

Service Review and Sphere Update Response

Attachment 3

City of Big Bear Lake



CITY PROFILE SUMMARY SHEET

District Contact Person(s):

James J Miller (Director of Planning and Building and Safety)

Address:

39707 Big Bear Blvd., P.O. Box 10000, Big Bear Lake, CA 92315

E-mail Address:

JMiller@citybigbearlake.com

Website Address:

www.citybigbearlake.com

Date of Municipality Formation:

November 28, 1980

Date of Charter:

November 8, 1983

Redevelopment Agency: YES

If yes, please indicate name and define area of service.
Moonridge and Big Bear Blvd. (see attached map)

Governing Body:

Five member city council; each member is elected at large with four-year overlapping terms. The Mayor is chosen on an annual basis by the members of City Council.

Membership:

Rick Herrick, Mayor
Bill Jahn, Mayor Pro Tem
Michael Karp, Councilmember
Liz Harris, Councilmember
Darrell Mulvihill, Councilmember

Public Meetings:

City Council meets every second and fourth Monday of every month at 6:30 PM at the City of Big Bear Lake Civic Center (Holfert Hall) located at 39707 Big Bear Blvd.

SERVICES

Currently Authorized Powers (Services):

Sewer, Planning, Public Works, Engineering, Water

Service (s) Provided by the City/Town through a Contractual Relationship:

SERVICE	FUNCTIONS
Ambulance	Big Bear Lake Fire Protection District
Vector Control	County of San Bernardino
Fire Protection	Big Bear Lake Fire Protection District
Animal Control	County of San Bernardino
Public Safety	San Bernardino County Sheriff

Area Served: 6.95 Square Miles/ 4,448 Acres

Population: 6,207 (Outline source for figure)

Registered Voters: 3108 as of _____ (Date)

Services Provided Outside Agency Boundaries:

SERVICE	PROVIDED TO WHOM	DATE OF CONTRACT	SUNSET DATE
N/A	--	--	--

Special charges for service outside boundaries: N/A

Special policies for providing service outside boundaries: N/A

Subsidiary District(s)? Big Bear Lake Fire Protection District

SPHERE OF INFLUENCE

Established:

LAFCO Number	Resolution No./ Date Adopted	Location
2159	No. 1803 / June 9, 1982	

CHANGES:

LAFCO Number	Resolution No./ Date Adopted	Type Of Change	Location
2199	1/12/83	Expansion	
2714	8/19/92	Expansion	
2862	9/20/00	Expansion	

Totally Surrounded Islands: None

City of Big Bear Lake



3125

MUNICIPAL SERVICE REVIEW

INTRODUCTION: The following provides an outline of the mandatory determinations for a municipal service review as set out in Government Code Section 56430. In addition, it provides an explanation of the purpose of the determination and the issues to be considered. While no agency will be required to respond to each of the issues identified below, this list is intended to be illustrative of the scope of issues that might be relevant to a local agency service review. Please review the list and identify those issues that are relevant to your agency and develop narrative responses to each determination.

I. Growth and Population

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

1. Population Information (include identification of source for growth projection)
 - a. Existing and projected within agency boundary – The permanent population is determined to be 6,207 by the State Department of Finance. Population has been relatively stable with annual growth for the past two decades of less than 3% per year on average.
 - b. Existing and projected within sphere of influence (not to include area within agency's boundaries) – N/A
2. General Plan
 - a. Excerpts regarding existing and projected growth – Southern Californian Association of Governments (SCAG) projected that population in Big Bear Lake will grow to 9,189 in 2010 and 11,269 in 2020. However SCAG projected that the City of Big Bear Lake's population would be 9,189 in 2000 and the City is nowhere near this projection.
 - b. Other – N/A
3. Identify Significant Growth Areas – N/A

II. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies

Purpose: To evaluate the infrastructure needs and deficiencies of a jurisdiction in terms of capacity, condition of facility, service quality and levels of services and its relationship to present and planned capacity. (Provide copies of documents where necessary).

1. Capital Improvement Plans/Studies **See Attached Disc**
2. Water Service Plans/Studies
 - a. Supply and demand information **See Attached Disc**
3. Sewer Service Plans/Studies
 - a. Capacity and demand information **See Attached Disc**
4. Age and Condition of Facilities
 - a. Water supply and distribution system **See Attached Disc**
 - b. Wastewater collection and treatment **See Attached Disc**
5. Capacity Analysis. **N/A**
 - a. Number of service units available
 - b. Number of service units currently allocated
 - c. Total number of service units within agency boundaries
 - d. Total number of service units outside agencies boundaries. Are there out-of-agency contracts? Is the out-of-agency rate different than the in-agency rate for service?
6. Future Development: **N/A**
 - a. What additional infrastructure is needed?
 - b. Description of additional facilities
 - c. How will it be funded?
 - d. Is there a schedule for improvement?
7. Reserve Capacity: **N/A**
 - a. What is the policy?
 - b. Are there inter-ties with other agencies?

III. Finance ability to provide services

1. Finance Documents / Plans for:
 - a. Two most recent adopted budgets are for the fiscal years ended June 30, 2008 and 2009. Copies provided in a PDF format.
 - b. Two most recent completed audits are for the fiscal years ended June 30, 2006 and 2007. Copies of CAFR (Comprehensive Annual Financial Report) provided in PDF format.
 - c. Service upgrades are shown on the capital improvement budget worksheet on Page 102 of the Fiscal Year 2007-08 budget and Page 86 of the Fiscal Year 2008-09 budget.
 - d. Capital improvements are shown on the capital improvement budget worksheet on Page 102 of the Fiscal Year 2007-08 budget and Page 86 of the Fiscal Year 2008-09 budget.
2. Bond Rating – AAA

3. Revenue Sources

- a. The City of Big Bear Lake has three major revenue sources: Property Taxes, Sales & Use Taxes, and Transient Occupancy Taxes. Other sources of revenues include subventions and grants, license and permit fees, current service charges to name a few.
- b. The City of Big Bear Lake continually reviews revenue sources and opportunities to diversify revenue streams to insulate the impact of economic downturns. Such opportunities exist in the form of taxes as well as fees for services not currently charged.

4. Major Expenditures

- a. Capital improvements / investments, Direct Labor Costs, and Contractual Services (e.g. Law Enforcement Contract).
- b. Purchasing and contracting policies require justification, competitive bidding, and structured approval processes (up to and including City Council or Board action to proceed). In addition, on-going financial and reporting analysis is conducted to ensure budget compliance and cost containment efforts (e.g. expenditures are evaluated for necessity and based on the status of existing revenue streams).

5. Joint Financing Projects

- a. Does the agency participate? If so, what are they – None
- b. What are the policies – N/A
- c. Please provide a copy of the agreement – N/A

6. Overlapping / Duplicate Services – None

7. Rely on Other Agencies

- a. Administrative functions – No
- b. Grant management – No
- c. In-house cost vs. outside cost – N/A

8. Per-Unit Service Costs

- a. Identify – The current Master Fee Schedule is attached.
- b. Comparison with others – The existing fees structure has been in place since November 2006. The City Council has made a conscious decision to subsidize service fees; therefore, costs are well below others.

9. Identify current rates and plans. Please identify any planned rate changes. – There are no planned rate increases; however, the City of Big Bear Lake is currently updating the service fee cost study to provide the City Council with an update on the current subsidy. Should the City Council decide the subsidy is too large, the City Council could recommend and adopt a service fee increase.

IV. Status of and opportunities for shared facilities

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

1. Shared Facilities

- a. Existing – flood, parks, groundwater storage, etc. – N/A
- b. Future opportunities – Unknown

2. Duplication of Facilities

- a) Existing duplication? – None
- b) Planned/future duplication? – None
- c) Excess capacity available to outside customers? – None
- d) Productivity ratings, if any, for staff – N/A

V. Accountability for community service needs, including governmental structure and operational efficiencies

Purpose: To evaluate the accessibility and levels of public participation associated within the agency's decision-making and management processes, to consider the advantages and disadvantages of various government structures to provide public services, and to evaluate whether organizational changes to governmental structure can be made to improve the quality of public services in comparison to cost.

1. Budget

- a. Policies – Refer to Page 5 of the Fiscal Year 2008-09 budget provided in PDF format.
- b. Policies for payment of stipend, benefits, travel, educational expenses of the governing body – The governing body is paid through the accounts payable process. IRS guidelines are strictly adhered to in this process. Stipend and benefits are set by resolution. Travel and educations expenses are budgeted and subject to specific criteria as described on Page 43 of the Fiscal Year 2008-09 budget attached as a PDF.
- c. Preparation / public involvement – The budget process is outlined on Page 5 of the Fiscal Year 2008-09 budget provided in PDF format. Opportunity for public involvement takes place in a series of workshop meetings and in addition to a regular scheduled meeting of the City Council at which the public has a final opportunity for input before City Council action is taken to adopt the proposed budget.

- d. Analysis – The budget process includes a comparison to actual data from the previous two completed fiscal years as well as the budget and projected year end information for the current fiscal year.
2. Governing Body: See District Profile
 - a) Selection process
 - b) Representation (Districts, area-wide)
 - c) Frequency of meetings
 - d) Brown Act compliance
 - e) Number of elections over last decade
3. Level of Service
 - a. Meets or exceeds customer needs? The City of Big Bear Lake has several measures in place to ensure that the City meets the needs of our permanent and part-time residents. The City staffs department counters at all times and make every possible attempt to ensure that suggestions, complaints and comments are addressed at all times.
 - b. Customer satisfaction
 - i) Surveys
 - ii) Complaint tracking – City Code Enforcement Program
4. Customer/Community Access
 - a. Hours – City Hall Business Hours 8 a.m. – 5 p.m. Monday-Friday
 - b. Newsletters – Various publications as needed.
 - c. Website – www.citybigbearlake.com
 - d. Media coverage – Grizzly Newspaper
 - e. Cable/public access TV – N/A
5. Regular Progress Reports: See Section III and District Profile
 - a. Budget – major projects
 - b. Operations
 - c. Voter participation
6. Does the agency recommend any government structure options (consolidation, reorganization, status quo)? No
7. Does the agency have strategies or policies for future service delivery?
 - a) Strategies for directing growth – Yes (General Plan and Development Code)
 - b) Infill – Yes (Improving Districts and Zoning)
 - c) Conservation – Yes (Water, Environmental, etc)
 - d) Annexation policies – Yes
 - e) Policies related to providing service outside agency boundaries No

8. Operational Efficiencies

a) Staffing Levels – Fully Staffed

b) Technology (e.g. billing systems) – Permits Plus, GIS, Various Software Programs Citywide.

c) Joint Powers Agreements - None

i) Identify and describe

ii) Please provide copy of agreement

iii) Generally describe service area

iv) Describe any specific policies related to the agreement

1. CITY OF BIG BEAR LAKE

2. Provide an identification of the entities that provide service to your agency. Please indicate whether they are public or private entities and include subsidiary districts in this description. Please include a description of City or District-governed agencies (i.e., redevelopment agency, development corporations, joint powers authorities, improvement districts, etc.):

- **Big Bear Lake Department of Water and Power (Public)**

The DWP is dedicated to providing the City of Big Bear Lake, Moonridge, Fawnskin, Sugarloaf, Lake William, and portions of Erwin Lake and Rimforest with a safe, reliable source of water for public health and safety. The DWP maintains 50 wells, 13 booster stations, 17 reservoirs, 16 chlorination stations, 20 sample stations, approximately 170 miles of water main pipeline, and a complex pressure-reducing network.

The DWP has an aggressive water conservation program that has significantly reduced summertime consumption over the past several years. Community outreach programs keep customers informed on current water conditions, and the Technical Review Team monitors, evaluates, and analyzes well and water consumption data on a continuous basis. The DWP's five-member Board of Commissioners is appointed by the City of Big Bear Lake's City Council, and is made up of caring policy makers committed to safeguarding our most precious resource "water".

- **City of Big Bear Lake Public Works Sanitation Division (Public)**

The Public Works Sanitation Division services 8,300 properties providing for the collection and transportation of wastewater to the Big Bear Area Regional Wastewater Authority (BBARWA).

- **Big Bear Lake Fire Protection District (City Subsidiary - Public)**

The Fire Protection District provides an all-risk/full service organization which serves and protects the community through public education, fire prevention, fire suppression, emergency rescue, disaster preparedness and other services in order to minimize the loss of life and property, damage to the surrounding environment and adverse economic impacts due to natural or man-made emergencies or events. The current boundaries of the District incorporate approximately nine square miles.

- **San Bernardino County Sherriff (Public)**

The City of Big Bear Lake relies on an intergovernmental agreement with the San Bernardino County Sherriff's office to provide law enforcement to the City of Big Bear Lake. The team of deputies and staff that provides the law enforcement function to the City is dedicated to the safety of the community. The team utilizes community-based policing, hosts the Attack Drunk Driving task forces, Zero Tolerance law enforcement sweeps, and National Night Out events to send the message to criminals that neighborhoods are organizing and fighting back to thwart crime.

- **Big Bear Lake Improvement Agency (Public)**

The Big Bear Lake Improvement Agency (IA) pays debt service on bonds issued and provides for administrative support to analyze the needs of the community to develop and implement programs, including low-to-moderate housing. The IA is comprised of Improvement Plans. Goals include to improving, upgrading and revitalizing all areas of the City and in particular, those which have become blighted. To accomplish this, specific objectives include improving the overall appearance of streets and other facilities; ensuring safety of buildings; providing required public improvements to support new private construction; mitigating development limitations and providing adequate utilities and public facilities. One of the primary goals is to help support the community by providing affordable housing.

The City of Big Bear Lake Improvement Agency has two improvement project areas, Big Bear Improvement Project Area and Moonridge Improvement Project Area. (Attachment A)

- **Big Bear Disposal, Garbage and Recycling (Private)**
Big Bear Disposal provides curbside garbage and recycling service to the residents and businesses of Big Bear Lake. In partnership with San Bernardino County and Big Bear Disposal, the City of Big Bear Lake supports a hazardous waste collection facility and several other programs to address household hazardous waste. The City also maintains two public trash and recycling sites, which serve both visitors and residents year round.
- **Big Bear Lake Street Maintenance Division (Public)**
The Public Works Street Maintenance Division manages and maintains approximately 90 miles of roadway within City limits and assures use of proper traffic control methods, proper signage, flow-lines, tree trimming, drainage, pothole repair, striping, snowplowing and cindering.
- **Big Bear Lake Public Works Village Maintenance District (Public)**
The Public Works Village Maintenance District provides for street, sidewalk and lighting improvements within the Village. Properties within district boundaries that specifically benefit from the improvements pay an annual assessment based on front footage. City staff maintain the sidewalks, cement areas, benches, curbs, lighting systems, overhead signs and provide maintenance and upkeep of planters, trees, shrubs, flowers, weed control and the irrigation system.
- **Big Bear Valley Recreation and Parks District**
Big Bear Valley Recreation and Parks District is part of San Bernardino County Government. The District maintains several parks in the City of Big Bear Lake and provides youth activities year round.
- **Southwest Gas**
Based in Las Vegas, Nevada, Southwest Gas provides natural gas service to over 1.8 million residential, commercial, and industrial customers in Arizona, Nevada, and parts of northeastern and southeastern California
- **Bear Valley Electric Service**
Bear Valley Electric Service has served this community since 1920. When it was acquired by Golden State Water Company in 1938, we served a total of 147 customers. Today, we provide electric power to more than 20,000 customers in

the communities surrounding Big Bear Lake, including the City of Big Bear Lake, Big Bear City, Fawnskin, Erwin Lake, Moonridge, Sugarloaf, Lake Williams, and Baldwin Lake

We serve a resort community with a mix of full-time and part-time residents. These 17,500 residents represent more than 87 percent of our customers. We also serve approximately 2,500 commercial, industrial, and public authority customers, including the Bear Mountain and Snow Summit ski resorts.

Our employees have more than 300 years of combined experience in the electricity business. In addition to providing excellence in customer service, they are responsible for engineering, system operation and maintenance, planning, meter reading, accounting, and purchasing.

- **Bear Valley Unified School District**

The Bear Valley Unified School District is located in the San Bernardino Mountains. Big Bear Lake and the surrounding valley is a resort community for the southern California metropolitan area. Big Bear Lake provides excellent summer recreation and two major snow skiing resorts (providing winter recreation) are located in the valley. In 1958 the Bear Valley Unified School District was formed from the Fawnskin Elementary School District, the Big Bear Lake Elementary School District, and the Victor Valley Union High School District.

Today, the Bear Valley Unified School District has seven schools. In October of 2006 there were 2,003 students in K to eighth grades and 1,129 students in ninth to twelfth grades for a total student body of 3,132.

3. Provide a narrative description of anticipated alterations in the agency current sphere of influence that should be considered in this review. The identification should include any potential development that would require a sphere of influence amendment for implementation, etc.

The City of Big Bear Lake Fire Protection District is the first line of fire protection outside of the City's Sphere of Influence to the south. The Big Bear Lake Fire Protection District has submitted a Sphere of Influence review for fire only. The City of Big Bear Lake Fire Protection District is a subsidiary of the City of Big Bear Lake.

4. Provide an outline of negotiations with the County of San Bernardino related to any sphere change anticipated. Please include an outline of agreements on boundaries, development standards; zoning requirements, if any. This is required pursuant to Government Code Section 56425(b).

Negotiations with the County of San Bernardino, the U.S. Forest Service and other jurisdictions regarding the expansion of the City's sphere of influence to include the area south of Big Bear Lake to Skyline Drive have not commenced. Please note that consideration to expand the City's Sphere of

Influence would at this point be done to provide fire services only as this area is National Forest land.

5. Provide an outline of the dates for adoption and plans for update, if any for:

The City of Big Bear Lake’s General Plan was adopted in August 1999. Since August 1999 the General Plan has been amended four times.

- **City Council Resolution No 2000-11, May 2000**
- **Ordinance No. 2004-341, July 2004**
- **City Council Resolution No 2005-38 and 2005-39, November 20054**
- **City Council Resolution No 2006-40, August 2005**

Elements if adopted separately

NAME	DATE OF ADOPTION/PLAN UPDATE
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- **Village Specific Plan – Adopted by Ordinance, May 1987**
- **General Plan Housing Element – Adopted February 2002**
- **General Plan Housing Element – Update Under State Review**
- **Village Specific Plan – Update in Progress**
- **Architectural Design Guidelines – Update in Progress**

6. For the services provided by the agency identify the appropriate document below and provide an outline of the date of adoption, schedule for update, copy of the document and copy of environmental document, if applicable:

Master Plan for Water Utility – **November 2006**

Master Plan for Fire Service – **See Strategic Plan submitted by the Big Bear Lake Fire Protection District.**

Master Plan for Park Service – **1988**

7. **SPECIAL DISTRICTS:** Provide an outline of the following items related to the services provided by the District. This response is specifically required by Government Code Section 56425(i) et seq.

- a. Provide a written statement specifying the functions and/or classes of service provided by your District.

All agencies listed in question two provide services within the City’s Sphere of Influence and the City of Big Bear Lake.

- b. Provide a written description of the nature, location, and extent of the functions and/or classes of service outlined above. Where the service is less than the boundaries of the District provide a map depiction of the location.

See question two.

- c. Provide a brief outline of master plans adopted for each of the services listed above including a summary of their findings and the date of their adoption. If master plans are required to be filed with a County, State or Federal agency please note the date of their acceptance. Provide a copy of the master plans with this

document if not previously provided to the LAFCO staff office including a copy of the environmental determination associated with the document. **See attached disk with master plans, etc.**

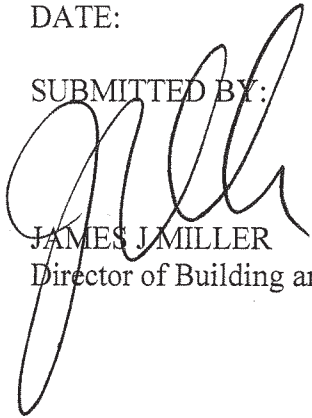
8. Provide a response to the four factors outlined in the Government Code Section 56425 required for a sphere of influence review outline as follows:
- a. The present and planned land uses in the area, including agricultural and open-space lands. **See attached City General Plan**
 - b. The present and probable need for public facilities and services in the area. **Not Applicable.**
 - c. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide. **The City of Big Bear Lake is positioned to provide existing services along with other agencies to new and existing residents in the City of Big Bear Lake and the Sphere of Influence.**
 - d. The existence of any social or economic communities of interest in the area. **Not Applicable.**

CERTIFICATION

I hereby certify that the statements furnished above in the attached supplements, exhibits, and documents present the date and information required for this mandatory review to the best of my ability, and that the facts, statements, and information presented herein are true and correct to the best of my knowledge and belief.


DATE:

SUBMITTED BY:



JAMES J. MILLER
Director of Building and Planning

PREPARED BY:



BRENT DORIG
Assistant Planner