Final Review Draft Adopted June 5, 2019

County Service Area 57 Woods Cove Service and Sphere of Influence Review



June 2019



Local Agency Formation Commission of Santa Cruz County 701 Ocean Street, Room 318D Santa Cruz CA 95060

SERVICE AND SPHERE REVIEW FOR WOODS COVE COUNTY SERVICE AREA 57 FIRST PUBLIC HEARING DATE: MAY 1, 2019 SECOND PUBLIC HEARING DATE: JUNE 5, 2019

PURPOSE OF SERVICE REVIEW

The purpose of a service review, sometimes called a "municipal service review" or "MSR", is to provide a comprehensive inventory and analysis for improving efficiency, cost-effectiveness, accountability, and reliability of public services provided by cities, districts, and service areas. A service review evaluates the structure and operation of an agency and discusses possible areas for improvement and coordination. A service review is used by LAFCO when updating a sphere of influence and can be used by the subject agencies when considering changes in their operations. A written statement of determinations must be made for the following subjects:

- 1. Growth and population projections for the affected area.
- 2. The location and characteristics of any disadvantaged communities within or contiguous to the agency's sphere of influence.
- 3. The present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the agency's sphere of influence.
- 4. The financial ability of agencies to provide services.
- 5. The status of, and opportunities for, shared facilities.
- 6. Accountability for community service needs, including governmental structure and operational efficiencies.
- 7. Any other matter related to effective or efficient service delivery, as required by commission policy.

PURPOSE OF SPHERE OF INFLUENCE

A "sphere of influence" is defined in state law to be a plan for the probable physical boundaries and service area of a local agency, as determined by the LAFCO in the county where the agency is based. The sphere of influence is adopted and amended by LAFCO following a public hearing. The sphere action includes a map, determinations, and a resolution, which may contain recommendations and implementation steps specific to the agency. State law requires LAFCO to make determinations upon the following subjects:

- 1. The present and planned land uses in the area, including agricultural and open-space lands.
- 2. The present and probable need for public facilities and services in the area.
- 3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
- 4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.
- 5. For a city or district that provides sewers, water, or structural fire protection, the present and probable need for those services in any disadvantaged unincorporated communities within the existing sphere of influence.

State law requires that all boundary changes (annexation, detachment, consolidation, dissolution, etc.) be consistent with LAFCO's policies and the adopted sphere of influence of the subject agency.

EXECUTIVE SUMMARY

LAFCO periodically performs municipal service reviews¹ and updates, as necessary, the sphere of influence of each agency subject to LAFCO's boundary regulation. A "sphere of influence" is defined as a plan for the probable physical boundaries and service area of a local agency. This report has been prepared to analyze County Service Area 57, Woods Cove.

County Service Area 57 was formed in 2001 to provide sanitary and storm sewers to the Woods Cove Subdivision. In 2003, three parcels were added to the CSA (LAFCO Resolution No. 886-A). In 2014, sanitary sewer services along Graham Hill Road were reorganized (LAFCO Resolution No. 947-A). In that reorganization, the sanitary sewer services of CSA 57 were transferred to County Service Area 10 (Rolling Woods). The sole service that CSA 57 continues to provide is maintenance of the Woods Cove storm drain.

The main conclusions of this report are:

- County Service Area 57 is operating in a responsible manner to provide storm drainage at Woods Cove.
- County Service Area 57's benefit assessment increases annually at the rate of the Consumer Price Index.
- No amendments are recommended to County Service Area 57's Sphere of Influence.

CSA 57 Response: The County Public Works Department is responsible for the operation of CSA 57. Following the May 1st meeting, public work staff members indicated that the annual fee assessment is intended to pay for annual maintenance activities and to generate/reserve funds at the same time annually to accumulate the funds for repairs and replacement that will be necessary as the drainage system ages. Currently the saved amount is over \$315,000. While there is no Capital Improvement Plan in pace at this time, representatives have indicated that prior to the next LAFCO update, in addition to the annual condition assessment by the Public Works' drainage maintenance crew, Public Works will have the drainage system inspected by a specialized professional so they can obtain a comprehensive assessment to develop the drainage facilities' long-term maintenance plan and capital replacements or upgrades.

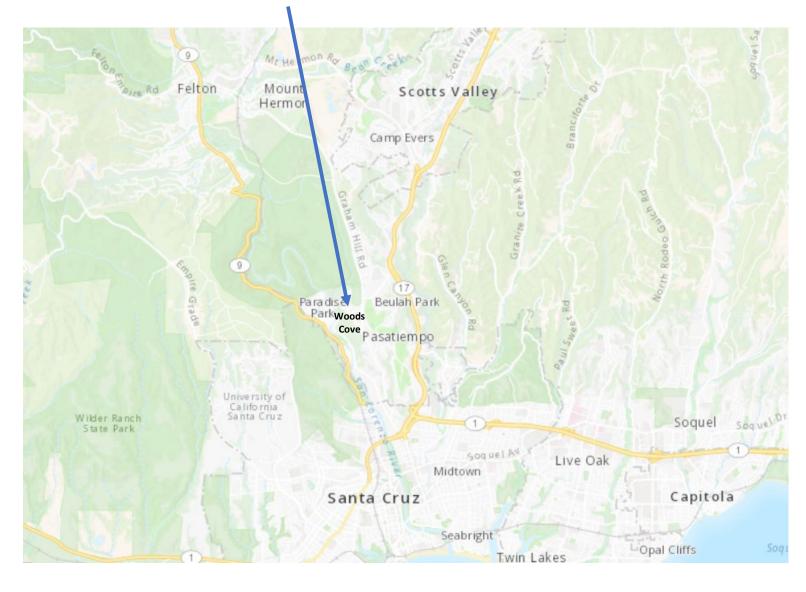
Woods Cove		Storm Drainage
CSA 57 Woods Cove		•

All CSAs are formed and operate pursuant to the County Service Area Law (Government Code Section 25210 et seq.). The Board of Supervisors acts as the governing board for all CSAs.

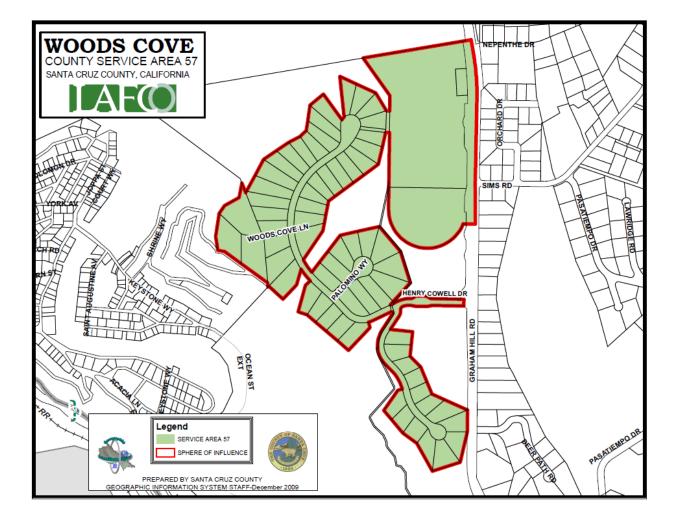
2

¹ Government Code Section 56430 (Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000). The last service review of CSA 57 was prepared as part of the 2013 Review of the Graham Hill Sanitary Sewer Agencies: <u>https://www.santacruzlafco.org/wp-content/uploads/2018/11/Graham-Hill-Sanitation-Review-2013.pdf</u> The last sphere of influence review of County Service Area 57 was adopted by LAECO in 2014 by Recolution No. 947

VICINITY MAP



Woods Cove is located on the west side of Graham Hill Road between Santa Cruz and Felton.



CSA 57 contains 62 acres of land. There are 67 parcels in CSA 57. 61 parcels are the homesites in the Woods Cove Subdivision. The County General Plan designation for these parcels is is Urban Residential, Very Low Density. The zoning is R-1-15 (single-family residential, minimum lot size of 15,000 square feet). The General Plan designation for the other 6 parcels is Parks and Recreation, and the zoning is O-R (Open Space and Recreation). Three of the O-R are privately owned, and three are owned by the County of Santa Cruz. The County parcels are the Graham Hill Showgrounds, which is leased to the Santa Cruz County Horsemen's Association.

The largest structure maintained by CSA 57 is a storm drainage main that runs steeply downhill from Henry Cowell Drive to Ocean Street Extension. The standard maintenance activities of CSA 57 are weed whipping around the storm drains, removing fallen trees in the drainage channels, maintaining check dams, removing sediment to maintain flow and to prevent storm water pollution in the San Lorenzo River. Regular administative duties include preparing the annual budget and audit.

The County intends to have a specialized comprehensive assessment prepared in order to develop a long-term maintenance and capital replacement plan.

CSA 57 AGENCY PROFILE	
Contacts:	Matt Machado Director of Public Works
	Rachel Fatoohi, Senior Civil Engineer
Mailing Address:	701 Ocean Street, Room 410, Santa Cruz, CA 95060
Site Address:	Same
Phone Number:	(831) 454-2160
Email:	Rachel.Fatoohi@santacruzcounty.us
Website:	CSAs in general: <u>http://dpw.co.santa-cruz.ca.us/Home/CSAs.aspx</u>
Types of Services:	Storm drain maintenance
Size of Service Area (acres)	61
STAFF AND INFRASTRUCTURE	
As needed staffing is provided by the County Public Works Department	4.5 FTE shared with Zone 5, Zone 6, Zone 8 of Santa Cruz County Flood Control and Water Conservation District



Storm Drain near Ocean Street Extension

SCREENING OF POTENTIALLY SIGNIFICANT SERVICE REVIEW DETREMINATIONS

	GROWTH AND POPULATION owth and population projections for affected area.			
		YES	MAYBE	NO
a)	Is the agency's territory or surrounding area expected to experience any significant population change or development over the next 5-10 years?			\boxtimes
b)	Will population changes have an impact on your agency's service needs and demands?			\boxtimes
c)	Will projected growth require a change in the agency's sphere of influence boundary?			\boxtimes

COUNTY'S PROJECTED POPULATION GROWTH

Public Agency	2010	2020	2025	2030	2035	Compound Annual Growth Rate
City of Capitola	9,918	9,119	9,427	9,758	10,008	0.07%
City of Santa Cruz	59,946	66,860	70,058	73,337	76,692	0.99%
City of Scotts Valley	11,580	11,638	11,696	11,754	11,813	0.08%
City of Watsonville	51,199	59,446	61,452	63,607	65,762	1.01%
Santa Cruz County (unincorporated)	129,739	132,318	134,879	139,601	144,227	0.42%

Source: AMBAG 2014 Regional Growth Forecast

Population projections are not available for individual CSAs. CSA 57 is substantially developed with residences.

The	2. DISADVANTAGED UNINCORPORATED COMMUNITIES The location and characteristics of any disadvantaged unincorporated communities within or contiguous to your agency's sphere of influence.						
aye		YES	MAYBE	NO			
a)	Does your agency provide water or sanitary sewer service? If no, skip questions b) and c).			\boxtimes			
b)	Is your agency aware of any area(s) within or adjacent to your agency's sphere of influence that is considered "disadvantaged" (80% or less of the statewide median household income) that does not already have access to public water or sanitary sewer service?			\boxtimes			
c)	Is it feasible for your agency to extend service to the disadvantaged unincorporated community?			\boxtimes			

Discussion: CSA 57 does not provide water or sanitary sewer facilities.

Pre inc	3. CAPACITY AND ADEQUACY OF PUBLIC FACILITIES AND SERVICES Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.						
	YES MAYBE NO						
a)	Are there any deficiencies in agency capacity to meet service needs of existing development within its existing territory?			\boxtimes			
b)	Are there any issues regarding your agency's capacity to meet the service demand of reasonably foreseeable future growth?			\boxtimes			
c)	Are there any concerns regarding public services provided by the agency being considered adequate?			\boxtimes			
d)	Are there any significant infrastructure needs or deficiencies to be addressed?			\boxtimes			
e)	Are there changes in state regulations on the horizon that will require significant facility and/or infrastructure upgrades?			\boxtimes			

Discussion: CSA 57's benefit assessments are indexed to the CPI. The available funds appear to be sufficient to provide the storm drain maintenance services.

	FINANCIAL ABILITY ancial ability of agencies to provide services.	YES	MAYBE	NO
a)	In the last five years, has your agency failed to obtain an independent audit, or adopted its budget late?			
b)	Is your agency lacking adequate reserves to protect against unexpected events or upcoming significant costs?			\boxtimes
c)	Is your agency's rate/fee schedule insufficient to fund an adequate level of service, and/or is the fee inconsistent with the schedules of similar service organizations?			\boxtimes
d)	Is your agency unable to fund necessary infrastructure maintenance, replacement and/or any needed expansion?			\boxtimes
e)	Is improvement needed in the organization's financial policies to ensure its continued financial accountability and stability?			\boxtimes
f)	Is the organization's debt at an unmanageable level?			\boxtimes

Discussion: CSA 57's benefit assessments are indexed to the Consumer Price Index. There appears to be sufficient funds to continue to maintain the storm drain.

CSA 57 WOODS COVE BENEFIT ASSESSMENT				
Land Use Type	Current Annual Assessment 2018 -2019	Proposed Assessment 2019-2020		
Single Family Residence	\$591.44	\$614.50		

Source: Board of Supervisors Agenda for the Meeting of March 26, 2019

The following table summarizes the CSA 57 budgets. The first column is included to provide a long-term perspective.

CSA 57 Woods Cove – Financial Summary									
	FY 2003-04	FY 2013-14	FY 2014-15	FY 2015-16	FY 2016-17	FY 2017-18	FY 2018-19		
	(Actual)	(Actual)	(Actual)	(Actual)	(Actual)	(Actual)	(Budget)		
Revenue									
Sewer Service Charge	\$3,505	\$59,295	\$41,949	\$0	\$0	\$0	\$0		
Drainage Charges	\$26,195	\$32,290	\$33,000	\$33,923	\$34,805	\$35,849	\$36,890		
Interest	\$844	\$2,160	\$2,997	\$2,915	\$2,729	\$4,237	\$4,200		
Operating Transfer-In	\$0	\$0	\$0	\$0	\$0	\$338,271	\$0		
Total Revenue	\$30,544	\$93,745	\$77,946	\$36,838	\$37,534	\$378,358	\$41,090		
Expenditures									
DPW Services	\$6,867	\$50,932	\$35,070	\$10,903	\$8,279	\$11,098	\$55,603		
Contingencies	\$0	\$0	\$0	\$0	\$0	\$0	\$20,000		
Operating Transfer-Out	\$0	\$0	\$0	\$391,559	\$0	\$0	\$20,000		
Total Expenditures	\$6,867	\$50,932	\$35,070	\$402,462	\$8,279	\$11,098	\$95,603		
Surplus/(Deficit)	\$23,677	\$42,814	\$42,876	(\$365,624)	\$29,255	\$367,260	(\$54,513)		
Fund Balance, at year end	\$81,417	\$631,765	\$674,641	\$309,017	\$338,271	\$705,531	\$651,018		

Budget Fund Number for CSA 57 changed from 50141 to 22175 in FY 2017-18

Within its budget, CSA 57 has a Capital Replacement Reserve which would be used to replace the major drainage structures, if needed.

CSA 57 WOODS COVE					
CAPITAL REPLACEMENT RESERVE					
2018 -2019 2019-2020					
Reserves	\$315,312	\$348,283			

GL Key 625141

	SHARED SERVICES AND FACILITIES atus of, and opportunities for, shared facilities.			
		YES	MAYBE	NO
a)	Are there any opportunities for your agency to share services or facilities with neighboring or overlapping organizations that are not currently being utilized?			\boxtimes
b)	Are there any governance options that may produce economies of scale and/or improve buying power in order to reduce costs?			\boxtimes
c)	Are there governance options to allow facilities and/or resources to be shared, or to make excess capacity available to others, to avoid construction of extra or unnecessary infrastructure, or to eliminate duplicative resources?			\boxtimes

Discussion: The current services are provided efficiently through governance by the Board of Supervisors and administration by a unit of the County Public Works Department.

6. ACCOUNTABILITY, STRUCTURE AND EFFICIENCIES Accountability for community service needs, including governmental structure and operational efficiencies. YES MAYBE NO						
a)	Are there any issues with your agency's meetings being accessible and well publicized? Are there any issues with your agency failing to comply with financial disclosure laws and the Brown Act?			\boxtimes		
b)	Are there any issues with filling board vacancies and maintaining board members?			\boxtimes		
c)	Are there any issues with staff turnover or operational efficiencies?			\square		
d)	Is your agency's budget unavailable to the public via the internet?			\square		
e)	Are there any recommended changes to your agency's structure that will increase accountability and efficiency?			\square		
f)	Are there any governance restructure options to enhance services and/or eliminate deficiencies or redundancies?			\boxtimes		
g)	Are there any opportunities to eliminate overlapping boundaries that confuse the public, cause service inefficiencies, increase the cost of infrastructure, exacerbate rate issues and/or undermine good planning practices?			\boxtimes		

Discussion: The County is currently studying whether to opt into the California Uniform Public Construction Cost Accounting Act (CUPCCAA). This has the potential to reduce bidding and construction costs for capital improvements within County Service Areas. For more information on CUPCCAA:

https://www.sco.ca.gov/Files-ARD-Local/Frequently_Asked_Questions_(FAQ) - Uniform_Public_Construction_Cost_Accounting_Act.pdf

SERVICE DETERMINATIONS

COUNTY SERVICE AREA 57– WOODS COVE

1) Population and Growth

The population within the unincorporated area of Santa Cruz County is projected to grow at a 0.42% rate between 2010 and 2035. Population estimates for the individual CSAs are not available. CSA 57 is substantially developed. The growth rate within the CSA 57 is low.

2) Disadvantaged Unincorporated Communities

CSA 57 does not provide water or sanitary sewer services. There are no known service deficiencies in disadvantaged unincorporated communities that CSA 57 is set up to address.

3) Capacity of Public Facilities

The are no capacity issues within CSA 57.

4) Financing Ability to Provide Service

CSA 57 has over \$315,000 in capital reserves that can be used to repair the storm drains.

5) Opportunities for Shared Facilities

The County of Santa Cruz manages CSA 57 along with a number of other CSAs, thus minimizing management costs through the use of County staff.

6) Accountability, Governmental Structure, and Operations Efficiencies

The County is currently studying whether to opt into the California Uniform Public Construction Cost Accounting Act (CUPCCAA). This has the potential to reduce bidding and construction costs for capital improvements within County Service Areas.

7) *Any Other Matter Required by Local Policy* Not applicable.

END OF SERVICE REVIEW

SPHERE OF INFLUENCE STUDY

COUNTY SERVICE AREA 57, WOODS COVE

 \boxtimes

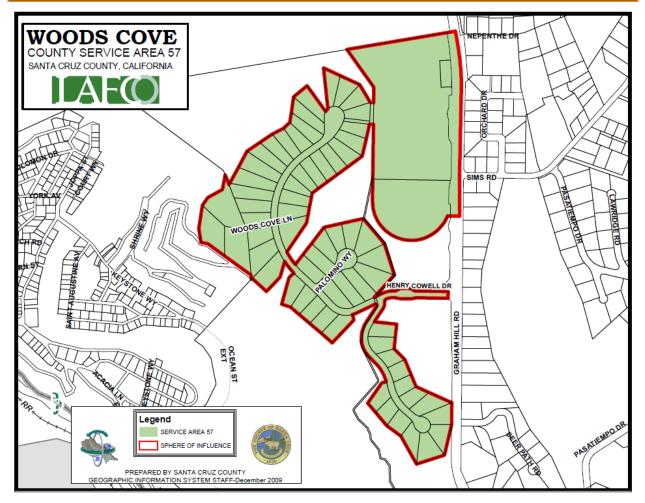
 \square

The agency is not proposing any changes in the currently adopted Sphere of Influence Map, and LAFCO staff has not identified any changes to recommend.

The agency is proposing changes in the adopted sphere of influence map.

The LAFCO staff is proposing changes in the adopted sphere of influence map.

COUNTY SERVICE AREA 57, WOODS COVE SPHERE OF INFLUENCE MAP



SPHERE OF INFLUENCE ANALYSIS

COUNTY SERVICE AREA 57, WOODS COVE 1. PRESENT AND PLANNED LAND USES				
The	e present and planned land uses in the area, including agricultural and op	pen-space la	nds.	
		YES	MAYBE	NO
a)	Are there any present or planned land uses in the area that would create the need for an expanded service area?			\boxtimes
b)	Would the amended sphere conflict with planned, orderly and efficient patterns of urban development?			\boxtimes
c)	Would the amended sphere result in the loss of prime agricultural land or open space?			\boxtimes
d)	Would the amended sphere impact the identity of any existing communities; e.g. would it conflict with existing postal zones, school, library, sewer, water census, fire, parks and recreation boundaries?			
e)	Are there any natural or made-made obstructions that would impact where services can reasonably be extended or should otherwise be used as a logical sphere boundary?			\boxtimes

Discussion: No sphere amendment is recommended.



C	OUNTY SERVICE AREA 57, WOODS COVE			
2.	2. NEED FOR PUBLIC FACILITIES AND SERVICES			
The	e present and probable need for public facilities and services in the area.			
		YES	MAYBE	NO
a)	Would the amended conflict with the Commission's goal to increase efficiency and conservation of resources by providing essential services within a framework of controlled growth?			\boxtimes
b)	Would the amended sphere expand services that could be better provided by a city or another agency?			\boxtimes
c)	Would the amended sphere represent premature inducement of growth or facilitate conversion of agriculture or open space lands?			\boxtimes
d)	Would the amended sphere conflict with the Regional Housing Needs Allocation Plan adopted by the Association of Monterey Bay Governments (RHNA)?			\boxtimes
e)	Are there any areas that should be removed from the sphere because existing circumstances make development unlikely, there is not sufficient demand to support it or important open space/prime agricultural land should be removed from urbanization?			
f)	Have any agency commitments been predicated on expanding the agency's sphere such as roadway projects, shopping centers, educational facilities, economic development or acquisition of parks and open space?			

Discussion: No sphere amendment is recommended.

COUNTY SERVICE AREA 57, WOODS COVE 3. CAPACITY AND ADEQUACY OF PROVIDED SERVICES

The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

		YES	MAYBE	NO
a)	Are there any issues regarding the agency's capacity to provide services in the proposed sphere territory?		\boxtimes	
b)	Are there any issues regarding the agency's willingness and ability to extend services?			\boxtimes

Discussion: No sphere amendment is recommended. CSA 57 in indexed to the Consumer Price Index and has a capital replacement reserve of over \$300,000.

COUNTY SERVICE AREA 57, WOODS COVE				
4. SOCIAL OR ECONOMIC COMMUNITIES OF INTEREST				
The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.				
	YES	MAYBE	NO	
a) Are there particular neighborhoods or areas that should be added or excluded from your agency's sphere because those areas function as part of your community or another community socially or economically?				

Discussion: No sphere amendment is recommended.

COUNTY SERVICE AREA 57, WOODS COVE

5. DISADVANTAGED UNINCORPORATED COMMUNITIES

For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence. Generally, the identified disadvantaged communities in Santa Cruz County are Davenport and Freedom. Additional smaller areas may be identified by LAFCO, the County, or a City in the future.

		YES	MAYBE	NO
a)	Does the subject agency provide public services related to water, sanitary sewers, or structural fire protection?			\boxtimes
b)	If yes, does the proposed sphere exclude any nearby disadvantaged unincorporated community (80% or less of the statewide median household income) that does not already have access to public water or sanitary sewer service?			

Discussion: No sphere amendment is recommended. There are no disadvantaged communities within or adjacent to the sphere.

SPHERE DETERMINATIONS

COUNTY SERVICE AREA 57– WOODS COVE

The present and planned land uses in the area, including agricultural and open space.
CSA 57 is substantially developed in very low density residential uses, common open space, the Graham Hill Showgrounds.

2) The present and probable need for public facilities and service in the area.

CSA 57 was set up to fund the maintenance and future repairs and replacements for the storm sewer system in Woods Cove. The storm sewer system is being adequately maintained.

3) The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

The are no capacity issues within CSA 57. CSA 57 is building a capital replacement reserve in case major repairs are needed in the future.

4) The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant for the agency.

The Woods Cove community is the community of interest for CSA 57. No amendments are needed to the sphere map.

5) Disadvantaged communities.

There are no disadvantaged unincorporated communities within or near CSA 57.

END OF SPHERE REVIEW