
Central County Subregional Municipal Services Review

July 8, 2009

Prepared for:

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

The logo for DUDEK consists of three horizontal bars of equal length, colored blue, orange, and green from left to right, followed by the word "DUDEK" in a bold, blue, sans-serif font.

DUDEK

Central County

- **Ten cities/towns and one Community Services District**
 - Clayton
 - Concord
 - Danville
 - Lafayette
 - Martinez
 - Moraga
 - Orinda
 - Pleasant Hill
 - San Ramon
 - Walnut Creek
 - Diablo CSD

Central County Subregional MSR

- **The Sphere of Influence (SOI) is a:**
 - “plan for the probable physical boundaries and service area of a local agency, as determined by the commission”
- **SOI is reviewed every 5 years**

Central County Subregional MSR

- **Contra Costa County LAFCO Policies:**
 - Orderly formation of local agencies
 - Preservation of open space and prime agricultural land
 - Demonstrate a need for services within 5 to 10 years
 - To demonstrate that a proposed SOI amendment is timely, an indication of expected absorption and development rates for land already in the SOI, as well as land proposed to be added, is needed
 - A request to expand an SOI should designate clearly the territory that may be sought for annexation and the anticipated timeframe
 - An agency should propose a reduction in its SOI to remove territory that the agency does not believe will be developed within 20 years
 - Inclusion in an SOI makes land eligible for annexation but does not ensure annexation

Growth Management

- **Measure C - 1988**
 - Voter approved in 1988
 - Imposed a sales tax for local transportation purposes.
 - Established Growth Management requirements for cities/County
- **Measure C – 1990 (65/35 ordinance)**
 - Limited urban development to no more than 35% of the land in the county – 65% to be preserved for non-urban uses
 - Established the urban limit line (ULL) beyond which no urban land can be developed
 - Set an expiration date of 2010.
- **Measure J**
 - Voter Approved in 2004, superseded Measure C -1988
 - Extended the sales tax 25 years
 - Must have a ULL to receive tax proceeds

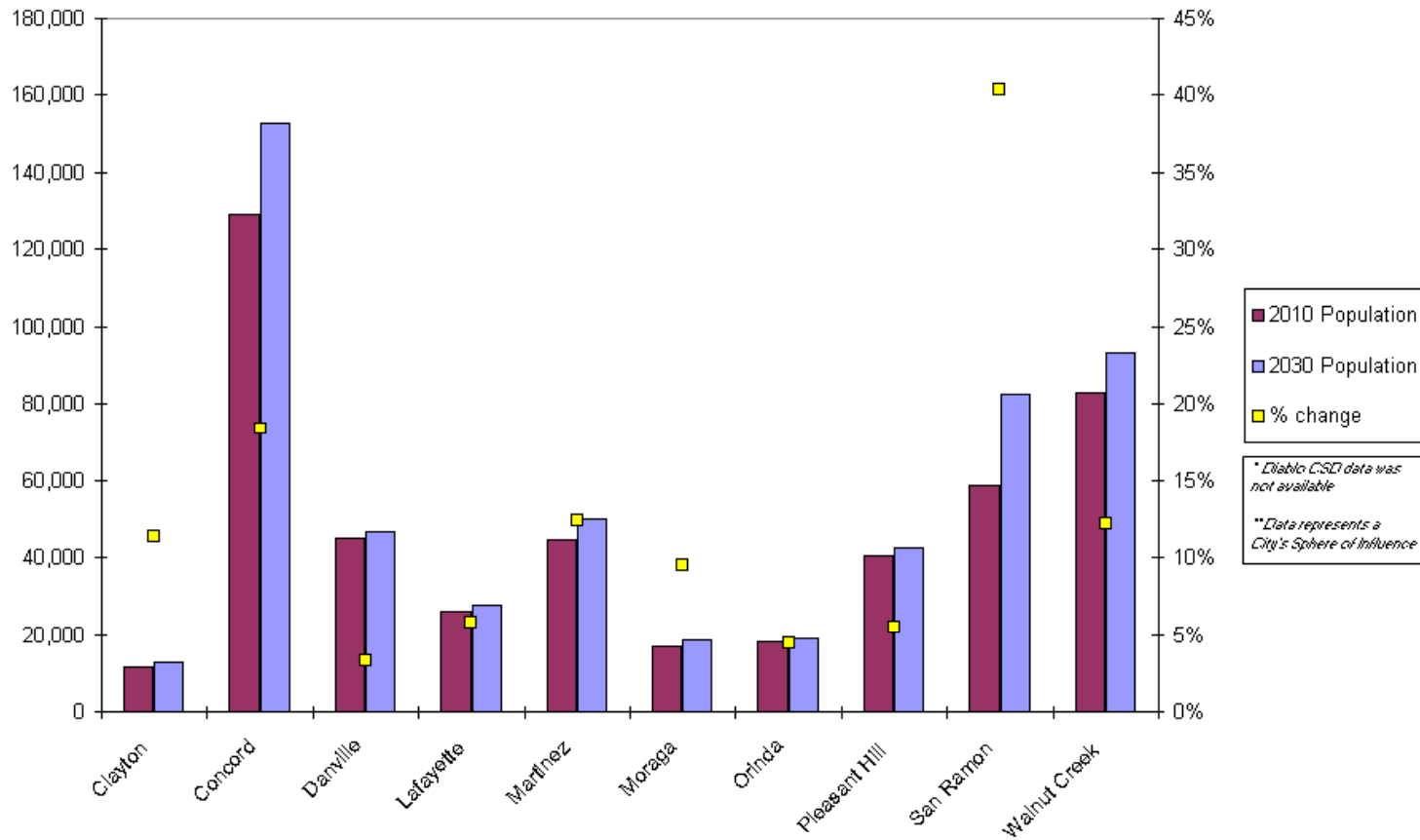
Growth Management

■ Measure L

- Necessary to extend the ULL beyond 2010
- Extended the 65/35 ordinance to 2026
- Set forth requirement for voter approval to expand ULL by greater than 30 acres
- Set forth requirements for expansion
- Provide for periodic reviews - Mandatory 2016
- New ULL map
- Retain 65/35 land preservation standard

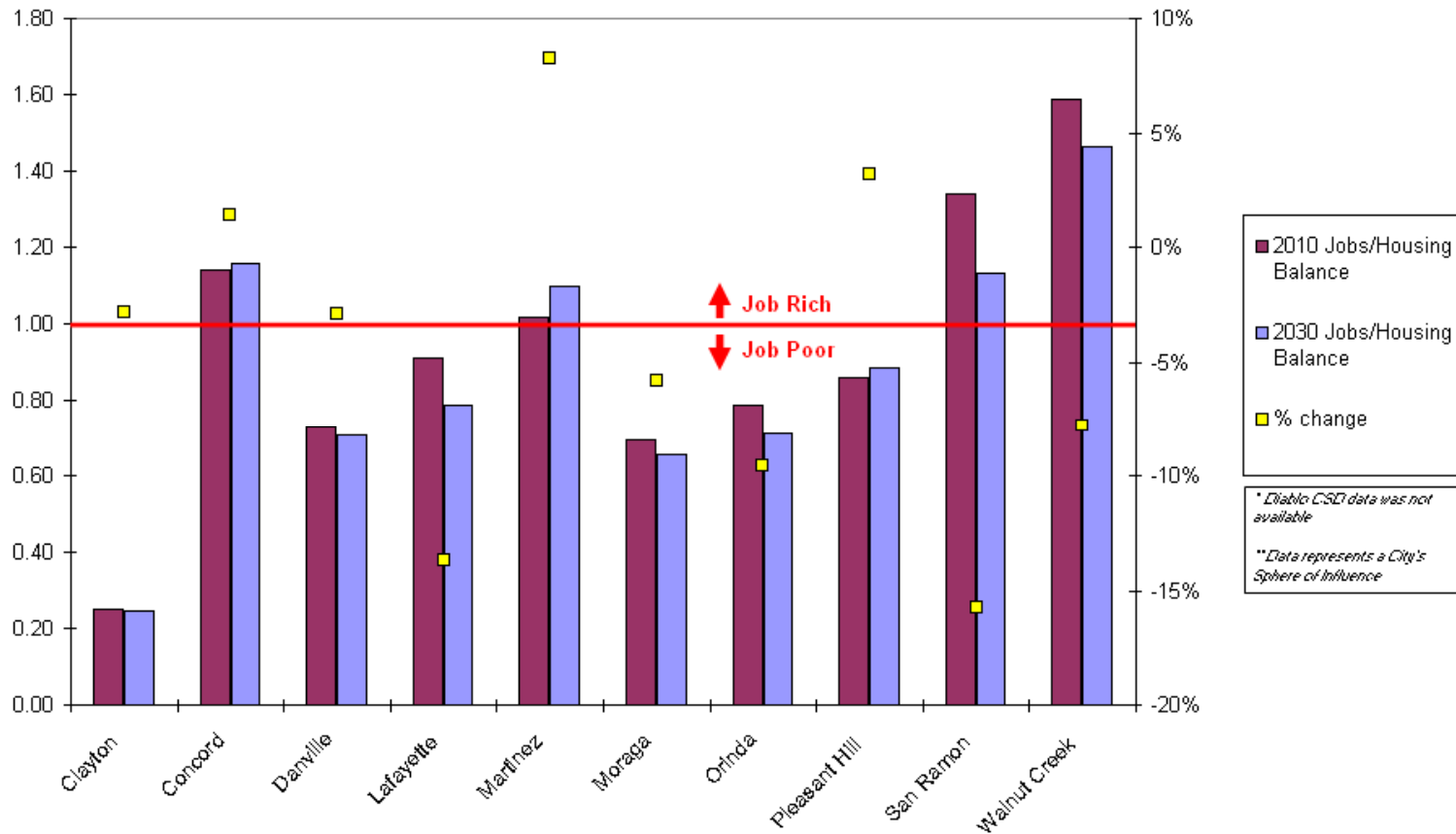
Growth Management

ABAG POPULATION PROJECTIONS



Growth Management

ABAG JOBS/HOUSING PROJECTIONS



City/Town Size, SOI

Agency	City Limits (square miles)	SOI (square miles)
Clayton	4	5.7
Concord	30.5	45.6
Danville	18	19.6
Lafayette	15	15.5
Martinez	12.47	20
Moraga	9.5	9.7
Orinda	12.8	12.8
Pleasant Hill	8.2	12
San Ramon	17.8	30.7
Walnut Creek	19.5	23.8
Diablo CSD	1.56	1.5

Condition of Roads and Facilities

Agency	Road	Facilities
Clayton	Good	Good
Concord	Good	Good
Danville	Good	Good
Lafayette	Good-Fair	Good
Martinez	At Risk	Good
Moraga	Fair-at Risk	Good
Orinda	Poor	Old
Pleasant Hill	Fair	Good
San Ramon	Good	Good
Walnut Creek	Good	Good
Diablo CSD	Good	N/A

Determinations

- **Infrastructure Needs and Deficiencies**
- **Growth and Population Projections**
- **Financing Constraints and Opportunities**
- **Cost Avoidance Opportunities**
- **Opportunities for Rate Restructuring**
- **Opportunities for Shared Facilities**
- **Government Structure Options**
- **Evaluation of Management Efficiencies**
- **Local Accountability and Governance**

City of Clayton

■ General Plan

- Adopted July 1985
- Significant text amendments to the Land Use Element and Housing Element – June 2004 and September 2005, respectively
- Guiding Principles
 - Maintain rural character
 - Encourage balance of housing types/densities
 - Preserve natural features, ecology, and scenic vistas
 - Control development through zoning and regulations
 - Encourage alternative modes of transit
 - Maintain an attractive city center
 - Provide a variety of housing opportunities

City of Clayton (Continued)

■ Recommendations

- **Uncertainty when the SOI shown on maps was actually established**
- **Records to verify establishment of the SOI have not been located**
- **Remove all current SOI areas that are outside of the countywide and City-adopted ULL. This includes Open Space (PU: Public Park/Open Space/Open Space and Recreational; and Q: Quarry) The lifespan of the quarry is estimated to exceed 20 years.**

City of Clayton (Continued)

- **If retention of the current SOI is deemed appropriate by the commission, this would indicate LAFCO sees all of these areas as potentially suitable for development and requiring municipal services in the next decade or so.**
- **It is further recommended that LAFCO and the City of Clayton further investigate the establishment of the SOI and, if necessary, take the necessary steps to officially adopt an SOI for the city.**

City of Concord

■ General Plan

- Comprehensive update in 2007
- Guiding Principles:
 - Maintain a pattern of land uses that minimize conflicts between various land uses
 - Establish a land use mix which serves to develop Concord into a balanced community in which people can live, work, shop, and recreate without needing to leave the city
 - Establish an overall design statement

City of Concord (Continued)

- **Urban Pocket**

- **Ayres Ranch (189 acres)**

- North of Concord Blvd and south of the CNWS along Myrtle Drive
 - Primarily developed with mix of suburban-style housing and small ranches
 - City provides sewer services to many homes within this island

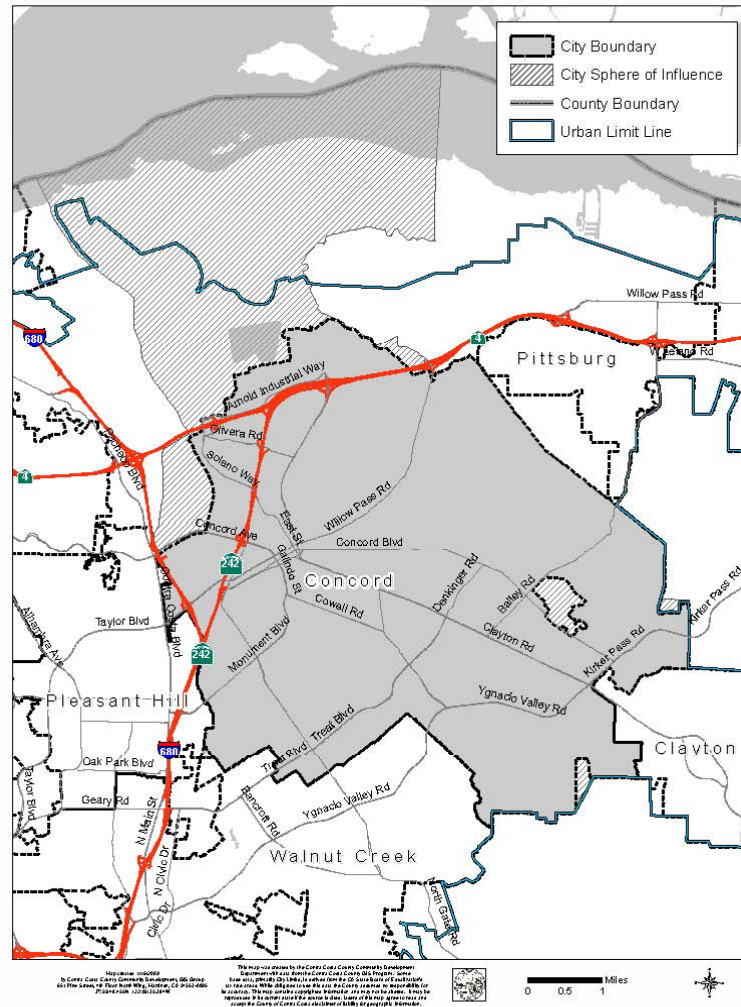
City of Concord (Continued)

- **Recommendation**

The existing SOI be adjusted to coincide with the voter-approved and adopted ULL. This includes eliminating the SOI northwest of the city which now includes the tidal portion of the CNWF and areas of the SOI that extend into the Carquinez Strait

City of Concord (Continued)

City of Concord Boundary and Sphere of Influence



Town of Danville

- **General Plan**
 - Adopted August 1999
 - Housing Element adopted 2001
 - Three major policy issues:
 - Planning and Development
 - Public Facilities
 - Resources and Hazards

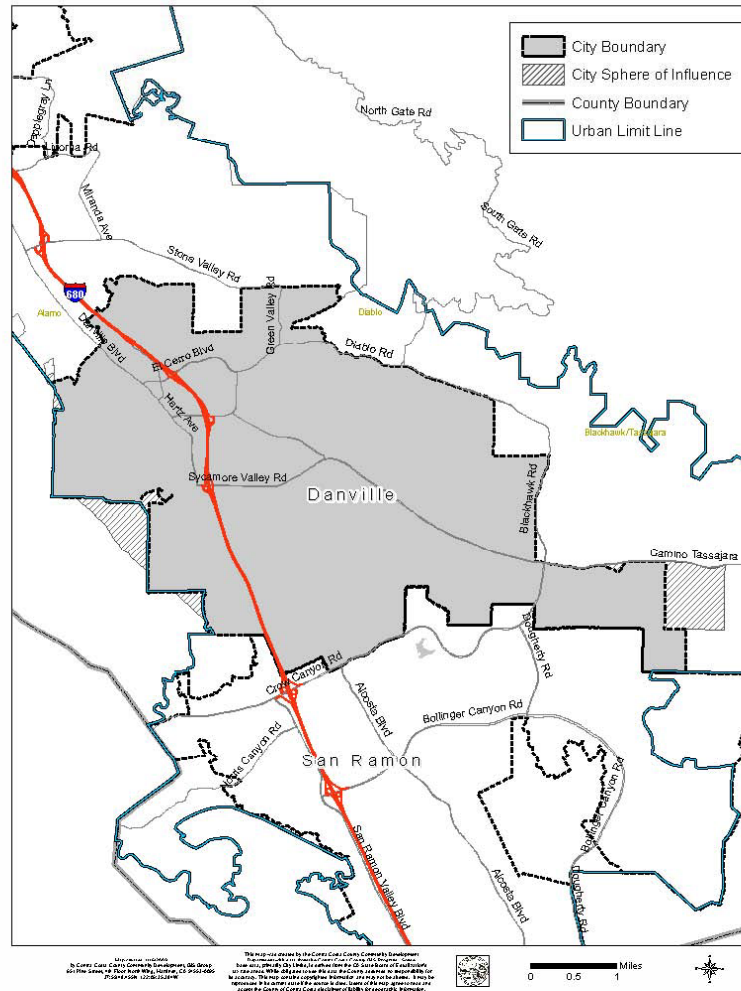
Town of Danville (Continued)

- **Recommendation**

The existing SOI for the Town of Danville be adjusted to coincide with the Town's ULL. This will remove agricultural and open space land located west of Las Trampas Hills, Town and Country, and Danville Ranch within Bollinger Canyon.

Town of Danville (Continued)

Town of Danville Boundary and Sphere of Influence



City of Lafayette

■ General Plan

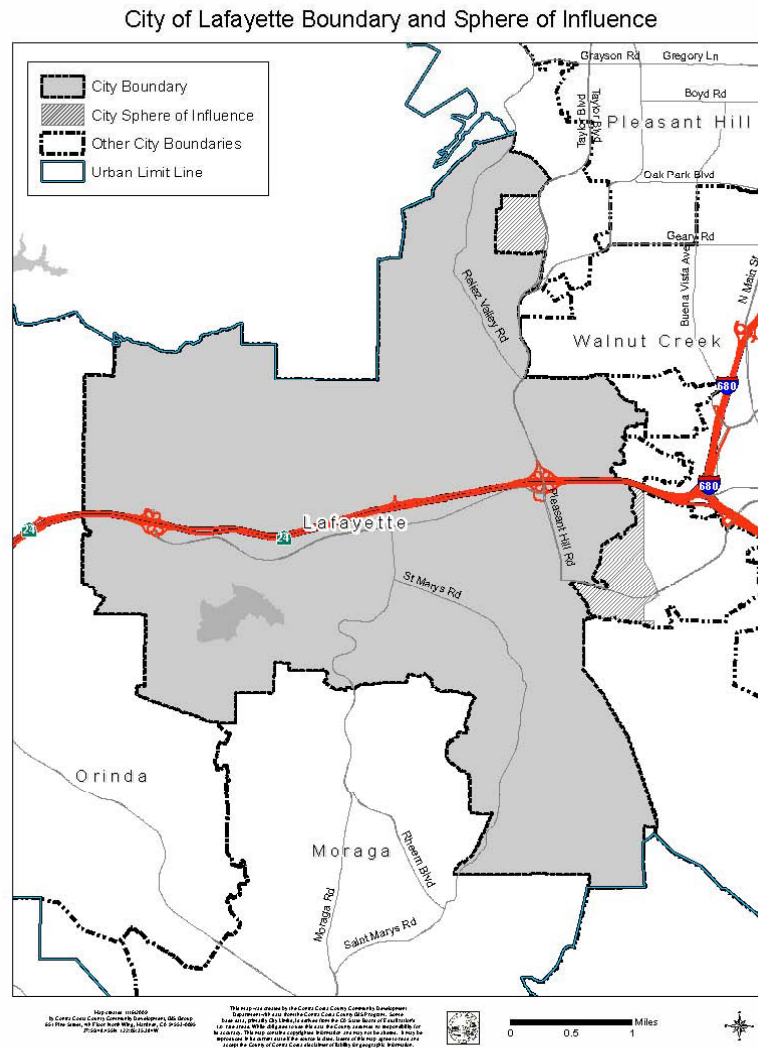
- Adopted October 2002
- Guiding Principles:
 - Protecting the semi-rural atmosphere
 - Prevent development in environmentally sensitive areas
 - Reinforce the downtown as the city center
 - Provide a network of trails and pedestrian paths
 - Balance future growth with infrastructure

City of Lafayette (Continued)

- **Recommendation**

The existing SOI for the City of Lafayette be retained, with no amendments to the existing SOI.

City of Lafayette (Continued)



City of Martinez

- **General Plan**

- Adopted in 1973 with subsequent amendments
- In process of updating the General Plan

City of Martinez (Continued)

- **Recommendation**

The existing SOI for the City of Martinez be adjusted to conform with the adopted ULL, except for the areas where the ULL crosses into the City limits; then the SOI should conform to the existing City limits. Additionally, the SOI within the Alhambra Valley should follow the adopted ULL, with the exception of the island area that would be created if the ULL was followed. This would remove existing SOI over the Carquinez Strait, remove areas north of the railway line that are east of the City boundaries, remove areas west of the canal and the community of Avon, remove approximately 10 acres south of Franklin Canyon Road, remove an approximately 100-acre area west of the Stonehurst subdivision, and remove approximately 5 acres south of Alhambra Valley Road.

Town of Moraga

- **General Plan**

- Updated in 2002
- Goals and Policies
 - Neighborhood preservation
 - Residential densities no more than 16 units/acre
 - Residential building height – limit visual impact
 - Restrictive hillside development standards
 - Preservation of ridge lines from visual impact of roof lines

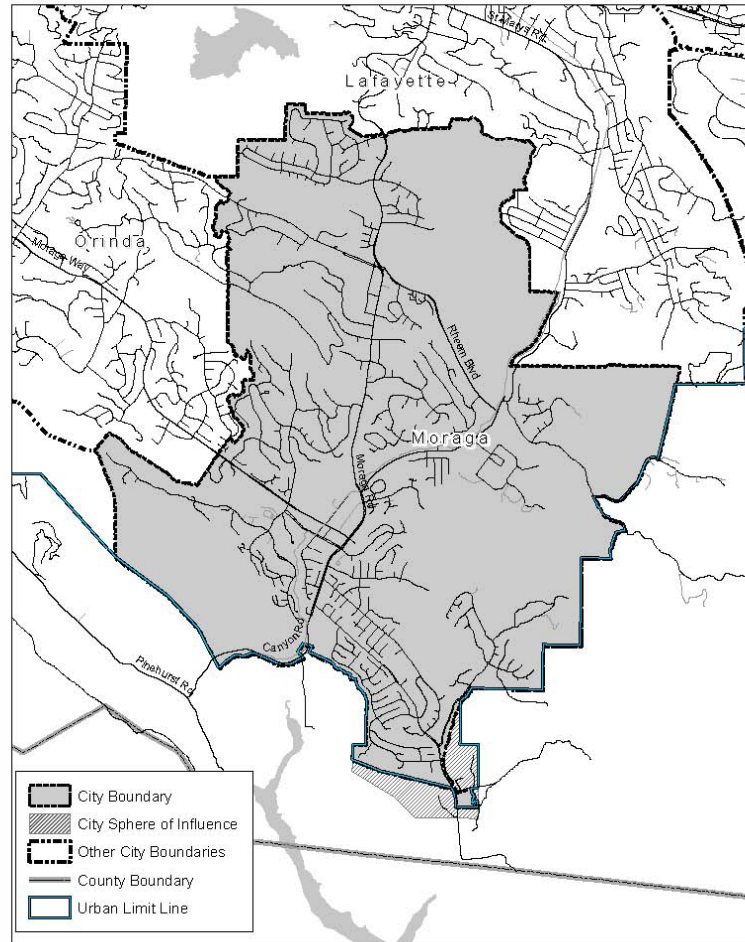
Town of Moraga (Continued)

- **Recommendation**

Remove all SOI outside of the ULL to coincide with the Town limits. In adopting the amended SOI, the Commission is indicating that the existing incorporated boundaries of the Town represent the ultimate boundary configuration for the Town, with no annexations anticipated in the future.

Town of Moraga (Continued)

City of Moraga Boundary and Sphere of Influence



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City of Orinda

- **General Plan**

- Comprehensive update in November 1994
- Housing Element adopted 2004 – Not in compliance – New Housing Element to be adopted in June 2009

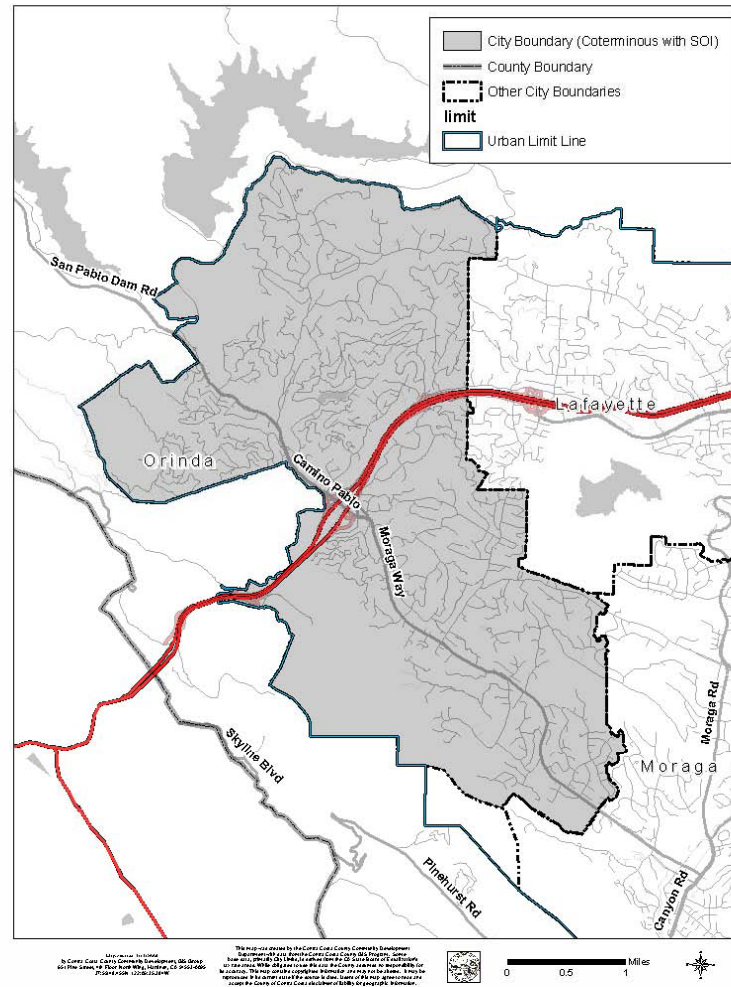
City of Orinda (Continued)

- **Recommendation**

The City currently has an SOI that is coterminous with its City Limits. No change of SOI is recommended.

City of Orinda (Continued)

City of Orinda Boundary and Sphere of Influence



City of Pleasant Hill

■ General Plan

- Revised General Plan adopted July 2003
- Elements include: Community Development, Economic Strategy, Circulation, Growth Management, Safety and Noise, and Housing

■ Islands

- Two islands surrounded by incorporated territory
 - 5 acres east of Alhambra Avenue surrounded on both sides by Pleasant Hill and Martinez
 - 37 acres east of the Contra Costa County Club House near the intersection of Paso Nogal and Golf Club Road
 - Can be annexed with no protest proceeding
 - City adopted resolution proposing annexation

City of Pleasant Hill (Continued)

■ Recommendations

- The SOI should be amended to remove the Briones Hill open space area, since this area is not proposed for development and would not require services from the City.
- Explore policy statements concerning piecemeal annexation or annexation of inhabited areas to be considered with approval of the SOI. The cities of Concord and Pleasant Hill should jointly review their boundaries and common SOI boundaries and return to LAFCO with any potential SOI amendment, including required CEQA documentation. The City should be encouraged to take actions to annex the two islands since they are the logical service provider.

City of San Ramon

■ General Plan

- Approved in 2002
- Reflects aspirations of the community and smart growth mandate of Measure G
- Provides strategies and implementing actions
- Basis for judging consistency with policies and standards
- Allows for project design that enhances character, preserves and enhances environmental resources, minimizes hazards
- Sets priorities for implementing programs

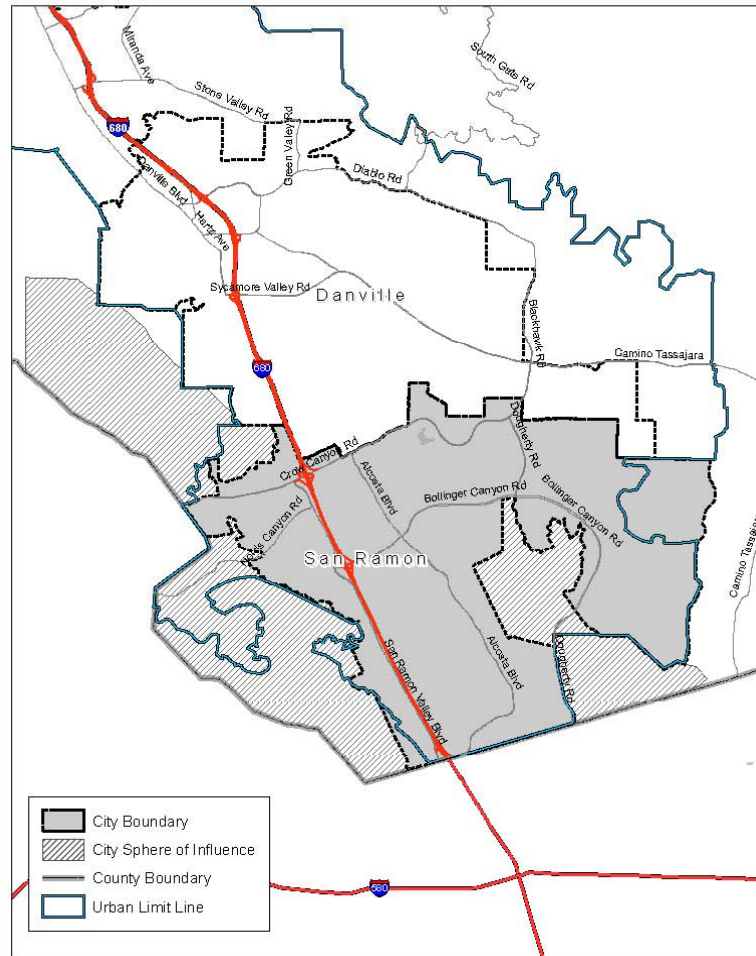
City of San Ramon (Continued)

- **Recommendation**

Modify the SOI to remove the areas north/northwest along Bollinger Canyon Road and areas adjacent to Las Trampas Regional Wilderness Park and Little Hills Ranch Regional Recreation Area.

City of San Ramon (Continued)

City of San Ramon Boundary and Sphere of Influence



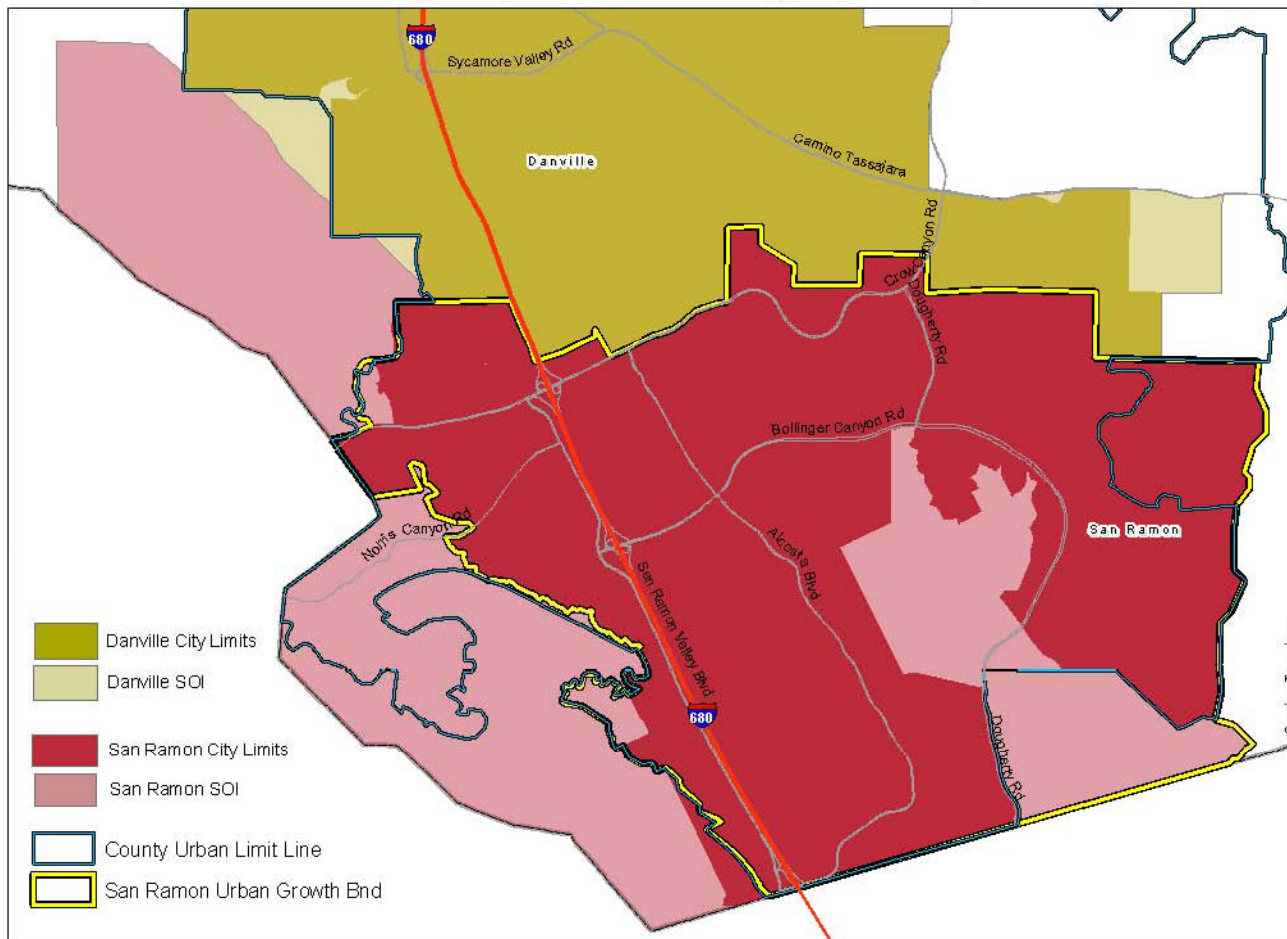
Map Date: 10/2009
 City of San Ramon Community Development Department
 10000 San Ramon Valley Blvd, Suite 100
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City of San Ramon (Continued)

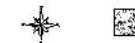
San Ramon City Limits, Urban Growth Boundary, SOI, and County ULL



Map prepared by DUEK
10/15/2010
City of San Ramon, California
10/15/2010

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City of Walnut Creek

■ General Plan

- Adopted April 2006
- Goals:
 - Express future physical, social, economic, cultural, and environmental character
 - Builds on past to define realistic vision for 20 years
 - Establishes what the city wants to reinforce or change to preserve and enhance what city offers
 - Guide for decision-making
 - Protects natural resources and public health and safety
 - Encourages consistency with city actions
 - A “constitution” for conservation, land use, and community development

City of Walnut Creek (Continued)

■ Urban Pockets

- Three unincorporated islands west of the Shell Ridge Open Space area
 - Southernmost is 1 sq. mile – single-family low density
 - To the north is 0.1 sq. mile – single-family low density
 - Further north is 0.4 sq. miles primarily single-family very low density – some low and medium residential

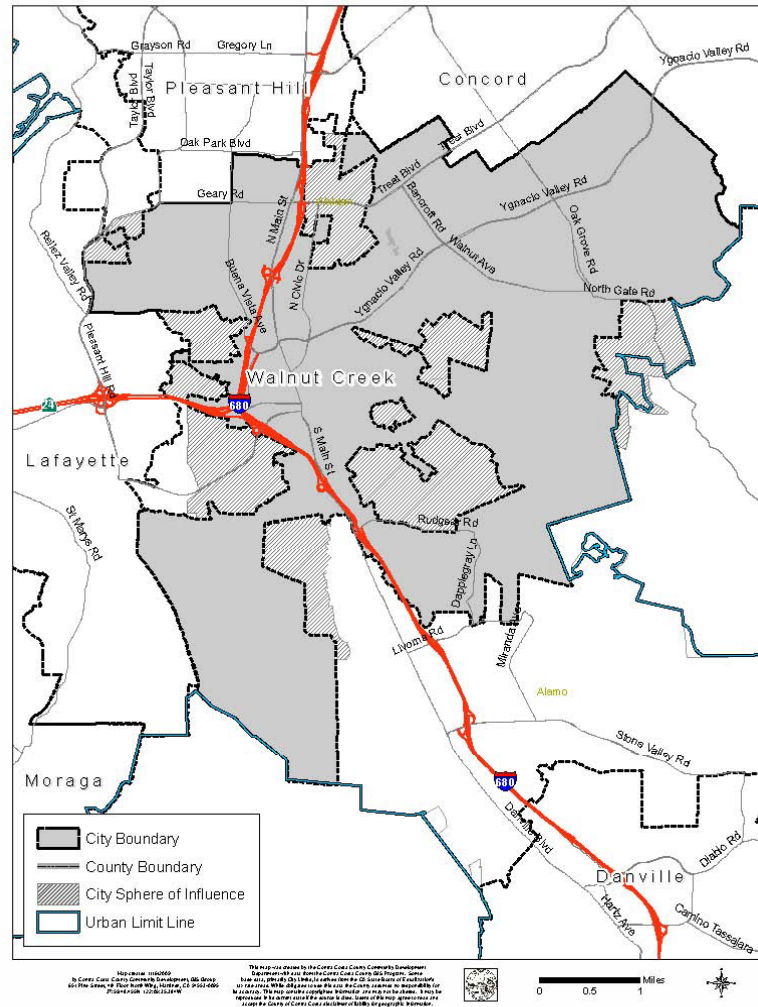
City of Walnut Creek (Continued)

- **Recommendation**

Retain the current SOI. The City is encouraged to annex the island areas to improve service delivery and provide these residents access to and participation in the local government of Walnut Creek. Most of the island areas have Walnut Creek addresses, access their neighborhoods through Walnut Creek, and shop in Walnut Creek; their children attend Walnut Creek schools.

City of Walnut Creek (Continued)

City of Walnut Creek Boundary and Sphere of Influence



Diablo CSD

- **Purpose**

- **Maintain roadways**
- **Provide enhanced police services**
- **Maintain a small section of public trails**

Diablo CSD (Continued)

■ Recommendation

- Retain the current coterminous SOI.
- Encourage the District to explore future service provision by other agencies; for instance, a Zone of Benefit within an existing County Service Area.
- During the period between this SOI review and the preparation of the next Municipal Services Review and SOI review, a study, looking at the effects of dissolution of the District, with services provided by one of the County Service Areas or some services being provided by another agency, may be appropriate.

