

**EXECUTIVE OFFICER'S AGENDA REPORT  
DECEMBER 2, 2020**

TO: LAFCO Commissioners

FROM: Sara Lytle-Pinhey, Executive Officer *SLP*

**SUBJECT: 2021 WORK PROGRAM - MUNICIPAL SERVICE REVIEW & SPHERE OF INFLUENCE UPDATES**

---

**RECOMMENDATION**

Staff recommends that the Commission consider adoption of a work program to guide completion of Municipal Service Reviews (MSRs) and Sphere of Influence (SOI) updates for 2021. The Commission may direct Staff to prioritize certain updates as needed.

**DISCUSSION**

One of LAFCO's responsibilities includes a periodic review of spheres of influence for each city and special district. As part of this process a municipal service review must also be completed, outlining the services provided by the agency and making a series of determinations. Stanislaus LAFCO typically combines these into one document (referred to as a MSR-SOI) for better use of staff time and resources.

The requirement for reviewing and updating a sphere of influence is outlined in Government Code section 56425(g) which states, "on or before January 1, 2008, and every five years thereafter, the commission shall, as necessary, review and update each sphere of influence." Consistent with that section, Stanislaus LAFCO has generally made it a goal to initiate MSR-SOI updates for the special districts every five years, as these serve as a means for the Commission to check-in with various districts and service demands throughout the County.

For cities, the Commission has interpreted the "as necessary" provision in the above code section as coinciding with a city's General Plan update or proposed sphere of influence modification. City MSR-SOI updates are generally more detailed and time consuming than those of special districts and are often completed by a consultant in conjunction with an application to LAFCO.

The Commission's policies state that it is preferred that municipal service reviews be completed by LAFCO staff where possible to avoid additional costs of using outside consultants. The Commission's policies also state that in order to be cost-effective, MSR-SOI updates will be completed using existing information and documents that are available (e.g. master plans, general plans, budgets, etc) and are not intended to initiate new analyses.

Prior Year's Work Program

In 2020, LAFCO Staff completed MSR updates for the following districts:

- Denair Community Services District
- Keyes Community Services District
- Orestimba Flood Control District
- Sand Creek Flood Control District
- Del Puerto Healthcare District
- Westside Community Healthcare District

- Oak Valley Hospital District

### 2021 Goals - Special Districts

To stay aligned with the five-year goal, Staff will begin MSR updates for the following special districts in 2021:

- Knights Ferry Community Services District
- Monterey Park Tract Community Services District
- County Service Areas (22 total)
- Western Hills Water District
- Irrigation and Water Districts on the West Side (6 total)

The MSR update for the Fire Protection Districts (14 total) is also scheduled for 2021. This update will be initiated in 2021, but given the size of the document and the workload of completing the other updates above, may overlap into the 2022 Work Program.

A draft schedule for all the special districts, organized by the date of the last update is attached. The special districts are grouped together by the target year for adoption of a new MSR-SOI update.

### Upcoming City Updates

City MSR-SOI updates are typically initiated by the cities and/or their consultant in conjunction with a general plan update and/or a proposed sphere of influence amendment. In 2020, the Modesto City Council directed its staff to begin the process of a comprehensive General Plan Update. Any associated Sphere of Influence proposal will require an MSR update. Staff will continue to coordinate with cities that may be updating general plans or master plans to ensure this information is incorporated into their subsequent MSR updates.

## **CONCLUSION**

Staff believes that the proposed work program can be reasonably completed throughout the year. Paid applications (e.g. annexations, out-of-boundary service extensions) have required processing deadlines that are given precedence over Municipal Service Reviews and Sphere of Influence updates and may delay individual updates. Likewise, tasks involved with upcoming projects (e.g. responses to environmental referrals, pre-application meetings, etc.) may also delay MSR-SOI goals. Staff will continue to keep the Commission apprised of the progress in meeting the goals of the 2021 Work Program throughout the year.

Attachments:

*Special Districts MSR & SOI Update Schedule*  
*Cities MSR & SOI Updates*

**SPECIAL DISTRICTS**  
MSR & SOI UPDATE SCHEDULE - BY YEAR

	<b>DISTRICT</b>	<b>LAST MSR COMPLETED</b>
2021	<b>Water District -</b> Western Hills	January 27, 2016
	<b>Community Services District -</b> Monterey Park Tract	January 27, 2016
	<b>County Service Areas (CSAs) -- 22 total</b>	February 24, 2016
	<b>Westside Irrigation &amp; Water Districts -</b> Patterson and West Stanislaus IDs; Eastin, El Solyo, Del Puerto, and Oak Flat WDs	July 27, 2016
	<b>Fire Protection Districts -</b> Burbank-Paradise, Ceres Rural, Denair, Mountain View, Turlock Rural, Westport, Woodland, Hughson, Industrial, Keyes, Salida, Stanislaus Consolidated, West Stanislaus and Oakdale Rural	July 27, 2016
	<b>Community Services District -</b> Knights Ferry	August 24, 2016
2022	<b>Irrigation Districts -</b> Modesto Irrigation District	February 22, 2017
	Turlock Irrigation District	April 26, 2017
	<b>Community Services District -</b> Riverdale Park Tract	May 24, 2017
	<b>Sanitary District</b> Empire Sanitary District	August 23, 2017
2023	<b>Drainage District -</b> Newman Drainage District	March 28, 2018
	<b>Sanitary District -</b> Salida Sanitary District	May 23, 2018
	<b>Water District -</b> Rock Creek Water District	June 27, 2018
	<b>Mosquito Abatement Districts -</b> Turlock and Eastside	September 26, 2018
	<b>Irrigation District -</b> Oakdale Irrigation District	December 5, 2018
2024	<b>Resource Conservation Districts -</b> East Stanislaus and West Stanislaus	May 22, 2019
	<b>Cemetery Districts -</b> Hills Ferry, Knights Ferry and Patterson	August 28, 2019
	<b>Community Services District -</b> Crows Landing, Grayson, Westley	December 4, 2019
	<b>Water District -</b> Eastside Water District	December 4, 2019
2025	<b>Community Services District -</b> Denair and Keyes	January 22, 2020
	<b>Healthcare &amp; Hospital Districts -</b> Del Puerto Healthcare, Westside Community Healthcare, and Oak Valley Hospital Districts	August 26, 2020
	<b>Flood Control Districts -</b> Orestimba Creek and Sand Creek	June 24, 2020

**CITIES**  
**ADOPTED MUNICIPAL SERVICE REVIEWS (MSRs) &**  
**SPHERE OF INFLUENCE (SOI) UPDATES**

<b>CITY</b>	<b>MSR-SOI ADOPTION</b>	<b>NOTES</b>
Ceres	February 22, 2012	<i>City recently completed a General Plan Update (no SOI proposal included)</i>
Hughson	August 24, 2005	-
Modesto	September 22, 2004	<i>City will be pursuing a Comprehensive General Plan Update</i>
Newman	January 28, 2009	<i>Completed as part of SOI Modification in 2009.</i>
Oakdale	July 22, 2015	<i>Completed SOI modification (with simultaneous annexation)</i>
Patterson	December 4, 2013	<i>City preparing Draft EIR for proposal that will require MSR update</i>
Riverbank	July 27, 2016	<i>MSR approved as part of a SOI modification</i>
Turlock	August 28, 2019	<i>MSR approved as part of minor SOI modification</i>
Waterford	August 22, 2007	-

*Stanislaus LAFCO, Nov. 2020*