

**Municipal Service Review
And
Sphere of Influence Recommendation**

**Antelope Valley Water District
Mono County, California**

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SUMMARY

Municipal Service Review Determinations

1. Infrastructure Needs and Deficiencies

- At this time, the district has no facilities or equipment.
- In the future, depending on the type of services provided by the district, the district may acquire facilities and/or equipment and at that time may need to develop capital improvement plans.

2. Growth and Population Projections for the Affected Area

- The Mono County General Plan Land Use Element allows for significant additional growth in the Antelope Valley.
- Growth is anticipated to occur primarily in and adjacent to existing developed areas. Development on lands designated for agricultural uses would create new pockets of development away from currently developed areas.
- The population in Antelope Valley is projected to increase to 1,936 by 2,020 and 2,082 by 2,030.

3. Financing Constraints and Opportunities

- The district is currently inactive and has not identified any needed improvements.
- The district's only revenue source is interest income.

4. Cost Avoidance Opportunities

- The district is currently inactive and has not identified any needed improvements.
- The district's only expenditures are sporadic minor expenditures for maintenance of its property.

5. Opportunities for Rate Restructuring

- The district's only revenue source is interest income.
- The district is currently inactive and does not provide any services at this time.

6. Opportunities for Shared Facilities and Resources

- The Antelope Valley includes other special district service providers, as well as the County, that require facilities to support their services. There may be other opportunities for shared facilities among the districts and the County. Further studies would be necessary to determine whether there are opportunities to reduce costs

7. Government Structure Options

- The district's boundaries generally overlap the boundaries of the Antelope Valley Fire Protection District.
- In the future, the district could consider reorganization with the Antelope Valley FPD to provide greater fiscal and service flexibility for the Antelope Valley.

8. Evaluation of Management Efficiencies

- The district is inactive and all seats on the Board of Directors are vacant.

9. Local Accountability and Governance

- The district is inactive and all seats on the Board of Directors are vacant.

Sphere of Influence Findings

1. Present and Planned Land Uses

Land use within the service area for the AVWD is predominantly agricultural and residential with limited areas of commercial uses. The planned land uses for the area are similar. Development will be concentrated primarily within and adjacent to existing development although land use designations for the area allow for the conversion of agricultural lands to residential uses with large lot sizes.

2. Present and Probable Need For Public Facilities and Services

The district does not provide any services at this time. The district is authorized to provide water and sewer services and storm drainage facilities.

3. Present Capacity of Public Facilities and Adequacy of Public Services

The district does not provide any services at this time. The district is authorized to provide water and sewer services and storm drainage facilities.

4. Social or Economic Communities of Interest

The district exhibits substantial social and economic interdependence with developments in Nevada. This interdependence, however, has no relevance in determining a sphere of influence for the district.

Sphere of Influence Recommendation

The Sphere of Influence for the Antelope Valley Water District should remain as it is, coterminous with the boundaries of the district.

Reorganization Recommendation

It is the general policy of LAFCO to recommend the dissolution of inactive districts. However, in view of the ongoing water situation in Mono County and the desire of area residents to maintain control of water rights and irrigation ditches in the Antelope Valley, LAFCO recommends that the inactive water district remain in place as a protective measure.

Section 56001 of the California Government Code states that:

The Legislature also finds that, whether governmental services are proposed to be provided by a single-purpose agency, several agencies, or a multipurpose agency, responsibility should be given to the agency or agencies that can best provide government services.

In the future, if the district becomes active again, and as development occurs in the Antelope Valley, additional community water services may become necessary or desirable. In the future, the district could consider reorganization with the Antelope Valley Fire Protection District into a multipurpose agency such as a Community Service District (CSD). At that time, a reorganization

study should be conducted to determine what governmental structure would best provide services for the region. Such a reorganization could provide greater fiscal and service flexibility for the Antelope Valley but should occur only with the concurrence of the involved districts' Boards of Directors.

I. INTRODUCTION

Municipal Service Reviews

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires Local Agency Formation Commissions (LAFCOs) to conduct comprehensive reviews of all municipal services in each county in California and to periodically update that information. The purpose of the municipal service reviews is to gather detailed information on public service capacities and issues.

Relationship Between Municipal Service Reviews and Spheres of Influence

The Cortese-Knox-Hertzberg Local Government Reorganization Act requires LAFCOs to develop and determine the Sphere of Influence (SOI) for each applicable local governmental agency that provides services or facilities related to development. Government Code Section 56076 defines a SOI as “a plan for the probable physical boundaries and service area of a local agency.” Service reviews must be completed prior to the establishment or update of SOIs (§56430(a)). Spheres of influence must be reviewed and updated as necessary, but not less than once every five years (§56425).

The information and determinations contained in a Municipal Service Review are intended to guide and inform SOI decisions. Service reviews enable LAFCO to determine SOI boundaries and to establish the most efficient service provider for areas needing new service. They also function as the basis for other government reorganizations. Section 56430, as noted above, states that LAFCO can conduct these reviews “before, in conjunction with, but no later than the time it is considering an action to establish a SOI.”

The Antelope Valley Water District Municipal Service Review is being conducted in response to, and in conjunction with, an update of the sphere of influence for the district.

II. ANTELOPE VALLEY WATER DISTRICT

DISTRICT OVERVIEW

Service Area

The Antelope Valley Water District (AVWD) was formed in 1961 to provide irrigation water in the Antelope Valley area. The district's boundaries extend the length of the Antelope Valley from Walker Canyon to the Nevada state line, and include the communities of Coleville, Topaz, and a portion of Walker. The largest developed area of Walker is not included in the district boundaries. The primary land uses in the area are agricultural activities, including grazing and irrigated farming, residential uses, and limited commercial uses.

Topography within the district is characterized by the gently rolling agricultural lands of the Antelope Valley, and steep slopes surrounding the valley floor. Vegetation in the district is primarily sagebrush scrub and pine trees in Walker Canyon and on the slopes surrounding the valley floor. The valley floor is primarily irrigated agricultural land and grazing.

The AVWD includes the three most northern communities in Mono County: Topaz, Coleville, and a portion of Walker, all of which are located along Highway 395. Topaz is located 13 miles south of the Nevada State Line, Coleville is approximately 4 miles south of Topaz, and Walker is approximately 3 miles south of Coleville.

Population Characteristics

Mono County GIS estimates that there are 386 parcels in the district, including 181 developed parcels (residential or commercial parcels valued at \$10,000 or more). Population data from the 2000 US Census and California Department of Finance population estimates show the population in the Antelope Valley to be 1,525 in 2000 and 1,557 in 2003 (Table 3, Mono County Housing Element).

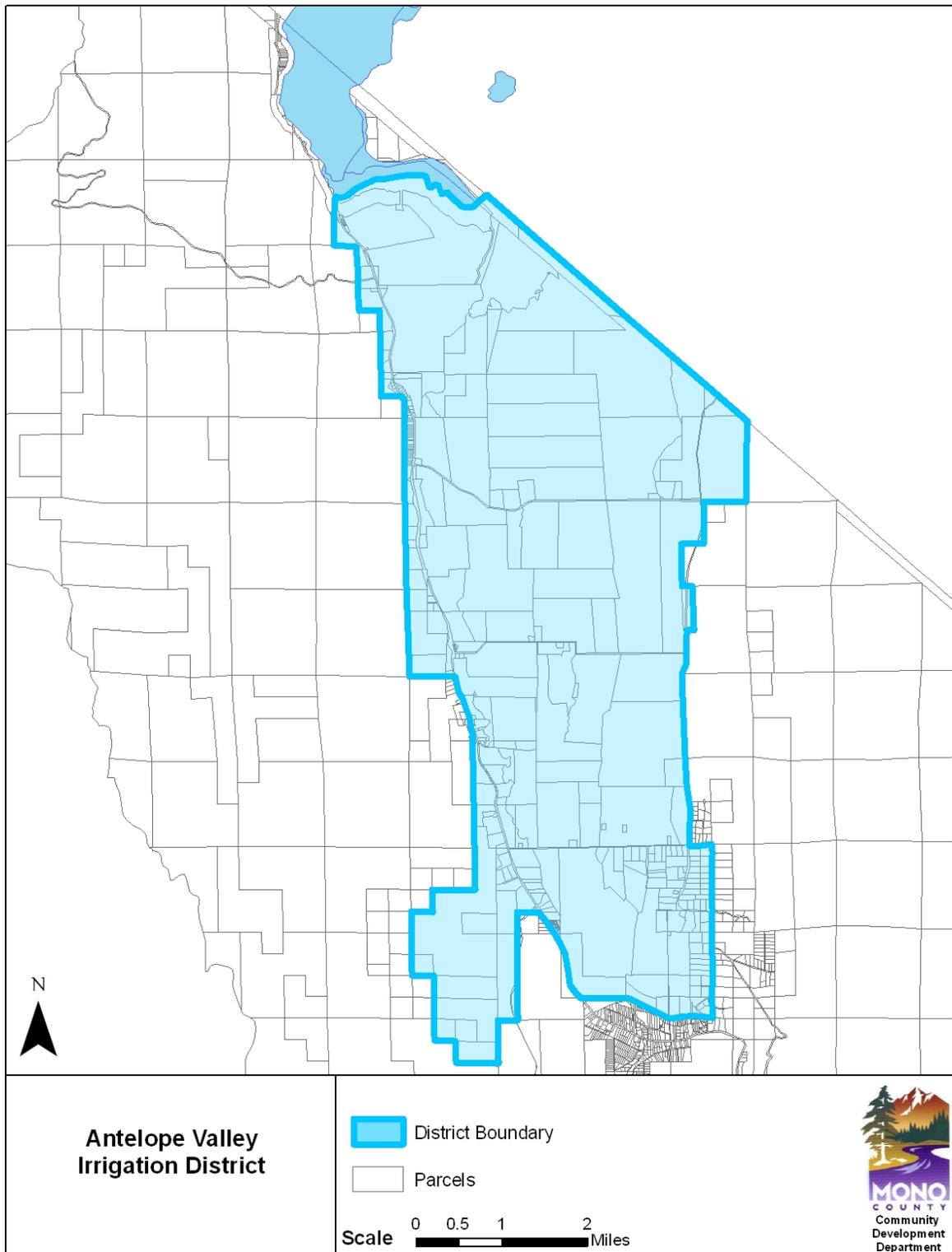


Figure 1
Antelope Valley Water District Boundaries

Land Ownership

With the exception of several small public land parcels managed by the Bureau of Land Management (BLM) in the southern portion of the district, land throughout the district is privately owned. With the exception of developed areas to the north in Nevada, the area surrounding AVWD is generally undeveloped and in open space use. Federally owned lands managed by the BLM, the US Marine Corps, or the Forest Service border the district to the east, west, and south. Pockets of privately owned land are directly south of the district and approximately two miles west of the district.

Planned Land Uses

The Mono County Land Use Element provides for substantial additional development in the Antelope Valley. The additional development allowed by the plan would be predominantly single-family residential development throughout the valley, and mixed-use development in Walker that could incorporate single-family residential development, multiple-family residential development and commercial development, and limited commercial development. The commercial development would occur in existing community areas along Highway 395. The single-family residential development would occur in and adjacent to existing residential development throughout the valley. Residential development could also occur throughout the valley on agricultural lands. A large amount of the agricultural land designated for residential development has large minimum lot sizes (5 acres or more), which means that the development would be spread out.

DISTRICT SERVICES

Services Provided

The Antelope Valley Water District is currently inactive and provides no services at this time. The District has no plans for water system improvements or the provision of any services at this time. The district owns no facilities or equipment. The district owns a 16-foot by 668-foot strip of land running from Meadow Drive to the West Walker River in Walker (APN 02-290-22).

Administration and Staffing

The district is governed by a five member Board of Directors appointed by the County Board of Supervisors. Currently, all terms on the Board have expired and all seats are vacant. The district has no employees. The secretary for the Antelope Valley Mutual Water Company, a private water company that covers much of the same area, keeps files and records pertaining to the district.

Funding and Budget

The district has no revenues and generally no expenditures. Interest is accrued annually on the district's general fund account. The district has sporadic minor expenditures related to maintenance of its property.

Other Services

Other services in the Antelope Valley area are provided by various public and private entities. The Antelope Valley Fire Protection District, which provides fire protection and emergency medical services, is the only other special district in the area. Sewer service and domestic water are provided by individual wells and septic systems.

III. SERVICE REVIEW ANALYSIS AND DETERMINATIONS

Government Code §56430 requires the analysis of nine factors when assessing the capabilities of public service agencies. Each of the required factors is discussed below as it pertains to the Antelope Valley Water District.

1. Infrastructure Needs and Deficiencies

Overview

Purpose: To evaluate the infrastructure needs and deficiencies of a district in terms of capacity, condition of facilities, service quality, and levels of service and its relationship to existing and planned service users

Antelope Valley Water District

The Antelope Valley Water District (AVWD) has no facilities or equipment at this time. In the future, depending on the type of services provided by the district, the district may acquire facilities and/or equipment and at that time may need to develop capital improvement plans.

Determinations

- At this time, the district has no facilities or equipment.
- In the future, depending on the type of services provided by the district, the district may acquire facilities and/or equipment and at that time may need to develop capital improvement plans.

2. Growth and Population Projections for the Affected Area

Overview

Purpose: To evaluate service needs based on existing and anticipated growth patterns and population projections.

Existing and Anticipated Growth Patterns in the Antelope Valley

Development in the Antelope Valley is currently concentrated along Highway 395 in the communities of Walker, Coleville, and Topaz, and along Eastside Lane. Future growth is anticipated to occur primarily in and adjacent to existing developed areas. Development on lands designated for agricultural uses would create new pockets of development away from currently developed areas. The Mono County General Plan Land Use Element provides for the following buildout in the Antelope Valley:

Table 1: Buildout Figures for the Antelope Valley

Land Use Designation	Density	Acres	Maximum Potential Dwelling Units
ER Estate Residential	1 du/acre	585	454 ^a
RR Rural Residential	1 du/acre	1,511	398 ^b
RMH Rural Mobile Home	1 du/acre	65	65
MU Mixed Use	15 du/acre	180	2,700
RU Rural Resort	1 du/5 acres	11	---
C Commercial	15 du/acre	4	60
IP Industrial Park	---	20	---
PF Public/Quasi-Public Facilities	---	37	---
RM Resource Management	1 du/40 acres	540	13
OS Open Space	1 du/80 acres		
NHP Natural Habitat Protection	1 du/5 acres		
AG Agriculture	1 du/2.5 ac.	14,894	1,489 ^c
SP Specific Plan	---	260	--- ^d
Total Private Lands		18,107	5,179
RM Resource Management – Federal/State	---	6,685	---
OS Open Space – WRID	1 du/80 acres	1,236	15
Total		26,028	5,194

Notes: du = dwelling unit

- a. 146 acres designated ER 10 (10-acre minimum lot size).
- b. 1,344 acres designated RR 5 (5-acre minimum lot size); 39 acres designated RR 40 (40-acre minimum lot size).
- c. AG 10 (10-acre minimum lot size) designated in Antelope Valley.
- d. This represents the future expansion area for Coleville. No development plan has been proposed.

Population Projections

Population data from the 2000 US Census and California Department of Finance population estimates show the population in the Antelope Valley to be 1,525 in 2000 and 1,557 in 2003. In 2000, there were 603 households in the Antelope Valley. The population in the Antelope Valley is projected to increase to 1,936 by 2020 and 2,082 by 2030 (State Department of Finance Report P-3, Population Projections).

Determinations

- The Mono County General Plan Land Use Element allows for significant additional growth in the Antelope Valley.
- Growth is anticipated to occur primarily in and adjacent to existing developed areas. Development on lands designated for agricultural uses would create new pockets of development away from currently developed areas.
- The population in Antelope Valley is projected to increase to 1,936 by 2,020 and 2,082 by 2,030.

3. Financing Constraints and Opportunities

Overview

Purpose: To evaluate factors that affect the financing of needed improvements.

Expenses for special districts generally fall into one of three categories: (1) acquisition of facilities and major capital equipment, (2) employee expenses, and (3) ongoing operations and maintenance costs. The primary criteria that should be considered when evaluating adequacy of potential funding sources is availability, adequacy to meet the need, equity between existing and future residents, stability, and ability to cover on-going operating and maintenance costs.

Antelope Valley Water District

The district currently has no revenues other than interest income, which is deposited in the district's general fund account. The district is currently inactive and has no equipment, facilities, or identified needed improvements.

Determinations

- The district is currently inactive and has not identified any needed improvements.
- The district's only revenue source is interest income.

4. Cost Avoidance Opportunities

Overview

Purpose: To identify practices or opportunities that may aid in eliminating unnecessary costs.

Cost avoidance opportunities are defined as actions to eliminate unnecessary costs derived from, but not limited to, duplication of service efforts, higher than necessary administration/operation cost ratios, use of outdated or deteriorating infrastructure and equipment, underutilized equipment or buildings or facilities, overlapping/inefficient service boundaries, inefficient purchasing or budgeting practices, and lack of economies of scale.

Antelope Valley Water District

The district is currently inactive and has no equipment, facilities, or identified needed improvements. The district's only expenditures are sporadic minor expenditures related to the maintenance of its property.

Determinations

- The district is currently inactive and has not identified any needed improvements.
- The district's only expenditures are sporadic minor expenditures for maintenance of its property.

5. Opportunities for Rate Restructuring

Overview

Purpose: To identify opportunities to positively impact rates without decreasing service levels.

Antelope Valley Water District

The district currently has no revenues other than interest income, which is deposited in the district's general fund account. The district is currently inactive and does not provide any services at this time.

Determinations

- The district's only revenue source is interest income.
- The district is currently inactive and does not provide any services at this time.

6. Opportunities for Shared Facilities

Overview

Purpose: To evaluate the opportunities for a jurisdiction to share facilities and resources to develop more efficient service delivery systems.

Sharing facilities and resources can result in a more efficient and cost-effective delivery of resources.

Antelope Valley Water District

Currently, the district does not own any facilities. The Antelope Valley includes other special district service providers, as well as the County that require facilities to support their services. There may be opportunities for shared facilities among the districts and the County. Further studies would be necessary to determine whether there are opportunities to reduce costs.

Determinations

- The Antelope Valley includes other special district service providers, as well as the County, that require facilities to support their services. There may be other opportunities for shared facilities among the districts and the County. Further studies would be necessary to determine whether there are opportunities to reduce costs.

7. Government Structure Options

Overview

Purpose: To consider the advantages and disadvantages of various government structures to provide service.

Government Code §56001 declares that it is the policy of the State to encourage orderly growth and development essential to the social, fiscal, and economic well being of the State. The Code

further states that “this policy should be effected by the logical formation and modification of the boundaries of local agencies, with a preference granted to accommodating additional growth within, or through the expansion of, the boundaries of those local agencies which can best accommodate and provide necessary governmental services.”

For local agency consolidations to occur there has to be significant (and popularly desired) cost savings or an increase in service.

Antelope Valley Water District

The service area of the Antelope Valley Water District generally overlaps the boundaries of the Antelope Valley Fire Protection District. LAFCO policy states that “responsibility should be given to the agency or agencies that can best provide government services.” No reorganizations are recommended for the Antelope Valley Water District at this time since the district is inactive. In the future, if the district becomes active again, and as development occurs in the Antelope Valley, additional community water services may become necessary or desirable. In the future, the district could consider reorganization with the Antelope Valley Fire Protection District into a multipurpose agency such as a Community Service District (CDS). Such a reorganization could provide greater fiscal and service flexibility for the Antelope Valley.

Determinations

- The district’s boundaries generally overlap the boundaries of the Antelope Valley Fire Protection District.
- In the future, the district could consider reorganization with the Antelope Valley FPD to provide greater fiscal and service flexibility for the Antelope Valley.

8. Evaluation of Management Efficiencies

Overview

Purpose: To evaluate the quality of public services in comparison to cost.

As defined by OPR, the term “management efficiency,” refers to the organized provision of the highest quality public services with the lowest necessary expenditure of public funds. An efficiently managed entity (1) promotes and demonstrates implementation of continuous improvement plans and strategies for budgeting, managing costs, training and utilizing personnel and customer service and involvement, (2) has the ability to provide service over the short and long term, (3) has the resources (fiscal, manpower, equipment, adopted service or work plans) to provide adequate service, (4) meets or exceeds environmental and industry service standards, as feasible considering local conditions or circumstances, (5) and maintains adequate contingency reserves. “Management Efficiency” is generally seen as organizational efficiency including the potential for consolidation.

The purpose of management is to effectively carry out the principal function and purpose of an agency. Good management will ensure that the agency’s mission is accomplished and that the agency’s efforts are sustainable into the future. Unfortunately, “good management” is a relatively subjective issue, and one that is hard to quantify.

Antelope Valley Water District

The district is currently inactive. All seats on the Board of Directors are vacant.

Determinations

- The district is inactive and all seats on the Board of Directors are vacant.

9. Local Accountability and Governance

Overview

Purpose: To evaluate the accessibility and levels of public participation associated with an agency's decision-making and management processes.

Special districts such as fire protection districts are required to adopt budgets at open public meetings and to file their budgets with the county auditor. They are required to have annual or biennial independent audits. Districts are subject to the Ralph M. Brown Act for meetings, agendas and minutes. They are also subject to the Public Records Act.

Complying with the minimum open meeting and information requirements is not sufficient to allow an adequate amount of visibility and accountability. Outreach efforts, including convenient meeting times, additional notice of meetings and dissemination of district information, are desirable.

Antelope Valley Water District

The district is currently inactive. All seats on the Board of Directors are vacant.

Determinations

- The district is inactive and all seats on the Board of Directors are vacant.

IV. SPHERE OF INFLUENCE RECOMMENDATION

In determining the sphere of influence for each local agency, Government Code §56425 requires the Local Agency Formation Commission to consider and prepare a written statement of its determination with respect to four required findings. Each of the required findings is discussed below as it pertains to the Antelope Valley Water District.

1. Present and Planned Land Uses

Discussion:

Present land uses in the Antelope Valley are primarily residential and agricultural with limited commercial facilities. The Mono County GIS estimates that there are 386 parcels in the district, including 181 developed parcels (residential or commercial parcels valued at \$10,000 or more). The district does not include much of the developed portion of Walker. Population data from the 2000 US Census and California Department of Finance population estimates show the population of the Antelope Valley to be 1,525 in 2000 and 1,557 in 2003. In 2000, there were 603 households in the Antelope Valley.

The Mono County General Plan Land Use Element provides for the following buildout in the Antelope Valley:

Table 1: Buildout Figures for the Antelope Valley

Land Use Designation	Density	Acres	Maximum Potential Dwelling Units
ER Estate Residential	1 du/acre	585	454 ^a
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RU Rural Resort	1 du/5 acres	11	---
C Commercial	15 du/acre	4	60
IP Industrial Park	---	20	---
PF Public/Quasi-Public Facilities	---	37	---
RM Resource Management	1 du/40 acres	540	13
OS Open Space	1 du/80 acres		
NHP Natural Habitat Protection	1 du/5 acres		
AG Agriculture	1 du/2.5 ac.	14,894	1,489 ^c
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- c. AG 10 (10-acre minimum lot size) designated in Antelope Valley.
- d. This represents the future expansion area for Coleville. No development plan has been proposed.

Finding:

Land use within the service area for the AVWD is predominantly agricultural and residential with limited areas of commercial uses. The planned land uses for the area are similar. Development will be concentrated primarily within and adjacent to existing development although land use designations for the area allow for the conversion of agricultural lands to residential uses with large lot sizes.

2. Present and Probable Need For Public Facilities and Services

Discussion:

The district does not provide any services at this time. The district is authorized to acquire and operate works for “the production, storage, transmission, and distribution of water for irrigation, domestic, industrial, and municipal purposes.” The district may also acquire and operate facilities and services for the collection, treatment and disposal of sewage, waste and storm waters.

Finding:

The district does not provide any services at this time. The district is authorized to provide water and sewer services and storm drainage facilities.

3. Present Capacity of Public Facilities and Adequacy of Public Services

Discussion:

The district does not provide any services at this time. The district is authorized to acquire and operate works for “the production, storage, transmission, and distribution of water for irrigation, domestic, industrial, and municipal purposes.” The district may also acquire and operate facilities and services for the collection, treatment and disposal of sewage, waste and storm waters.

Finding:

The district does not provide any services at this time. The district is authorized to provide water and sewer services and storm drainage facilities.

4. Social or Economic Communities of Interest

Discussion:

The Antelope Valley is isolated from the remainder of Mono County by topography. Although it shares the concerns common to all county residents, it does not share significant social or

economic communities of interest with other communities in the county. Antelope Valley does exhibit social and economic interdependence with development in Nevada, both with the Minden/Gardnerville/Carson City area and with nearby developments over the state line. While Antelope Valley residents share substantial communities of interest with Nevada, California special districts cannot include areas in other states. Consequently, although the interdependence of Antelope Valley residents with Nevada is relevant to district residents, it has no relevance in the determination of a sphere of influence for the district.

Finding:

The district exhibits substantial social and economic interdependence with developments in Nevada. This interdependence, however, has no relevance in determining a sphere of influence for the district.

Sphere of Influence Recommendation

The Sphere of Influence for the Antelope Valley Water District should remain as it is, coterminous with the boundaries of the district.

Reorganization Recommendation

It is the general policy of LAFCO to recommend the dissolution of inactive districts. However, in view of the ongoing water situation in Mono County and the desire of area residents to maintain control of water rights and irrigation ditches in the Antelope Valley, LAFCO recommends that the inactive water district remain in place as a protective measure.

Section 56001 of the California Government Code states that:

The Legislature also finds that, whether governmental services are proposed to be provided by a single-purpose agency, several agencies, or a multipurpose agency, responsibility should be given to the agency or agencies that can best provide government services.

In the future, if the district becomes active again, and as development occurs in the Antelope Valley, additional community water services may become necessary or desirable. In the future, the district could consider reorganization with the Antelope Valley Fire Protection District into a multipurpose agency such as a Community Service District (CSD). At that time, a reorganization study should be conducted to determine what governmental structure would best provide services for the region. Such a reorganization could provide greater fiscal and service flexibility for the Antelope Valley but should occur only with the concurrence of the involved districts' Boards of Directors.

V. REFERENCES

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Mono County Local Agency Formation Commission

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Persons Consulted

Antelope Valley Water District

David Park