

WEST SAN GABRIEL VALLEY

FINAL MUNICIPAL SERVICE REVIEW

Report to the
Local Agency Formation Commission
for Los Angeles County



Prepared by Burr Consulting

November 30, 2004

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Submitted to:
LAFCO for Los Angeles County
Larry J. Calemine, Executive Officer
700 North Central Blvd, Suite 350
Glendale, CA 91203
(818) 254-2454

Submitted by:
Burr Consulting
Beverly Burr, Project Coordinator
612 N. Sepulveda Blvd, Suite 8
Los Angeles, CA 90049
(310) 889-0077

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EXECUTIVE SUMMARY

The purpose of this report is to provide a comprehensive review of municipal services delivered in the West San Gabriel Valley area.

The Municipal Service Review (MSR) area is a built-up urban environment in the Rio Hondo watershed below the San Gabriel Mountains. The area has a resident population of 935,337 and a job base of 418,906 in 2004. Visitors to the area are attracted by the Angeles National Forest, Santa Anita Park and Racetrack, the San Gabriel Mission, Old Town Pasadena, the Huntington Library Art Gallery and Botanical Gardens, the Arboretum of Los Angeles County, and several golf courses.

The area is within the jurisdictional boundaries of the County of Los Angeles. There are 18 cities and 25 special districts under LAFCO's jurisdiction, which provide municipal services in the area.

Cities	Independent Special Districts	Dependent Special Districts
City of Alhambra	Altadena Library District	Consolidated Fire Protection District of Los Angeles County
City of Arcadia	Bradbury Estates Community Services District	County Sanitation District 2
City of Bradbury	Central Basin Municipal Water District	County Sanitation District 15
City of Duarte	Crescenta Valley County Water District	County Sanitation District 16
City of El Monte	Foothill Municipal Water District	County Sanitation District 17
City of Irwindale	Greater Los Angeles County Vector Control District	County Sanitation District 22
City of La Cañada Flintridge	Huntington Municipal Water District	County Sanitation District 28
City of Monrovia	Kinneloa Irrigation District	County Sanitation District 34
City of Montebello	La Cañada Irrigation District	
City of Monterey Park	Pasadena Glen Community Services District	
City of Pasadena	San Gabriel County Water District	
City of Rosemead	San Gabriel Valley Mosquito Abatement District	
City of San Gabriel	San Gabriel Valley Municipal Water District	
City of San Marino	South Montebello Irrigation District	
City of Sierra Madre	Upper San Gabriel Valley Municipal Water District	
City of South El Monte	Valley County Water District	
City of South Pasadena	Water Replenishment District of Southern California	
City of Temple City		

The following MSR Findings apply to one or more of the local agencies listed above.

MUNICIPAL SERVICE REVIEW FINDINGS

Infrastructure needs or deficiencies

The Irwindale, San Gabriel and Altadena police stations, the El Monte, Irwindale, and Monterey Park police dispatch systems, and the Irwindale and Sheriff Temple Station dispatch centers need replacement or upgrade.

Montebello and Monterey Park identified areas that could not be properly served without additional fire stations. Five of the existing 46 fire stations in the MSR area were described as deficient and in need of replacement. The deficient stations include a Montebello fire station, two fire stations in Monterey Park, a fire station in Pasadena, and a fire station in San Gabriel. In addition, the CFPD fire station in La Cañada Flintridge was described as deficient and in need of capital improvements.

The wastewater trunk lines serving the MSR area are at or approaching capacity. The capacity of the Los Angeles-Glendale Water Reclamation Plant has been reduced in order to remove nitrogen from the effluent prior to discharge into the Los Angeles River. This reduced capacity could affect the western portions of La Cañada Flintridge, where a sewer collection system is being installed for conveying waste to the Los Angeles-Glendale facility.

Portions of four communities are on septic systems, which are subject to failure and potential groundwater contamination, if not properly maintained.

The primary landfills where solid waste is disposed will be closing between 2013 and 2019. Beginning in 2010, remote landfills will be phased in as replacement disposal sites.

The local agencies face significant challenges in financing the infrastructure and staffing levels to meet new regulatory requirements to prevent trash from flowing through the storm drains, to monitor discharges, and to identifying illicit wastewater connections into the stormwater system.

All of the cities face ongoing needs for resurfacing, slurry-sealing, traffic signals, and street widening in high-traffic areas.

Park availability in six cities does not meet national guidelines for at least 2.5 acres of park land per 1,000 residents.

San Marino and Sierra Madre reported that existing library facilities are deficient in meeting service demand, and require expansion or replacement.

Growth and population projections

Over the next 20 years, the MSR area population is projected to grow at about one percent annually, roughly the same rate of growth as in the County as a whole. The MSR area population is currently 935,000, and is expected to reach 1,092,000 by the year 2025.

The most rapid growth in the residential population is anticipated in the unincorporated communities, Monterey Park, San Gabriel, El Monte, Irwindale, and Bradbury. The pace of growth in the unincorporated areas and El Monte is expected to slow in the long-term.

The daytime population (job base) is projected to grow most quickly in Irwindale, Alhambra and Arcadia.

Most of the cities identified residential growth areas and opportunities as primarily involving infill development and redevelopment.

Most of the jurisdictions cited a shortage of vacant, developable land as a significant growth constraint. In the foothill cities, topography and related concerns about fire, flood hazard, and street access in hillside areas were also cited as growth constraints.

Financing constraints and opportunities

General fund revenues per capita are most ample in Pasadena, Irwindale, Bradbury and San Marino where revenues per capita exceed the countywide average of \$552. In Rosemead, Temple City, and South El Monte, general fund revenues per capita were less than half of the countywide average.

Bradbury, Duarte and Montebello did not maintain contingency reserves. The remainder of the jurisdictions maintained fund balances that meet Government Finance Officers Association recommendations.

Stormwater infrastructure financing opportunities include bonded indebtedness. The City of Los Angeles is submitting a ballot measure to use this approach to finance stormwater system improvements to the voters in November 2004.

Cost avoidance opportunities

Law enforcement agencies indicated that regional collaboration efforts have reduced costs and provided the agencies access to service they could not otherwise afford.

Several fire service providers indicated that regional sharing of training facilities and classes could reduce costs.

Opportunities for rate restructuring

Wastewater and solid waste disposal rates charged by the County Sanitation Districts are likely to increase in the long-term.

Opportunities for shared facilities

Future opportunities include regionalized dispatch, SWAT, and holding facilities. Specific opportunities involve excess police storage space and two fire training facilities.

Government structure options

Special district formation for stormwater financing purposes is one of many options currently being studied by the County Department of Public Works in collaboration with local agencies throughout the County. The stakeholders are expected to recommend the most viable option within the next several years.

Evaluation of management efficiencies

Eight of the 18 cities conduct workload monitoring and performance evaluation, and were able to provide recent examples of these efforts.

Three of the cities—Bradbury, Rosemead, and South El Monte—indicated that they neither conduct performance evaluations nor workload monitoring.

Local accountability and governance

For the most part, the local agencies are accountable to their citizens, publicize governing body meetings and actively solicit community input in decision-making.

The cities of El Monte and Montebello did not cooperate fully with LAFCO inquiries. Although both cities responded to the LAFCO questionnaires on police and fire services, neither city responded to the agency-wide LAFCO questionnaires. Both agencies were non-responsive to repeated LAFCO requests for information over the last 18 months. Therefore, the data contained herein has been gathered from available public documents.

SPHERE OF INFLUENCE FINDINGS

Most of the cities face significant financing constraints in servicing existing territory and in meeting current infrastructure needs and regulatory requirements. In most cases, extending services into additional territory is not financially feasible at present.

Based on this municipal service review, this report recommends that the spheres of influence (SOIs) of four agencies be amended at this time:

Arcadia: The report recommends that the Arcadia SOI be reduced to exclude the joint SOI area shared with Pasadena. The affected area is not contiguous to the Arcadia city limits, and the City does not anticipate annexing the territory that lies between the western city boundary and the affected area. The affected area is primarily residential, is contiguous to the Pasadena city limits, and shares communities of interest with Pasadena.

Montebello: The report recommends that the Montebello SOI be reduced to be coterminous with the city limits due to the City's financial predicament, local accountability deficiencies, and failure to cooperate with the municipal service review.

San Marino: The report recommends that the San Marino SOI be reduced to exclude the overlapping SOI area shared with Temple City to promote logical boundaries. San Marino consistently indicated that it lacks the public safety infrastructure needed to service any growth or areas outside its existing city limits. Further, the City indicated that adjacent unincorporated territory

is served by septic systems and would be difficult to annex. The affected area is east of Eaton Wash and, if annexed, would be a difficult area for the City to serve and access. The affected area lies on the same side of Eaton Wash as Temple City. Placing the affected area solely in the Temple City SOI would promote logical boundaries.

South El Monte: The report recommends that the South El Monte SOI be expanded to include a U.S. Army Reserve facility south of the City in unincorporated territory. The City's general plan discusses the area at length as a desirable annexation area. Although the facility is still being used actively due to the U.S. war in Iraq, it could potentially be decommissioned when the war ends. Once decommissioned, South El Monte would be the only potential city to annex the property.

INTRODUCTION

This report is prepared pursuant to a new legislative requirement that LAFCO conduct a comprehensive review of municipal service delivery and update, as necessary, the spheres of influence of agencies under LAFCO's jurisdiction not less than every five years. This chapter provides an overview of LAFCO's history, powers and responsibilities. It explains spheres of influence and the legal and procedural requirements for updating the spheres of influence. It discusses the origins and legal requirements for preparation of the municipal service review (MSR). The chapter explains spheres of influence and the legal and procedural requirements for updating the spheres of influence. Finally, the chapter reviews the process for MSR review, MSR approval and sphere of influence updates.

LAFCO OVERVIEW

After World War II, California experienced dramatic growth in population and economic development. With this boom came a demand for housing, jobs, and public services. To accommodate this demand, the state approved the formation of many new local government agencies, often with little forethought as to the ultimate governance structures in a given region. The lack of coordination and adequate planning led to a multitude of overlapping, inefficient jurisdictional and service boundaries, and the premature conversion of California's agricultural and open-space lands. Recognizing this problem, in 1959, Governor Edmund G. Brown, Sr. appointed the Commission on Metropolitan Area Problems. The Commission's charge was to study and make recommendations on the "misuse of land resources" and the growing complexity of local governmental jurisdictions. The Commission's recommendations on local governmental reorganization were introduced in the Legislature in 1963, resulting in the creation of Local Agency Formation Commissions operating in each county.

In 1964, the Legislature formed a Local Agency Formation Commission in each county, including Los Angeles, as a regulatory agency with countywide jurisdiction to discourage urban sprawl and encourage the orderly formation and development of local government agencies. Each LAFCO is responsible for coordinating logical and timely changes in local governmental boundaries, including annexations and detachments of territory, incorporations of cities, formations of special districts, and consolidations, mergers, and dissolutions of districts, as well as reviewing ways to reorganize, simplify, and streamline governmental structure. Each LAFCO's efforts are directed toward seeing that services are provided efficiently and economically while agricultural and open-space lands are protected. To better inform itself and the community as it seeks to exercise its charge, LAFCO conducts service reviews to evaluate the provision of municipal services within the county.

Each LAFCO regulates the boundary changes proposed by other public agencies or individuals by approving or disapproving such changes, with or without amendment, wholly, partially or conditionally. Each LAFCO is empowered to initiate updates to the spheres of influence as well as proposals involving the dissolution or consolidation of special districts and the merging of subsidiary districts. Otherwise, LAFCO actions must originate as applications from affected homeowners, developers, cities or districts.

Los Angeles County LAFCO (hereafter, “LAFCO”) consists of nine regular members: two members from the Board of Supervisors, two city representatives, one City of Los Angeles representative, two special district representatives and two public members (one of which represents the San Fernando Valley Statistical Area). There are six alternates to the regular members. Commissioners are appointed to four-year terms.

Table Intro-1: Commission Members, 2004

Appointment Source	Members	Alternative Members
Two members from the Board of Supervisors appointed by the Board of Supervisors.	Supervisor Yvonne Burke Supervisor Zev Yaroslavsky	Supervisor Don Knabe
Two members representing the 88 cities in the county. Must be a city officer and appointed by the City Selection Committee.	Mayor Carol Herrera <i>City of Diamond Bar</i> Mayor Beatrice Proo <i>City of Pico Rivera</i>	Mayor Cristina Cruz-Madrid <i>City of Azusa</i>
One member from a city representing 30% of the total population of the county who is a member of the legislative body from that city.	Councilwoman Cindy Miscikowski <i>City of Los Angeles</i>	Councilman Grieg Smith <i>City of Los Angeles</i>
Two members appointed by the Independent Special District Selection Committee.	Jerry Gladbach <i>Castaic Lake Water Agency</i> Donald Dear <i>West Basin Municipal Water District</i>	Robert W. Goldsworthy <i>Water Replenishment District of Southern California</i>
One public member from the San Fernando Valley statistical area, not a member of the Board of Supervisors, appointed by the Board of Supervisors.	James DiGuiseppe	Richard Close
One member from the general public appointed by the other eight Commissioners	Henri F. Pellissier	Kenneth Chappell

MUNICIPAL SERVICE REVIEW ORIGINS

The municipal service review requirement was adopted after the Legislature’s consideration of two studies recommending that each LAFCO throughout the State conduct reviews of local agencies. The Little Hoover Commission study focused on the need for oversight and consolidation of special districts, whereas the Commission on Local Governance for the 21st Century study focused on the need for regional planning to ensure efficient service delivery as the California population continues to grow.

LITTLE HOOVER COMMISSION

In May 2000, the Little Hoover Commission¹ released a report entitled *Special Districts: Relics of the Past or Resources for the Future?* This report focused on governance and financial problems among independent special districts, and the barriers to LAFCO's pursuit of district consolidation and dissolution. The report raised the concern that "the underlying patchwork of special district governments has become unnecessarily redundant, inefficient and unaccountable."²

The report raised concerns about independent districts with the following problems:

- a lack of visibility;
- a lack of accountability as evidenced by relatively low voter turnout rates, infrequency of contested elections, and inadequate notice of public meetings;
- excessive reserve funds;
- questionable receipt of property tax revenue by utility districts;
- inadequate financial reporting;
- outdated boundaries; and
- outdated missions.

The report questioned the public benefit provided by health care districts that have sold, leased or closed their hospitals, and asserted that LAFCOs consistently fail to examine whether they should be eliminated. The report pointed to service improvements and cost reductions associated with special district consolidations, but asserted that LAFCOs have generally failed to pursue special district reorganizations.

The report called on the Legislature to increase the oversight of special districts by mandating that LAFCOs identify service duplications and that LAFCOs study reorganization alternatives when service duplications are identified, when a district appears insolvent, when district reserves are excessive, when rate inequities surface, when a district's mission changes, when a new city incorporates and when service levels are unsatisfactory. To accomplish this, the report recommended that the state strengthen the independence and funding of LAFCOs, require districts to report to their respective LAFCO, and require LAFCOs to study service duplications.

COMMISSION ON LOCAL GOVERNANCE FOR THE 21ST CENTURY

The Legislature formed the Commission on Local Governance for the 21st Century ("21st Century Commission") in 1997 to review current statutes on the policies, criteria, procedures and precedents for city, county and special district boundary changes. The 21st Century Commission released its final report *Growth Within Bounds: Planning California Governance for the 21st Century* in January 2000.³ The report examines the way that government is organized and operates, and

¹ The Little Hoover Commission, formally known as the Milton Marks "Little Hoover" Commission on California State Government Organization and Economy, is an independent state oversight agency that was created in 1962. The Commission's mission is to investigate state government operations and—through reports, recommendations and legislative proposals—promote efficiency, economy and improved service. By statute, the Commission is a balanced bipartisan board composed of five citizen members appointed by the Governor, four citizen members appointed by the Legislature, two Senators and two Assembly members.

² Little Hoover Commission, 2000, page 12.

³ The Commission on Local Governance for the 21st Century ceased to exist on July 1, 2000, pursuant to a statutory sunset provision.

establishes a vision of how the state will grow by “making better use of the often invisible LAFCOs in each county”.

The report points to the projected doubling of California’s population over the first four decades of the 21st Century, and raises concerns that, without a strategy, open spaces will be swallowed up, expensive freeway extensions will be needed, job centers will become farther removed from housing, and this will lead to longer commutes, increased pollution and stressful lifestyles.

The 21st Century Commission recommended that effective, efficient and easily understandable government be encouraged through consolidation of small, inefficient or overlapping providers, transparency of municipal service delivery to the people, and accountability of service providers. The sheer number of special districts, the report asserts, “has provoked controversy, including several legislative attempts to initiate district consolidations”⁴ but cautions LAFCOs that decisions to consolidate districts should focus on service adequacy, not simply on the number of districts.

Growth Within Bounds cautions that for LAFCOs to achieve their fundamental purposes, they must have a comprehensive knowledge of the services available, service efficiency within various areas of the county, future service needs, and expansion capacity of each service provider. Comprehensive knowledge of water and sanitary providers, the report argued, would promote consolidations of water and sanitary districts, reduce water costs and promote a more comprehensive approach to the use of water resources. Further, the report asserted that many LAFCOs lack such knowledge, and should be required to conduct such a review to ensure that municipal services are logically extended to accommodate growth and development.

The state-mandated municipal service review would require LAFCO to look broadly at all agencies within a geographic region that provide a particular municipal service and to examine consolidation or reorganization of service providers. The 21st Century Commission recommended that the review should include water, wastewater, garbage, and other municipal services that LAFCO judges to be important to future growth. The Commission recommended that the service review be followed by consolidation studies and be performed in conjunction with updates of spheres of influence. The recommendation indicated that service reviews be designed to make nine determinations, each of which was incorporated verbatim in the subsequently adopted legislation.

MUNICIPAL SERVICE REVIEW LEGISLATION

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires LAFCO to review municipal services before updating the spheres of influence.⁵ The requirement for service reviews arises from the identified need for a more coordinated and efficient public service structure, which will support California’s anticipated growth. The service review provides LAFCO with a tool to comprehensively study existing and future public service conditions and to evaluate organizational options for accommodating growth, preventing urban sprawl, and ensuring that critical services are efficiently and cost-effectively provided.-

⁴ Commission on Local Governance for the 21st Century, 2000, page 70.

⁵ California Government Code §56430(c).

Effective January 1, 2001, Government Code Section 56430 requires LAFCO to conduct a review of municipal services provided in the county by region, sub-region or other designated geographic area, as appropriate, for the service or services to be reviewed, and prepare a written statement of determination with respect to each of the following:

- 1) Infrastructure needs or deficiencies;
- 2) Growth and population projections for the affected area;
- 3) Financing constraints and opportunities;
- 4) Cost avoidance opportunities;
- 5) Opportunities for rate restructuring;
- 6) Opportunities for shared facilities;
- 7) Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers;
- 8) Evaluation of management efficiencies; and
- 9) Local accountability and governance.

The municipal service review process does not require LAFCO to initiate changes of organization based on service review findings; it only requires that LAFCO make determinations regarding the provision of public services per Government Code Section 56430. However, LAFCO, other local agencies, and the public may subsequently use the determinations to analyze prospective changes of organization or reorganization or to establish or amend spheres of influence

Municipal service reviews are not subject to the provisions of the California Environmental Quality Act (CEQA) because they are only feasibility or planning studies for *possible* future action, which LAFCO has not approved. (Cal. Pub. Res. Code § 21150) The ultimate outcome of conducting a service review, however, may result in LAFCO taking discretionary action with respect to a recommended change of organization or reorganization. Either LAFCO, if acting on its own, or the local agency that submits a proposal to LAFCO, will be considered the lead agency for purposes of CEQA and must conduct an appropriate environmental review prior to LAFCO taking action.

SPHERE OF INFLUENCE UPDATES

LAFCO is charged with developing and updating the sphere of influence for each city and special district within the county.⁶ A sphere of influence is a planning boundary that designates the agency's probable future boundary and service area. Spheres are planning tools used to provide guidance for individual proposals involving jurisdictional changes, and are intended to encourage efficient provision of organized community services and prevent duplication of service delivery. Territory must be within a city or district's sphere in order to be annexed.

The purpose of the sphere of influence is to ensure the provision of efficient services while discouraging urban sprawl and the premature conversion of agricultural and open space lands by preventing overlapping jurisdictions and duplication of services. LAFCOs cannot tell agencies what their planning goals should be. Rather, on a regional level, LAFCO coordinates the orderly development of a community through reconciling differences between agency plans so that the most

⁶ The initial statutory mandate, in 1971, imposed no deadline for completing sphere designations. When most LAFCOs failed to act, 1984 legislation required all LAFCOs to establish spheres of influence by 1985.

efficient urban service arrangements are created for the benefit of area residents and property owners.

The Cortese-Knox-Hertzberg (CKH) Act requires LAFCO to develop and determine the sphere of influence of each local governmental agency within the county, and to review and update the SOI every five years. LAFCO is empowered to adopt, update and amend the SOI. It may do so with or without an application, and any party is allowed to submit an application proposing a SOI amendment.⁷

LAFCO may recommend government reorganizations to particular agencies in the county, using the SOIs as the basis for those recommendations. In determining the SOI, LAFCO must make determinations on four additional topics:

- 1) present and planned land uses in the area, including agricultural and open-space lands;
- 2) present and probable need for public facilities and services in the area;
- 3) present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide; and
- 4) existence of any social or economic communities of interest in the area if LAFCO determines that they are relevant to the agency.

CKH stipulates several procedural requirements in updating SOIs. The CKH Act requires that special districts file written statements on the class of services provided, and that LAFCO clearly establish the location, nature and extent of services provided by special districts.⁸ LAFCO must notify affected agencies 21 days before holding the public hearing to consider the SOI, and may not update the SOI until after that hearing.⁹

MUNICIPAL SERVICE REVIEW PROCESS

LAFCO is charged with preparing municipal service reviews and updating the spheres of influence of 180 local agencies. Given the enormity of this task, the Executive Officer has divided the county into the following nine geographic areas for which MSRs are being prepared:

- | | |
|----------------------------|----------------------------|
| 1) Catalina Island | 6) Gateway |
| 2) High Desert | 7) East San Gabriel Valley |
| 3) Las Virgenes | 8) South Bay |
| 4) Santa Clara | 9) Los Angeles |
| 5) West San Gabriel Valley | |

LAFCO has determined that certain special districts (cemetery, community services, garbage disposal, health care, library, recreation and park, resource conservation and mosquito abatement) are subject to sphere of influence reviews and updates, but are not considered providers of

⁷ If a city submits an application for a SOI amendment, it must first negotiate the boundaries, development standards, and zoning requirements within the annexable sphere area with county representatives. If an agreement is negotiated, LAFCO must give it great weight in making its final determination.

⁸ In conducting the MSRs, the Commission has required written statements entitled Requests for Information on the nature of services from all agencies including special districts.

⁹ The Commission may update the SOI at a Commission meeting held on the same day as the public hearing.

“backbone” municipal services. These special districts are subject to abbreviated municipal service reviews and sphere of influence updates, which are not part of this report.

The MSR process involves the following steps:

- 1) **Draft Municipal Service Review.** During this step, LAFCO has sent questionnaires (Requests for Information) to the agencies about their delivery of municipal services. LAFCO prepares the draft municipal service review report, and submits that report to the affected agencies for review. During the 30-day review period, LAFCO invites the agencies to discuss their comments and related policy options with the Executive Officer.
- 2) **Draft Final Municipal Service Review.** After receiving the agencies’ comments and holding a public workshop, LAFCO makes report revisions and releases the draft final municipal service review report.
- 3) **Final Municipal Service Review.** At a duly noticed public hearing, LAFCO may consider the nine written determinations regarding the municipal service review or may request revisions or additional analysis be conducted for the MSR. In the latter case, the report will be revised and resubmitted to LAFCO at the next meeting.
- 4) **Sphere of Influence Update:** After making the nine written determinations, LAFCO may proceed to update the sphere of influence of the agencies covered in the particular municipal service review report. Affected agencies must be notified 21 days in advance of this hearing.

CAVEATS

This draft final municipal service review report includes analysis of service delivery providers and policy options for LAFCO to consider as it makes its determinations with respect to municipal service reviews and sphere of influence updates. The decision whether or not to approve or disapprove any policy options, with or without amendment, wholly, partially or conditionally, rests entirely with LAFCO. This report is not a substitute for those discretionary decisions yet to be made by LAFCO.

This report and the policy options herein are subject to revision as may be directed by LAFCO during the course of its deliberations.

CHAPTER 1: MSR AREA

This chapter provides an overview of the MSR area covered in this report, municipal service providers, and growth and population projections. For overviews of each local agency, please refer to Appendix A.

AREA OVERVIEW

The West San Gabriel Valley area is a densely developed urban area just south of the San Gabriel Mountains and the Angeles National Forest. The area includes the northern and central portions of the Rio Hondo watershed, as well as eastern portions of the Arroyo Seco watershed.

The Gabrieleños occupied the valley for millennia. Spaniards entered the area in 1769, shortly thereafter establishing the San Gabriel Mission. San Gabriel and El Monte were the first towns to develop in the area. In the early American period, the area was renowned for its citrus orchards, vineyards and resorts.¹⁰ The area grew significantly in the 1940s. Today, the area is urbanized and is largely a built-out community with suburban homes and diverse land uses.

The area includes the foothill cities of La Cañada Flintridge, Pasadena, Sierra Madre, Arcadia, Monrovia, Bradbury and Duarte. The central portion includes the cities of South Pasadena, San Marino, Alhambra, San Gabriel, Temple and Irwindale. The southern cities in the area include Monterey Park, Rosemead, El Monte, South El Monte and Montebello. In addition to the 18 cities, the West San Gabriel Valley area includes the unincorporated areas of Altadena, East San Gabriel, South San Gabriel, East Pasadena, Mayflower Village, and North El Monte.

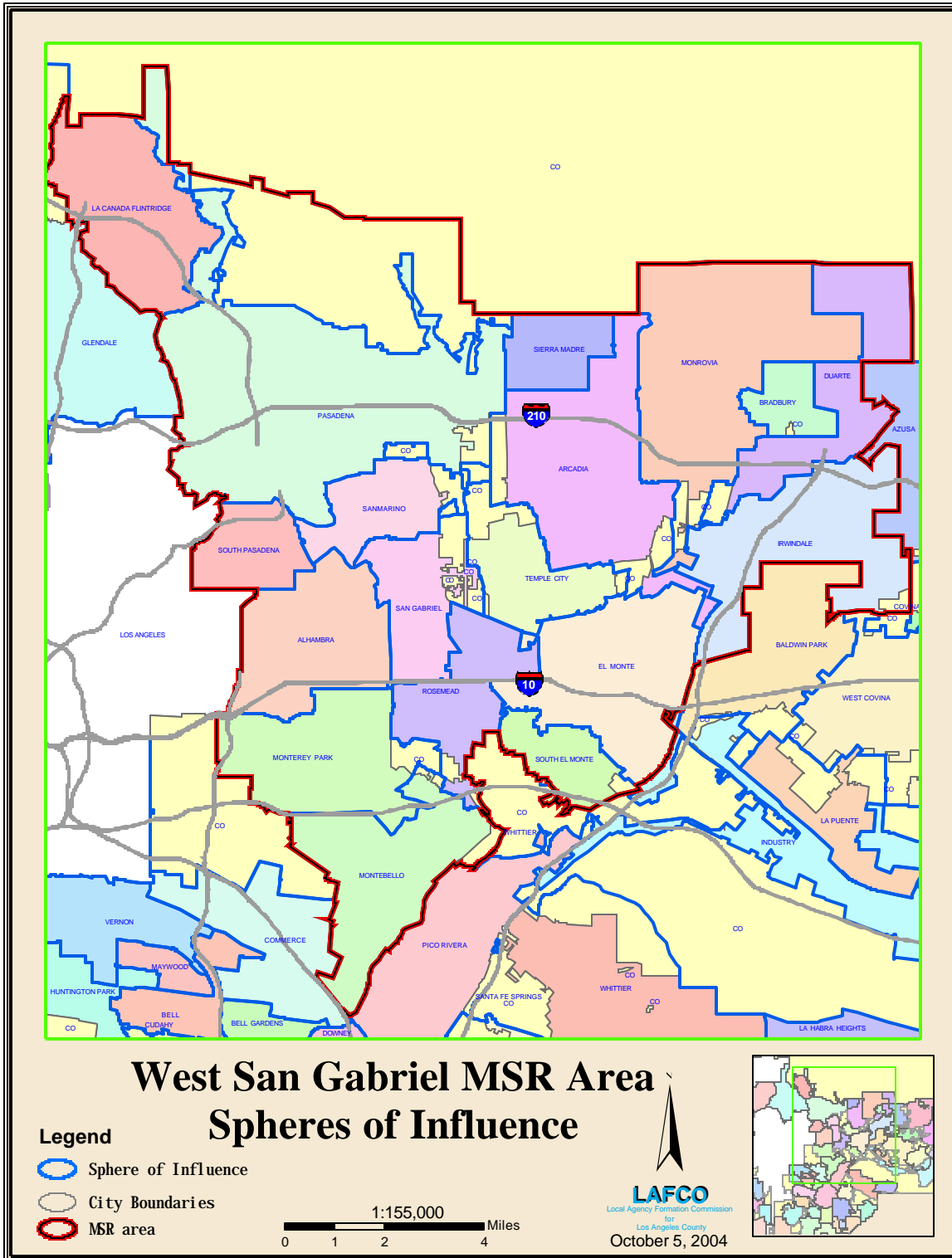
Visitor attractions in the area include the Angeles National Forest, the San Gabriel Mission, Old Town Pasadena, the Huntington Library Art Gallery and Botanical Gardens, the Arboretum of Los Angeles County, Santa Anita Park and Racetrack, the Irwindale Speedway, and several golf courses.

The economic base in the West San Gabriel Valley is diverse. Major employers include the Jet Propulsion Laboratory, California Institute of Technology, Earthlink, Southern California Edison, the Parsons Corporation, Miller Brewing Company, and the City of Hope Medical Center.

The transportation infrastructure serving the MSR area includes commercial rail, passenger rails, nearby Burbank airport, and four major freeways: the Foothill Freeway (I-210), the San Bernardino Freeway (I-10), the Pomona Freeway (60), and the San Gabriel River Freeway (I-605).

¹⁰ Pitt and Pitt, 1997.

Figure 1-1: NW San Gabriel Area Map



MUNICIPAL SERVICES

There are 43 municipal service providers in the MSR area that are local government agencies under LAFCO's jurisdiction. These providers include the cities, the Consolidated Fire Protection District of Los Angeles County (CFPD), seven County Sanitation Districts, 12 water districts, and a variety of miscellaneous districts. There are various private providers of street maintenance, park maintenance, and solid waste collection services, in addition to public providers that are not under LAFCO's jurisdiction.

Municipal services are provided to the 18 cities and the unincorporated communities under different service configurations.

- **Police:** 12 cities are served by their own police departments and six cities contract with the County Sheriff for service.
- **Fire and Paramedic:** 10 cities are served by their own fire departments and eight cities are served by the CFPD.
- **Hospitals:** there are general acute care hospitals in 11 of the cities.
- **Water Retail:** six cities provide retail water service directly, four cities are served by private water companies, and eight cities are served by a combination of public and private purveyors.
- **Wastewater Treatment and Disposal:** all of the cities are served by County Sanitation Districts, with two of those cities relying in part on private septic systems. One city also provides direct service and relies on Crescenta Valley County Water District (CWD).
- **Wastewater Collection:** 11 cities maintain their own collection systems, and seven cities rely on the Consolidated Sewer Maintenance District.
- **Stormwater:** Six cities maintain their local storm drains directly, and 12 cities contract with the County Department of Public Works (DPW) for catch basin maintenance and other services. All of the cities rely on the Los Angeles County Flood Control District and the U.S. Army Corps of Engineers for regional flood control facilities.
- **Street Maintenance:** 13 cities provide street maintenance services directly, and 5 cities contract with the County DPW for street maintenance services.
- **Street Lighting:** 13 cities provide street lighting services directly or in conjunction with Southern California Edison (SCE), three cities rely on SCE for service, and two cities rely on the County.
- **Park Maintenance:** 12 cities provide park maintenance services directly, four cities rely entirely on private service providers, and two cities use both approaches.
- **Recreation:** 17 cities provide recreation services directly, and one city does not provide recreation services.
- **Library:** nine cities provide library services directly, eight cities rely on the County for library services, and one city relies on a County library in a neighboring city for service.
- **Transit:** four cities provide transit services directly, three rely on neighboring cities for service, and the remainder relies on a combination of public and private providers.
- **Land Use:** 17 cities provide land use and planning services directly, and one city relies on a private consultant.

Table 1-2: NW San Gabriel service providers

	Alhambra	Arcadia	Bradbury	Duarte	El Monte	Irwindale	La Cañada Flintridge	Monrovia	Montebello
Public Safety									
Police	Direct	Direct	Sheriff	Sheriff	Direct	Direct	Sheriff	Direct	Direct
Fire & Paramedic	Direct	Direct	CFPD	CFPD	CFPD	CFPD	CFPD	Direct	Direct
Ambulance	Direct	Direct	AMR	AMR	AMR	AMR	AMR	AMR	AMR
Hospital	Alhambra Hospital	Methodist Hospital of Southern Cal.	None	City of Hope Med Ctr. & Santa Teresita Hospital	None	Queen of the Valley & Inter Community	None	Monrovia Community Hospital	Beverly Hospital
Utilities									
Water Retailers	Direct	Direct	Cal. American Water Co.	Cal. American Water Co.	City of El Monte; Upper San Gabriel Valley MWD; Southern California Water Co.	City of Azusa; Valley CWD; Cal American Water Co.; San Gabriel Water Co.	Valley Water Co.; La Cañada Irrigation District; Mesa Crest Water Co.; Crescenta Valley CWD	Direct	California Water Service Co.; South Montebello Irrigation District
Wastewater Treatment & Disposal	CSDs 2 & 16	CSDs 15 & 22	CSDs 15 & 22; Septic (50%)	CSDs 15 & 22	CSD 15	CSDs 15 & 22	CSD 28; Crescenta Valley CWD; Septic	CSDs 15 & 22	CSDs 2 & 15
Wastewater Collection	Direct	Direct	LA County DPW	LA County DPW	Direct	LA County DPW	LA County DPW	Direct	Direct
Solid Waste	BFI Inc.	Waste Management	Burrtec Waste Services	Burrtec Waste Services		Waste Management	BFI Inc.	Athens Disposal	Athens Disposal
Public Works									
Stormwater Maintenance	Direct	LA County DPW	LA County DPW	LA County DPW	Direct	LA County DPW	LA County DPW	Direct	LA County DPW
Street Maintenance	Direct	Direct	LA County DPW	Direct	Direct	Direct	LA County & Private	Direct	Direct
Street Lighting	Direct and SCE	Direct and SCE	SCE	Direct	Direct	SCE	SCE and LA County	Direct	Direct
Other Services									
Park Maintenance	Direct	Private	City of Monrovia and Private	Private	Direct	Direct	Private	Direct	Direct
Recreation	Direct	Direct	None	Direct	Direct	Direct	Direct	Direct	Direct
Library	Direct	Direct	LA County (Duarte)	LA County	LA County	Direct	LA County	Direct	LA County
Transit	Alhambra Community Transit; Southland Transit	Direct; Foothill Transit Authority; Southland Transit	Foothill Transit Authority	Direct; Foothill Transit Authority	Foothill Transit Authority; Southland Transit	Foothill Transit Authority; Southland Transit	City of Glendale	Foothill Transit Authority; Southland Transit	Direct
Land Use	Direct	Direct	LDM & Associates	Direct	Direct	Direct	Direct	Direct	Direct

	Monterey Park	Pasadena	Rosemead	San Gabriel	San Marino	Sierra Madre	South El Monte	South Pasadena	Temple City
Public Safety									
Police	Direct	Direct	Sheriff	Direct	Direct	Direct	Sheriff	Direct	Sheriff
Fire & Paramedic	Direct	Direct	CFPD	Direct	Direct	Direct	CFPD	Direct	CFPD
Ambulance	Direct	Direct	AMR	Direct	Direct	Direct (BLS)	AMR	Direct	AMR
Hospital	Garfield Med. Ctr..	Huntington Memorial & St. Luke Med. Ctr.	City of Angels Med. Ctr.	San Gabriel Valley Med Ctr.	None	None	Greater El Monte Hospital	None	None
Utilities									
Water Retailers	San Gabriel Valley MWD; California Water Service Co.; San Gabriel Water Co.	Direct	San Gabriel CWD; Adams Ranch Mutual Water Co.; Amarillo Mutual Water Co.	San Gabriel CWD; Cal. American Water Co.; San Gabriel Water Co.; Sunnyslope Water Co.; Southern Cal. Water Co.	Cal American Water Co.; Sunnyslope Water Co.	Direct	San Gabriel Water Co.	Direct	East Pasadena Water Co.; Cal. American Water Co.; San Gabriel CWD; Sunnyslope Water Co.; Southern Cal. Water Co.
Wastewater Treatment & Disposal	CSDs 2 & 15	CSDs 15, 16 & 17	CSD 15	CSDs 2 & 15	CSDs 15 & 16	CSD 15 Septic (10%)	CSD 15	CSD 16	CSD 15
Wastewater Collection	Direct	Direct	LA County DPW	Direct	Direct	Direct	LA County DPW	Direct	LA County DPW
Solid Waste	Athens Disposal	Direct	Consolidated Disposal Services		Athens Disposal	Athens Disposal		Athens Disposal	
Public Works									
Stormwater Maintenance	Direct	LA County DPW	LA County DPW	Direct	LA County DPW	LA County DPW	LA County DPW	Direct	LA County DPW
Street Maintenance	Direct	Direct	LA County & Monterey Park	Direct	Direct	Direct	LA County DPW	Direct	LA County DPW
Street Lighting	Direct	Direct	SCE and LA County	Direct	Direct	Direct and SCE	SCE	Direct	Direct and SCE
Other Services									
Park Maintenance	Direct and Private	Direct	Direct	Direct	Direct	Direct	Direct	Direct and Private	Private
Recreation	Direct	Direct	Direct	Direct	Direct	Direct	Direct	Direct	Direct
Library	Direct	Direct	LA County	LA County	Direct	Direct	LA County	Direct	LA County
Transit	Parking Concepts, Spirit Bus Service	Direct	MTA, Montebello	Direct	Pasadena	Laidlaw	Foothill Transit Authority	Direct	Foothill Transit Authority
Land Use	Direct	Direct	Direct	Direct	Direct	Direct	Direct	Direct	Direct

GROWTH AND POPULATION PROJECTIONS

This section reviews the residential and commercial populations, the jobs-housing balance, projected growth and growth areas.

Residents

The 2000 Census enumerated 791,343 residents in the incorporated cities, and 95,655 in the unincorporated areas.

Pasadena, El Monte and Alhambra are the largest residential communities in the MSR area. Pasadena had 134,477 residents, El Monte had 116,471 residents, and Alhambra had 86,162 residents, according to the 2000 Census. Bradbury and Irwindale have the smallest residential populations among the cities.

The unincorporated areas in the MSR area include Altadena, East San Gabriel, South San Gabriel, East Pasadena, Mayflower Village, and North El Monte. Altadena is the largest unincorporated community in the MSR area with 42,610 residents in 2000.

Residents' average income levels in the MSR area as a whole are slightly higher than income levels countywide. However, the cities vary significantly in residential income levels. San Marino, Bradbury, La Cañada Flintridge, and Sierra Madre residents enjoy the highest income levels in the area. In Pasadena, Altadena, and Arcadia, residents' incomes are above-average. Residents in South El Monte, El Monte, Rosemead, Irwindale, and Montebello have the lowest income levels in the MSR area.

Similarly, population density tends to be lower in the foothill communities where residents' incomes are higher and where there is a greater amount of open space. Population density is highest in El Monte, Alhambra, and Rosemead.

Table 1-3: Residential Population by Place, 2000

Total MSR Area		886,998
Cities		791,343
1	Pasadena	134,477
2	El Monte	116,471
3	Alhambra	86,162
4	Montebello	62,404
5	Monterey Park	60,517
6	Rosemead	53,866
7	Arcadia	53,307
8	San Gabriel	39,986
9	Monrovia	37,091
10	Temple City	33,515
11	South Pasadena	24,402
12	Duarte	21,576
13	South El Monte	21,232
14	La Cañada Flintridge	20,417
15	San Marino	12,991
16	Sierra Madre	10,618
17	Irwindale	1,452
18	Bradbury	859
Unincorporated areas		95,655
1	Altadena CDP	42,610
2	East San Gabriel CDP	14,512
3	South San Gabriel CDP	7,595
4	East Pasadena CDP	6,045
5	Mayflower Village CDP	5,081
6	North El Monte CDP	3,703

Residential Growth Rates

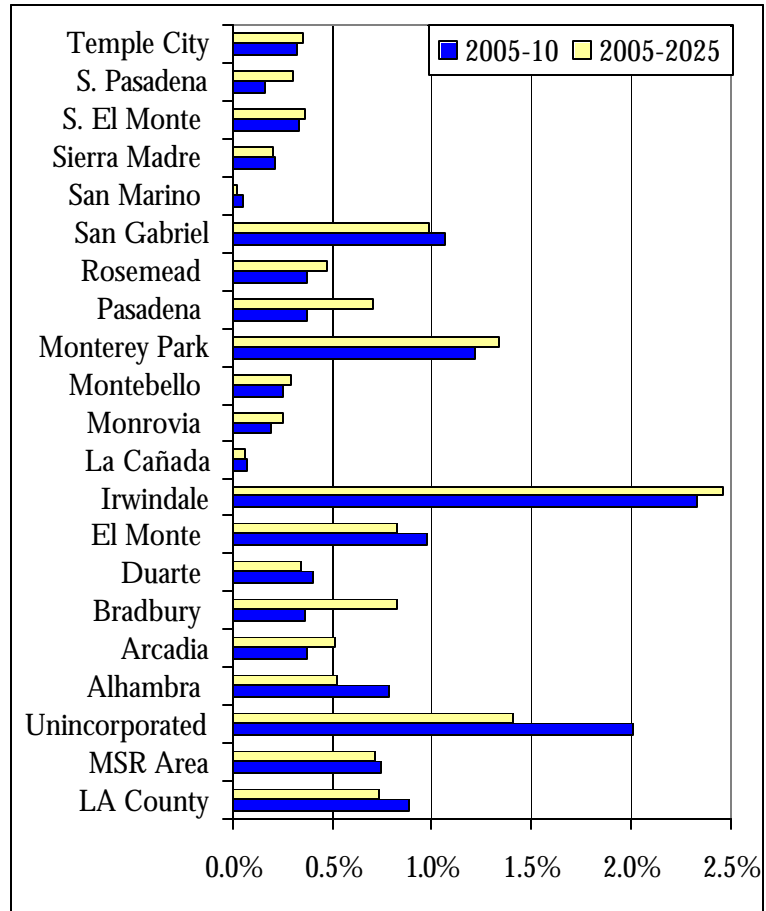
In the short-term (2005-2010), growth in the MSR area population is projected to occur at a slower rate than countywide growth. However, in the long-term, the MSR area is projected to grow at nearly the same rate as the countywide growth.

Within the MSR area, SCAG projects the fastest growth to occur in Irwindale, the unincorporated communities, Monterey Park, San Gabriel, El Monte and Bradbury. Minimal growth is anticipated in San Marino and La Cañada Flintridge.

As a result of short-term growth, Monterey Park is expected to become larger than Montebello within the next few years.

In the long term, SCAG expects the pace of growth in the unincorporated areas and El Monte to slow.

Figure 1-4: Annual Population Growth Rates, 2005-25



Although most of the cities did not dispute the SCAG growth projections, the City of Irwindale considers the SCAG projections unlikely because the affected areas are already built out.

Jobs

Between the years 2005 and 2025, SCAG projects that 98,899 jobs will be created in the West San Gabriel area.

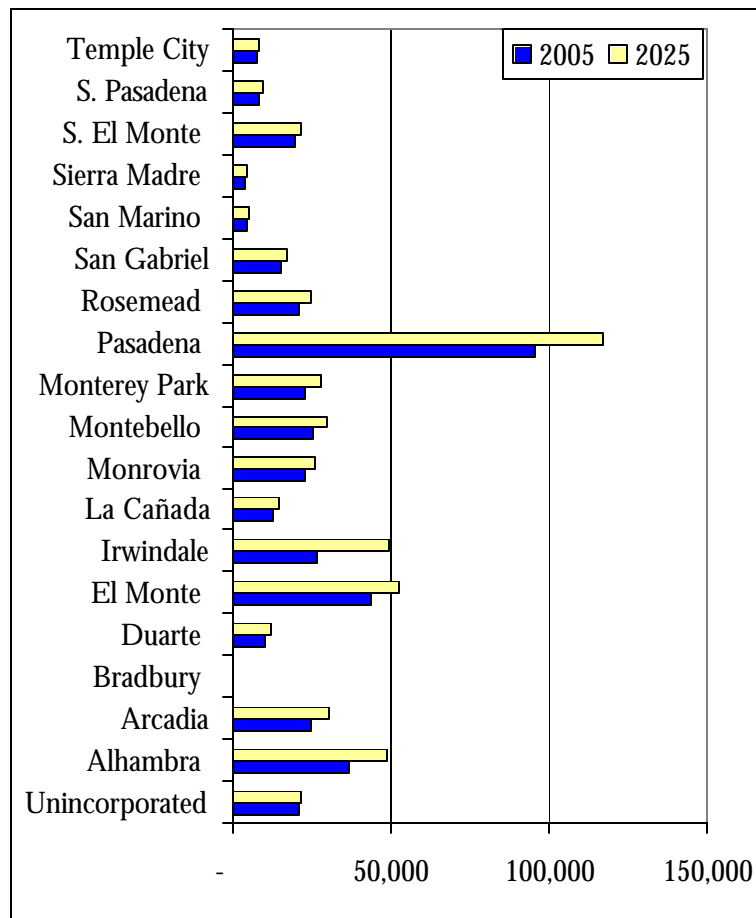
SCAG projects a higher rate of job creation will occur in the West San Gabriel Valley than countywide.

The number of jobs created is projected at 22,189 for Irwindale, 21,549 in Pasadena, and 11,487 in Alhambra.

The pace of job creation, or in other words the job growth rate, is projected to be fastest in Bradbury, Irwindale, Alhambra, and Arcadia.¹¹

Job creation is projected to occur most slowly in the unincorporated areas and in South El Monte.

Figure 1-5: Jobs 2005 & 2025



Jobs-Housing Balance

The jobs-housing balance in the MSR area is comparable to the countywide jobs-housing balance. However, the number of jobs per housing unit is expected to grow in the MSR area and to decline countywide.

Among the communities in the MSR area, Irwindale, South El Monte, Pasadena, La Cañada Flintridge, and Monrovia had the highest ratio of jobs to housing units in the year 2000. In Irwindale, there were 69 jobs per housing unit in 2000; whereas, there were 1.4 jobs per housing unit in the MSR area as a whole. In South El Monte, there were four jobs per housing unit. In Pasadena and La Cañada Flintridge, there were 1.8 jobs per housing unit in 2000.

The unincorporated areas, Temple, Sierra Madre, South Pasadena and Bradbury are bedroom communities with a relatively low ratio of jobs to housing units. SCAG growth projections indicate job growth in the unincorporated areas is not expected to keep pace with population growth; hence, the unincorporated areas are expected to increasingly become bedroom communities in the long-term.

¹¹ Although Bradbury does not permit commercial development, the City’s employment base includes equestrian, agricultural, and household workers as well as the self-employed. Although the City did not dispute the SCAG job growth projections, the authors note that the projected job growth in Bradbury is unlikely to materialize under existing City policy.

24-Hour Population

In addition to residential population and jobs, this report makes use of a concept called the 24-hour population in order to draw meaningful per capita comparisons.

The cities and communities in this study vary significantly in the relative size of their respective commercial populations. Car accidents and crimes happen not only to residents, but also to businesses, workers, and commuters. Not only residents but also businesses require water, wastewater, and stormwater services.

In order to draw meaningful comparisons across agencies, and specifically to include cities like Irwindale and South El

Monte in comparisons, the 24-hour population metric was developed for each of the communities.¹² The metric is based on the number of residents and jobs in a community, but is calculated taking into consideration that workers spend less time in the jurisdiction than do residents. Because the metric is used only as a denominator for purposes of developing comparable per capita indicators, it must simply be effective at measuring **differences** between communities in the population served. Hence, for convenience, the metric is calculated by normalizing countywide 24-hour population to the countywide residential population.

Table 1-6 provides the three population measures—residents, jobs, and 24-hour population. For communities like Duarte, Rosemead and Montebello with a (nearly) average balance of jobs and residents, the metric is not substantially different from the residential population. But for a community like Irwindale, the metric is closer to the daytime population for this community than to the residential population. Similarly, for a bedroom community like Temple City, the metric is lower than the residential population, reflecting the reality that most working Temple City residents are not in Temple City much of the time.

Table 1-6: Population Measures, 2004

Agency/Area	Residents	Jobs	24-Hour
LA County	10,058,521	4,493,642	10,058,521
MSR Area	935,337	418,906	936,116
Unincorporated	105,035	20,585	85,383
Alhambra	90,171	36,618	87,436
Arcadia	55,590	24,416	55,277
Bradbury	917	244	794
Duarte	22,440	10,111	22,504
El Monte	123,926	43,251	114,888
Irwindale	1,580	26,384	20,739
La Cañada Flintridge	21,093	12,472	23,368
Monrovia	38,357	22,557	42,402
Montebello	64,642	25,009	61,755
Monterey Park	64,859	22,796	60,249
Pasadena	141,965	95,532	165,922
Rosemead	56,138	20,842	52,976
San Gabriel	42,402	14,834	39,336
San Marino	13,362	4,528	12,286
Sierra Madre	10,959	3,798	10,140
South El Monte	21,996	19,267	29,040
South Pasadena	25,164	8,419	23,058
Temple City	34,740	7,242	28,564

¹² The 24-hour population is calculated as the sum of a) 2/3 of the residential population, and b) 1/3 of the product of the commercial population multiplied by the countywide ratio of residents to jobs.

Growth Areas and Constraints

Table 1-7: Growth Areas and Growth Constraints

City	Growth Areas/Opportunities		Growth Constraint(s)
	Residential	Commercial/Industrial	
Alhambra	Infill	Renaissance of downtown Alhambra, redevelopment	Lack of available undeveloped land
Arcadia	North and west Race Track perimeter and hillside areas	Commercial entertainment between the Santa Anita Race Track and the Santa Anita Fashion Park mall; southern area (industrial)	Lack of available, developable land
Bradbury	Infill: 51 vacant parcels	Agricultural. Commercial development is not allowed.	Topography, preference for a rural character, and minimal developable vacant land
Duarte	Infill: potential for 206 additional housing units		Lack of available undeveloped land; Angeles National Forest lands cannot be developed
El Monte	Along the San Bernardino Freeway	Along the San Bernardino Freeway	Not provided
Irwindale	Inactive quarry sites	Baldwin Park/Olive Pit Site (193 acres available); former gravel-mining pits (135 acres available)	Topography; development restrictions on inactive mining quarry sites
La Cañada Flintridge	Small subdivisions, infill, multi-family housing along Foothill Boulevard	Foothill Boulevard corridor	Topography, community preferences, lack of wastewater infrastructure, fire and flood hazards on available hillside parcels
Monrovia	Santa Fe Depot, potential for transit village on Myrtle Avenue	Santa Fe Depot, Myrtle Avenue, downtown	Hillside development policies; lack of available, developable land
Montebello	Infill	500-acre parcel in the northeast section of the City; redevelopment along Whittier and Beverly Blvd.	Topography; sloped terrain in the Montebello Hills limits both street access and utility connections; lack of developable vacant land
Monterey Park	Corporate Center Drive; infill potential for 3,030 housing units	Vacant landfill area in the southeast; Southern California Edison properties along Potrero Grande; Driveon East Garvey Ave.; North Atlantic Blvd. between Hamilton and Emerson Aves.	Shortage of vacant developable land
Pasadena	Mixed-use projects near light rail stations; along Lake Ave. and Colorado Blvd.; Central District and surrounding Arroyo Parkway (3,395 housing units); East Pasadena (500 new housing units allowable)	Santa Fe Transportation Center; Lake Avenue (office); Civic Center area; redevelopment areas in northwest Pasadena	The majority of vacant land is located in the hillside areas, which is not easily developable due to topography
Rosemead	Infill and redevelopment	Valley Boulevard; conversion of a closed auto mall into retail space; additional vacant sites (one five acres and the other 23 acres)	Lack of available, developable land
San Gabriel	Transition of single family-homes to higher density housing; mixed-use	San Gabriel Valley Medical Center; portions of San Gabriel Blvd., Las Tunas Drive, the Mission District, Valley Blvd.	Lack of available vacant land, water-pressure problem areas (south and central), and historic preservation in and surrounding the City's Mission District
San Marino	Infill: 8 vacant parcels. Redevelopment	Redevelopment	Community preferences and lack of vacant land
Sierra Madre	Subdivision (82 acres); Infill	Montecito Avenue area	Topography, environmental constraints, and historical land use
South El Monte	Redevelopment potential	U.S. Army Reserve Base (11-acre) on East Fawcett Ave. adjacent to the City	Not provided
South Pasadena	Three neighborhoods north of Rush Street	Rosemead Blvd and several areas along the Pomona Freeway	Environmental constraints related to Whittier Narrows Recreation Area; lack of developable vacant land; open space preservation
Temple City	Mission Street; Infill	Central business district along Fair Oaks Ave and Mission Street, Raymond Hill, Ostrich Farm, and Arroyo Annexation areas	Community preferences; topography constraints in the hillside areas of the city

CHAPTER 2: PUBLIC SAFETY

This chapter discusses the provision of public safety services—police, fire and paramedic—in the West San Gabriel area. The section is designed to address questions relating to the efficiency and adequacy of services, the adequacy of infrastructure, and opportunities for sharing facilities and reducing costs. The chapter provides first an overview of the service configuration, a description of the level and type of workload, service quality indicators, facility descriptions, explanation of current and potential regional collaboration between service providers, a discussion of service delivery challenges, and an analysis of potential policy alternatives relevant to the particular service.

POLICE SERVICE

Twelve cities in the MSR area staff independent police departments, while six cities contract with the Los Angeles County Sheriff for service.

For the contract cities, the Sheriff provides patrol and criminal investigations as well as dispatch, SWAT, canine services, and temporary holding of arrestees.

The Sheriff's service area includes the six contract cities—Bradbury, Duarte, La Cañada Flintridge, Rosemead, South El Monte, and Temple City—as well as remote areas of the City of Pasadena and the unincorporated areas. In addition to the unincorporated area of Altadena, the Sheriff serves the unincorporated areas south of the cities of Monrovia and Arcadia, areas northeast of San Gabriel and southeast of Pasadena, and south of Rosemead. The Sheriff's Altadena, Crescenta Valley, and Temple Stations serve the MSR area in addition to the unincorporated communities of La Crescenta, Montrose, Lake View Terrace, and most of the Angeles National Forest.

The other 12 cities in the MSR area provide police services directly. In addition to law enforcement and criminal investigations, the city police departments provide various kinds of services including dispatch SWAT, canine services, and temporary holding of arrestees.

All of the direct service providers provide dispatch services directly; for other police services, some of the direct providers use various regional service providers, as depicted in Table 2-2. All of the direct service providers rely on the Sheriff for search and rescue services, except for Sierra Madre, which uses the Sierra Madre Search and Rescue Team. The City of Irwindale contracts with the Covina and Baldwin Park Police Departments for temporary holding services and the cities of Sierra Madre and South Pasadena do not use academy training because all of their officers are hired laterally only after completing academy training.

The Sheriff provides regional police services in the MSR area, with crime lab services, long-term jailing, and bomb squad services provided to all of the cities in the MSR area, and search and rescue and academy training for a majority of cities. Regional training providers for agencies in the MSR area include the Orange County Sheriff's Academy and the Rio Hondo Police Academy, which is associated with the Rio Hondo Community College. El Monte and Pasadena provide air support to a number of other law enforcement agencies under contract service and JPA arrangements.

Figure 2-1: Public Safety Facilities Map

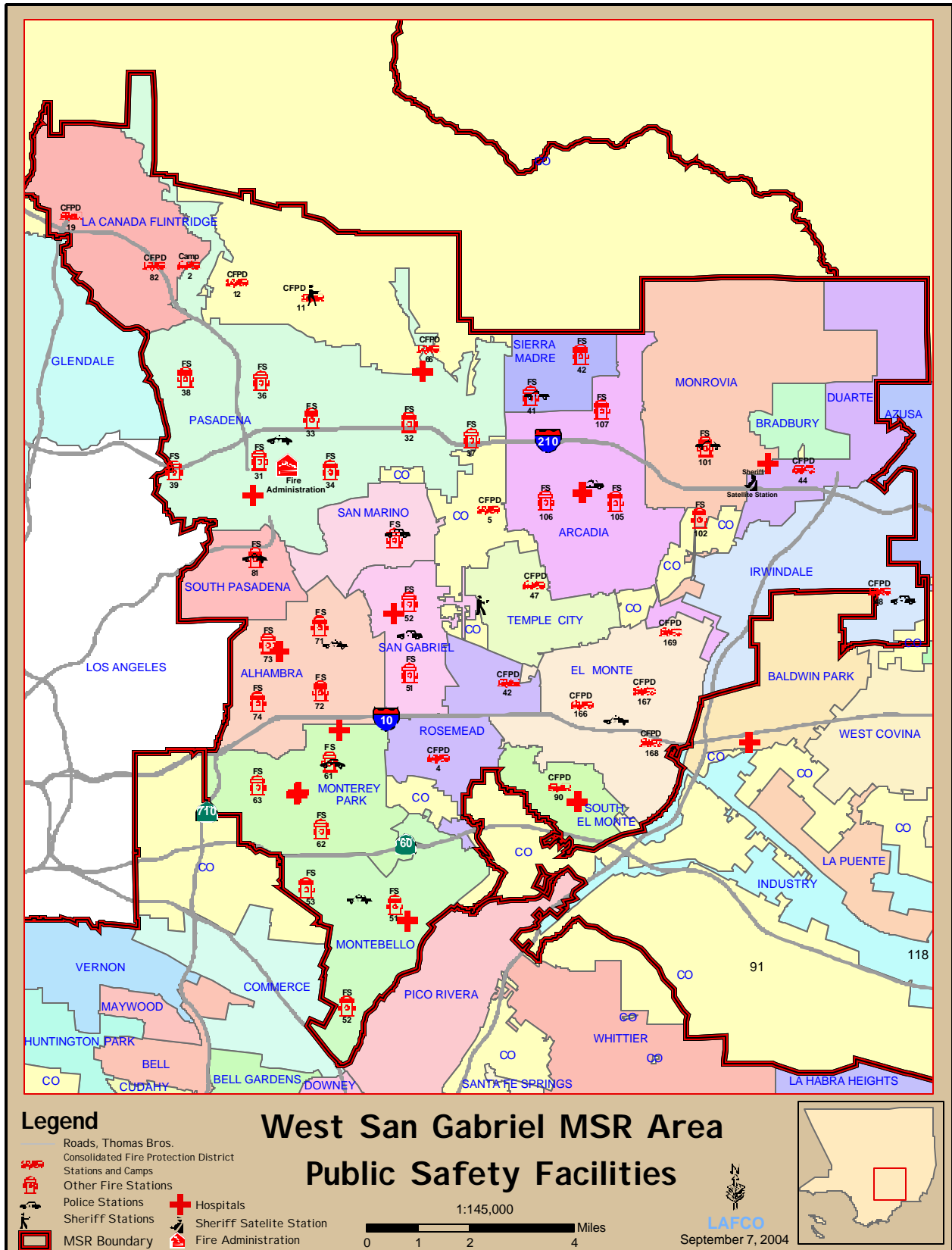


Table 2-2: Police Service Configuration

Service Area	Patrol	Dispatch	Training	SWAT	Air Support	Search & Rescue	Canine Services	Temporary Holding
Alhambra	Direct	Direct	Orange Co. Sheriff	Sheriff	Pasadena	Sheriff	Sheriff	Direct
Arcadia	Direct	Direct	Rio Hondo Academy	Direct	Pasadena	Sheriff	Direct	Direct
Bradbury	Sheriff	Sheriff	Sheriff	Sheriff	Pasadena	Sheriff	Sheriff	Sheriff
Duarte	Sheriff	Sheriff	Sheriff	Sheriff	Pasadena	Sheriff	Sheriff	Sheriff
El Monte	Direct	Direct	Rio Hondo Academy	Direct	El Monte	Sheriff	Direct	Direct
Irwindale	Direct	Direct	Rio Hondo Academy	Sheriff	El Monte	Sheriff	Direct	Contract
La Cañada Flintridge	Sheriff	Sheriff	Sheriff	Sheriff	Pasadena	Sheriff	Sheriff	Sheriff
Monrovia	Direct	Direct	Rio Hondo Academy	Direct	Pasadena	Sheriff	Direct	Direct
Montebello	Direct	Direct	Rio Hondo Academy	Sheriff	El Monte	Sheriff	Direct	Direct
Monterey Park	Direct	Direct	Sheriff	Direct	NP	Sheriff	Direct	Direct
Pasadena	Direct & Sheriff (remote)	Direct	LA Sheriff, Orange Co. Sheriff, Rio Hondo Academy	Direct	Pasadena	Sheriff	Direct	Direct
Rosemead	Sheriff	Sheriff	Sheriff	Sheriff	Pasadena	Sheriff	Sheriff	Sheriff
San Gabriel	Direct	Direct	Rio Hondo Academy	Sheriff	NP	Sheriff	Mutual Aid	Direct & Monterey Park
San Marino	Direct	Direct	Sheriff and Arcadia	Sheriff	NP	Sheriff	Sheriff	Direct & Pasadena
Sierra Madre	Direct	Direct	None	Sheriff	NP	Volunteers	Mutual Aid	Direct & Pasadena
South El Monte	Sheriff	Sheriff	Sheriff	Sheriff	Pasadena	Sheriff	Sheriff	Sheriff
South Pasadena	Direct	Direct	None	Sheriff	NP	Sheriff	Mutual Aid	Pasadena
Temple City	Sheriff	Sheriff	Sheriff	Sheriff	Pasadena	Sheriff	Sheriff	Sheriff
Unincorporated	Sheriff	Sheriff	Sheriff	Sheriff	Pasadena	Sheriff	Sheriff	Sheriff

SERVICE DEMAND

The demand for service is related to the size of the population, the size of the area being policed as well as crime levels.

Calls for Service

In 2003, there were approximately 545,000 total calls for service in the MSR area.

The volume of service calls per capita was highest in Irwindale, San Marino, Sierra Madre, South Pasadena, Montebello, and Monterey Park. The service call volume was lowest in La Cañada Flintridge, Bradbury and Rosemead. The number of service calls per capita is depicted in Figure 2-3.¹³

In the jurisdictions reporting detail information on service calls, the majority (82 percent) of calls for service were non-emergency and routine calls, such as filing traffic incident reports. About 18 percent of the calls for service were 911 calls; however, some of the 911 calls involve situations that are not emergencies. Hence, the proportion of service calls that represent actual emergencies is lower than 18 percent.

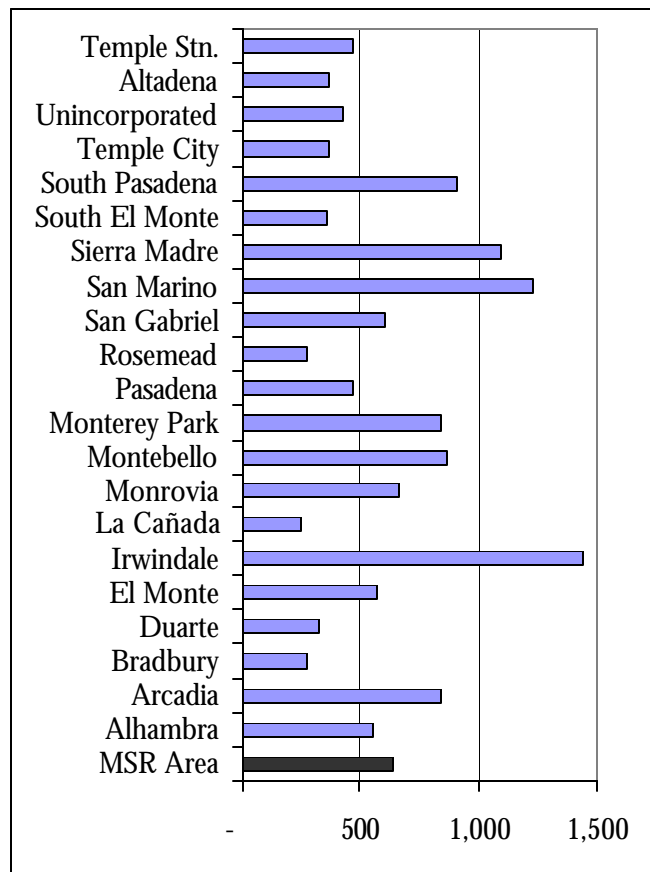
The proportion of service volume that involved 911 calls varied across jurisdictions.

In La Cañada Flintridge, Montebello, and Altadena, very few service calls are 911 calls; whereas, in Monrovia and the unincorporated areas served by the Temple Sheriff station, a much higher share of service calls were received as 911 calls.

Citations and Arrests

There were a total of 174,834 citations issued in the MSR area in 2003, according to the local agencies. Citations involve the issuance of tickets for moving violations, parking violations, failure to wear a safety belt, pedestrian jaywalking, and, among other violations.

Figure 2-3: Police Service Calls Per Capita, 2003



¹³ 2003 service calls were reported by the agencies. Service calls per capita is calculated as the number of service calls per 1,000 people, based on the 2003 24-hour population. For discussion of the 24-hour population metric, please refer to Chapter 1. Montebello did not respond to the LAFCO Request for Information on police services.

In the MSR area as a whole, there were 205 citations issued per 1,000 people. South Pasadena, Sierra Madre, San Gabriel, San Marino, Monrovia, and Montebello issued a relatively large number of citations on a per capita basis. The number of citations issued per capita in the unincorporated areas, El Monte, Irwindale, Alhambra, and South El Monte was relatively low by comparison.

Figure 2-4: Citations, Arrests, and Crimes per Capita

There were a total of 27,118 arrests made in the MSR area cities in 2002, according to the California Attorney General's statistics. Nearly two-thirds of the arrests were related to misdemeanor offenses, and one-third of the arrests involved felony offenses.

Overall, there were 30 arrests made in 2002 per 1,000 people in the MSR area. By comparison, there were 33 arrests made countywide per 1,000 people in 2002.

The arrest rate was highest in Pasadena, Monrovia, El Monte, and Montebello. Arrest rates were lowest in Bradbury, La Cañada Flintridge, San Marino, and Temple City.

Service Area	Service Calls per 1,000	Citations per 1,000	Arrests per 1,000	FBI Crimes per 10,000
MSR Area	638	205	30	292
Alhambra	560	57	19	306
Arcadia	842	244	27	301
Bradbury	267	104	-	170
Duarte	322	156	20	273
El Monte	576	21	40	323
Irwindale	1,440	22	18	130
La Cañada Flintridge	243	136	10	192
Monrovia	667	393	44	262
Montebello	870	313	38	406
Monterey Park	845	279	24	299
Pasadena	463	198	42	306
Rosemead	274	176	23	294
San Gabriel	605	477	16	278
San Marino	1,231	468	13	143
Sierra Madre	1,095	498	23	158
South El Monte	358	92	33	267
South Pasadena	907	683	25	272
Temple City	363	195	15	191
Unincorporated	423	20	26	NA
Altadena	365	33	34	NA
Temple Stn.	467	10	21	NA
Notes:				
(1) 2003 citations were provided by the agencies.				
(2) 2002 arrests and FBI Index Crimes were provided by the California Attorney General's Law Enforcement Information Center.				
(3) Population reflects the 24-hour population.				

Serious Crime

Serious crime—FBI Crime Index offenses—has generally decreased in the last decade countywide and in the MSR area, but has increased slightly in the past few years.¹⁴

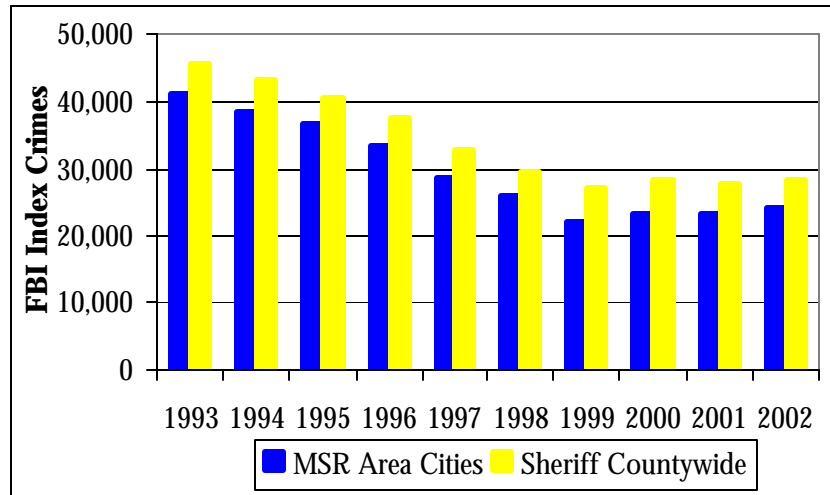
Previously, from 1983 to 1991, crime had been increasing throughout the State. The crime rate decline is associated with a steep short-term decline in violent juvenile and youth crime, particularly in large cities. A study by the California Attorney General's Office argues that violent periods tend to occur when gang-controlled illegal substances are in high demand.¹⁵ This study notes that community policing, crime mapping and increased incarceration rates have also contributed to declining crime rates.

¹⁴ FBI Crime Index offenses include murder, rape, robbery, aggravated assault, burglary, larceny, motor vehicle theft, and simple assault.

¹⁵ Marowitz, 2000.

Figure 2-5: FBI Crime Index Offenses, 1993-2002

The declining trend in serious crime has occurred throughout the MSR area. Similarly, the recent slight increase in serious crime has occurred in most of the cities in the MSR area. Exceptions are Pasadena and Temple City where serious crime has continued to decline in recent years.



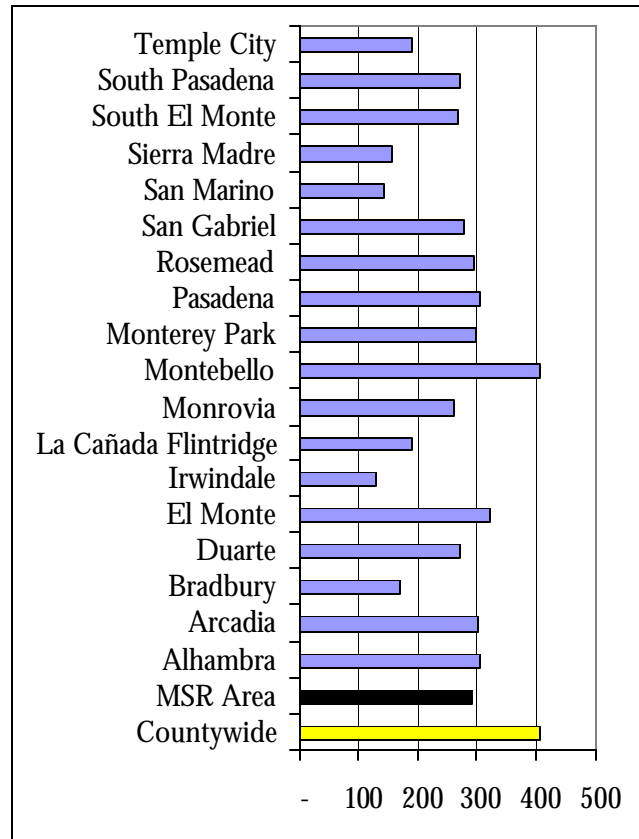
The crime rate reflects the ratio of FBI Crime Index offenses (serious felony crimes) per capita, and is expressed as crimes per 10,000 population.

Figure 2-6: FBI Crime Index Rate, 2002

Crime rates in the MSR area are relatively low, compared to the countywide crime rate. In the MSR area cities, the 2002 FBI crime index rate was 298. By comparison, the countywide crime rate was 407, which is 40 percent higher than the crime rate in the MSR area.

Throughout the MSR area, serious crime rates are significantly lower than the countywide average, except in Montebello. The Montebello crime rate (406) is comparable to the countywide average (407).

Although serious crime is generally lower in the MSR area than countywide, certain communities have higher crime rates than others. Serious crime rates are highest in Montebello, El Monte, Pasadena, Rosemead, Alhambra, and Arcadia. Irwindale, San Marino, Sierra Madre, and Bradbury have the lowest serious crime rates in the MSR area.



INFRASTRUCTURE NEEDS OR DEFICIENCIES

In the context of police service, infrastructure needs signify facilities that do not provide adequate capacity to accommodate current or projected demand for service for the region as a whole or for the jurisdictions within the region.

Most of the law enforcement agencies provide service from a single facility where headquarters, patrol, crime lab and temporary holding facilities are located. El Monte and the County Sheriff operate multiple facilities in the MSR area.

The police departments provided the facility age and an assessment of each facility's condition and deficiencies. Table 2-7 provides a summary of each facility's age, condition and deficiencies, as well as the police department's assessment of its infrastructure needs.

Table 2-7: Police Facility Conditions, Needs and Deficiencies

Service Provider	Facility Name	Condition	Year Built/ Acquired	Infrastructure Deficiencies	Infrastructure Needs
Alhambra	Alhambra Police Department	Good	1994	None	None
Arcadia	Arcadia Police Department	Excellent	2003	None	None
El Monte	El Monte Police Station	Fair	1978	Outdated dispatch technology	Upgrade dispatch systems and software.
	Community Relations Office	Good	1992	None	None
	Internal Affairs Building	Good	2000	None	None
	Aero Bureau, El Monte Airport	Good	1995	None	None
Irwindale	Irwindale Police Department	Poor	1960	Facility is too small Outdated dispatch technology	New facility and dispatch center Facility financing (\$3-6 million) Continual dispatch upgrades
Monrovia	Monrovia Police Department	Good	1962	Facility is too small	Expansion of office space Facility financing
Montebello	Montebello Police Department	Good	1994	None	None
Monterey Park	Monterey Park Police/City Hall	Good	1981	Facility is too small Outdated dispatch technology	Expansion of storage and office space Facility financing Dispatch technology improvements
Pasadena	Pasadena Police Department	Good	1990	None	None
San Gabriel	San Gabriel Police Department	Poor	1962	Facility is inadequate	New police facility Facility financing (\$12 million)
San Marino	San Marino Police Department	Fair	1937	Facility is at capacity.	Additional space would be needed to accommodate growth.
Sierra Madre	Sierra Madre Police Department	Good	1976	Facility is too small	Additional storage space and interview rooms Facility financing
South Pasadena	South Pasadena Police Department	Good	1988	Outdated dispatch mobile data terminals (MDTs)	Upgrade dispatch MDTs
County Sheriff	Crescenta Valley Station	Good	1973	Facility is too distant from portions of service area	Satellite station at the Red Box ranger station in Angeles National Forest.
	Altadena Station	Fair	1927	Facility is too small.	Replace station with new facility Facility financing
	Temple Station	Good	1992	Inadequate building security Dispatch center in poor condition	Station needs electronic gates and cameras. Upgrade dispatch center
	Duarte Satellite Station	Good	1995		None

SERVICE STANDARDS

There are no established standards for law enforcement agencies relating to emergency response times, crime clearance rates, patrol staffing levels, or citizen satisfaction levels. Voluntary accreditation programs establish standards for law enforcement agencies as well as crime laboratories. In the arenas of police training and selection, there are clear standards for California law enforcement agencies.

General

The Commission on Accreditation for Law Enforcement Agencies (CALEA) is a national organization that functions as an independent accrediting authority. Law enforcement agencies may voluntarily choose to apply for CALEA accreditation. CALEA offers an accreditation program as well as a law enforcement recognition program in which the agency is required to meet a more modest list of standards.

CALEA law enforcement accreditation does not require the law enforcement agency to meet specific benchmarks in terms of response time, staffing levels or crime clearance rates. CALEA accreditation requires the police service provider to pass inspection and to meet dozens of requirements such as annual documented performance evaluation of each employee, investigation of all complaints against the agency and its employees, and annual review of allocation and distribution of personnel.

None of the service providers in the MSR area is accredited by CALEA. Although the Los Angeles County Sheriff has not opted to pursue CALEA accreditation, the Sheriff Contract Law Enforcement Bureau does conduct annual documented performance evaluation of each employee, investigates all formal complaints against the agency and its employees, and annually reviews the allocation and distribution of personnel. In the MSR area, the Sheriff is in compliance with CALEA accreditation standards.

The California Peace Officers Association has developed sample law enforcement agency policies on use of force, use of safety belts, review of complaints about personnel, fitness for duty evaluations, and law enforcement values. For example, the sample policy on conduct review states, "it should be standard practice for all law enforcement agencies to conduct comprehensive and thorough investigations into any allegation of misconduct or substandard service, whether such allegations are from citizen complaints or internally generated."¹⁶ Hence, policies relating to ethics and evaluation standards are readily available to law enforcement agencies.

The Los Angeles County Sheriff maintains written policies on use of force, use of safety belts, review of complaints about personnel, fitness for duty evaluations, and law enforcement values, among other issues.¹⁷ Hence, the Sheriff abides by CPOA standards in the West San Gabriel area and throughout its larger service area.

¹⁶ California Peace Officers Association, 2004.

¹⁷ Interview with County Sheriff Contract Law Enforcement Bureau Lt. Richard Mouwen, 2004.

Crime Laboratories

Crime laboratory standards are established by the American Society of Crime Laboratory Directors—Laboratory Accreditation Board (ASCLD/LAB). Accreditation is a voluntary program whereby a lab is inspected to determine whether the lab’s polices, procedures, staff, physical plant, and work product meet published peer-based standards.¹⁸

The accredited Los Angeles County Sheriff laboratory serves all law enforcement agencies in the MSR area.

Training

The California Commission on Peace Officer Standards and Training (POST) has developed standards for the testing and selection of police officer applicants as well as the training of police officers, dispatchers and detectives. All of the cities in the MSR area and the Los Angeles County Sheriff conduct training to POST standards.

SERVICE ADEQUACY

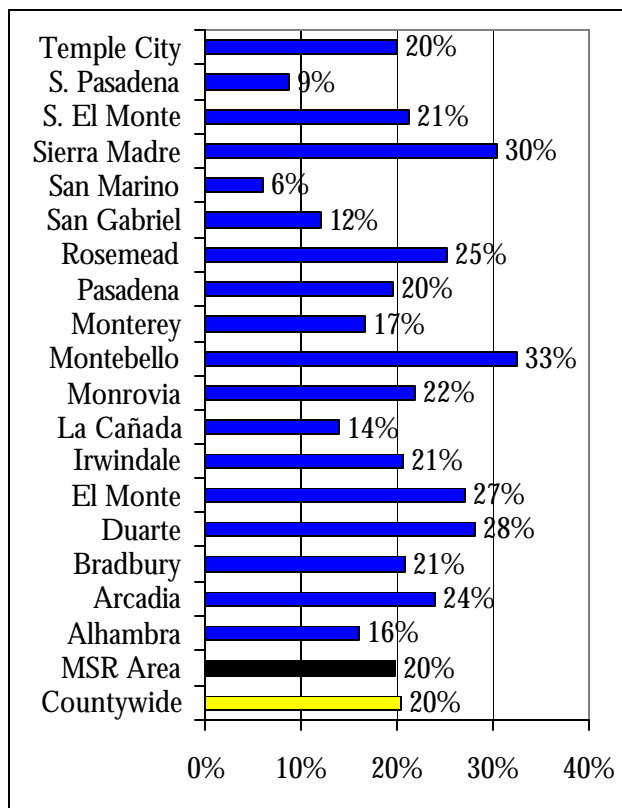
Crime clearance rates, response time for serious crimes in progress, patrol staffing, complaints and awards are potential benchmark indicators.

Table 2-8: FBI Index Crime Clearance Rates, 2000-2002

Crime Clearance Rates

The effectiveness of a law enforcement agency can be gauged by many factors, including serious crime clearance rates, or the proportion of serious (FBI) crimes that are solved. Again, however, there are no clear-cut standards or guidelines on the proportion that should be solved.

The median jurisdiction in the MSR area cleared 20 percent of serious crimes between 2000 and 2002. Cleared crimes refer to serious (FBI Crime Index) offenses for which at least one person was arrested, charged with the offense, and turned over to the appropriate court for prosecution. Law enforcement agencies may also clear crimes when the offender dies, the victim refuses to cooperate, or extradition is denied, by reporting clearance by exceptional means to the FBI.



¹⁸ Three states—New York, Oklahoma and Texas—require accreditation of all crime laboratories, California does not.

Relatively low crime clearance rates were reported in San Marino, South Pasadena, San Gabriel, and La Cañada Flintridge. The cities of Montebello, Sierra Madre, Duarte, El Monte, and Rosemead had relatively high crime clearance rates.

Response Times

Although police response times for serious crimes in progress are an important indicator of service adequacy, there are not clear standards as to what that response time should be. Police response times were traditionally used to measure effectiveness. However, more recent research indicates that response time does not have a significant effect on crime-solving, because most crimes are “cold” crimes and victims do not tend to call police immediately after the crime is committed. The modern approach to response time—differential response—is to ensure quick response to serious crimes (Priority 1) in progress, when there are opportunities to save a victim and/or to apprehend the criminal, and to inform lower-priority callers that response time may be lengthy. Experiments indicate that differential response leads to both citizen and officer satisfaction.¹⁹

The median jurisdiction’s average response time to serious crimes in progress was 3 minutes and 30 seconds in 2003.

Alhambra, Monterey Park, and Monrovia reported the fastest response times to serious crimes. Monterey Park attributed its rapid response times to the fact that dispatchers do not place calls on hold, to the small size of the City, and to the dispatch process which involves selection of the handling officer and is not based entirely on “beats.” Similarly, Monrovia attributed its rapid response times to its dispatch process based on activity level of the officer. In the case of Alhambra, the response time was an estimate, as the Alhambra Police Department’s computer system “does not calculate response times.”

Response times in Rosemead, Pasadena, Montebello, and La Cañada Flintridge were longer than in other jurisdictions. In each of these cases, there may be issues relating to larger service areas and the distance from the nearest police station. Pasadena explained that staffing levels and service demands may be factors explaining its response times.

Priority One response times in San Marino, El Monte and several of the unincorporated areas were not provided. The Sheriff pointed out that response to crimes in progress, rescues and felony crimes take precedence over non-violent crimes

Figure 2-9: Response Times, 2003

Service Area	Priority One Average Response Time
MSR Area Median	3:30
Alhambra	1:00
Monterey Park	1:15
Monrovia	2:12
Arcadia	3:00
Sierra Madre	3:00
South El Monte	3:04
Duarte	3:05
Temple City	3:08
South Pasadena	3:30
Irwindale	4:00
San Gabriel	4:00
Unincorp. Temple	4:06
Bradbury	4:07
La Cañada	5:06
Montebello	5:35
Pasadena	6:55
Rosemead	8:01
San Marino	NP
El Monte	NP

¹⁹ Walker and Katz, 2002.

and report calls, and that response times to certain park areas tend to be longer given the remoteness of the areas.

Staffing

Some jurisdictions point to the ratio of sworn officers to residents as an important indicator of police service level. No established State or national standards for police staffing levels were identified. Each city contracts for a particular staffing level.

Figure 2-10: Sworn Staffing per 1,000 Population, FY 03-04

There are 1,291 sworn officers serving the MSR area. There are 1.4 sworn officers per 1,000 people in the service area.²⁰

The sworn staffing level per capita is highest in San Marino and Sierra Madre, and lowest in Alhambra and Irwindale.

Sworn staffing per capita at the Sheriff's contract cities cannot be calculated in a form comparable to the cities with independent police departments. Each of these cities contracts for a specific staffing level involving patrol and traffic deputies, with contract service payments calculated to include other sworn staffing such as detectives and supervisory staff. The contracted staffing level is not directly comparable to the total for the Sheriff station service area or to staffing per capita in jurisdictions that provide police services directly.

	# Sworn	Per 1,000 Pop
MSR Area Total	1,291	1.4
Alhambra	84	1.0
Arcadia	75	1.4
El Monte	156	1.4
Irwindale	23	1.1
Monrovia	64	1.5
Montebello	81	1.3
Monterey Park	82	1.4
Pasadena	238	1.4
San Gabriel	55	1.4
San Marino	28	2.3
Sierra Madre	18	1.8
South Pasadena	35	1.5
Sheriff Service Area	352	1.5

Among the Sheriff contract cities, South El Monte contracts for the highest staffing service level on a per capita basis, and Rosemead contracts for the lowest staffing service level on a per capita basis.

Distinguished Service and Complaints

Several jurisdictions reported that they had received the following awards or commendations for distinguished service:

- Pasadena won the California League of Cities Helen Putnam Award in 2003 for its Youth Accountability Board, which provides alternatives and intervention for juveniles upon their first criminal offense.
- Monterey Park won the California League of Cities Helen Putnam Award in 2003 for its program for non-English speakers involving English teaching in the context of law enforcement.
- Monterey Park has been awarded for its DUI enforcement, under-age drinking program, and traffic safety.

²⁰ Sworn staffing per capita is calculated as the sworn staffing level in FY 03-04 divided by the 2004 24-hour population (in 1,000s).

- El Monte has received awards for its community policing program.
- The Sheriff’s Crescenta Valley station has been commended for its search and rescue efforts.
- The San Gabriel Police Department has been commended for its crime prevention programs.

Figure 2-11: Annual Police-Related Complaints

Most of the police service providers reported the number of complaints received annually. Complaints may be initiated by citizens or by fellow officers. Complaints may involve improper use of force, demeanor, failure to maintain confidentiality, or other issues. Each of the law enforcement agencies reported that it conducts investigations of serious complaints.

Pasadena and San Marino did not respond to the LAFCO question regarding the number of complaints received.

Among the smaller police departments, there may be difficulties in conducting impartial investigations of officer complaints due to camaraderie between the investigator and the officer being investigated, and the past and future working relationship between the investigator and the officer investigated. The Alhambra Police Department suggested that neighboring jurisdictions consider regional collaboration on investigating complaints, with a neighboring police department investigating officer complaints. This approach could improve both the objective nature of the investigation and preserve important working relationships among officers within the same police department.

	Complaints
Alhambra	19
Arcadia	3
El Monte	17
Irwindale	3
Monrovia	3
Montebello	46
Monterey Park	13
Pasadena	NP
San Gabriel	5
San Marino	NP
Sierra Madre	2
South Pasadena	12
Sheriff Stations	NA
Altadena	83
Temple	259
Crescenta Valley	92

SERVICE CHALLENGES

Most of the jurisdictions cited financing constraints as a service challenge. In particular, many of the law enforcement agencies raised concerns about available financing in light of state budget pressures. Several jurisdictions indicated that they had reduced staffing, had frozen staff positions, or had refocused efforts on core responsibilities as a result of budget pressures.

In addition, several logistical challenges were raised in providing effective law enforcement service in the MSR area:

- **Arcadia:** There is a peninsula in the southwest area of the City commonly referred to as Chicago Park, where response times are longer due to the geographic isolation from the remainder of the community.
- **El Monte:** Increased high density housing requires a need for increased law enforcement activities. Meeting Homeland Security recommendations with limited funding is a challenge.
- **Rosemead:** A new Walmart may increase traffic, affecting the number of incidents as well as response times.

- **Sheriff Temple Station:** Staffing levels in unincorporated areas are low and as a result, routine service calls can take much longer for a police response.
- **Sheriff Temple Station:** Long response times occur to the Angeles National Forest/Chantry Flats areas due to distance from station; typical calls are from search and rescue and in camp ground areas.
- **Sheriff Crescenta Valley Station:** West Kagel and Lopez Canyons are a long distance from station.

As discussed earlier in this chapter, a number of the jurisdictions reported challenges relating to outdated dispatch technology.

Another dispatch-related issue involves the routing of 911 calls from cellular phones. Most service calls on the freeway are made via cellular phone. Calls from cellular phones are difficult to locate and are received by the California Highway Patrol rather than local agencies. By 2006, new cellular telephones are expected to be equipped with GPS, allowing most 911 calls from cellular phones to be dispatched directly to the locale. This will require new dispatch technology.

REGIONAL COLLABORATION

The law enforcement agencies within the MSR area are already collaborating in a number of areas through contract service arrangements, mutual aid, JPAs, and regional task forces. The departments cited these regional collaboration efforts as offering services that they could not otherwise afford and as examples of management efficiencies.

Figure 2-12: Police Regional Collaboration Activities

Alhambra	Helicopter: member of Foothill Air Support Team, Narcotics: member of LA IMPACT, a regional narcotics trafficking unit responsible for drug dealers and clandestine labs, Auto Theft: member of a taskforce for regional auto theft prevention, Mutual Aid: member of mutual aid Area C.
Arcadia	Helicopter: Arcadia PD is part of a six-city JPA for regional helicopter service. Fire Arms: The City of San Marino contracts with Arcadia PD for fire arms training and fire arms range service. Juveniles: The Department is undertaking a pilot program to house a social worker for more rapid response when children are at risk.
El Monte	Air Support: El Monte PD provides air support services to the cities of Montebello, Irwindale, and Baldwin Park. Mutual Aid: Member of mutual aid Area D.
Irwindale	Helicopter: Irwindale PD participates in a regional helicopter program and shares cost with El Monte, Baldwin Park, and Montebello PDs. Narcotics: member of regional task force Cargo Investigations: member of regional task force Auto Theft: member of regional task force
Monrovia	Narcotics: member of regional task force Gangs: member of DAMGE: a gang task force targeting violent gang activities.
Montebello	Narcotics: member of LA IMPACT, a regional narcotics trafficking unit responsible for drug dealers and clandestine labs, Helicopter: Montebello PD participates in a regional helicopter program and

	shares cost with El Monte, Baldwin Park, and Irwindale PDs.
Monterey Park	Animal Control: member of San Gabriel Valley JPA for animal control services. Narcotics: member of regional task force Helicopter: member of JPA for helicopter service with Alhambra, Arcadia, Monrovia, Azusa, Covina, and West Covina for helicopter service.
Pasadena	Helicopter: provides helicopter support to other jurisdictions through JPA Firing Range: The Pasadena PD firing range facility is shared with a limited number of agencies. Patrol: Sheriff patrols remote areas in exchange for helicopter service
San Gabriel	Narcotics: member of regional task force
San Marino	Firearms Training: Cross-training in firearms with Arcadia enhances uniformity of police response.
Sierra Madre	Mutual Aid: member
South Pasadena	Mutual Aid: member
Sheriff	Search and Rescue: The Sheriff coordinates search and rescue with CFPD Gangs: The Sheriff patrols in gang areas with Pasadena PD. Resource Sharing: Staff and vehicle sharing between Altadena and La Crescenta Sheriff stations. Dispatch: Regional dispatch and communications system for Sheriff service area Helicopter: The Sheriff exchanges with Pasadena PD use of their helicopter service for patrol in remote northern areas of the City.

Opportunities

The police departments identified a number of opportunities for sharing not only facilities but also more extensive approaches to regional collaboration.

- **Dispatch:** Although there are clear economies of scale in dispatch, the individual law enforcement agencies are generally providing their own dispatch services. Staffing levels and redundant equipment costs could be reduced through regionalized efforts.
- **SWAT:** Regionalization of SWAT could reduce training and management costs, and potentially enhance service by standardizing response and providing economies of scale in purchasing and training. Monrovia, Arcadia and Glendora are forming the Foothill Regional Tactical Team, a joint unit to provide SWAT missions in the three participating cities.
- **Jail:** A regional jail facility for the San Gabriel Valley could benefit participating agencies.
- **Records Management:** Irwindale could host another agency's CAD and records management system.
- **Parking Enforcement:** A regional approach to parking enforcement could enhance efficiency, such as the approach used in the Las Virgenes area where Calabasas administers a parking citation program for three other cities.
- **Internal Affairs:** Shared investigators for Internal Affairs cases may promote impartiality and camaraderie.
- **Probation:** There is potential for collaboration with probation and parole officers.

POLICY ALTERNATIVES

There are no potential major changes in law enforcement provision in the MSR area.

FIRE AND PARAMEDIC SERVICE

The majority of fire, emergency medical, and fire inspection services in the MSR area are provided directly by cities. Other service providers are the Consolidated Fire Protection District of Los Angeles County (“CFPD”) and the US Forest Service. American Medical Response is the provider of ambulance services for ten of the cities and the unincorporated areas. The other eight cities provide ambulance transport service directly. The City of Los Angeles provides mutual aid within the MSR area.

Table 2-13: Fire Service Providers

Direct Providers	CFPD Contract Cities
Alhambra	Bradbury
Arcadia	Duarte
Monrovia	El Monte
Montebello	Irwindale
Monterey Park	La Canada
Pasadena	Rosemead
San Gabriel	South El Monte
San Marino	Temple City
Sierra Madre	
South Pasadena	

There are fire hazards within the MSR area in the foothills and mountainous areas of the Angeles National Forest, where severe fire hazards exist during dry weather. The wildland interface areas in the cities and county areas that border the forest are increasing as more people are building homes in the foothills. Wildland interface areas are where structures and other human development meet or intermingle with undeveloped wildland or vegetative fuel. Access to structures in and around the Angeles National Forest is difficult as many of the structures are a long distance from fire resources and facilities.

Hazardous materials (haz-mat) incidents receive two types of response. First responders are the initial unit deployed, and serve to stabilize the situation. Second responders are responsible for supervising the clean-up and site mitigation measures. Those cities that are direct providers of fire service provide first-responder haz-mat service either directly or through aid agreements. All of the cities in the MSR area contract with CFPD for second-responder haz-mat service.

County Fire and Building Codes require standards for construction of all buildings and structures in the unincorporated areas. Similar Fire and Building Code standards are required from cities in their service areas.

Alhambra

The Alhambra Fire Department is the primary provider of fire suppression, emergency medical, and ambulance transport service in the City of Alhambra. The CFPD provides second-responder hazardous materials response per contract, and air rescue and ambulance helicopter service per mutual aid request. Alhambra does not utilize fire suppression helicopter service.

All 911 calls are received at the Alhambra Police Department dispatch center. Once that call has been determined to be fire or medical emergency related, it is passed off to the fire service dispatcher for the dispatch of fire personnel to the incident.

Arcadia

The Arcadia Fire Department is the primary provider of fire suppression, emergency medical, and ambulance transport service in the City of Arcadia. Hazardous materials response is provided by the cities of Glendale or Burbank Fire Departments. The CFPD provides air rescue, ambulance, and fire suppression helicopter service per mutual aid request.

All 911 calls are received at the Arcadia Police Department dispatch center. Once that call has been determined to be fire or medical emergency related, it is routed to the Verdugo Fire Communications Center (“Verdugo”) for the dispatch of fire personnel to the incident. Verdugo is owned and operated by the City of Glendale and functions as a regional communications center for several cities including seven cities in the MSR area.

Monrovia

The Monrovia Fire Department is the primary provider of fire suppression and emergency medical services in the City of Monrovia. American Medical Response (AMR) provides ambulance transport service per contract. The CFPD provides air rescue, ambulance, and fire suppression helicopter service per mutual aid request.

All 911 calls are received at the Monrovia Police Department dispatch center. Once that call has been determined to be fire or medical emergency related, it is routed to Verdugo for the dispatch of fire personnel to the incident.

Montebello

The Montebello Fire Department is the primary provider of fire suppression and emergency medical services in the City of Montebello. American Medical Response (AMR) provides ambulance transport service per contract. Hazardous materials response is provided by mutual aid request. Montebello has four personnel with haz-mat training who are part of the mutual aid response team. The City contracts with Mercy Air for air rescue and ambulance helicopter service. The CFPD provides fire suppression helicopter service per mutual aid request.

All 911 calls are received at the Montebello Police and Fire Departments dispatch center. Once that call has been determined to be fire or medical emergency related, it is routed to the City of Downey dispatch center for the dispatch of fire personnel to the incident. The Montebello Fire Department is currently in transition to providing dispatch services internally.

Monterey Park

The Monterey Park Fire Department is the primary provider of fire suppression, emergency medical, and ambulance transport service in the City of Monterey Park. Hazardous materials response is provided by mutual aid request. The CFPD provides air rescue, ambulance, and fire suppression helicopter service per mutual aid request.

All 911 calls are received at the Monterey Park Police and Fire Departments dispatch center, which handles the dispatch of fire personnel to the incident.

Pasadena

The Pasadena Fire Department is the primary provider of fire suppression, emergency medical, and ambulance transport service in the City of Pasadena. The Burbank Fire Department through a reciprocal service agreement provides hazardous materials response. The CFPD provides air rescue, ambulance, and fire suppression helicopter service per mutual aid request.

All 911 calls are received at the Pasadena Police Department dispatch center. Once that call has been determined to be fire or medical emergency related, it is routed to Verdugo for the dispatch of fire personnel to the incident.

San Gabriel

The San Gabriel Fire Department is the primary provider of fire suppression, emergency medical, and ambulance transport service in the City of San Gabriel. The CFPD provides air rescue and ambulance helicopter service per mutual aid request. San Gabriel does not utilize fire suppression helicopter service.

All 911 calls are received at the San Gabriel Police Department dispatch center. Once that call has been determined to be fire or medical emergency related, it is routed to Verdugo for the dispatch of fire personnel to the incident.

San Marino

The San Marino Fire Department is the primary provider of fire suppression, emergency medical, and ambulance transport service in the City of San Marino. The Burbank and Glendale Fire Departments provide hazardous materials response per mutual aid request. San Marino does not utilize air rescue, air ambulance, or fire suppression helicopter service.

All 911 calls are received at the San Marino Police Department dispatch center. Once that call has been determined to be fire or medical emergency related, it is routed to Verdugo for the dispatch of fire personnel to the incident.

Sierra Madre

The Sierra Madre Fire Department is the primary provider of fire suppression, emergency medical, and ambulance transport service in the City of Sierra Madre. Ambulance transport service only includes Basic Life Support (BLS) services. The Burbank Fire Department provides hazardous materials response per mutual aid request. The CFPD provides air rescue, ambulance, and fire suppression helicopter service per mutual aid request.

All 911 calls are received at the Sierra Madre Police Department dispatch center. Once that call has been determined to be fire or medical emergency related, it is routed to Verdugo for the dispatch of fire personnel to the incident.

South Pasadena

The South Pasadena Fire Department is the primary provider of fire suppression, emergency medical, and ambulance transport service in the City of South Pasadena. The CFPD also provides air rescue, ambulance, and fire suppression helicopter service per mutual aid request.

All 911 calls are received at the South Pasadena Police Department dispatch center. Once that call has been determined to be fire or medical emergency related, it is routed to Verdugo for the dispatch of fire personnel to the incident.

Consolidated Fire Protection District

The CFPD Battalions 4, 10, and 16 carry primary responsibility for fire and emergency medical service in the unincorporated areas and eight cities in the MSR area. The eight cities served by the CFPD and the unincorporated areas lie within the boundary of the CFPD, with services financed primarily through property taxes. The wildland camp provides brush fire suppression, sandbagging, control burns, maintenance of motorways and other manual labor.

Specialized services like hazardous materials, air rescue helicopter, air ambulance helicopter, and fire suppression helicopter are provided by the CFPD centrally. A helicopter responds to heavy trauma incidents when street congestion precludes timely response by ground-based units.

911 phone calls are dispatched by the CFPD Command and Control facility in Los Angeles. The California Highway Patrol provides initial dispatch of cell phone 911 calls; CHP dispatches law enforcement related calls to the Temple and Crescenta Valley Sheriff Stations and dispatches fire and emergency medical calls to the CFPD Command and Control facility.

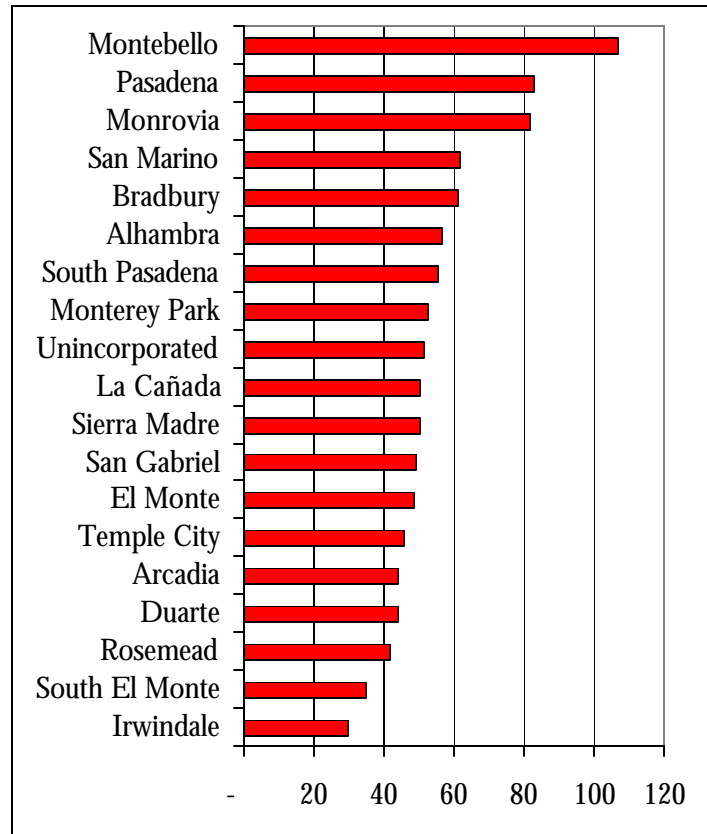
SERVICE DEMAND

There were 62,559 calls for fire and paramedic service in the MSR area in 2003. In other words, there were 171 service calls throughout the MSR area on an average day.

Most of the incidents (73 percent) in the MSR area were medical emergencies. Fires, fire alarms, and hazardous materials calls accounted for 14 percent of the call volume. Other calls, including non-emergencies, accounted for 13 percent of service demand.

Although the largest number of incidents occurred in Pasadena and the smallest number occurred in Bradbury, this is not surprising since Pasadena is the largest city and Bradbury is the smallest city in the MSR area.

Figure 2-14: Incidents per Capita (1,000), 2003



By comparing the incident counts

on a per capita basis, it is clear that Montebello, Pasadena, and Monrovia have the largest volume of service calls on a per capita basis.²¹ On the other hand, service calls per capita were lowest in Irwindale, South El Monte, and Rosemead.

The volume of service demand may vary between jurisdictions based on age, access to primary health care, visitor counts, and freeway miles within the agency's boundaries.

²¹ In 2003, incidents per capita is calculated as the ratio of total service calls to the 24-hour population (in 1,000s).

FACILITIES

Table 2-15: Fire Stations

Fire Facilities	Location	Built/ Acquired	Condition	Staff per Shift**	Apparatus
Alhambra					
Fire Station No. 71	Alhambra	1968	Good	1 Battalion Chief 2 Captains 2 Engineers 2 Firefighters 2 Firefighter/Paramedics	Engine Truck Ambulance Command Vehicle
Fire Station No. 72	Alhambra	1930	Good	1 Captain 1 Engineer 1 Firefighter/Paramedic	Engine
Fire Station No. 73	Alhambra	1950	NP	1 Captain 1 Engineer 1 Firefighter/Paramedic	Engine
Fire Station No. 74	Alhambra	1992	Good	1 Captain 1 Engineer 1 Firefighter 2 Firefighter/Paramedics	Engine Paramedic Rescue Unit
Arcadia					
Fire Station No. 105	Arcadia	1960	Fair	1 Battalion Chief 6 Firefighters 2 Firefighter/Paramedics	Engine Truck Ambulance Suppression Apparatus
Fire Station No. 106	Arcadia	1994	Good	3 Firefighters 2 Firefighter/Paramedics	Engine Ambulance
Fire Station No. 107	Arcadia	1949	Good	3 Firefighters	Engine
Bradbury					
Served by CFPD Fire Station No. 44	Duarte	1965	Fair	See Duarte	See Duarte
Duarte					
CFPD No. 44	Duarte	1965	Fair	2 Captains 4 Firefighters 1 Firefighter/ Paramedic	2 Engines Patrol
El Monte					
CFPD No. 166	El Monte	1955	Good	1 Captain 3 Firefighters	Quint
CFPD No. 167	El Monte	1957	Fair	1 Captain 1 Firefighter 3 Firefighter/Paramedics	Engine Squad
CFPD No. 168	El Monte	1950	Fair	1 Captain 2 Firefighters	Engine
CFPD No. 169	El Monte	1950	Fair	1 Captain 2 Firefighters	Engine

Fire Facilities	Location	Built/ Acquired	Condition	Staff per Shift**	Apparatus
Irwindale					
CFPD No. 48	Irwindale	1968	Fair	1 Captain 3 Firefighters	Engine
La Cañada Flintridge					
CFPD No. 19	La Canada Flintridge	1955	Poor	1 Captain 1 Firefighter 3 Firefighter/Paramedics	Engine Squad
CFPD No. 82	La Canada Flintridge	1955	Fair	1 Battalion Chief 2 Captains 8 Firefighters	Engine Light Force Patrol Battalion Chief Vehicle
CFPD Camp 2	La Canada Flintridge	NA	Good	2 Battalion Chiefs 1 Captain 4 Fire Fighters 21 Fire Suppression Aids	BC Suburban Vehicle Superintendent Truck Crew Bus
Monrovia					
Fire Station No. 101	Monrovia	1964	Good	1 Battalion Chief 2 Captains 3 Fire Fighters 3 Firefighter/Paramedics	Engine Truck Squad Battalion Chief Vehicle
Fire Station No. 102	Monrovia	1998	Good	1 Captain 2 Firefighters 2 Firefighter/Paramedics	Engine Squad Water Tender
Montebello					
Fire Station No. 51	Montebello	1950s	Good	1 Battalion Chief 2 Captains 3 Fire Fighters 3 Firefighter/Paramedics	Engine Truck Battalion Chief Vehicle US&R Vehicle
Fire Station No. 52	Montebello	1990	Good	2 Captains 3 Fire Fighters 3 Firefighter/Paramedics	Engine Truck
Fire Station No. 53	Montebello	1961	Poor	1 Captain 3 Firefighter/Paramedics	Engine
Monterey Park					
Fire Station No. 61	Monterey Park	1981	Fair	1 Battalion Chief 2 Captains 4 Fire Fighters 2 Firefighter/Paramedics	Engine Truck Ambulance Battalion Chief Vehicle
Fire Station No. 62	Monterey Park	1947	Poor	1 Captain 2 Firefighters 2 Firefighter/Paramedics	Engine Ambulance
Fire Station No. 63	Monterey Park	1957	Poor	1 Captain 1 Firefighter 2 Firefighter/Paramedics	Engine

Fire Facilities	Location	Built/ Acquired	Condition	Staff per Shift**	Apparatus
Pasadena					
Fire Station No. 31	Pasadena	NP	NP	NP	NP
Fire Station No. 32	Pasadena	NP	NP	NP	NP
Fire Station No. 33	Pasadena	NP	NP	NP	NP
Fire Station No. 34	Pasadena	NP	NP	NP	NP
Fire Station No. 36	Pasadena	NP	NP	NP	NP
Fire Station No. 37	Pasadena	NP	NP	NP	NP
Fire Station No. 38	Pasadena	NP	NP	NP	NP
Fire Station No. 39	Pasadena	NP	NP	NP	NP
Fire Administration	Pasadena	NP	NP	NP	NP
Rosemead					
CFPD No. 4	Rosemead	1988	Fair	1 Battalion Chief 2 Captains 5 Firefighters 1 Firefighter/ Paramedic	Assessment Engine Quint Battalion Chief Vehicle
CFPD No. 42	Rosemead	1952	Fair	1 Captain 3 Firefighters	Engine
San Gabriel					
Fire Station No. 51	San Gabriel	1959	Good	1 Battalion Chief 1 Captain 3 Firefighters 2 Firefighter/ Paramedics	Engine Ambulance USAR Vehicle Battalion Chief Vehicle Chief Officer Vehicle
Fire Station No. 52	San Gabriel	1949	Fair	1 Captain 2 Firefighters 1 Firefighter/ Paramedic	Engine
San Marino					
Fire Station	San Marino	1994	Good	1 Captain 2 Firefighters 4 Firefighter/ Paramedics	2 Engines Rescue Ambulance Command Vehicle
Sierra Madre					
Fire Station No. 41	Sierra Madre	1976	Good	15 Firefighters	3 Engines Truck Water Tender 2 Rescue Ambulances Utility Vehicle Battalion Chief Vehicle
Fire Station No. 42	Sierra Madre	1940s	NP	None	Engine
South El Monte					
CFPD No. 90	South El Monte	1968	Fair	1 Captain 1 Firefighter 3 Firefighter/Paramedics	Engine Squad

Fire Facilities	Location	Built/ Acquired	Condition	Staff per Shift**	Apparatus
South Pasadena					
Fire Station No. 81	South Pasadena	1986	Good	1 Battalion Chief 1 Captain 2 Firefighters 4 Firefighter/Paramedics	Engine Ambulance Utility Vehicle Command Vehicle
Temple City					
CFPD No. 47	Temple City	1947	Fair	1 Captain 1 Firefighter 3 Firefighter/Paramedics	Engine Squad
Unincorporated					
CFPD No. 11	Altadena	1954	Good	1 Captain 1 Firefighter 3 Firefighter/Paramedics	Engine Squad
CFPD No. 12	Altadena	1925	Fair	1 Captain 3 Firefighters	Engine
CFPD No. 66	Pasadena	1934	Fair	1 Captain 2 Firefighters	Engine
CFPD No. 5	San Gabriel	1942	Fair	1 Captain 2 Firefighters	Engine
** Table 2-15 reflects staffing by occupation, but not by detailed position level. The MSR does not review staffing at the detailed position level as position definitions vary across agencies. The Fire Fighter category in Table 2-15 includes the CFPD position of Fire Fighter as well as the position of Fire Fighter Specialist.					

There are currently 46 fire stations in the West San Gabriel MSR area, and one wildland fire suppression camp.

Of the 46 fire stations, 32 are classified as in either good or fair condition by their agencies. Among those classified as in fair condition, seven are housed in buildings that were built in 1950 or earlier.

Four of the fire stations were classified as in poor condition by their agencies. One is located in La Cañada Flintridge where services are provided the CFPD. The CFPD identified Fire Station No. 19 as poor and needing capital improvements.

The City of Montebello identified Fire Station No. 53 as poor and needing replacement and relocation to a more centralized position. The City also needs a new training center.

Two fire stations No. 62 and No. 63 were identified by the City of Monterey Park as in poor condition and needing replacement. Both stations are part of City plans to be replaced, but no funding has been identified for either project. There is a strong need in the next ten years for new fire facilities in the City as population densities increase with both multi-family dwellings and senior centers. There are no current plans in place to build a fire station at the east end of the city where a new market place planned, which will create a nine to ten minute response to service the area with current station locations.

The City of Pasadena identified in their FY 2003-2008 Capital Improvement Program that Fire Station No. 33 is planned for total replacement, which may include the addition of office space for

administrative offices. The total cost of the facility is estimated to be \$8 million; the addition of the administrative office space will increase the cost by \$4.9 million; only \$1 million in funds have been appropriated towards replacement. Pasadena is also starting project planning on a joint Fire and Police Department training facility. In 1987, the city's current Fire training facilities at the rear of Fire Station No. 33 were found to be deficient by the Insurance Services Office (ISO). The cost is estimated to be \$11.7 million; no funds have currently been identified.

In the City of San Gabriel, there is a need to upgrade and renovate Fire Station No. 51 and to replace or completely renovate Fire Station No. 52, but planning is predicated on funds being available after construction is complete on the new police facility. These infrastructure needs will limit the City's Fire Department ability to provide increased service over the next 10 years. Fire Station No. 52 is too small to accommodate an increase in personnel and its location limits expansion. Without replacement and relocation of Fire Station No. 52, service to increased population in the City will be a challenge. Fire Station No. 51 is limited in space to accommodate activities that have become part of the department's functions since built in 1959; additions to the structure are possible.

The City of Sierra Madre is in need of a larger Fire Station No. 41 to house current apparatus and administrative offices. Land availability is limited without high costs for station replacement.

There is one wildland fire suppression camp located in the MSR area. Camp 2 is located in La Cañada Flintridge, is owned by the Metropolitan Water District, and is in good condition. Two battalion chiefs, one captain, four fire fighters and 21 fire suppression aids, staff Camp 2.

Opportunities for shared facilities identified by the agencies include a training facility, currently being constructed by the City of Alhambra that could possibly be shared with neighboring cities in a joint powers agreement. The City of Monrovia offers the use of its training tower and hosts regional training classes at the training tower.

SERVICE STANDARDS

For fire and paramedic service, there are service standards relating to response times, dispatch times, staffing, and water flow.

Table 2-16: Fire and Medical Response Time Standards (minutes)

Agency Providing Guideline	Fire	Full-Structure Fire	Basic Life Support	Advanced Life Support	Ambulance Transport
National Fire Protection Association	6	10	6	10	
Commission on Fire Accreditation	5:50		5:50		
CA EMS Agency					
Urban/Metro			5	8	8
Suburban/Rural			15	20	20
Wilderness (1)			AQAP	AQAP	AQAP
<i>(1) AQAP means as quickly as possible.</i>					

Particularly in cases involving patients who have stopped breathing or are suffering from heart attacks, the chances of survival are related to how quickly the patient receives medical care. Similarly, a quick fire suppression response can potentially prevent a structure fire from reaching the

“flashover” point at which very rapid spreading of the fire occurs—generally in less than 10 minutes.²²

The guideline established by the National Fire Protection Association²³ (NFPA) for fire response times is six minutes at least 90 percent of the time, with response time measured from the 911-call time to the arrival time of the first-responder at the scene.²⁴ The six minute response time guideline includes one minute for dispatch handling, which includes the time between the 911-call received and notification of the emergency to the fire units; one minute . The fire response time guideline established by the Commission on Fire Accreditation International is 5 minutes 50 seconds at least 90 percent of the time.²⁵ For medical response times, NFPA recommends a six-minute response time for basic life support (BLS) and ten minutes for advanced life support (ALS) at least 90 percent of the time. The BLS medical response time guideline established by the California EMS Agency is five minutes in urban areas, 15 minutes in suburban areas, and as quickly as possible in wilderness areas; for ALS first-response, the guideline is eight minutes in urban areas and 20 minutes in suburban areas.

NFPA recommends a 60-second standard for dispatch time—the time between the placement of the 911 call and the notification of the emergency responders. The Commission on Fire Accreditation International recommends a 50-second benchmark for dispatch time.

For structure fires, NFPA recommends that the response team include 14 personnel—a commander, five water supply line operators, a two-person search and rescue team, a two-person ventilation team, a two-person initial rapid intervention crew, and two support people. The NFPA guidelines require fire departments to establish overall staffing levels to meet response time standards, and to consider the hazard to human life, firefighter safety, potential property loss, and the firefighting approach. NFPA recommends that each engine, ladder or truck company be staffed by four on-duty firefighters, and that at least four firefighters (two in and two out), each with protective clothing and respiratory protection, be on scene to initiate fire-fighting inside a structure. The Occupational Safety and Health Administration standard states that when at least two firefighters enter a structure fire, two will remain on the outside and maintain visual or voice contact to assist in emergency rescue activities.²⁶

For emergency medical response with advanced life support needs, NFPA recommends the response team include two paramedics and two basic-level emergency medical technicians.

For structure fires, NFPA recommends the availability of an uninterrupted water supply for 30 minutes with enough pressure to apply at least 400 gallons of water per minute.

²² NFPA Standard 1710, 2004.

²³ The National Fire Protection Association is a non-profit association of fire chiefs, firefighters, manufacturers and consultants.

²⁴ For a full structure fire, the guideline is response within ten minutes by a 12-15 person response team at least 90 percent of the time.

²⁵ Commission on Fire Accreditation International, 2000.

²⁶ 29 CFR 1910.134

SERVICE ADEQUACY

Measures for fire and emergency medical service adequacy include response times, ISO ratings, and awards for distinguished services.

Table 2-17: Average Response Times

Response Times

Response times reflect the time elapsed between the dispatch of personnel and the arrival of the first responder on scene. As such, response times do not include the time required to transport a victim to a hospital. The response times listed in Table 2-17 are 2003 annual averages, except for the City of Monterey Park, which is a 2002 annual average.²⁷

Overall, response times in the MSR area are comparable to countywide response times for urban areas. The quickest responses occur in Bradbury where the average response time is 3 minutes and 31 seconds, and South El Monte where the average response time is 3 minutes and 55 seconds. By comparison, the CFPD average response time for all urban areas in the County is 4 minutes and 30 seconds.

All of the response times in the MSR area are quicker than the NFPA standards. Several of the cities have response time performance objectives for fire and EMS calls. A majority of the city fire departments follow the National Fire Protection Association (NFPA) 1710 guidelines for fire and emergency medical response times. Response time policy which differ include Alhambra with an ALS response time

Bradbury	3:31
South El Monte	3:55
El Monte	3:57
Montebello	3:57
San Marino	3:58
La Cañada	4:03
Temple City	4:03
South Pasadena	4:06
Rosemead	4:17
Duarte	4:20
Monterey Park	4:25
Arcadia	4:25
Monrovia	4:26
San Gabriel	4:28
Sierra Madre	4:30
Irwindale	4:34
Pasadena	4:36
Unincorporated	4:46
Alhambra	4:00-6:00
Median	4:18

Response times in the unincorporated areas of the MSR area are comparable to CFPD response times in urban areas of Los Angeles County. But in remote areas, it may take 20 minutes for the CFPD to reach a victim.²⁸ There are eleven area hospitals, which service the MSR area with emergency medical services. Area hospitals with the most emergency room visitation are the Kaiser Hospital in Baldwin Park and the Huntington Memorial Hospital in Pasadena.²⁹

Some of the agencies indicated why their response times might be quicker than neighboring jurisdictions. The City of San Marino's low call volume and small service area lead to quicker response times. The City of South Pasadena is another jurisdiction with a small response area. The

²⁷ Response times were reported by the agencies to the LAFCO Request for Information Part III—Fire Services. For cities served by the Verdugo Fire Communications Center, the response times are those reported in the Verdugo Annual Report for 2003.

²⁸ CFPD commented that: "The response times in remote areas would normally be less than 20 minutes. These remote areas and extended response times would be applicable to any of the foothill cities in this MSR area."

²⁹ ER visitation is from the 2001 Annual Hospital Utilization Report from the Office of Statewide Health Planning and Development.

Montebello Fire Department stated that its communications system is better than most due to state-of-the-art equipment and centrally located stations.

Other agencies indicated that their response times might be slower, particularly because high-traffic areas lengthen the travel time in Monterey Park and Pasadena. In Sierra Madre, response time can be slower due to the distance between the fire station and the volunteer firefighters on call.

ISO Classifications

The Insurance Service Office (ISO), an advisory organization, classifies communities from 1 to 10. Communities with the best systems for water distribution, fire department equipment, firefighting personnel and fire alarm facilities receive a rating of 1. A Public Protection Classification (PPC) rating has a direct bearing on the cost of property insurance for every home and building in a community.³⁰ The Public Protection Classification rating for the cities of San Gabriel, Sierra Madre, and South Pasadena is Class 4, as awarded by the ISO. The City of Arcadia has a Class 1 rating and the rest of the fire departments in the MSR area have a Class 3 rating.

Distinguished Service

The Consolidated Fire Protection District receives one to two dozen letters of commendation for service provided in the area each year. The City of Alhambra Fire Department has received the Life Safety Achievement Award for every year between 1998 and 2002 from the Residential Fire Safety Institute (RFSI). The City of Montebello has received awards for their fire mentoring program from the Los Angeles County District Attorney's Office and for fire service provided to the state from the Governor's Office of Emergency Services. In addition, Montebello has received awards for their arson task force and their search and rescue dogs.

SERVICE CHALLENGES

There are numerous challenges in providing adequate fire and paramedic service in the MSR area, particularly in the urban wildland interface areas along the foothills of the San Gabriel Mountains. Another service challenge is access difficulties for certain communities or open space areas and community growth increasing demands on service. In addition, some of the agencies named current and expected budget constraints as causing reductions in service.

A service challenge raised by the City of Arcadia includes a commercial area at the southeast end of the City that has long response times. The City has an automatic aid agreement with the City of Monrovia, which has a fire station near the area, to respond to fire calls in this location. In addition, there is an urban wildland interface area in the City with long response times while they prepare for the full service necessary for wildland fire threatening structures.

The City of Monrovia also identified service challenges in their wildland interface areas, which have the greatest response times in the City and are difficult to reach. Growth and development in the City of Monrovia are expected to impact fire service over the next five years with higher density housing increasing population and more business development with completion of the Metro gold-

³⁰ The ISO classification affects fire insurance rates for both residential and commercial properties. Generally, property owners in communities with a lower PPC rating pay a lower fire insurance premium than property owners in communities with a higher PPC rating.

line. City land use plans and growth patterns are currently increasing service demand with more dense housing and commercial development.

In the City of Montebello, areas that provide difficult access for the Fire Department include about 800 acres of wildland area located at the northeast end of the City and areas along the Rio Honda River. In Montebello, 800 acres of wildland area is planned to be developed in the next five years with residential, light commercial and retail land uses. The developer will be required to build a new fire station to service the area; current fire department stations do not have the capacity or location to serve new development in this area. City land use plans and growth patterns are currently increasing service demand with more housing and commercial development.

An area located at the southeast end of the City of Monterey Park is difficult to service due to the current location of the City's fire stations. Current budget constraints limit the City's ability to build new fire stations. In Monterey Park's southeast portion of the city are plans for a multi-story retirement home and a large shopping center. The Monterey Park Fire Department currently does not have the capacity to serve this area and there are no current plans in place to build a fire station, which will create a nine to ten minute response to service the area with current station locations. Currently, CFPD Fire Station No. 4 is closer to this area than the city's existing fire stations. City land use plans and growth patterns are currently increasing service demand with more dense housing.

Due to increased population growth and housing densities, the Pasadena Fire Department expects in the next ten years the need for increased emergency medical services and high-rise capability. City land use plans and growth patterns are currently increasing service demand with changes in land uses to higher densities and redevelopment.

The City of San Marino states that current resources are only adequate for current city limits and population; any growth would require additional fire stations, apparatus, and personnel. There is no reliable funding source for the required additional resources. City land use plans and growth patterns are currently not affecting service demand, but one-half of the public safety budget is financed by a self-imposed property tax which requires renewal by the voters every four years. The two-thirds vote required does not assure funding; this is not a reliable funding source.

The primary service challenge raised by CFPD relates to difficult access to structures in and around the Angeles National Forest. Many of the structures are a long distance from fire resources and facilities. More people are building homes in the foothills and other urban wildland interface areas. In addition, maintaining an acceptable level of training, especially for specialized services is an ongoing challenge for CFPD. Occasionally, neighborhoods with security gate access can delay arrival time. Population growth that is combined with increased density development, both large/high apartment and business complexes built in cities that no longer grow out, but up, such as El Monte, are expected to cause increased demand on services, especially EMS.

REGIONAL COLLABORATION

The most significant regional collaboration effort is the Verdugo Fire Communications Center ("Verdugo"). Verdugo is owned and operated by the City of Glendale and functions as a regional dispatch center for several fire departments, including the cities of Arcadia, Monrovia, Pasadena, San Gabriel, San Marino, Sierra Madre, and South Pasadena in the MSR area. Participating agencies benefit from pooling resources and training opportunities.

There is a three-city arrangement between the cities of Alhambra, Monterey Park, and San Gabriel for continuing and mandated education of fire and EMS training, with cost savings for all participating agencies. This training arrangement offers facilities in those cities as common training areas, as well as supplying in-house instructors for training exercises.

Search and rescue teams are coordinated by the Sheriff from the Altadena, Crescenta Valley, and Temple stations, and include team members from the various Fire Departments and the Sierra Madre Search and Rescue Team.

Table 2-18: County Mutual Aid Areas

Area A	Area C
LA City	San Marino
Beverly Hills	South Pasadena
Culver City	San Gabriel
Santa Monica	Sierra Madre
Area E	Arcadia
Downey	Monrovia
Compton	Pasadena
Santa Fe Springs	Burbank
Montebello	Glendale
Vernon	Alhambra
	Monterey Park

All of the agencies in the MSR area receive mutual aid from the CFPD, especially for some specialized services such as hazardous material response and air rescue and fire suppression helicopter service. Emergency helicopter evacuation and support is provided primarily by the CFPD's Air Operations, which flies out of Pacoima.

The county is broken up into several mutual aid areas. The CFPD makes up Area B, which include the cities that contract for service, and the other cities in the MSR area are part of Areas C and E. In Area C, nine of the eleven agencies are in the MSR area. The City of Montebello is part of Area E. The City of Pasadena has a mutual aid agreement with the City of Los Angeles, which is part of Area A. The CFPD also has mutual aid agreements with the National Forest Service and several local city fire departments.

The fire agencies have automatic aid agreements for the provision of additional fire services or to provide fire services for specific areas. The CFPD has automatic aid agreements with the cities of Arcadia, Monrovia, Montebello, Monterey Park, Pasadena, San Gabriel, and San Marino. Calls for aid from local city fire departments make up less than five percent of service calls.

The City of Arcadia has automatic aid agreements with the cities of Monrovia, Pasadena, and Sierra Madre, the CFPD, and the U.S. Forest Service. The City of Monrovia's automatic aid agreement with the City of Arcadia includes response on all structure fires with an additional Battalion Chief to assist as a safety officer with command of staff responsibilities.

The Montebello Fire Department has automatic aid agreements with the City of Monterey Park and the CFPD. In addition to Montebello, the City of Monterey Park has automatic aid agreements with the CFPD and the City of Alhambra.

The City of Pasadena has automatic aid agreements with the cities of Burbank and Glendale, and mutual aid agreements with the City and County of Los Angeles. Through these agreements, Pasadena exchanges urban search and rescue, haz-mat, and light and air van services.

The City of South Pasadena has automatic aid agreements with the cities of San Marino, Los Angeles, Pasadena, and Alhambra.

POLICY ALTERNATIVES

The City of Monterey Park is open to government structure options that will help streamline its fire and emergency medical service. Options include consolidation or sharing resources after studies find that the needs of the citizens are met without a reduction in service.

There are no potential major changes in fire and emergency medical service provision in the MSR area.

CHAPTER 3: UTILITIES

This chapter discusses the provision of utility services—water, wastewater, storm water and solid waste—in the MSR area. The section is designed to address questions relating to the efficiency and adequacy of services, the adequacy of infrastructure, along with opportunities for sharing facilities, reducing costs and rate restructuring. The chapter provides an overview of the service configuration, the level and type of service demand, facilities, current and potential regional collaboration between service providers, service delivery challenges, and an analysis of potential policy alternatives relevant to the particular service.

WATER

There are 12 water districts, seven cities, and ten private companies providing water services within the West San Gabriel Valley MSR area. The local agencies under LAFCO jurisdiction providing water services to the area are reviewed in a separate MSR report and that do not require further review of water services in this report. Dudek and Associates has prepared the detailed MSR study of water providers in the West San Gabriel Valley area (“Water MSR”). The local agencies providing water services to the area are:

- 1) City of Alhambra,
- 2) City of Arcadia,
- 3) City of Azusa,
- 4) City of El Monte,
- 5) City of Pasadena,
- 6) City of Sierra Madre,
- 7) City of South Pasadena,
- 8) Central Basin Municipal Water District,
- 9) Crescenta Valley County Water District,
- 10) Foothill Municipal Water District,
- 11) Huntington Municipal Water District,
- 12) Kinneloa Irrigation District,
- 13) La Cañada Irrigation District,
- 14) San Gabriel County Water District,
- 15) San Gabriel Valley Municipal Water District,
- 16) South Montebello Irrigation District,
- 17) Upper San Gabriel Valley Municipal Water District,
- 18) Valley County Water District, and
- 19) Water Replenishment District of Southern California.

In addition, there are ten private purveyors of water to the MSR area. The private purveyors are not under LAFCO jurisdiction, and are not subject to review. These purveyors are: Adams Ranch Mutual Water Company, Amarillo Mutual Water Company, California American Water Company, California Water Service Company, East Pasadena Water Company, Mesa Crest Water Company, San Gabriel Water Company, Southern California Water Company, Sunnyslope Water Company, and Valley Water Company.

WASTEWATER

For the most part, the wastewater generated in the MSR area is conveyed through local collection systems to Los Angeles County Sanitation Districts (CSD) trunk lines, and then to CSD water reclamation plants.³¹ From there, the treated effluent flows to the Joint Water Pollution Control Plant in Carson for further treatment, and is then discharged through an outfall that extends two miles off the coast into the Pacific Ocean.

Table 3-1: Wastewater Service Providers

There are six active CSDs servicing the MSR area.³² The CSDs are the primary providers of wastewater treatment and disposal services in the MSR area. As a contract service provider, the City of Los Angeles treats and disposes of the wastewater generated in a small portion of the MSR area. Within Bradbury, La Cañada Flintridge and Sierra Madre, some households rely on private septic systems rather than centralized wastewater treatment and disposal.

In the unincorporated areas, the Los Angeles County Consolidated Sewer Maintenance District (LACCSMD) is responsible for maintaining the wastewater collection system laterals and pumps.

Each of the cities is responsible for maintaining the local wastewater collection system. Seven of the cities contract with LACCSMD for this service. Some of the cities also use private providers for sewer maintenance services.

Area	Treatment & Disposal	Collection
Alhambra	CSDs 2 & 16	Direct
Arcadia	CSDs 15 & 22	Direct
Bradbury	CSDs 15 & 22; Septic (50%)	LACCSMD
Duarte	CSDs 15 & 22; Septic	LACCSMD
El Monte	CSD 15	Direct
Irwindale	CSDs 15 & 22	LACCSMD
La Cañada Flintridge	Direct; CSD 28; Crescenta Valley CWD; Septic	LACCSMD
Monrovia	CSDs 15 & 22; Septic	Direct
Montebello	CSDs 2 & 15	Direct
Monterey Park	CSDs 2 & 15	Direct
Pasadena	CSDs 15, 16 & 17	Direct
Rosemead	CSD 15	LACCSMD
San Gabriel	CSDs 2 & 15	Direct
San Marino	CSDs 15 & 16	Direct
Sierra Madre	CSD 15; Septic (10%)	Direct
South El Monte	CSD 15	LACCSMD
South Pasadena	CSD 16	Direct
Temple City	CSD 15	LACCSMD
Unincorporated	CSDs 2, 15-7, 22, 28	LACCSMD
<i>CSD is Los Angeles County Sanitation District</i>		
<i>CWD is County Water District</i>		
<i>LACCSMD is Los Angeles County Consolidated Sewer Maintenance District</i>		

³¹ The County Sanitation Districts span multiple MSR areas, and are being reviewed in a separate MSR report focused on all County Sanitation District operations.

³² A seventh CSD—CSD #34 with territory in La Cañada Flintridge— is inactive.

SERVICE AREA

The wastewater service area for each of the six CSDs and for Crescenta Valley Water District is listed in Table 3-2. Although many of the CSDs straddle city boundaries, most of the cities lie predominantly within one CSD.

Areas that do not lie within the service area of these providers do not receive central wastewater treatment services, but rather rely on septic systems. Most of the areas on septic systems lie in the northernmost portion of the MSR area. Septic systems are fairly common in Bradbury and La Cañada Flintridge, and are used by 10 percent of Arcadians. Small northern slivers of the cities of Duarte, Monrovia, and Pasadena are on septic systems. Septic systems are also used in unincorporated territory adjacent to San Marino.

Table 3-2: Wastewater Service Area

Area	CSD 2	CSD 15	CSD 16	CSD 17	CSD 22	CSD 28	Crescenta	Septic
Alhambra	Southern sliver		Most of City					
Arcadia		Most of City			Southern sliver			Northern sliver
Bradbury		Western sliver			Southern			Northern
Duarte		Sliver			Southern			Northern sliver
El Monte		All						
Irwindale		Southwest			Most of City			
La Cañada Flintridge						Northeast	Western slivers	Southern & Western
Monrovia		Most of City			Southeast sliver			Northern
Montebello	Most of City	Northeast						
Monterey Park	Most of City	Eastern sliver						
Pasadena		Southeast	Most of City	Nothern slivers				Northern slivers
Rosemead		All						
San Gabriel	Most of City	Southern & Eastern edges						
San Marino		Eastern sliver	Most of City					
Sierra Madre		Most of City						Northern
South El Monte		All						
South Pasadena			All					
Temple City		All						
Unincorporated	Pockets	E. Pasadena S. & E. San Gabriel N. El Monte	E. Altadena	Altadena	Pockets	Slivers		E. Altadena slivers San Marino
Other MSR Areas	Gateway *	E. San Gabriel	Los Angeles		E. San Gabriel *		Los Angeles *	

* indicates another MSR area is the primary MSR area for this district

SERVICE DEMAND

Wastewater demand is affected primarily by growth in residential populations and commercial development, and secondarily by factors such as water usage and conservation efforts.

FACILITIES

The wastewater facilities include collection, treatment and disposal.

Wastewater Treatment Plants

There are four upstream wastewater reclamation plants in or near the MSR area, and two major downstream wastewater treatment plants from which the effluent is discharged into the Pacific Ocean.

The San Jose Creek Water Reclamation Plant (WRP) treats much of the wastewater originating in the MSR area, and is located adjacent to the MSR area in unincorporated territory near Whittier. The plant was built in 1971, and is owned and operated by the CSD. The plant provides primary, secondary and tertiary treatment for 100 million gallons of wastewater per day. Sludge is placed back into the sewer system, conveyed to the Joint Water Pollution Control Plant (JWPCP) in Carson for further treatment, and disposed in the Pacific Ocean. Approximately 35 million gallons per day of the purified water from San Jose Creek Plant is sent to percolation basins for groundwater recharge. In 1994, the San Jose Creek Plant was connected to the Rio Hondo Water Recycling projects which supply the water recycling needs of more than a dozen cities in the Central L.A. Basin. These projects are owned and operated by the Central Basin Municipal Water District.

The Whittier Narrows WRP treats wastewater originating in the eastern portion of the MSR are, and is located adjacent to the MSR area in unincorporated territory near El Monte. The plant was built in 1962, and is owned and operated by the CSD. The plant has a 15 million gallon per day (mgd) design capacity. Treatment at the facility includes primary sedimentation, activated sludge biological treatment, secondary sedimentation with coagulation, filtration, chlorination, and dechlorination. Sludge is placed back into the sewer system, conveyed to the Joint Water Pollution Control Plant (JWPCP) in Carson for further treatment, and disposed in the Pacific Ocean. The Whittier Narrows WRP currently recycles nearly all of the treated effluent. Recycled water is used for irrigation and for groundwater recharge. Effluent that is not recycled is discharged to the San Gabriel River and to Rio Hondo, a tributary of the Los Angeles River.

The La Cañada WRP serves the 425 homes surrounding the La Cañada Flintridge Country Club. The plant is owned and operated by the CSD. The plant provides extended aeration secondary treatment for 200,000 gallons of wastewater per day. The disinfected effluent is put into the four lakes on the 105-acre golf course. Lake water (augmented by potable water during the summer) is used for landscape irrigation of the golf course. With a loan from the State Water Resources Control Board, an outfall has been recently constructed to deliver sludge and excess effluent from this plant to the CSD system.

The Los Angeles-Glendale WRP treats wastewater originating in western La Cañada Flintridge and Pasadena, as well as wastewater from the Los Angeles MSR area. The plant provides tertiary treatment. The plant is located in Glendale across from Griffith Park, is owned by the cities of Los Angeles and Glendale, and is operated by the City of Los Angeles. The plant, which was built in

1976, currently treats 20 million gallons per day (mgd) and is capable of treating a peak flow of 30 mgd of wastewater. The sludge is conveyed to the Hyperion Treatment Facility for treatment and disposal. About three quarters of the effluent is used as recycled water for watering parks and other landscaping. The remainder of the treated effluent is disposed in the Los Angeles River, and flows into the Pacific Ocean through Long Beach. In recent years, the Los Angeles Regional Water Quality Control Board placed restrictions on the amount of heavy metals, chemicals and other toxic pollutants dumped into the river. As a result, the City of Los Angeles is upgrading the plant to provide nitrogen removal. This treatment upgrade will reduce the plant's capacity to 15 mgd.

The Joint Water Pollution Control Plant (JWPCP) in Carson receives and disposes waste from the upstream San Jose Creek and Whittier Narrows WRPs. The plant is owned and operated by the CSD. The facility provides both primary and secondary treatment for approximately 320 million gallons of wastewater per day. The plant was recently upgraded to full secondary treatment, with an increase in the amount of sludge that must be processed. The District is acquiring off-site locations for composting sludge. Prior to discharge, the treated wastewater is disinfected with hypochlorite and sent to the Pacific Ocean through a network of outfalls. These outfalls extend two miles off the coast of the Palos Verdes Peninsula to a depth of 200 feet. The CSD is building another tunnel for the ocean outfall to allow the existing tunnel and outfall to be inspected and maintained.

The Hyperion Treatment Facility in the City of Los Angeles also serves this region. The Hyperion Treatment Plant is located on 144 acres between the El Segundo Dunes and the Pacific Ocean, south of the Los Angeles International Airport in Playa del Rey. The plant has a design capacity of 450 mgd, with peak wet weather flows up to 1000 mgd, which can be handled for short periods.³³ The treated wastewater is discharged through a pipeline into Santa Monica Bay. The Hyperion facility provides treatment and disposal of wastewater from the Los Angeles-Glendale WRP. The City is undertaking a major upgrade of its sewer system, for which the district is responsible for paying its proportionate share of costs.

In portions of Bradbury, Duarte, La Cañada Flintridge, Monrovia, Pasadena, Sierra Madre, and eastern Altadena, property owners use on-site septic systems. Septic systems that are not properly cleaned, maintained and replaced are believed to be sources of bacterial contamination in groundwater. Septic system failure rates have been estimated to be 20 to 30% in the unincorporated parts of Los Angeles County. Cities are responsible for identifying and correcting sources of bacteria from septic systems that affect surface waters.

In response to numerous complaints of septic overflows and failures from aged and failing septic systems, the City of La Cañada Flintridge has begun construction of the main lines of a sewer collection system through previously unserved sections of the city.³⁴ Once construction is complete, residents may opt to construct lines connecting in to the new collection system. Depending on location, some of their waste will flow through the Crescenta Valley Water District to the Los Angeles-Glendale WRP and some will flow through the City of Pasadena to the San Jose Creek WRP. The City is constructing 228,000 feet of main lines, and ten pump stations.

³³ Source: City of Los Angeles, Department of Public Works, *Decade of Progress*, 1990-2000.

³⁴ Willdan, May 2003.

Wastewater Collection Facilities

The 18 cities in the MSR area maintain local intercept collector sewer lines that are connected typically to CSD trunk lines and, in limited cases, to the City of Los Angeles sewer system. Elsewhere, the wastewater collection lines are maintained by the cities or, as a contract service provider, by Los Angeles County.

The trunk sewers convey sewage to the respective wastewater treatment facilities, and are at or approaching capacity. An Alhambra study found that trunk lines are at capacity. Temple City reports that it is at capacity in many areas. Pasadena reported that its trunk lines have had several blockages and back-ups.

Table 3-3: Wastewater Collection Deficiencies and Needs

Area	Deficiencies/Needs
LA County	The trunk lines serving these areas are at or are reaching capacity.
Alhambra	Trunk lines are reaching capacity. Some laterals are deficient. Pump stations adequate (as of 2003).
Arcadia	CIP plans include construction of a sewer line on Foothill Blvd, pumping station and sewer line at Wilderness Park. Repair of broken pipes, engineering analysis of sewer and computerized sewer mapping. Septic systems in 10% of city.
Bradbury	Need sewers installed at Lemon/Barranca. Need sewer study. Septic systems in northern area.
Duarte	CIP Not Provided
El Monte	CIP Not Provided
Irwindale	No underserved areas
La Cañada Flintridge	Much of the City is served currently by septic systems. The City is constructing a 228,000 feet of main lines and 10 pumping stations to extend sewer lines to the remainder of the City by 2008.
Monrovia	CIP Not Provided
Montebello	CIP Not Provided
Monterey Park	one-fifth of lines have frequent debris build-up
Pasadena	The Laguna Road Trunk Sewer needs to be rehabilitated between Hermosa Rd. and Arroyo Blvd. The trunk line has had several blockages and backups. Older concrete reinforced pipes are being gradually replaced. A new sewer pump station is needed for Busch Garden. Relocation of Linda Vista/El Circulo sewer due to precarious location on the side of a deteriorating cliff.
Rosemead	CIP Not Provided
San Gabriel	Recurring back-ups and odor problems. Need to survey system and develop plan.
San Marino	Conditions are not well known, according to a 2001 management audit. The City needs to inventory its sewer system. 10% of laterals may be deficient.
Sierra Madre	Ongoing maintenance
South El Monte	CIP Not Provided
South Pasadena	City of LA imposed moratorium in the late 1980s on sewer hook-ups on west side of City; no current limits
Temple City	At capacity in Rosemead, Encinita, Eaton Wash and S. Pacific RR areas.

There are no wastewater collection facilities in certain parts of the MSR area—most of Bradbury and La Cañada Flintridge, and in portions of Duarte, Monrovia, Sierra Madres, and isolated unincorporated areas. These areas rely on on-site septic systems. Septic systems are located on

individual properties, provide treatment of wastewater, collect sludge, and discharge effluent into a leach field. Property owners are responsible for septic system maintenance and sludge disposal. The life span of a properly maintained septic system is about 30 years. The amount of use can shorten a septic system's lifetime.

Due to corrosion of CSD trunk sewer lines, the CSDs are installing corrosion-resistant liners in the sewers throughout the MSR area.

SERVICE ADEQUACY

For wastewater service, the most appropriate benchmarks for evaluating service adequacy are the number of spills, regulatory sanctions, and pollution of the water.

Sewage Spills

There have been several sewage spills in the West San Gabriel MSR area in the last two years.³⁵ Most of the reported spills are related to sewage line blockage causing overflows. The reported spills do not include all incidents as several of the jurisdictions reporting frequent back-ups did not appear in the hazardous spills data.

Table 3-4: Reported Sewage Spills (gallons)

Date	Jurisdiction	Location	Cause	Gallons	Contained
09/08/04	Unincorporated	San Jose Creek WRP	Ferric chloride was released from tank system and drained across the road into a creek.	1,000	Yes
07/30/04	Rosemead	Residence	Tree root stoppage in line caused release	100	Yes
07/09/04	CSD/Whittier	Scott Ave. Relief Trunk Sewer (2 manholes)	Partial blockage in sewer caused by root mass	6,800	Yes
06/24/04	CSD/Whittier	Scott Ave. & La Cima Dr.	Sewage blockage	1,100	Yes
02/05/04	Pasadena	Jet Propulsion Lab	Blockage in sewer line on the facility caused water to come up a manhole.	270	Yes
01/27/04	Monterey Park	School	Backup in school sewer system caused an overflow to gutter and storm drain.	500	Unknown
10/29/03	Pasadena	Jet Propulsion Lab	Line between pump station and lift station broke and spilled sewage into the street.	1,000	Yes
03/06/03	CSD/Whittier	Scott Ave. and Cullen Street	Stoppage in sewer. Substance was contained in storm drain channel and pumped out to sewer.	4,000	Yes
02/13/03	CSD/S. El Monte	Pack Rd. & Michael Hunt	Weather related issues	NA	Yes
12/17/02	CSD/Sierra Madre	Residence	Partial tree root blockage near Arcadia Wash	10,000	Yes

Regulatory Actions

The RWQCB per federal mandate requires sewage discharges to have a National Pollutant Discharge Elimination System (NPDES) permit, which includes various sewage system requirements for disposal of treated water and sludge. The Board also monitors sewage and other hazards spills that contaminate waterways.

California Regional Water Quality Control Board (RWQCB) has taken various types of enforcement actions against the Water Reclamation Plants in the MSR area region due to discharge

³⁵ California Governor's Office, Hazardous Waste Spills Database.

of effluent into the Los Angeles River that exceeds TMDL standards for ammonia, nitrogen and metals. Both the County Sanitation Districts and the City of Los Angeles are investing in additional treatment processes to address these water quality concerns.

Generally, the CSD facilities in this area have abided by water quality requirements. The San Jose Creek WRP received a Silver award in 2002, and the JWPCP received a Gold award for 100% compliance with permit effluent limits in 2002. The Whittier Narrows WRP received the Platinum award in 2002 for 100% compliance with permit effluent limits for five consecutive years.

SERVICE CHALLENGES

In the MSR area, service challenges include capacity for increased development, the regulation of the onsite septic systems and minimizing the causes of sewage contamination in the regions waterways.

For both the County Sanitation Districts and the City of Los Angeles, service challenges include complying with requirements for further treatment of effluent discharged into the Los Angeles River, Rio Hondo, and the San Gabriel River.

In the areas served by septic systems, the primary service challenge also relates to regulatory issues. The cities are now responsible for inspecting and monitoring septic systems, and for devising a plan to ensure that septic systems are properly sited and maintained.

OPPORTUNITIES FOR RATE RESTRUCTURING

The County Sanitation Districts have indicated that increases in wastewater service charge rates will be necessary, but the Districts have postponed those rate increases until the Los Angeles Regional Water Quality Control Board resolves regulatory uncertainties about more stringent waste discharge requirements.

POLICY ALTERNATIVES

In the areas served by septic systems, centralized wastewater collection is an alternative to the use of septic systems. This approach is already being pursued by La Cañada Flintridge.

No other government structure options were identified.

SOLID WASTE

The solid waste generated in the MSR area is disposed at several different landfills, some of which are owned by local agencies and others are owned by private companies. Solid waste collection and hauling services in the cities are provided by private operators. Most of the cities arrange for residential trash collection, although some also arrange for commercial collection. All 18 cities arrange for curbside recycling services for residents. All but Bradbury arrange for curbside recycling services for businesses as well.

A new regulatory environment has had a profound effect on solid waste disposal in the MSR area and throughout the County. In 1989, California passed historic legislation that sought to radically decrease the amount of materials deposited in the state's landfills. Assembly Bill 939 mandates that cities must have 50 percent less trash going to landfills in the year 2000 than it was estimated to be sending in 1990. Under the law, the state can fine a city \$10,000 a day for failing either to prepare an approved diversion plan or to make a good faith effort to implement such a plan.³⁶ A Senate bill passed in 1997 offers extensions through 2005 to jurisdictions falling short of the AB 939 standards that have made a "good faith effort" to comply.

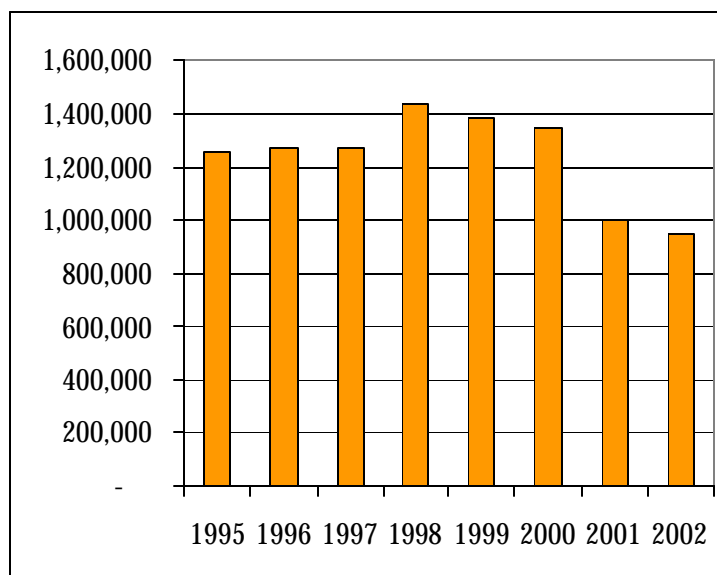
Service Demand

The incorporated portion of the MSR area disposed 951,346 tons of solid waste in 2002. This represents a decline of 34 percent since 1998 when the tonnage disposed peaked.

This decline in tons disposed has occurred despite growth over this period in population and employment.

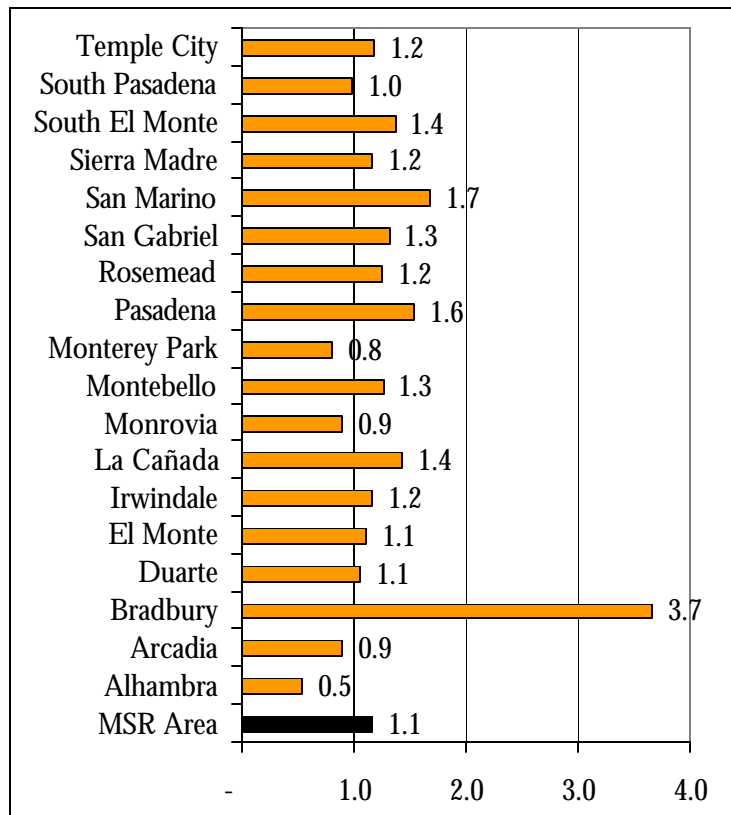
Businesses generate more trash than residents. Overall, two-thirds of the disposed trash is collected from businesses in the MSR area. The average resident in the MSR area generated three pounds of trash daily, whereas, the average employee generated 12 pounds daily. Restaurants, medical services and construction are the industries generating the most trash in the MSR area.

Figure 3-5: Trash disposed (tons), 1995-2002



³⁶ California Integrated Solid Waste Management Act of 1989, California Public Resources Code §40050 et seq.

Figure 3-6: Trash (tons) disposed per capita, 2002



Overall, Bradbury, San Marino, and Pasadena generated the most trash per capita in the MSR area.³⁷ Bradbury, San Marino, Pasadena, and Sierra Madre generated the largest amount of household trash per capita that was disposed in landfills.³⁸ Businesses in Arcadia, Montebello, Temple City, and Duarte generated the largest amount of business trash per employee in the MSR area.

Alhambra, Monterey Park, Monrovia and Arcadia generated the least trash per capita in the MSR area.

The amount of trash disposed is not the only indicator of service demand. While each jurisdiction has faced decreasing demand for trash disposal in landfills, the agencies have faced increasing demand for recycling services over the period. In order to meet A.B. 939 requirements, the agencies have encouraged recycling actively by collecting and hauling recyclables and green waste.

Table 3-7: Landfill diversion rates by agency, 2002

Irwindale	81% *	El Monte	54%
South El Monte	74% *	Pasadena	51%
Arcadia	72%	La Cañada Flintridge	49%
Montebello	61% *	Duarte	47%
Alhambra	60%	South Pasadena	42%
Monterey Park	58%	Sierra Madre	37%
Temple City	58% *	San Marino	32%
Monrovia	57%	Rosemead	26%
Bradbury	57% *	San Gabriel	22%

** indicates CIWMB has approved the agency's diversion rate*

Of the agencies, 11 have succeeded in meeting the A.B. 939 requirement of diverting at least 50 percent of its trash. Seven of the agencies have not yet met the requirement, although the Board has

³⁷ Tons of trash disposed per capita represents the total amount disposed in 2002 divided by the 24-hour population in that year.

³⁸ Household trash per capita represents the annual tons disposed by households in 2000 divided by the residential population in that year. Business trash per capita represents the annual tons disposed by businesses in 2000 divided by the daytime population.

³⁹ The City of San Gabriel commented that its actual 2002 diversion rate was approximately 40 percent.

extended the deadline for each of these agencies due to good-faith efforts. None of the cities in the MSR area has been penalized for failing to meet the diversion requirements.

Facilities

The solid waste originating in the cities in the MSR area is disposed in 25 different landfills, which are located throughout southern California. The top five landfills accommodate 92 percent of the MSR area's solid waste, and the top ten landfills accommodate 99 percent of the MSR area's waste.

Table 3-8: Top 10 Disposal Sites Used

Disposal Facility	Location	Tons Disposed 2003		Closure	MSR Agencies Using Facility
		MSR Area	Total		
1 Puente Hills	Whittier	483,309	3,722,408	2013	All agencies
2 Scholl Canyon	Glendale	246,606	454,498	2019	Pasadena, La Cañada Flintridge, San Marino, Sierra Madre, S. Pasadena
3 Chiquita Canyon	Los Angeles	58,847	1,541,294	2019	Rosemead, Montebello, El Monte, Monrovia, Arcadia
4 Olinda Alpha	Brea	56,274	2,069,289	2013	Monterey Park, S. El Monte, Temple City, Alhambra
5 El Sobrante	Corona	33,894	2,218,560	2030	El Monte
6 Sunshine Canyon County Ext.	Los Angeles	23,720	1,803,586	2011	Pasadena, La Cañada Flintridge, Alhambra
7 Commerce Refuse-to-Energy	Commerce	21,049	100,748	NA	Arcadia, Monrovia, Pasadena
8 Waste Management Lancaster	Lancaster	15,606	374,558	2012	Montebello, Arcadia, San Gabriel
9 Prima Deshecha	San Juan Capistrano	8,024	774,762	2067	Alhambra
10 Frank Bowerman	Irvine	5,012	2,194,832	2022	Montebello, Arcadia

Half of the MSR area's waste is disposed at the Puente Hills Landfill in unincorporated territory adjacent to Whittier. The landfill is owned and operated by the Los Angeles County Sanitation Districts (LACSD). The Puente Hills Landfill is one of the largest landfills in the world, second to New York City's Fresh Kills. The disposal area is 433 acres, and most of the site is lined. The landfill is permitted to receive up to 13,200 tons per day. The waste originating in the MSR area accounted for 13 percent of all waste disposed at the landfill in 2003. Over 40 cities outside the MSR area also dispose of waste at this landfill. There is a recycling and materials recovery facility at the landfill. The site contains a gas collection system,⁴⁰ power generation plant,⁴¹ natural gas auto fuel facility,⁴² environmental control systems, and five groundwater monitoring wells. The landfill is expected to be filled by 2013, when it is expected to close.

The Puente Hills materials recovery facility is the site from which the Sanitation Districts plan eventually to load and ship solid waste by rail to more remote disposal sites—the Eagle Mountain Landfill in Riverside County and the Mesquite Regional landfill in Imperial County.

⁴⁰ The landfill gas—a natural by-product of waste decomposition—is collected through an extensive network of wells and trenches and is converted on site into electricity and auto fuel.

⁴¹ The landfill gas is burned in a boiler, creating steam which is processed through a turbine to generate electricity. This gas-to-energy facility generates 50 megawatts of electricity—enough to provide the electrical needs of 100,000 homes.

⁴² The facility processes and concentrates landfill gas, compresses it and stores it for vehicle use. The resultant high octane fuel is a form of compressed natural gas, and is less expensive to produce than conventional fuels.

Over one-quarter of the MSR area's waste is disposed at the Scholl Canyon Landfill in Glendale. The landfill is owned by the City of Glendale, and operated by LACSD. The disposal area is 314 acres, and is not lined. The landfill is permitted to receive up to 3,400 tons per day. The waste originating in the MSR area accounted for 54 percent of all waste disposed at the landfill in 2003. The landfill accepts waste only from its "wasteshed" area—the cities of Glendale, La Cañada Flintridge, Pasadena, South Pasadena, San Marino, and Sierra Madre, the unincorporated communities of Altadena, La Crescenta, Montrose, and smaller unincorporated areas throughout the MSR area. The site contains a gas collection system,⁴³ a flare station,⁴⁴ and 10 groundwater monitoring wells. The landfill is expected to be filled by 2019, when it is expected to close.

Chiquita Canyon Landfill in Santa Clarita receives six percent of the waste originating in the MSR area. The landfill is owned and operated by a private company—Republic Services of California. The disposal area is 257 acres, and is fully lined. The landfill is permitted to receive up to 6,000 tons per day. The landfill accepts municipal solid waste, but does not accept hazardous waste. Chiquita Canyon receives most of its waste from larger capacity transfer vehicles rather than small collection trucks. The waste originating in the MSR area—mostly originating in Rosemead, Montebello, El Monte, Monrovia, and Arcadia—accounted for four percent of all waste disposed at the landfill in 2003. The landfill accepts waste from various communities throughout southern California. The cities of Los Angeles and Santa Clarita are the largest users of the landfill. The site contains a gas collection system and groundwater monitoring wells. The landfill is expected to be filled by 2019, when it is expected to close.

Olinda Alpha Landfill in Brea receives six percent of the waste originating in the MSR area. The landfill is owned and operated by Orange County. The disposal area is 420 acres, and is not lined. The landfill is permitted to receive up to 8,000 tons per day. The landfill accepts municipal solid waste, but does not accept hazardous waste. The waste originating in the MSR area—mostly originating in Monterey Park, South El Monte, Temple City, and Alhambra—accounted for three percent of all waste disposed at the landfill in 2003. The landfill accepts waste from various communities throughout southern California. The cities of Anaheim, Fullerton, and Orange are the largest users of the landfill. The site contains a gas collection system, a landfill gas-to-energy plant, and a flare station. The landfill is expected to be filled by 2013, when it is expected to close.

El Sobrante Landfill in Corona receives four percent of the waste originating in the MSR area. The landfill is owned and operated by a private company—USA Waste Services of California. The disposal area is 495 acres, and is fully lined with geosynthetic materials.⁴⁵ The landfill is permitted to receive up to 10,000 tons per day. The landfill accepts municipal solid waste, but does not accept hazardous waste. The waste originating in the MSR area—mostly originating in El Monte—accounted for two percent of all waste disposed at the landfill in 2003. The landfill accepts waste from various communities throughout southern California. The cities of Ontario and Corona are the largest users of the landfill. The site contains a gas collection system and groundwater monitoring wells. The landfill is expected to be filled by 2030, when it is expected to close.

⁴³ The gas extraction wells and trenches are connected by gas header lines that collect the gas and transport it to the flare station.

⁴⁴ Collected gas is either burned at the flare station pursuant to a permit from the SCAQMD, or compressed and transported via a pipeline to a power plant in the City of Glendale for cogeneration of electrical power.

⁴⁵ A geosynthetic liner contains a layer of clay, usually bentonite, sandwiched between two geotextiles or attached to a geomembrane with adhesive.

In addition to the five landfills described above, the MSR area relies on 20 other landfills and disposal facilities.

Service Adequacy

At present, all of the top ten landfills used by the MSR area meet the State minimum standards for solid waste handling and disposal.⁴⁶ State minimum standards regulate the design and operation of solid waste facilities in order to protect public health and safety and the environment.

Each of the landfills is inspected monthly. Among the top five landfills used by the MSR area, only the Chiquita Canyon Landfill has been recently notified by regulatory agencies of areas of concern. The enforcement agency raised concerns about Chiquita Canyon's alternative daily cover practices, reporting of disposal site information, and failure to comply with the term and conditions of the landfill permit.

Table 3-9: Landfill Regulatory Compliance History

Recent Regulatory Concerns		Landfill Compliance Study
1 Puente Hills	None	Gas impacts to groundwater from unlined cell Odor nuisance Gas emissions
2 Scholl Canyon	None	Gas impacts to groundwater Gas emissions
3 Chiquita Canyon	Alternative Daily Cover Late reporting Failure to comply with permit	Gas impacts to groundwater Gas emissions
4 Olinda Alpha	None	Gas impacts to groundwater Gas emissions
5 El Sobrante	None	Dust emissions Gas emissions

A Landfill Facility Compliance Study commissioned by the Integrated Waste Management Board documented regulatory violations, concerns, and enforcement actions taken.⁴⁷ This study provides perspective on the challenges faced by the various landfills in meeting regulatory requirements.

The Regional Water Quality Control Boards have raised concerns over landfill gas impacts to groundwater at the top four landfills. Puente Hills Landfill has enhanced groundwater and gas containment systems to improve the situation. Scholl Canyon Landfill has enhanced groundwater extraction and wastewater treatment to control the effect of gas on groundwater. Chiquita Canyon Landfill has installed an additional gas extraction network to improve the situation. Olinda Alpha has been studying groundwater flow models to determine the location of the problem.

⁴⁶ Integrated Waste Management Board, *Inventory Of Solid Waste Facilities Violating State Minimum Standards*, last updated April 14, 2004.

⁴⁷ GeoSyntec Consultants, Inc., August 2004.

All five of the top landfills used by the MSR area have been cited by the Air Quality Management District (AQMD) for excess landfill gas emissions. These emissions have related to landfill gas collection system inadequacies, mal-functioning, and wildfire damage.

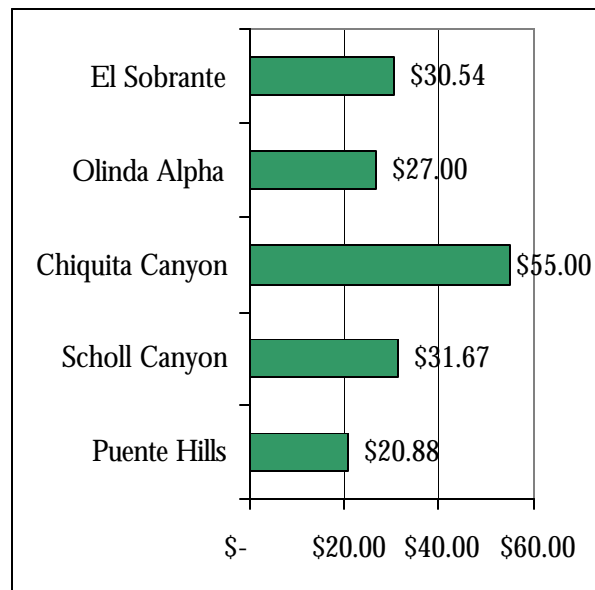
The Puente Hills Landfill has been issued several notices of violation for odor nuisance by AQMD relating to green waste and garbage odors. In response, the landfill has shifted the working face farther away from residents, used fans to blow air away from residents, and used more soil as alternative daily cover.

The El Sobrante Landfill has been issued several notices to comply for dust emissions by AQMD, and asked to provide a dust control plan.

Opportunities for Rate Restructuring

Figure 3-10: Municipal Solid Waste Rates (per ton), 2004

The rates currently charged for disposing solid waste differ between the top landfills used by cities in the MSR area. Generally, Puente Hills charges rates substantially less than the other landfills used by cities in the MSR area. Clearly, there are opportunities for Puente Hills to increase its rates.



The County Sanitation Districts plan to increase in the future at Puente Hills Landfill as part of the transition to waste-by-rail. The estimated cost of waste-by-rail is \$55 to \$60 per ton, almost triple current rates. To transition to these unavoidable higher rates, the Districts plan to phase in waste-by-rail by 2010 while the Puente Hills Landfill is still in operation and blend the waste-by-rail fees with the landfill fees. According to the Districts, gradually increasing the \$21 per ton landfill fee to the higher rail haul fee would allow the County to transition to waste-by-rail sooner and make it more economically viable.

Service Challenges

Many of the cities face challenges in meeting landfill diversion requirements through the promotion of recycling and other best management practices. Seven of the cities have not yet met A.B. 939 diversion requirements.

The landfills face challenges in preventing waste from entering groundwater and in preventing landfill gas from violating air quality requirements.

Policy Alternatives

The Landfill Compliance Study found generally that landfill gas migration is a significant environmental problem, and is inadequately addressed in the existing regulations. That study recommended that landfills be explicitly required to monitor and control gas leakage into water bodies.

CHAPTER 4: PUBLIC WORKS

This chapter discusses the provision of public works services—storm water, flood control, street maintenance, and street lighting—in the West San Gabriel area. The section is designed to address questions relating to the efficiency and adequacy of services, the adequacy of infrastructure, along with opportunities for sharing facilities and reducing costs. The chapter provides an overview of the service configuration, current service delivery challenges, and an analysis of any potential policy alternatives relevant to the particular service.

STORMWATER

Los Angeles County Flood Control District (LACFCD) manages major flood control facilities. LACFCD owns mainline storm drain pipelines, and the cities own lateral lines and catch basins connecting with the LACFCD main lines.

Flood Control

Due to heavy, seasonal rainwater flowing down the San Gabriel Mountains and historical flooding in the MSR area, the LACFCD and the U.S. Army Corps of Engineers have constructed several dams in the area—Eaton, Santa Anita, Sawpit, and Santa Fe—as well as spreading grounds, spreading basins, and the Montebello Forebay. Most of the flood control channels in the area have been covered with concrete. The LACFCD plans flood control improvements according to a Master Plan of Drainage program.

Flood-prone areas include areas along the Rio Hondo Channel in Montebello, Sierre Madre canyon areas and hillside areas. Shallow flooding occurs in the southeast portion of La Cañada Flintridge during heavy rains, along Angeles Crest Highway, and in portions of Pasadena. Slope stability is a concern in the developed hillside areas, which are prone to landslides and mudslides. Landslide hazards exist in northern Bradbury, the Sierra Madre foothills, the Monrovia foothills, and hillside areas in La Cañada Flintridge.

The run-off in the MSR area drains through the canyons and washes into the Rio Hondo, which drains into the Los Angeles River through Long Beach and ultimately into the Pacific Ocean.

Water Quality Regulations

The run-off not only raises concerns about flooding, but also about water quality. Pollutants—trash, copper, lead, zinc, ammonia, and coliform bacteria—in the Rio Hondo have been attributed, in large part, to stormwater runoff.⁴⁸ The Rio Hondo is classified as an impaired water body under the Clean Water Act.⁴⁹ Much of the Rio Hondo is recharged directly into the groundwater, where it becomes a major local water supply source. To reduce pollution in a watershed, the Clean Water Act directed the states to establish Total Maximum Daily Loads (TMDLs) of pollutants. The Regional

⁴⁸ Moore, Iacofano, Goltsman, Inc., 2004.

⁴⁹ If an assessment of the water body determines that it is not achieving water quality standards under traditional point source controls, it is listed as an impaired water body under Section 303(d) of the Clean Water Act.

Water Quality Control Board (RWQCB) has indeed established TMDLs for trash, metals, and pathogens in the Rio Hondo, as well as the Los Angeles River, to which the Rio Hondo is tributary.

The trash TMDL for the Rio Hondo requires the local agencies in the watershed to eliminate trash from stormwater run-off by installing and maintaining catch basins to prevent trash from flowing downstream. Furthermore, the metals and pathogen TMDLs require the local agencies to identify illicit wastewater connections into the stormwater system, and to monitor dumping of pollutants into the stormwater system.

Table 4-1: Stormwater Maintenance Provider

Under the new requirements, the cities are responsible for performing routine maintenance and clean-up of debris in City-owned laterals. LACDPW provides maintenance of City-owned catch basins and pumping stations under a contract service arrangement to 12 cities, while six of the cities maintain their catch basins.

Area	Provider	Area	Provider
Alhambra	Direct	Monterey Park	Direct
Arcadia	LA County DPW	Pasadena	LA County DPW
Bradbury	LA County DPW	Rosemead	LA County DPW
Duarte	LA County DPW	San Gabriel	Direct
El Monte	Direct	San Marino	LA County DPW
Irwindale	LA County DPW	Sierra Madre	LA County DPW
La Cañada Flintridge	LA County DPW	South El Monte	LA County DPW
Monrovia	Direct	South Pasadena	Direct
Montebello	LA County DPW	Temple City	LA County DPW

Financing Constraints and Opportunities

The new TMDL requirements impose new costs on the local agencies. Certain agencies—Santa Monica and Santa Clarita—had already imposed special stormwater assessments prior to the passage of Proposition 218, and have a dedicated funding source for implementing the TMDLs. A few agencies, such as San Clemente, have succeeded in getting a super-majority of voters to approve stormwater assessments. Bond financing is another option; the City of Los Angeles is submitting a stormwater bond to the voters in November 2004 in the hopes of financing its costs of meeting the requirements. In newly developing communities, such as Santa Clarita, cities have transferred the local storm drains and catch basins in new developments to the County, and transferred the maintenance responsibility to the County. However, cities may only transfer storm drains that meet all County requirements, so this approach is not likely to be viable for established communities.

Many local agencies have not yet identified a funding stream to finance their new responsibilities. Many—including 12 of the 18 cities in the MSR area—have litigated the matter on the grounds that the TMDLs are unfunded mandates and reach beyond the Clean Water Act requirements. Indeed, the litigation is currently pending, so the RWQCB is not yet enforcing the TMDLs.

Infrastructure Needs and Deficiencies

Table 4-2: Drainage System and Condition

	Drainage system	Condition
Alhambra		Recent flood control improvements have reduced the potential for flooding to acceptable levels.
Arcadia	5 washes (Easton, Arcadia, Santa Anita, Sierra Madre and Sawpit), flood control channels, 4 miles of City-maintained storm drains	Deficient links in northern area, downtown redevelopment area, and isolated deficiencies (1996 study)
Bradbury	Bradbury Flood Control Channel, natural streams and canyons. Flood hazard contained in SG River Channel by US Army Corps and LACDPW.	No deficiencies, but undeveloped areas will require new facilities.
Duarte		
El Monte		
Irwindale	Santa Fe Dam & Reservoir owned by Corps of Engineers covers 1/3 of the City's land area	
La Cañada Flintridge	Drainage courses (canyons) and 9 debris basins maintained by LACFCD.	Some drainage courses are considered deficient due to potential overflow, erosion and debris deposits. Localized shallow flooding during heavy storms in southeast portion of City and areas north of Angeles Crest Hwy.
Monrovia	Drainage through Sawpit Wash (eastern) and Santa Anita Wash (western) flows generally southerly. Two temporary debris basins in the Buena Vista Canyon at the north end of Norumbega Drive, and three settling basins: Ruby Canyon Debris Basin; Oak Glade Debris Basin; and Sawpit Debris Basin	Standing water resulting from blockage or inadequate capacity of storm sewers
Montebello		Various deficiencies—catch basins with tension, filters, and heavy maintenance—under new NPDES requirements
Monterey Park	332 catch basins, main lines (12 miles), open slope drains (25 miles). Majority (80%) is municipally owned and operated.	None mentioned
Pasadena	open channels, underground conduits, and streets	Provides reasonable degree of protection against flooding. East side open storm drains need improvements due to dumping and vegetation. Storm drains need systematic lining to prevent corrosion. Hillside areas deficient.
Rosemead		
San Gabriel	115 City-maintained catch basins and 457 County catch basins	Some sections are more than 40 years old and need repair. Need to survey system and develop plan, begin improvements by 2010.
San Marino	6 miles of City-maintained storm drains, system comprised of underground piping and open ditches. Additional facilities maintained by County.	Conditions are not well known, according to a 2001 management audit. The City needs to inventory its drainage system.
Sierra Madre	Flood control channels in Santa Anita Canyon, 2 dams, 7 debris basins in hillside area, 9.6 miles of storm drains	System's inability to handle large amounts of water in hillside areas during extended periods of rainfall. Results in mudslides.
South El Monte	City lies at the low end of the regional drainage basin	Storm drains back up during storm events. Ponding occurs in scattered areas.
South Pasadena		None mentioned
Temple City	38 storm drains, catch basins	Need storm drain covers.

Government Structure Options

As lead agency for the Los Angeles County NPDES MS4 Stormwater Permit, the County Department of Public Works (DPW) is studying various alternatives for financing the costs associated with meeting the RWQCB requirements for filtering, maintaining, and monitoring the stormwater systems. Potential options include increasing the countywide stormwater assessment charge, bond finance, and creation of countywide or watershed-based entities through JPA or special district formation. The DPW indicated that the study is in its early stages, that special district formation is only one of many alternatives, and that the various government structure options would be analyzed and discussed amongst the agencies for quite some time.

STREET MAINTENANCE

Street maintenance services in the MSR area are provided by the cities, the County, and private companies. Most of the cities provide street maintenance services directly, while the cities of Bradbury, La Cañada Flintridge, Rosemead, South El Monte, and Temple City contract with the County and private providers. Several of the direct street maintenance providers contract with private providers for specific street services such as asphalt overlay and street sweeping. Street lighting maintenance is provided the cities, the County, and by Southern California Edison (SCE). SCE provides street lighting maintenance solely to the cities of Bradbury, Irwindale, and South El Monte and partly to the cities of Alhambra, Arcadia, La Cañada Flintridge, Rosemead, Sierra Madre, and Temple City.

Table 4-3: Street Maintenance Service Configuration

Agency	Asphalt Overlay/ Slurry Sealing	Street & Pot Hole Repair	Sidewalk, Curb & Gutter Repair	Street Painting & Marking	Street Sweeping	Maintain Street Signs	Maintain Intersection Signals
Alhambra	Direct	Direct	Direct	Direct	Direct	Direct	Direct
Arcadia	Private	Direct	Direct	Direct	Direct	Direct	Direct
Bradbury	LA County	LA County	LA County	LA County	LA County	LA County	LA County
Duarte	Private	Direct	Private	Private	Private	Private	Private
El Monte	Private	Direct	Direct	Direct	Private	Direct	Direct
Irwindale	Private	Direct	Direct	Direct	Direct	Direct	Direct
La Cañada	LA County	Private	Private	Private	Private	Private	Private
Monrovia	Private	Direct	Direct	Direct	Direct	Direct	Direct
Montebello	Private	Direct	Private	Direct	Private	Direct	Direct
Monterey Park	Private	Direct	Direct	Direct	Private	Direct	Direct
Pasadena	Direct	Private	Direct	Direct	Direct	Direct	Direct
Rosemead	LA County	LA County	LA County	LA County	LA County	LA County	LA County & Monterey Park
San Gabriel	Private	Direct	Direct	Direct	Private	Direct	Direct
San Marino	Private	Direct	Direct	Direct	Private	Direct	Private
Sierra Madre	Private	Direct	Direct	Direct	Private	Direct	Direct
South El Monte	LA County	LA County	LA County	LA County	LA County	LA County	Private
South Pasadena	Private	Direct	Direct	Direct	Direct	Direct	Direct
Temple City	Private	LA County	LA County	LA County	LA County	LA County	LA County

Several agency capital street programs include annual asphalt overlay and slurry sealing. Other street infrastructure is repaired as problems occur or as demand increases. Several of the cities provide daily regular and emergency street service and contract with private providers for larger capital projects.

Street infrastructure needs in the MSR area include the following:

- **Alhambra** - Concrete sidewalk, curb and gutter repair of 48,000 square feet of sidewalk bounded by Los Higos St. on the north, Almansor St. on the west, and Valley Blvd. on the south. In addition to street widening and improvements needed on Fremont Ave. that includes street overlay/paving and installation of decorative median strips.

Table 4-4: Street Miles and Street Lights

- **Arcadia** - Rehabilitation of Colorado Place and Huntington Drive are needed as well as new traffic signals at Live Oak and El Monte Ave. Several street overlays are needed, as part of the cities Pavement Management Program as well as intersection reconstruction at Foothill and Michillinda Blvd.
- **Bradbury** - Bradbury Road needs to be widened.
- **La Cañada Flintridge** - The City maintains an annual resurface and slurry seal program with current resurfacing needs in Old Town. Curb and gutter improvements are needed on Baptiste Way and street and traffic signal improvements are needed at Foothill Blvd. and Angeles Crest Highway.
- **Monrovia** - Street resurfacing and slurry sealing are needed in various locations citywide. Several streets need to be widened including Washington Blvd., Wilcox Ave., and Vail Ave.
- **Montebello** - Slurry seal and traffic signal improvements are needed in various locations as well as street improvements to Garfield Ave.
- **Monterey Park** - Street overlay is needed on Atlantic Blvd., Newark Ave. and Avondale. The City's annual slurry seal program is maintained to extend the life of local streets.
- **Pasadena** - Several asphalt overlays of streets are needed throughout the City. Alleys and concrete street improvements are needed citywide as well as bridge rehabilitation and retrofit of several city bridges.
- **Rosemead** - Street improvements are needed on Ralph/Olney, as well as on San Gabriel and Valley Blvd.

Agency	Street Miles	City Owned Street Lights
Alhambra	150.7	6,500
Arcadia	148.0	1,700
Bradbury	3.4	None
Duarte	50.0	550
El Monte	NP	NP
Irwindale	27.5	None
La Cañada Flintridge	NP	NP
Monrovia	100.0	1,360
Montebello	125.0	3,682
Monterey Park	119.3	365
Pasadena	320.0	18,000
Rosemead	76.8	61
San Gabriel	72.0	700
San Marino	62.6	1,949
Sierra Madre	35.0	20
South El Monte	55.0	None
South Pasadena	59.0	1,616
Temple City	36.0	1,000

- **San Gabriel** - The City budgets one million per year to fund street rehabilitation and maintenance projects. In the next five years, street projects include gutter construction, sidewalk and curb repairs, and pavement rehabilitation.
- **San Marino** - Various locations throughout the City need street asphalt overlay and slurry seal. During a recent assessment, 5.5 percent of street pavement was classified as in poor condition. Street light improvements are also needed throughout the City.
- **Sierra Madre** - Various street improvements are needed citywide, including rehabilitation, slurry seal, and asphalt overlay.
- **South Pasadena** - Street improvements are needed on Oakhill Ave. Various slurry sealing and repaving are needed throughout the City.
- **Temple City** - Citywide traffic signal upgrades are needed as well as traffic sign upgrades. A new traffic signal is needed at the Rosemead and Hermosa intersection. Resurfacing is needed on Baldwin Ave., Garibaldi, Hermosa, and Broadway. A recent citywide streetlight master plan indicated the City is deficient by 1,095 streetlights.

Los Angeles County Public Works Department

The Los Angeles County Public Works Department provides street maintenance services to all of the unincorporated areas in the MSR area and to the cities of Bradbury, La Cañada Flintridge, Rosemead, South El Monte, and Temple City.

The County maintains over 3,100 miles of roads and local streets in the unincorporated areas and over 1,700 miles in 22 incorporated cities. County Public Works maintains streets, signalized intersections, traffic and street name signs, streetlights, as well as pavement markings, painted curbs, and raised traffic markers. The street services include street sweeping, pothole repair, and tree trimming. The County also provides road design and improvements, check plans, and road inspections.

Service Challenges

Street maintenance service challenges in the MSR area include high traffic flow areas and continued street damage from water flows. The City of Irwindale has several arterial roadways, Arrow Highway, Foothill Blvd., Irwindale Ave., and Live Oak Ave. that need to be widened due to deficient traffic flow.

The City of La Cañada Flintridge has several water tables and natural springs in the hilly areas of the City that cause water to run down streets and cause damage.

The City of Monterey Park has several arterial roadways with poor traffic flow including Atlantic Blvd., Garfield Ave., Pomona Blvd., and Potrero Blvd.

The City of Pasadena has deficient traffic flow areas along Lake Ave, from 210 Freeway to California Blvd., along Arroyo Parkway from Glenarm St. to Colorado Blvd. and at Pasadena College due to student parking impacts.

In the City of San Gabriel, traffic flow deficiencies exist on Del Mar Ave., Las Tunas Dr., Ramona St., and San Gabriel and Valley Blvd.

In the City of South El Monte, various street sections are deficient for the demands of current traffic flows. The street sections include areas of Garney Ave., Peck and Durfee Roads, Fawcett Ave., and Santa Anita Ave.

In the City of South Pasadena, traffic flow deficiencies exist on Fair Oaks Ave. at the Pasadena Freeway.

Policy Alternatives

No policy alternatives have been identified regarding street maintenance services.

CHAPTER 5: COMMUNITY SERVICES

This chapter discusses the provision of community services—parks, libraries, transportation and housing—in the West San Gabriel area. The section is designed to address questions relating to the efficiency and adequacy of services, the adequacy of infrastructure, along with opportunities for sharing facilities and reducing costs. The chapter provides an overview of the service configuration, current service delivery challenges, and an analysis of any potential policy alternatives relevant to the particular service.

PARKS

There are adequate amounts of park and open space resources in only a few of the cities in the MSR area. Where there is inadequate park space, this is mainly due to lack of land available to the cities. All of the residents have access to regional park space both within and adjacent to the MSR area. Park and recreation service providers in the MSR area include the 18 cities, the County, and the National Park Service.

REGIONAL PARK SERVICE

There are adequate amount of regional open space recreational areas in the MSR area. The County maintains most of the large regional parks in the MSR area including:

- **Eaton Canyon Nature Center, Pasadena and Unincorporated** - This is a 184-acre natural park with five miles of nature trails and an equestrian trail. Other activities include campfire talks, picnics, moonlight walks, bird watching, and guided hikes to the falls. Camping is available for schools, group tours and youth groups.
- **Santa Fe Dam Recreation Area, Irwindale** - This is a 836-acre park that includes a 70-acre lake for sailing, swimming, and fishing; trails for biking and hiking; the newly-opened Santa Fe Dam Nature Center (formerly known as the Peter Schabarum Nature Center) as well as picnic areas and campsites for youth groups.
- **Peck Road Water Conservation Park, Arcadia** - This is a 105-acre lake used for groundwater recharge, located on the site of an abandoned gravel quarry. The park provides opportunities for fishing, biking, hiking, bird watching, and picnicking. The park is located at the headwaters of the Rio Hondo corridor and serves the communities of Arcadia, Monrovia, El Monte, Irwindale, unincorporated County, and nearby Temple City.
- **Whittier Narrows Recreation Area, Unincorporated** - This is a 1400-acre park located just outside the MSR area, but serves San Gabriel Valley residents and provides fishing lakes, picnic areas, playgrounds, an equestrian facility, trails, a multi-purpose athletic complex, a military museum, soccer fields, volleyball courts, and archery, skeet, pistol and trap ranges. The park also features the Whittier Narrows Nature Center, which includes over 200 acres of natural woodland and four lakes.

There are other significant regional recreational facilities including the Santa Anita Park and Racetrack in Arcadia and the Huntington Library Art Gallery and Botanical Gardens in San Marino. The Santa Anita Park and Racetrack is a popular tourist attraction that opened to the public in 1934.

The racetrack is open from December through April of each year. The Huntington Library Art Gallery and Botanical Gardens is a 150-acre private, nonprofit institution that houses a library, art collection, botanical gardens and is a research institution.

The National Park Service maintains the Angeles National Forest, which is partly located within the MSR area. The nation forest mostly occupies territory north of the San Gabriel Valley. The Angeles National Forest contains 650,000 acres of open space and accounts for 72 percent of the open space in Los Angeles County. The Forest's 656,000 acres provide 557 miles of trails, 66 campgrounds, 36 picnic areas, boating and fishing on three lakes, fishing only on two additional lakes, day use at three major recreation areas, four ski areas, managed target shooting areas, five visitor centers, and several off-highway vehicle areas, as well as hunting, stream fishing and sight-seeing opportunities. The Forest coordinates public safety efforts with various local agencies including the CHP and LA County Sheriff and Fire.

LOCAL PARK SERVICE

The National Recreation and Park Association (NRPA) has developed widely-used municipal park space standards. The 1996 NRPA minimum standards for park acres per 1,000 people, park site size, and service area are as follows:

Type of Facility	Minimum Acres Per 1,000 People	Ideal Site Size	Radius of Area Served
Mini Parks	0.25 acres	0.5 – 1.0 acre	0.25 miles
Neighborhood Parks	1.00 acres	5.0 – 10.0 acres	0.25 – 0.5 miles
Community Parks	5.00 acres	30 – 50 acres	0.5 – 3 miles

Table 5-1: Municipal Park Acres per 1,000 People, 2004

All of the cities maintain neighborhood and community parks, except for the City of Bradbury. Although there is ample open-space within the Bradbury city limits, due to the large area of sloping terrain the space is not suitable for development. Bradbury residents have access to these open space areas, which include equestrian, bicycle, and hiking trails. The City of Bradbury General Plan designates 55 acres to open space land use.

Although most of the cities have park space, there are jurisdictions that do not meet the neighborhood parks standard of 1 acre of park space per 1,000 residents. In some cases, these occur in areas of high population

Agency	Total Park Acres	Park Space Per 1,000 People	Population Density
Total MSR Area	3,105.7	3.3	6,096
Alhambra	249.5	2.9	11,457
Arcadia	272.1	4.9	4,976
Bradbury	0.0	0.0	405
Duarte	49.5	2.2	3,369
El Monte	44.8	0.4	11,944
Irwindale	95.0	4.6	2,153
La Cañada	294.3	12.6	2,702
Monrovia	99.8	2.4	3,084
Montebello	76.0	1.2	7,379
Monterey Park	107.5	1.8	7,788
Pasadena	484.8	2.9	7,172
Rosemead	58.0	1.1	10,241
San Gabriel	26.0	0.7	9,519
San Marino	185.0	15.1	3,263
Sierra Madre	143.8	14.2	3,429
South El Monte	636.0	21.9	10,190
South Pasadena	77.6	3.4	6,750
Temple City	22.0	0.8	7,095

density, such as El Monte and San Gabriel. The City of South El Monte, although high in density, contracts for use of school facilities for park and recreational space. Other areas of relatively high population density that lack park and recreational facilities include Alhambra, Monterey Park, Rosemead and Temple City.

Very few cities within the MSR area meet the NRPA Community Parks criterion of at least five acres of park space per 1,000 residents. The only four cities that exceed the NRPA ratio are La Cañada Flintridge at 12.6 acres, San Marino at 15.1 acres, Sierra Madre at 14.2 acres, and South El Monte at 21.9 acres per 1000 residents. Only two other cities are approaching that benchmark – Arcadia and Irwindale.

All of the cities provide a recreation center or some sort of recreational facility, except the City of Bradbury. The cities of San Marino, Montebello, and South El Monte contract for use of school facilities. The various recreational programs include youth and adult programs. Ten of the 18 cities operate a senior center, while the City of La Cañada Flintridge has a privately operated senior center within its city limits. Additional recreational facilities include skate parks, municipal pools, fitness centers, sport fields, and playgrounds.

For most of the cities, park maintenance services are provided directly. The cities of Arcadia, Duarte, La Cañada Flintridge, and Temple City contract with private providers, while the cities of Monterey Park and South Pasadena provide services directly and contract with private providers for part of the services. The City of Bradbury contracts with the City of Monrovia and private providers.

Infrastructure Needs and Deficiencies

Table 5-2: Park Facility Needs and Deficiencies

Agency	Facility Needs/Deficiencies
Alhambra	The City requires replacement of playgrounds with ADA accessible equipment, replacement of picnic tables and benches, irrigation lines, and a roof on various park structures.
Arcadia	ADA upgrades to playground equipment, a new gymnasium, and a new multi-purpose sports field.
Duarte	Replacement of playground equipment which are out of compliance with new safety standards.
La Cañada	Playground equipment replacement and improvements and new trail construction in Cherry Canyon.
Monrovia	Grand Avenue Park needs irrigation improvements and Recreation Park needs baseball field improvements; no available funding has been identified.
Montebello	Grant Rea Park restrooms are in need of renovation.
Pasadena	Playground equipment safety upgrades and replacements. Inadequate space at Robinson Park facilities for recreation activities; needs a new recreation center.
San Marino	Lacy Park is in need of irrigation improvements.
Sierra Madre	Memorial Park restrooms are in need of renovation.
South Pasadena	Security lighting is needed at Eddie Park, as well as new playground equipment.
Temple City	Damaged concrete at Temple City Park needs to be replaced, as well as renovation of athletic field.

The County of Los Angeles Department of Parks Recreation operates a variety of local parks in unincorporated communities, with the exception of Arcadia Park, which is a County facility in the City of Arcadia:

- **Charles C. Farnsworth Park, Altadena** – This site provides sport facilities, a recreation center, picnic areas, and playgrounds.
- **Arcadia Park, Arcadia** – This site provides sport facilities, a recreation center, picnic areas, and playgrounds.
- **Pamela Park, Duarte** – This site provides basketball courts, a recreation center, picnic areas, and playgrounds.
- **Michillinda Park, Pasadena** – This site provides picnic areas and playgrounds.

There are four County golf courses, four municipal, and one private golf course in the MSR area. The County golf courses include Santa Anita, Eaton Canyon, Altadena, and Whittier Narrows. The private golf course is the San Gabriel Country Club; the municipal public golf courses are the Montebello Country Club, and the Alhambra, Arcadia, and Pasadena Public Golf Courses.

Policy Alternatives

No policy alternatives have been identified regarding parks and recreation services.

LIBRARIES

Library services in the MSR area are provided by the cities of Alhambra, Arcadia, Irwindale, Monrovia, Monterey Park, Pasadena, San Marino, Sierra Madre, and South Pasadena, the Altadena Library District, and the County of Los Angeles. The other nine cities in the MSR area contract with the County for library services.

Library Resources⁵⁰

Table 5-3: Library Resources

Service Provider	Library Service Outlets	Librarian FTE	Total FTE	Pop Served Per FTE	Service Area Per Outlet	Book Volumes	Book Volumes Per Capita
Alhambra	1	8	32.2	2769	7.63	154,001	1.73
Altadena Library District	2	6.5	22.9	2142	0.00	136,632	2.78
Arcadia	1	11.5	29.25	1881	11.11	152,709	2.78
Irwindale	1	1	3.48	445	9.63	23,393	15.11
Monrovia	1	9.5	18.57	2049	13.75	122,247	3.21
Monterey Park	1	6.71	32.12	1985	7.74	165,972	2.60
Pasadena	10	39	123.02	1139	2.31	757,748	5.41
San Marino	1	4.5	17	781	3.77	104,073	7.84
Sierra Madre	1	4.5	11.35	958	2.96	56,708	5.22
South Pasadena	1	7.4	21.5	1162	3.42	105,181	4.21
LA County	89	250	1,182	8396	34.19	8,195,062	2.31

⁵⁰ California State Library, Library Development Services Bureau, 2004.

Facilities

The County operates 11 library facilities in the MSR area while, 20 library facilities are operated by direct providers. The city and County library facilities with needs and deficiencies include the following:

- **Arcadia** - Exterior improvements are needed to the library to allow better vehicular and pedestrian circulation.
- **Monrovia** - The City recently completed an EIR for a new Library building to replace existing structure, which is 41 years old.
- **Monterey Park** - The City's Library building needs renovation; in December of 2003 the California State Library Bond selected Monterey Park for an \$8.9 million bond grant, which covers 65 percent of the construction costs to double the size of the library.
- **San Marino** - The current library facility is beyond capacity and needs to be expanded or replaced and only minimal funding has been identified.
- **Sierra Madre** - The library building is in need of expansion or replacement.

Service Demand

Table 5-4: Library Service Circulation, FY 02-03

The cities of San Marino and South Pasadena have the highest circulation per capita. The City of Pasadena has almost four times the amount of borrowers than the City of Alhambra, which has the second largest amount of borrowers. The City of Pasadena also has the most library facilities in the MSR area, behind the County by one. The County and the Altadena Library District have the lowest circulation per capita.

Service Provider	Borrowers	Total Circulation	Circulation per Capita
Alhambra	68,316	537,775	6.03
Altadena Library District	32,413	153,112	3.12
Arcadia	56,925	642,942	11.69
Irwindale	683	7,557	4.88
Monrovia	30,456	175,825	4.62
Monterey Park	40,968	536,692	8.42
Pasadena	270,768	1,544,153	11.02
San Marino	15,130	177,557	13.38
Sierra Madre	11,334	100,278	9.22
South Pasadena	29,333	332,563	13.32
LA County	2,201,150	15,912,865	4.48

Policy Alternatives

No policy alternatives have been identified regarding library services.

TRANSPORTATION

Regional transportation providers include the Metropolitan Transportation Authority (MTA) and the Foothill Transit Authority (FTA). MTA public transit services include fixed route bus service and a light rail system that provider service throughout Los Angeles County. The FTA provides fixed route bus service throughout the San Gabriel and Pomona Valleys.

Transportation providers are regulated by the California Public Utilities Commission.

Table 5-5: West San Gabriel Valley Public Transit Services

Service Area	Transportation Provider	Name	Service
Alhambra	Private	Alhambra Community Transit (ACT)	General public fixed route transit
	Private	Southland Transit Inc.	General public fixed route transit and senior rides
Arcadia	Direct	City of Arcadia Transit	General public fixed route transit
	Private	Southland Transit Inc.	General public fixed route transit
	JPA	Foothill Transit Authority	General public fixed route transit
Bradbury	JPA	Foothill Transit Authority	General public fixed route transit
Duarte	Direct	Duarte Transit System	General public fixed route transit
	JPA	Foothill Transit Authority	General public fixed route transit
El Monte	Private	Southland Transit Inc.	General public fixed route transit and Dial-A-Ride
	JPA	Foothill Transit Authority	General public fixed route transit
Irwindale	JPA	Foothill Transit Authority	General public fixed route transit
La Cañada	Contract with City	City of Glendale, Beeline Transit System	General public fixed route transit
Monrovia	JPA	Foothill Transit Authority	General public fixed route transit
	Private	Southland Transit Inc.	Dial-a-Ride and fixed route trolley service
Montebello	Direct	Department of Transportation	General public fixed route transit and Dial-A-Ride
Monterey Park	Private	Parking Concepts, Spirit Bus Service	General public fixed route transit
Pasadena	Direct	Pasadena Area Rapid Transit System	General public fixed route transit
	Direct	Dial-A-Ride	Dial-A-Ride service for elderly and disabled
Rosemead	Contract with City	City of Montebello	General public fixed route transit and Dial-A-Ride
	Direct	Rosemead Shopper Shuttle	fixed route transit
San Gabriel	Direct	Senior Dial-A-Ride	Dial-A-Ride
San Marino	Contract with City	City of Pasadena	Dial-A-Ride service for elderly and disabled
Sierra Madre	Private	Laidlaw	General public fixed route transit
South El Monte	JPA	Foothill Transit Authority	General public fixed route transit
South Pasadena	Direct	South Pasadena Gold Link	General public fixed route transit
Temple City	Private	Diversified Paratransit	Dial-A-Ride Service
		Foothill Transit Authority	General public fixed route transit

HOUSING

This section covers housing affordability, housing needs, and housing construction in the MSR area.

Affordability

Generally, housing prices in the MSR area is consistent with what is occurring countywide. The cities of Bradbury, La Cañada Flintridge, and San Marino are significantly higher than the countywide median, as demonstrated in figure 5-4. The median price for an owner-occupied home countywide was \$209,300, according to the 2000 Census. In Bradbury, the median home price was \$644,900. In La Cañada Flintridge, the median home price was \$587,800. In San Marino, the median home price was \$690,800. The cities that were 25 percent lower than the county median were the cities of El Monte and South El Monte.

Housing Needs

The Regional Housing Needs Assessment (RHNA) quantifies the need for housing within each jurisdiction between 1998 and 2005. RHNA is determined by SCAG based on growth forecasts, vacancy needs and replacement needs. Growth forecasts are based on the most current Census data, general plan information, historical growth patterns and projected job creation. The RHNA future housing needs project the needs for families at different income levels.

Figure 5-6: Median Price Home, 2000

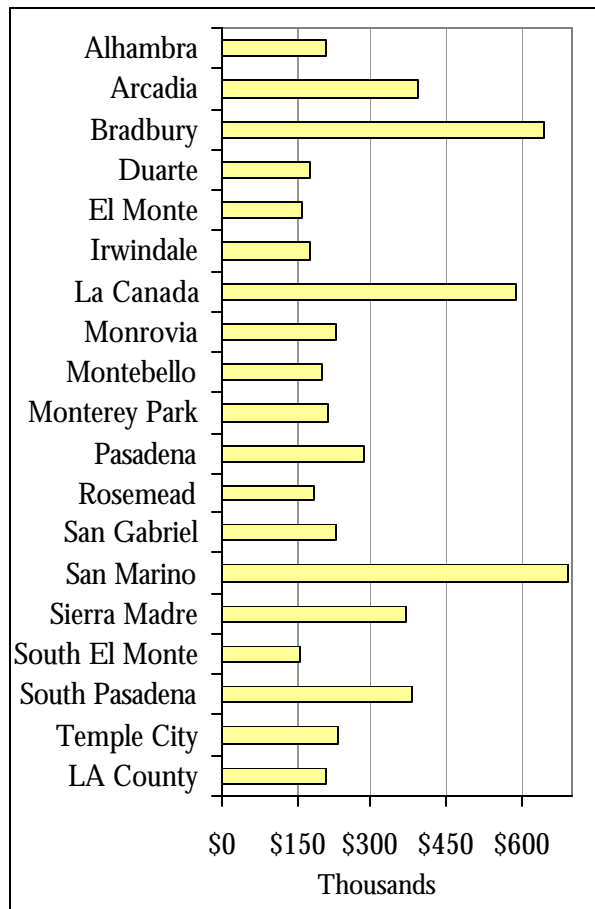


Table 5-7: RHNA Housing Needs, 1998-2005

For the cities in the West San Gabriel area, RHNA projected a need for 8,053 new units to be constructed between 1998 and 2005. Most of the needed housing construction was allocated to the cities of Alhambra, El Monte, and Pasadena.

For all of the cities, the actual housing constructed through April 2004 was available. In the cities of Arcadia, Bradbury, La Cañada Flintridge, Monterey Park, Pasadena, Sierra Madre, and Temple City, actual housing unit construction has already exceeded the RHNA housing needs.⁵¹ The cities of El Monte and Monrovia are within ten percent of meeting their housing need. All of the other cities still need additional housing constructed in order to meet the RHNA projection. Collectively, the housing need for all of the cities in the MSR area was met.

Agency	Total	Income Level			
		Very Low	Low	Moderate	Above Moderate
Total Cities	8,053	2,000	1,350	1,601	3,102
Alhambra	973	263	185	214	311
Arcadia	460	55	32	46	327
Bradbury	12	2	1	1	8
Duarte	354	78	64	85	127
El Monte	1,186	320	214	237	415
Irwindale	27	6	5	6	10
La Canada	133	20	15	21	77
Monrovia	304	76	52	70	106
Montebello	563	163	107	118	175
Monterey Park	312	94	53	59	106
Pasadena	1,777	462	284	338	693
Rosemead	776	202	132	155	287
San Gabriel	300	78	57	63	102
San Marino	0	0	0	0	0
Sierra Madre	89	15	13	17	44
South El Monte	111	31	20	21	39
South Pasadena	206	35	31	45	95
Temple City	161	34	31	35	61

Housing element law, enacted in 1969, mandates that local governments adequately plan to meet the existing and projected housing needs of all economic segments of the community. The law acknowledges that, in order for the private market to adequately address housing needs and demand, local governments must adopt land use plans and regulatory systems, which provide opportunities for, and do not unduly constrain, housing development. As a result, housing policy in the State rests largely upon the effective implementation of local general plans and, in particular, local housing elements. Housing element law also requires the Department of Housing and Community Development (HCD) review local housing elements for compliance with State law and to report its written findings to the local government.

⁵¹ Source for actual housing unit construction is U.S. Census Bureau Building Permit database.

Municipalities are required to update the housing element of their respective general plans every five years.⁵² Of the 18 cities in the MSR area, 60 percent are in compliance. As of June 4, 2004, the cities of La Cañada Flintridge, Montebello, and Temple City were not in compliance.⁵³

⁵² California Government Code §65588.

⁵³ HCD Housing Element Compliance Report, June 4, 2004. Duarte, Irwindale, San Marino, and South Pasadena submitted updated housing elements to LAFCO in response to the Request for Information.

CHAPTER 6: MSR CONCLUSIONS

This chapter sets forth recommended findings with respect to the nine service-related evaluation categories based upon this review of municipal services for the West San Gabriel MSR area.

INFRASTRUCTURE NEEDS OR DEFICIENCIES

This determination refers to the adequacy of existing and planned public facilities in accommodating future growth and the efficient delivery of public services. The adequacy of public facilities depend on supply factors—location, regulatory and environmental constraints on the facility, capacity, condition, and other quality indicators—and demand factors—current and future customer base size, customer characteristics affecting service demand, proximity to related service providers like hospitals, and complexities such as terrain and elevation. In addition, the analysis considered infrastructure duplication among neighboring providers.

Police Service

Among the 13 police service providers in the MSR area, the Irwindale, San Gabriel and Altadena stations were described as in need of replacement. None of the three jurisdictions has identified financing for facility replacement. Three jurisdictions—El Monte, Irwindale, and Monterey Park—described their dispatch technology as outdated, and indicated that infrastructure needs include upgrades in dispatch technology. Irwindale also needs a new dispatch center. South Pasadena indicated that dispatch mobile data terminals are outdated and need to be upgraded. The Sheriff's Temple police station indicated that the dispatch center is in poor condition and needs to be upgraded.

Fire and Paramedic Service

Montebello and Monterey Park identified areas that could not be properly served without additional fire stations. Montebello plans to finance the new station through development fees, but Monterey Park has not identified financing.

Among the existing 46 fire stations in the MSR area, five were described as deficient and in need of replacement. The deficient stations include a Montebello fire station, two fire stations in Monterey Park, a fire station in Pasadena, and a fire station in San Gabriel. The CFPD fire station in La Cañada Flintridge is also deficient, and in need of capital improvements. Pasadena's training facility is deficient, according to the Insurance Services Office. Both San Gabriel and Sierra Madre identified fire stations in need of renovation or expansion.

Water

According to a detailed MSR study of water providers in the MSR area prepared by Dudek and Associates ("Water MSR"), water supply is adequate to meet expected future demand. Although no infrastructure needs or deficiencies were identified that would affect the ability of the agencies to provide service, there are infrastructure needs, according to the Water MSR.

Wastewater

The wastewater trunk lines serving the MSR area are at or approaching capacity. An Alhambra study found that its trunk sewers are at capacity, and Pasadena reported that its trunk lines block and back up often. San Gabriel and Monterey Park also reported frequent sewage back-ups in their systems.⁵⁴

The capacity of the Los Angeles-Glendale Water Reclamation Plant has been reduced in order to remove nitrogen from the effluent prior to discharge into the Los Angeles River. This reduced capacity could affect the western portions of La Cañada Flintridge, where a sewer collection system is being installed for conveying waste to the Los Angeles-Glendale facility. South Pasadena reported that its western areas also flow into the City of Los Angeles system, and that the City of Los Angeles has recently lifted a moratorium on new sewage connections in the area.

Portions of Bradbury, Sierra Madre, and unincorporated areas near San Marino are on septic systems, which are subject to failure and potential groundwater contamination, if not properly maintained.

Solid Waste

The MSR area, like the County as a whole, is rapidly exhausting landfill capacity. The primary landfills where solid waste is disposed will be closing between 2013 and 2019. Beginning in 2010, waste generated in the MSR area will begin to be exported by rail to remote landfills outside the County.

Stormwater

The jurisdictions in the MSR area are under new requirements—the Clean Water Act and related Regional Water Quality Control Board regulations—to install, inspect and maintain catch basins in their storm drains to prevent trash from flowing into Long Beach and the Pacific Ocean.

The jurisdictions are also responsible for monitoring commercial and industrial discharges into the stormwater system, and identifying illicit wastewater connections into the stormwater system. The agencies face significant challenges in financing the infrastructure and staffing levels to meet the regulatory requirements.

Streets

All of the cities face ongoing needs for resurfacing, slurry-sealing, traffic signals, and street widening in high-traffic areas. The cities address these needs through capital improvement programs, and have access to special funds to finance ongoing needs. La Cañada Flintridge faces particular challenges in hillside areas where water damage is extensive. A recent Temple City study found that city has extensive street light deficiencies.

⁵⁴ The primary provider of wastewater trunk lines, treatment and disposal services is the County Sanitation Districts. The County Sanitation Districts span multiple MSR areas, and are being reviewed in a separate MSR report focused on all County Sanitation District operations.

Parks

Park availability in six cities does not meet national guidelines for at least 2.5 acres of park land per 1,000 residents. Specifically, El Monte, Montebello, Monterey Park, Rosemead, San Gabriel and Temple City do not meet the guidelines. Rosemead and El Monte are located adjacent to South El Monte where there is a surplus of park land. Monterey Park and San Gabriel generally lack available parcels. Potential park sites exist in hillside areas in Temple City and wildland areas in Montebello.

Libraries

San Marino and Sierra Madre reported that existing library facilities are deficient in meeting service demand, and require expansion or replacement.

Housing

Municipalities are required to update the housing element of their respective general plans every five years to plan to meet the existing and projected housing needs of all economic segments of the community. The cities of La Cañada Flintridge, Montebello, and Temple City were not in compliance with this requirement as of June 4, 2004.

GROWTH AND POPULATION PROJECTIONS

Over the next 20 years, the MSR area population is projected to grow at about one percent annually, roughly the same rate of growth as in the County as a whole. The MSR area population is currently 935,000, and is expected to reach 1,092,000 by the year 2025.

The most rapid growth in the residential population is anticipated in the unincorporated communities, Monterey Park, San Gabriel, El Monte, Irwindale, and Bradbury. The pace of growth in the unincorporated areas and El Monte is expected to slow in the long-term.

The daytime population (job base) is projected to grow most quickly in Irwindale, Alhambra and Arcadia.

Most of the cities identified residential growth areas and opportunities as primarily involving infill development and redevelopment. Specific growth areas include Arcadia areas near the Race Track and in hillside areas, Irwindale growth on inactive quarry sites, Montebello growth on an 800-acre wildland site being developed, Monrovia growth in the Santa Fe Depot and Myrtle Avenue areas, Monterey Park growth on Corporate Center Drive, Pasadena growth in the Arroyo Parkway area, and Temple City growth in the Mission Street area.

Non-residential growth areas include downtown Alhambra, entertainment potential between the Santa Anita Race Track and the Santa Anita Fashion Park mall, southern Arcadia industrial areas, the 800-acre wildland site in Montebello that is being developed, former gravel mining pits in Irwindale, and the Olive Pit site in Irwindale. In unincorporated territory adjacent to South El Monte, the El Monte U.S. Army Reserve Center may be decommissioned in the long-term, which would open up a potential growth area.

Most of the jurisdictions cited a shortage of vacant, developable land as a significant growth constraint. In the foothill cities, topography and related concerns about fire, flood hazard, and street

access in hillside areas were also cited as growth constraints. Community preferences in Bradbury, La Cañada Flintridge, San Marino, and Temple City were also cited as growth constraints. The area's growth is constrained by an environmentally degraded watershed, and related regulatory constraints imposed on stormwater and wastewater services.

Police Service

Serious crime tends to vary over the course of the business cycle, rising along with unemployment. Crime and calls for police service in the MSR area have declined in recent years. Over the same time period, paradoxically, the resident population has increased. Future demand for police service is unknown, but is expected to grow during times of relatively high unemployment.

Fire and Paramedic

Service calls for fire and paramedic providers have been increasing, and are expected to continue growing as a result of population growth and the aging of the population. Demand growth will be affected by the availability of alternative services like primary care and telephone-based service, and demand management practices, such as better fire prevention training, fire code improvements, and building rehabilitation.

Water

In addition to residential population growth, water demand is affected by economic growth among commercial and agricultural water users, temperature, rainfall, household size, conservation efforts, and pricing.

Wastewater

Wastewater service demand is affected by growth in the residential and visitor populations as well as rainfall. Wastewater demand is expected to grow over the next several years along with the population.

Solid Waste

The amount of solid waste disposed has declined over the last decade. Assembly Bill 939 mandates that cities must have 50 percent less trash going to landfills in the year 2000 than it was estimated to be sending in 1990, although not all of the cities in the MSR area have achieved this goal. Solid waste demand is expected to decline at a more rapid rate in the coming years.

Stormwater

The demand for stormwater facilities is projected to increase due to population growth and growth in the proportion of the surface paved. Rainfall is unpredictable, and has a significant effect on stormwater demand.

Street Maintenance

The use of streets is expected to increase along with the projected residential population and to also be affected significantly by the daytime population.

Parks

The use of parks is expected to increase along with the projected residential population.

Libraries

The use of libraries is expected to increase along with the projected residential population.

Transportation

The use of public transportation services is expected to increase due to population growth and growth in the senior population receiving Dial-a-Ride services.

FINANCING CONSTRAINTS AND OPPORTUNITIES

Under this determination, a community's public service needs are weighed against the resources available to fund the services. The municipal service review identified the financing constraints and opportunities that have an impact on the delivery of services.

General fund revenues per capita are most ample in Pasadena, Irwindale, Bradbury and San Marino where revenues per capita exceed the countywide average of \$552. In the remainder of the cities in the MSR area, revenues per capita are less than the countywide average. In Rosemead, Temple City, and South El Monte, general fund revenues per capita were less than half of the countywide average.

Contingency reserves and unreserved fund balances are one indicator of the financial health of a local agency. Bradbury, Duarte and Montebello did not maintain contingency reserves. The remainder of the jurisdictions maintained fund balances that meet Government Finance Officers Association recommendations.

Long-term debt per capita was highest in Pasadena and Sierra Madre. Seven of the 18 cities had outstanding long-term debt from bonded indebtedness. The remaining 11 cities have no outstanding bonded debt.

Financing constraints will affect the ability to finance not only major infrastructure needs such as stormwater treatment and centralized wastewater treatment, but also infrastructure needs like fire station construction, parks, street improvements and libraries.

Agencies providing municipal services are heavily dependent on State funding. Past and proposed preemption of certain revenue sources (i.e., VLF and property tax) has made major revenue streams vulnerable.

In FY 2002-03, \$4.9 billion statewide was shifted from local agencies to local schools due to the State Education Revenue Augmentation Fund (ERAF) created in the 1990s. As a result, city property tax shares are an average of 25% lower.

Cities rely heavily on a portion of the State-collected VLF. Since 1998, these revenues have been steadily reduced and backfilled by the State. Some State-proposed changes to VLF, and to VLF related revenue programs might further reduce this critical revenue source.

Municipal service providers are constrained in their capacity to finance services by the inability to increase property taxes, requirements for voter approval for new or increased taxes, and requirements of voter approval for parcel taxes and assessments used to finance services.

Financing opportunities that do not require voter approval include imposition of or increases in fees to more fully recover the costs of providing services, including false alarm fees, development impact fees, land dedications for fire station sites and fire infrastructure construction, and other fees to recover the actual cost of services provided. Agencies may also finance many types of facility improvements through bond instruments that do not require voter approval.

Financing opportunities that require voter approval include special taxes such as parcel taxes, increases in general taxes such as utility taxes, sales and use taxes, business license taxes, and transient occupancy taxes. Agencies may finance facilities with voter-approved (general obligation) bonded indebtedness. Communities may elect to form business improvement districts to finance supplemental services, or Mello-Roos districts to finance development-related infrastructure extension.

Additional financing opportunities involve the issuance of parking and moving citations. The cities ranged from issuing a low of 21 citations per 1,000 population to a high of 683 citations per 1,000 people. Cities with relatively inactive citation programs may wish to consider collaborating with another service provider, such as the traffic enforcement that Calabasas conducts on behalf of its neighboring cities.

Stormwater infrastructure financing opportunities include bonded indebtedness. The City of Los Angeles is submitting a ballot measure to use this approach to finance stormwater system improvements to the voters in November 2004.

COST AVOIDANCE OPPORTUNITIES

This determination relates to identifying service duplication issues, inefficiencies related to overlapping boundaries, and cost reduction opportunities related to economies of scale. The municipal service reviews shall identify cost avoidance opportunities by assessing duplicative services, duplicative costs, and other inefficiencies.

Law enforcement agencies indicated that regional collaboration efforts have reduced costs and provided the agencies access to service they could not otherwise afford. The agencies identified a number of opportunities for additional regional collaboration that could potentially lead to cost savings.

Several fire service providers indicated that regional sharing of training facilities and classes could reduce costs.

There may also be opportunities to reduce stormwater-related water quality regulatory costs through regional collaboration by reaping economies of scale.

OPPORTUNITIES FOR RATE RESTRUCTURING

Municipal service reviews describe the existing rate structure and compare it with those of neighboring service providers, where relevant. Service reviews identify strategies for rate restructuring, which would further the LAFCO mission of ensuring efficiency in providing public services. Further, the service review will assess conditions that may impact future rates. The service review may identify opportunities for rate reductions through annexations or other reorganizations.

Wastewater rates charged by the County Sanitation Districts are likely to increase in the long-term to finance new regulatory requirements.

Solid waste disposal rates at the Puente Hills Landfill—the primary landfill destination for trash originating in the MSR area—are expected to increase due to the gradual phase-in of more expensive rail shipment of waste to remote landfills in Riverside and Imperial counties.

OPPORTUNITIES FOR SHARED FACILITIES

Under this determination, LAFCO may consider how sphere of influence changes could create better opportunities for agencies to share facilities and eliminate costly duplications of service. The service review identified facilities used by local government agencies providing municipal services on the island as well as contract service providers. The service review evaluated whether efficiencies can be achieved by accommodating the facility needs of adjacent agencies, and assessed the compatibility between the facility needs of neighboring service providers. Options for planning for future shared facilities and services were also considered.

Police

Law enforcement agencies already engage in extensive sharing of resources and facilities. Future opportunities include regionalized dispatch, SWAT, and holding facilities. The City of Irwindale offers use of its records and CAD storage.

Fire

Opportunities for shared facilities identified by the agencies include a training facility, currently being constructed by the City of Alhambra that could possibly be shared with neighboring cities through a JPA. The City of Monrovia offers the use of its training tower and hosts regional training classes at the training tower.

GOVERNMENT STRUCTURE OPTIONS

Although the objective of the service review is to update spheres of influence, LAFCO may determine that another type of policy change under its jurisdiction is warranted. LAFCO is empowered to initiate certain reorganizations such as district consolidation, dissolution, mergers and subsidiary district (Government Code §56375(a)). The Legislature has also encouraged the Commission to recommend governmental reorganizations to particular agencies in the county, using the spheres of influence as the basis for those recommendations (Government Code §56425 (g)).

No policy alternatives were proposed by the affected agencies. The service review identified one government structure option.

Special District Formation

Special district formation for stormwater financing purposes is a remote, long-term option, and is being studied by the County Department of Public Works, along with a variety of other options.

EVALUATION OF MANAGEMENT EFFICIENCIES

Where there are other potential service providers, the municipal service review shall consider the effectiveness of an agency's internal organization to provide efficient, quality public services. Efficiently managed agencies contain costs and deliver adequate services.

Best management practices are exemplified by Pasadena and Monterey Park. These two cities conduct performance-based budgeting, explicitly connecting measurable workload indicators to department budgets on an annual basis.

Eight of the 18 cities conduct workload monitoring and performance evaluation, and were able to provide recent examples of these efforts. These cities include Alhambra, Irwindale, Monterey Park, Pasadena, San Gabriel, San Marino, Sierra Madre, and South Pasadena. Monrovia indicated that they also conduct workload monitoring and performance evaluation, but failed to provide any recent examples of these efforts.

Three of the cities—Bradbury, Rosemead, and South El Monte—indicated that they neither conduct performance evaluations nor workload monitoring. Three cities—Arcadia, Duarte, and Temple City—conduct performance evaluations but do not monitor workload or productivity. La Cañada Flintridge conducts workload monitoring, but does not conduct performance evaluation.

El Monte and Montebello did not respond to the LAFCO questionnaire regarding management efficiencies.

LOCAL ACCOUNTABILITY AND GOVERNANCE

This determination encompasses multiple policy-making goals. In evaluating spheres of influence and other potential reorganizations, LAFCO will consider which agency best meets the needs and desires of affected residents. In considering local governance issues, LAFCO will solicit and give great weight to the policy proposals initiated by the affected agency. In determining which agency is best poised to serve unincorporated territory, LAFCO shall also give weight to each agency's accountability to affected residents.

The service review documented the local agencies' form of governance, accountability to constituents and contract service recipients. The service review documented the agency's cooperation with LAFCO's requests for information as an indicator of its public accountability.

The service review assessed the agencies' decision-making and operational and management processes, and found that, with few exceptions, the cities, the CFPD, and the independent districts:

- (1) include an accessible and accountable elected or appointed decision making body and agency staff;
- (2) encourage and value public participation; and
- (3) disclose budgets, programs, and plans.

The cities of La Cañada Flintridge, Montebello, and Temple City were not in compliance with the requirement to update the housing element of their general plans every five years.

The cities of El Monte and Montebello did not cooperate fully with LAFCO inquiries. Neither city responded to LAFCO agency-wide questionnaires, although both cities did respond to the police and fire services questionnaires. Both agencies were non-responsive to repeated LAFCO requests for information over the last 18 months. Agencies that did not provide complete data to LAFCO were encouraged to do so during the 30-day period of public comment on the Draft MSR.

CHAPTER 7: SOI UPDATES

This chapter sets forth recommended findings with respect to the four agency-specific determinations related to updating the spheres of influence for the local agencies in the West San Gabriel MSR area.

CITY OF ALHAMBRA

LAFCO has adopted a coterminous sphere of influence (SOI) for the City of Alhambra.

The City is completely surrounded by incorporated areas leaving no annexation or SOI expansion possibilities unless areas were detached from one of the surrounding cities. The sphere is bounded by the City of Los Angeles to the west, the cities of South Pasadena and San Marino to the north, the City of San Gabriel to the east, and the City of Monterey Park to the south.

In its response to the LAFCO Request for Information, the City indicated that it does not propose or anticipate proposing any changes to its SOI.

Expansion of the City's SOI is not recommended at this time. Pursuant to Government Code section 56425, the following determinations are recommended to update the existing SOI.

Present and Planned Land Uses in the Area

The City of Alhambra is primarily a residential community with 69 percent of land use for residential purposes. According to the 1987 General Plan, 12 percent of land use is for commercial use and there are 53 acres of vacant land, of which 41 acres are zoned for residential use. Present land uses in the City of Alhambra mostly include residential, commercial, and open space. Planned land uses in the area include residential and commercial developments.

Present and Probable Need for Public Facilities and Services in the Area

Due to the renaissance of downtown Alhambra and redevelopment activities, the pace of job creation is projected to be much faster in Alhambra than in the MSR area as a whole. The City anticipates that residential growth will primarily involve infill. The need for public facilities and services will grow as the daytime population increases. Similarly, the need for fire, police, water, wastewater, stormwater, street maintenance, parks, and library services is expected to grow as the City's population is expected to increase.

Present Capacity of Public Facilities and Adequacy of Public Service that the Agency Provides or is Authorized to Provide

The properties within the City receive public safety, water, public works, and community services from the City, receive wastewater disposal services from the County Sanitation Districts, and receive refuse collection and transit from private companies.

For the most part, the municipal services provided in this area are adequate. With regard to public services provided to the existing sphere area, the present capacity of public facilities is limited for wastewater service due to trunk lines being at capacity.

Existence of Any Social or Economic Communities of Interest

The City of Alhambra is a dense urban community, with a long and rich history and a high degree of community identity. Communities of interest include historic neighborhoods where the City has set up policies in order for property owners to preserve and reuse historic structures.

Economic communities of interest include the City's Central Business District.

Recommendation

It is recommended that LAFCO retain the existing coterminous SOI for the City of Alhambra at this time.

CITY OF ARCADIA

LAFCO has adopted a sphere of influence (SOI) for the City of Arcadia that includes unincorporated territory to the west and to the southeast end of the city limits. The western SOI area includes territory lying between the city limits of Pasadena and San Marino. The southeast SOI includes territory lying between the city limits of El Monte and Monrovia. All of the SOI areas are fully developed with mostly residential land use and are surrounded by neighboring cities' SOIs.

In the western SOI area, a small area that encompasses Lombardy Road and Locksley Drive is a joint SOI area shared with the City of Pasadena. The joint SOI was adopted by LAFCO in April of 1973 and is located west of Rosemead Boulevard between California Boulevard and Huntington Drive. This joint SOI area is primarily residential, but includes a neighborhood retail center. The joint SOI area can be viewed in Appendix A, Map 4.

The joint SOI area is not contiguous to the Arcadia city limits, and the City does not anticipate annexing the territory that lies between the western city boundary and the affected area. The affected area is primarily residential, and is contiguous to the Pasadena city limits.

In its response to the LAFCO Request for Information, the City indicated that it does not propose or anticipate proposing any changes to its SOI.

Reduction of the City's SOI to remove the joint SOI area is recommended at this time. Pursuant to Government Code section 56425, the following determinations are recommended to update the existing SOI.

Present and Planned Land Uses in the Area

Arcadia is primarily a residential community and is known as the "Community of Homes." Over half of the land in the city (69 percent) is zoned for residential development. Present land uses in the City of Arcadia mostly include residential, commercial, which occupies seven percent of land use, and public facilities, which occupy 13 percent of land use. Planned land uses in the area include residential and commercial developments.

Present and Probable Need for Public Facilities and Services in the Area

The City is growing, as is the unincorporated area in the vicinity of the City. Similarly, the need for fire, water, wastewater, stormwater, street maintenance, parks, and library services is expected to grow in the future.

Present Capacity of Public Facilities and Adequacy of Public Service that the Agency Provides or is Authorized to Provide

The properties within the City receive services from a variety of local agencies. The municipal services provided in this area are adequate. With regard to public services provided to the existing sphere area, the present capacity of public facilities is limited for stormwater in the growing downtown redevelopment area. The City does not currently provide services to the affected joint SOI area.

Existence of Any Social or Economic Communities of Interest

The City of Arcadia has a long and rich history, with a high degree of community identity.

A community of interest includes the joint SOI area with the City of Pasadena, which includes mostly residential development. The joint SOI area consists of low-density homes. The lots are large, with homes for mostly higher income residents. There is a small amount of commercial development at the corner of Rosemead Blvd. and Huntington Drive. With Arcadia's western SOI area dominant with residential development, there is little incentive for the City to annex the territory and City planners do not see it likely that the City will propose the annexation. Annexation proposals are more like to come from area residents or community groups. The residents in the joint SOI area are more likely to identify themselves as Pasadena residents because 1) the high quality of homes which are more consistent with the Pasadena and San Marino communities, 2) all of the residents have Pasadena addresses, and 3) the territory is within the Pasadena Unified School District.

Economic communities within the City include the Santa Anita Race Track and the Santa Anita Fashion Mall, which attract several visitors to the City and offers horse racing events, shopping, and restaurants, other visitor attractions include the Los Angeles County Arboretum and the Arcadia County Regional Park and Golf Course.

Recommendation

It is recommended that LAFCO reduce the City of Arcadia SOI to exclude the joint SOI area shared with the City of Pasadena at this time.

Since the joint SOI area was adopted by LAFCO in 1973, there has been no attempt by the City of Arcadia to annex the territory, nor the adjoining SOI area that extends from the Arcadia city limits at Michillinda Ave. to Rosemead Blvd. The majority of Arcadia's western SOI boundary runs along Rosemead Blvd. except where it extends west into the joint SOI area along East California Blvd. and Huntington Drive. The joint SOI area is surrounded on three sides by unincorporated areas that belong to the SOIs of the cities of Arcadia, Pasadena, and Temple City. The joint SOI area is bordered to the west by the City of Pasadena and by an unincorporated area that does not belong to any city's SOI.

CITY OF BRADBURY

LAFCO has adopted a sphere of influence (SOI) for the City of Bradbury that includes a small unincorporated territory to the south of the city limits, including the southern end of Deodar Lane and the western portion of Bradbury Hills Road. The SOI area is completely surrounded by the Bradbury and Duarte city limits and encompasses a senior housing development.

In its response to the LAFCO Request for Information, the City indicated that it does not propose or anticipate proposing any changes to its SOI.

Expansion of the City's SOI is not recommended at this time. Pursuant to Government Code section 56425, the following determinations are recommended to update the existing SOI.

Present and Planned Land Uses in the Area

The City of Bradbury is a residential community. Present land uses in the City of Bradbury mostly include residential and open space, with no commercial use. Planned land uses in the area include residential developments as well as retention of open space.

Present and Probable Need for Public Facilities and Services in the Area

The City is expected to experience modest growth. Similarly, the need for fire, water, wastewater, stormwater, street maintenance, parks, and library services is expected to grow modestly in the future.

Present Capacity of Public Facilities and Adequacy of Public Service that the Agency Provides or is Authorized to Provide

The properties within the City receive services from a variety of local agencies. The municipal services provided in this area are adequate. With regard to public services provided to the existing sphere area, the present capacity of public facilities is limited for wastewater. About half of the community currently lacks central wastewater treatment services, and relies instead on septic systems.

Existence of Any Social or Economic Communities of Interest

The City of Bradbury has a long and rich history, with a high degree of community identity. The City is a small residential community with no commercial or industrial development. A community of interest is the Royal Oaks Manor senior housing development located in the City's SOI.

Recommendation

It is recommended that LAFCO retain the existing SOI for the City of Bradbury at this time.

CITY OF DUARTE

LAFCO has adopted a sphere of influence (SOI) for the City of Duarte that includes an area southwest of the city. The area is bordered by the City of Monrovia to the north, the City of Irwindale to the south and follows South California Avenue to the west. The Duarte SOI area is completely surrounded by neighboring cities SOIs.

In its response to the LAFCO Request for Information, the City indicated that it does not propose or anticipate proposing any changes to its SOI.

Expansion of the City's SOI is not recommended at this time. Pursuant to Government Code section 56425, the following determinations are recommended to update the existing SOI.

Present and Planned Land Uses in the Area

The City of Duarte is a residential community, with commercial development located along Huntington Drive. Present land uses in the City of Duarte mostly include residential, commercial, and public facilities. Planned land uses in the area include residential and commercial developments.

Present and Probable Need for Public Facilities and Services in the Area

The City is growing, as is the unincorporated area in the vicinity of the City. Similarly, the need for fire, water, wastewater, stormwater, street maintenance, parks, and library services is expected to grow in the future.

Present Capacity of Public Facilities and Adequacy of Public Service that the Agency Provides or is Authorized to Provide

The properties within the City receive services from a variety of local agencies. With regard to public services provided to the existing sphere area, the present capacity of public facilities is limited for wastewater due to trunk line capacity issues and septic system usage in the northern edge of the City. The City did not maintain any contingency reserves in the most recent fiscal year, and the City did not submit a capital improvement plan. Hence, the capacity and adequacy of public facilities is unknown.

Based on the information submitted, wastewater and solid waste recycling services provided in this area are not adequate. Further, the City does not appear to have financing available to extend municipal services to unincorporated territory.

Existence of Any Social or Economic Communities of Interest

The City of Duarte has a long and rich history, with a high degree of community identity. Economic and social communities of interest include the Duarte Performing Arts Center and Civic Center area, where a large portion of commercial development in the City is located.

Recommendation

It is recommended that LAFCO retain the existing SOI for the City of Duarte at this time.

CITY OF EL MONTE

LAFCO has adopted a coterminous sphere of influence (SOI) for the City of El Monte. The SOI is bounded by the cities of Temple City and Arcadia, and unincorporated areas to the north, the cities of Irwindale, Baldwin Park, and Industry to the east, the City of South El Monte and unincorporated areas to the south, and the City of Rosemead to the west. All surrounding unincorporated areas belong in neighboring cities SOIs.

The City did not respond to the LAFCO Requests for Information as to whether it proposes or anticipates proposing any changes to its SOI.

Expansion of the City's SOI is not recommended at this time. Pursuant to Government Code section 56425, the following determinations are recommended to update the existing SOI.

Present and Planned Land Uses in the Area

The City of El Monte is a primarily residential community. Present land uses in the City of El Monte mostly include residential and commercial development. Planned land uses in the area include commercial, residential and mixed-use development projects.

Present and Probable Need for Public Facilities and Services in the Area

The City is growing, particularly along the San Bernardino Freeway. Similarly, the need for fire, water, wastewater, stormwater, street maintenance, parks, and library services is expected to grow in the future.

Present Capacity of Public Facilities and Adequacy of Public Service that the Agency Provides or is Authorized to Provide

With regard to public services provided to the existing sphere area, the present capacity of public facilities is unknown because the City did not provide adequate information to make that determination.

The properties within the City receive services from a variety of local agencies. The City did not respond to several LAFCo questionnaires for the MSR and SOI update process. Little information was available on the City's website. With regard to public services provided to the existing sphere area, the present capacity of public facilities may be limited. It is unknown whether the municipal services provided in this area are adequate.

Existence of Any Social or Economic Communities of Interest

The City of El Monte has a long and rich history, with a high degree of community identity. Communities of interest include the recent developments, such as the Singing Wood Senior Housing Project and the Pacific Towers Senior Apartments and Adult Day Healthcare.

El Monte is the home of several business centers including a row of auto dealerships, the Von's Distribution Warehouse, Wells Fargo Operations Center, and St. Gobain Glass Containers. Its main business center of retail, restaurants, and auto dealerships is located on Peck Road north of Valley

Blvd. Several new commercial developments are planned along Valley Blvd., including a retail/office and sports complex and the expansion of auto dealer lots.

Recommendation

It is recommended that LAFCO retain the existing coterminous SOI for the City of El Monte at this time.

CITY OF IRWINDALE

LAFCO has adopted a sphere of influence (SOI) for the City of Irwindale that includes an area southeast of the city bounds. The area is bordered by Vincent Avenue to the east and railroad lines to the south. The SOI area is completely surrounded by neighboring cities SOIs.

In its response to the LAFCO Request for Information, the City indicated that it does not propose or anticipate proposing any changes to its SOI.

Expansion of the City's SOI is not recommended at this time. Pursuant to Government Code section 56425, the following determinations are recommended to update the existing SOI.

Present and Planned Land Uses in the Area

In Irwindale, most of the developed land in the City is zoned for non-residential uses, primarily industrial. Less than one percent of land in the City is zoned for residential use. Present land uses in the City of Irwindale mostly include rock quarries, industrial, and open space. Planned land uses in the area include residential and commercial developments as well as retention of open space.

Present and Probable Need for Public Facilities and Services in the Area

The City is growing, as is the unincorporated area in the vicinity of the City. Similarly, the need for fire, water, wastewater, stormwater, street maintenance, parks, and library services is expected to grow in the future.

Present Capacity of Public Facilities and Adequacy of Public Service that the Agency Provides or is Authorized to Provide

The properties within the City receive services from a variety of local agencies. The City did not submit a capital improvement plan. Hence, the capacity and adequacy of public facilities is unknown. With regard to public services provided to the existing sphere area, the present capacity of public facilities appears adequate. The municipal services provided in this area are adequate.

Existence of Any Social or Economic Communities of Interest

The City of Irwindale has a long and rich history with the overall community consisting of mainly industrial and flood control areas. Communities of interest include the Town Center, the Civic Center, and the Park Del Norte areas where the greatest concentration of homes are located. Several acquisitioned gravel mining pit sites offer potential for more residential neighborhoods and commercial centers in various locations throughout the City.

Economic communities within the City include the Irwindale Speedway and the City's Town Center area. Most commercial development in the City is interspersed throughout the City.

Recommendation

It is recommended that LAFCO retain the existing SOI for the City of Irwindale at this time.

CITY OF LA CAÑADA FLINTRIDGE

LAFCO has adopted a sphere of influence (SOI) for the City that includes 0.02 square miles of annexable territory, mostly along its western boundary. All of the unincorporated areas bordering the SOI belong to the City of Glendale's SOI, except what is part of the Angeles National Forest to the north.

In its response to the LAFCO Request for Information, the City indicated that it does not propose or anticipate proposing any changes to its SOI.

Expansion of the City's SOI is not recommended at this time. Pursuant to Government Code section 56425, the following determinations are recommended to update the existing SOI.

Present and Planned Land Uses in the Area

The City "prides itself on being a semi-rural community with tree-lined streets, abundant streams and waterways, and undeveloped hillside properties dedicated as permanent open space." Almost 90 percent of the City's developed parcels are single-family residential uses on large lots. Most of the City's commercial land use is located along Foothill Boulevard. Present land uses in the City of La Cañada Flintridge mostly include residential, commercial, and open space. Planned land uses in the area include commercial developments and retention of open space.

Present and Probable Need for Public Facilities and Services in the Area

The City is growing, as is the unincorporated area in the vicinity of the City. Similarly, the need for fire, water, wastewater, stormwater, street maintenance, parks, and library services is expected to grow in the future. Regulatory considerations affecting water quality increase the need for wastewater collection systems.

Present Capacity of Public Facilities and Adequacy of Public Service that the Agency Provides or is Authorized to Provide

The properties within the City receive services from a variety of local agencies. With regard to public services provided to the existing sphere area, the present capacity of public facilities is limited for wastewater but otherwise adequate. The municipal services provided in this area are adequate, except that the agency is not in compliance with the housing element update requirement.

Existence of Any Social or Economic Communities of Interest

The City of La Cañada Flintridge has a long and rich history, with a high degree of community identity. The City has a natural and semi-rural environment. Communities include the hillside areas

where several development management policies are in place in order to protect the natural terrain and minimize negative impacts.

Economic communities within the City are the commercial districts along Foothill and Verdugo Boulevards, Old Town, Downtown, West Gateway, The Link, and Michigan Hill, and the NASA Jet Propulsion Laboratory, the City's largest employer, located in the eastern portion of the City.

Recommendation

It is recommended that LAFCO retain the existing SOI for the City of La Cañada Flintridge at this time.

CITY OF MONROVIA

LAFCO has adopted a sphere of influence (SOI) for the City Monrovia that includes territory south of the main body of the city. The SOI area is sandwiched between two incorporated areas of the City, which constitute the north and south boundaries. California Avenue borders the SOI to the east, and South Mayflower and Fairgreen Avenues border the area to the west. The unincorporated areas that border the SOI belong to neighboring jurisdictions SOIs, except what is in the Angeles National Forest north of the City.

In its response to the LAFCO Request for Information, the City indicated that it does not propose or anticipate proposing any changes to its SOI.

Expansion of the City's SOI is not recommended at this time. Pursuant to Government Code section 56425, the following determinations are recommended to update the existing SOI.

Present and Planned Land Uses in the Area

The City of Monrovia is primarily a residential community. Present land uses in the City of Monrovia mostly include residential, commercial, and open space. Planned land uses in the area include residential, commercial, industrial, and mixed-use developments.

Present and Probable Need for Public Facilities and Services in the Area

The City is growing, as is the unincorporated area in the vicinity of the City. Similarly, the need for fire, water, wastewater, stormwater, street maintenance, parks, and library services is expected to grow in the future. Regulatory considerations affecting stormwater discharge raise questions as to the need for stormwater facility improvement.

Present Capacity of Public Facilities and Adequacy of Public Service that the Agency Provides or is Authorized to Provide

The properties within the City receive services from a variety of local agencies. With regard to public services provided to the existing sphere area, the present capacity of public facilities is limited for stormwater. The capacity of other facilities is unclear as the City failed to provide a capital improvement plan. The agency did not submit sufficient information to determine whether the municipal services provided in this area are adequate.

Existence of Any Social or Economic Communities of Interest

The City of Monrovia has a long and rich history, with a high degree of community identity. The City has a small-town and historic environment, with several historic community neighborhoods. Communities of interest include the central area of the City, between Monterey and Violet on the west, Shamrock Avenue on the east, Foothill Boulevard on the north and Huntington Drive on the south.

Economic communities within the City include Old Town with a 12-screen movie palace, the Santa Fe Depot area, the Huntington Oaks Shopping Center, the Huntington Crossing's restaurant row, and a high tech firm corridor along East Huntington Drive.

Recommendation

It is recommended that LAFCO retain the existing SOI for the City of Monrovia at this time.

CITY OF MONTEBELLO

LAFCO has adopted a sphere of influence (SOI) for the City of Montebello that includes 0.43 square miles of annexable territory outside the current city limits. The SOI areas include a portion of the Whittier Narrows Dam Recreation Area to the east and two small unincorporated neighborhoods to the north, located between Hill and Arroyo Drives. The SOI areas in the north are fully developed and completely surrounded by neighboring cities' SOIs. The open space SOI area bordering Pico Rivera and the Whittier Narrows Dam Recreation Area could potentially expand further into that area.

The City did not respond to the LAFCO Request for Information; hence, it is unknown whether the City proposes or anticipates proposing any changes to its SOI.

Expansion of the City's SOI is not recommended at this time. Pursuant to Government Code section 56425, the following determinations are recommended to update the existing SOI.

Present and Planned Land Uses in the Area

In the City of Montebello, land use included 90 percent occupied by residential uses, with the other 10 percent used for commercial and industrial use, according to the City's 1973 general plan. Planned land uses in the area include residential and commercial developments.

Present and Probable Need for Public Facilities and Services in the Area

The City is growing, as is the unincorporated area in the vicinity of the City. Similarly, the need for fire, water, wastewater, stormwater, street maintenance, parks, and library services is expected to grow in the future.

Present Capacity of Public Facilities and Adequacy of Public Service that the Agency Provides or is Authorized to Provide

The properties within the City receive services from a variety of local agencies. With regard to public services provided to the existing sphere area, the present capacity of public facilities is unknown because the City did not provide adequate information to make that determination.

The City has not maintained any contingency reserves for the last several fiscal years, and has recently acknowledged its financial predicament. The City's general plan (1973) is dated. The City's management practices and service deficiencies are largely unknown, because the City provided very little of the information requested by LAFCO. Although the adequacy of municipal services provided in this area is unknown, the adequacy of the management of city services is questionable. Further, the City does not appear to have financing available to extend municipal services to unincorporated territory.

Existence of Any Social or Economic Communities of Interest

The City of Montebello has a long and rich history, with a high degree of community identity. The City has an urban environment with communities of interest that include a town center in the northeast with shopping and housing, and commercial areas in the flatlands.

Economic communities within the City include the industrial uses, which are focused in the southwestern part of the City and the commercial areas along Whittier and Beverly Boulevards.

Recommendation

It is recommended that LAFCO reduce the existing SOI for the City of Montebello to be coterminous to its bounds due to the City's financial predicament, local accountability deficiencies, and failure to cooperate with the municipal service review.

CITY OF MONTEREY PARK

LAFCO has adopted a sphere of influence (SOI) for the City of Monterey Park that includes an area east of the city. The area extends out to San Gabriel Blvd. and bordered to the north by the City of Rosemead and to the south by Monterey Park city limits and Hill Drive. The SOI area is fully developed with residential and commercial uses and is surrounded by neighboring cities SOIs. The unincorporated community of East Los Angeles is located to the west of the City.

In its response to the LAFCO Request for Information, the City indicated that it does not propose or anticipate proposing any changes to its SOI.

Expansion of the City's SOI is not recommended at this time. Pursuant to Government Code section 56425, the following determinations are recommended to update the existing SOI.

Present and Planned Land Uses in the Area

The City of Monterey Park is predominately a residential community with present land uses including 62 percent of land for residential use. Commercial development in the City included mainly local serving retail concentrated along Atlantic Boulevard, Garvey and Garfield Avenues.

Other dominant land uses include public facilities and mixed use. Planned land uses in the area include residential, commercial, and mixed developments as well as acquisition of open space for recreation needs.

Present and Probable Need for Public Facilities and Services in the Area

The City is growing, as is the unincorporated area in the vicinity of the City. Similarly, the need for fire, water, wastewater, stormwater, street maintenance, parks, and library services is expected to grow in the future.

Present Capacity of Public Facilities and Adequacy of Public Service that the Agency Provides or is Authorized to Provide

The properties within the City receive services from a variety of local agencies. The present capacity of public facilities is limited for police services. The City did not submit a capital improvement plan. Hence, the capacity and adequacy of other public facilities is unknown. With regard to public services provided to the existing sphere area, the municipal services provided in this area are adequate.

Existence of Any Social or Economic Communities of Interest

The City of Monterey Park has a long and rich history, with a high degree of community identity. The City has an urban environment with communities of interest that include a historic City center and mixed use high-density neighborhoods on East Garvey and Baltimore Avenues.

Economic communities within the City include Downtown and the North Atlantic areas where the City's core retail and commercial businesses are located. There is also the Garfield Medical Center and Saturn Park, the City's newest industrial development.

Recommendation

It is recommended that LAFCO retain the existing SOI for the City of Monterey Park at this time.

CITY OF PASADENA

LAFCO has adopted a sphere of influence (SOI) for the City of Pasadena that includes an area southeast of the City bounded by Rosemead Boulevard to the east and Huntington Drive to the south. The SOI could potentially expand into the unincorporated community of Altadena located north of the City or into an unincorporated area that lies south of the City and lies between the cities of Pasadena and San Marino.

The southern portion of the SOI area, a small area that encompasses Lombardy Road and Locksley Drive, is a joint SOI area shared with the City of Arcadia. The joint SOI was adopted by LAFCO in April of 1973 and is located west of Rosemead Boulevard between California Boulevard and Huntington Drive. This joint SOI area is primarily residential with some retail. The City's SOI could potentially expand further south into an unincorporated area not currently occupied by a neighboring city's SOI. The joint SOI area can be viewed in Appendix A, Map 4.

In its response to the LAFCO Request for Information, the City indicated that it does not propose or anticipate proposing any changes to its SOI.

Expansion of the City's SOI is not recommended at this time. Pursuant to Government Code section 56425, the following determinations are recommended to update the existing SOI.

Present and Planned Land Uses in the Area

In the City of Pasadena, present land uses are 58 percent for residential use and nine percent is allocated to commercial uses. A large amount of Pasadena land use (31 percent) is for open space/parks, institutional uses, or is vacant. Planned land uses in the area include residential, commercial, and mixed-use developments as well as retention of open space.

Present and Probable Need for Public Facilities and Services in the Area

The City is growing, as is the unincorporated area in the vicinity of the City. Similarly, the need for fire, water, wastewater, stormwater, street maintenance, parks, and library services is expected to grow in the future.

Present Capacity of Public Facilities and Adequacy of Public Service that the Agency Provides or is Authorized to Provide

The properties within the City receive services from a variety of local agencies. With regard to public services provided to the existing sphere area, the present capacity of public facilities is adequate. The municipal services provided in this area are adequate.

Existence of Any Social or Economic Communities of Interest

The City of Pasadena has a long and rich history, with a high degree of community identity. The City has an urban and historic environment. Communities include several new residential urban villages along Arroyo Parkway and Del Mar Blvd. with easy walking distances to the new light rail line. Other historic communities include Old Pasadena, Fair Oaks, and Orange Grove.

Economic communities within the City include Old Town, which has several retail businesses and restaurants. The Central District where the City's primary business, financial, retail, and government center is located. Several urban villages in and around the City's Central District include high-density housing, offices, and shops. There is also the Santa Fe Transportation Center where new residential and commercial development is centered on the new light rail line. The City maintains several visitor attractions that include the Rose Bowl and host of the annual Rose Parade down Colorado Boulevard, which attracts several thousand visitors each year.

Recommendation

It is recommended that LAFCO retain the existing SOI for the City of Pasadena at this time.

CITY OF ROSEMEAD

LAFCO has adopted a sphere of influence (SOI) for the City of Rosemead that includes two areas south of the city. One located south of Rush Street, bounded to the west by San Gabriel Blvd. The other is further south along San Gabriel Blvd, near the Pomona Freeway. The latter SOI area has room to expand further east into the Whittier Narrows Recreational Area.

In its response to the LAFCO Request for Information, the City indicated that it does not propose or anticipate proposing any changes to its SOI.

Expansion of the City's SOI is not recommended at this time. Pursuant to Government Code section 56425, the following determinations are recommended to update the existing SOI.

Present and Planned Land Uses in the Area

In the City of Rosemead, present land uses include 65 percent for residential purposes and 17 percent is for commercial and industrial use. Public facilities occupy 13 percent. Only two percent of territory is vacant, 60 acres. Planned land uses in the area include residential and commercial developments.

Present and Probable Need for Public Facilities and Services in the Area

The City is growing, as is the unincorporated area in the vicinity of the City. Similarly, the need for fire, water, wastewater, stormwater, street maintenance, parks, and library services is expected to grow in the future.

Present Capacity of Public Facilities and Adequacy of Public Service that the Agency Provides or is Authorized to Provide

The properties within the City receive services from a variety of local agencies. With regard to public services provided to the existing sphere area, the present capacity of public facilities is unknown because the City did not submit any capital improvement plans to LAFCO. The municipal services provided in this area appear to be adequate, with the exception of solid waste recycling and waste reduction.

Existence of Any Social or Economic Communities of Interest

The City of Rosemead has a long and rich history, with a high degree of community identity. The City has a small-town environment with communities of interest that include the Valley Boulevard corridor where an 180,000-square foot office building was recently renovated and construction of two new office structures were completed. Additional economic communities of interest include the Rosemead Place Shopping Center as well as commercial centers along Valley Boulevard.

Recommendation

It is recommended that LAFCO retain the existing SOI for the City of Rosemead at this time.

CITY OF SAN GABRIEL

LAFCO has adopted a sphere of influence (SOI) for the City of San Gabriel that includes unincorporated islands in the northeast portion of the city. The area is bounded by East Duarte Road to the north, the City of Rosemead to the south, and the City of Temple City to the east. Along the northern SOI boundary following East Duarte Road, there is SOI expansion potential.

In its response to the LAFCO Request for Information, the City indicated that it does not propose or anticipate proposing any changes to its SOI, but expressed interest in the annexation of several unincorporated islands within its SOI.

Expansion of the City's SOI is not recommended at this time. Pursuant to Government Code section 56425, the following determinations are recommended to update the existing SOI.

Present and Planned Land Uses in the Area

In the City of San Gabriel, present land uses include 52 percent of land use for residential and 13 for commercial use. Only 0.5 percent of land is vacant and 23 percent occupies streets, railways, and flood channels. Planned land uses in the area include residential and commercial developments.

Present and Probable Need for Public Facilities and Services in the Area

The City's population is growing, as is the unincorporated area in the vicinity of the City. Similarly, the need for fire, water, wastewater, stormwater, street maintenance, parks, and library services is expected to grow in the future.

Present Capacity of Public Facilities and Adequacy of Public Service that the Agency Provides or is Authorized to Provide

The properties within the City receive services from a variety of local agencies. With regard to public services provided to the existing sphere area, the present capacity of public facilities is limited for wastewater, solid waste, fire personnel, and police. For the most part, the municipal services provided in this area are adequate, except that police detectives are not solving serious crimes at the rates achieved by most other jurisdictions.

Existence of Any Social or Economic Communities of Interest

The City of San Gabriel has a long and rich history, with a high degree of community identity. The City has a suburban and historic environment. Communities of interest include the Village, Washington School area, and North San Gabriel, each with their own unique traits.

Economic communities within the City include the City's historic Mission District, where the City's Civic Center is located, and the San Gabriel Valley Medical Center area. The Mission District also includes a Civic Auditorium and other cultural resources. Most retail and business activity in the City is along Valley and San Gabriel Blvds., and Las Tunas Drive. The Valley Boulevard commercial corridor is known locally for its ethnic cuisine.

Recommendation

It is recommended that LAFCO retain the existing SOI for the City of San Gabriel at this time.

CITY OF SAN MARINO

LAFCO has adopted a sphere of influence (SOI) for the City of San Marino that includes an unincorporated area east of the city bounds. The area extends east until just past La Presa Avenue and is bounded by the City of Pasadena to the north and East Halford and Durate Roads to the south. At the SOI boundary along East Hartford Road there is room for the SOI to expand further south. There is also room for the SOI to expand into an unincorporated island north of the City, sandwiched in between the cities of Pasadena and San Marino.

In its response to the LAFCO Request for Information, the City indicated that it does not propose or anticipate proposing any changes to its SOI.

Expansion of the City's SOI is not recommended at this time. Pursuant to Government Code section 56425, the following determinations are recommended to update the existing SOI.

Present and Planned Land Uses in the Area

The City of San Marino is primarily a residential community with no multi-family, industrial land use, or wilderness areas. Residential land use occupies 88 percent and commercial occupies on two percent. The other ten percent occupies historical/cultural areas and parkland. Planned land uses in the area include residential and commercial developments as well as retention of open space.

Present and Probable Need for Public Facilities and Services in the Area

The City is growing, as is the unincorporated area in the vicinity of the City. Similarly, the need for fire, water, wastewater, stormwater, street maintenance, parks, and library services is expected to grow in the future.

Present Capacity of Public Facilities and Adequacy of Public Service that the Agency Provides or is Authorized to Provide

The properties within the City receive services from a variety of local agencies. San Marino consistently indicated that it lacks the public safety infrastructure needed to service any growth or areas outside its existing city limits.

Further, the City indicated that adjacent unincorporated territory is served by septic systems and would be difficult to annex.

The affected area is east of Eaton Wash and, if annexed, would be a difficult area for the City to serve and access.

Existence of Any Social or Economic Communities of Interest

The City of San Marino has a long and rich history, with a high degree of community identity. The City has a small-town and natural environment, with mostly large single family homes.

Economic communities within the City include commercial centers along Huntington Drive where the City's Civic offices are also located. A visitor attraction in the City is the historic Huntington Library and Art Collection.

The affected area lies on the same side of Eaton Wash as Temple City. Placing the affected area solely in the Temple City SOI would promote logical boundaries.

Recommendation

It is recommended that LAFCO reduce the SOI for the City of San Marino to exclude the overlapping SOI area shared with Temple City.

CITY OF SIERRA MADRE

LAFCO has adopted a coterminous sphere of influence (SOI) for the City of Sierra Madre. The SOI is bounded by the City of Arcadia to the east and south the City of Pasadena to the west, and the Angeles National Forest to the north. The only unincorporated areas which could potentially be added to the SOI are within the Angeles National Forest located north of the City.

In its response to the LAFCO Request for Information, the City indicated that it does not propose or anticipate proposing any changes to its SOI.

Expansion of the City's SOI is not recommended at this time. Pursuant to Government Code section 56425, the following determinations are recommended to update the existing SOI.

Present and Planned Land Uses in the Area

The City of Sierra Madre is predominantly a residential community with present land uses as 93 percent of land zoned for residential use and 85 percent of the residential land use is for low density. The higher density housing is located near the City's commercial areas in the downtown area along Baldwin Avenue and Sierra Madre Boulevard. Planned land uses in the area include residential developments and retention of open space.

Present and Probable Need for Public Facilities and Services in the Area

The City is growing, as is the unincorporated area in the vicinity of the City. Similarly, the need for fire, water, wastewater, stormwater, street maintenance, parks, and library services is expected to grow in the future.

Present Capacity of Public Facilities and Adequacy of Public Service that the Agency Provides or is Authorized to Provide

The properties within the City receive services from a variety of local agencies. With regard to public services provided to the existing sphere area, the present capacity of public facilities is limited for solid waste reduction and wastewater. The municipal services provided in this area are adequate.

Existence of Any Social or Economic Communities of Interest

The City of Sierra Madre has a long and rich history, with a high degree of community identity. The City has a small-town environment with no large-scale commercial or industrial development. Communities include Sierra Madre Canyon and San Gabriel and Santa Anita Courts.

Economic communities within the City include the Civic Center and Downtown District with “village” type small commercial storefronts and offices. Unique structures include the Sierra Madre Playhouse and Hotel. East Montecito Ave. is where the City has light manufacturing and industrial uses, such as craft related businesses.

Recommendation

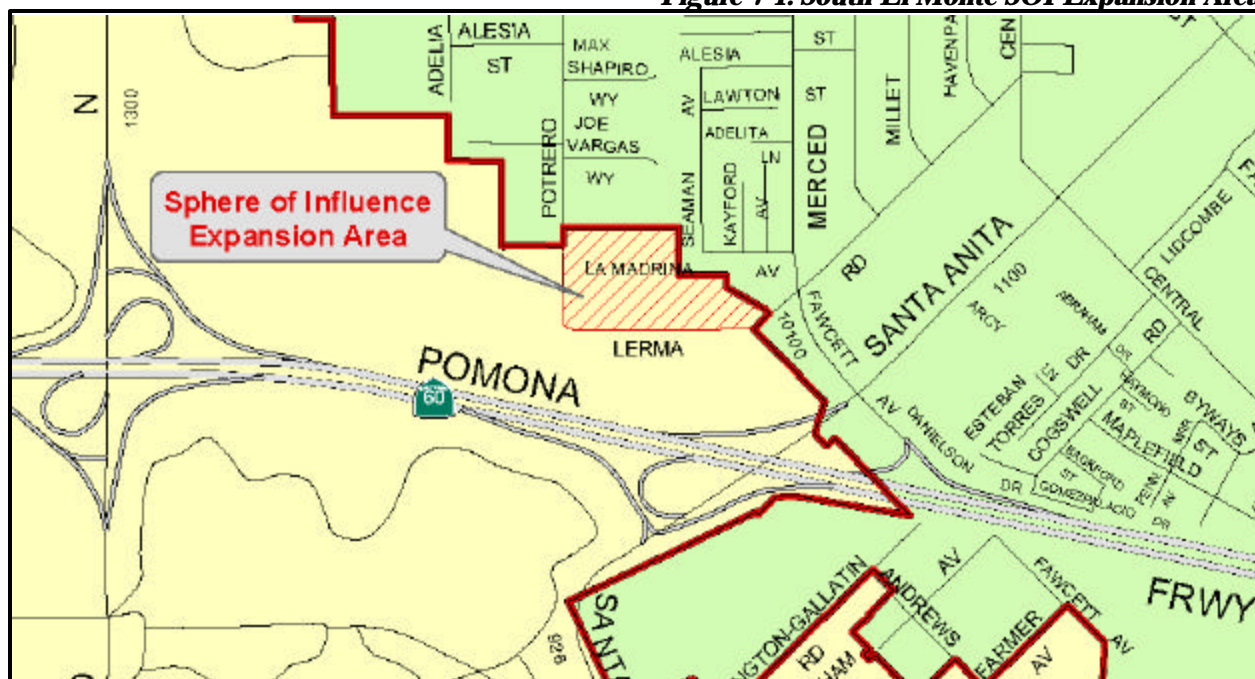
It is recommended that LAFCO retain the existing coterminous SOI for the City of Sierra Madre at this time.

CITY OF SOUTH EL MONTE

LAFCO has adopted a sphere of influence (SOI) for the City of South El Monte that includes a small island north of the city and two larger areas to the south, which extend south to the City of Industry. Land use within the SOI areas is mostly residential with some public and industrial use. From the two southern SOI areas, there is potential for SOI expansion into adjacent unincorporated territory north of the City of Industry. The City is bounded to the west by the Whittier Narrows Recreational Area.

In its response to the LAFCO Request for Information, the City indicated that it does not propose or anticipate proposing any changes to its SOI. According to the City’s 2000 General Plan, the City will pursue annexation of the U.S. Army Reserve Base located on East Fawcett Avenue along the Pomona Freeway should the base be decommissioned. The property is bounded on two sides by the City has been designated by the City for low-density residential development.

Figure 7-1: South El Monte SOI Expansion Area



Expansion of the City's SOI is recommended at this time. Pursuant to Government Code section 56425, the following determinations are recommended to update the existing SOI.

Present and Planned Land Uses in the Area

The City of South El Monte includes a large portion of industrial areas. Residential use occupies less than 50 percent of land in the City. Present land uses in the City of South El Monte mostly include residential and industrial developments. Planned land uses in the area include residential, commercial, and industrial developments.

Present and Probable Need for Public Facilities and Services in the Area

The City is growing, as is the unincorporated area in the vicinity of the City. Similarly, the need for fire, water, wastewater, stormwater, street maintenance, parks, and library services is expected to grow in the future. Regulatory considerations affecting water quality raise questions as to the need for solid waste reduction services.

Present Capacity of Public Facilities and Adequacy of Public Service that the Agency Provides or is Authorized to Provide

The properties within the City receive services from a variety of local agencies. With regard to public services provided to the existing sphere area, the present capacity of public facilities is uncertain because the agency did not provide a capital improvement plan. With the exception of back-ups in the stormwater services, the municipal services provided in this area are adequate.

Existence of Any Social or Economic Communities of Interest

The City of South El Monte has a long and rich history, with a high degree of community identity. The City has an urbanized environment and does not contain expanses of open space separating different land uses and several residential neighborhoods are interspersed with industrial areas. Communities include the U.S. Army Reserve Base located south of the City, where the City is planning to expand its residential community.

Economic communities within the City include several economic development focus areas, along East Santa Anita, the Civic Center, and the Rosemead Blvd. and Garvey Ave. Corridors, where the City is planning mixed use and commercial developments.

Recommendation

It is recommended that LAFCO expand the existing SOI for the City of South El Monte to include the South El Monte U.S. Army Reserve Base site located at the corner of Potrero Avenue and Lerma Road. The City of South El Monte has designated this territory to be low-density residential and wishes to pursue annexation of the area should the army base be decommissioned. The base is located within the Whittier Narrows Recreation Area, which is operated and maintained by the County. Police services within the recreation area are currently provided by the Los Angeles County Office of Public Safety, Parks Services Division, under the direct management of the Department of Parks and Recreation. Fire services are currently provided by CFPD.

CITY OF SOUTH PASADENA

LAFCO has adopted a coterminous sphere of influence (SOI) for the City of South Pasadena. The SOI is completely bounded by incorporated cities, including Pasadena to the north, San Marino to the east, Alhambra to the south, and Los Angeles to the south and west. There is no SOI expansion potential.

In its response to the LAFCO Request for Information, the City indicated that it does not propose or anticipate proposing any changes to its SOI.

Expansion of the City's SOI is not recommended at this time. Pursuant to Government Code section 56425, the following determinations are recommended to update the existing SOI.

Present and Planned Land Uses in the Area

The City of South Pasadena is predominantly a residential community with 62 percent of land devoted to residential uses of varying densities; 21.4 percent of land is occupied by streets and highways. Present land uses in the City of South Pasadena mostly include residential and circulation. Planned land uses in the area include commercial developments.

Present and Probable Need for Public Facilities and Services in the Area

The City is growing, as is the unincorporated area in the vicinity of the City. Similarly, the need for fire, water, wastewater, stormwater, street maintenance, parks, and library services is expected to grow in the future.

Present Capacity of Public Facilities and Adequacy of Public Service that the Agency Provides or is Authorized to Provide

The properties within the City receive services from a variety of local agencies. With regard to public services provided to the existing sphere area, the present capacity of public facilities is adequate. The municipal services provided in this area are adequate.

Existence of Any Social or Economic Communities of Interest

The City of South Pasadena has a long and rich history, with a high degree of community identity. The City has a small-town atmosphere and historical character. Communities of interest include the Altos de Monterey area, where there are zoning policies to allow only one unit per lot.

Economic communities within the City include the downtown commercial district with retail and professional offices dominating the area and the Metro Rail Blue Line station on Mission Street, where new commercial projects are focused. The Mission Street plans include pedestrian oriented projects, retail and friendly walkways, for those using the new rail line.

Recommendation

It is recommended that LAFCO retain the existing coterminous SOI for the City of South Pasadena at this time.

CITY OF TEMPLE CITY

LAFCO has adopted a sphere of influence (SOI) for the City of Temple City that includes a small area east of the City extending east to Tyler Avenue, a small area west of the City extending west to Acacia Street, and a larger area north of the City extending north to Huntington Drive. All of the unincorporated areas bordering the SOI belong to neighboring cities SOIs.

In its response to the LAFCO Request for Information, the City indicated that it does not propose or anticipate proposing any changes to its SOI.

Expansion of the City's SOI is not recommended at this time. Pursuant to Government Code section 56425, the following determinations are recommended to update the existing SOI.

Present and Planned Land Uses in the Area

The City of Temple City is predominately a residential community with present land use as 85 percent for residential purposes. Commercial and industrial land use occupies 8 percent. Planned land uses in the area include residential and commercial developments.

Present and Probable Need for Public Facilities and Services in the Area

The City is growing, as is the unincorporated area in the vicinity of the City. Similarly, the need for fire, water, wastewater, stormwater, street maintenance, parks, and library services is expected to grow in the future.

Present Capacity of Public Facilities and Adequacy of Public Service that the Agency Provides or is Authorized to Provide

The properties within the City receive services from a variety of local agencies. With regard to public services provided to the existing sphere area, the present capacity of public facilities is limited for wastewater. The municipal services provided in this area are adequate.

Existence of Any Social or Economic Communities of Interest

The City of Temple City has a more recent history compared to its neighbors but still has a high degree of community identity. The City has a suburban environment consisting of mostly a residential community.

Economic communities within the City include the Downtown Business District located along Las Tunas Drive, where the City's Civic Center is also located.

Recommendation

It is recommended that LAFCO retain the existing SOI for the City of Temple City at this time.

CREDITS

This report benefited greatly from the guidance of the LAFCO Executive Officer Larry Calemine. County Counsel provided legal analysis and review. LAFCO staff prepared all maps in this report, and provided questionnaire administration and database support. The County of Los Angeles CAO's Urban Research Division assisted with parcel-based map verification and preparation of the geographic basis for demographic estimates.

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Beverly Burr authored this report with the assistance of Cecelia Griego.

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Crime: Los Angeles County Sheriff Department; California Department of Justice

Demographic Data: U.S. Bureau of the Census

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Maps: LAFCO archives; Los Angeles County Public Works Department; Thomas Brothers

Population Projections: Southern California Association of Governments, Regional Transportation Plan, 2004

Property Ownership: Los Angeles County Assessor

Revenue: California State Controller; Comprehensive Annual Financial Reports

Solid Waste Data: California Integrated Waste Management Board

Wastewater Data: California Regional Water Quality Control Board; U.S. Environmental Protection Agency

INTERVIEWS AND CORRESPONDENCE

Debbie Aguirre, Planner, L.A. County Fire Department

Hector Bordas, Senior Civil Engineer, LA County Department of Public Works

Lt. Scott Brikent, Crescenta Station, Los Angeles County Sheriff

David Bruns, Financial Planning Head, County Sanitation Districts

Toni Callaway, California Water Quality Control Board Los Angeles Region, Non-Chapter 15 Division

Maged Elrabaa, Senior Civil Engineer, L.A. County Department of Public Works City Services

Deputy Figueroa, Temple Station, Los Angeles County Sheriff

Chief Jack Garner, POST Management Counseling Services Bureau

Greg Mowad, Battalion Chief, City of Montebello Fire Department

Corkran Nicholson, Planning Services Manager, City of Arcadia

Chief Scott, Consolidated Fire Protection District

Captain Richard Shaw, Temple Station, Los Angeles County Sheriff

Deputy Jason Skeen, Los Angeles County Sheriff Contract Law Enforcement Bureau

Xavier Swamikannu, MS4 Stormwater Program Chief, Regional Water Quality Control Board

Lt. Scott Young, Altadena Station, Los Angeles County Sheriff