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# Municipal Advisory Councils

*By Jack Fuller*

*An Experiment in  
Community Participation*

**June 1977**

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#### ABSTRACT

This report on Municipal Advisory Councils (MACs) presents the first thorough review of their activities by a state agency. The report is based on extensive interviews conducted with public officials and private citizens by Jack A. Fuller during the summer of 1976. Mr. Fuller is a third-year student at the McGeorge School of Law in Sacramento.

Empowered by state law to represent unincorporated areas, each of California's twenty-five MACs advises its county supervisors on a broad range of issues concerning the area served by the MAC. In their development, MACs have become a valuable means of communication for both local official and MAC communities.

This report studies the various ways in which MACs are organized, their relations with county government, and the various roles they have come to play within their communities. It also contains case studies of seventeen MACs and makes recommendations for changes in state law to strengthen the MAC program in local government.

MUNICIPAL ADVISORY COUNCILS

An Experiment in Community Participation

by

Jack A. Fuller

June 1977

Office of Planning and Research  
1400 Tenth Street  
Sacramento, California 95814  
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## ACKNOWLEDGEMENTS

Because this study was based on extensive personal interviews, the author is indebted to nearly seventy people who gave their time, interest, and energy to the project. Space limitations preclude individual mention; however, special thanks go to Claudia Buckner, Peter Detwiler, and Bill Kahrl of OPR's Research Unit.

The early drafts were reviewed by:

David A. Dorfman, Executive Officer, Sonoma Local Agency Formation Commission  
Abby Haight, Legislative Representative, County Supervisors Association of California  
William H. Keiser, Legislative Counsel, League of California Cities  
Charlotte Langley, San Diego County Office of Intergovernmental Affairs  
Tim R. Leslie, Legislative Representative, County Supervisors Association of California  
Dr. Catherine Lovell, University of California at Riverside  
Gerald Scott, Executive Officer, Placer Local Agency Formation Commission  
J. Fred Silva, Consultant, Senate Local Government Committee  
Robert Van Horne, Deputy Director, State Department of Parks and Recreation  
Thomas H. Willoughby, Chief Consultant, Assembly Resources, Land Use, and Energy Committee

Their interest, comments, and assistance were most helpful. Nevertheless, the author retains the responsibility for any errors of fact or interpretation.

Jack A. Fuller

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## INTRODUCTION

County government is often unable to deliver a level of service equivalent to that which cities offer to incorporated areas. Some observers believe that all urban areas should be incorporated, but it will be a long time, if ever, before this goal is achieved. Moreover, many areas requiring urban services may never find incorporation economically and politically feasible. An alternative is necessary.

Municipal advisory councils (MACs) appear to offer one such alternative. Unlike most groups that advise county governments on specific issues, such as county-wide planning or health, a MAC has the freedom to address all issues affecting its community. This so-called "county town" can bring a better understanding of community needs than a county could otherwise possibly acquire and can provide a community with an effective form of government short of actual incorporation. Moreover, a MAC, empowered to advise on a whole range of local issues, can provide the coordination necessary to make community-level government more efficient and less expensive.

First established in 1967 in East Palo Alto as an experiment in community participation, the MAC program has grown to include twenty-five councils in eight counties. This expansion has occurred quietly, without notice or attention. Although a few short surveys have been conducted, this report represents the first attempt to provide information on the use of MACs, the effect of a council upon the county and community it serves, and the factors affecting a MAC's performance.

The first part of this report surveys the general organization of MACs, the statutory authority for their creation, the different structures they have adopted, their membership, and the costs and economic benefits which counties have experienced as a result of their formation. The second section on MAC performance offers examples of the activities MACs have undertaken, the services they provide, and the various roles they have assumed in relation to county boards of supervisors and the communities they represent. Part three contains recommendations for an effective MAC and proposes amendments to the statutes governing their operation. The last section of this report provides detailed analyses of the seventeen MACs included in this survey.

In preparing this survey, lengthy interviews were conducted with MAC members and staff, county supervisors and their staffs, county executives, Local Agency Formation Commission (LAFCO) staffs, and members of the communities of seventeen of the twenty-five existing MACs. Only eight of the fourteen councils in San Bernardino County were included in the belief that they provided a representative sample of the County's program. Since the completion of this survey, two additional MACs have been formed: Russian River in Sonoma County, and Diamond Bar in Los Angeles.

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## I. GENERAL MAC CHARACTERISTICS

### A. Organization

The authority to create a MAC resides with a county board of supervisors. Under legislation adopted in 1971:

The board of supervisors of any county may by resolution establish and provide funds for the operation of a municipal advisory council for any unincorporated area in the county to advise the board on such matters which relate to that area as may be designated by the board concerning services which are or may be provided to the area by the county or other local governmental agencies including but not limited to advice on matters of public health, safety, welfare, public works, and planning. The board may pay from available funds such actual and necessary expenses of travel, lodging, and meals for the members of the council while on such official business as may be approved by the board.

The resolution establishing any such municipal advisory council shall provide for the following:

- (a) The name of the municipal advisory council.
- (b) The qualifications, number, and method of selection of its members, whether by election or appointment.
- (c) Its designated powers and duties.
- (d) The unincorporated area or areas for which the municipal advisory council is established.
- (e) Whether the establishment of the council should be submitted to the voters and the method for such submission; provided that if an election is required pursuant to subdivision (b), such election shall be held at the same time as an election held pursuant to this subdivision.
- (f) Such other rules, regulations, and procedures as may be necessary in connection with the establishment and operation of the municipal advisory council (Gov't. Code § 31010).

The flexibility apparent in the enabling legislation has allowed MACs to vary widely in structure, function, and performance. Although different MACs emphasize different concerns, they all share the power to review and advise on all matters of public health, safety, welfare, public works, and planning affecting the areas they serve. Given the physical and economic diversity of the communities represented by MACs and the flexibility of the enabling legislation, each MAC has developed its own form of organization and funding to suit the specific needs of the community it serves. The following chart summarizes the organizational structures adopted by MACs in California.



MUNICIPAL ADVISORY COUNCILS--GENERAL CHARACTERISTICS

<u>COUNTY - Municipal Advisory Council</u>	<u>Date of Formation</u>	<u>Population</u>	<u>Number/Method of Selecting Council Members</u>	<u>Annual Budget (1975-76)</u>	<u>Source of Funding</u>	<u>Number of Staff Positions</u>
LOS ANGELES						
Diamond Bar*	1976	---	---	---	---	---
ORANGE						
Mission Viejo	1975	32,984	5/Elected	\$8,000(approx)	CSA	1/2
SAN BERNARDINO						
Alta Loma, Cucamonga, Etiwanda*	---	---	---	---	---	---
Apple Valley**	1973	8,355	7/Appointed	-0-	---	-0-
Big Bear*	---	---	---	---	---	---
Bloomington	1972	11,759	9/Appointed	-0-	---	-0-
Grand Terrace*	---	---	---	---	---	---
Hesperia**	1973	7,218	7/Appointed	-0-	---	-0-
Highland**	---	---	---	---	---	---
Joshua Tree	1974	1,618	9/Appointed	-0-	---	-0-
Lake Arrowhead	1976	2,863	7/Appointed	-0-	---	-0-
Muscoy*	---	---	---	---	---	---
Running Springs	1974	unavailable	5/Appointed	-0-	---	-0-
Searles Valley*	---	---	---	---	---	---
Wrightwood	1976	1,283	8/Appointed	-0-	---	-0-
Yucca Valley	1973	5,644	9/Appointed	-0-	---	-0-
SAN DIEGO						
Montgomery	1975	17,759	7/Elected	17,000	CD	1/2
Ramona	1975	8,178	7/Elected	17,000	CD	1/2
SAN MATEO						
East Palo Alto	1967	19,256	5/Elected	180,186	C	7
SANTA BARBARA						
Isla Vista	1970	15,675	9/Elected	40,050	C/UC/CETA	3 full-time 3 part-time
SONOMA						
Russian River*	1976	---	---	---	---	---
Windsor	1972	5,790	7/Elected	5,314	C	1/2
VENTURA						
El Rio	1975	8,940	9/Appointed	-0-	---	-0-
Oak Park	1975	2,294	5/Elected	-0-	---	-0-
Ventura River Valley	1974	17,598	5/Elected	-0-	---	-0-

\*not included in survey  
\*\*inactive

C - County General Fund  
UC - University of California Regents  
CETA - Federal Comprehensive Emergency Training Act Fund  
CD - Federal Community Development Block Grant  
CSA - County Service Area

## B. Location

The creation of a MAC is often regarded as a preliminary step toward eventual incorporation. The MACs in Windsor, East Palo Alto, Isla Vista, Ventura River Valley, El Rio, Oak Park, Apple Valley, Hesperia, and Montgomery were all formed in part for this reason. In those areas which lack an adequate economic base for incorporation, however, MACs become more permanent vehicles for community participation, as they have in at least three of the San Bernardino councils--Joshua Tree, Running Springs, and Bloomington.

Eleven of the MACs surveyed serve separate, well-defined communities: Windsor, Isla Vista, Oak Park, Apple Valley, Hesperia, Joshua Tree, Lake Arrowhead, Running Springs, Wrightwood, Yucca Valley, and Ramona. The remaining six MACs included in this study lie in unincorporated pockets of land within cities. Often MACs of this kind are made up of several well-defined neighborhoods whose only common trait is their status as an unincorporated island. These areas are more likely to face annexation by adjacent cities than incorporation. The case study of the Montgomery MAC describes such an area.

## C. Membership

MAC membership ranges from five to eleven members. Of the eight MACs that elect their members, East Palo Alto, Isla Vista, and Ventura River Valley select members to represent specific districts. The other five elect their members at large. Members of all fourteen San Bernardino County MACs and the El Rio MAC in Ventura County are appointed by their individual county supervisors, subject to ratification by the full board. Though the procedure for appointment varies with each supervisor, council members are usually chosen from nominations made by local community organizations and the community at large.

## D. Funding

Six MACs receive direct funding. The Windsor and East Palo Alto MACs are funded exclusively from the county general fund. The Isla Vista MAC, which serves a student community adjacent to the UC-Santa Barbara campus, receives funds from the county general fund and from the Regents of the University of California. The contribution by the Regents began after the University received criticism for its lack of interest in the Isla Vista community. Federal Community Development grants fund the Ramona and Montgomery MACs in San Diego County.

The costs of operating the six MACs that have budgets range from \$5,314 in Windsor to \$180,186 in East Palo Alto. In all six, the budgeted funds cover all operating expenses without restrictions as to use. The \$17,000 budgeted for each of the MACs in San Diego County, for example, pays the salary of the half-time staff person and the operating costs of the MAC. In Mission Viejo, the entire program is supported by a CSA at a cost of approximately \$8,000. This budget includes a three-fourths-time secretary, an office for which the MAC pays \$1.00 per year, and county staff support. East Palo Alto's \$180,186 includes the salaries

of a seven-member staff, rental in a county office building in the community, and funds for all support services and operating costs.

It is harder to determine the cost of MACs that have no budgets. Generally, MAC members or local community organizations absorb the costs of paper and stamps while the counties contribute services. The administrative assistant to the supervisor who represents the affected community acts as the executive secretary to each of the three Ventura County MACs. He provides minutes of their meetings, administrative support, and liaison with county departments. In San Bernardino, informal staff support is provided through the local supervisor's office and the County Department of Special Districts. These offices provide a regular liaison with the MAC as well as expertise on special district services. Isla Vista has three staff positions provided by federal Comprehensive Employment Training Act (CETA) funds. Windsor currently receives part-time clerical help and county expertise is provided upon request.

MACs have also helped counties save money by studying local needs at greater length and in more detail than county officials could afford. In Hesperia, for example, the county budgeted funds for twenty-five new street signs. To determine the community's priorities for replacing signs, county staff went to the MAC and followed its recommendations, saving time and money. Another example of savings achieved by a MAC comes from Oak Park in Ventura County. Located near the county line, Oak Park's ZIP Code also covers part of Los Angeles County. When state subvention payments were distributed to the counties, Oak Park's share was allotted to Los Angeles County on the basis of its ZIP Code. The MAC alerted Ventura County and the funds were shifted.

By their willingness to do the legwork necessary to make community programs successful, MACs also help counties save money in other ways. In Windsor, the MAC is actively promoting commercial and industrial development needed for future incorporation, thereby relieving pressure from the county's economic development staff. Other MACs have planned and developed their own parks, provided valuable information for the development of local general plans, and promoted more efficient and less costly delivery of local services.

A MAC can also help counties to achieve greater efficiency in the delivery of services. As a council addresses issues, the residents become more aware of county services and their costs. If residents look at how all services are provided, the advice they offer may make for a more consistent delivery of services and less overlap. Joshua Tree MAC in San Bernardino County advises the county on the management of dependent special districts, those local special districts governed by the board of supervisors. The boundaries of the MAC and of all the dependent special districts are virtually coterminous. If a MAC decides to recommend the installation of a fire hydrant, for example, it would be aware of the feasibility of the project from the local water district's point of view and could weigh that against the need as determined by the fire district.

## II. MAC PERFORMANCE

### A. MAC as a Voice for the Community

The formation of a MAC creates a new political voice in the community, though the impetus for its creation may come from many sources. In several areas, the local supervisor urged the formation of the MAC so that the district's needs could be stated more clearly and so that communications could be improved. Supervisor Ruben Ayala (now State Senator) sponsored the first MAC in San Bernardino County for these reasons. Following the organization of the Bloomington MAC, other San Bernardino MACs were formed and sponsored by Supervisors James Mayfield and Nancy Smith. The Isla Vista MAC in Santa Barbara County was established as a result of student unrest on the University of California campus and charges that the community was being ignored; county supervisors there hoped that the MAC would act as a buffer between the board and student demands. A MAC may also be formed as a protective device as was the case with the Mission Viejo MAC, which was created because residents feared that without a formal organization, the area was in danger of being swallowed up by the proposed city of Saddleback.

Once formed, MACs possess a formal structure through which the county board of supervisors can receive and consider community views. Unlike the chaotic form of community participation that is characteristic of many unincorporated areas, a MAC presents the board with a single recognized voice. The divergent views of the community can be heard by a MAC and a consensus carried to the board. The MAC can thereby save the board time and relieve it of the difficult political task of determining who represents the community. Instead of judging local wishes by the loudest voices, the board can leave the process of building a consensus to a MAC.

### B. MAC as a Forum for Community Participation

MACs can be particularly successful in building a consensus because residents who do not usually participate in government are more likely to participate at the MAC level. The neighborhood level of government provides an inclusive rather than exclusive forum for community participation. Because people are talking to a neighbor instead of a county "official," they are likely to be more open, candid, and informal in expressing their views. Not only are the MAC members more accessible since they are neighbors, the issues with which the MAC becomes involved are ones directly of concern to residents. Set in a master-planned community catering to upper-middle-income people determined to maintain the character of their area, Mission Viejo MAC draws as many as 200 people to its meetings. Although not as affluent as Mission Viejo, the Wrightwood MAC in San Bernardino County draws an equally active response from its residents. For residents of Wrightwood, the MAC offers the only opportunity to participate in county government because the county seat is more than thirty-five miles away. Without the MAC, the community would be relatively isolated and its contacts with the board infrequent. The Wrightwood MAC has given its community a voice and, with that voice, the community has rallied to address its most important issues.

### C. Benefits for Supervisors

In addition to the benefits to a community, a MAC can assist local county supervisors to keep in touch with their constituents. In large counties, like San Bernardino, where it is difficult for supervisors to maintain close contact with all communities within their districts, the MAC performs an invaluable service. Also, in counties like Ventura where communities are culturally diverse, some rural in character, others urban, and a few industrial, MACs keep supervisors in touch with problems that might otherwise be overlooked.

In all counties, the dialogue between a MAC and the supervisor provides a method for testing and promoting new policies through which the supervisor can effectively gauge political sentiment in that area. In many areas, supervisors routinely solicit a MAC's advice on policies before the board to determine whether an area will or will not support a given policy. MACs have studied such problems as street lighting, animal control, and park development in an effort to work out solutions acceptable both to the local community and to the county.

MACs can and do act as a buffer between the supervisor and the community when unpopular decisions must be made. For many years, the residents of El Rio, a low-lying district bordering the Santa Clara River in Ventura County, had complained to the Board of Supervisors about drainage problems. During the rainy season, streets frequently became flooded. Residents felt that their part of the county was being ignored by the Board. In response to this discontent, the Board of Supervisors converted an existing citizens committee into the El Rio MAC. As one of its first tasks, the MAC prompted an investigation of the possibility of installing an adequate sewer system. After much study and many public hearings, the MAC had to agree that it would be far too costly to install such a system. The most important outcome of this effort was that for the first time residents of El Rio felt they were a part of the system of making decisions.

### D. MAC and the Delivery of Services

MACs function principally as advisors to county government. Most counties assign special responsibilities to a MAC but do not limit the areas in which they may choose to become involved. The Bloomington MAC, as well as the Ramona and Montgomery MACs were requested to draw up a list of priorities for their areas. Apple Valley MAC in San Bernardino County, like other MACs in the area, reviewed and helped revise the local general plan. Lake Arrowhead MAC, like several other MACs, advises the county on maintenance and construction of roads. Some counties require that MACs approve any planning affecting its community before the board will consider it. In May 1976, the Sonoma Board of Supervisors established this policy for the Windsor MAC. A similar provision exists for East Palo Alto MAC. Joshua Tree MAC has a special responsibility to advise the county board on matters concerning three special districts in its area--fire, parks, and street lighting.

As they become actively involved in pursuing community development, MACs often find themselves taking on the functions that city governments

perform in incorporated areas. Oak Park MAC in Ventura County is typical. It has concentrated on land-use planning, commenting on locations for commercial sites and reviewing subdivision maps. It is also interested in the development of its schools and parks and in improving the quality of its police and fire protection. It has even sponsored rape prevention clinics and poolside safety classes. Other MACs, such as the Wrightwood MAC in San Bernardino County, concern themselves with such issues as animal control, road construction, and waste disposal.

A number of MACs have even entered into the direct delivery of services. Yucca Valley MAC in San Bernardino County oversees the expenditure of more than one million dollars in its three local, county-controlled special districts. And, in East Palo Alto, a black community where residents often see the local police as a symbol of a system in which they have not always been allowed to participate, the local MAC has been accorded the power to select the deputy sheriff who heads the substation serving its community.

#### E. MAC as a Step toward Incorporation

Through its operations, a MAC can help to train local citizens in county politics and government, thereby helping to develop local leadership. Through attending MAC meetings, citizens come to understand what the county can do for them and what they can do for themselves. One result of this training is that when residents have problems with county government, they turn to the MAC rather than to county staff. Citizens realize that quite often the problem can be resolved most easily and quickly in this manner. The MACs in El Rio and Bloomington have evolved into clearinghouses for local complaints. This added function relieves some of the administrative burden of county staff and provides MAC members with additional experience in government.

Most of the MACs included in this survey indicated that their ultimate goal is incorporation and some, such as Isla Vista MAC in Santa Barbara County, are actively pursuing this objective. Even where incorporation is not likely, the formation of a MAC and the heightened sense of community identity a MAC creates can build resistance to proposals for annexation.

Ventura River Valley MAC in Ventura County is one such example. Feeling themselves overshadowed by the neighboring city of Ojai, Ventura River Valley residents requested that a MAC be formed. Since formation in 1974, the community has united around the issue of Highway 33 which runs through the valley joining the coastal highway with the interior. For a number of years, Ojai has been pressing to have Highway 33 extended to its borders. Ventura River Valley MAC, fearing that further development of the highway would bring more people to the valley and destroy its rural character, fought the idea, as it has annexation to Ojai itself. In Ventura River Valley MAC's eyes, both Ojai's wish to annex the valley and the extension of the highway are parts of the same issue of growth, which valley residents would like to control.

Most of the communities served by MACs currently lack the economic resources to make incorporation possible. Many of these MACs, however, are actively pursuing commercial development, which may make incorporation possible in the future. Where this occurs, the MAC experience will prove of great value. Trained in county government and with experience in administration and plan development, MAC participants can easily make the transition into self-government.

### III. RECOMMENDATIONS

#### A. Recommendations for an Effective MAC

For a MAC to have legitimacy within the community, it must have legitimacy in the eyes of the county. A board of supervisors should commit itself to listening to the MAC, should seek its views on any issue affecting the community, and should provide the council with needed information, including board agenda and minutes. By treating the MAC much like a county department, the board institutionalizes the MAC's participation.

Further, as is presently the case in Windsor and East Palo Alto MACs, the county should require that all county staff proposals be reviewed by the council and a written recommendation made before the matter comes to the board. To assist MACs, a county should be willing to commit limited amounts of funds to the council. At the very minimum, the cost of basic supplies should be provided by the county. If a MAC wants to provide a higher level of service, the community should tax itself to raise the funds. There are two devices a community may use for funding its MAC. It may create a CSA (Gov't. Code § 25210, *et seq.*), thereby allowing a community to tax itself to fund a county service at a higher level than the county provides. A CSA is a "dependent" district and is governed by the board of supervisors *ex officio*. Mission Viejo uses this method to fund its MAC. A second alternative is a community services district (Gov't. Code § 61000, *et seq.*), which may be either dependent or independent. If independent, it has its own locally elected board of directors who should also be MAC members. Funds come from a property tax assessment and the district has the authority to provide community services. No MAC presently uses a community services district.

MAC members, for their part, must realize that they are providing a service to the county as well as to the community. It is their responsibility to present logical, well-informed arguments to the board. A MAC that consistently does its homework will find the board much more receptive to its advice. This requires that MAC members understand the costs of recommended programs and the competition for the tax dollar within the county.

In the end, whether temporary or permanent, the MAC is the community's official link with county government. To make the MAC effective, the community must recognize it and support it. The community should also rely on its MAC to receive complaints and forward them to the proper county agency.

#### B. Recommended Changes in the State Program

The enabling legislation passed in 1971 gives a MAC the flexibility it needs to suit itself to local needs. Two minor changes in the state law would, however, benefit the MAC program. IT IS RECOMMENDED:

1. THAT OPERATION OF A MAC BE ADDED TO THE LIST OF EXTENDED



COUNTY SERVICES THAT MAY BE FUNDED BY A COUNTY SERVICE AREA.

Although Mission Viejo MAC is currently funded in this manner, Sonoma and Ventura Counties have expressed concern about the law's ambiguity. This change can relieve any uncertainties as to the propriety of funding MACs in this manner.

2. THAT SECTION 31010 OF THE CALIFORNIA GOVERNMENT CODE, THE MAC ENABLING STATUTE, BE AMENDED TO PROVIDE THAT A MAC, UNLESS SPECIFICALLY PROHIBITED BY THE BOARD OF SUPERVISORS, MAY ACT AS A COMMUNITY REPRESENTATIVE AND ADVISOR TO LAFCOS, SPECIAL DISTRICTS, AND OTHER GOVERNMENTAL ENTITIES.

Again, MACs presently fill this role in some counties. However, the Ventura County Counsel has determined that, as a matter of law, a MAC can speak as a MAC only to the board of supervisors. This seems an unnecessary hinderance to the effectiveness of a MAC.

While it could be argued that because the MAC is a creature of the board of supervisors, its position could be confused for the board's if the MAC were allowed to speak before other agencies. Yet, if the MAC is viewed as the community's representative and not as an extension of the supervisors, its participation in an issue will not be confused with county policy. Allowing MACs to speak before agencies other than the board would give these agencies ready access to a community's views, a service these agencies would often appreciate.

The need for this change can be illustrated by an example from the Oak Park MAC in Ventura County which has been embroiled in a debate over whether Oak Park residents should be required to send their children twenty-five miles to attend their district's high school. Some Oak Park residents wanted to change school district lines so that they could send their children to the high school just one mile away which belongs to the neighboring Las Virgenes Unified School District in Los Angeles County. Other residents wanted to form their own school district in Oak Park. Three entities were involved in this debate: Simi Valley Unified School District (Ventura County), Las Virgenes Unified School District (Los Angeles County), and the Oak Park residents. At present, there is no mechanism that could bring the three together to determine which of the two alternatives residents preferred. The MAC was unable to assist in the discussion because of Ventura County's narrow interpretation of state law, despite the fact that this has been one of the most significant problems the community faced. If the purpose of a MAC is to provide community participation in the decisions affecting the community, the MAC should be officially allowed to advise other governmental bodies.

#### IV. CASE STUDIES

The following seventeen case studies briefly review each MAC's history and accomplishments based on extensive interviews during the summer of 1976. Each case study begins by presenting basic background and demographic information about the area the MAC serves. In addition, each section lists a contact person, usually the one who chairs or staffs the council. These people may be reached at the addresses or telephone numbers given.

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MISSION VIEJO MUNICIPAL ADVISORY COUNCIL  
26161 La Paz, Suite B, Mission Viejo, CA 92675  
CONTACT: John Noble, MAC Chairperson (714/581-7610)

ORANGE COUNTY

POPULATION: 32,984 (1975 special census)  
ETHNIC COMPOSITION: BLACK: 0.4%  
CAUCASIAN: 96.0%  
SPANISH SURNAME: 1.8%  
PAN ASIAN: 0.7%  
NATIVE AMERICAN: 0.2%  
OTHER: 0.6%  
MEDIAN FAMILY INCOME: unavailable

MAC MEMBERSHIP: Five members, elected at large  
MAC BUDGET: Approximately \$8,000, from CSA  
MAC STAFF: Three-fourths-time secretary; County Administrative  
Office staff member provides assistance to Mission  
Viejo's CSA as well as other CSAs.  
MAC MEETINGS: Second Monday, 7:30 p.m. at MAC offices, Mission Viejo.

#### COMMUNITY PROFILE

Mission Viejo is a master planned upper-middle-income bedroom community in Orange County. It is growing very rapidly with the population expected to reach 65,000 by 1980. The high demand for houses has required a lottery system to determine priority for purchasers. The community has commercial development but no industry.

Mission Viejo has a CSA which is coterminous with the MAC boundaries. A CSA tax rate of \$0.465 per \$100.00 of assessed valuation provides extensive landscaping maintenance, street sweeping, park development, and the funding for the MAC itself.

#### MAC HISTORY

Prior to the establishment of the MAC in January 1975, Mission Viejo was a member-community of the Saddleback Area Coordinating Council (SACC). SACC was funded by various CSAs and advised the Board of Supervisors on the needs of the larger Saddleback area. When a MAC was proposed for the Saddleback area as a forerunner to incorporation, Mission Viejo established its own MAC because it did not want to be part of the proposed larger city of Saddleback.

The Mission Viejo MAC is funded entirely by the CSA. It has rented an office for a dollar per year from the Mission Viejo Company which is developing the area. It works closely with both the Mission Viejo Company and the Board of Supervisors.

The MAC is involved in all phases of planning. It advises on all subdivision maps, roads, zoning, and traffic matters. The MAC also recommends how CSA monies should be spent. Members of the community contact the MAC for help when they have problems with the County. Attendance at MAC meetings varies from twenty to 200 per meeting.

The Board of Supervisors and the local supervisor, Ralph Diedrich, actively solicit the advice of the Mission Viejo MAC. The Board requires county staff to consult the MAC before an issue involving Mission Viejo comes before the supervisors. MAC members reported that 93% of their recommendations are accepted. The only complaint heard was that the MAC was so involved in day-to-day decisions that the County did not receive overall policy recommendations for the future of the community.

APPLE VALLEY MUNICIPAL ADVISORY COUNCIL  
20591 Powhatan Lane, Apple Valley, CA 92307

SAN BERNARDINO COUNTY

CONTACT: Howard Sargent, MAC Chairperson (714/247-8559)

POPULATION: 8,355 (1975 special census)  
ETHNIC COMPOSITION: unavailable  
MEDIAN FAMILY INCOME: unavailable

MAC MEMBERSHIP: Seven members, appointed  
MAC BUDGET: -0-  
MAC STAFF: -0-  
MAC MEETINGS: Inactive.

#### COMMUNITY PROFILE

Apple Valley is a fast growing desert community about eight miles east of Victorville. Most of the community is rather new. Most of the residents work in surrounding communities. Apple Valley has virtually no industry but a good deal of commercial development.

Although there are many special districts within Apple Valley, only three--a park and recreation district, the fire protection district, and the Apple Valley County Water District--are coterminous with the MAC. The park and recreation district and the fire protection district are dependent special districts and are governed by the county supervisors, but have advisory boards separate from the MAC. The water district has its own locally elected board of directors.

#### MAC HISTORY

Supervisor James Mayfield initiated the formation of the Apple Valley MAC in 1973 as part of his attempt to improve communication with several small communities in his large district.

Since Apple Valley is a fast growing community, the main interest of the MAC has been land use and zoning. It assisted the County in the development of a general plan and is now helping to relate zoning designations to the plan.

Although the incorporation may be feasible in the future, the tax base is presently insufficient to support a city. Future growth may lead to incorporation, and those interviewed felt that the MAC would be involved in any incorporation decision. They also felt that the MAC was developing the leadership and community identity necessary for any future incorporation attempt.

The community is aware of the MAC, and residents use the MAC when they have problems with the County. The MAC members interviewed felt that they were getting excellent support from the County through Supervisor Mayfield's Field Representative, Brian McCormick.

At present, the MAC is inactive, since it has completed its work on the local general plan. Supervisor Mayfield's office, however, has indicated that the MAC will be reactivated if and when the area has further need for it.

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BLOOMINGTON MUNICIPAL ADVISORY COUNCIL  
P. O. Box 346, Bloomington, CA 92316

SAN BERNARDINO COUNTY

CONTACT: Lois Williams, MAC Secretary (714/877-2549)

POPULATION: 11,759 (1975 special census)  
ETHNIC COMPOSITION: unavailable  
MEDIAN FAMILY INCOME: unavailable

MAC MEMBERSHIP: Seven members, appointed  
MAC BUDGET: -0-  
MAC STAFF: Some staff provided by Park District  
MAC MEETINGS: Second Monday, 7:45 p.m. at 18313 Valley Boulevard,  
Bloomington.

#### COMMUNITY PROFILE

Bloomington, a semi-rural community east of Fontana and west of Rialto, is economically mixed and contains both executives who commute to Los Angeles and people who receive welfare. There is some commercial development but little industry. Attempts by Rialto and Fontana to annex Bloomington have been turned down at the polls.

A dependent park district is the only special district coterminous with the MAC. The Council serves as the appointive advisory board to the park district.

#### MAC HISTORY

The Bloomington MAC was formed in 1972. The local Supervisor (now State Senator), Ruben Ayala, initiated the formation. Since that time, one MAC member states, the Council has been involved in everything from water running down the street to major planning issues. According to the people interviewed, the County has paved and widened roads since the establishment of the MAC.

Former Council Chairperson Conrad Nelson reported that the community uses the MAC to solve problems instead of calling the supervisor directly. When a complaint is filed with the Supervisor instead of the MAC, the Supervisor's office checks the complaint with the MAC and the MAC makes an investigation and a recommendation to the Supervisor.

Supervisor Ayala initiated a system by which the MAC presented him with a priority list of projects needed in Bloomington. This list is updated as projects are completed. Supervisor Robert Townsend, who succeeded Ayala, has continued this practice.

The use of a priority list for local projects seems beneficial to both the Supervisor and the MAC. A local newspaper prints the MAC agenda and keeps the people informed on MAC activities.



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HESPERIA MUNICIPAL ADVISORY COUNCIL

SAN BERNARDINO COUNTY

P. O. Box 286, Hesperia, CA 92345

CONTACT: David Soloman, MAC member (714/244-4334)

POPULATION: 7,218 (1975 special census)  
ETHNIC COMPOSITION: unavailable  
MEDIAN FAMILY INCOME: unavailable

NOTE: local residents believe the special census was incorrect and that perhaps as many as 13,500 people live in the area

MAC MEMBERSHIP: Seven members, appointed  
MAC BUDGET: -0-  
MAC STAFF: -0-  
MAC MEETINGS Inactive

#### COMMUNITY PROFILE

Hesperia is a desert community ten miles south of Victorville. With a population increase of nearly 60% between 1970 and 1975, it is one of the fastest growing communities in the nation, attracting many people who have retired. Most of those who work are employed elsewhere. There is little industry, but commercial development is growing.

There are no special districts coterminous with the MAC boundaries. There is a park and recreation district and a fire protection district, both of which are governed by the county supervisors. The newly formed water district has its own locally elected board of directors.

#### MAC HISTORY

The Hesperia MAC was originally established on the initiative of Supervisor James Mayfield in 1973, to increase community participation and communications with the county. The MAC compiles a list of community needs and sets local priorities for county projects. These priorities are then forwarded to Supervisor Mayfield.

Appointments to the MAC are made from nominations by various community groups. The local Chamber of Commerce, water company, fire department, and park and recreation district all have representatives on the Council.

The Hesperia MAC acted as a sounding board for the development of a community general plan. This plan was completed and adopted by the Board of Supervisors in 1974. The MAC was then involved in traffic, safety, and animal control issues. It helped the County to determine where to put up new street signs and was instrumental in getting the County to put up speed limit and four-way stop signs. One recent meeting on animal control was attended by about thirty residents.

During the development of the general plan, meetings were held monthly. Since completing the general plan, the MAC has become inactive; "it ran out of issues," according to the Supervisor's office. Supervisor Mayfield's office, however, indicated that Hesperia residents were

considering consolidating the existing MAC structure with local, single-issue advisory boards. If such a consolidation were to take place, they felt that delivery of services would be more coordinated.

JOSHUA TREE MUNICIPAL ADVISORY COUNCIL  
P. O. Box 603, Joshua Tree, CA 92252  
CONTACT: Larry Tyerman, MAC Secretary (714/366-8416)

SAN BERNARDINO COUNTY

POPULATION: 1,618 (1975 special census)  
ETHNIC COMPOSITION: unavailable  
MEDIAN FAMILY INCOME: unavailable

MAC MEMBERSHIP: Nine members, appointed  
MAC BUDGET: -0-  
MAC STAFF: -0-  
MAC MEETINGS: Third Tuesday, 7:00 p.m., Joshua Tree Community Hall,  
6617 Easterly Drive, Joshua Tree.

#### COMMUNITY PROFILE

Joshua Tree, a small desert community at the entrance to Joshua Tree National Monument, has a low tax base and very little commercial development. There is no industry. The residents are largely retired or living on welfare. It is a low-middle-income community.

All of the special districts governed by the Board of Supervisors share common boundaries. The boundaries of the Joshua Tree Recreation and Park District, Joshua Tree Fire Protection District, and the CSA which provides street lighting were made coterminous in 1972. An independent water district also serves the community.

#### MAC HISTORY

The Joshua Tree MAC was formed in June 1974 at the urging of Supervisor James Mayfield to improve communication in his large district. The advisory boards for the three special districts were combined to form the MAC. The membership is composed of representatives of the fire district, park district, lighting district, and each of the neighborhoods of Joshua Tree. Representatives from the water district, the real estate community, and the construction trades also attend meetings regularly.

The Joshua Tree MAC has a committee structure. Six committees, one each for fire, parks, street lighting, health and welfare, roads and flood control, and community planning and development, have been established. Each committee is composed of neighborhood representatives and is chaired by a MAC member with committee membership composed of neighborhood representatives, an effective method of guaranteeing community participation in MAC decisions. These committees do all the legwork for the MAC and recommend a course of action to the full Council.

The MAC advises the Board of Supervisors on the services of the local dependent special districts and it receives Board of Supervisors and Planning Commission agendas. The council is also involved in developing a general plan and the community is now on the waiting list for county planning commission assistance. The MAC is also trying to get the federal census tract boundaries changed to match the MAC boundaries, a move that would increase population figures by about 2,000. The MAC

feels this would make the community eligible for more state and federal funds since many grant and bond programs are based on population.

LAKE ARROWHEAD MUNICIPAL ADVISORY COUNCIL

SAN BERNARDINO COUNTY

P. O. Box 147, Lake Arrowhead, CA 92352

CONTACT: Doris Slayton, Chairperson (714/337-2571)

POPULATION: 2,863 (1975 special census)

ETHNIC COMPOSITION: unavailable

MEDIAN FAMILY INCOME: unavailable

MAC MEMBERSHIP: Seven members, appointed

MAC BUDGET: -0-

MAC STAFF: -0-

MAC MEETINGS: First Thursday, 7:30 p.m. in the Community Room,  
Mountains Community Hospital, Lake Arrowhead.

#### COMMUNITY PROFILE

Lake Arrowhead, a resort community in the San Bernardino mountains, is an area of second homes. Those interviewed estimated the number of permanent residents at 15,000 with 60,000 or more using the community during peak periods. Lake Arrowhead has no industry and its commercial development is tourist oriented. Although the assessed valuation is high, the lack of significant commercial and industrial development renders incorporation difficult in the near future, although the community wants it.

The boundaries of the dependent sanitation district are almost coterminous with the MAC. The other dependent special districts which provide fire and flood control services, and the CSA are not coterminous. There is no park and recreation district. With members of the MAC appointed from special advisory committees as well as from the community at large, the Council appears to represent a cross section of the community.

#### MAC HISTORY

The Lake Arrowhead MAC was established in January 1976. Local Supervisor Nancy Smith initiated the formation to provide the supervisors with one voice from the community. Prominent civic organizations and local special districts nominated candidates for the Council and Supervisor Smith made the final choices.

Those interviewed felt the MAC was a "vehicle for tying the community together." They report excellent contact with the Board of Supervisors. Community attendance at the meetings has averaged around twelve.

The MAC is involved in updating the general plan for the community and in animal control. It sets priorities for road improvements which will be financed by local assessment districts.

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RUNNING SPRINGS MUNICIPAL ADVISORY COUNCIL                          SAN BERNARDINO COUNTY  
P. O. Box 1167, Running Springs, CA 92382  
CONTACT: Bob Boehm, MAC Chairperson (714/867-2077)

POPULATION:    unavailable  
ETHNIC COMPOSITION:                                  unavailable  
MEDIAN FAMILY INCOME:                                  unavailable

MAC MEMBERSHIP:     Five members, appointed  
MAC BUDGET:    -0-  
MAC STAFF:    -0-  
MAC MEETINGS:                     Third Saturday, 10:00 a.m., Running Springs County  
   Water District offices, 31242 Hilltop Blvd., Running  
   Springs.

#### COMMUNITY PROFILE

Running Springs, a resort community located in the San Bernardino mountains, is largely composed of "second" homes. Because its commercial development caters to tourists, it lacks sufficient industry to make incorporation possible.

Water, fire protection, and sewer services are all provided by the locally governed Running Springs County Water District. There is no CSA for Running Springs.

#### MAC HISTORY

The Running Springs MAC was formed in June 1974. Supervisor Nancy Smith promoted the Council's formation as part of her efforts to improve communication with small communities in her district. Supervisor Smith appointed MAC members from nominees supplied by local civic organizations.

The MAC is presently reviewing a snow removal ordinance it helped initiate last year. The ordinance permits the towing of cars blocking snow removal equipment or emergency vehicles. The Council is also trying to persuade the County to provide a regional park in the area. MAC members have done extensive research on the proposed park and are awaiting action by the County. The MAC is also concerned over animal control problems.

The MAC and the Running Springs County Water District keep in close contact. Bob Albin, who chairs the water district board, is also a member of the MAC. The water district manager also attends most of the MAC meetings.

Those interviewed reported excellent relations with the Board of Supervisors and especially with Supervisor Smith. By holding meetings on Saturday mornings, the MAC is encouraging those who own second homes in Running Springs to participate in local affairs. This helps the MAC represent all residents of the community.



Members complained only about the lack of funding. They felt that the County should provide funds for operating expenses and office supplies such as letterhead stationery and stamps.

WRIGHTWOOD MUNICIPAL ADVISORY COUNCIL

SAN BERNARDINO COUNTY

P. O. Box 1015, Wrightwood, CA 92397

CONTACT: James Weeks, Chairperson (714/249-3405)

POPULATION: 1,283 (1975 special census)

ETHNIC COMPOSITION: unavailable

MEDIAN FAMILY INCOME: unavailable

MAC MEMBERSHIP: Eight members appointed (NOTE: final permanent membership will be seven)

MAC BUDGET: -0-

MAC STAFF: -0-

MAC MEETINGS: Third Monday, 7:30 p.m. at the Wrightwood Community Center, Wrightwood.

#### COMMUNITY PROFILE

Wrightwood, a mountain resort community about thirty miles northwest of San Bernardino, has no industry and little commercial development. Those interviewed estimated that 60% of the homes were "second" homes and that of the full-time residents, 70% worked elsewhere.

There is a CSA and the Board of Supervisors governs the fire protection district: both are coterminous with the MAC. When the MAC was formed, the advisory boards for both of these special districts were consolidated to form the Council. An operating budget for the MAC comes from the funds of these two districts.

#### MAC HISTORY

The Wrightwood MAC was established in February 1976. Supervisor James Mayfield initiated the formation to improve communications between the County and communities in his rural district. Originally, consolidation of the two advisory boards made a ten-member Council, but this number will be reduced to seven by attrition. It is believed that a seven-member board is a more workable size.

The MAC is involved in development of a general plan and in planning for the installation of sewers, animal control, and roads. Community interest is high, and those interviewed reported as many as 150 people at some meetings. The MAC has established a good rapport with the Supervisor and the County.

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YUCCA VALLEY MUNICIPAL ADVISORY COUNCIL  
P. O. Box 1305, Yucca Valley, CA 92284  
CONTACT: Eve Zimmer, Chairperson (714/365-7116)

SAN BERNARDINO COUNTY

POPULATION: 5,644 (1975 special census)  
ETHNIC COMPOSITION: unavailable  
MEDIAN FAMILY INCOME: unavailable

NOTE: Most people interviewed felt that this figure was inaccurate and estimated the population at 14,200

MAC MEMBERSHIP: Nine members, appointed  
MAC BUDGET: -0-  
MAC STAFF: -0-  
MAC MEETINGS: Second Wednesday, 7:00 p.m., and fourth Wednesday, 7:30 p.m. at the Yucca Valley Community Center, Yucca Valley.

#### COMMUNITY PROFILE

Yucca Valley is a desert community located about seventy miles east of San Bernardino. Those interviewed said that its economic makeup is mixed; some residents are financially well off while other depend on welfare or social security. The community has a large retired population and many of the young people go elsewhere, as the local job market is very limited. Although there is light commercial development, no industry exists.

There are no special districts with boundaries coterminous with the MAC. There is a park and recreation district, a fire protection district, and a CSA which provides street lighting. The MAC acts as an advisory body to the Board of Supervisors for all three of these dependent special districts.

#### MAC HISTORY

The Yucca Valley MAC was formed in March 1974 on the urging of local Supervisor James Mayfield who wanted an advisory group to improve communications with the area. In September 1974 the County requested the MAC to advise it on how three local, county-controlled special districts should be created. The combined budget of the special districts is over \$1,000,000. The MAC develops policy and advises the County on how this money will be spent.

Originally, MAC members were selected from nominations by various local organizations. Supervisor Mayfield chose from these nominations and from any other residents who expressed a desire to serve on the Council. Vacancies are presently filled from nominations by the MAC.

Yucca Valley faces many problems including water supply, schools, health care, and law enforcement. The community has twice attempted to incorporate. The last attempt in 1973 failed by 170 votes out of approximately 2,800 total votes cast.

The MAC reports good relations with the Supervisor and it receives Board agenda. It also reported good participation at its meetings. Those interviewed reported a minimum of ten people at a routine meeting and sixty to seventy people when controversial topics came up. The MAC also receives good local press coverage, and Ms. Zimmer, who chairs the MAC, appears weekly on a local radio show to discuss community issues.

The MAC members felt that an operating budget was essential. They thought, though, that the community would not tax itself as long as the MAC members were appointed.

MONTGOMERY MUNICIPAL ADVISORY COUNCIL  
9150 Chesapeake Drive, San Diego, CA 92123  
CONTACT: Lynn Skinner, MAC Staff Coordinator (714/565-5895)

SAN DIEGO COUNTY

POPULATION: 17,759 (1976 incorporation study)  
ETHNIC COMPOSITION (1976): BLACK: 1.5%  
CAUCASIAN: 73.4%  
SPANISH SURNAME: 17.6%  
PAN ASIAN: 2.1%  
NATIVE AMERICAN: 0.2%  
OTHER: 5.2%  
MEDIAN FAMILY INCOME (1976): \$8,908 (County: \$10,982)

MAC MEMBERSHIP: Seven members, elected at large  
MAC BUDGET: \$17,000 from Community Development Block Grant  
MAC STAFF: One one-half-time staff member funded from budget  
MAC MEETINGS: First and third Wednesdays, 7:30 p.m. at the Sweet-water U.H.S. District Boardroom, 1130 Fifth Avenue, Chula Vista.

#### COMMUNITY PROFILE

Montgomery combines five small urban neighborhoods immediately south and west of Chula Vista: Castle Park, Otay, Harborside, Woodlawn Park, and Broderick Acres. It is basically a lower-income, racially mixed area receiving a lower level of urban services (*e.g.*, there are no curbs and gutters in much of the area). MAC members are opposed to annexation to the adjacent City of Chula Vista, but incorporation is only a marginal possibility.

The Montgomery area receives street lighting, flood control, sewer services, and parks from special districts governed by the Board of Supervisors. There are locally elected fire protection and water districts. A CSA was formed to provide parks and the MAC sponsored the recently successful attempt to pass its tax rate.

#### MAC HISTORY

The Montgomery MAC was officially established in July 1975 as part of a one-year pilot program to assess the value of MACs in San Diego County. Part of the reason Montgomery was chosen is its location in an urban, unincorporated "pocket." By establishing MACs in Ramona, a separate and well-defined rural community, and Montgomery, an unincorporated "island" surrounded by incorporated cities, the county could assess the value of the program in different settings.

The Montgomery MAC did not really begin functioning until after it received funds in October 1975. The MAC's first action was to compile a community questionnaire and set local priorities. The Council assisted county staff in preparing an incorporation fiscal feasibility study. It also set up joint meetings with the Chula Vista City Council and investigated the types of services Chula Vista would provide if the area were annexed. The MAC distributed this information to all property owners and registered voters, but did not recommend a course of action.

Also among its concerns were park development, police services, animal control, and community safety. Members of the community used the MAC to assist them when they had problems with the County.

The MAC received the Board of Supervisors' agenda and the County began to ask the MAC for recommendations on the projects which affected the community. Although minorities represent more than one-quarter of Montgomery's population, there was no minority representative on the MAC. Montgomery MAC will terminate in April 1978.

RAMONA MUNICIPAL ADVISORY COUNCIL  
207 County Administration Center, 1600 Pacific Hwy., San Diego, CA 92101  
CONTACT: Mike Wright, MAC Staff Coordinator (714/236-4093)

POPULATION: 8,178 (1975 special census)  
ETHNIC COMPOSITION (1975): BLACK: 0.2%  
CAUCASIAN: 92.2%  
SPANISH SURNAME: 4.9%  
PAN ASIAN: 0.2%  
NATIVE AMERICAN: 0.7%  
OTHER: 1.8%  
MEDIAN FAMILY INCOME (1975): \$11,225 (County: \$10,982)

MAC MEMBERSHIP: Seven members, elected at large  
MAC BUDGET: \$17,000 from Community Development Block Grant  
MAC STAFF: One one-half-time staff member funded from budget.  
MAC MEETINGS: Second Tuesday and fourth Monday, 7:30 p.m. at the  
Ramona County Center, 1416 Montecito, Ramona.

#### COMMUNITY PROFILE

Ramona is a sprawling rural community about twenty-five miles northeast of San Diego. It is made up of single-family residences on fairly large tracts of land. San Diego Country Estates is the only major single-developer subdivision in the community. Most residents work elsewhere as there is no industry or major commercial development within the community.

The Ramona area has a fire protection district and a water district which are independent and a sanitation district which is governed by the county supervisors. There is no CSA.

#### MAC HISTORY

The Ramona MAC was officially established in July 1975 as part of a one-year pilot program to assess the value of the MAC program in San Diego County and to assist in preparing the local general plan. The County selected Ramona to test the usefulness of a MAC in an area which is relatively remote from the County's main offices in downtown San Diego.

Because it lacked funding, the MAC did not become active until October 1975. The Ramona MAC was active in local planning efforts. San Diego County operates a community planning program in which county planners help communities develop local general plans which then become part of the County's overall general plan. Because more communities wanted to participate than there were staff available, Ramona's community planning project was low on the County's priority list. To pressure the County into raising Ramona's priority, local residents formed the Ramona Community Planning Organization (RCPO). The MAC helped the RCPO gain formal recognition as a community planning advisory group. The Ramona community planning project began in 1976 and is scheduled for completion in 1978.



The Ramona MAC held hearings and made recommendations, some of which were followed, on the formation of a Ramona Justice Court, the franchising of cable television, and the renumbering of streets.

MAC members complained about a lack of communication with the County and especially the Board of Supervisors. Although they received Board agenda, the advice of the MAC was not solicited by the Board as a whole or by the local supervisor. The lack of support from the Board and the uncertainty of the MAC as a permanent community voice affected the legitimacy of the MAC at the community level. Although the MAC received good local press coverage, attendance at the meetings was fairly low. Voter turnout at the last MAC election was only 21.2% of the registered voters.

The general fund having been completed, the Board of Supervisors refused to fund the MAC past 31 December 1976 and the MAC has since ceased to exist.

EAST PALO ALTO MUNICIPAL COUNCIL  
2415 University Avenue, East Palo Alto, CA 94303  
CONTACT: Administrative Officer (415/346-5600)

SAN MATEO COUNTY

POPULATION: 19,256 (East Palo Alto Profile [est.])  
ETHNIC COMPOSITION (1975): BLACK: 60.1%  
CAUCASIAN: 31.9%  
SPANISH SURNAME: 4.2%  
OTHER NON-WHITE: 3.8%  
MEDIAN FAMILY INCOME: \$9,477 (1975)(County: \$13,222 [1970])

MAC MEMBERSHIP: Five members, nominated by district, elected at large  
MAC BUDGET: \$180,186 (1975-76) from County general fund  
MAC STAFF: Seven  
MAC MEETINGS: Regular meetings: first and third Mondays, 8:00 p.m.  
Study meetings: second and fourth Mondays, 8:00 p.m.  
at the MAC offices.

#### COMMUNITY PROFILE

East Palo Alto is a predominantly black, low-income community surrounded by Palo Alto, Menlo Park, the marshlands, and the San Francisco Bay. The Bayshore Freeway (Highway 101) divides the community.

East Palo Alto has many of the problems associated with older urban areas and a weak local economy. There are few major commercial concerns and those interviewed reported that houses sell at deflated prices. Virtually all of the area's industry was annexed into adjacent cities before the San Mateo LAFCO was formed in 1963.

East Palo Alto is served by various special districts but only two are coterminous with the boundaries of the MAC. The CSA has a tax rate of \$1.30 per \$100.00 of assessed valuation and its revenues augment the sheriff's police services. A park and recreation district also has the same boundaries as the MAC.

#### MAC HISTORY

Formed in 1967, the East Palo Alto Municipal Council originated the concept. At the time, black political issues and community pride were becoming increasingly important and San Mateo County cooperated in the Council's formation as a way of giving residents increased local control.

A LAFCO sphere of influence study found many competing voices within the community. The County, which desired a method of addressing the community's problems, felt it was necessary to get a single representative voice from the community. To accomplish this goal, the Board of Supervisors established an elected community advisory committee, the first of its kind in California, to advise on all of the needs of the area. The MAC enabling legislation was passed in 1971 to satisfy legal questions as to the County's authority to establish a permanent advisory body.

Since its inception, the Council has been instrumental in gaining several grants for community development and crime prevention. The Council chooses the sheriff's officer who runs the substation funded by the CSA. The MAC sits as the Community Redevelopment Commission and advises the Board of Supervisors on how to spend the \$1.2 million in redevelopment funds allocated by the County for East Palo Alto. The County has built a new three-story building in the community which serves as a focal point for local participation.

The County has institutionalized its relationship with the MAC by requiring county departments to request the MAC's advice before the Board is asked to act on staff proposals. The MAC is treated like a county department by the county supervisors and administrators.

The MAC deals with issues ranging from juvenile diversion programs to economic development. It works on "real issues, real stuff" according to George Riley, executive assistant to the county manager.

East Palo Alto's main goal is incorporation. Although those interviewed said it would be at least two or three years before it was feasible, incorporation is in the planning stages. Vance Black, former MAC Administrative Officer, believes the Council is providing the leadership and developing the community identity necessary for future incorporation.

ISLA VISTA MUNICIPAL ADVISORY COUNCIL                          SANTA BARBARA COUNTY  
966 Embarcadero del Mar, Suite C, Isla Vista, CA 93017  
CONTACT: Administrator (805/968-8000)

POPULATION:                                 15,675 (1975 special census)  
ETHNIC COMPOSITION (1970):   BLACK:                                 2%  
   CAUCASIAN:                         91%  
   SPANISH SURNAME:                 5%  
   OTHER NON-WHITE:                2%  
MEDIAN FAMILY INCOME: \$4,500 (1975 est.)(County: \$10,455 [1970])  
MAC MEMBERSHIP:   Nine members; six elected by district, three elected  
   at large  
MAC BUDGET:       \$25,000 grant from the University of California Regents;  
   \$7,050 from County general fund; \$8,000 from federal  
   CETA program (1976-77 figures)  
MAC STAFF:        Three full-time and three part-time  
MAC MEETINGS:    Each Monday, 7:00 p.m., MAC offices, Isla Vista.

#### COMMUNITY PROFILE

Isla Vista is a student community ten miles west of Santa Barbara, surrounded on three sides by the University of California's Santa Barbara campus, and by the Pacific Ocean on the fourth. About half the residents are University students. The half-square-mile town is physically and politically isolated from the nearby communities of Goleta and Santa Barbara. Isla Vista's residential areas are characterized by multi-unit apartment buildings, more than 90% of which are owned by absentee landlords. The community lacks any major commercial development, but has shopping streets with small restaurants, a bank, a movie theater, and small stores.

Isla Vista has two special districts coterminous with the boundaries of the MAC. One is a park district with a locally elected board and the other a CSA which provides street lighting.

#### MAC HISTORY

The Isla Vista Community Council (IVCC) was set up in 1970 by community leaders as a response to that year's civil disturbances in the community. Its purposes were to represent the area to governmental agencies, to improve police/community relations, to reduce local auto traffic, and to work for "political and economic self-determination."

In 1972 the Santa Barbara County Board of Supervisors established the Isla Vista MAC to recognize officially the community's participation in County decisions. Under guidelines set by the Board, the representatives elected to IVCC are appointed to the Isla Vista MAC. Any resident of Isla Vista who is sixteen years old or older may vote for IVCC members at booths set up outside the regular polling places.

The combination Isla Vista MAC/IVCC has initiated community services including a low-cost medical clinic and a mental health center. It has been instrumental in developing local parks, street barriers to

control auto traffic, and the "Isla Vista Foot Patrol," a bicycle and foot patrol which uses University police and sheriff's deputies.

Two formal attempts to incorporate a City of Isla Vista were sponsored by Isla Vista MAC/IVCC but both were denied by the Santa Barbara LAFCO. Residents have supported incorporation in four informal community plebiscites since 1972.

Those interviewed at both the MAC and the county level complained of a lack of communication. MAC members said that frequently they had not been notified of available state and federal funds and that only once had the Board solicited its advice. They were frustrated because the Board, they said, did not listen to the MAC.

Those interviewed at the county level felt that the MAC had not provided the county with "summarized informational input." Communication with the MAC is irregular and shows no general strategy. Board members do not receive a legislative packet or a scoresheet of their performance on questions involving Isla Vista, although they do receive the regular MAC newsletter.

The county road department, department of parks and recreation, and the planning commission consult the MAC, but other county departments do not. In July 1973 the local supervisor, James Slater, requested the County Administrative Officer to require county departments to supply the MAC with information on decisions affecting Isla Vista. Although the County Administrative Officer sent out a memorandum, this process has never been fully implemented.

The Isla Vista MAC has been successful in creating a form of participatory democracy within a community lacking other general government organizations. Monthly "town meetings" and a regular newsletter delivered to each residence promote communication. The MAC has achieved a few dramatic successes with the county supervisors, including the formation of the Isla Vista Park and Recreation District. Nevertheless, the Council continues to face several political problems.

Because of the relatively conservative political makeup of the Board of Supervisors and the relatively liberal nature of Isla Vista, the MAC's recommendations are seldom followed. Many Board members place less importance on Isla Vista's sentiments than on those from other areas in the County, because of the Isla Vista's transient, student status. This transient nature of the community has led to a lack of continuity in leadership. As MAC members have become frustrated, they have tended to make demands on the Board of Supervisors rather than advise them. As one MAC member put it, "Since the County does not give the MAC legitimacy, the community does not give the MAC legitimacy and vice versa."

In June 1976 William Wallace, a local resident and former MAC member, was elected to the Board of Supervisors. It appears that Isla Vista will be able to participate more fully in the affairs of county government with a supervisor who has more understanding of the community's problems. A joint County/MAC committee has been created to assess the MAC's performance.

WINDSOR MUNICIPAL ADVISORY COUNCIL

SONOMA COUNTY

Post Office Box 767, Windsor, CA 94592

CONTACT: Floyd Coakley, MAC Chairperson (707/838-4711)

POPULATION: 5,790 (1975 special census)  
ETHNIC COMPOSITION (1975): BLACK: 0.86%  
CAUCASIAN: 78.27%  
SPANISH SURNAME: 11.95%  
NATIVE AMERICAN: 1.03%

NOTE: Most people interviewed felt these figures were inaccurate.  
Most estimated Spanish surnames to comprise 25-30% of the  
population.

MEDIAN FAMILY INCOME: \$8,279 (1970)(County: \$9,600)

MAC MEMBERSHIP: Seven members, elected at large  
MAC BUDGET: \$5,314 (1975-76 est.), from County general fund  
MAC STAFF: One half-time clerical  
MAC MEETINGS: First and third Tuesdays, 7:30 p.m. at the Starr School,  
9591 Starr Road, Windsor.

COMMUNITY PROFILE

Windsor is a low-income, semi-rural community located ten miles north of Santa Rosa. It has experienced rapid and unplanned growth. In the last ten years, the population has tripled as a result of an influx of low-income housing (over 160 units) and the rapid growth of mobile home parks. At present, about 45% of the residents reside in mobile home parks. Because of the mobile homes and the lack of any significant commercial or industrial development, Windsor has a very low tax base.

The MAC is within a CSA. The community defeated a proposed tax rate at an election in June 1977. Had the tax rate been approved, the revenues would have been used to fund the development of a community park and the expenses of the MAC. The Windsor County Water District, with a locally elected board of directors, is the only other special district within the Windsor area.

MAC HISTORY

Windsor MAC was established in September 1972 by the Sonoma County Board of Supervisors. A large developer had announced plans to build an upper-middle-income housing tract in Windsor which would have located 1,500 residents on 600 acres. The MAC was formed in response to this plan so that the community could promote the development and prepare itself for future incorporation. The development has not yet been built.

The Board of Supervisors granted the MAC the power to advise on all matters of public works, health, safety, welfare, and land-use planning affecting the Windsor community. The MAC's primary goal was and is the incorporation of Windsor.

The Windsor MAC participated in the preparation of a community plan for the area, although the County Planning Department relied on its own

advisory groups rather than the MAC for citizen participation. The MAC and county staff proposed alternatives to the preliminary community plan. Before the plan was adopted, however, a new supervisor was elected in 1974 from the district which includes Windsor. The new supervisor introduced proposed additional changes to the plan and then sponsored its adoption.

The new supervisor also altered the MAC's boundaries and changed the procedure for filling vacancies on the Council by appointing replacements himself instead of relying on the Council's recommendations. As Council members resigned or failed to be re-elected, the Windsor MAC faced a shift of power away from the group which had supported the previous supervisor and toward a group which supports the new supervisor. Despite the power shift, the MAC still adheres to the goal of eventually incorporating Windsor.

The MAC has had a hard time getting its large Chicano population involved in the Council. At present there is one Chicano member on the Council who was appointed to the MAC by the present supervisor, Will Johnson.

Both past and present members of the MAC complained of the occasional lack of commitment by the Board of Supervisors. The County has at times not consulted the MAC before decisions were made which affected the community. In May 1976 the Board attempted to alleviate this problem and now requires that a recommendation from the MAC accompany all proposals made by County departments that involve the Windsor area.

The MAC takes a very active role in developing the tax base required to incorporate. It has encouraged light industry to locate in Windsor and has been successful in bringing in five small firms. It is promoting a community redevelopment project to aid the development of the downtown core. The County has purchased a community park with revenue sharing funds and the community is beginning to develop it. The park will be turned over to the MAC for management. These activities should help increase the tax base and bring incorporation closer.

EL RIO MUNICIPAL ADVISORY COUNCIL  
5808 Telephone Road, Ventura, CA 93003

VENTURA COUNTY

CONTACT: Virgil Brian, Executive Secretary (805/642-0226)

POPULATION: 8,940 (1975 special census)  
ETHNIC COMPOSITION (1975): BLACK: 0.1%  
CAUCASIAN: 58.0%  
SPANISH SURNAME: 40.0%  
PAN ASIAN: 1.0%  
NATIVE AMERICAN: 0.9%

NOTE: Members of the community question these figures. They feel that approximately 70% of the population have Spanish surnames.  
MEDIAN FAMILY INCOME: \$9,680 (1970)(County: \$11,162 [1970])

MAC MEMBERSHIP: Nine members, appointed by district

MAC BUDGET: -0-

MAC STAFF: Supervisor's Administrative Assistant acts as the Executive Secretary

MAC MEETINGS: Third Thursday, 7:30 p.m. at the El Rio Elementary School, 2714 Vineyard Road, Oxnard.

#### COMMUNITY PROFILE

El Rio consists of nine small neighborhoods adjacent to the City of Oxnard. The neighborhoods are semi-rural with large agricultural plots in some areas. It is a lower-middle-income neighborhood with a large Latin American population.

The flat terrain surrounding the El Rio community causes acute drainage and sewage disposal problems and the cost of correcting these problems is immense. Ventura County officials want to use federal and state public works funds to correct these problems, but the funds are not available.

Because there are no special districts coterminous with the MAC, the Council is the only public body which represents El Rio's communities.

#### MAC HISTORY

A volunteer steering committee represented the El Rio community in the early 1970s but the group felt it needed official recognition to be more effective. The community approached the Ventura County supervisors and the Board established the MAC in April 1975.

Council members are nominated at public meetings of residents in each of El Rio's nine neighborhoods. These nominations are forwarded to the local Supervisor and ratified by the entire Board.

The Board has authorized the MAC to advise the County on matters relating to public health, safety, welfare, public works, and planning in El Rio. The MAC represents the community's interests to the Board, the county planning commission, and the Ventura LAFCO. MAC members see their primary role as assisting their community in its dealings with local government agencies.



When an individual has a problem, he or she brings it before the Council. If the MAC cannot resolve the issue, the Council asks its executive secretary (the local supervisor's assistant) to contact the appropriate County staff and report his findings back to the Council.

The El Rio MAC also assists in disseminating official County information to the community. Approximately forty or fifty residents attend MAC meetings, a number of which local observers believe represent a high level of participation. As Virgil Brian, administrative assistant to the local supervisor, said, the El Rio MAC gives County staff a "better feeling of what the people are thinking...a better entrance to the area, and it gives them [the community] a better feeling of being represented."

The MAC has been especially useful at creating understanding between the community and the County. Partially because of the MAC, the community understands that its sewage and drainage problems are not going to end in the near future. The expense of the remedy is great and the assistance of federal or state funds is not presently available.

The future of the MAC is questionable. Since El Rio is within the City of Oxnard's sphere of influence, annexation by Oxnard is likely in the future, although no large scale annexation attempt has yet occurred. In keeping with the County supervisors' policy of periodically reviewing programs, the MAC will automatically expire in 1979, unless renewed by the Board of Supervisors.

OAK PARK MUNICIPAL ADVISORY COUNCIL  
2220 Ventura Blvd., Camarillo, CA 93010  
CONTACT: Blake Boyle, Executive Secretary (805/482-1994)

VENTURA COUNTY

POPULATION: 2,294 (1975 special census)  
ETHNIC COMPOSITION (1975): BLACK 0.3%  
CAUCASIAN 97.7%  
SPANISH SURNAME: 1.0%  
PAN ASIAN 1.0%  
MEDIAN FAMILY INCOME: \$21,700 (1975) (County: \$11,162 [1970])

MAC MEMBERSHIP: Five members, elected at large  
MAC BUDGET: -0-  
MAC STAFF: Supervisor's Administrative Assistant acts as the  
Executive Secretary  
MAC MEETINGS: Fourth Tuesday, 8:00 p.m., Park Building, Oak Park.

#### COMMUNITY PROFILE

Oak Park is a master-planned bedroom community south of Thousand Oaks, on the Ventura-Los Angeles county line. Developers have finished less than one-third of this residential community with full development not expected for ten to fifteen years. Prices of houses in the newest subdivision begin at \$57,000. The community lacks any substantial commercial or industrial development.

A CSA provides street lighting, road median strip landscaping and maintenance, and street sweeping. The county supervisors have divided the CSA into two zones, one section contains the developed areas and charges a tax rate of \$0.64 per \$100 of assessed valuation; the other section covers the community's undeveloped areas and charges a rate of \$2.64.

Only this CSA is coterminous with the MAC and all other special districts (*e.g.*, park and recreation, schools) which serve the community are governed from Simi Valley. A ridge separates Oak Park from Simi Valley. Because there is no direct road linking the two communities, Oak Park residents must drive twenty-five miles to reach Simi Valley.

#### MAC HISTORY

Even though Oak Park had a homeowners' association before the MAC, the association's paying membership only included 30-60% of the residents. When the association represented the community to public agencies, some questioned whether the group legitimately spoke for the entire community. Community leaders asked the Ventura County supervisors to establish a MAC for Oak Park to create a locally recognized voice for all residents.

The County supervisors formally created the Oak Park MAC in June 1975. The local supervisor named prominent community leaders to serve as MAC members until an election in November 1975. At the November election nine candidates ran for five council seats. Local interest in the MAC election was high and 68% of the eligible voters participated.

The Oak Park MAC concentrated on land-use planning issues during its first year. The Council participated in all phases of the development of the community from reviewing subdivision maps to commenting on locations for commercial sites. The council has also been active in other fields including safety, police protection, schools, and parks. To educate the community, the MAC has sponsored rape prevention and poolside safety clinics.

The MAC members have kept a careful eye on their community's tax dollars. They sponsored a proposal to detach the community from the Simi Valley Cemetery District and are discussing detachment from the Ventura Regional County Sanitation District. Neither of these special districts provides services to the community.

School district and park and recreation district issues have occupied Oak Park MAC's attention, too. Contact with these districts has not been formal, however, because the Ventura County Counsel has ruled that the state statute permitting counties to create MACs does not permit a MAC to represent the community to agencies other than the County. County Counsel's determination prevents the Oak Park MAC from speaking for its constituents when issues are discussed by special districts and school districts. Individual MAC members have succeeded in having the Simi Valley Park and Recreation District spend part of its budget in Oak Park equal to the tax revenue the community sends the District. Council members were precluded from identifying their testimony as representing the MAC's position.

The Oak Park MAC was one of the most active of those surveyed. The members seem very informed and willing to do their homework. Ron Stark, who chairs the MAC, takes his job seriously, as does Supervisor Jones' administrative assistant Blake Boyle. By anticipating a situation before it becomes a problem, the Oak Park MAC assures that the community will develop in a manner well suited to its residents. For example, it is currently studying the use of low-pressure sodium vapor light bulbs for its street lighting. These lights could reduce energy costs for street lighting by two-thirds.

In keeping with a County policy to review all of its programs periodically, the Oak Park MAC, like all of Ventura's municipal advisory councils, will expire on 31 December 1979 unless the County supervisors choose to renew it.

VENTURA RIVER VALLEY MUNICIPAL ADVISORY COUNCIL                    VENTURA COUNTY  
744 East Main Street, Ventura, CA 93001  
CONTACT: Ann Schlenge, Executive Secretary (805/648-6131)

POPULATION:                    17,598 (1975 special census)  
ETHNIC COMPOSITION (1975):    BLACK:                    0.30%  
                                      CAUCASIAN:               91.40%  
                                      SPANISH SURNAME:      2.20%  
                                      PAN ASIAN:               0.20%  
                                      NATIVE AMERICAN:    0.15%  
MEDIAN FAMILY INCOME:    \$8,140 (1970)(County: \$11,162 [1970])

MAC MEMBERSHIP:    Five members, nominated by district, elected at large  
MAC BUDGET:                -0-  
MAC STAFF:                Supervisor's Administrative Assistant acts as Executive  
                                      Secretary  
MAC MEETINGS:          Second and fourth Mondays, 8:00 p.m., at the Oak View  
                                      Elementary School, Oak View.

#### COMMUNITY PROFILE

Located in a low-income, semi-rural area, between Ventura and Ojai, the Ventura River Valley MAC includes five communities within the City of Ojai's sphere of influence; Oak View, Meiners Oaks, and Casitas Springs. Highway 33 divides the MAC in half.

There are no special districts coterminous with the MAC boundaries. A CSA, however, has been established within the community to provide street lighting.

#### MAC HISTORY

In 1974 the local supervisor, Ralph Bennett, initiated the establishment of the MAC to provide the area with representation. Residents of unincorporated areas surrounding Ojai felt that their opinions were not being heard by the County and that the City of Ojai had too much influence over decisions affecting them.

The original enabling resolution instructed the MAC to advise the County only on local planning issues. In July 1975, one year after its formation, the County expanded the MAC's advisory responsibilities to include public health, safety, welfare, and public works. Its major emphasis, though, continues to be planning.

The MAC spent its first year reviewing the Ojai Valley general plan. The Council held as many as six meetings a month to review the plan. The Council accepted the plan with minor alterations, but would like to see the maximum projected population set lower than the present limit of 58,000 persons.

Aside from planning, the MAC has also been concerned over the future of State Highway 33. Although plans to extend the freeway to Ojai have been scrapped by the State, the MAC has kept an eye on other planned

improvements to the road because it may bring increased development to the area. This is a major community issue and the MAC has commented on all planned improvements.

Those interviewed felt the community ignored the MAC. Attendance at meetings often include only Council members. Supervisor Bennett's aide, Dick Cowger, only attends meetings when the MAC invites him. County staff appear as requested.

Some of those interviewed felt that while some of the Council members were doing a good job, other members did not have a real feel for the community. All of those interviewed felt that the community had little involvement with the MAC.

While those surveyed felt that the MAC was breaking down old neighborhood lines, the future status of the area has not been determined. Animosity between the City of Ojai and the MAC area make annexation politically infeasible in the foreseeable future. The lack of a sufficient tax base and limited commercial development make incorporation economically impractical. In keeping with County policy to review all programs periodically, the MAC will expire in 1979 unless the Board of Supervisors votes to continue it.

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