

CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION  
EXECUTIVE OFFICER'S REPORT

August 14, 2013 (Agenda)

August 14, 2013  
Agenda Item 6

LAFCO 11-11: Annexation 182 to Central Contra Costa Sanitary District (CCCSD)

PROPONENT: CCCSD by Resolution No. 2011-060 adopted November 3, 2011

ACREAGE &  
LOCATION

The applicant proposes to annex 99.7± acres (44 properties) in nine separate areas located in the cities of Lafayette and Martinez and unincorporated Martinez as generally described below:

**Area 182-1:** three parcels located on Venner Rd, Martinez (4.3± acres)

**Area 182-2:** three parcels located on Kendall Ct, and seven parcels located on Northridge Rd, Martinez (24.7± acres)

**Area 182-3:** four parcels located on Alhambra Valley Rd, Martinez (12.3± acres)

**Area 182-4:** one parcel located on Alhambra Valley Rd, Martinez (0.6± acres)

**Area 182-5:** two parcels located on Brookwood Dr, Martinez (3.0± acre)

**Area 182-6:** six parcels located on Carter Acres Ln, and three parcels (plus a portion of the road) located on Reliez Valley Rd, Martinez (28.2± acres)

**Area 182-7:** seven parcels located on Toyon Rd, one parcel located on Mountain Springs Rd, and one vacant parcel with no address, Lafayette (18± acres)

**Area 182-8:** one parcel located on Toyon Rd, Lafayette (0.7± acre)

**Area 182-9:** one parcel located on Echo Springs Rd, Lafayette (7.9± acres)

SYNOPSIS

CCCSD filed an application with LAFCO to annex the properties to the District. Four of the property owners have either petitioned the District for service, or are already connected to CCCSD's sewer system. The District has included the remaining in-fill parcels to avoid the creation of islands, and provide for logical boundaries and future service.

The purpose of the annexation is to facilitate the extension of wastewater service to various parcels. The properties include existing single family dwelling units, a government-owned property (water tank), and nine vacant parcels zoned for single family residential.

DISCUSSION

The Government Code sets forth factors that the Commission is required to consider in evaluating any proposed boundary change as discussed below (Gov. Code §56668). In the Commission's review and evaluation, no single factor is determinative. In reaching a decision, each is to be evaluated within the context of the overall proposal.

**1. Consistency with the Sphere of Influence (SOI) of Any Local Agency:**

The areas proposed for annexation are within CCCSD's SOI as previously approved by the Commission, and are within the County Urban Limit Line; all parcels within areas 1-4 and area 6 are located in the City of Martinez, the properties in area 5 are located in the unincorporated Martinez area, and properties in areas 7, 8 and 9 are located in the City of Lafayette.

**2. Land Use, Planning and Zoning - Present and Future:**

The city and county General Plan and zoning designations are shown below. No changes are proposed to General Plan or zoning designations as part of this proposal.

Annexation Area	General Plan Designation	Zoning Designation
182-1 (City of Martinez)	R 0-6 (Residential – 0-6 units/gross acre)	ECD RR-80 (Environmental Conservation District Rural Residential – lot size 80,000 sq. ft. minimum; and RR-40 (lot size 40,000 sq. ft. minimum – areas south of Highway 4)
182-2 (City of Martinez)	R 0-6 (Residential – 0-6 units/gross acre)	RR-40 – along Northridge Rd, Milden Ct and Kendall Ct
182-3 (City of Martinez)	CUL (Open Space/Conservation Use Land)	ECD R-100 ( Residential – lot size 100,000 sq. ft. minimum); and RR-40- west of Alhambra Valley Rd)
182-4 (City of Martinez)	R 0-6 (Residential – 0-6 units/gross acre)	R-7.5 (Single Family Residential lot size 7,500 sq. ft. minimum – south of Alhambra Ave)
182-5 (County)	PR (Parks and Recreation)	A-2 (General Agriculture); and R-20 (Single Family Residential 20,000 sq. ft. minimum lot size) - areas along Brookwood Dr
182-6 (City of Martinez)	CUL (Open Space/Conservation Use Land)	ECD R-100; and ECD R-80 – areas southwest of Reliez Valley Rd
182-7 (City of Lafayette)	Rural Residential Single Family (up to 0.1 dwelling units/acre); and Low Density Single Family Residential (up to 2 dwelling units/acre)	LR (Open Space); and R-40 (Single Family Residential 2 dwelling units/acre) areas west-northwest of Reliez Valley Rd
182-8 (City of Lafayette)	Low Density Single Family Residential (up to 2 dwelling units/acre)	R-40 – area east of Toyon Rd
182-9 (City of Lafayette)	Rural Residential Single Family (up to 0.1 dwelling units/acre)	LR – area along Echo Springs Rd

**3. The Effect on Maintaining the Physical and Economic Integrity of Agricultural Lands:**

The properties proposed for annexation contain no prime farmland or land covered under Williamson Act Land Conservation agreements.

**4. Topography, Natural Features and Drainage Basins:**

The topography of annexation and surrounding areas are as follows:

Area	Topography – Annexation Area	Topography – Surrounding Area
182-1	Hilly, sloping downward east-northeast to west-southwest toward Pleasant Hill Rd	Hilly
182-2	Hilly	Hilly
182-3	Hilly	Hilly to the west, and relatively flat to the east
182-4	Slight hills	Flat in each direction
182-5	Slight hills	Relatively flat valley to the east, and hilly to the west
182-6	Hilly, but relatively flat at the border with Reliez Valley Rd	Hilly, but relatively flat to the north
182-7	Hilly	Hilly
182-8	Hilly, sloping down from west to east toward Reliez Valley Rd	Hilly with about the same profile as the subject property
182-9	Very hilly, sloping down from north to south, about 350 ft. from top of property to bottom	Very hilly

**5. Population:**

There is a potential to add up to 19 single family dwelling units (SFDUs) to the annexation area, including one SFDU to area 182-1, five SFDUs to area 182-2, two SFDUs to area 182-3, one SFDU to area 182-5, five SFDUs to area 182-6, four SFDUs to area 182-7, and one SFDU to area 182-9. These additional units could result in a population increase of 48± persons based on 2013 city and county estimates.

**6. Fair Share of Regional Housing:**

Pursuant to §56668 of the CKH Act, LAFCO must consider the extent to which the proposal will assist the receiving entity in achieving its fair share of the regional housing needs as determined by the regional council of governments. The proposed annexation will have minimal effect on regional housing needs.

**7. Governmental Services and Controls - Need, Cost, Adequacy and Availability:**

In accordance with Government Code §56653, whenever a local agency submits a resolution of application for a change of organization or reorganization, the local agency shall also submit a plan for providing services within the affected territory. The plan shall include all of the following information and any additional information required by the Commission or the Executive Officer:

- (1) An enumeration and description of the services to be extended to the affected territory.
- (2) The level and range of those services.
- (3) An indication of when those services can feasibly be extended to the affected territory.
- (4) An indication of any improvement or upgrading of structures, roads, sewer or water facilities, or other conditions the local agency would impose or require within the affected territory if the change of organization or reorganization is completed.
- (5) Information with respect to how those services will be financed.

The "Plan for Providing Services within the Affected Territory," as required by Government Code §56653, is on file in the LAFCO office. The properties proposed for annexation are served by various local agencies including, but not limited to, Contra Costa County, the cities of Lafayette and Martinez, Contra Costa County Fire Protection District, Contra Costa Water District (CCWD) and East Bay Municipal Utility District (EBMUD).

The proposal before the Commission is to annex the properties to CCCSD for the provision of sanitary sewer service, including collection, treatment and disposal.

CCCSD currently serves an estimated population of 467,500 residents in a 144-square-mile service area. CCCSD's wastewater collection system consists of 1,500 miles of sewer mains with 19 pump stations. The majority of CCCSD's system operates with gravity flow with some pumping stations and force mains. All sewer connections to the subject property will be either gravity flow or individual residential pump systems. CCCSD's wastewater treatment plant provides secondary level treatment for an average dry weather flow of approximately 33.2 million gallons per day (mgd) of wastewater. The wastewater treatment plant has a permitted discharge limit of 53.8 mgd.

The areas proposed for annexation include potential service to 32 existing single family home, plus 19 new dwelling units. Based on existing and potential dwelling units, the maximum demand for service is approximately 9,945 gallons of wastewater per day.

CCCSD indicates that three of the properties proposed for annexation are already served by existing CCCSD facilities; others can extend sewer lines to receive sewer services. It is not the current practice of CCCSD to compel property owners to connect their properties to the public sewer system involuntarily.

Regarding infrastructure and improvements, CCCSD indicates that all gravity mains required to serve the affected parcels will be 8-inch diameter for gravity mains or up to 2-inch diameter for pressure mains, which are CCCSD's minimums for mains. All laterals will be 4-inch diameter, which is CCCSD's minimum for gravity laterals, or 1-1/4- to 2-inch diameter pump laterals, which is CCCSD's minimum for pump laterals, depending on the specific pump type installed.

With regard to funding, all capital costs including any required sewer main extensions, along with connections fees, will be borne by the property owners. CCCSD funds the maintenance of all sewers through its annual sewer service charge.

8. Timely Availability of Water and Related Issues:

Annexation areas 182-1 thru 182-6 (Martinez area properties) are within CCWD's service boundary. CCWD serves approximately 500,000 people within 220 square miles. CCWD provides *retail* treated water to Clayton, Clyde, Concord, Pacheco, Port Costa and parts of Martinez, Pleasant Hill and Walnut Creek; *wholesale* treated water to Antioch, Golden State Water Company (Bay Point), and Brentwood; and *untreated* water to Antioch, Martinez, Pittsburg, Golden State Water Company (Bay Point), and to industrial and irrigation customers.

Annexation areas 182-7 thru 182-9 (Lafayette properties) are within EBMUD's service boundary. EBMUD provides wholesale water, retail water, wastewater collection and wastewater treatment services for an area of 331± square miles in Contra Costa and Alameda counties, serving nearly 2 million people. Water service includes production, distribution, retail, treatment, recycling and conservation services. Historically, over 90% of EBMUD's water comes from the Mokelumne River watershed; other water sources include local watershed runoff and Central Valley Project (CVP) (Sacramento River).

CCCSD indicates that the proposed annexation would have a minor effect on water usage, and would not lead to the construction of new or expansion of existing water facilities.

9. Assessed Value, Tax Rates and Indebtedness:

The annexation areas are within tax rate areas 05032, 05060, 14025 and 76004. The assessed value for the areas proposed for annexation is \$15,502,712 (2011-12 roll). The territory being annexed shall be liable for all authorized or existing taxes comparable to properties presently within the annexing agencies.

10. Environmental Impact of the Proposal:

In November 2011, CCCSD, as Lead Agency, filed a Notice of Exemption finding that the proposed annexation is exempt from CEQA pursuant to CEQA Guidelines Section 15319. The LAFCO Environmental Coordinator reviewed the document and finds it adequate for LAFCO purposes.

11. Landowner Consent and Consent by Annexing Agency:

According to County Elections, there are more than 12 registered voters in the area proposed for annexation. Thus, the area proposed for annexation is considered inhabited. CCCSD indicates that less than 100% of the affected landowners/voters have provided written consent to the annexation. Thus, the Commission's action is subject to notice, hearing, as well as conducting authority (protest) proceedings. All landowners and registered voters within the proposal area(s) and within 300 feet of the exterior boundaries of the area(s) have received notice of the August 14<sup>th</sup> LAFCO hearing.

As of this writing, LAFCO has received no objection from any affected landowner or registered voter. If no objection is received from an affected party prior to the conclusion of the hearing on August 14<sup>th</sup>, the Commission may waive the protest proceedings. However, if any objection is received at any time prior to or during the hearing, then a protest hearing is required (Gov. Code Section 56663).

12. Boundaries and Lines of Assessment:

The annexation areas are within CCCSD's SOI and are contiguous to existing CCCSD boundaries. The 2008 *Central County Water/Wastewater Municipal Services Review* (MSR) provided an assessment of CCCSD services. The MSR report noted that CCCSD was serving an estimated 180 parcels outside its service boundary; and that there were a number of small islands surrounded by the District and within its SOI. The MSR suggested annexing parcels receiving out of agency service, as well as islands and areas where there were concerns due to failing septic systems and related public health issues. Since 2008, CCCSD has made significant progress to validate sewer service connections and correct island and boundary irregularities. The proposed annexation would bring into CCCSD's boundaries additional parcels currently receiving out of agency service, and would reduce the number of boundary irregularities (i.e., pockets and islands).

## 13. Environmental Justice:

LAFCO is required to consider the extent to which proposals for changes of organization or reorganization will promote environmental justice. As defined by statute, "environmental justice" means the fair treatment of people of all races, cultures, and incomes with respect to the location of public facilities and the provision of public services. The proposed annexation is not expected to promote or discourage the fair treatment of minority or economically disadvantaged groups.

ALTERNATIVES FOR COMMISSION ACTION

After consideration of this report and any testimony or additional materials that are submitted the Commission should consider taking one of the following options:

**Option 1** Approve the annexation as submitted.

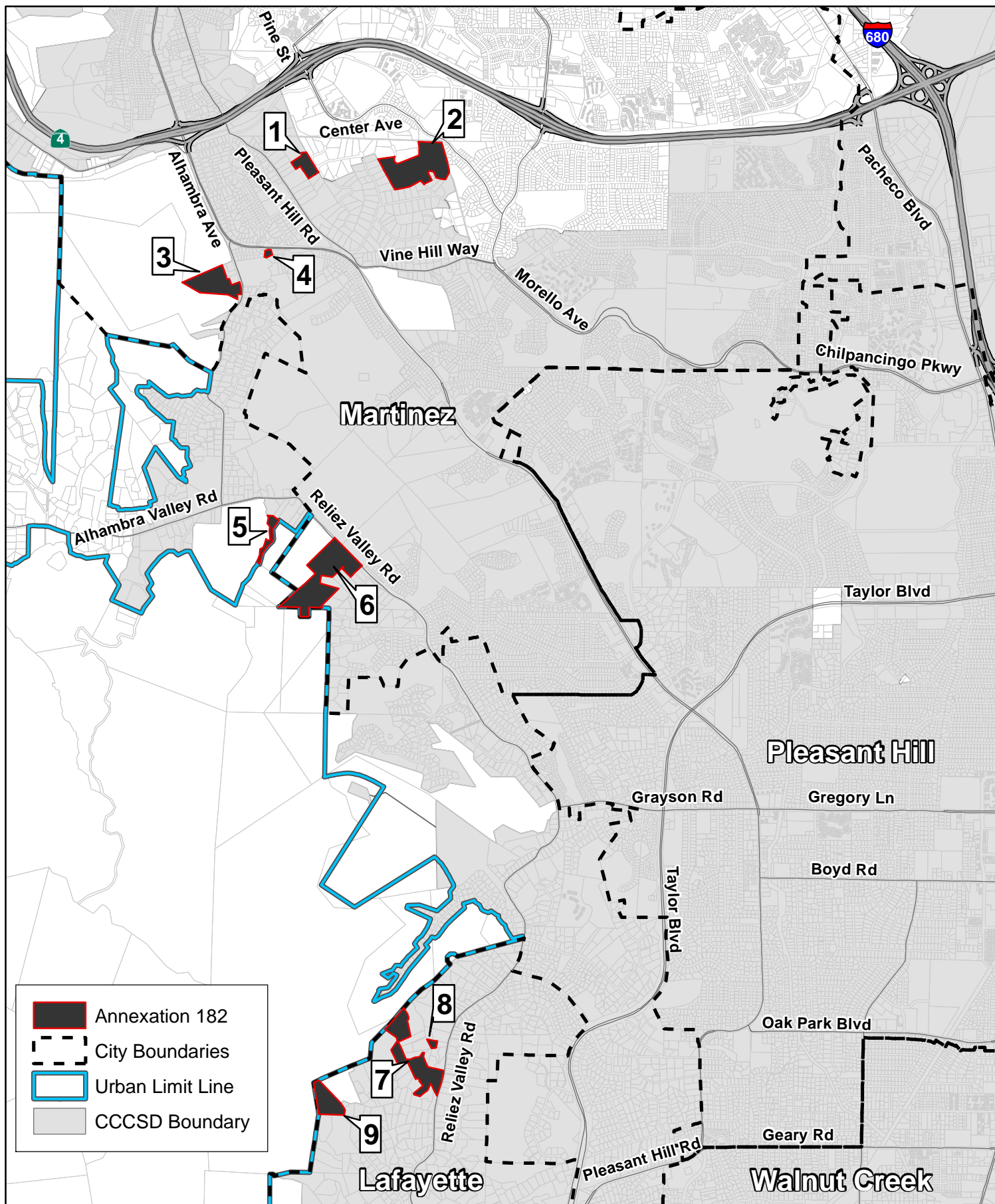
- A. Determine that CCCSD, as Lead Agency, found the project to be Categorical Exempt pursuant to CEQA, Section 15319.
- B. The Commission determines the project is exempt pursuant to CEQA Guidelines, consistent with the determination of CCCSD acting as Lead Agency.
- C. Adopt this report and approve the proposal, to be known as CCCSD Annexation 182, subject to the following terms and conditions:
  1. The territory being annexed shall be liable for the continuation of any authorized or existing special taxes, assessments and charges comparable to properties presently within the annexing agency.
  2. That CCCSD has delivered an executed indemnification agreement providing for CCCSD to indemnify LAFCO against any expenses arising from any legal actions challenging the annexation.
- D. Find that the subject territory is inhabited and that the annexing agency has consented to waiving the conducting authority proceedings. However, less than 100% of the affected landowners/registered voters have consented to the annexation. Should LAFCO receive any objection to the annexation from an affected party prior to or during the public hearing, then a subsequent protest hearing is required. Should no protest be received, then the Commission may waive the protest hearing and direct LAFCO staff to complete the proceedings.





**Option 2** Adopt this report and DENY the proposal.**Option 3** If the Commission needs more information, CONTINUE this matter to a future meeting.**RECOMMENDED ACTION: Approve Option 1.**

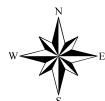
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LOU ANN TEXEIRA, EXECUTIVE OFFICER  
CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION

# LAFCO No. 11-11: Annexation 182 to Central Contra Costa Sanitary District



	Annexation 182
	City Boundaries
	Urban Limit Line
	CCCSD Boundary



**RESOLUTION NO. 11-11**

**RESOLUTION OF THE CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION  
MAKING DETERMINATIONS AND APPROVING  
ANNEXATION 182 TO CENTRAL CONTRA COSTA SANITARY DISTRICT**

WHEREAS, the above-referenced proposal has been filed with the Executive Officer of the Contra Costa Local Agency Formation Commission pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act (Section 56000 et seq. of the Government Code); and

WHEREAS, at the time and in the manner required by law the Executive Officer has given notice of the Commission's consideration of the proposal; and

WHEREAS, the Commission heard, discussed and considered all oral and written testimony related to the proposal including, but not limited to, the Executive Officer's report and recommendation, the environmental document or determination, Spheres of Influence and applicable General and Specific Plans; and

WHEREAS, information satisfactory to the Commission has been presented that no affected landowners/registered voters within the annexation area object to the proposal; and

WHEREAS, the Local Agency Formation Commission determines the proposal to be in the best interests of the affected area and the total organization of local governmental agencies within Contra Costa County;

NOW, THEREFORE, the Contra Costa Local Agency Formation Commission DOES HEREBY RESOLVE, DETERMINE AND ORDER as follows:

1. That Central Contra Costa Sanitary District (CCCSD), as Lead Agency, found the project to be Categorical Exempt pursuant to the California Environmental Quality Act (CEQA) Guidelines Section 15319.
2. That the project is exempt pursuant to CEQA Guidelines, consistent with the determination of CCCSD acting as Lead Agency.
3. Said annexation is hereby approved.
4. The subject proposal is assigned the distinctive short-form designation:

**ANNEXATION 182 TO CENTRAL CONTRA COSTA SANITARY DISTRICT**

5. The boundaries of the affected territory are found to be definite and certain as approved and set forth in Exhibit A, attached hereto and made a part hereof.
6. The subject territory shall be liable for any authorized or existing taxes, charges and assessments comparable to properties within the annexing agency.

Contra Costa LAFCO  
Resolution No. 11-11

7. That CCCSD delivered an executed indemnification agreement between the CCCSD and Contra Costa LAFCO providing for CCCSD to indemnify LAFCO against any expenses arising from any legal actions challenging the annexation.
8. The territory proposed for annexation is inhabited.
9. The proposal has less than 100% landowner/registered voter consent; however, no affected landowners/registered voters opposed the annexation, and the annexing agency has given written consent to the waiver of conducting authority proceedings. Said conducting authority proceedings are hereby waived.
10. All subsequent proceedings in connection with this annexation shall be conducted only in compliance with the approved boundaries set forth in the attachments and any terms and conditions specified in this resolution.

\* \* \* \* \*

PASSED AND ADOPTED THIS 14<sup>th</sup> day of August 2013, by the following vote:

AYES:

NOES:

ABSTENTIONS:

ABSENT:

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FEDERAL GLOVER, CHAIR, CONTRA COSTA LAFCO

*I hereby certify that this is a correct copy of a resolution passed and adopted by this Commission on the date stated.*

Dated: August 14, 2013

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Lou Ann Texeira, Executive Officer