

CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION  
EXECUTIVE OFFICER'S REPORT

March 11, 2020 (Agenda)

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Agenda Item 7

LAFCO 19-08 West County Wastewater District (WCWD) Annexation 320  
APPLICANT WCWD by Resolution No. 2019-53 adopted September 18, 2019

SYNOPSIS The WCWD proposes to annex one parcel consisting of 3.13± acres (APN 408-201-017) along with adjacent roadway to the WCWD. The vacant parcel is located at 323 Brookside Drive in unincorporated North Richmond (Exhibit A). The subject property is owned by Contra Costa County and leased to Urban Tilth for the development of an urban farm and agricultural education center to serve the local community.

DISCUSSION

Government Code §56668 sets forth factors that the Commission must consider in evaluating a proposed boundary change as discussed below. In the Commission's review, 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 property proposed for annexation is within WCWD's SOI, and within the County Urban Limit Line; the parcel is located in unincorporated North Richmond.

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

The County General Plan designation for the subject parcel is Heavy Industrial (HI) and the zoning is Planned Unit (P-1). The application notes that in 2014, the County Board of Supervisors adopted a General Plan text amendment which included a wide range of urban agriculture uses for the project site and the North Richmond area in general. Land use designations in the surrounding areas include residential and greenhouses to the east, industrial and roadway to the west, County Flood Control maintenance and access road and creek to the north, and vacant land and roadway to the south. The proposed uses including an urban farm and agricultural education center do not conflict with surrounding areas. No changes are proposed to the General Plan or zoning designations as part of this proposal.

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

The subject properties contain no prime farmland or land covered under Williamson Act Land Conservation agreements. The property currently supports interim farm and temporary office facility uses.

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

The proposed annexation area is generally flat and is bounded on the north by County Flood Control and Water Conservation District property, an earthen access road and San Pablo Creek. To the east there is existing residential and greenhouses; to the south and west there are County roads and drainage ditches.

**Population:**

There will be no increase in population as a result of this annexation and the proposed uses.

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

In its review of a proposal, 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 no effect on regional housing needs.

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

An application for a change of organization or reorganization typically requires a plan for providing services within the affected territory (Gov. Code §56653). The plan shall include the following information and any additional information required by the Commission or the LAFCO 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 District's Plan for Providing Services was included with the application. The annexation area is served by various local agencies including, but not limited to, Contra Costa County, Contra Costa County Fire Protection District, and the East Bay Municipal Utility District (EBMUD).

The proposal before the Commission is to annex one parcel and adjacent roadway to the WCWD for the provision of sanitary sewer service. WCWD provides wastewater collection, treatment and disposal services for a 16.9± square mile service area serving over 93,000 customers within the cities of Richmond, San Pablo and Pinole, and various unincorporated areas in West County. District facilities include a water pollution control plant, 249 miles of sewer pipeline, and 17 pump stations. WCWD's wastewater treatment plant has capacity of 12.5 million gallons per day (mgd) dry weather capacity and 21 mgd wet weather treatment capacity.

Based on the proposed uses on the subject property, the projected demand for wastewater service is approximately 1,657 gallons per day of wastewater collection service. The District indicates that needed infrastructure will include extension of an existing sanitary sewer main line of approximately 100 feet eastward from the existing sewer on Brookside Drive/Fred Jackson Way to the site, and installation of a sewer lateral from the main to the site. The District indicates it has adequate capacity to serve the proposed uses.

**7. Timely Availability of Water and Related Issues:**

The subject property is within the service boundary of EBMUD, which serves an area of 331± square miles (Contra Costa and Alameda counties). EBMUD provides potable water to approximately 1.3 million people within the two-county service area. Within Contra Costa County, EBMUD provides water service to a 146± square mile service area, serving an estimated 477,212 residents. The primary source of water supply for EBMUD is the Mokelumne River; this watershed accounts for 90% of EBMUD's water supply. EBMUD can adequately serve the project.

**8. Assessed Value, Tax Rates and Indebtedness:**

The annexation area is within tax rate area 85094. The total assessed value for the annexation area is \$1,326,419 (2019-20 roll). The territory being annexed shall be liable for all authorized or existing taxes comparable to properties presently within the annexing agencies. The County and District will rely on the master tax transfer agreement for this annexation.

**9. Environmental Impact of the Proposal:**

In 2018, Contra Costa County, as Lead agency, prepared an Initial Study/Mitigated Negative Declaration (MND) and Mitigation Monitoring & Reporting Program (TP16-00036) in conjunction with this project and the proposed annexation to WCWD. The LAFCO environmental coordinator has reviewed the MND and determines it is acceptable for LAFCO purposes.

**10. Landowner Consent and Consent by Annexing Agency:**

According to County Elections, there are zero registered voters in the area proposed for annexation; thus, the area proposed for annexation is considered uninhabited. The landowner (Contra Costa County) does not object to the annexation. Thus, if the Commission approves the annexation, the Commission may waive the protest hearing (Gov. Code §56662). 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 March 11, 2020 LAFCO hearing.

**11. Boundaries and Lines of Assessment:**

The annexation area is within WCWD's SOI and contiguous to the District's service boundary. A map and legal description to implement the proposed boundary change has been submitted and is subject to approval by the County Surveyor.

**12. Environmental Justice:**

LAFCO is required to consider the extent to which a change of organization or reorganization proposal 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.

**13. Disadvantaged Communities:**

In accordance with state law, local agencies and LAFCOs are required to plan for disadvantaged unincorporated communities (DUCs). Many of these communities lack basic infrastructure, including streets, sidewalks, storm drainage, clean drinking water, and adequate sewer service. LAFCO actions relating to Municipal Service Reviews, SOI reviews/ amendments, and annexations must take into consideration DUCs, and specifically the adequacy of public services, including sewer, water, and fire protection needs or deficiencies, to these communities. According to the County Department of Conservation and Development, the area proposed for annexation is a DUC.

**14. Comments from Affected Agencies/Other Interested Parties**

No comments were received from other affected agencies or parties.

**15. Regional Transportation and Regional Growth Plans:**

In its review of a proposal, LAFCO shall consider a regional transportation plan adopted pursuant to Gov. Code §65080 [Gov. Code §56668(g)]. Further, the Commission may consider the regional growth goals and policies established by a collaboration of elected officials only, formally representing their local jurisdictions in an official capacity on a regional or subregional basis (Gov. Code §56668.5). Regarding these sections, LAFCO looks at consistency of the proposal with the regional transportation and other regional plans affecting the Bay Area.

SB 375, a landmark state law, requires California's regions to adopt plans and policies to reduce the generation of greenhouse gases (GHG), primarily from transportation. To implement SB 375, in July 2013, the Association of Bay Area Governments (ABAG) and the Metropolitan Transportation Commission (MTC) adopted Plan Bay Area as the "Regional Transportation Plan and Sustainable Communities Strategy" for the San Francisco Bay Area through 2040. Plan Bay Area focuses on where

the region is expected to grow and how development patterns and the transportation network can work together to reduce GHG emissions. The Plan's key goals are to reduce GHG emissions by specified amounts; and to plan sufficient housing for the region's projected population over the next 25 years.

In July 2017, ABAG and MTC adopted Plan Bay Area 2040, which updates the 2013 Plan Bay Area and reaffirms the goals/targets identified in the earlier version. Plan Bay Area establishes "Priority Conservation Areas" (PCAs) and "Priority Development Areas" (PDAs) and focuses growth and development in nearly 200 PDAs. These existing neighborhoods are served by public transit and have been identified as appropriate for additional, compact development. The area proposed for annexation is not within a PCA or a PDA; however, the proposed annexation does not appear to conflict with the regional transportation or growth plans.

### 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 actions:

#### **Option 1** Approve the annexation as proposed.

- A. Find that, as a Responsible Agency under the California Environmental Quality Act (CEQA), LAFCO has reviewed and considered information contained in Contra Costa County's Initial Study/Mitigated Negative Declaration and Mitigation Monitoring & Reporting Program in conjunction with the *323 Brookside Drive – North Richmond Farm* project (TP16-00036), and finds that there are no direct or indirect environmental effects that would result from LAFCO's approval of the annexation; and therefore, no additional mitigation measures are required beyond those already included in the CEQA documents prepared by Contra Costa County.
- B. Adopt this report, approve LAFCO Resolution No. 19-08 (Exhibit B), and approve the proposal, to be known as *West County Wastewater District Annexation No. 320 (Urban Tilth)* 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. The WCWD has delivered an executed indemnification agreement providing for WCWD to indemnify LAFCO against any expenses arising from any legal actions challenging the annexation.
- C. Find that the subject territory is uninhabited, the landowner does not object to the annexation; thus, the conducting authority (protest) proceedings are hereby waived.

#### **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:

#### **Option 1** – Approve the annexation as proposed.

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

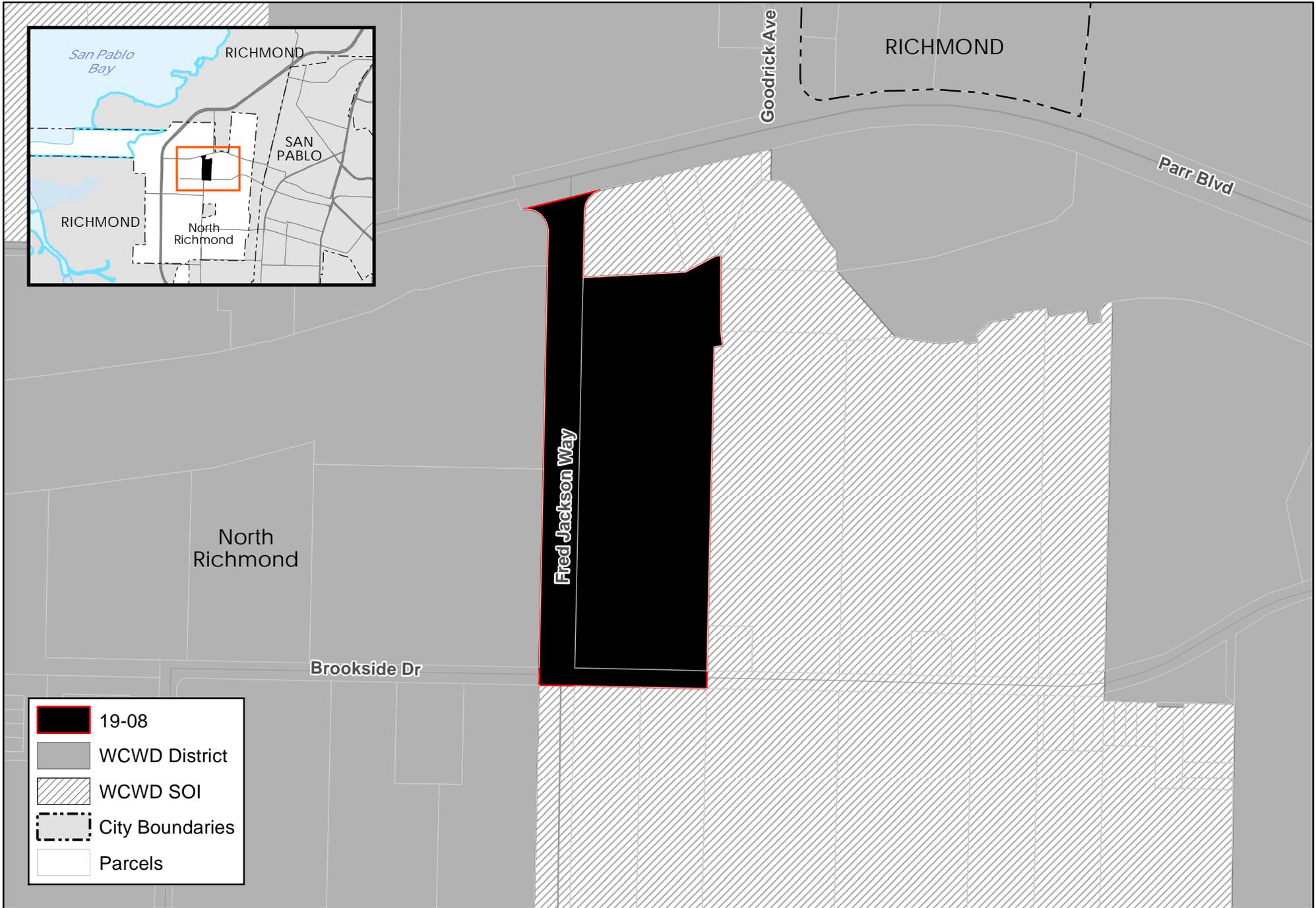
Exhibits

A – WCWD Annexation Map

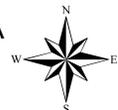
B – Draft LAFCO Resolution 19-08

c: Distribution

# LAFCO 19-08 Annexation to West County Wastewater District (APN 408-201-017) - Urban Tilth



-  19-08
-  WCWD District
-  WCWD SOI
-  City Boundaries
-  Parcels



**RESOLUTION NO. 19-08****RESOLUTION OF THE CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION  
MAKING DETERMINATIONS AND APPROVING  
WEST COUNTY WASTEWATER DISTRICT (WCWD)  
ANNEXATION NO. 320 (URBAN TILTH)**

**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**, the Executive Officer has examined the application and executed her certification in accordance with law, determining and certifying that the filing is sufficient; 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 Executive Officer has reviewed available information and prepared a report including her recommendations therein, and the report and related information have been presented to and considered by the Commission; and

**WHEREAS**, at a public hearing held on March 11, 2020, 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, applicable General and Specific Plans, consistency with the sphere of influence, contiguity with the district's boundary, and related factors and information including those contained in Gov. Code §56668; 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 interest of the affected area and the 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. LAFCO, as a Responsible Agency under the California Environmental Quality Act (CEQA), has reviewed and considered information contained in Contra Costa County's Initial Study/Mitigated Negative Declaration and Mitigation Monitoring & Reporting Program (TP16-00036), and finds that there are no direct or indirect environmental effects that would result from LAFCO's approval of the annexation; and therefore, no additional mitigation measures are required beyond those already included in the CEQA documents prepared by Contra Costa County.
2. The annexation is hereby approved.

Contra Costa LAFCO  
Resolution No. 19-08

3. The subject proposal is assigned the distinctive short-form designation:  
**WEST COUNTY WASTEWATER DISTRICT ANNEXATION NO. 320 (Urban Tilt Farm)**
4. The boundaries of the affected territory, including one parcel and adjacent road rights-of-way, are found to be definite and certain as approved and set forth in Exhibit A, attached hereto and made a part hereof.
5. The subject territory shall be liable for any authorized or existing taxes, charges and assessments comparable to properties within the annexing agency.
6. That WCWD delivered an executed indemnification agreement between the WCWD and Contra Costa LAFCO providing for WCWD to indemnify LAFCO against any expenses arising from any legal actions challenging the annexation.
7. The territory proposed for annexation is uninhabited.
8. The proposal has 100% landowner consent, and the conducting authority (protest) proceedings are hereby waived.
9. 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.

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PASSED AND ADOPTED THIS 11<sup>th</sup> day of March 2020, by the following vote:

AYES:

NOES:

ABSTENTIONS:

ABSENT:

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CANDACE ANDERSEN, 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: March 11, 2020

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Lou Ann Texeira, Executive Officer