



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 23-17S City of Oxnard

Recommendation:

Adopt Resolution LAFCo 23-17S (Attachment 3) making determinations and reviewing the sphere of influence for the City of Oxnard (City) pursuant to Government Code Section 56425(g), including that a sphere of influence update is not necessary.

City Information:

The City of Oxnard was incorporated on June 30, 1903, and is governed by a seven-member city council. The City provides a variety of municipal services, including animal services, building and safety services, community development/planning services, fire protection services, library services, parks and recreation services, police services, solid waste collection and disposal services, storm drain maintenance services, street maintenance services, wastewater services, and water services. Services are provided directly, except that some portions of the City are provided water service by other service providers. The City’s sphere of influence (land area portion) covers approximately 19,910 acres (about 31 square miles)¹ and its jurisdictional area covers about 17,357 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

¹ The total sphere of influence area, including portions of the Pacific Ocean reaching to the California state boundary, is approximately 33,264 acres (about 52 square miles).

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
Executive Officer Kai Luoma	Deputy Executive Officer Andrea Ozdy	Office Manager/Clerk Richelle Beltran	Legal Counsel Jeffrey Barnes

five years thereafter, the Commission must, as necessary, review and update each sphere of influence (Government Code Section 56425(g)).

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 Oxnard 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 May 16, 2007 (based on LAFCo's March 21, 2007, MSR prepared for the City), the Commission updated the City's sphere, adjusting it to include: (1) the section of Victoria Avenue in the area north of Gonzales Road to facilitate future annexation of the road right-of-way to the City, (2) the land occupied by Oxnard High School, which receives water service from the City, and (3) the unincorporated communities of Hollywood Beach and Hollywood-by-the-Sea, to reflect that these areas are covered by the City's General Plan and are located within the City's planning area and City Urban Restriction Boundary (CURB),² and are indirectly provided water and wastewater services by the City.³ Additionally, the sphere was modified to make minor mapping adjustments to ensure that it aligns with parcel lines and road rights-of-way.
2. On November 14, 2012 (in conjunction with LAFCo's November 14, 2012, MSR prepared for the City), LAFCo reviewed (but made no changes to) the City's sphere of influence.
3. On February 21, 2018 (in conjunction with LAFCo's February 21, 2018, MSR prepared for the City), LAFCo reviewed (but made no changes to) the City's sphere of influence.

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 during 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.

² 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.

³ Water and wastewater services are provided by the Channel Islands Beach Community Services District (CIBCS), which contracts with the City of Oxnard for water and wastewater treatment services.

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 review includes a correction to the sphere, involving an approximately 1/3-acre portion of an agricultural property, to align the sphere with the City’s jurisdictional boundaries at the terminus (i.e., cul-de-sac) of Paseo Mercado (Attachment 2). This correction directly corresponds to a correction made in March 2018 to the official map of the City’s jurisdictional boundary and, therefore, is not considered an update.

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, agricultural, and open space uses, as reflected on the land use map of the City’s General Plan. The City’s sphere supports the present and planned land uses established by the City’s General Plan. The sphere includes two unincorporated islands.⁴ These islands consist of: (1) an approximately 17-acre portion of the Oxnard Airport (which is owned and operated by the County of Ventura), and (2) a developed 0.4-acre area along Ventura Boulevard within the Nyeland Acres community. No development or municipal services from the City are currently proposed for these islands. Additionally, the City’s sphere of influence contains areas which are primarily designated by the City’s General Plan for residential and commercial uses (e.g., in the communities of Nyeland Acres and Strickland Acres, to the north of the City); public/semi-public, light industrial, and residential uses immediately north of the City in the vicinity of the Riverpark community; school use (i.e., the site occupied by Oxnard High School southeast of the intersection of Victoria Avenue and

⁴ 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)).

Gonzales Road); a wide range of uses (i.e., the site currently being evaluated by the City for development subject to the proposed Teal Club Specific Plan, immediately north of the Oxnard Airport); resource protection (i.e., the coastal area west of Harbor Boulevard at Gonzales Road); residential use (i.e., the communities of Hollywood Beach and Hollywood-by-the-Sea immediately west of the Channel Islands Harbor); resource protection and planning reserve uses southeast of the intersection of Hueneme Road and Edison Drive; and easements (i.e., the water portion of the Channel Islands Harbor south of Channel Islands Boulevard).

- (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 201,879. 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 238,100 by 2045. Demand for public facilities and services is anticipated to increase as the City's population grows. The recommended sphere (refined to align with the jurisdictional area of the City at the terminus of Paseo Mercado) 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 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))

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80 percent of the statewide annual median household income (Government Code Section 56033.5). According to Ventura LAFCo Commissioner's Handbook Section 3.2.5, Ventura LAFCo has identified Nyeland Acres

(within the City of Oxnard's sphere of influence to the north of the city) as a disadvantaged unincorporated community, and it is considered a community of interest. The Nyeland Acres community has a median household income of \$42,043. It receives fire protection services from both the Ventura County Fire Protection District and the City of Oxnard under a mutual aid agreement, police protection services from the Ventura County Sheriff's Office, wastewater collection services from Ventura County Service Area No. 30 (CSA 30), wastewater collection and treatment from the City of Oxnard (through an agreement between CSA 30 and the City whereby CSA 30 discharges to the City's collection system), and water services from the Garden Acres Mutual Water Company and Nyeland Acres Mutual Water Company.

- (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.

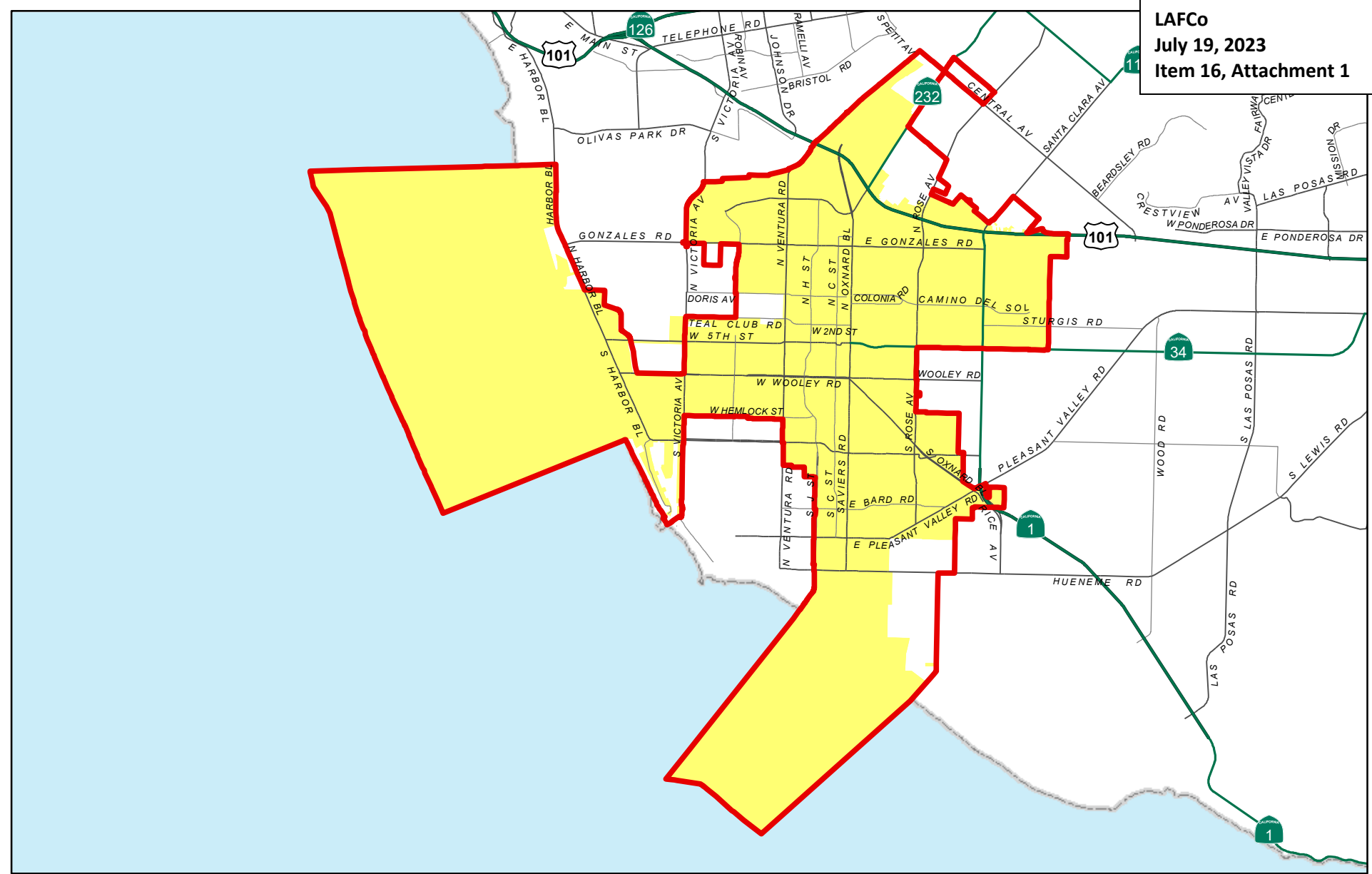
Notice of Public Hearing

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 Oxnard
2. City of Oxnard – Corrected Sphere of Influence
3. LAFCo 23-17S 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.



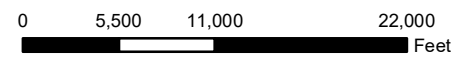
Legend

-  Oxnard Sphere of Influence
 33,264.77 total acres
 (19,910.26 land area acres)
 (13,354.51 water area acres)
-  Oxnard City Boundary
 30,713.59 acres
 (17,357.14 land area acres)
 (13,356.45 water area acres)

City of Oxnard

Current as of July 25, 2022

Prepared by County of Ventura - IT Services Department - GIS Division
 State Plane Coordinate System California Zone V - NAD 83
 This map was compiled from records and computations








LAFCo
 July 19, 2023
 Item 16, Attachment 2



LAFCo 23-175
 City of Oxnard
 Corrected Sphere of Influence
 July 19, 2023

-  City of Oxnard - Sphere of Influence
-  City of Oxnard - Boundary
-  Area of Correction to City of Oxnard Sphere

LAFCO 23-17S

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

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 Oxnard (City) in 2007, and reviewed the sphere in 2012 and 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 23-17S CITY OF OXNARD SPHERE OF INFLUENCE REVIEW; and

(3) 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, agricultural, and open space uses, as reflected on the land use map of the City's General Plan. The City's sphere supports the present and planned land uses established by the City's General Plan. The sphere includes two unincorporated islands.¹ These islands consist of: (1) an approximately 17-acre portion of the Oxnard Airport (which is owned and operated by the County of Ventura), and (2) a developed 0.4-acre area along Ventura Boulevard within the Nyeland Acres community. No development or municipal services from the City are currently proposed for these islands. Additionally, the City's sphere of influence contains areas which are primarily designated by the City's General Plan for residential and commercial uses (e.g., in the communities of Nyeland Acres and Strickland Acres, to the north of the City); public/semi-public, light industrial, and residential uses immediately north of the City in the vicinity of the Riverpark community; school use (i.e., the site occupied by Oxnard High School southeast of the intersection of Victoria Avenue and Gonzales Road); a wide range of uses (i.e., the site currently being evaluated by the City for development subject to the proposed Teal Club Specific Plan, immediately north of the Oxnard Airport); resource protection (i.e., the coastal area west of Harbor Boulevard at Gonzales Road); residential use (i.e., the communities of Hollywood Beach and Hollywood-by-the-Sea immediately west

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of the Channel Islands Harbor); resource protection and planning reserve uses southeast of the intersection of Hueneme Road and Edison Drive; and easements (i.e., the water portion of the Channel Islands Harbor south of Channel Islands Boulevard).

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

The City provides a range of public facilities and services 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.

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 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))

A disadvantaged unincorporated community is defined as a community with an annual median household income that is less than 80 percent of the statewide annual median household income (Government Code Section 56033.5). According

to Ventura LAFCo Commissioner’s Handbook Section 3.2.5, Ventura LAFCo has identified Nyeland Acres (within the City of Oxnard’s sphere of influence to the north of the city) as a disadvantaged unincorporated community, and it is considered a community of interest. The Nyeland Acres community has a median household income of \$42,043. It receives fire protection services from both the Ventura County Fire Protection District and the City of Oxnard under a mutual aid agreement, police protection services from the Ventura County Sheriff’s Office, wastewater collection services from Ventura County Service Area No. 30 (CSA 30), wastewater collection and treatment from the City of Oxnard (through an agreement between CSA 30 and the City whereby CSA 30 discharges to the City’s collection system), and water services from the Garden Acres Mutual Water Company and Nyeland Acres Mutual Water Company.

- 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.

- (4) The sphere of influence for the City is hereby reviewed and is generally depicted in Exhibit A, “City of Oxnard,” attached hereto; and
- (5) 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.

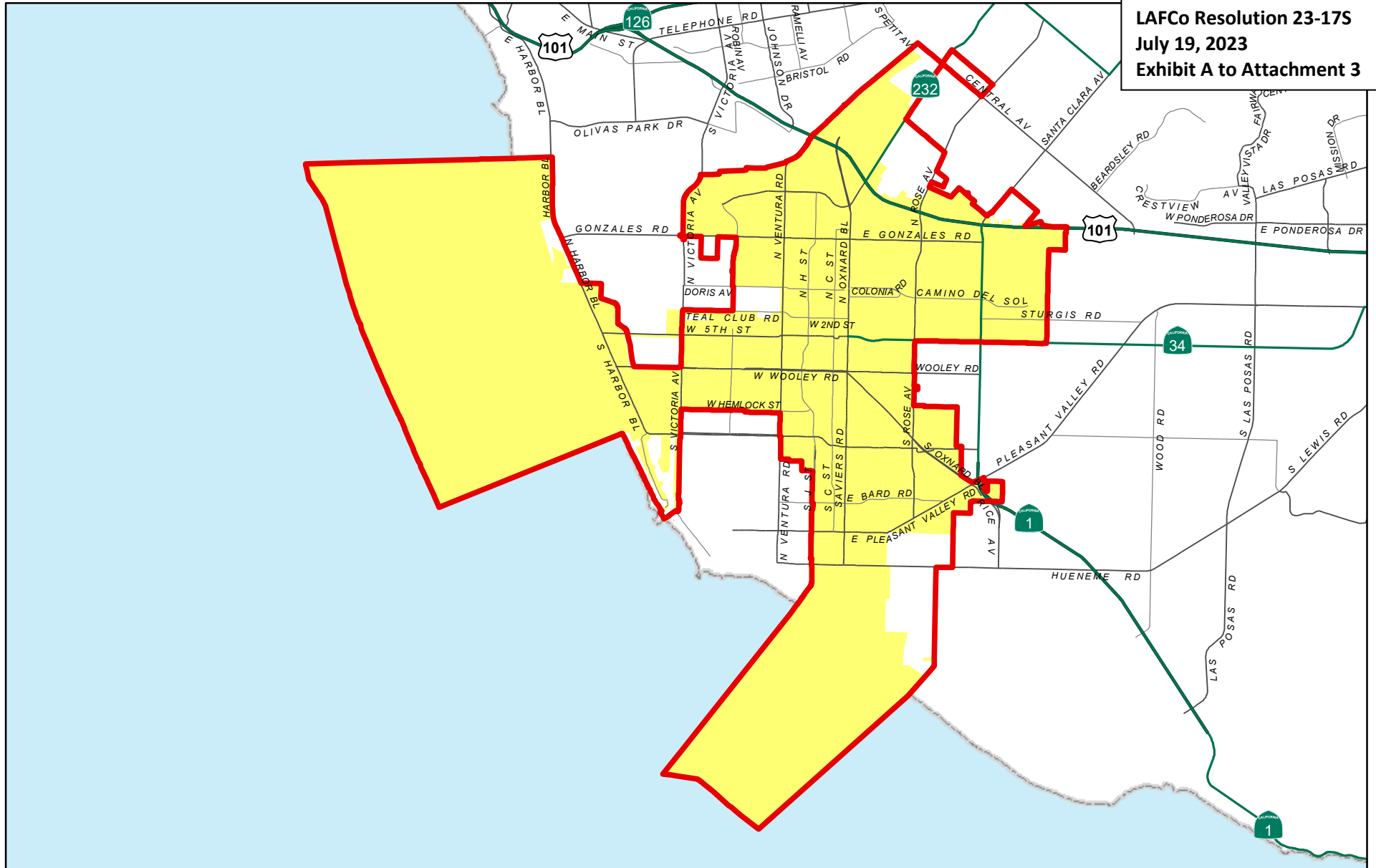
	AYE	NO	ABSTAIN	ABSENT
Commissioner Avila	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Commissioner Crosswhite	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
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Commissioner Parvin	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
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Commissioner Zaragoza	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input 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"/>
Alt. Commissioner Ross	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alt. Commissioner Santangelo	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

7-19-23
Date



Pat Richards
Chair, Ventura Local Agency Formation Commission

Attachment: Exhibit A

c: City of Oxnard
Ventura County Information Technology Services Department



Legend

-  Oxnard Sphere of Influence
 33,264.77 total acres
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City of Oxnard

Current as of July 25, 2022

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

State Plane Coordinate System California Zone V - NAD 83

This map was compiled from records and computations

