



**Economic &
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Real Estate Economics

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PUBLIC REVIEW DRAFT

LOCAL GOVERNMENT OPTIONS FOR ISLA VISTA/UCSB

Prepared for:

Santa Barbara LAFCO

Prepared by:

Economic & Planning Systems, Inc.

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EPS #10027

BERKELEY
2501 Ninth St., Suite 200
Berkeley, CA 94710-2515
www.epsys.com

Phone: 510-841-9190
Fax: 510-841-9208



SACRAMENTO
Phone: 916-649-8010
Fax: 916-649-2070

DENVER
Phone: 303-575-8112
Fax: 303-623-1294

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I. INTRODUCTION

The Santa Barbara Local Agency Formation Commission (LAFCO) commissioned Economic & Planning Systems to conduct a Local Government Options Study (“Options Study”) of an unincorporated community consisting of Isla Vista and the University of California, Santa Barbara (UCSB). The properties included in this report are shown in **Figure 1**.

The purpose of this study is to inform LAFCO as it considers options for the incorporation of Goleta. The Chief Petitioners for the Goleta incorporation excluded Isla Vista/UCSB from their proposed boundaries; however, LAFCO included Isla Vista/UCSB within an alternative city boundary as a second option.

If LAFCO decides to leave Isla Vista/UCSB outside the City of Goleta’s boundaries at this point in time, this study provides alternatives that may help address Isla Vista governance concerns.

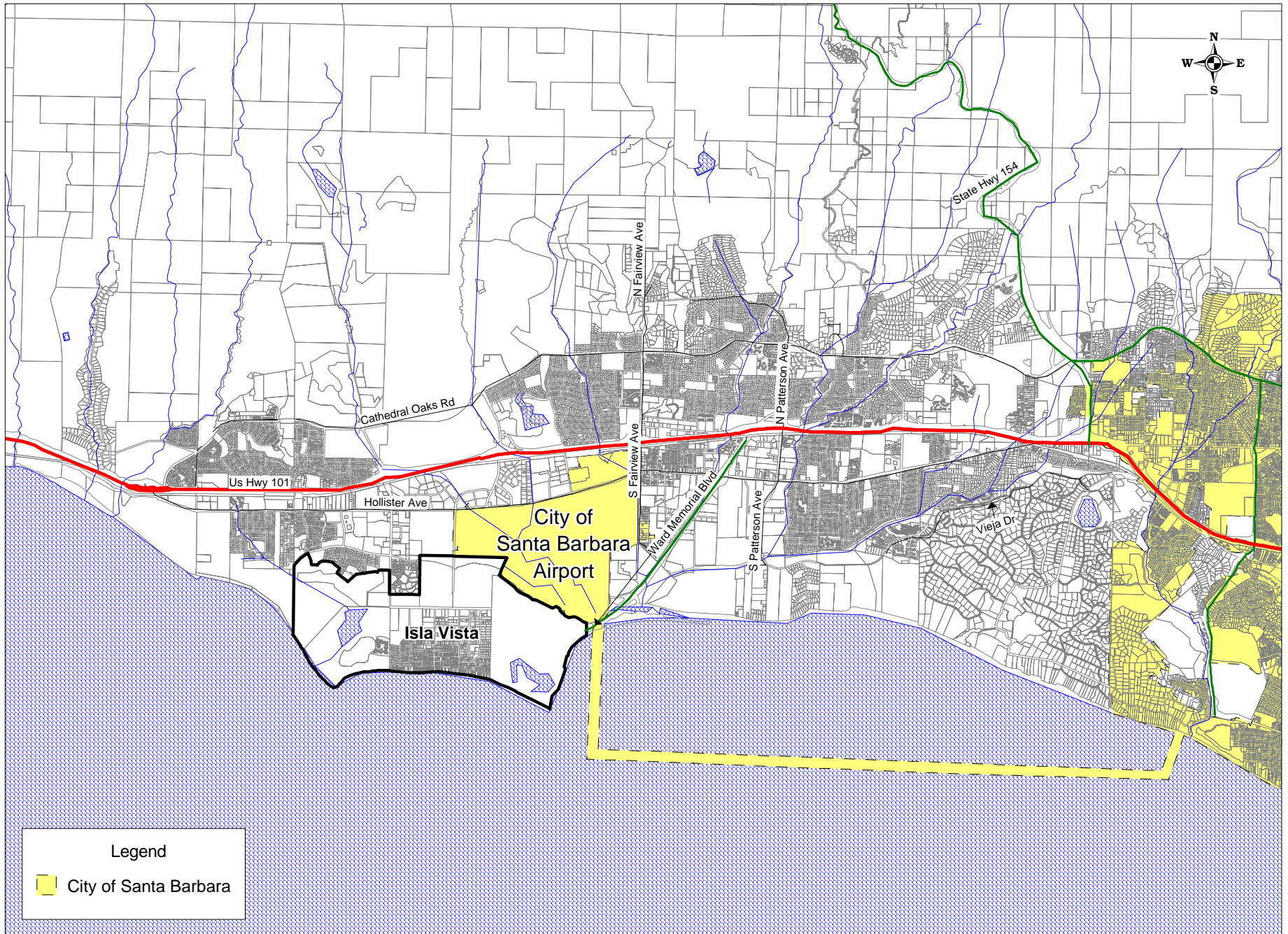
The Isla Vista community encompasses a population of over 20,000 residents. It is adjacent to the University of California, Santa Barbara (UCSB) campus and its student population. Including University property, the area totals about 1,500 acres. Isla Vista faces various challenges in local governance. For example, as a university town, Isla Vista must accommodate the service needs associated with its transient student population and a predominantly renter-oriented community. Isla Vista’s situation is complicated by its unincorporated status, which limits local participation in managing public services and providing needed public improvements.

Other than incorporation as part of the City of Goleta, opportunities exist to create new forms of governance which can help address a number of governance issues affecting Isla Vista, particularly those involving local participation, determination of service priorities, and allocation of public funds. Options considered as a part of this study include:

- **Incorporation of Isla Vista/UCSB.** This option involves the creation of a new City of Isla Vista, with its own governance structure. It is likely that it would rely extensively on contracts with the County of Santa Barbara or other existing entities for public services.
- **Annexation to the City of Santa Barbara.** Isla Vista/UCSB could be annexed to the City of Santa Barbara, specifically the Santa Barbara Airport portion of the City, which is contiguous to the UCSB campus.
- **Annexation to the City of Goleta.** If Goleta becomes a city, Isla Vista could be annexed to the new city.

- **Formation of a Community Service District (CSD).** A CSD could be created to provide a range of services to the area. Funding would depend upon an allocation of existing County (or other district) revenues, or imposition of new taxes.
- **Other Options.** Various mechanisms exist that could be used alone or in combination with other options to increase local participation and provision of services. A Municipal Advisory Council (MAC) or Area Planning Commission (APC) could be formed to provide local input and direction to the County on land use issues. A dependent special district (e.g., County CSA) could be created, or the existing CSA 31 could be modified, to provide financial capacity to augment existing services.

Figure 1
Isla Vista Boundary



II. SUMMARY OF FINDINGS

1. **Isla Vista would not be financially feasible as a city.** The city of Isla Vista does not generate sufficient annual public revenues to cover municipal expenditures. The small tax base and limited supply of land for new development along with the dense population contribute to the lack of feasibility.
2. **Isla Vista annexation to a new city of Goleta could be feasible, depending on the terms of the annexation.** Annexation will require that the city negotiate terms for the transfer of taxes with the County, and will also require that the fiscal mitigation payment be adjusted to reflect future fiscal conditions. The estimated annual net revenues in the year of annexation (assumed to be the eighth full year of the new city) show a positive net revenue of about \$700,000, assuming tax transfer and mitigation terms similar to the incorporation terms. The timing of annexation would also influence feasibility; e.g., following completion of redevelopment improvements, and after the initial eleven years of mitigation payments to the County, the City will be in a better fiscal position to annex additional territory.
3. **Isla Vista annexation to the City of Santa Barbara may be financially feasible.** The recent EPS study of the annexation of Goleta to the City of Santa Barbara indicated that annexation could be fiscally viable, depending on the outcome of negotiations with the County and ability to mitigate potential impacts on the County.

The Isla Vista area represents a much smaller service area and does not have the magnitude of potential impacts upon the County as indicated for the annexation of the entirety of the Goleta Valley. The Isla Vista area could create somewhat greater burdens upon the City, however, due to its distance and separation from other City of Santa Barbara residential communities and services. Although the City may provide an increased level of service, Isla Vista would face some increase in taxes (e.g., utility users tax). The Isla Vista and UCSB residents would represent roughly one-fifth of the total city population.

4. **An Isla Vista Community Service District is a financially feasible option; however, it may have limited financial resources unless there is voter support for increased taxes.** A CSD could build upon the Park District structure and supplant CSA 31 and possibly other functions currently provided by the County, however it could not provide increased levels of service without new revenues. The CSD would acquire the existing revenue base of the supplanted entities and continue providing the same services. However, since the financial capacity of a CSD is limited (without additional voter approved taxes), no new revenues will accrue to the CSD unless the County allocates a share of its existing revenues (or detachment from the Goleta West Sanitary District occurs), making it difficult to enhance service levels.

5. **A Municipal Advisory Council (MAC) could be established.** A MAC could provide residents with greater local input over land use issues as defined by the Board of Supervisors, and could be coupled with a CSD to improve service coordination.

6. **An Area Planning Commission (APC) could be established.** An APC could provide residents with greater local control over land use issues. It would be an official County Planning Commission but only for the Isla Vista area. Like the existing County Planning Commission its decisions regarding land use entitlements would be appealable to the Board of Supervisors.

7. **A benefit assessment district or special tax could be established.** A benefit assessment district or special tax could generate revenues for enhanced service levels; however, due to the relatively low tax base in Isla Vista, raising significant new revenues would present a challenge.

III. EXISTING SERVICE PROVIDERS

Most of Isla Vista's services are provided by the County and special districts including sanitary, water, fire protection, street lighting parks, and recreation (see **Table 1**). In considering an alternative service provision scenario, some of these service providers could be combined into a new government structure, while others, like the fire protection and water districts would remain unchanged.

COUNTY OF SANTA BARBARA

Currently, the County of Santa Barbara provides regional services (including, but not limited to, custody, courts, district attorney, public defender, probation, elections, etc.), and local services such as land use planning and regulation, animal control and law enforcement, among others, to the Isla Vista area and to the students living on campus. These services are funded by revenues from the County general fund such as property taxes, sales taxes, State subventions and charges for service.

The UCSB campus and other University owned lands are provided certain services by the State government, however, since they are part of Santa Barbara County the residents of these areas are eligible for regional County services including the court system, public health and social services. In addition, by agreement the County Fire Protection District provides fire protection services on University property.

In 1990, the County established a redevelopment project area in the Isla Vista area, which includes approximately 400 acres of land, including most of what is considered to be the Isla Vista community. The County Redevelopment Agency oversees the County's redevelopment and land acquisitions efforts in Isla Vista using property tax increment generated from the designated area. Redevelopment activity, in addition to the acquisition of blufftop open space, has included sidewalk construction. Future goals include a variety of infrastructure improvements including parking, drainage, downtown streetscape, and construction of a community center.

COUNTY SERVICE AREAS

There are two County Service Areas (CSAs) serving Isla Vista: CSA 31 and CSA 32. CSA 31 services more than 250 streetlights in the Isla Vista community west of the UCSB campus, funded through benefit assessments and approximately \$15,000 of property tax. CSA 32 is currently used to provide Sheriff patrol in the unincorporated areas of the County from non-property tax sources.

INDEPENDENT SPECIAL DISTRICTS

Several independent special districts serve the Isla Vista area including the Isla Vista Recreation and Park District (IVRPD), County Fire Protection District, Goleta West Sanitary District, Goleta Water District, Santa Barbara Metropolitan Transit District and the Santa Barbara Vector Control District.

Table 1
Existing Public Service Providers
Isla Vista Options Study

Existing Gov't Entities¹	Functions & Authority	Administration & Organization	Representation	Financial Resources
County of Santa Barbara	Land Use and Planning, Sheriff, Public Health and Welfare, etc. ²	County Board of Supervisors directs County Staff	County Supervisor for District Three	Property Tax ³ General Fund Revenues ⁴ State Subventions Charges for Service
CSA 31: ⁵ Provides services to the Isla Vista community west of the UCSB campus	Street Lighting (267 street lights), open space acq.	County Board of Supervisors	No additional representation	Benefit Assessments Property Tax ⁶
CSA 32: Includes all County unincorporated areas	Sheriff Patrol	County Sheriff elected by County residents	No additional representation	Hotel Tax (Cnty funds ⁷) Sales Tax (Cnty funds ⁸) Other General Revenues excluding Property Tax
Isla Vista Rec. & Park District: ⁹ Formed in 1972, covers 1/2 square mile, serving the Isla Vista community of over 20,000 residents and visitors	Park and Open Space Maintenance Recreation Programs Volunteer litter control	Board of Directors directs district staff	Board of Directors elected in Isla Vista	Property Tax ¹⁰ Fees & Charges Cnty Contract Pass thru from Redevelopment to maintain RDA parcels

¹Does not include entities unlikely to be affected by government reorganization, including school districts, mosquito abatement district, etc.

²Other functions include animal control, building inspection, flood control and library.

³Approximately 17% of each property tax dollar generated in Isla Vista less tax increment utilized for redevelopment purposes.

⁴Includes sales tax, hotel tax, etc.

⁵The enabling legislation for CSAs is Government Code 25210.1 et seq.

⁶Approximately 0.5% of each property tax dollar generated in Isla Vista.

⁷Annual appropriation of County General Fund revenues from entire Countywide unincorporated area.

⁸Annual appropriation of County General Fund revenues from entire Countywide unincorporated area.

⁹The enabling legislation for the park district is Public Resources Code 5780 et seq.

¹⁰Approximately 3.88% of each property tax dollar generated in Isla Vista.

Table 1
Existing Public Service Providers
Isla Vista Options Study

Existing Gov't Entities	Functions & Authority	Administration & Organization	Representation	Financial Resources
County Fire Prot. District: ¹¹ Includes much of the County unincorporated area	Fire Protection, some emergency service provision	County Board of Supervisors directs District staff	No additional representation	Property Tax ¹² CDF contract funding Other grant funding
Goleta West Sanitary District: ¹³ Provides services to a 4,500-acre area in the western Goleta Valley. This includes all homes in the Isla Vista area	Sewer System; Street Sweeping (4 times a month)	Board of Directors directs district staff	Board of Directors elected by district residents	Service Charges (Sewer Treatment and Collection) Property Tax ¹⁴ (Street Sweeping and Capital improvements)
Goleta Water District: ¹⁵ Covers a 33,000-acre area with the City of Santa Barbara to the east, El Capitan Ranch to the west and the National Forest to the north including Isla Vista in its entirety	Water Supply	Board of Directors direct district staff	Board of Directors elected by district registered voters	Service Charges (meter sales, and new meter one time water supply charges based on size) Interest on Investments
County Redevelopment Agency (Isla Vista Project Area): ¹⁶ Created in 1990, the Isla Vista Project Area encompasses approx. 400 acres including most of the Isla Vista area	Open Space Acq. Redevelopment	County Bd. Of Sup. directs County Redevelopment Agency Staff	No additional representation	Prop. Tax Increment

¹¹ The enabling legislation is Health and Safety Code 13800 et seq.

¹² Approximately 10.2% of each property tax dollar generated in Isla Vista.

¹³ The enabling legislation is Health and Safety Code 4700 et seq.

¹⁴ Approximately 5.45% of each property tax dollar generated in Isla Vista.

¹⁵ The enabling legislation is Water Code 31000 et seq.

¹⁶ The enabling legislation is Health and Safety Code Section 33000 et. seq.

ISLA VISTA RECREATION AND PARK DISTRICT

Formed in 1972, Isla Vista Recreation and Park District (IVRPD) covers one-half square mile of the Isla Vista community and is governed by an independent Board of Directors elected by District residents. The District is primarily responsible for park and open space maintenance, as well as recreation programs.

The District supports and maintains over 70 acres of parks; the Isla Vista Teen Center; child recreation programming, including after-school programs; habitat restoration and demonstration projects; community gardens; and community festivals, fairs, and concerts.

SANTA BARBARA COUNTY FIRE PROTECTION DISTRICT

The County Fire Protection District (SBFPD) provides fire protection and emergency services to much of the unincorporated County, including the Isla Vista area. The District is governed by the Board of Supervisors and receives funding from property tax.

GOLETA WEST SANITARY DISTRICT

The Goleta West Sanitary District (GWSD) provides sewer services to the Isla Vista area and a larger area west of La Patera Road. Sewage collected by GWSD is treated by the Goleta Sanitary District. The District also is responsible for street sweeping services in Isla Vista four times a month.

An independent Board of Directors, elected by District residents, governs the area's sewer and street sweeping service provision. The funding for the District includes sewer treatment and collection charges, as well as property tax for the street sweeping, capital improvements, and reserves.

GOLETA WATER DISTRICT

The Goleta Water District (GWD) provides water supply to a 33,000-acre area including the Isla Vista community. The Water District is governed by an independent Board of Directors elected by the District residents. The District receives funding from service charges, one-time water supply charges, and interest on investments.

IV. ORGANIZATIONAL OPTIONS

EPS explored several organizational options for the Isla Vista area including:

- **Incorporation of Isla Vista.** This option involves the creation of a new City of Isla Vista, with its own governance structure. It is likely that it would rely extensively on contracts with the County of Santa Barbara or other existing entities for public services.
- **Annexation to the City of Santa Barbara.** Isla Vista could be annexed to the City of Santa Barbara, or more specifically, to the Santa Barbara Airport, which is part of the City and adjacent to Isla Vista.
- **Annexation to the City of Goleta.** If Goleta becomes a city, Isla Vista could be annexed to the new city.
- **Formation of a Community Service District (CSD).** A CSD could be created to provide a range of services to the area. Funding would depend upon an allocation of existing County (or other district) revenues, or imposition of new taxes (e.g., a special district as noted below).
- **Other Options.** Various mechanisms exist that could be used alone or in combination with other options to increase local participation and provision of services. A Municipal Advisory Council (MAC) or Area Planning Commission (APC) could be formed to provide local input and direction to the County on land use issues. A dependent special district (e.g., County CSA) could be created, or the existing CSA 31 could be modified, to provide financial capacity to augment existing services.

EVALUATION CRITERIA

There are various criteria that can be considered in determining the appropriate local government option for the Isla Vista community. The evaluation criteria for local governance options include six different criteria:

- **Institutional Authority.** The options allow varying degrees of authority to provide certain services and address local issues. Given their broad powers, annexation and incorporation address most service provision issues, while maintenance districts and CSAs are required by law to provide for specific services set forth in the resolution of formation.
- **Administration and Organization.** Incorporation is the most complex option, requiring staffing, and/or contracts to handle administration as well as a broad range of services. A CSD may be nearly as involved as the creation of a new city, depending on its authorized services, while CSAs and maintenance districts can be managed by existing County or district staff.

- **Representation.** A new city provides the greatest degree of local representation and authority. The level of local control in the case of annexation depends on the size of the resulting city. The district can be comprised of board members from the local area, however its authority depends partly on whether the district is dependent or independent of the County Board of Supervisors.
- **Financial Resources.** Both incorporation and annexation allow the resulting cities the ability to generate their own general purpose revenues and qualify for state subventions, as well as impose new taxes if necessary. On the other hand, districts are almost entirely dependent on the County's allocation of resources for funding, or the imposition of new taxes or assessments (requiring voter approval).
- **Financial Feasibility.** A proposed governance structure must be financially feasible. As the governmental entity becomes more complex and responsible for a broader range of essential services, as with a new city, financial feasibility becomes more critical.
- **Political Feasibility.** The requirements for creating a new governmental entity affect their political feasibility. For example, the creation of a new city requires a majority vote within the new city's boundaries. Annexation may require a majority vote of both the existing city residents as well as the area to be annexed, creating additional challenges to acceptance. Certain districts and a MAC or APC can be created by the Board of Supervisors; their authority is limited, however, and raising revenues generally requires a two-third's voter approval.

OPTIONS FOR ISLA VISTA

EPS considered and evaluated various governance options for the unincorporated Isla Vista community (see **Table 2**). For the incorporation and annexation options, EPS relied on detailed feasibility calculations developed in the Goleta Incorporation Comprehensive Fiscal Analysis (CFA) refined for the purpose of the current analysis.

STATUS QUO

Maintaining the status quo will perpetuate existing service provision conditions. Currently, the area generates approximately \$1.5 million in revenue to the County (after deducting tax increment allocated to redevelopment) compared to service costs (other than road maintenance, which is primarily funded through gas taxes) of about \$2.4 million.

Table 2
Governance Options for Isla Vista
Isla Vista Options Study

Organizational Options	Functions & Authority	Implementation & Operation	Representation	Financial Resources
Incorporation: ¹ City government encompassing UCSB campus, and what is currently the IVRPD area	Broad authority including land use & planning, police, parks and rec. via city depts. and/or service contracts	Complex implementation and operation requiring petition by 25% of registered voters, LAFCO approval, and majority Isla Vista voter approval	Representation by City Council members elected by voters in proposed boundary	Broad powers to generate revenues including: <ul style="list-style-type: none"> ▪ Property Tax ▪ Sales Tax ▪ State Subventions ▪ Charges for Service ▪ Other
Annexation: ² Isla Vista annexation to Goleta at a later date, if Goleta becomes a city, or to the City of Santa Barbara	Same as above	Complexity in implementation and operation requiring City Council resolution, LAFCO approval, and majority election in City and proposed boundaries if 25% or more of residents in proposed boundaries protest	Representation by citywide council	Slightly less than incorporation (Actual pop. for state subventions and no legislated property tax transfer)
Community Services District (CSD): ³ Creation of a multi-purpose independent district, covering the area of existing CSA 31 or the IVRPD	Mandate for a specific purpose with potential for multi-purpose independent district formation or coordination with Municipal Advisory Council	Some complexity in implementation and operation requiring County resolution or petition by 10% of voters, hearing, finding district is economically feasible, and majority election	Limited representation if dependent district represented by County Supervisors; some local responsiveness if an independent district represented by a locally elected board (may contract with County depts.)	Limited power to generate revenues, and must have County mandate to generate new funding sources including: <ul style="list-style-type: none"> ▪ Property Tax ▪ Benefit Assessments ▪ Fees for Service ▪ Cnty funds (if dependent district)

¹ The legislation guiding incorporation is the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000.

² The legislation guiding annexation is the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000.

³ The enabling legislation for a CSD is Government Code 61000 et seq.

**Table 2
Governance Options for Isla Vista
Isla Vista Options Study**

Organizational Options	Functions & Authority	Implementation & Operation	Representation	Financial Resources
<p>County Service Area (CSA):⁴ Modification of existing CSAs, or creation of new CSA</p>	<p>Mandate for a specific purpose such as Street Lighting, Open Space Acq., Rd. Maint. and Street Sweeping, Public Facilities, Sheriff Patrol, etc.</p>	<p>Simplicity in implementation and operation, requiring County resolution or petition of 10% of voters, hearing, and county order; majority election if 10% protest</p>	<p>County Supervisor provides local representation</p>	<p>Limited power to generate revenues, and must have County mandate to generate new funding sources including:</p> <ul style="list-style-type: none"> ▪ Property Tax ▪ Benefit Assessments ▪ Fees for Service ▪ Hotel Tax (Cnty funds) ▪ Sales Tax (Cnty funds)
<p>Municipal Advisory Council (MAC):⁵ Area Planning Commission or other independent body covering the area of an existing special district or creation of a newly specified Isla Vista boundary; can be in concert with CSA or CSD</p>	<p>Mandate for general advisory role usually focusing on land use and planning comparable to County Planning Commission</p>	<p>Simplicity in complexity in implementation and operation, requiring County resolution following the guidelines in Gov. Code 31010</p>	<p>May include local representatives, elected and/or ex- officio</p>	<p>Limited power to generate revenues, depends on County General Fund</p>
<p>Maintenance or Special Benefit Assessment District:⁶ Newly formed or integrated District, covering the area of existing CSA 31 or the IVRPD; can be in concert with CSA or CSD to generate greater revenues</p>	<p>Mandate for a specific purpose such as Street Lighting, Open Space Acq., Rd. Maint. and Street Sweeping, Public Facilities, Sheriff Patrol, etc.</p>	<p>Varying degrees of complexity in implementation and operation requiring a County order for a maintenance district; 2/3 voter approval for a special tax, and approval by a municipal body to levy a benefit assessment</p>	<p>Limited local responsiveness, represented by County Supervisor</p>	<p>Limited power to generate revenues, and must have County mandate to generate new funding sources including:</p> <ul style="list-style-type: none"> ▪ Property Tax ▪ Benefit Assessments ▪ Fees for Service ▪ Cnty funds

⁴ The enabling legislation for a CSA is Government Code 25210.1 et seq.

⁵ The enabling legislation for a MAC is Government Code 31010 et seq.

⁶ The enabling legislation for a maintenance district or special benefit assessment district includes various sections of State law including Streets and Highways Code 5820 et seq, or Government Code 54703 et seq, 54710 et seq.

The Isla Vista area represents about 6 percent of the total County population and about 7 percent of total registered voters. Within Supervisorial District #3, about 20 percent of the voter precincts are in the Isla Vista area.

ISLA VISTA INCORPORATION

A new city of Isla Vista would be endowed with a broad range of civic responsibilities, authority, and revenue-generating capability. Incorporation would provide for a high level of local responsiveness, allow control of services, and give the city the capability to address local issues and needed service enhancements.

Financial feasibility is one of the key findings that must be made by LAFCO in order to approve the incorporation proposal. According to the Goleta CFA Municipal Budget Model and forecast, Isla Vista cannot be financially feasible as a city. **Table 3** shows the estimated costs by major municipal function and revenues available to the new city government. The municipal General Fund budget balance (annual revenues minus annual expenditures) is projected to be approximately a \$3 million deficit by its second year of operation. The financial status of a new city of Isla Vista does not improve in later years. The deficit is due to Isla Vista's inability to generate sufficient revenues including property tax, sales tax, and transient occupancy tax revenues. The limit on the supply of land for new development and the lower tax base of UCSB student housing inhibit Isla Vista from becoming a financially feasible city.

GOLETA ANNEXATION

The Goleta Incorporation CFA considers a financially feasible option that includes the community of Isla Vista. However, Isla Vista was not included in the incorporation petition and may not be included in the final incorporation proposal approved by LAFCO. The Commission therefore wants to consider the possibility of annexing the area to Goleta at a later date.

Isla Vista annexation to a new city of Goleta could be feasible, depending on the terms of the annexation. Annexation will require that the city negotiate terms for the transfer of taxes with the County, and will also require that the fiscal mitigation payment be adjusted to reflect future fiscal conditions. The estimated annual net revenues in the year of annexation (assumed to be the eighth full year of the new city) show a positive net revenue of about \$700,000, assuming tax transfer and mitigation terms similar to the incorporation terms. The timing of annexation would also influence feasibility; e.g., following completion of redevelopment improvements, and after the initial eleven years of mitigation payments to the County, the City will be in a better fiscal position to annex additional territory.

Table 3
Summary of Revenues and Expenses (All figures in Constant 2000 \$'s)
Isla Vista Options Study
Isla Vista Incorporation

Item	Fiscal Year									
	01-02 part. 1	2002-03 2	2003-04 3	2004-05 4	2005-06 5	2006-07 6	2007-08 7	2008-09 8	2009-10 9	2010-11 10
General Fund Revenues										
Property Taxes	\$575,156	\$1,380,452	\$1,380,530	\$1,380,609	\$1,380,689	\$1,380,769	\$1,380,850	\$1,380,932	\$1,381,015	\$1,381,099
Sales Tax	\$226,798	\$544,316	\$544,316	\$544,316	\$544,316	\$544,316	\$544,316	\$544,316	\$544,316	\$544,316
Real Property Transfer Tax	\$9,881	\$24,396	\$25,081	\$25,768	\$26,457	\$27,149	\$27,843	\$28,540	\$29,239	\$29,940
Franchise Fees (All)	\$95,102	\$229,173	\$230,107	\$231,046	\$231,989	\$232,937	\$233,889	\$234,847	\$235,809	\$236,776
Transient Occupancy Tax	\$30,545	\$73,307	\$73,307	\$73,307	\$73,307	\$73,307	\$73,307	\$73,307	\$73,307	\$73,307
Building and Permit Fees	\$0	\$170,927	\$170,927	\$170,927	\$170,927	\$170,927	\$170,927	\$170,927	\$170,927	\$170,927
Planning Fees	\$0	\$187,000	\$187,000	\$187,000	\$187,000	\$187,000	\$187,000	\$187,000	\$187,000	\$187,000
Public Works/Eng. Fees	\$0	\$153,111	\$153,445	\$153,781	\$154,119	\$154,458	\$154,799	\$155,142	\$155,486	\$155,832
Fines and Penalties	\$55,564	\$134,326	\$135,307	\$136,295	\$137,291	\$138,293	\$139,303	\$140,320	\$141,345	\$142,377
State Motor Vehicle License Fees	\$991,203	\$2,378,887	\$2,378,887	\$2,378,887	\$2,378,887	\$2,378,887	\$2,378,887	\$2,378,887	\$1,173,110	\$1,181,676
Investment Earnings	\$8,864	\$27,370	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Total	\$1,993,112	\$5,303,266	\$5,278,908	\$5,281,936	\$5,284,981	\$5,288,043	\$5,291,122	\$5,294,219	\$4,091,554	\$4,103,251
General Fund Expenses										
City Council	\$37,500	\$90,000	\$90,000	\$90,000	\$90,000	\$90,000	\$90,000	\$90,000	\$90,000	\$90,000
Elections	\$6,665	\$0	\$16,232	\$0	\$16,470	\$0	\$16,711	\$0	\$16,956	\$0
City Manager	\$161,677	\$389,965	\$391,915	\$393,875	\$395,844	\$397,823	\$399,812	\$401,811	\$403,820	\$407,623
City Clerk	\$53,500	\$173,252	\$174,019	\$174,789	\$175,563	\$176,341	\$177,122	\$177,908	\$178,697	\$179,491
City Attorney	\$250,000	\$612,000	\$624,240	\$636,725	\$649,459	\$662,448	\$675,697	\$689,211	\$702,996	\$717,056
Finance	\$153,625	\$453,456	\$455,723	\$458,002	\$460,292	\$462,593	\$464,906	\$467,231	\$469,567	\$475,178
Administrative Services	\$90,365	\$373,263	\$175,618	\$176,496	\$177,379	\$178,266	\$179,157	\$180,053	\$180,953	\$181,858
Police	\$0	\$2,335,156	\$2,358,507	\$2,382,092	\$2,405,913	\$2,429,972	\$2,454,272	\$2,478,815	\$2,503,603	\$2,528,639
Animal Control	\$0	\$54,002	\$54,669	\$55,343	\$56,026	\$56,717	\$57,417	\$58,126	\$58,843	\$59,569
Planning, Zoning, Bldg., Dev. Review	\$258,979	\$1,461,527	\$1,467,784	\$1,474,073	\$1,355,393	\$1,361,745	\$1,368,129	\$1,374,545	\$1,380,992	\$1,387,472
Public Works Admin. (& NPDES)	\$144,540	\$612,443	\$613,780	\$615,124	\$616,474	\$617,832	\$619,196	\$620,567	\$621,945	\$623,329
Street Lighting	\$9,973	\$23,935	\$23,935	\$23,935	\$23,935	\$23,935	\$23,935	\$23,935	\$23,935	\$23,935
Parks	\$219,244	\$529,686	\$521,836	\$518,116	\$518,241	\$526,911	\$453,207	\$63,400	\$63,400	\$63,400
City Hall	\$229,688	\$491,250	\$405,250	\$397,250	\$397,250	\$397,250	\$397,250	\$397,250	\$397,250	\$397,250
Insurance	\$20,197	\$227,998	\$221,205	\$221,875	\$220,147	\$221,455	\$221,304	\$210,686	\$212,789	\$214,044
Contingency	\$33,662	\$379,997	\$368,675	\$369,791	\$366,912	\$369,092	\$368,841	\$351,143	\$354,648	\$356,740
Repayment of First-Year Services	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Total	\$1,669,614	\$8,207,929	\$7,963,388	\$7,987,485	\$7,925,298	\$7,972,381	\$7,966,958	\$7,584,679	\$7,660,394	\$7,705,584
Net Balance	\$323,498	(\$2,904,663)	(\$2,684,480)	(\$2,705,549)	(\$2,640,317)	(\$2,684,337)	(\$2,675,835)	(\$2,290,461)	(\$3,568,840)	(\$3,602,333)
General Fund Operating Surplus (Deficit)	\$323,498	(\$2,904,663)	(\$2,684,480)	(\$2,705,549)	(\$2,640,317)	(\$2,684,337)	(\$2,675,835)	(\$2,290,461)	(\$3,568,840)	(\$3,602,333)
Mitigation Payment	\$1,103,559	(\$951,498)	(\$951,537)	(\$951,576)	(\$951,616)	(\$951,656)	(\$951,697)	(\$951,738)	(\$951,779)	(\$951,821)
Net Balance after Mitigation Payment	\$1,427,056	(\$3,856,161)	(\$3,636,017)	(\$3,657,125)	(\$3,591,933)	(\$3,635,994)	(\$3,627,532)	(\$3,242,199)	(\$4,520,619)	(\$4,554,154)
Cumulative Surplus (Deficit)	\$1,427,056	(\$2,429,105)	(\$6,065,122)	(\$9,722,247)	(\$13,314,181)	(\$16,950,174)	(\$20,577,706)	(\$23,819,905)	(\$28,340,525)	(\$32,894,678)

Summary of Revenues and Expenses (All figures in Constant 2000 \$'s)
Isla Vista Options Study
Isla Vista Incorporation

Item	Fiscal Year										
	01-02 part. 1	2002-03 2	2003-04 3	2004-05 4	2005-06 5	2006-07 6	2007-08 7	2008-09 8	2009-10 9	2010-11 10	
Road Fund Revenues											
Grants (% of existing Cnty grnt: 100%	\$1,187	\$2,848	\$2,848	\$2,848	\$2,848	\$2,848	\$2,848	\$2,848	\$2,848	\$2,848	\$2,848
Gas Taxes	\$359,117	\$861,672	\$861,468	\$861,269	\$861,073	\$860,881	\$860,693	\$860,509	\$428,837	\$431,726	
Measure D Funds	\$389,312	\$940,806	\$947,311	\$953,863	\$960,464	\$967,113	\$973,810	\$980,556	\$987,351	\$994,196	
Total	\$749,615	\$1,805,326	\$1,811,627	\$1,817,980	\$1,824,385	\$1,830,842	\$1,837,351	\$1,843,913	\$1,419,037	\$1,428,770	
Road Fund Expenditures											
Road Maintenance		\$237,478	\$237,478	\$237,478	\$237,478	\$237,478	\$237,478	\$237,478	\$237,478	\$237,478	
Repayment of First-Year Services		\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
Revenue Neutrality Credit											
Total	\$0	\$237,478	\$237,478	\$237,478	\$237,478	\$237,478	\$237,478	\$237,478	\$237,478	\$237,478	
Road Fund Operating Surplus (Deficit)	\$749,615	\$1,567,848	\$1,574,149	\$1,580,502	\$1,586,907	\$1,593,364	\$1,599,873	\$1,606,435	\$1,181,559	\$1,191,292	
Cumulative Surplus (Deficit)	\$749,615	\$2,317,462	\$3,891,612	\$5,472,114	\$7,059,021	\$8,652,386	\$10,252,259	\$11,858,694	\$13,040,253	\$14,231,545	

In the year of annexation, the municipal service levels estimated in the budget model are scaled up to accommodate the increased demand for public services and are comparable to the expenditures estimated for Option 2 in the Goleta CFA. Some of the service levels increase almost proportionately to the population increase, such as police protection, when Isla Vista is annexed to Goleta. Other expenditure items increase only marginally, which assumes that some portion of their cost is fixed. Table 4 illustrates the cash flow.

The annexation option for Isla Vista assumes that the basic terms and concepts of revenue neutrality between the City and the County are similar to the terms negotiated as a part of the Goleta incorporation. However, these terms were negotiated for the incorporation options, and would not apply to annexation, which involves a separate legal process at a future point in time.

SANTA BARBARA ANNEXATION

Isla Vista annexation to the City of Santa Barbara could provide the community with access to an enhanced level of service provision. The prior EPS study of the annexation of Goleta to the City of Santa Barbara indicated that annexation of the entire Goleta Valley could be fiscally viable, depending on the outcome of negotiations with the County and the ability to fully mitigate impacts on the County. The Isla Vista area represents a much smaller service area and would not have the magnitude of impacts upon the County as indicated for the annexation of the majority of the Goleta Valley. The Isla Vista area could create somewhat greater burdens upon the City, however, due to its demographic driven gap between revenues and service costs, in addition to the distance and separation from other City of Santa Barbara residential communities and services.

However, Isla Vista would become a disconnected part of a larger municipal area, thus creating obstacles to achieving a significant measure of local control over the allocation of services and resources in the community. In addition, the residents would be subject to the higher taxes imposed by the City compared to the existing County taxes (e.g., utility users tax).

Table 4
Summary of Revenues and Expenses (All figures in Constant 2000 \$'s)
Goleta Annexation
Isla Vista Options Study

Item	Fiscal Year									
	01-02 part. 1	2002-03 2	2003-04 3	2004-05 4	2005-06 5	2006-07 6	2007-08 7	2008-09 8	2009-10 9	2010-11 10
General Fund Revenues										
Property Taxes	\$1,335,454	\$3,278,636	\$3,342,371	\$3,380,586	\$3,427,422	\$3,516,571	\$3,566,458	\$3,640,679	\$5,238,494	\$5,330,742
Sales Tax	\$2,519,179	\$6,046,029	\$6,046,029	\$6,215,657	\$6,215,657	\$6,215,657	\$6,215,657	\$6,569,170	\$7,113,486	\$7,113,486
Real Property Transfer Tax	\$36,958	\$90,732	\$92,773	\$95,752	\$96,905	\$99,101	\$101,136	\$103,564	\$138,352	\$141,060
Franchise Fees (All)	\$173,305	\$419,879	\$423,871	\$428,224	\$432,309	\$436,442	\$440,623	\$444,853	\$684,942	\$690,238
Transient Occupancy Tax	\$1,124,466	\$2,698,719	\$2,698,719	\$3,592,969	\$3,592,969	\$3,592,969	\$3,592,969	\$3,592,969	\$3,666,276	\$3,666,276
Building and Permit Fees	\$0	\$840,780	\$840,780	\$840,780	\$840,780	\$840,780	\$840,780	\$840,780	\$1,011,707	\$1,011,707
Planning Fees	\$0	\$791,890	\$791,890	\$791,890	\$791,890	\$791,890	\$791,890	\$791,890	\$978,890	\$978,890
Public Works/Eng. Fees	\$0	\$179,228	\$179,693	\$180,160	\$180,630	\$181,102	\$181,576	\$182,053	\$209,577	\$210,194
Fines and Penalties	\$82,919	\$202,165	\$205,376	\$208,637	\$211,951	\$215,317	\$218,736	\$222,210	\$366,193	\$370,710
State Motor Vehicle License Fees	\$872,676	\$2,094,422	\$2,094,422	\$2,094,422	\$2,094,422	\$2,094,422	\$2,094,422	\$2,094,422	\$2,837,164	\$2,872,158
Investment Earnings	<u>\$20,865</u>	<u>\$182,317</u>	<u>\$121,367</u>	<u>\$86,294</u>	<u>\$93,120</u>	<u>\$103,071</u>	<u>\$112,798</u>	<u>\$132,333</u>	<u>\$177,449</u>	<u>\$220,707</u>
Total	\$6,165,822	\$16,824,798	\$16,837,291	\$17,915,371	\$17,978,055	\$18,087,322	\$18,157,046	\$18,614,923	\$22,422,530	\$22,606,167
General Fund Expenses										
City Council	\$37,500	\$90,000	\$90,000	\$90,000	\$90,000	\$90,000	\$90,000	\$90,000	\$90,000	\$90,000
Elections	\$5,868	\$0	\$14,535	\$0	\$15,000	\$0	\$15,481	\$0	\$32,932	\$0
City Manager	\$161,677	\$389,965	\$391,915	\$393,875	\$395,844	\$397,823	\$399,812	\$401,811	\$521,446	\$525,837
City Clerk	\$53,500	\$173,252	\$174,019	\$174,789	\$175,563	\$176,341	\$177,122	\$177,908	\$231,597	\$232,655
City Attorney	\$250,000	\$612,000	\$624,240	\$636,725	\$649,459	\$662,448	\$675,697	\$689,211	\$702,996	\$717,056
Finance	\$153,625	\$513,756	\$516,325	\$518,906	\$521,501	\$524,108	\$526,729	\$529,363	\$675,627	\$685,532
Administrative Services	\$90,365	\$373,263	\$175,618	\$176,496	\$177,379	\$178,266	\$179,157	\$180,053	\$271,429	\$272,787
Police	\$0	\$4,345,658	\$4,389,114	\$4,433,005	\$4,477,335	\$4,522,109	\$4,567,330	\$4,613,003	\$7,162,736	\$7,234,364
Animal Control	\$0	\$72,802	\$74,328	\$75,886	\$77,476	\$79,100	\$80,758	\$82,451	\$143,022	\$145,513
Planning, Zoning, Bldg., Dev. Review	\$258,979	\$2,252,964	\$2,263,179	\$2,273,445	\$2,158,762	\$2,169,131	\$2,179,551	\$2,190,024	\$2,610,328	\$2,622,954
Public Works Admin. (& NPDES)	\$144,540	\$716,912	\$718,772	\$720,641	\$722,519	\$724,407	\$726,304	\$728,210	\$838,308	\$840,774
Street Lighting	\$25,013	\$60,031	\$60,031	\$60,031	\$60,031	\$60,031	\$60,031	\$60,031	\$83,966	\$83,966
Parks	\$428,322	\$1,031,472	\$1,023,622	\$1,019,902	\$1,020,027	\$1,028,697	\$954,993	\$565,186	\$565,186	\$565,186
City Hall	\$257,813	\$648,750	\$490,750	\$482,750	\$482,750	\$482,750	\$482,750	\$482,750	\$577,750	\$577,750
Insurance	\$23,340	\$338,425	\$330,193	\$331,694	\$330,709	\$332,856	\$333,471	\$323,700	\$435,220	\$437,831
Contingency	\$38,900	\$564,041	\$550,322	\$552,823	\$551,182	\$554,761	\$555,786	\$539,500	\$725,366	\$729,719
Repayment of First-Year Services	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>	<u>\$0</u>
Total	\$1,929,441	\$12,183,291	\$11,886,963	\$11,940,966	\$11,905,539	\$11,982,828	\$12,004,973	\$11,653,202	\$15,667,909	\$15,761,922
Net Balance	\$4,236,381	\$4,641,508	\$4,950,328	\$5,974,405	\$6,072,517	\$6,104,494	\$6,152,073	\$6,961,721	\$6,754,621	\$6,844,246
General Fund Operating Surplus (Deficit)	\$4,236,381	\$4,641,508	\$4,950,328	\$5,974,405	\$6,072,517	\$6,104,494	\$6,152,073	\$6,961,721	\$6,754,621	\$6,844,246
Mitigation Payment	(\$877,103)	(\$5,741,820)	(\$5,773,688)	(\$5,877,609)	(\$5,901,027)	(\$5,945,602)	(\$5,970,545)	(\$6,184,412)	(\$6,033,720)	(\$6,079,844)
Net Balance after Mitigation Payment	\$3,359,278	(\$1,100,313)	(\$823,360)	\$96,796	\$171,490	\$158,893	\$181,528	\$777,310	\$720,901	\$764,401
Cumulative Surplus (Deficit)	\$3,359,278	\$2,258,965	\$1,435,605	\$1,532,401	\$1,703,891	\$1,862,784	\$2,044,311	\$2,821,621	\$3,542,522	\$4,306,923

Table 4
Summary of Revenues and Expenses (All figures in Constant 2000 \$'s)
Goleta Annexation
Isla Vista Options Study

Item	Fiscal Year										
	01-02 part. 1	2002-03 2	2003-04 3	2004-05 4	2005-06 5	2006-07 6	2007-08 7	2008-09 8	2009-10 9	2010-11 10	
Road Fund Revenues											
Grants (% of existing Cnty grnts)	100%	\$415,347	\$996,832	\$996,832	\$996,832	\$996,832	\$996,832	\$996,832	\$996,832	\$999,680	\$999,680
Gas Taxes		\$324,781	\$779,268	\$779,064	\$778,865	\$778,669	\$778,477	\$778,289	\$778,105	\$1,038,559	\$1,051,080
Measure D Funds		<u>\$509,233</u>	<u>\$1,240,775</u>	<u>\$1,259,686</u>	<u>\$1,278,898</u>	<u>\$1,298,415</u>	<u>\$1,318,242</u>	<u>\$1,338,383</u>	<u>\$1,358,845</u>	<u>\$2,316,983</u>	<u>\$2,344,945</u>
Total		\$1,249,361	\$3,016,875	\$3,035,583	\$3,054,595	\$3,073,916	\$3,093,551	\$3,113,505	\$3,133,782	\$4,355,222	\$4,395,705
Road Fund Expenditures											
Road Maintenance			\$2,797,698	\$2,797,698	\$2,797,698	\$2,797,698	\$2,797,698	\$2,797,698	\$2,797,698	\$3,035,176	\$3,035,176
Repayment of First-Year Services			\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Revenue Neutrality Credit											
Total		\$0	\$2,797,698	\$2,797,698	\$2,797,698	\$2,797,698	\$2,797,698	\$2,797,698	\$2,797,698	\$3,035,176	\$3,035,176
Road Fund Operating Surplus (Deficit)		\$1,249,361	\$219,177	\$237,885	\$256,897	\$276,218	\$295,853	\$315,807	\$336,084	\$1,320,046	\$1,360,529
Cumulative Surplus (Deficit)		\$1,249,361	\$1,468,538	\$1,706,423	\$1,963,319	\$2,239,537	\$2,535,390	\$2,851,197	\$3,187,281	\$4,507,326	\$5,867,855

COMMUNITY SERVICE DISTRICT (CSD)

An Isla Vista CSD is one way to achieve better coordination of services and greater local responsiveness. A CSD would integrate and manage several key service providers within one government structure. The CSD is administratively easier to form and operate than a new city and politically would probably face less opposition than inclusion in the new city of Goleta or annexation to the City of Santa Barbara. A CSD coupled with a Municipal Advisory Council (see **Table 2** for a description of a MAC) or

Area Planning Commission could provide additional responsibilities for land use decisions. The CSD could also be established as an autonomous CSD represented by an independently elected Board of Directors.

The proposed CSD could become responsible for services presently provided by other government agencies. Most likely, the CSD would not include the fire, sanitation, and water districts, as they serve geographic areas much larger than the Isla Vista community. The CSD could build upon the Park District structure, and supplant CSA 31 (see **Table 5** for a description of potential CSD functions).

The creation of a CSD would not necessarily incur or require additional services, as would be the case for the incorporation of a new city. If the formation is properly conditioned the CSD would acquire the existing revenue base of the supplanted entities and continue providing the same services thus creating no immediate need for additional revenues, assuming no significant increase in administrative overhead and no change or increase in existing services.

However, the newly formed CSD might incur additional overhead and administration costs due to the greater level of management required to properly coordinate and interact with other agencies and multiple levels of government, depending on the services provided by the CSD. Additional staff services and revenues may be available to the extent that the CSD is given certain land use planning review and sanitary district functions.

Since the financial capacity of a CSD is limited, no new revenues will accrue to the CSD unless the CSD detaches from the Goleta West Sanitary District, or the County allocates a share of its existing tax base, or residents vote to increase taxes. If the CSD detaches from GWSD, it could be allocated approximately 6 percent of the property tax generated in Isla Vista that currently is allocated to the Sanitary District and would become responsible for GWSD services.

The CSD could enhance existing levels of service or provide new services by levying special taxes or creating benefit assessments. The CSD would have this capability, subject to protest proceedings and voter approval. Due to the relatively low tax base in Isla Vista, raising significant new revenues could create burdens that may create

impediments to the effort. This report has not quantified the costs of specific enhancements; however as an example, raising \$500,000 of annual revenue from new assessments would require a burden comparable to an increase in existing property taxes of approximately 12 percent.

The development and acquisition of new public facilities faces similar constraints; the burden level described above would provide funds sufficient to support up to approximately \$5 million in capital improvements (including costs of debt issuance, etc.); if taxes were increased to provide \$500,000 annually for services and \$5 million of capital improvements, the tax burden would represent a 24 percent increase above existing levels.

**Table 5
Isla Vista CSD Proposed Service Providers
Isla Vista Options Study**

Public Service	Service Providers		Funding Sources for Proposed CFD
	Current	Proposed	
General Government			
Overhead/Administration	All Current Agencies (see below)	CSD would be responsible for admin. for those services it subsumes	Share of total revenues, including funds allocated to admin. for those services it subsumes
Parks & Recreation			
Park/Open Space Maintenance	IV Parks & Rec. Dist., CSA 3	CSD	Sources include transferred CSA 31 property tax, service charges, RDA tax increment, Parks & Rec. revenue, benefit assessments, and grants
Recreation Programs	IV Parks & Rec. Dist.	CSD	
Open Space Acquisition	IV Redevelopment Agency	CSD/IV Redevelopment Agency	
Other Facilities	IV Parks & Rec. Dist.	CSD/IV Redevelopment Agency	
Planning			
Code Enforcement/Inspection	SB County	no change	n/a
Land Use Regulation	SB County	CSD/Municipal Advisory Commission or Area Planning Council	SB County
Street Lighting, Landscaping and Road Maintenance	SB County, CSA 31 IV Parks & Rec. Dist.	CSD CSD	Sources include transferred CSA 31 property tax, service charges, Parks & Rec. revenue, benefit assessments
Housing Programs	UCSB IV Redevelopment Agency	no change CSD/IV Redevelopment Agency	n/a Property tax increment housing set-aside
Police Protection			
Sheriff Patrol & Parking Enforcement	SB County, CSA 32	SB County, CSA 32/CSD	Existing County funds, possible supplemental assessments
Foot Patrol	UCSB	no change	n/a
Other Service			
Water Supply	Goleta Water District SB Co. Water Agency	no change no change	n/a n/a
Wastewater Treatment	Goleta West Sanitary Dist.	Possible detachment	Fees for service and property tax allocation
Flood Control	So. Coast Flood Control Dist. #2 SB County Flood Control Dist	no change no change	n/a n/a
Fire Protection	SB Fire Protection Dist.	no change	n/a
Mosquito Abatement	Goleta Valley Mosquito Abatement	no change	n/a
Transit	SB Co. Metro Transit District	no change	n/a

The Isla Vista Redevelopment Agency offers opportunities to generate revenue for improvements without an adverse financial impact upon existing residents. However, the capacity of the Agency is constrained by growth in property tax increment, and will need to place first priority on repayment of Certificate of Participation (COP) debt and other loans required for the acquisition of Isla Vista open space.

The willingness of the County to share its general tax revenues may depend upon a corresponding reduction to the County in its cost responsibilities but none is proposed for the CSD to mitigate adverse impacts on the County.

MUNICIPAL ADVISORY COMMISSION (MAC)

A MAC is an advisory body created for a portion of the unincorporated area. It can work in concert with special districts such as a CSA or CSD. It would be created by the County Supervisors, and its members could be appointed or elected. It would serve in an advisory capacity only, on matters assigned to it by the County.

AREA PLANNING COMMISSION

An Area Planning Commission would be the planning commission for the community. Its land use decisions would be binding, but could be appealed to the County Supervisors. If a CSD is formed, the elected CSD board could serve as the members of the APC.