for greater public accessibility and accountability.

#### **Determinations**

- Several special districts, along with the Town, provide public services within the Town of Mammoth Lakes.
- The boundaries of the special districts in Mammoth Lakes overlap with each other and with the Town of Mammoth Lakes. The only entity that includes all of the special district boundaries within its boundaries (with the exception of the SMHD) is the Town of Mammoth Lakes.

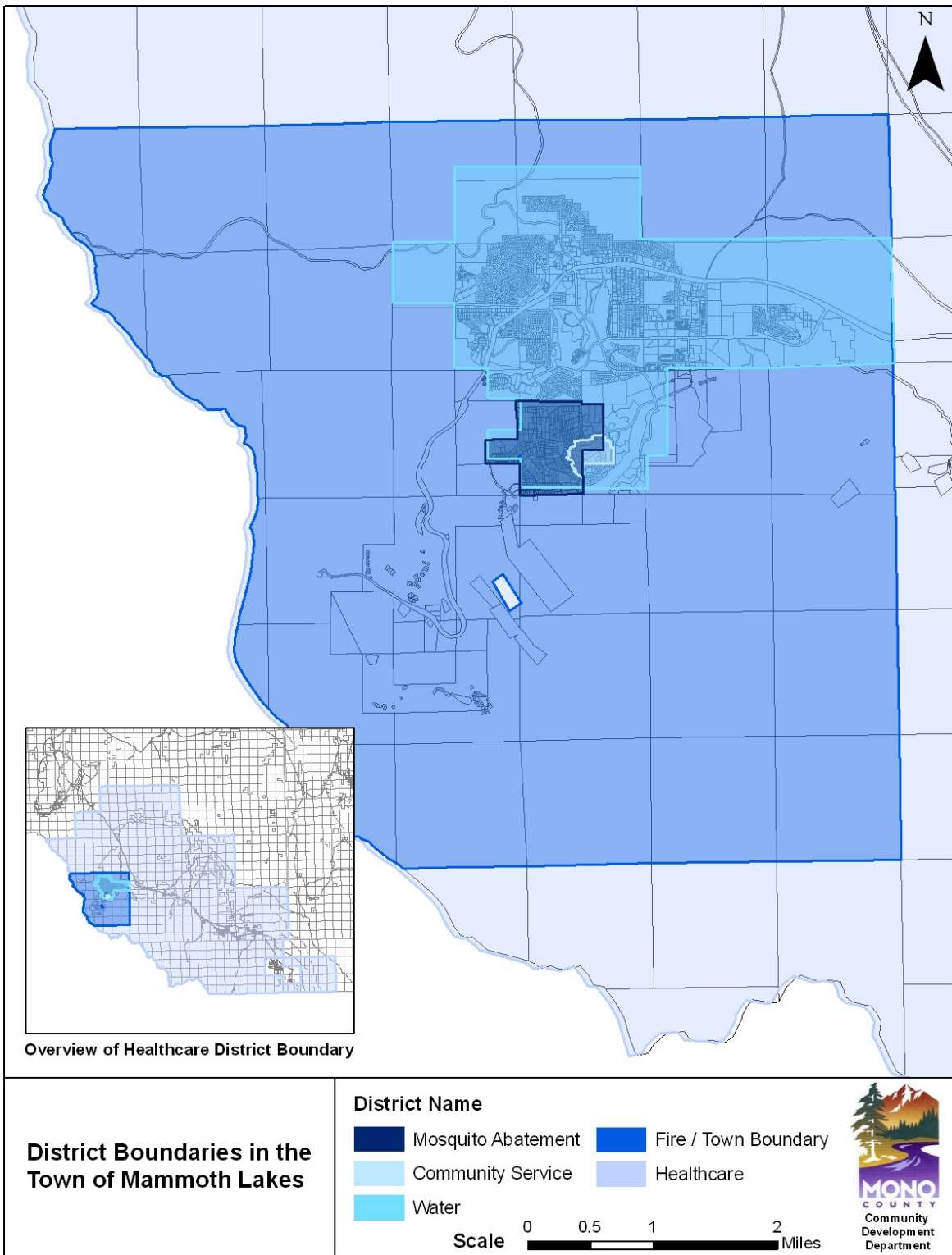


Figure 5 – Special District Boundaries, Town of Mammoth Lakes

## **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.

### ***Mammoth Lakes CSD***

The district is administered by a three-member board appointed by the County Board of Supervisors. The district board meets as needed; board members are not compensated for meetings. The district has no employees, facilities, or equipment but contracts with local firms for road maintenance and snow removal services. The district provides a good level of service in a cost-effective manner.

### **Determinations**

- The district operates in a small area, with discrete duties. It has the ability to provide service over the short and long term, including the resources necessary to provide adequate service that meets or exceeds industry standards.

## **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.

***Mammoth Lakes CSD***

The Mammoth Lakes CSD complies with the minimum open meetings and public information requirements. The district board meets as needed. Due to the nature of the services it provides, there is little need for public education or outreach.

**Determinations**

- The Mammoth Lakes CSD complies with the minimum requirements for open meetings and public records.
- Due to the nature of the services it provides, there is little need for the district to provide public education or outreach.

## **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 the Mammoth Lakes Community Service District.

### **1. Present and Planned Land Uses**

***Discussion:***

The Town of Mammoth Lakes General Plan provides for additional development within the Urban Growth Boundary established for the incorporated area (see Figure 2). The additional development allowed by the General Plan would be a mix of resort uses, commercial uses, public uses, multiple-family residential uses, and single-family residential uses. The residential uses would be a mix of fulltime residential uses and seasonal residential uses.

The Town's General Plan calculates the Town's population as PAOT (people at one time), a figure that includes permanent residents as well as transient residents and visitors. The Town of Mammoth Lakes forecasts that the PAOT at buildout in 2025 could reach approximately 52,000 persons. Currently, the PAOT is approximately 34,265 persons.

The area within the Community Service District is largely built out, primarily with single-family residential uses. The Town's General Plan and Zoning Map allow for similar uses within the district boundaries.

***Finding:***

Present land uses within the district and Town boundaries include resort uses, commercial uses, public uses, multiple-family residential uses, and single-family residential uses. The residential uses are a mix of fulltime residential uses and seasonal residential uses. Planned land uses within the Town's Urban Growth Boundary are similar with future development occurring within and adjacent to existing development. The Town's population at buildout is forecast to increase to 52,000 PAOT (people at one time), a fifty-two percent increase over the current PAOT of 34,265 persons. The area within the district is largely built out. The Town's General Plan and Zoning Map allow for similar uses within the district boundaries.

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

***Discussion:***

The district area has been subdivided since 1926 and has been substantially built out. Roads within the district are narrow and have not been accepted for dedication and maintenance by the Town. Most of the district area is zoned Rural Residential (RR) by the Town and therefore qualifies for a rural residential roadway standard with a 40-foot right-of-way and 24 feet of pavement. Most the roads would be able to meet this standard if the landowners were willing to fund the improvements. Unless the streets are improved and accepted as part of the Town's

street system, the area will require the provision of road maintenance and snow removal services by an entity other than the Town. Many of the roads in adjoining areas of Old Mammoth face the same situation.

***Finding:***

The Old Mammoth area of Mammoth Lakes that is currently served by the Community Service District has a continuing need for road maintenance and snow removal services. Areas outside the district boundaries may also need those services.

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

***Discussion:***

The district provides a good level of service in a cost-effective manner by utilizing local contractors to provide the required road maintenance and snow removal services.

As discussed previously, roads within the district boundaries do not meet Town roadway standards. Many of the roads in adjoining areas of Old Mammoth also do not meet the Town's rural residential roadway standard. The CSD has the potential to expand its existing service provision to surrounding areas and could serve as a convenient funding and maintenance mechanism for the provision of road maintenance and snow removal services in areas adjoining the current district boundaries.

***Finding:***

The Mammoth Lakes CSD provides a good level of service to its service area, the Old Mammoth section of Mammoth Lakes. The CSD has the potential to expand its existing service provision to surrounding areas and could serve as a convenient funding and maintenance mechanism for the provision of road maintenance and snow removal services in areas adjoining the current district boundaries.

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

***Discussion:***

Mammoth Lakes is the only incorporated community in Mono County and serves as a social, administrative, and economic center for much of the county. Residents of communities throughout the county may interact socially and economically with the Town of Mammoth Lakes but that interaction is limited due to the physical distances involved.

Within the Town of Mammoth Lakes, public services are provided by the town, the county, and several special districts:

- Mammoth Community Water District – Water and sewer services, boundaries include the developed area of town within the Urban Growth Boundary.
- Mammoth Lakes Mosquito Abatement District – Mosquito abatement services, boundaries include a small area in Old Mammoth.

- Mammoth Lakes Fire Protection District – Fire protection and emergency medical services, boundaries are the same as the town boundaries.
- Mammoth Lakes Community Service District – Road maintenance and snow removal for a small area in Old Mammoth.
- Mono County – Regional services including Assessor, Clerk Recorder, Courts, District Attorney, Public Health, Probation, Social Services, Treasurer/Tax Collector.
- Town of Mammoth Lakes – Municipal services including Airport, Community Development, Finance, Mammoth Lakes Housing, Parks and Recreation, Police, Public Works, Transit, and Visitors Bureau.
- Southern Mono Healthcare District – Medical services and acute care hospital services.

The boundaries of the special districts in Mammoth Lakes overlap with each other and with the Town of Mammoth Lakes. The only entity that includes all of the special district boundaries within its boundaries (with the exception of the SMHD) is the Town of Mammoth Lakes.

Section 56001 of the California Government Code states that:

The Legislature finds and declares that a single multipurpose governmental agency is accountable for community service needs and financial resources and, therefore, may be the best mechanism for establishing community service priorities especially in urban areas. Nonetheless, the Legislature recognizes the critical role of many limited purpose agencies, especially in rural communities. The Legislature also finds that, whether governmental services are proposed to be provided by a single-purpose agency, several agencies, or a multipurpose agency, responsibility should be given to the agency or agencies that can best provide government services.

The consolidation of some special district services under the Town government could result in cost savings and the elimination of administrative and operational overlap. The Town, as a general purpose government, may offer potential benefits which a single purpose agency, such as the special districts in Mammoth Lakes, does not. The broad powers under which general purpose governments operate generally provide more extensive financial resources than do single purpose agencies, making them better able to respond to short term and long term service demands. General purpose governments also typically have greater community exposure than single purpose agencies, which allows for greater public accessibility and accountability.

***Finding:***

The district shares social and economic interests with the entire incorporated area of the Town. These shared interests promote a coordinated approach to service provision in the Mammoth area. Several special districts, along with the Town, provide public services within the Town of Mammoth Lakes. The boundaries of the special districts in Mammoth Lakes overlap with each other and with the Town of Mammoth Lakes. The only entity that includes all of the special district boundaries within its boundaries (with the exception of the SMHD) is the Town of Mammoth Lakes.

## **Sphere of Influence Recommendation**

The interim sphere of influence for the Mammoth Lakes Community Service District consists of the entire Old Mammoth area (see Figure 6). This interim sphere designation will enable the CSD to be utilized as a convenient funding and maintenance mechanism for upgrading roads in other nearby areas of Old Mammoth.

An interim sphere of influence is defined as a sphere of influence boundary that will remain in effect until such time as the agency is joined to a city or another special district capable of providing the same or a broader level of service.

## **Reorganization Recommendation**

Section 56001 of the California Government Code states that:

The Legislature finds and declares that a single multipurpose governmental agency is accountable for community service needs and financial resources and, therefore, may be the best mechanism for establishing community service priorities especially in urban areas. Nonetheless, the Legislature recognizes the critical role of many limited purpose agencies, especially in rural communities. The Legislature also finds that, whether governmental services are proposed to be provided by a single-purpose agency, several agencies, or a multipurpose agency, responsibility should be given to the agency or agencies that can best provide government services.

At some point in the future, the road maintenance and snow removal activities currently provided by the district might best be provided under the authority of the Town of Mammoth Lakes. At that time, the feasibility of such a reorganization should be determined by a reorganization committee consisting of representatives of the district, the Town, and Mono LAFCO. Any reorganization of the Mammoth Lakes Community Service District and the Town of Mammoth Lakes should occur only with the concurrence of the Board of Directors of the District and the Mammoth Lakes Town Council.

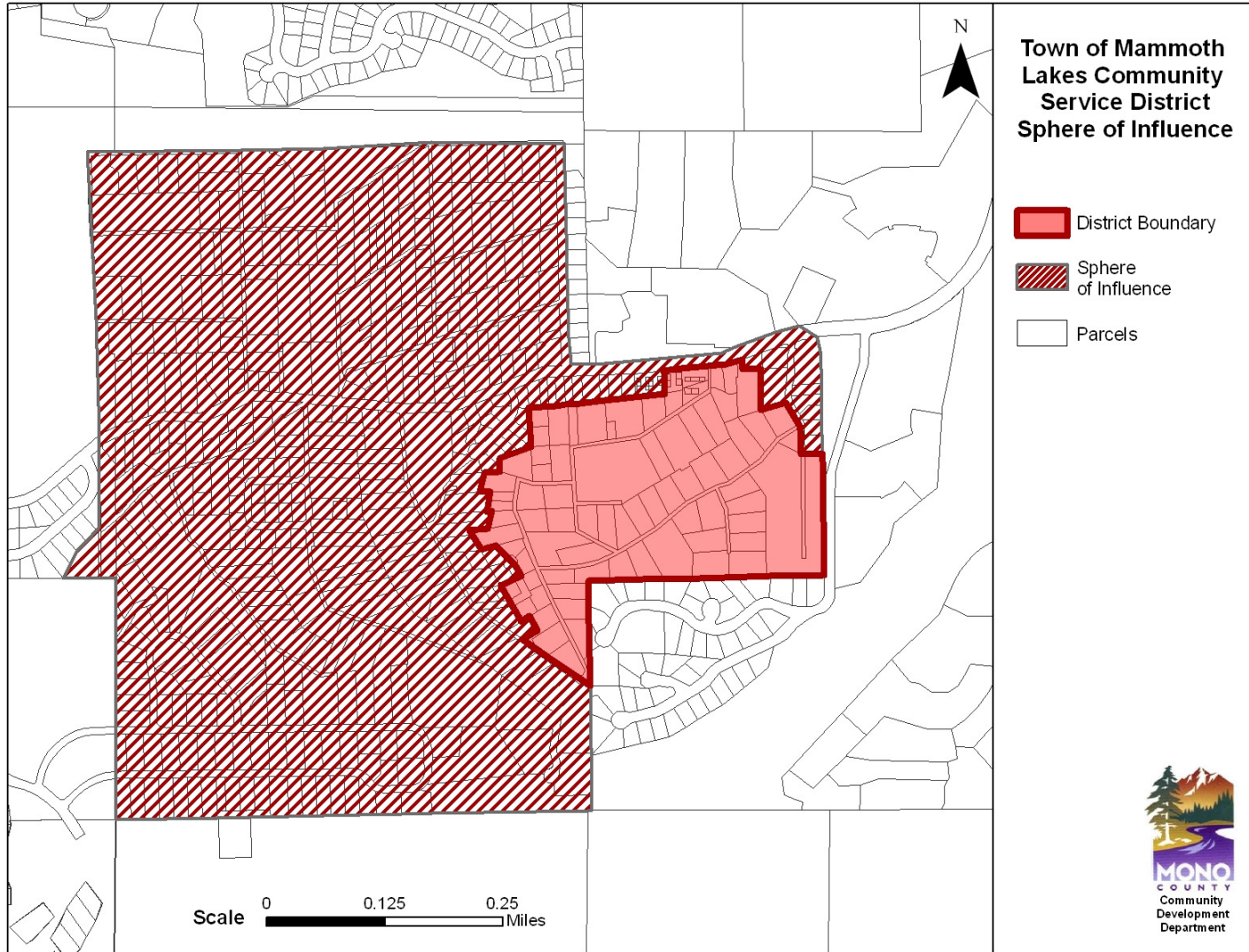


Figure 6 – Mammoth Lakes Community Service District Sphere of Influence

## **V. REFERENCES**

### **References Consulted**

---

---

California State Controller

**Special Districts Annual Report, Fiscal Year 2005-2006.**

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

**Mammoth Lakes Community Service District Sphere of Influence Report.** June 1990.

Town of Mammoth Lakes

**General Plan Update.** 2007.

**General Plan Update EIR.** 2007.

### **Persons Consulted**

---

---

Mammoth Lakes Community Service District

Gerard Oliveira

Mike Kazeef