



Lou Ann Teixeira  
 Executive Officer

**MEMBERS**

- |   |  |
|---|--|
| <b>Candace Andersen</b><br><i>County Member</i>           | <b>Federal Glover</b><br><i>County Member</i>              |
| <b>Charles R. Lewis, IV</b><br><i>Public Member</i>       | <b>Michael R. McGill</b><br><i>Special District Member</i> |
| <b>Gabriel Quinto</b><br><i>City Member</i>               | <b>Scott Perkins</b><br><i>City Member</i>                 |
| <b>Patricia Bristow</b><br><i>Special District Member</i> |  |

**ALTERNATE MEMBERS**

- |   |
|---|
| <b>Diane Burgis</b><br><i>County Member</i>           |
| <b>Scott Pastor</b><br><i>Special District Member</i> |
| <b>Rob Schroder</b><br><i>Public Member</i>           |
| <b>Edi Birsan</b><br><i>City Member</i>               |

**December 11, 2024**  
**Agenda Item 7**

December 11, 2024 (Agenda)

Contra Costa Local Agency Formation Commission (LAFCO)  
 40 Muir Road, First Floor  
 Martinez, CA 94553

**Miscellaneous County Service Areas  
 Municipal Services Review/Sphere of Influence Updates**

Dear Members of the Commission:

**BACKGROUND:** The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) provides that LAFCO shall review and update each sphere of influence (SOI), and that in conjunction with the SOI update, the Commission shall conduct a municipal service review (MSR). The MSR is an important tool for LAFCO in fulfilling its legislative mandate to coordinate the efficient and logical development of local government agencies and services. The MSR serves as a basis for SOI updates and future boundary changes.

MSRs provide an assessment of the range and adequacy of municipal services provided in the County and the basis for making LAFCO determinations relating to *growth & population projections, location and characteristics of disadvantaged communities, capacity of public facilities, services, and infrastructure, financial ability of agencies to provide services, opportunities for share facilities, accountability, governance structure and operational efficiencies*, and other factors relating to efficient and effective service delivery. The MSR culminates in updating the SOIs for the subject agencies.

Contra Costa LAFCO continues its work on MSRs having recently completed the 3<sup>rd</sup> round Wastewater MSR/SOI updates (2024), 2<sup>nd</sup> round *Mosquito & Vector Control Services* (2022), and ) 2<sup>nd</sup> round *Resource Conservation Services* (2022). Also, LAFCO recently embarked on a MSR/SOI updates covering reclamation districts.

At this time, we are pleased to present the Public Review Draft “*Miscellaneous County Service Areas (CSAs) MSR/SOI Updates*” which is available for review on the Contra Costa LAFCO website at <https://www.contracostalafco.org/>. This MSR includes a review of 15 CSAs, as detailed below.

**SUMMARY:** In November 2023, LAFCO initiated its 2<sup>nd</sup> round MSR covering 15 CSAs. This 2<sup>nd</sup> round MSR focuses on the following:

- ✚ Updating profile data including growth and population, finances (expenses, revenues, debt, reserves, rates/fee schedules, other fiscal indicators); and staffing/management
- ✚ Capacity of public services, programs, and facilities; and service to disadvantaged communities
- ✚ Shared services/facilities and collaboration
- ✚ Accountability, structure, and efficiencies
- ✚ Governance structure options
- ✚ Other metrics specific to these services as identified by LAFCO staff and the consultant team

**The MSR Process** – Planwest Partners, Inc. was hired to prepare the MSR report.

To date, the MSR process has entailed the following:

- ✚ December 2023 – Kick-off
- ✚ January – Sept 2024 - Data Collection and analysis
- ✚ November 2024 Release *Public Review* MSR
- ✚ December 11, 2024 – LAFCO Public Hearing
- ✚ January 2025 - Release Final MSR
- ✚ February 2025 – LAFCO Public Hearing

**OVERVIEW AND PROCESS:** In November 2023, LAFCO initiated the “*Miscellaneous CSA MSR/SOI Updates*”. Planwest Partners prepared this MSR.

The *CSA MSR* focuses on a variety of services including:

- ✚ Drainage Maintenance/Geologic Hazard Abatement
- ✚ Transportation/Transit/Streetlighting/Delta Ferry/BART/Road Maintenance
- ✚ Libraries
- ✚ Law Enforcement/Police Protection

On November 18<sup>th</sup>, the Public Review *MSR* report was released and posted on the Contra Costa LAFCO website homepage at <https://www.contracostalafco.org/> The public comment period will end at the close of the LAFCO *Public Hearing* on December 11<sup>th</sup>. At the LAFCO meeting on December 11<sup>th</sup>, the consultants will provide a brief overview of the MSR and SOI updates, and the Commission will receive public comment. A second public hearing will be held in early 2025 to receive final comments and approve the MSR/SOI updates.

## DISCUSSION

***Municipal Service Review Determinations*** - In accordance with the MSR, LAFCO must prepare written determinations relating to the following factors pursuant to Government Code (“GC”) section 56430:

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged unincorporated communities (DUCs) within or contiguous to the SOI.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies, including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any DUCs within or contiguous to the SOI.
4. Financial ability of agencies to provide services.
5. Status of, and opportunities for, shared facilities.
6. Accountability for community service needs, including governmental structure and operational efficiencies.
7. Any other matter related to effective or efficient service delivery, as required by commission policy.

The CSA MSR report includes an analysis of these factors.

***Sphere of Influence (SOI) Updates*** – The requirement for LAFCOs to conduct MSRs was established by the CKH Act to acknowledge the importance of SOIs and recognize that periodic SOI updates should be conducted.

An SOI is defined as a “*plan for the probable physical boundaries and service area of a local agency, as determined by the commission.*” SOIs define the logical, long-term service boundary for an agency. SOIs can be the same, larger, or smaller than the existing local agency boundary. Contra Costa LAFCO uses various SOI designations, including “zero,” which signals dissolution or consolidation of the local agency; “provisional” SOI, which delineates that a future restructuring or change of organization is needed; and “pending” SOI which indicates there are pending issues to resolve before updating the SOI.

The MSR typically culminates in updating the SOIs of the subject agencies covered in the MSR report. LAFCOs are required to make written determinations in accordance with Government Code §56425(e) when establishing, amending, or updating an SOI for any local agency that addresses the following:

1. The present and planned land uses in the area, including agricultural and open-space lands.
2. The present and probable need for public facilities and services in the area.
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
4. The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.
5. For an update of an SOI of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any DUC with the existing SOI.

When updating the SOI for a district, LAFCO is also required to establish the nature, location, and extent of any functions or classes of services provided [Section 56425(i)].

### ***Districts Covered in the MSR***

The CSAs covered in this MSR include the following:

1. D-2 – Drainage – Walnut Creek
2. L-100 – Countywide Street Lighting
3. M-1 – Delta Ferry
4. M-20 Parkway Tree Maintenance
5. M-23 – Drainage Maintenance and Geologic Hazard Abatement Service
6. M-31 - Pleasant Hill BART Transportation Demand Management Program
7. RD-4 – Road Maintenance – Bethel Island
8. T-1 – Transit Service
9. Lib-2 – El Sobrante
10. Lib-10 – City of Pinole
11. Lib-12 – Moraga
12. Lib-13 – Concord, Walnut Creek, and Ygnacio Valley
13. P-2 – Police Protection Zone A-Blackhawk and Zone B-Alamo
14. P-5- Police Protection-Roundhill
15. P-6-Police Protection-Unincorporated Areas

**RECOMMENDATIONS**

1. Receive the consultants' presentation and LAFCO staff report;
2. Open the public hearing to receive public comments;
3. After receiving public comments, close the hearing;
4. Provide comments as desired;
5. Direct LAFCO staff to schedule the Final Public Hearing .

Sincerely,

LOU ANN TEXEIRA  
EXECUTIVE OFFICER

Attachments:

c: Distribution