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March 13, 2013 Agenda Item 10

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March 13, 2013 (Agenda)

Contra Costa Local Agency Formation Commission (LAFCO) 651 Pine Street, Sixth Floor Martinez, CA 94553

Status Report - Municipal Service Reviews/Sphere of Influence Updates

Dear Members of the Commission:

This is an update summarizing the status of municipal service reviews (MSRs) and sphere of influence (SOI) updates in Contra Costa County.

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) resulted in sweeping changes to the statute that governs LAFCOs. Included among the changes was a requirement to update SOIs every five years as needed, and prepare corresponding MSRs to determine the range and adequacy of services.

DISCUSSION

MSRs/SOI Updates in Contra Costa County - In 2006, the Commission adopted a MSR work plan that provides for preparing comprehensive MSRs. With the exception of the Miscellaneous County Service Areas MSR, the inaugural MSR cycle is complete. The majority of the MSRs focuses on a specific public service and covers all of the local agencies that provide these services in the County or in a sub-region. Several agency-specific reviews were prepared when needed.

Status of MSRs/SOI Updates - To date, countywide MSRs have been completed for the following services: healthcare, water/wastewater, fire/emergency medical, reclamation, cemetery, mosquito/vector control, parks/recreation, resource conservation, law enforcement, and library services. Also, sub-regional MSRs covering all 19 cities and several community service districts (CSDs) are complete, as well as agency-specific MSRs for the Byron Sanitary District, Town of Discovery Bay CSD, and Green Valley In 2012-13, LAFCO initiated a countywide MSR covering seven Recreation & Park District. miscellaneous county service areas (CSAs). This review is expected to be complete by April 2013.

Following completion of the MSRs, most agency SOIs were updated. The following SOI updates are pending:

Agency	MSR	Comments/Status of SOI Update
Town of Danville	Central County Sub-regional MSR	Pending completion of Town's
	completed September 2009	General Plan update in 2013
City of San Ramon	Central County Sub-regional MSR	Pending (City completed its General
	completed September 2009	Plan update in 2011)
CSA R-4	Countywide Park & Recreation	Pending. Following discussions with
	Services MSR completed April 2010	Moraga Town staff, they recently
		requested that LAFCO retain the
		existing SOI subject to the
		Commission's approval
Rollingwood Wilart Park	Countywide Park & Recreation	Pending ongoing discussions with City
Recreation & Park District	Services MSR completed April 2010	of San Pablo
(RWPRPD)		
Contra Costa County Fire	Countywide Fire/Emergency Medical	Partial SOI update in 2009 pending
Protection District	Services MSR completed April 2009	west county fire service discussions
(CCCFPD)		(i.e., potential boundary changes)
Crockett-Carquinez FPD	Countywide Fire/Emergency Medical	SOI pending west county fire service
(CCFPD)	Services MSR completed April 2009	discussions
Kensington FPD (KFPD)	Countywide Fire/Emergency Medical	SOI pending west county fire service
	Services MSR completed April 2009	discussions
Rodeo-Hercules FPD	Countywide Fire/Emergency Medical	SOI pending west county fire service
	Services MSR completed April 2009	discussions
CSA P-2	Countywide Law Enforcement MSR	SOI pending discussions with County
	completed August 2011	staff
CSA P-5	Countywide Law Enforcement MSR	SOI pending discussions with County
	completed August 2011	staff
CSA P-6	Countywide Law Enforcement MSR	SOI pending discussions with County
	completed August 2011	staff

Regarding the pending SOI updates, we offer the following comments:

- **Town of Danville SOI Update** It would be appropriate to update the Town of Danville's SOI following completion of the Town of Danville General Plan update this year.
- **City of San Ramon SOI Update** LAFCO staff will coordinate with City of San Ramon staff and bring an SOI update to the Commission in the next several months.
- CSA R-4 LAFCO staff will bring an SOI update to the Commission in the next 1-2 months.
- **RWPRPD** The San Pablo City Manager reports that the City has identified the Rollingwood area as one of three "Future Annexation" policy items adopted under the FY 2011-13 City Council Priority Workplan. Further, the City supports open discussions with the RWPRPD as indicated in a recent letter (Attachment 1).
- West County Fire Service The SOI updates for four fire districts are pending current discussions and agency studies to address fire and emergency medical services.
- **"P" Districts** LAFCO staff will coordinate with the County Sheriff's Office and report back to the Commission in the next several months.

In addition to the pending SOI updates, there are several agencies (listed below) where LAFCO adopted a zero SOI signaling a future change of organization or reorganization.

- CSA M-28 M-28 provides water service to the Willow Mobile Home Park located on the eastern edge of Bethel Island. The community has approximately 172 mobile home units and is served by one well with reverse osmosis treatment. The County previously contracted with the Diablo Water District (DWD) to maintain and operate the system. The County currently contracts with a private firm (Diversified) to manage the system. The MSR included a governance option to dissolve CSA M-28 and annex the area to DWD, which provides similar services for three other communities that were former CSAs. DWD expressed concern with taking over the system and the associated capital improvements costs. The County is currently pursuing the transfer of M-28 to the owner of the mobile home park; the transition is in process.
- **Reclamation District 2137** RD 2137 is located within the boundaries of the City of Oakley. The District provides maintenance services to non-project levees and internal drainage facilities, and oversees habitat preservation/restoration. The MSR report identified the following five governance and SOI options for RD 2137:

1. *Dissolution* - The MSR noted that District land is owned by the Department of Water Resources (DWR) and two private parcels (of which the City of Oakley has an option to acquire). Restoration of the tract as part of the Dutch Slough Tidal Marsh Restoration Project, along with any necessary new levee construction or repair and maintenance of existing levees could become the responsibility of the State of California or the City of Oakley (or both) under this option.

2. *Consolidation* with the adjacent RD 799 (Hotchkiss Tract). A 436-acre portion of the Dutch Slough Tidal Marsh Restoration Project area (Burroughs Parcel) is located within RD 799. Under this option, RD 2137 would be dissolved and the area annexed to RD 799. This would place all of the Restoration Project area within a single reclamation district.

3. A variation of Option #2 would be to *detach* the Burroughs Parcel from RD 799 and annex that territory to RD 2137. This option may affect the integrity of the existing levees on Hotchkiss Tract, and/or require construction of new levees if existing levees are breached for marshland restoration.

4. *Establishment of a subsidiary district* - Under this scenario, the City of Oakley would assume responsibility for reclamation services with the City Council serving as the Board of Trustees. The SOI for the subsidiary district would need to be coordinated with the City of Oakley SOI.

5. *Construction of a new 'set-back' levee* - New urban development along the East Cypress Corridor could be required to finance a new east-west levee meeting FEMA flood protection standards. This new levee would, in effect, separate and protect the residential and commercial development in the corridor from the habitat/tidal marsh restoration area closer to Dutch Slough.

Following completion of the MSR report, the Commission adopted a zero SOI for RD 2137 as recommended in the MSR report. A zero SOI signals dissolution or some other type of government reorganization (e.g., consolidation, merger, establishing a subsidiary district, etc.). The Commission directed LAFCO staff to work with RD 2137 and the City of Oakley to initiate dissolution of RD 2137 and allow DWR to take over the functions of the District.

LAFCO staff has contacted the City of Oakley and RD 2137 for periodic updates. In response to a recent exchange, RD 2137 submitted the attached letter expressing opposition to dissolution of the

District (Attachment 2). LAFCO staff will continue to work with City and District staff to explore governance options in order to implement the adopted zero SOI.

• County Sanitation District No. 6 (SD 6) - SD 6 provides wastewater service to the Stonehurst subdivision (Alhambra Valley). The MSR noted that there is no other wastewater system infrastructure in the vicinity, although Central Contra Costa Sanitary District (CCCSD) has infrastructure less than one mile to the east of the subdivision. The MSR also noted that the Regional Water Quality Control Board Waste Discharge requires SD 6 connect to a sanitary sewer line at the earliest possible time when services are available, and the onsite wastewater treatment and disposal system should be closed. The County recently issued a Request for Proposals for sanitary engineering consulting services to assist in the ongoing operation of SD-6 and possible future annexation to CCCSD. Included in the scope of services will be an analysis of the existing system and a feasibility study (including a cost estimate for planning, design and construction) assisting the County with the annexation process.

The upcoming second round water/wastewater MSR, as discussed below, will follow-up on the status of the CSA M-28 and County Sanitation District No. 6 governance issues.

A complete MSR/SOI summary is attached (Attachment 3). LAFCO staff will continue to work with those agencies with pending SOIs and service/boundary issues and keep the Commission apprised of the progress.

Outcomes from First Round MSRs – In addition to updating SOIs, there were various other outcomes derived from the first round MSRs, including the following:

- Establishing relationships with local agencies under LAFCO's purview
- ✤ Obtaining local agency profile information
- ✤ Identifying out of agency service
- Resolving boundary/map discrepancies among the County Assessor, County GIS, State Board of Equalization, local agencies and LAFCO
- Boundary clean-ups
- Daylighting local agencies and the services they provide
- Showcasing best practices and options for resource sharing
- ✤ Identifying governance, fiscal, service and other challenges and issues
- Providing governance options including those requiring LAFCO approval (reorganizations, consolidations, mergers, dissolutions), as well as those not requiring LAFCO approval (JPAs, functional consolidations, shared services and facilities, etc.)

Second Round MSRs/SOI Updates – In accordance with State law, LAFCO must review and update SOIs every five years, as necessary. Contra Costa LAFCO recently initiated work on a second round MSR covering water and wastewater services – see attached list (Attachment 4). There are 24 local agencies (i.e., eight cities, 16 special districts) under Contra Costa LAFCO's purview that provide water and/or wastewater services, plus three multi-county districts where another LAFCO is the principal LAFCO. Most local agencies covered in this second round MSR have received preliminary requests for information - see attached samples (Attachments 5a and 5b). The preliminary request for information focuses on the issues below, some of which were not covered in the first round MSR (as denoted with an asterisk):

- update to agency profile (as reflected in the LAFCO Directory of Local Agencies)
- updates/status report on issues identified in the first round MSR*
- effects of recent regulatory changes/requirements

- update on infrastructure and services
- changes in the agency's fiscal conditions
- anticipated changes to agency boundary and/or SOI
- update on vacant/underutilized land (cities only)
- effects on water and/or wastewater service delivery as a result of the dissolution of redevelopment agencies (cities only)*
- effects of the Regional Transportation Plan/Sustainable Communities Strategy on water and/or wastewater services*
- information regarding the location and characteristics of any disadvantaged unincorporated community within or contiguous to the agency's SOI*

The second round water/wastewater MSR will also include general information on several private water service providers, as well as information obtained from private mutual water companies in accordance with AB 54.

The second round MSR will provide an opportunity to review trends in service demands and financial solvency; to follow up on governance issues that were flagged in the inaugural round; and to look at regional growth management issues in light of recent legislation pertaining to the provision of municipal services, sustainable communities strategies and disadvantaged unincorporated communities.

Next Steps – LAFCO staff is currently working on the requests for information to the remaining water and wastewater service providers, and compiling the responses. LAFCO staff will prepare a Request for Proposals for consultant services to assist with the second round water/wastewater MSR. The proposed FY 2013-14 budget presented to the Commission on March 13, 2013, includes funding to prepare the second round water/wastewater MSR.

The Commission will further discuss first round MSR outcomes and expectations for second round MSRs at its upcoming strategic planning session on April 15.

RECOMMENDATION

Receive report and provide input as desired.

Sincerely,

Lou Ann Texeira Executive Officer

Attachment 1 – Letter dated March 4, 2013 from City of San Pablo (Rollingwood)

- Attachment 2 Letter dated March 4, 2013 from RD 2137
- Attachment 3 Contra Costa LAFCO MSRs/SOI Updates Summary
- Attachment 4 List of Water/Wastewater Service Providers Included in Second Round MSR
- Attachment 5 Sample Preliminary MSR Requests for Information

March 4, 2013

Lou Ann Texeira, Executive Director Contra Costa County of Local Agency Formation Commission (LAFCO) 651 Pine Street Martinez, CA 94553

SUBJECT: <u>MUNICIPAL SERVICE REVIEW/SOI UPDATE</u>: ROLLINGWOOD-WILART PARK RECREATION AND PARK DISTRICT (RWPRPD) – (MARCH 13, 2013 LAFCO AGENDA)

Dear Ms. Texeira:

The City of San Pablo wishes to forward this letter of interest on the completion of the upcoming Municipal Service Review (MSR)/SOI Update being considered for LAFCO board review scheduled on Wednesday, March 13, 2013.

As addressed in the 2010 MSR: Park and Recreation & Cemetary Services (adopted April 21, 2010), the City of San Pablo wishes to address the Agencysupported recommendation identified (page 130) in the 2010 MSR document that the RWPRPD ..."has expressed a desire for a conterminous SOI, because it continues to provide services to the unincorporated communities of Rollingwood and Wilart Park; however, it has expressed being open to other governmental structure options, including future annexation by the City of San Pablo."

Since the completion of the *Contra Costa LAFCO: West County Sub-Regional MSR completed in November 2009,* the San Pablo City Council has since reversed its position on this subject, and is now exploring the future potential annexation of the unincorporated community of Rollingwood.

Based on adoption of a FY 2011-13 City Council Priority Workplan (Resolution 2011-061; Amended Resolution 2012-082), the San Pablo City Council is currently exploring the feasibility of a future annexation of the unincorporated communities of Rollingwood and Miflin-Barranca for long-term economic interests in the future.

13831 San Pablo Avenue, Building 1 • San Pablo, CA 94806 Main: 510-215-3012 • Fax: 510-620-0204 www.SanPabloCA.gov LAFCO Executive Director March 4, 2013 Page 2

Although there is no immediate timeline for these future annexation considerations, based on current long-term policy established by the San Pablo City Council, the City would like to reiterate its interest in supporting the previous 2010 MSR finding that encourages: "...open discussions with RWPRPD officials of other governmental structure options with the City of San Pablo..." that would potential support (or supplant) the current services being provided by RWPRPD to the communities of Rollingwood and Wilart Park."

The MSR finding noted in 2010, if presented for LAFCO consideration at the March 13, 2013 MSR/SOI Update, would be consistent with current policy supported by the City of San Pablo at this time.

Should you have any questions regarding this matter, please do not hesitate to contact me at (510) 215-3016.

Thank you for your time and consideration.

Sincerely:

Matt Rodriguez, City Manager

cc: Contra Costa County Supervisor John Gioia San Pablo City Councilmembers City Attorney Assistant City Manager – Internal Services Assistant City Manager – External Services Community Services Manager

RECLAMATION DISTRICT NO. 2137

311 East Main Street, Suite 504 Stockton, CA 95202 (209) 943-5551

March 4, 2013

BOARD OF TRUSTEES Ed Schmit, Chairman Jim Eckman, Trustee Brent Gilbert, Trustee Secretary/Attorney Al Warren Hoslett

District Engineer MBK Engineers

Contra Costa LAFCO 651 Pine Street, Sixth Floor Martinez, CA 94553

Via Email: LTexe@lafco.cccounty.us

Attention: Lou Ann Texeira, Executive Director

Re: Reclamation District No. 2137

Dear Lou Ann:

Thank you for your email regarding the proposed action by the LAFCO Commissioners, in considering the dissolution of Reclamation District No. 2137 (RD 2137) as a reclamation district.

I think that this action would be very unwise of LAFCO, and would be disastrous to the implementation and maintenance of the Dutch Slough Tidal Marsh Restoration Project.

As you know, the landowners within RD 2137 only recently applied to LAFCO to organize as a reclamation district. At that time, and the same is still the case, RD 2137 was formed to provide the landowners within the district boundaries the ability to provide for the maintenance of the levees of the district on a global basis and to take advantage of state funding to assist in that maintenance. Without RD 2137, the individual landowners would be responsible for determining whether or not and to what extent they would maintain the levees adjoining their respective properties. In addition, the state funding that RD 2137 currently receives is only available to reclamation districts – it would not be available to the individual landowners and thus the total cost for maintaining the levees would fall back onto the landowners – that is, the Department of Water Resources and the Emerson and Gilbert families.

In order to give you an idea of the magnitude of the effect on the funding for maintaining the levee, RD 2137 currently has an annual budget, and an annual assessment for its operational expenses, of approximately \$250,000. In addition, RD 2137 just completed a \$1,000,000 special

project, for design of the Dutch Slough Tidal Marsh Restoration Project (Project), funded through a special funding agreement with the State, and in July 2012 it commenced another special project totaling approximately \$7.4 million dollars, which will include the first phase of Project construction, again through a special funding agreement with the State. The Project will not be completed until 2018, at the earliest, and this special funding is only available to Reclamation Districts. If the District were dissolved, this funding would be lost. Because of legislative restrictions on the special funding, DWR must grant these funds to a Reclamation District; it is not possible for DWR to directly expend these funds for the Project. Therefore, it is vital that the RD not be dissolved.

As I am sure you are also aware, while the levees of RD 2137 provide flood protection for the lands within the district boundaries, there could also be a negative impact on the lands adjoining RD 2137 if RD 2137's levees were to fail. In addition, despite the future plans for tidal restoration within the District, the levees will need to be maintained even after the restoration. The entire levee around one of the District's parcels will support a public access trail, and more than half of the levee on the District's second parcel will need to be maintained in order to protect managed marsh that will be preserved as habitat for a State-listed threatened species, California Black Rail.

I would appreciate your thoughts on how RD 2137 might assist LAFCO in making its decision on whether RD 2137 should be dissolved.

I am looking forward to hearing from you regarding this matter prior to the proposed hearing on March 13th. Thank you in advance for your prompt response.

Yours very truly,

AL WARREN HOSLETT Secretary/Legal Counsel RD 2137

AWH/aw cc (via email): RD 2137 Board of Trustees MBK Engineers Attn: Nate Hershey

CONTRA COSTA LAFCO

Status of Municipal Service Reviews/Sphere of Influence Updates March 2013

Local Agency	MSR/SOI Status	Type of MSR	Next Update
Cities	MSR (Dec 2008); SOI	East County Sub-	
City of Antioch	reduced (Mar 2010)	Regional	2013-14
City of Brentwood	MSR/SOI reduced (Dec	East County Sub-	2013-14
-	2008)	Regional	
City of Clayton	MSR (Sept 2009); SOI	Central County Sub-	2014-15
	reduced (Oct 2009)	Regional	
City of Concord	MSR (Sept 2009); SOI	Central County Sub-	2014-15
	retained (Oct 2009)	Regional	
Town of Danville	MSR (Sept 2009); SOI	Central County Sub-	2014-15
	update pending	Regional	
City of El Cerrito	MSR/SOI retained (Nov	West County Sub-	2014-15
-	2009)	Regional	
City of Hercules	MSR/SOI retained (Nov	West County Sub-	2014-15
	2009)	Regional	
City of Lafayette	MSR (Sept 2009); SOI	Central County Sub-	2014-15
	retained (Oct 2009)	Regional	
City of Martinez	MSR (Sept 2009): SOI	Central County Sub-	2014-15
	reduced (Oct 2009)	Regional	
Town of Moraga	MSR (Sept 2009); SOI	Central County Sub-	2014-15
3	reduced (Oct 2009)	Regional	
City of Oakley	MSR/SOI retained (Dec	East County Sub-	2013-14
5	2008)	Regional	
City of Orinda	MSR (Sept 2009); SOI	Central County Sub-	2014-15
	retained (Oct 2009)	Regional	
City of Pinole	MSR/SOI retained Nov	West County Sub-	2014-15
	2009	Regional	
City of Pittsburg	MSR (Dec 2008); SOI	East County Sub-	2013-14
, ,	expanded (July 2009)	Regional	
City of Pleasant Hill	MSR (Sept 2009); SÓI	Central County Sub-	2014-15
,	reduced (Oct 2009)	Regional	
City of Richmond	MSR/SOI reduced (Nov	West County Sub-	2014-15
,	2009)	Regional	
City of San Pablo	MSR/SOI reduced/	West County Sub-	2014-15
,	expanded (Nov 2009)	Regional	
City of San Ramon	MSR (Sept 2009); SOI	Central County Sub-	2014-15
	update pending	Regional	
City of Walnut Creek	MSR (Sept 2009); SOI	Central County Sub-	2014-15
	reduced (Oct 2009)	Regional	
Cemetery Districts			
Alamo-Lafayette Cemetery	MSR/SOI retained (Apr	Countywide Cemetery,	2015 (reported
District	2010)	Park & Recreation	back in 2011)
Byron-Brentwood-Knightsen-	MSR/SOI retained (Apr	Countywide, Cemetery,	2015 (reported
Union Cemetery District	2010)	Park & Recreation	back in 2011)

Local Agency	MSR/SOI Status	Type of MSR	Next Update
Community Service Districts	MSR/SOI retained (Nov	West County Sub-	2013-14 (second
Crockett CSD (formed 2006)	2009)	Regional	round water/sewer)
Diablo CSD	MSR (Sept 2009): SOI	Central County Sub-	2014-15
	retained (Oct 2009)	Regional	
Dublin San Ramon CSD	N/A	Alameda LAFCO is	
		principal	
Kensington Police Protection	MSR/SOI retained (Nov	West County Sub- Regional	2014-15
and CSD	2009); MSR (2011)	(2009); Law Enforcement	201110
	2003), MOR (2011)	(2011)	
Town of Discovery Bay CSD	MSR/SOI retained (May	Agency-specific	2013-14 (second
, ,	2006)		round water/sewer)
Town of Knightsen CSD	MSR/SOI retained (Dec	East County Sub-	2013-14 (second
(formed 2005)	2008)	Regional	round water/sewer)
County Service Areas			
CSA D-2 (Drainage - Walnut	MSR May 2004; no SOI	Misc CSAs	2012-13
Creek)	update		(underway)
CSA EM-1 (Countywide –	MSR (Aug 2009); SOI	Countywide Fire/	2014-15
Emergency Medical)	retained (Oct 2009)	Emergency Service	2014 10
CSA L-100 (Countywide -	No previous MSR; SOI	Misc CSAs	2012-13
Streetlighting)	affirmed Nov 2003	MISC COAS	
		Countravido Librony	(underway) 2018-19
CSA LIB-2 (Library - Rancho El	MSR/SOI <i>retained</i> Feb	Countywide Library	2010-19
Sobrante)	2013 MCD/COL retained Eab		2019 10
CSA LIB-10 (Library - City of	MSR/SOI retained Feb	Countywide Library	2018-19
Pinole)	2013		0040.40
CSA LIB-12 (Library - Town of	MSR/SOI retained Feb	Countywide Library	2018-19
Moraga)	2013		
CSA LIB-13 (Library - cities of	MSR/SOI expanded	Countywide Library	2018-19
Concord and Walnut Creek)	Feb 2013		
CSA M-1 (Misc Services - Delta	MSR/SOI affirmed Feb	Misc CSAs	2012-13
Ferry)	04		(underway)
CSA M-16 (Misc Services –	MSR/SOI retained(Apr	Countywide Park & Rec	2015-16
Community of Clyde)	2010)		
CSA M-17 (Misc Services -	MSR/SOI retained (Apr	Countywide Park & Rec	2015-16
Tara Hills, Montlvin Manor,	2010)		
West Contra Costa)			
CSA M-20 (Misc Services -	MSR/SOI affirmed Feb	Misc CSAs	2012-13
View Pointe Subdivision)	04		(underway)
CSA M-23 (Misc Services - San	MSR/SOI affirmed Feb	Misc CSAs	2012-13
Ramon, Blackhawk, Danville	04		(underway)
CSA M-28 (Misc Services –	MSR/SOI Update (zero	Countywide Water/	2013-14 (second
Bethel Island)	SOI) Dec 2007	Wastewater MSR	round water/sewer)
CSA M-29 (Misc Services –	MSR/SOI retained (Apr	Countywide Park & Rec	2015-16
San Ramon, Dougherty Valley)	2010); MSR (2011)	(2010); Law Enforcement	
		(2011)	
CSA M-30 (Misc Services –	MSR (Apr 2010); SO/	Countywide Park & Rec	2015-16
Alamo)	affirmed (Aug 2010);	(2010); Law Enforcement	
	MSR (2011)	(2011)	
CSA M-31 (Misc Services –	MSR/SOI affirmed (Feb	Misc ĆSAs	2012-13
Pleasant Hill)	04)		(underway)
CSA P-2 (Police – Zone A –	MSR (Aug 2011); SOI	Law Enforcement (2011)	2010-11
Blackhawk, Zone B - Alamo)	pending		
		1	

Local Agency	MSR/SOI Status	Type of MSR	Next Update
CSA P-5 (Police Protection –	MSR (Aug 2011); SOI	Law Enforcement (2011)	2010-11
Roundhill)	pending		
CSA P-6 (Police Protection –	MSR (Aug 2011); SOI	Law Enforcement (2011)	2010-11
Unincorporated Area)	pending		
CSA R-4 (Recreation – Moraga)	MSR (Apr 2010); SOI	Countywide Park & Rec	2015-16
с, , , , , , , , , , , , , , , , , , ,	update deferred 12	-	
	months		
CSA R-7A (Recreation –	MSR (Apr 2010); SOI	Countywide Park & Rec	2015-16
Alamo)	update/expansion (Apr		
	2012)		
CSA R-9A (Recreation - El	MSR/SOI retained (Apr	Countywide Park & Rec	2015-16
Sobrante)	2010)		
CSA R-10 (Recreation –	MSR/SOI retained (Apr	Countywide Park & Rec	2015-16
Rodeo)	2010)	-	
CSA RD-4 (Roads - Bethel	MSR/SOI retained (Dec	East County Sub-	2013-14
Island)	2008)	Regional	
CSA T-1 (Transit – San Ramon)		Misc CSAs	2012-13
(formed 2006)			(underway)
Fire Service	MSR (Aug 2009); partial	Countywide Fire/	2014-15
Contra Costa County Fire	SOI update - expanded/	Emergency Service MSR	
Protection District	reduced (Oct 2009)	3	
Crockett-Carquinez Fire	MSR (Aug 2009); SOI	Countywide Fire/	2014-15
Protection District	update pending	Emergency Service	
East Contra Costa Fire	MSR (Aug 2009); SOI	Countywide Fire/	2014-15
Protection District	reduced (Oct 2009)	Emergency Service	
Kensington Fire Protection	MSR (Aug 2009); SOI	Countywide Fire/	2014-15
District	update pending	Emergency Service	
Moraga-Orinda Fire Protection	MSR (Aug 2009); SOI	Countywide Fire/	2014-15
District	expanded (Oct 2009)	Emergency Service	
Rodeo-Hercules Fire Protection	MSR (Aug 2009); SOI	Countywide Fire/	2014-15
District	update pending	Emergency Service	
San Ramon Valley Fire	MSR (Aug 2009); SOI	Countywide Fire/	2014-15
Protection District	expanded (Oct 2009)	Emergency Service	
Health Care Districts (HCDs)	MSR/SOI retained (Aug	Countywide healthcare	2012-13
Los Medanos HCD	2007)	-	
Mt. Diablo HCD	MSR/SOI retained (Aug	Countywide healthcare;	2012-13
	2007)	annual progress report	
	,	required/provided	
West Contra Costa HCD	MSR/SOI retained (Aug	Countywide healthcare;	2012-13
	2007)	annual progress report	
	,	required/provided	
Irrigation	N/A	San Joaquin LAFCo is	
Byron-Bethany Irrigation District		principal	
East Contra Costa Irrigation	MSR (Dec 2007); SOI	Countywide Water/	2012-14
District	retained (Mar 2008)	Wastewater	
Mosquito Abatement			
	MSR (Apr 2010); SOI	Countywide	2015-16
Contra Costa Mosquito and			
	retained (May 2010)		
Contra Costa Mosquito and Vector Control District Municipal Improvement	retained (May 2010)		2014-15 (with
	retained (May 2010) MSR/SOI retained (Dec	East County Sub-	2014-15 (with RDs)

Local Agency	MSR/SOI Status	Type of MSR	Next Update
Municipal Utility		Alameda LAFCo is	
East Bay MUD	N/A	principal	
Reclamation Districts (RD)			
RD 799 (Hotchkiss Tract)	MSR (July 2009); SOI <i>reduced</i> (Nov 2009)	Countywide Reclamation	2014-15
RD 800 (Byron Tract)	MSR (July 2009); SOI expanded/reduced (Nov 2009)	Countywide Reclamation	2014-15
RD 830 (Jersey Island)	MSR (July 2009); SOI retained (Nov 2009)	Countywide Reclamation	2014-15
RD 2024 (Orwood and Palm Tracts)	MSR (July 2009); SOI retained (Nov 2009)	Countywide Reclamation	2014-15
RD 2025 (Holland Tract)	MSR (July 2009); SOI retained (Nov 2009)	Countywide Reclamation	2014-15
RD 2026 (Webb Tract)	MSR (July 2009); SOI retained (Nov 2009)	Countywide Reclamation	2014-15
RD 2059 (Bradford Island)	MSR (July 2009); SOI retained (Nov 2009)	Countywide Reclamation	2014-15
RD 2065 (Veale Tract)	MSR (July 2009); SOI retained as "provisional" with 12-month report back (Nov 2009)update provided 1/14/11	Countywide Reclamation	2014-15
RD 2090 (Quimby Island)	MSR (July 2009); SOI retained (Nov 2009)	Countywide Reclamation	2014-15
RD 2117 (Coney Island)	MSR (July 2009); SOI retained (Nov 2009)	Countywide Reclamation	2014-15
RD 2121	MSR (July 2009); SOI retained with 24-month report back (Nov 2009)	Countywide Reclamation	2014-15
RD 2122 (Winter Island)	MSR (July 2009); SOI retained (Nov 2009)	Countywide Reclamation	2014-15
RD 2137	MSR (July 2009); adopted zero SOI (Nov 2009)	Countywide Reclamation	2014-15
Park & Recreation Ambrose Recreation & Park District	MSR (Apr 2010); SOI <i>retained</i> (May 2010)	Countywide Park & Rec	2015-16
East Bay Regional Park District	N/A	Alameda LAFCo is principal	
Green Valley Recreation & Park District	MSR (Aug 2008); SOI <i>reduced</i> (Oct 2009)	Agency-specific MSR	2015-16
Pleasant Hill Recreation & Park District	MSR (Apr 2010); SOI expanded/reduced (May 2010)	Countywide Park & Rec	2015-16
Rollingwood-Wilart Recreation & Park District	MSR (Apr 2010); SOI update deferred 12 months	Countywide Park & Rec	2015-16
Resource Conservation Contra Costa Resource Conservation District	MSR (Apr 2010); SOI retained (May 2010)	Countywide	2015-16

Local Agency	MSR/SOI Status	Type of MSR	Next Update
Wastewater			
Byron Sanitary District	MSR/SOI retained (May	Agency-specific	2013-14 (second
	2006)		round water/sewer)
Central Contra Costa Sanitary	MSR Apr 2008; SOI	Countywide Water/	2013-14 (second
District	reduced (June 2008)	Wastewater	round water/sewer)
County Sanitation District 6	MSR/SOI update (zero	Countywide Water/	2013-14 (second
(Alhambra Valley)	SOI) Apr 2008	Wastewater	round water/sewer)
Delta Diablo Sanitary District	MSR Dec 2007; SOI	Countywide Water/	2013-14 (second
	expanded (July 2009)	Wastewater	round water/sewer)
Ironhouse Sanitary District	MSR/SOI reduced (Dec	Countywide Water/	2013-14 (second
	2007)	Wastewater	round water/sewer)
Mt. View Sanitary District	MSR/SOI retained (Apr	Countywide Water/	2013-14 (second
	2008)	Wastewater	round water/sewer)
Rodeo Sanitary District	MSR/SOI retained (Aug	Countywide Water/	2013-14 (second
	2008)	Wastewater	round water/sewer)
Stege Sanitary District	MSR/SOI retained (Aug	Countywide Water/	2013-14 (second
	2008)	Wastewater	round water/sewer)
West County Wastewater	MSR/SOI retained (Aug	Countywide Water/	2013-14 (second
District	2008)	Wastewater	round water/sewer)
Water			
Contra Costa Water District	MSR Apr 2008; SOI	Countywide Water/	2013-14 (second
	expanded (July 2009)	Wastewater	round water/sewer)
Diablo Water District	MSR/SOI reduced (Dec	Countywide Water/	2013-14 (second
	2007)	Wastewater	round water/sewer)

WATER AND WASTEWATER SERVICE PROVIDERS SECOND ROUND MUNICIPAL SERVICE REVIEW

AGENCY

City of Antioch City of Brentwood City of Concord City of Hercules City of Martinez City of Pinole City of Pinole City of Pittsburg City of Richmond Byron Bethany Irrigation District*

Byron Sanitary District

Contra Costa Water District

Central Contra Costa Sanitary District

County Sanitation District 6

County Service Area M-28 (water)

Crockett CSD

Delta Diablo Sanitation District

Diablo Water District

Discovery Bay CSD

Dublin San Ramon Services District* East Bay Municipal Utility District*

East Contra Costa Irrigation District Ironhouse Sanitary District Knightsen CSD Mt. View Sanitary District Rodeo Sanitary District Stege Sanitary District West County Wastewater District

Private & Mutual Water Companies

Castle Rock Water District Golden State Water Company

*Contra Costa LAFCO is not principal



MEMBERS

ALTERNATE MEMBERS

Candace Andersen County Member Sharon Burke Public Member

Tom Butt City Member

George H. Schmidt Special District Member

Lou Ann Texeira Executive Officer Donald A. Blubaugh Public Member Federal Glover County Member Michael R. McGill Special District Member Dwight Meadows Special District Member Mary N. Piepho County Member Rob Schroder City Member

Don Tatzin City Member

Date: February 26, 2013

To: Municipal Water and Wastewater Service Providers in Contra Costa County

From: Lou Ann Texeira, Executive Officer, Contra Costa LAFCO

Subject: LAFCO Water/Wastewater Municipal Service Review – Second Round

In 2007-08, the Contra Costa LAFCO completed its inaugural round of Municipal Services Reviews (MSR) covering water and wastewater services. This was a comprehensive review of countywide services. The MSRs are available online at <u>www.contracostalafco.org</u>.

The Government Code requires LAFCO to establish and maintain a sphere of influence (SOI) for each local agency under its jurisdiction, and to update SOIs, as necessary, every five years (section 56425). In conjunction with the SOI updates, LAFCO is required to prepare a MSR that comprehensively reviews identified services (section 56430).

Contra Costa LAFCO is embarking on the next cycle of state-mandated SOI updates and corresponding MSRs covering water and wastewater services. Prior to initiating this MSR, we need some information to help determine the depth of the second round MSR.

Local agencies play a vital role in the LAFCO MSR process. To assist Contra Costa LAFCO in this next cycle of SOI updates and MSRs, we ask that you review the information on Attachment 1, and provide updates and responses by **April 1, 2013**.

The MSR/SOI update process affords LAFCO, local agencies, other stakeholders and the public an opportunity to view the range of municipal services provided in our County. We look forward to working with you on this project. If you have questions or need additional information, feel free to contact me directly.

Thank you in advance for your assistance.

Attachment 1 - Water/Wastewater Second Round MSR - Request for Information

ATTACHMENT 1 CITY OF BRENTWOOD - REQUEST FOR INFORMATION

I. General Information/Update

- A. Enclosed is an agency profile with the latest information LAFCO has about your agency. Please review the information and provide updates/corrections, as needed.
- B. Enclosed is a map showing your agency's current SOI and service boundary. Please review the map and provide LAFCO with any comments (i.e., does the City have any plans that would necessitate the need to change the current SOI and/or service boundary in the next five years).
- C. Please provide LAFCO with information regarding major changes affecting your agency in the past five years (e.g., fiscal, governance, regulatory changes/requirements, etc.).
- D. One of the factors LAFCO must consider in an MSR is the financial ability of an agency to provide service. In light of the sharp decline in the region's economy since the last LAFCO MSR in 2007-08, particularly as it has affected property tax values, how has this affected the financial condition of your agency? How has the recent economic downturn affected your agency's ability to meet bond debt service and/or out-year pension and health care obligations?
- E. Another factor LAFCO must consider in its review of local agencies is infrastructure needs and deficiencies. In the past five years, how has your agency improved efficiency and affordability of infrastructure and service delivery within and contiguous to your SOI, including, but not limited to, shared resources and facilities and/or consolidation of functions, governmental agencies, etc. What will or can your agency do in the next five years to improve efficiency and affordability of infrastructure and service delivery, sharing of resources and facilities, and consolidating functions, government agencies, etc.?
- F. Please indicate whether you anticipate changes to your agency's SOI and/or service/corporate boundary in the next five years. If so, please provide a map of the area(s) proposed for change and reason(s) for proposing those changes.
- G. <u>Cities</u>: Please provide LAFCO with the total acreage of vacant land (i.e., residential, commercial, industrial, public use) currently within your city limits.
- H. <u>Cities</u>: What is the anticipated impact of the dissolution of redevelopment agencies on the city's water and/or wastewater service delivery level, given that some system improvements anticipated the use of redevelopment funds or tax increment as the basis for future financing?
- I. What is the effect of the Regional Transportation Plan/Sustainable Communities Strategy on your agency and the services your agency provides?
- J. What specific issues you would like to see addressed in LAFCO's second round MSRs?

II. Status of Items Identified in the 2007-08 LAFCO Water/Wastewater MSR

As part of the MSR, LAFCO is required to prepare and adopt written determinations pursuant to Government Code §56430. The law was modified in 2011 to include additional provisions relating to disadvantaged unincorporated communities, and public, private and mutual water companies.

The 2007-08 MSR included a discussion of the statutory provisions, and provided comments and recommendations as noted below. Please provide an update on these items.

A. Infrastructure Needs and Deficiencies

- 1. The MSR noted that the City of Brentwood will need to maintain a minimum firm groundwater pumping capacity of at least 5 mgd to meet buildout maximum day demands. For buildout, the existing well pumps will need to be replaced with higher pressure pumps. Please provide an update.
- 2. The MSR noted that the City has capacity rights in both water treatment facilities serving the City. The City has purchased a permanent capacity right of 6 mgd at the Randall-Bold Water Treatment Plant (RBWTP) and is currently using additional capacity on an interim basis. Interim treatment was scheduled to end in 2008 when the new Brentwood Water Treatment Plant (BWTP) is anticipated to come on line. Please provide an update.
- 3. The MSR noted that one of the City's wells is unusable several months a year due to poor water quality, and the City is evaluating the installation of a mechanical treatment process to improve the reliability of this source. What was the outcome of this evaluation?
- 4. The City's 2007-09 budget identified goals relating to water and wastewater services (listed below). What is the status of these projects?
- Complete well abandonment for specified wells to avoid groundwater contamination
- Continue well and distribution system monitoring for regulatory compliance
- Continue leak detection program
- Inspect and clean six potable water reservoirs
- Establish and administer a fire hydrant maintenance and repair program
- Continue with and expand water conservation programs for high-efficiency toilets, washers and "smart" irrigation controllers.
- Complete the NPDES permit renewal process
- Upgrade the Sellers Avenue lift station
- Assist the developer of Dream Catcher in completing a new lift station
- Repair/replace utility water lines at the WWTP
- Develop a Sewer System Management Plan (SSMP)
- 5. The City's 2007-12 Capital Improvement Plan identified various water and wastewater projects (listed below). What is the status of these projects?
 - New Surface Water Treatment Facility
 - Upgrades to the downtown water infrastructure
 - Construction of a new well and other well site improvements
 - Citywide sewer collection system rehabilitation for replacement of main lines, lateral connections, manholes, and covers
 - Continued expansion and improvement to the non-potable water distribution system
 - BWWTP expansion

- 6. The MSR noted that the City is completing a plant process optimization analysis to identify and evaluate any required modifications to the existing plant process. What were the outcomes of this analysis?
- 7. Has the City experienced any permit violations and/or sewer system overflows since the MSR was completed in December 2007? If so, please describe.
- 8. The MSR noted that the City is preparing an update to the Wastewater Collection System Master Plan, which will address infrastructure needs given current system conditions, anticipated growth, and regulatory changes. The Master Plan update was expected to be complete by 2009. What is the status of this Master Plan?
- 9. The MSR noted that the City is preparing its Sewer System Management Plan (SSMP) in accordance with the requirements of the SWRCB's General Waste Discharge Requirements for Sanitary Sewer Systems (Order No. 2006-0003-DWQ). What is the status of the SSMP?

B. Financial Ability

- 1. In 2007, the MSR noted that the City's current rate study for the period 2007-13 was approved in September 2007. Has, or will, the City embark on a new rate study?
- 2. The MSR noted that construction of the new BWTP required the City to make major financial commitments for long-term debt service and to cover the costs of current operations and maintenance. The capacity of this new treatment facility serves both existing and planned development. The City will need to ensure that adequate financial resources are available to cover the costs attributable to future development. How have the fiscal challenges and decline in new development that have occurred since 2007 affected the current and future financing for this project?
- 3. The MSR noted that in terms of wastewater infrastructure, the BWWTP is designed to allow for incremental growth; and that the City will use the treatment process analysis being performed for the Phase II BWWTP expansion to identify further cost avoidance opportunities. What was the outcome of this analysis?

C. Governance Options

1. The MSR noted that there are currently two parcels with Out-of-Agency Service Agreements for water and sewer service, although only one parcel was connected to the City system at that time. The extension of water and sewer services was authorized by an Out-of-Agency Service Agreement approved by LAFCO in September 2005. It was recommended that the City consider annexing the parcel into the City since the property owners had signed a covenant and agreement to annex their property to the City per the terms of the agreement. What is the status of this matter and, if there has been no change, please indicate whether the City intends to pursue annexation of this property.

ATTACHMENT 1 IRONHOUSE SANITARY DISTRICT (ISD) REQUEST FOR INFORMATION

I. General Information/Update

- A. Enclosed is an agency profile with the latest information LAFCO has about your agency. Please review the information and provide updates/corrections, as needed.
- B. Enclosed is a map showing your agency's current SOI and service/corporate boundary. Please review the map and provide LAFCO with any comments.
- C. Please provide LAFCO with information regarding major changes affecting your agency in the past five years (e.g., fiscal, governance, regulatory changes/requirements, etc.).
- D. One of the factors LAFCO must consider in its MSRs is the financial ability of an agency to provide service. In light of the sharp decline in the region's economy since the last LAFCO MSR in 2007-08, particularly as it has affected property tax values, how has this affected the financial condition of your agency? How has the recent economic downturn affected your agency's ability to meet bond debt service and/or out-year pension and health care obligations?
- E. Another factor LAFCO must consider in its review of local agencies is infrastructure needs and deficiencies. In the past five years, how has your agency improved efficiency and affordability of infrastructure and service delivery within and contiguous to your SOI, including, but not limited to, shared resources and facilities and/or consolidation of functions, governmental agencies, etc. What will or can your agency do in the next five years to improve efficiency and affordability of infrastructure and service delivery, sharing of resources and facilities, and consolidating functions, government agencies, etc.?
- F. Please indicate whether you anticipate changes to your agency's SOI and/or service/corporate boundary in the next five years. If so, please provide a map of the area(s) proposed for change and reason(s) for proposing those changes.
- G. <u>Cities</u>: Please provide LAFCO with the total acreage of vacant land (i.e., residential, commercial, industrial, public use) currently within your city limits.
- H. <u>Cities</u>: What is the anticipated impact of the dissolution of redevelopment agencies on the city's water and/or wastewater service delivery level, given that some system improvements anticipated the use of redevelopment funds or tax increment as the basis for future financing?
- I. What is the effect of the Regional Transportation Plan/Sustainable Communities Strategy on your agency and the services your agency provides?
- J. The MSR law was modified in 2011 to include additional provisions relating to disadvantaged unincorporated communities. Please provide information regarding the location and characteristics of any disadvantaged unincorporated community (DUC) within or contiguous to your agency's SOI. A DUC is a place, census tract, or block group where the median household income is less than 80% of the State's median household income.
- K. What other issues you would like to see addressed in LAFCO's second round MSRs?

II. Status of Items Identified in the 2007-08 LAFCO Water/Wastewater MSR

As part of the MSR, LAFCO is required to prepare and adopt written determinations pursuant to Government Code §56430. These determinations relate to growth and population, location and characteristics of DUCs, capacity of public facilities and adequacy of services, infrastructure needs and deficiencies, financial ability of the agency to provide services, status of and opportunities for shared facilities, and accountability for community service needs, including government structure and operational efficiencies.

The 2007-08 MSR included a discussion of the statutory provisions, and identified a number of issues and recommendations described below. Please provide an update on these items.

A. Growth and population

- 1. The MSR noted that given current urban land uses and anticipated growth, there will be an increased need for wastewater services within the ISD service area. This will require that the District implement phased improvements to the Ironhouse Wastewater Treatment Plant (IWWTP), its disposal facilities, some pump stations, force mains, and other pipelines as identified in the District's 2004 Sewer Master Plan and 2005 Wastewater Facilities Plan Update. Since completion of the LAFCO MSR in 2007, what efforts has the District undertaken to address the growth and service issues?
- B. Infrastructure Needs and Deficiencies
- 1. The MSR noted that the IWWTP was approaching 96 percent of capacity; and that increasingly stringent regulatory requirements for effluent quality, groundwater concerns, and growth within the District were requiring that a new treatment process be used and a new disposal facility be added. Further, that the District is planning to construct a new IWWTP adjacent to the existing facility by 2010. What is the status of this project?
- 2. The MSR noted that ISD was pursuing a disposal alternative that will maximize land application on Jersey Island and then discharge highly treated effluent into the San Joaquin River on the north side of Jersey Island. What is the status of this project?
- 3. According to the MSR report, the District's 2004 Sewer Master Plan identified two areas within the system with capacity deficiencies under current average flow conditions, and that these improvements will be funded through the Trunk Line Capacity fee charged for all new connections. What is the status of the proposed improvements?
- 4. The MSR noted that three existing pumping stations were identified in the Sewer Master Plan as requiring future capacity upgrades (Ironwood, Quail Valley, and Marsh Creek), and recommends improvements in conjunction with future development. What is the status of these improvements?
- 5. The MSR discussed nine capital projects included in the District's Capital Improvement Program (CIP). What is the status of capital projects initiated and/or completed since 2007?
- 6. According to the MSR, ISD reported no major Sewer System Overflows (SSOs). Has the District experienced any major SSOs since 2007? If so, please describe.

C. Financing Constraints and Opportunities

1. The MSR indicated that ISD was embarking on major capital improvement projects requiring significant financial resources and long-term financial commitments. What actions has the District taken to ensure that operating revenues and reserves are sufficient to construct and operate these major capital projects, including the new wastewater treatment plant and discharge facilities?

D. Cost Avoidance Opportunities and Opportunities for Facility Sharing

1. Under both Cost Avoidance and Facility Sharing, the MSR highlighted a number of programs in which ISD participates, including an effort to develop an East Contra Costa County Regional Industrial Recycled Water Facilities Plan. Other participants include Delta Diablo Sanitation District (DDSD), Contra Costa Water District (CCWD), Central Contra Costa Sanitary District (CCCSD), Pittsburg, Antioch, and the Mirant Corporation. What is the status of this joint planning effort?

E. Opportunities for Rate Restructuring

1. The MSR noted that service fees, based on average consumption per household, may require future study to address concerns raised by ratepayers in conjunction with the 2007recent rate increase. It was recommended that the District consider further study to see if it can coordinate with the Diablo Water District, where appropriate, to help gauge average consumption for various home types. ISD might also consider opportunities to develop a metering model of its own to determine the average waste discharge for various home types, and construct a service fee for residential accounts that more accurately reflects today's home environment.

F. Governance and SOI Options

- 1. One of the governance options noted in the MSR was to consolidate ISD and DDSD. While this governance options was not recommended, it was suggested that there may be opportunities to effectively avoid costs and share facilities through a regional approach to wastewater recycling efforts; this could be accomplished through a joint powers authority that would not affect the government structure as noted above.
- 2. Another governance option identified in the MSR was the potential annexation of the Liberty Union High School District site to ISD (Sellers Avenue and Delta Road). The MSR noted that this type of land use was not factored into ISD's 2004 Sewer Master Plan or 2005 Wastewater Facilities Plan; and that further study would be needed to determine the wastewater flows and construction timing to ensure that ISD's collection, conveyance and treatment facilities have the capacity to adequately serve the site. What is the status of the project?
- The MSR identified two SOI options including a) reduce the District's SOI to eliminate overlap with the City of Brentwood SOI, and b) remove the Veale Tract from the District's SOI. In December 2007, following completion of the MSR, LAFCO updated ISD's SOI and removed these areas. Has the SOI reduction affected the District? If so, please explain.