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Executive Officer

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February 11, 2009 (Agenda)

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

**County Service Area Inventory of Services**

Dear Members of the Commission:

RECOMMENDATION

It is recommended the Commission receive and file the County Service Area inventory of services.

DISCUSSION

Senate Bill 1458, as signed by the Governor last year, was enacted on January 1, 2009. The bill makes numerous changes to the law that guides administration of County Service Areas (CSAs). Attached is a summary of the bill, as previously prepared by Peter Detwiler, Senate Local Government Committee Consultant (Attachment 1).

SB 1458 is a comprehensive overhaul of CSA law, which among other things, makes CSA law more consistent with LAFCO law (Cortese Knox Hertzberg Local Government Reorganization Act).

To help implement the new law, the statute requires LAFCO to establish the services provided by each CSA. With the assistance of County staff, LAFCO staff has compiled the attached inventory of the 25 CSAs in Contra Costa County (Attachment 2). This list provides a service baseline to be used by LAFCO in evaluating future changes of organization and reorganizations involving CSAs.

The services of each CSA will be further reviewed during their respective municipal service reviews and sphere of influence updates, and may be amended as part of the MSR process.

Please contact the LAFCO office if you have any questions.

Sincerely,  
LOU ANN TEXEIRA  
EXECUTIVE OFFICER

Attachment 1 – Summary – County Service Area Law Revision

Attachment 2 – 2009 Inventory of County Service Areas in Contra Costa County

c: David Twa, County Administrator  
Julie Bueren, County Public Works Director  
Anne Cain, County Librarian  
Art Lathrop, County EMS Director  
Frank Scudero, County Sheriff's Office  
Steve Ybarra, County Auditor-Controller  
Jay Tashiro, Interim Town Manager, Town of Moraga

## County Service Area Law Revision

**Summary:** The **proposed bill** revises the state laws governing county service areas.

**Problem:** The statutes that govern the county service areas (CSAs) are out-of-date. The Legislature has not comprehensively revised the County Service Area Law since it passed in 1953.

**Background:** The County Service Area Law (Government Code §25210.1, et seq.) governs the 883 county service areas (CSAs). Scores of amendments in the last 55 have resulted in a convoluted statute that needs revisions and clarifications.

Since 1953, the voters have amended the California Constitution by passing Propositions 13, 4, 218, and 1A. Other initiatives created the Political Reform Act and changed local officials' fiscal powers. The Legislature enacted and expanded state laws on open meetings, public records, fiscal audits, special districts' boundaries, land use planning, and public finance. The current CSA Law reflects few of these reforms.

Finding similar problems with other special districts' statutes, the Senate Local Government Committee previously rewrote the principal acts that govern fire protection districts (1987), recreation and park districts (2001), mosquito abatement and vector control districts (2002), public cemetery districts (2003), and community services districts (2005).

The Senate Local Government Committee, chaired by Senator Gloria Negrete McLeod, convened an 18-member **Working Group on Revising the County Service Area Law** to review the current CSA Law and recommend revisions. Working with additional expert advisors, the Working Group met four times between September 2007 and February 2008, to examine every section in the 1953 Law and review two drafts of a proposed new CSA Law.

The **proposed bill** repeals the 1953 CSA Law and offers a new statute that differs from current law in dozens of ways. This summary looks at four types of changes:

- Policy.
- Powers.
- Procedures.
- Oversight.

**Policy.** The existing CSA Law contains statements of legislative intent to guide county supervisors, property owners, and residents in the use of CSAs. The **proposed bill** opens with seven revised statements of legislative findings and declarations.

**Powers.** Responsible and effective local governments need enough (but not too much) power to carry out their statutory policies. The Working Group scrutinized the 1953 Law and recommended improvements. The **proposed bill** contains these differences:

- Allows CSAs to provide any services or facilities that counties can provide.
- Creates an illustrative list of many of those services and facilities.
- Avoids the archaic distinction between extended services and miscellaneous services.
- Consolidates the scattered sections authorizing CSAs' basic powers.

- Preserves special provisions for CSAs in specific counties.
- Restructures the provisions for forming new CSAs.
- Clarifies how CSAs can activate their latent powers.
- Explains how CSAs may raise additional revenues.
- Explains how CSAs may generate capital for public works.
- Requires CSAs to follow the counties' contracting procedures.

**Procedures.** The **proposed bill** cuts the bulk of the 1953 CSA Law by more than half. The **proposed law** uses a contemporary drafting format, reorganizes related topics for quicker reference, and renumbers the entire CSA Law. To improve effective administration and political accountability, the **proposed bill** relies on the practice of "billboarding," providing statutory cross-references to other existing laws that apply to CSAs as well as to other local governments:

- Lawsuits to challenge CSAs' validity, debts, and decisions.
- Boundary changes under the Cortese-Knox-Hertzberg Act.
- Election procedures under the Uniform District Election Law.
- Using the Joint Exercise of Powers Act.
- Changing a CSA's name.
- Record retention and destruction.
- Local land use planning and zoning.
- Annual appropriations limits under the Gann Initiative.
- Annual allocation of property tax revenues.
- Regular audits and annual financial reports.
- Adopting special taxes with 2/3-voter approval.
- Levying benefit assessments under Proposition 218.
- Charging property-related fees under Proposition 218.
- Standby charges under the Uniform Standby Charge Procedures Act.

**Oversight.** Responsive government is accountable government. The **proposed bill** promotes the CSAs' public accountability and responsiveness by:

- Recognizing the county supervisors as a CSA's "governing authority."
- Clarifying the requirements to retain and destroy records.
- Requiring formal budgets and fiscal transparency.
- Requiring regular audits and financial reports.
- Authorizing advisory committees to help county supervisors.

For more information about the **proposed bill** for a new County Service Area Law, contact:

Peter Detwiler  
 (916) 651-4115  
[peter.detwiler@sen.ca.gov](mailto:peter.detwiler@sen.ca.gov)

**Revised:** February 15, 2008

**COUNTY SERVICE AREAS  
INVENTORY OF SERVICES**

District	Authorized to Provide	Currently Providing
CSA D-2	master drainage plan, drainage corrections (Walnut Creek area)	master drainage plan, drainage corrections
CSA EM-1	emergency medical services (EMS) including ambulance, paramedic, trauma, disaster and related training and equipment (countywide)	oversight, coordination and subsidy to the countywide EMS system including paramedic ambulance and first responder services, first responder defibrillation programs, medical training for prehospital responders, communication systems for EMS, and disaster medical preparedness
CSA L-100	street lighting (countywide)	public street lighting
CSA LIB-2	library services (El Sobrante area)	library services
CSA LIB-10	library services (Pinole area)	library services
CSA LIB-12	library services (Moraga area)	library services
CSA LIB-13	library services (Walnut Creek and Concord areas)	library services
CSA M-1	ferry services (Bradford, Jersey, Webb Tract islands)	ferry services
CSA M-16	parks, recreation and landscaping (Clyde area)	public parks, recreation, landscaping
CSA M-17	parks and community center (Tara Hills)	operates parks and community center
CSA M-20	street lighting, street sweeping, and parkway maintenance (View Point Subdivision – Rodeo)	street lighting, street sweeping, and parkway maintenance
CSA M-23	maintain drainage facilities (Blackhawk)	abate geologic hazards, maintain drainage facilities
CSA M-28	operate and maintain community water system (Bethel Island Mobile Home Park)	operate and maintain domestic water system
CSA M-29	police services; construct, operate and maintain parks, trails, recreation areas, library, community center, corporation yard, flood control and storm drainage facilities, internal road network (including bicycle paths and park-and-ride lots), and other extended County facilities and services per GC §25210.4 et seq. (Dougherty Valley – San Ramon)	law enforcement, public parks, road and storm drain maintenance, community center, library services, landscaping, streetlights
CSA M-30	police, parks and recreation, landscape and street maintenance services, and all services per GC §25210.4 et seq. (Alamo Springs – Alamo)	law enforcement, parks, street maintenance, landscaping, street lighting
CSA M-31	transportation demand management services (Pleasant Hill BART Station area)	transportation demand management program
CSA P-2	police services (Alamo, Blackhawk, Danville)	police protection services (Zones A and B)
CSA P-5	police protection services (Round Hill – Alamo)	police protection services
CSA P-6	police protection services (countywide – unincorporated excluding Kensington)	police protection services
CSA R-4	recreation and park services (Moraga)	public parks and recreation
CSA R-7	park and recreation services (Alamo-Danville areas)	Parks, trails, recreation, landscaping and related facilities development, operation and maintenance (Zone A)
CSA R-9	park and recreation services (El Sobrante)	no direct services are being provided; the County has appointed a Parks & Recreation advisory committee (Zone A)
CSA R-10	park and recreation services (Rodeo)	provide recreation services through operation of Lefty Gomez Community Center and baseball fields
CSA RD-4	road maintenance (Dutch Slough Road)	road maintenance
CSA T-1	transit services (Danville-San Ramon area)	transportation demand management services