

7.0 SAP/MSR Determinations

7.1 Government Code §56430

Government Code §56430 requires LAFCO to conduct comprehensive reviews of municipal services and prepare written statements or determinations for nine categories of inquiry. Determinations are not findings of fact, rather, they are "... declaratory statements that make a conclusion, based on all the information and evidence presented to the Commission."¹ The determinations are based on a comprehensive analysis of local agency service information. The comprehensive analysis establishes the basis for commission determinations and conclusions about the adequacy of service provision. The Commission, other agencies, or the public may use determinations to provide guidance for future decision; however, the determinations themselves do not represent recommendations for action.

A summary of the City of Holtville SAP/MSR Determinations is provided in **Table 7-1** through **Table 7-9**. Some determinations are specific to each municipal service, while others are citywide determinations.

Table 7-1
Determination 1: Infrastructure Needs and Deficiencies

Determination 1: Infrastructure/Service Needs or Deficiencies	
<p>In authorizing the preparation of municipal service reviews, the State Legislature has focused on one of LAFCO's core missions – encouraging the efficient provision of public services. Infrastructure/service needs or deficiencies, which refers to the adequacy of existing and planned public facilities in relation to how public services are – and will be – provided to citizens, impacts the efficient delivery of public services. Infrastructure can be evaluated in terms of capacity, condition, availability quality and correlation amount operational, capital improvement, and finance plans. There may be unmet infrastructure needs due to budget constraints or other factors; however, identification of efficiencies may promote public understanding and support for needed improvements.</p>	
Determination 1: Infrastructure/Service Needs or Deficiencies	Reference
<p>1.1 Administration</p> <p><i>Administrative staffing levels and facilities are inadequate for Year 2020 demand.</i></p> <p>One Grant/Economic Development Coordinator (1) would be required to mitigate the Year 2020 demand for administrative services and maintain existing performance standards.</p>	Page 4.1-1

¹ Final Local Agency Formation Commission Municipal Service Review Guidelines, Governor's Office of Planning and Research, August 2003, pg. 44.

Table 7-1
 Determination 1: Infrastructure Needs and Deficiencies

<p>1.2 Law Enforcement</p> <p><i>Police Department staffing levels and facilities are inadequate for Year 2020 demand.</i></p> <p>Ten additional police officers would be needed to serve the SOI in the Year 2020, based on a ratio of 1 officer for every 500 persons. Two to three full-time support staff would also be needed to accommodate anticipated demand. In addition, relocation of law enforcement functions to a modern public safety building is needed.</p>	Page 4.2-3
<p>1.3 Fire Protection</p> <p><i>Fire Department staffing levels and facilities are inadequate for Year 2020 demand.</i></p> <p>One additional 1500 GPM pumper/housing and 5-7 additional paid-call firefighters would be required to mitigate the Year 2020 demand for fire protection and maintain existing performance standards. In addition to the current deficiency of seven paid-call reserve firefighters, 5-7 additional fire fighters would be required to mitigate the Year 2020 demand for fire protection and maintain existing performance standards.</p>	Page 4.3-2
<p>1.4 Transportation</p> <p><i>Transportation facilities are inadequate for Year 2020 demand.</i></p> <p>Installation of a traffic signal (if warranted) at the intersection of SR 115 and Holt Avenue and the provision of new collector and local streets to serve new developments are required to maintain existing transportation performance standards in Year 2020.</p> <p>In addition, four positions will need to be added to current staffing levels: Maintenance Worker I (2) and Maintenance Worker II (2).</p>	Page 4.4-6
<p>1.5 Parks and Recreation</p> <p><i>Parks and recreation facilities are inadequate for Year 2020 demand.</i></p> <p>An additional 11 acres of parkland and 1.5 additional employees or contract workers would be needed to maintain existing parks and recreation performance standards in Year 2020.</p>	Page 4.5-2
<p>1.6 Solid Waste</p> <p><i>Regional solid waste facilities may not be adequate for Year 2020 demand.</i></p> <p>The privately owned and operated Allied Imperial Landfill may be filled to permitted capacity by Year 2010; however, permitted capacity at this facility</p>	Page 4.6-1

Table 7-1
 Determination 1: Infrastructure Needs and Deficiencies

<p>could be expanded in the future and solid waste could be diverted to other regional disposal facilities.</p>	
<p>1.7 Drainage</p> <p><i>Drainage facilities are inadequate for Year 2020 demand.</i></p> <p>New drainage facilities will be required to serve future development within Holtville's service area. The primary need is for gutters and roadway inlets to be installed prior to, or concurrent with new development to protect against flood damage. Regional drainage facilities are adequate for Year 2020 demand.</p>	<p>Page 4.7-3</p>
<p>1.8 Water</p> <p><i>Water treatment and distribution facilities are inadequate for Year 2020 demand.</i></p> <p>A number of improvements to transmission mains, cast iron piping, other distribution piping, water valves, fire hydrants, booster pumping stations, and the water treatment plant have been identified to meet Year 2020 demand for water treatment and distribution facilities.</p>	<p>Page 4.8-5</p>
<p>1.9 Wastewater</p> <p><i>Wastewater collection and treatment facilities are inadequate for Year 2020 demand.</i></p> <p>Overall planning for the future sewer infrastructure appears adequate; however, a number of improvements to collection pipes, pumping stations, and the wastewater treatment plant have been identified to meet Year 2020 demand for water treatment and distribution facilities. The City follows a Wastewater Master Plan, which outlines infrastructure needs to meet Year 2020 demand for wastewater collection and treatment service based on anticipated growth within the City's sphere-of-influence. The City has not identified the need for additional personnel to maintain water facilities needed to meet estimated Year 2020 demand as identified in the 1998 Wastewater Master Plan.</p>	<p>Page 4.9-6</p>

Table 7-2
 Determination 2: Growth and Population Projections

<p>Determination 2: Growth and Population Projections</p> <p>Efficient provision of public services is linked to an agency's ability to plan for future need. The municipal service review evaluates whether projections for future growth and population patterns are integrated into an agency's planning function.</p>	
Determination 2: Growth and Population Projections	Reference
<p>2.1 Citywide</p> <p><i>The City of Holtville engages in long-term planning to anticipate and accommodate growth.</i></p> <p>The City of Holtville acknowledges the need to integrate population projections into their planning process and rely on the SCAG population forecasts as data sources.</p>	Page 3-2

Table 7-3
 Determination 3: Financing Constraints and Opportunities

<p>Determination 3: Financing Constraints and Opportunities</p> <p>LAFCOs must weigh a community's public service needs against the resources available to fund the services. During the municipal service review, financing constraints and opportunities, which have an impact on the delivery of services, are identified to enable LAFCO, local agencies, and the public to assess whether agencies are capitalizing on financing opportunities. Service reviews may also disclose innovations for contending with financing constraints, which may be of considerable value to numerous agencies.</p>	
Determination 3: Financing Constraints and Opportunities	Reference
<p>3.1 Citywide</p> <p><i>The City of Holtville pursues multiple strategies to ensure financial viability; however, locally derived revenue and funding sources are limited.</i></p> <p>Revenue sources for municipal services and facilities include general taxes (i.e., property, sales, use, business license, utility user's, transit occupancy, etc.), parcel tax, and motor vehicle license fee. The City also charges development impact fees for new development. Funds for maintenance and operation of roadways are derived from the Local Transportation Authority, State Gas Tax, and the Imperial County Transportation Development Act (TDA). Parks and recreation may be funded through imposition of Quimby Act fees on new development. Costs incurred to the City for the provision of solid waste collection and disposal, water, and wastewater services are recovered by fees charged to customers.</p> <p>The City currently is experiencing a decline in revenue from motor vehicle license fees. The State of California has cut the City's share by 15 percent over the last two-years. Moreover, the City's revenue base is decreasing due to loss or lack of new business.</p>	<p>Pages: 4.1-2, 4.2-3, 4.3-2, 4.4-6, 4.5-2, 4.6-2, 4.7-3, 4.8-9, and 4.9-10</p>

Table 7-4
 Determination 4: Cost Avoidance Opportunities

<p>Determination 4: Cost Avoidance Opportunities</p> <p>LAFCO's role in encouraging efficiently provided public services depends, in part, on helping local agencies explore cost avoidance opportunities. The municipal service review explores cost avoidance opportunities including, but not limited to: (1) eliminating duplicative services; (2) reducing high administration to operation cost ratios; (3) replacing outdated or deteriorating infrastructure and equipment; (4) reducing inventories of underutilized equipment, building, or facilities; (5) redrawing overlapping or inefficient service boundaries; (6) replacing inefficient purchasing or budgeting practices; (7) implementing economies of scale; and (8) increasing profitable outsourcing.</p>	
Determination 4: Cost Avoidance Opportunities	Reference
<p>4.1 Administration</p> <p>The City of Holtville implements a form of privatization for certain administrative services to depress staff levels and generate cost savings.</p>	Page 4.1-2
<p>4.2 Law Enforcement</p> <p>Police Department staff performs non-law enforcement tasks and cooperates with other City and non-City agencies to maximize resources and avoid costs.</p>	Page 4.2-4
<p>4.3 Fire Protection</p> <p>The Fire Department's reliance on paid-call firefighters, participation in a regional Mutual Aid Plan, and use of the Police Department's dispatch services maximize resources and avoid costs. In addition, the consolidation of Police and Fire Services in one building would benefit both departments in that both would save money on utilities and building maintenance.</p>	Page 4.3-3
<p>4.4 Transportation</p> <p>By continuing to cross-train maintenance workers to assist with a variety of maintenance projects in the City, including street maintenance represents a cost avoidance opportunity.</p>	Page 4.4-9
<p>4.5 Parks and Recreation</p> <p>The City has the opportunity to share the construction and maintenance costs of a proposed Community Facility Center with the Holtville Unified School District.</p>	Page 4.5-3
<p>4.6 Solid Waste</p> <p>Previously, only one service provider was available provide solid waste disposal services to Holtville. Future contracts for solid waste disposal services will subject to a competitive bidding process, representing an opportunity for</p>	Page 4.6-2

Table 7-4
 Determination 4: Cost Avoidance Opportunities

the City to avoid costs.	
<p>4.7 Drainage</p> <p>The City has identified four specific cost avoidance opportunities in the provision of drainage facilities to serve future growth (refer to Section 4.7).</p>	Page 4.7-4
<p>4.8 Water</p> <p>The City could avoid maintenance and operations costs by hiring maintenance workers that have certifications in both sewer and water. For employees that only have water certification, the City offers incentives to employees willing to cross-train.</p>	Page 4.8-13
<p>4.9 Wastewater Treatment and Collection</p> <p>The City could avoid maintenance and operations costs by hiring maintenance workers that have certifications in both sewer and water. For employees that only have sewer certification, the City offers incentives to employees willing to cross-train. In addition, continuing to contract out for rehabilitation to the Wastewater Treatment Plant will avoid the cost of increasing City staff to provide these infrequent, but necessary services.</p>	Page 4.9-15

Table 7-5
Determination 5: Opportunities for Rate Restructuring

<p>Determination 5: Opportunities for Rate Restructuring</p> <p>When applicable, the municipal service review examines agency rates, which are charged for public services, to identify opportunities for rate restructuring without impairing the quality of service. Agency rates are scrutinized for: (1) rate setting methodologies; (2) conditions that could impact future rates; and (3) variances among rates, fees taxes, charges, etc., within an agency. Service reviews may identify strategies for rate restructuring, which would further the LAFCO mission of ensuring efficiency in providing public services.</p>	
Determination 5: Opportunities for Rate Restructuring	Reference
<p>5.1 Citywide</p> <p>The City does not charge direct fees for administration, law enforcement, fire protection, transportation, and drainage services or facilities.</p> <p>Solid waste disposal and recycling rates are tied to the contract for solid waste disposal services maintained between the City and its service provider. The competitive bidding process represents an opportunity for the City to restructure its solid waste disposal rates to make the provision of these services cheaper to residents and businesses.</p> <p>The City's recently adopted <i>Water and Wastewater Rate Study</i> examined current water rates and identified opportunities for rate restructuring. The City is also revisiting its fee schedule for emergency medical and parks and recreation services to assure cost recovery of maintenance and operations expenditures.</p>	<p>Pages 4.1-3, 4.2-4, 4.3-4, 4.4-9, 4.5-3, 4.6-3, 4.7-4, 4.8-13, and 4.9-16</p>

Table 7-6
 Determination 6: Opportunities for Shared Facilities

<p>Determination 6: Opportunities for Shared Facilities</p> <p>Public service costs may be reduced and service efficiencies increased if service providers develop strategies for sharing resources. The service review inventories facilities within the study area to determine if facilities are currently being used to capacity and whether efficiencies can be achieved by accommodating the facility needs of adjacent agencies. Options for planning future shared facilities are also considered.</p>	
Determination 6: Opportunities for Shared Facilities	Reference
<p>6.1 Administration</p> <p>Excess administrative facility capacity is either leased to a private party or being used by other agencies within the City to ensure efficient use of facilities.</p>	Page 4.1-3
<p>6.2 Law Enforcement</p> <p>Existing excess facility capacity is adequately and efficiently shared and the City is pursuing an additional opportunity to share a common facility for the police and fire departments.</p>	Page 4.2-5
<p>6.3 Fire Protection</p> <p>Existing excess facility capacity is adequately and efficiently shared and the City is pursuing an additional opportunity to share a common facility for the fire and police departments.</p>	Page 4.3-4
<p>6.4 Transportation</p> <p>Public roadways are under the jurisdiction of the City, County, or Caltrans and there are limited opportunities for joint-jurisdiction over these facilities.</p>	Page 4.4-9
<p>6.4 Parks and Recreation</p> <p>The City has the opportunity to share the Community Facility Center with the Holtville Unified School District.</p>	Page 4.5-3
<p>6.5 Solid Waste</p> <p>Because the City does not maintain any solid waste facilities and all such facilities are privately owned and operated in the Imperial Valley, there are not opportunities for shared solid waste disposal facilities.</p>	Page 4.6-3
<p>6.6 Drainage</p> <p>The formation of a flood control district that would be operated by a larger district such as IID would present an opportunity for shared drainage facilities.</p>	Page 4.7-4

Table 7-6
Determination 6: Opportunities for Shared Facilities

6.7 Water	Page 4.8-14
The City has not identified any opportunities for shared water treatment and distribution facilities.	
6.8 Wastewater Treatment and Collection	Page 4.9-16
The City has not identified any opportunities for shared wastewater collection and treatment facilities.	

Table 7-7
 Determination 7: Government Structure Options

<p>Determination 7: Government Structure Options</p> <p>The Municipal Service Review provides a tool to comprehensively study existing and future public service conditions and to evaluate organizational options for accommodating growth, preventing urban sprawl and ensuring that critical services are efficiently and cost-effectively provided. While the service review does not require LAFCO to initiate changes of organization based on service review finding, LAFCO, local agencies, and the public may subsequently use service reviews to pursue changes to services, local jurisdictions or spheres of influence. LAFCOs may examine efficiencies that could be gained through: (1) functional reorganizations within existing agencies; (2) amending or updating spheres-of-influence; (3) annexations or detachments from cities or special districts; (4) formation of new special districts; (5) special district dissolutions; (6) mergers of special districts with cities; (7) establishment of subsidiary districts; or (8) any additional reorganization options found in Govt. Code §56000 et. Seq.</p>	
<p>Determination 7: Government Structure Options</p>	<p>Reference</p>
<p>7.1 Citywide</p> <p>The City of Holtville is structured according to the Council-Manager form of local government. The Council-Manager form establishes a representative system where all power is concentrated in the elected council and where the council hires a professionally trained manager to oversee the delivery of public services.</p> <p>Opportunity for restructuring exists as it pertains to future annexations of land within the current sphere of influence. As the City grows, it may be more efficient to provide services to new development in the sphere if developing portions of the sphere are brought into the City's incorporated boundary.</p>	<p>Page 6-2</p>

Table 7-8
 Determination 8: Evaluation of Management Efficiencies

<p>Determination 8: Evaluation of Management Efficiencies</p> <p>Management efficiency refers to the effectiveness of an agency's internal organization to provide efficient, quality public services. Efficiently managed agencies consistently implement plans to improve service delivery, reduce waste, eliminate duplications of effort, contain costs, maintain qualified employees, build and maintain adequate contingency reserves, and encourage and maintain open dialogues with the public and other public and private agencies. The service review evaluated management efficiency by analyzing agency functions, operations, and practices – as well as the agency's ability to meet current and future service demands. Services are evaluated in relation to available resources and consideration of service provision constraints.</p>	
Determination 8: Evaluation of Management Efficiencies	Reference
<p>8.1 Citywide</p> <p>The City of Holtville is a relatively small City in Imperial Valley and the effective provision of municipal services requires efficient management of human resources. Several administrative and public works staff are cross-utilized, which contributes to management efficiency.</p>	Page 6-2

Table 7-9
 Determination 9: Local Accountability and Governance

<p>Determination 9: Local Accountability and Governance</p> <p>In making a determination of local accountability and governance, LAFCO considers the degree to which the agency fosters local accountability. Local accountability and governance refers to public agency decision making and operational and management processes that: (1) include an accessible and accountable elected or appointed decision making body and agency staff; (2) encourage and value public participation; (3) disclose budgets, programs, and plans; (4) solicit public input when considering rate changes and work and infrastructure plans; and (5) evaluate outcomes of plans, programs, and operations and disclose results to the public.</p>	
<p>Determination 9: Local Accountability and Governance</p>	<p>Reference</p>
<p>9.1 Citywide</p> <p>The Council-Manager form of local government. The Council-Manager form is a system of local government that combines the strong political leadership of elected officials in the form of a governing body, with the strong managerial experience of an appointed local government manager. The Council is also assisted with decision-making by the Planning Commission. City staff, overseen by the City Manager, provides information to the Planning Commission and City Council regarding local decisions. All administrative decisions can be appealed to the Planning Commission or City Council and all Planning Commission and City Council meetings are public, providing accountability to the electorate.</p>	<p>Page 6-4</p>

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