



VENTURA LOCAL AGENCY FORMATION COMMISSION  
**STAFF REPORT**

Meeting Date: July 19, 2023

**TO:** LAFCo Commissioners  
**FROM:** Andrea Ozdy, Deputy Executive Officer *Andrea Ozdy*  
**SUBJECT:** Sphere of Influence Review: LAFCo 23-14S City of Fillmore

**Recommendation:**

Adopt Resolution LAFCo 23-14S (Attachment 2) making determinations and reviewing the sphere of influence for the City of Fillmore (City) pursuant to Government Code Section 56425(g), including that a sphere of influence update is not necessary.

**City Information:**

The City of Fillmore was incorporated on July 10, 1914, and is governed by a five-member city council. The City provides a variety of municipal services, including animal services, building and safety services, community development/planning services, engineering services, fire protection services, parks and recreation services, police services, solid waste collection and disposal services, storm drain maintenance services, wastewater services, and water services. Depending on the service category, services are provided directly or by contract with other public or private providers. The City’s sphere of influence covers approximately 1,932 acres (about 3 square miles), and its jurisdictional area covers approximately 2,111 acres (Attachment 1).

**Background:**

Pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code Section 56000 et seq.), the Commission was required to determine and adopt a sphere of influence (or “sphere”) for each city and special district on or before January 1, 2008. A sphere of influence is defined in Government Code Section 56076 as the probable physical boundary and service area of a local agency, as determined by the Commission. Every five years thereafter, the Commission must, as necessary, review and update each sphere of influence (Government Code Section 56425(g)).

COMMISSIONERS AND STAFF

COUNTY	CITY	DISTRICT	PUBLIC
Jeff Gorell	Jenny Crosswhite, Vice-Chair	Raul Avila	Pat Richards, Chair
Janice S. Parvin <i>Alternate</i>	John C. Zaragoza <i>Alternate</i>	Mary Anne Rooney <i>Alternate</i>	<i>Alternate</i>
Matt LaVere	Susan Santangelo	Mohammed A. Hasan	David J. Ross
<b>Executive Officer</b> Kai Luoma	<b>Deputy Executive Officer</b> Andrea Ozdy	<b>Office Manager/Clerk</b> Richelle Beltran	<b>Legal Counsel</b> Jeffrey Barnes

In compliance with Government Code Section 56425(g), the Commission accepted municipal service review (MSR) reports for the City in 2007, 2012, and 2018. The City's most recent MSR report, titled *City of Fillmore Municipal Service Review*, was accepted by the Commission on February 21, 2018. All of the MSRs conducted by LAFCo for the City are available on the [LAFCo website](#).

LAFCo's past sphere of influence reviews for the City are summarized as follows:

1. On July 18, 2007 (in conjunction with LAFCo's March 21, 2007, MSR prepared for the City), LAFCo updated (i.e., modified) the City's sphere of influence. The sphere update resulted in an overall reduction in the sphere area, and included the following:
  - A reduction of the sphere to exclude territory on all sides of the City: (1) to better align with existing property lines, (2) to remove properties located within Sespe Creek and owned by the Ventura County Watershed Protection District, (3) to coincide with the existing City boundary and City Urban Restriction Boundary (CURB)<sup>1</sup>, and (4) to remove territory within the Fillmore-Piru Greenbelt<sup>2</sup>;
  - The correction of minor mapping errors; and
  - An overall reduction of the sphere area.
2. On January 16, 2013 (in conjunction with LAFCo's November 14, 2012, MSR prepared for the City), LAFCo reviewed the City's sphere of influence. The Commission determined that it would review the City's sphere again after six months, in order to provide the City additional time to address fiscal issues concerning the City. As a result, the sphere remained unchanged.
3. On October 16, 2013 (pursuant to its action on January 16, 2013) the Commission again reviewed the City's sphere, and determined that no changes to the sphere were necessary, based upon the following:
  - The existing sphere of influence reflected the City's current service area;
  - The City's General Plan did not include planned development outside the existing City sphere;
  - The most recent MSR report did not identify a need to reduce the territory within the City's sphere; and
  - The City's financial status improved significantly.

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<sup>1</sup> Subject to the City's Save Open Space and Agricultural Resources (SOAR) ordinance, the CURB establishes a boundary within which voter approval is generally required prior to the extension of City services or a change in general plan designation.

<sup>2</sup> Greenbelts within Ventura County serve the purpose of preserving agriculture and/or open space, providing separation between cities, and/or limiting the extension of urban services.

4. On February 21, 2018 (in conjunction with LAFCo’s February 21, 2018, MSR prepared for the City), LAFCo updated the City’s sphere of influence. The sphere update resulted in an overall reduction in the sphere area, and included the following:
  - A reduction of the sphere to exclude a 0.46-acre property located immediately south of the City because the City’s General Plan land use map did not include a land use designation for the property and the City has no plans for eventual annexation of the property into the City.

**Discussion:**

*Sphere of Influence Evaluation*

Based on the work plan established by the Commission, an evaluation of the City’s sphere of influence is to be initiated in 2023. LAFCo staff consulted with City staff to discuss the City’s sphere of influence, and to determine: (1) if the City has experienced any changes to its service needs or areas since LAFCo’s most recent evaluation of its sphere of influence, and (2) if City staff anticipates any service changes that would warrant adjustment of the sphere boundaries.

As explained in the analysis below, it appears that the existing sphere of influence boundary continues to reflect the City’s current and probable service area, consistent with the land use map contained within the City’s General Plan and the MSR report accepted by the Commission in 2018 (which demonstrates that the City has the ability to provide services at acceptable levels). Therefore, no changes to the sphere of influence for the City are recommended. The sphere of influence review involving no changes is not subject to the California Environmental Quality Act (CEQA) because it “will not result in a direct or reasonably foreseeable indirect physical change in the environment” (CEQA Guidelines Section 15060(c)(2)).

*Written Determinations*

Government Code Section 56425(e) requires that, in determining the sphere of influence of an agency, the Commission consider and prepare a written statement of its determinations with respect to each of the following:

- (1) *The present and planned land uses in the area, including agricultural and open-space lands.*  
(Section 56425(e)(1))

The City’s sphere of influence includes residential, commercial, industrial, public, and open space uses, as reflected on the land use map of the City’s General Plan. The City’s current sphere supports the present and planned land uses established by the City’s General Plan. The City’s sphere includes a 10-acre parcel that is being used for agricultural purposes and is surrounded territory within the City; however, this unincorporated parcel is not considered

to be an unincorporated island pursuant to LAFCo law.<sup>3</sup> No development or municipal services from the City are currently proposed for the site. Additionally, the City's sphere of influence contains an approximately 11.5-acre area containing a residence and orchard, which is designated by the City's General Plan for business park use.

- (2) *The present and probable need for public facilities and services in the area.* (Section 56425(e)(2))

The City provides a variety of public facilities and services within its service area, and there are no anticipated changes in the type of public facilities and services that it provides. Based on the land use designations and characteristics of the land contained within the City's sphere, no changes to existing and planned land uses are expected. The U.S. Census Bureau estimated the City's population in 2021 to be 16,496. According to the *2020-2045 Regional Transportation Plan/Sustainable Communities Strategy (RTP/SCS)*, adopted by the Southern California Association of Governments in 2020, the City is anticipated to experience growth resulting in a population of 18,600 by 2045. Demand for public facilities and services is anticipated to increase as the City's population grows. The City's current sphere supports the present and probable need for public facilities and services.

- (3) *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.* (Section 56425(e)(3))

The City provides a range of public facilities and services, both directly and by contract, in support of its population. Based on a review of City documents and consultation with City staff, it appears that, consistent with the evaluation provided in the MSR accepted by the Commission on February 21, 2018: (1) the City has the ability to continue to provide public facilities and services at existing levels within its service area and sphere of influence, and (2) additional demands on the City are not expected to adversely impact the present capacity of public services and adequacy of public services provided by the City.

- (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.* (Section 56425(e)(4))

The City's sphere of influence does not include territory that is known to be a community of interest. No disadvantaged unincorporated communities (defined in Government Code Section 56033.5 as communities having an annual median household income that is less than 80 percent of the statewide annual median household income) are located within or contiguous to the City's sphere of influence.

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<sup>3</sup> For LAFCo purposes, an unincorporated island is: "Surrounded or substantially surrounded by the city to which the annexation is proposed or by that city and a county boundary or the Pacific Ocean if the territory to be annexed is substantially developed or developing, is not prime agricultural land as defined in Section 56064, is designated for urban growth by the general plan of the annexing city, and is not within the sphere of influence of another city" (Government Code Section 56375(a)(4)(A)).

(5) *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.*  
(Section 56425(e)(5))

The review of the City's sphere of influence is not considered an update (i.e., a modification) to the sphere. Additionally, no disadvantaged unincorporated communities are located within the City's sphere of influence.

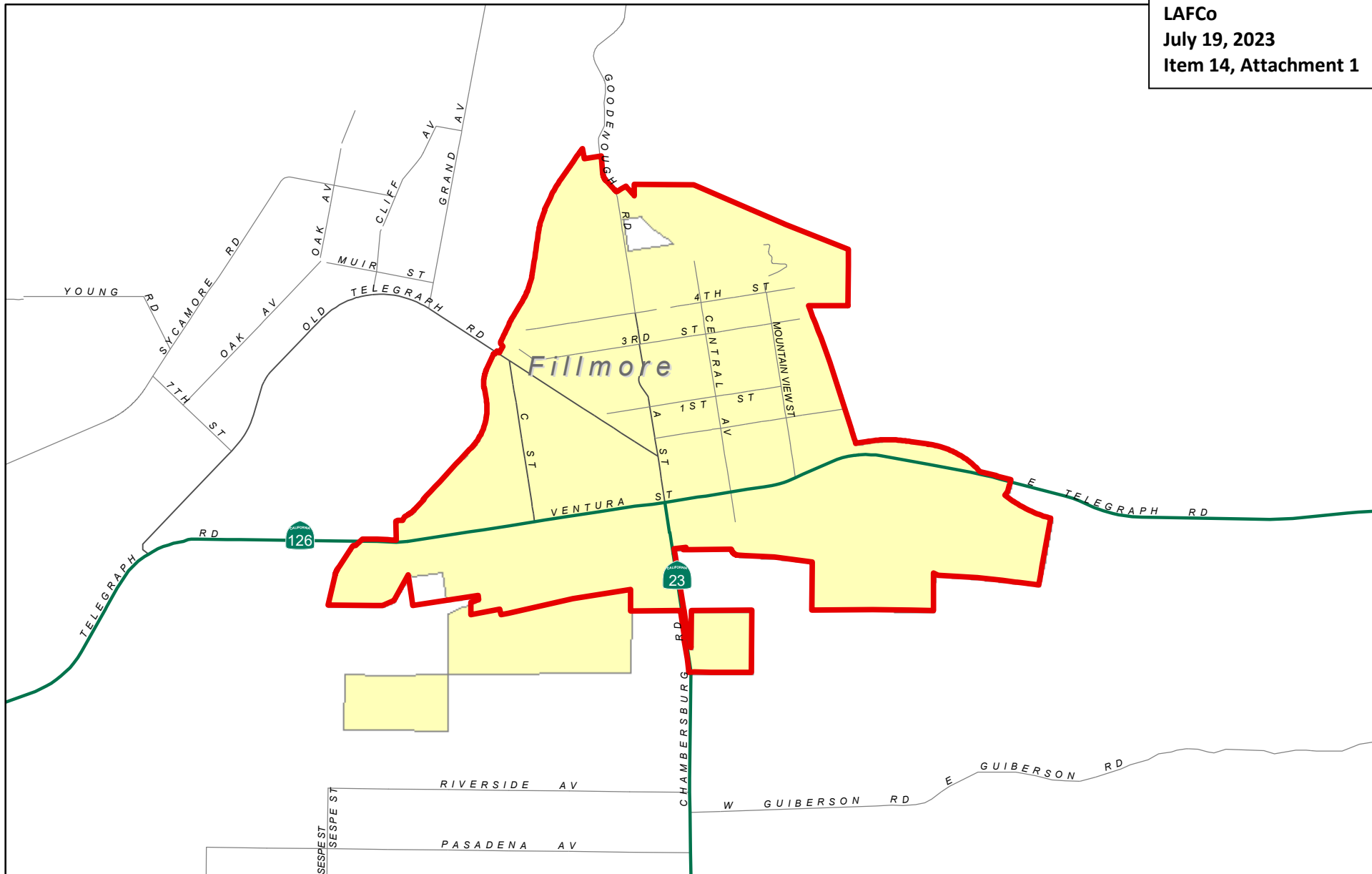
#### *Notice of Public Hearing*

This matter has been noticed as a public hearing pursuant to Government Code Section 56427. Additionally, all affected agencies have been notified of the public hearing.



#### Attachments:

1. Existing Sphere of Influence Map for the City of Fillmore
2. LAFCo 23-14S Resolution

LAFCo makes every effort to offer legible map files with the online and printed versions of our reports; however, occasionally the need to reduce oversize original maps and/or other technological/software factors can compromise readability. Original maps are available for viewing at the LAFCo office by request.

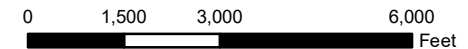


**Legend**

-  Fillmore Sphere of Influence  
1931.87 acres
-  Fillmore City Boundary  
2111.06 acres

**City of Fillmore**  
 Current as of February 21, 2018

Prepared by the County of Ventura - IT Services Department - GIS Division  
 State Plane Coordinate System California Zone V - NAD 27  
 This map was compiled from records and computations



**LAFCO 23-14S**

**RESOLUTION OF THE VENTURA LOCAL AGENCY FORMATION  
COMMISSION MAKING DETERMINATIONS AND REVIEWING  
THE SPHERE OF INFLUENCE FOR THE CITY OF FILLMORE**

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

WHEREAS, Government Code § 56425(g) requires that on or before January 1, 2008, and every five years thereafter, the Commission shall, as necessary, review and update the sphere of influence of each city and special district; and

WHEREAS, the Commission updated the sphere of influence for the City of Fillmore (City) in 2007, reviewed the sphere in 2013, and updated the sphere in 2018; and

WHEREAS, the Commission most recently accepted a Municipal Service Review report for the City on February 21, 2018; and

WHEREAS, the Commission desires to review the sphere of influence for the City; and

WHEREAS, no change in regulation, land use, or development will occur as a result of reviewing the sphere of influence for the City; and

WHEREAS, at the times and in the manner required by law, the LAFCo Executive Officer gave notice of the consideration of this item by the Commission; and

WHEREAS, the sphere of influence review item was duly considered at a public hearing on July 19, 2023, as specified in the notice of hearing; and

WHEREAS, the Commission heard, discussed, and considered all oral and written testimony for and against the sphere of influence review including, but not limited to, the LAFCo Staff Report dated July 19, 2023, and recommendations.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED, AND ORDERED by the Commission as follows:

- (1) The LAFCo Staff Report dated July 19, 2023, and recommended review of the sphere of influence for the City are adopted; and

(2) The subject sphere of influence review is assigned the following distinctive short form designation:

**LAFCO 23-14S CITY OF FILLMORE SPHERE OF INFLUENCE REVIEW;** and

(3) An update (modification) to the sphere of influence for the City is not necessary; and

(4) The Commission has considered the criteria set forth in Government Code § 56425(e) and determines as follows:

**a. *The present and planned land uses in the area, including agricultural and open-space lands. (§ 56425(e)(1))***

The City's sphere of influence includes residential, commercial, industrial, public, and open space uses, as reflected on the land use map of the City's General Plan. The City's current sphere supports the present and planned land uses established by the City's General Plan. The City's sphere includes a 10-acre parcel that is being used for agricultural purposes and is surrounded territory within the City; however, this unincorporated parcel is not considered to be an unincorporated island pursuant to LAFCo law.<sup>1</sup> No development or municipal services from the City are currently proposed for the site. Additionally, the City's sphere of influence contains an approximately 11.5-acre area containing a residence and orchard, which is designated by the City's General Plan for business park use.

**b. *The present and probable need for public facilities and services in the area. (§ 56425(e)(2))***

The City provides a variety of public facilities and services within its service area, and there are no anticipated changes in the type of public facilities and services that it provides. Based on the land use designations and characteristics of the land contained within the City's sphere, no changes to existing and planned land uses are expected. The U.S. Census Bureau estimated the City's population in 2021 to be 16,496. According to the *2020-2045 Regional Transportation Plan/Sustainable*

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*Communities Strategy (RTP/SCS)*, adopted by the Southern California Association of Governments in 2020, the City is anticipated to experience growth resulting in a population of 18,600 by 2045. Demand for public facilities and services is anticipated to increase as the City's population grows. The City's current sphere supports the present and probable need for public facilities and services.

**c. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide. (§ 56425(e)(3))***

The City provides a range of public facilities and services, both directly and by contract, in support of its population. Based on a review of City documents and consultation with City staff, it appears that, consistent with the evaluation provided in the MSR accepted by the Commission on February 21, 2018: (1) the City has the ability to continue to provide public facilities and services at existing levels within its service area and sphere of influence, and (2) additional demands on the City are not expected to adversely impact the present capacity of public services and adequacy of public services provided by the City.

**d. *The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency. (§ 56425(e)(4))***

The City's sphere of influence does not include territory that is known to be a community of interest. No disadvantaged unincorporated communities (defined in Government Code Section 56033.5 as communities having an annual median household income that is less than 80 percent of the statewide annual median household income) are located within or contiguous to the City's sphere of influence.

**e. *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. (§ 56425(e)(5))***

The review of the City's sphere of influence is not considered an update (i.e., a modification) to the sphere. Additionally, no disadvantaged unincorporated communities are located within the City's sphere of influence.

- (5) The sphere of influence for the City is hereby reviewed and is generally depicted in Exhibit A, "City of Fillmore," attached hereto; and
- (6) LAFCo staff is directed to have the official Geographic Information System (GIS) sphere of influence data maintained for the Ventura LAFCo by the Ventura County Information Technology Services Department as the official sphere of influence record for the City updated consistent with this action.

This resolution was adopted on July 19, 2023.

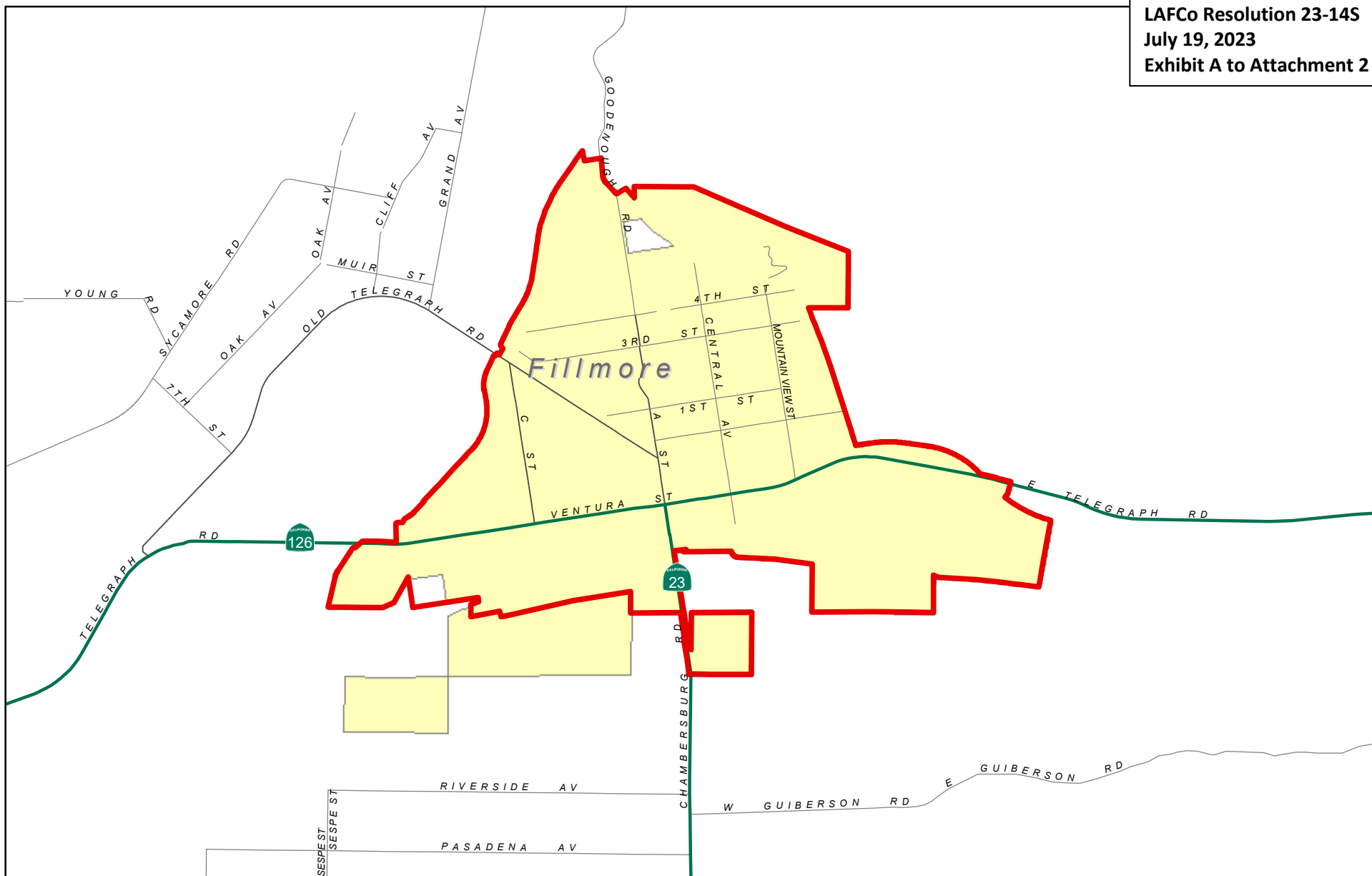
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Commissioner Crosswhite	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Gorell	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Commissioner Parvin	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Richards	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Rooney	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Commissioner Zaragoza	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Alt. Commissioner Hasan	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner LaVere	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
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7-19-23  
Date



Pat Richards  
Chair, Ventura Local Agency Formation Commission

Attachment: Exhibit A

c: City of Fillmore  
Ventura County Information Technology Services Department



**Legend**

-  Fillmore Sphere of Influence  
1931.87 acres
-  Fillmore City Boundary  
2111.06 acres

**City of Fillmore**  
 Current as of February 21, 2018

Prepared by the County of Ventura - IT Services Department - GIS Division  
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