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November 18, 2009 (Agenda)

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

**West County Sub-regional Sphere of Influence Updates**

Dear Commissioners:

**SUMMARY**

In accordance with the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act), LAFCO must adopt a sphere of influence (SOI) for each city and special district. The SOI serves as the ultimate planning boundary for a local agency. In accordance with the CKH Act, *effective SOIs may discourage urban sprawl by preventing service duplications, overlapping service areas and premature conversion of agricultural and open space lands to urban uses.*

Just as local agencies conduct periodic reviews of their planning and infrastructure documents, planning and service boundaries, LAFCOs are mandated to review and update SOIs at least every five years, as necessary. In order to prepare and update the SOIs, LAFCO must prepare a municipal service review (MSR). A team of consultants and LAFCO staff are preparing the MSRs. The approach involves countywide, sub-regional and agency-specific reviews.

On September 9, 2009, the Commission held a workshop at which time the MSR consultant (Kim Hudson, Dudek) presented an overview of the Preliminary Draft MSR report and SOI options. The Commissioners and two speakers provided input regarding the preliminary study. Although State law does not specify a review period for MSRs, the MSR report was circulated for a 21-day public review period, during which additional comments were received from the Kensington Fire Protection District, as presented with the MSR staff report.

The Final Draft MSR report and SOI recommendations will be presented to the Commission on November 18 for consideration and approval. The MSR report is available on the LAFCO website at [www.contracostalafco.org](http://www.contracostalafco.org).

The MSR report includes recommended determinations covering the following local agencies: cities of El Cerrito, Hercules, Pinole, Richmond and San Pablo, and the Crockett Community Services District (CSD) and Kensington Police Protection and CSD. In addition, the report presents SOI and governance structure options for these agencies.

At this time, the Commission is asked to consider the SOI updates for each of these local agencies. The SOI options and recommendations were presented in the various draft reports, and made available to the affected agencies and the public for review and comment.

The attached table (Attachment 1) presents a summary of the governance structure and SOI options identified in the MSR report, along with the consultant and LAFCO staff recommendations. The attached maps (Attachments 2a-g) correspond to the SOI recommendations.

## **DISCUSSION**

### LAFCO and MSRs/SOI Updates

Provisions for updating SOIs are contained in the CKH Act. In adopting or updating an SOI, the Commission must make determinations concerning the following:

- The present and planned land uses in the area, including agricultural and open-space lands.
- The present and probable need for public facilities and services in the area.
- The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
- The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.
- When adopting, amending or updating an SOI for a district, LAFCO must establish the nature, location and extent of any functions or classes of service.

The Commission may approve boundary changes using SOIs as a basis. In addition to those provisions found in the Government Code, Contra Costa LAFCO has its own adopted policies and procedures for SOI updates. Among the more important factors are:

- Whether services need to be provided in the next 5-20 years,
- Whether there is any other compelling reason for expanding an SOI, and
- Whether territory included in the SOI of one agency is already included in, or should be included in, the SOI of another agency more capable of providing services.

All of these factors and policies were considered in developing the SOI recommendations.

The MSR report considers not only potential service needs, but also land use; particularly in reviewing city SOIs. In reviewing SOIs for the five West County cities, the MSR evaluates existing city boundaries in relation to SOIs, Planning Areas, existing pockets/islands, and voter approved urban limit lines (ULLs).

Several of the West County cities contain significant water area within their existing boundaries/SOIs (i.e. Hercules, Pinole, Richmond). All of these cities incorporated in the early 1900s (pre-LAFCO), and it is likely that the water areas were part of the original boundaries.

The MSR report provides a summary of vacant land and potential for development within existing city limits and SOIs. The MSR report notes that the cities of El Cerrito and Pinole are largely built out and have limited growth potential, with some opportunity for infill development. The City of Hercules has

growth potential within its SOI. The cities of Richmond and San Pablo have opportunity for future growth and development, including infill and reuse. Opportunities for growth and development are limited within the unincorporated communities of Crockett, Port Costa and Kensington.

In addition to the need for potential service and land uses, the MSR provides an assessment of present and future capacity to serve the SOI areas, including financial constraints and opportunities.

A review of the city budgets, financial statements and long-term planning documents show that with the exception of El Cerrito, all of the West County cities face ongoing financial challenges. A review of the past two year city budgets show increases in costs and decreases in revenues, which is attributable to the residential market slowdown and the related decline in building, planning and engineering revenue. It is anticipated that the decline in these revenues is representative of what can be expected in the next few years. In the City of Pinole and the CCSD and KPPCSD, expenditures exceed revenues, and reserves are being used to balance the budget.

In addition to the decline in revenues due to the residential market slowdown, all West County cities are experiencing declines in property tax. The Assessor reports that residential properties continue to show downward movement in value due to the high rate of foreclosures and other economic factors. The chart below summarizes the 2008-09 and 2009-10 County Assessment Rolls.

<u>City</u>	<u>2008-09 \$ Gain/Loss in Assessed Value</u>	<u>% Change</u>	<u>2009-10 \$ Gain/Loss in Assessed Value</u>	<u>% Change</u>
Antioch	(936,699,521)	(8.84)	(2,098,386,652)	(21.73)
Brentwood	(713,097,055)	(8.84)	(1,296,014,384)	(17.50)
Clayton	21,242,854	1.20	(77,371,910)	(4.35)
Concord	(7,707,537)	(0.05)	(1,135,426,629)	(8.37)
Danville	302,386,454	3.29	(67,575,663)	(0.71)
El Cerrito	111,658,361	3.93	(19,262,237)	(0.65)
Hercules	(106,807,099)	(3.12)	(485,009,945)	(14.63)
Lafayette	310,182,918	6.07	179,544,291	3.31
Martinez	74,623,032	1.65	(188,631,120)	(4.11)
Moraga	97,096,630	3.42	54,425,099	1.85
Oakley	(187,081,620)	(5.24)	(740,687,728)	(21.93)
Orinda	209,923,750	4.81	246,326,332	5.39
Pinole	16,184,505	0.82	(142,158,824)	(7.15)
Pittsburg	(163,849,722)	(2.61)	(939,648,924)	(15.40)
Pleasant Hill	108,973,836	2.36	(152,383,411)	(3.23)
Richmond	83,275,215	0.60	(1,896,750,455)	(13.79)
San Pablo	(49,798,917)	(2.80)	(413,302,417)	(23.95)
San Ramon	656,383,017	4.54	(399,786,457)	(2.64)
Walnut Creek	256,229,859	2.03	(145,385,375)	(1.13)

All of these factors, as well as State law and Commission policies were considered in developing the SOI recommendations as summarized below.

Based on the MSR analysis, options for each agency's SOI were evaluated. These included retaining the existing SOI, reducing or expanding the SOI, adopting a zero SOI which would signal that the agency should either be dissolved or merged or consolidated with another agency, or adopting some other SOI option (e.g., provisional, overlapping, partial, service-specific, etc.). Certain types of SOI amendments (e.g., expansions) are subject to review pursuant to the California Environmental Quality Act (CEQA).

### Governance Options

Government Code Section 56375(a) gives LAFCO the power to initiate certain types of boundary changes consistent with an MSR and other special studies. These boundary changes include:

- Consolidation of districts (joining two or more districts into a single successor district)
- Dissolution (termination of a district and its corporate powers)
- Merger (termination of a district by merging that district with a city)
- Establishment of a subsidiary district (city council becomes the board of directors of a district)
- Formation of a new district or districts
- A reorganization that includes any of the above

Any other type of boundary changes, such as an annexation or a detachment, must originate from an affected local agency (e.g., cities, districts) or affected landowners or registered voters.

An SOI is an area designated for probable service, and in essence, defines where and what types of government reorganizations (i.e., annexation, detachment, dissolution, consolidation) may be initiated. By statute, territory may not be annexed to a city or district unless it is already within that agency's SOI.

An SOI change neither initiates nor approves government reorganization. If and when government reorganization is initiated, there are procedural steps required by law, including an application, a service plan, a noticed public hearing, and processes (protest hearing and/or election). Only the governing bodies of local agencies, affected landowners or registered voters may initiate annexations and detachments so long as they are consistent with the SOIs of the affected agencies.

It is important to note that changes to an agency's SOI do not directly affect service, and do not guarantee that LAFCO will approve the associated annexation or governance change. It is also important to note that the more complex options (e.g., mergers, consolidations, etc.) may require a more comprehensive "reorganization study" to review in depth the fiscal impacts of such actions.

### Summary of Governance Structure and SOI Options and Recommendations

The following highlights the Governance Structure and SOI options and recommendations for each local agency covered in the West County Sub-regional MSR report (see attached table for a summary). Details and analysis regarding these options are presented in the MSR report.

**City of El Cerrito** – El Cerrito incorporated in 1917 and has an estimated population of 23,440. All population figures are per the State Department of Finance: 1/1/09. The City boundaries encompass 3.9± square miles; the City's SOI and coterminous Planning Area total 4.8± square miles and include the Kensington community. The City currently has 60± acres of vacant and underutilized land that could

accommodate potential commercial, mixed use or residential development. On October 16, 2006, the City of El Cerrito adopted the countywide ULL in accordance with the provisions of Measure J. There are no areas within El Cerrito's corporate boundary or SOI that are outside the ULL.

El Cerrito is a general law city and operates with six City Departments including: 1) City Management, 2) Administrative Services, 3) Fire, 4) Police, 5) Public Works, and 6) Recreation. Other services including water, sewer, solid waste/recycling, and library are provided by other agencies or through service contracts. As indicated above, the City's boundary is not coterminous with its SOI. The MSR identifies the following SOI options for the City of El Cerrito:

1. Retain existing SOI (non-coterminous)
2. Reduce SOI
3. Expand SOI

The MSR report notes a number of governance issues related to El Cerrito's boundaries and SOI, as summarize below.

- El Cerrito's SOI includes the southern portion of East Richmond Heights and all of Kensington. The City is not anticipating any annexations in these areas and will consider future annexations upon property owner request.
- The Vista Heights Road area, within El Cerrito's SOI, is located between the northeastern boundary of El Cerrito and Wildcat Canyon Regional Park. The area is within the boundaries of the City of Richmond (but not in Richmond's SOI), contains approximately 97 homes and is only accessible through El Cerrito. El Cerrito provides police, fire and other services to this area. In the past, the area has suffered damage due to landslides which have resulted in service challenges. Detaching this area from Richmond and annexing it to El Cerrito would establish boundaries that are consistent with efficient service provision. However, such a boundary change would require a corresponding change in sewer service provision. Further evaluation of this boundary matter is needed.
- The cities of El Cerrito and Richmond have significant boundary problems along San Pablo Avenue. There are numerous split parcels that bisect retail and other commercial businesses and result in service confusion and inefficiencies.

**Recommendation:** Based on the MSR report, the MSR consultant and LAFCO staff recommend that the Commission retain the existing SOI (see Attachment 2a). In addition, it is recommended that the cities of El Cerrito and Richmond further study the Vista Heights Road area, as well as the boundary irregularities along San Pablo Avenue and report back to LAFCO within 12 months regarding these matters.

**City of Hercules** – Hercules incorporated in 1900 and has a population of approximately 24,480. The City boundary encompasses 20± square miles, approximately 12.5 of which are the waters of San Pablo Bay. The City's SOI includes an additional 850± acres. The City is largely built out with 420± acres of vacant land available for residential development. On January 13, 2009, the City of Hercules adopted the countywide ULL in accordance with the provisions of Measure J. With the exception of the water area, the City's boundaries are within the adopted ULL.

Hercules is a general law city and operates with five City Departments including: 1) City Manager, 2) Engineering and Public Works, 3) Community Development, 4) Finance, and 5) Police. The cities of

Hercules and Pinole jointly operate a wastewater treatment plant. In addition, the City operates the Hercules Municipal Utility, which provides electric services to commercial and residential customers. Other services including fire, water, solid waste/recycling, and library are provided by other agencies or through service contracts.

As indicated above, the City's boundary is not coterminous with its SOI. The MSR identifies the following SOI options for the City of Hercules:

1. Retain existing SOI (non-coterminous)
2. Reduce SOI to coincide with City limits
3. Expand SOI to include Rodeo

**Recommendation:** Based on the MSR report, the MSR consultant and LAFCO staff recommend that the Commission retain the existing SOI (see Attachment 2b). Although unincorporated Rodeo is a community of interest, and shares the City's northern boundary, there appears to be no interest by either community to annex Rodeo to Hercules. Rodeo appears content to remain an independent community. In fact, there have been two previous attempts by Rodeo to incorporate.

**City of Pinole** – Pinole incorporated in 1903 and has a current population of approximately 19,383. The City's boundary encompasses 12± square miles, of which 60% is water. The City's SOI and Planning Area include 13.3± square miles. The City is currently preparing a comprehensive General Plan update and is considering a larger Planning Area. On February 6, 2007, the City of Pinole adopted the countywide ULL in accordance with the provisions of Measure J. With the exception of the water area, the City's boundaries are within the adopted ULL.

Pinole is a general law city and operates with six City services including: 1) Administration, 2) Development Services, 3) Fire, 4) Pinole TV, 5) Police, and 6) Recreation. In addition, the City operates Pinole TV and jointly operates a wastewater treatment plant with the City of Hercules. Other services including water, solid waste, and library are provided by other agencies or through service contracts.

As indicated above, the City's boundary is not coterminous with its SOI. The MSR identifies the following SOI options for the City of Pinole:

1. Retain existing SOI (non-coterminous)
2. Reduce SOI

**Recommendation:** Based on the MSR report, the MSR consultant and LAFCO staff recommend that the Commission retain the existing SOI for the City of Pinole (see Attachment 2c).

There is considerable discussion in the MSR report regarding the City of Pinole's SOI. Pinole's existing SOI is divided into two areas: one generally southwest of Pinole and west of Interstate 80, which includes the unincorporated communities of Tara Hills, Bay View, and Montalvin Manor. The second area is generally south of the City and east of Interstate 80, which includes a portion of the unincorporated community of El Sobrante. The El Sobrante community is bisected by the Pinole and Richmond boundaries/SOIs.

The boundaries established for the existing SOI generally conform to lines of assessment or follow existing roadways and are logical from that perspective. Service provision from the City of Pinole would be logical and cost effective for areas within the existing SOI. However, under existing financial conditions, annexation of these areas is unlikely. The present allocation of property tax revenues may leave the City's share of property tax revenues unable to cover the cost of service provision, making annexation unattractive to the City. Nevertheless, future annexation would be appropriate if future tax sharing or other revenue enhancements are negotiated. The City of Pinole already provides fire protection services to areas within its western SOI, which includes Tara Hills, Bay View, and the Montalvin Manor areas.

It is also recommended that the City and other affected local agencies consider the most appropriate service provider for these areas and appropriate boundary configuration.

**City of Richmond** – Richmond incorporated in 1905 and is the second largest city in Contra Costa County with a population of approximately 104,513. The City boundary encompasses 53± square miles, of which 57% is water. The City has 58± square miles within its SOI, and a Planning Area of 65± square miles. On October 21, 2008, the City of Richmond adopted the countywide ULL in accordance with the provisions of Measure J. In addition to the water area, there are two areas within the City's SOI that are outside of the adopted ULL: a portion of the East Richmond Heights area within Wildcat Canyon Regional Park, and a portion of the North Richmond area adjacent to the bay.

The City of Richmond is one of two charter cities in Contra Costa County (San Ramon is the other). Richmond operates with five City operating departments including: 1) Administration, 2) Cultural Services, 3) Development Services, 4) Public Safety, and 5) Public Works. Other services including water, sewer and solid waste are provided by other agencies or through service contracts.

As indicated above, the City's boundary is not coterminous with its SOI. The MSR identifies the following SOI options for the City of Richmond:

1. Retain existing SOI (non-coterminous)
2. Reduce SOI

**Recommendation:** Based on the MSR report, both the MSR consultant and LAFCO staff recommend that the Commission reduce the City of Richmond's SOI by removing a small area east of Bonita Road, which is outside the countywide ULL and removing another small area (North Arlington), the latter of which is related to a corresponding SOI recommendation for San Pablo. (see Attachment 2d)

There is considerable discussion in the MSR report regarding the Richmond's SOI; of note are those issues summarized below.

Richmond's SOI includes the unincorporated communities of North Richmond, El Sobrante, and East Richmond Heights.

The unincorporated community of El Sobrante is divided by the Pinole and Richmond SOIs generally along Manor Road. Both cities should review potential service delivery into this area, as well as polling the residents to determine if future SOI amendments may be appropriate for this area to bring the entire area into a single city's SOI.

The northern portion of East Richmond Heights is within Richmond's SOI, while the southern portion is within El Cerrito's SOI. The boundary between the SOIs follows a logical course based on public streets. Richmond would be the logical service provider for any future annexations within its SOI.

The Vista Heights Road area, within El Cerrito's SOI, is located between the northeastern boundary for El Cerrito and Wildcat Canyon Regional Park. This area is within the boundaries of the City of Richmond. The community has approximately 97 homes and is only accessible through El Cerrito. The City of El Cerrito provides police and fire protection as well as recreation services, EBMUD provides water service and wastewater treatment, and the Stege Sanitary District provides wastewater collection by agreement with the City of Richmond due to a landslide that damaged Richmond's sanitary sewer infrastructure. Detaching this area from Richmond and annexing it into El Cerrito would establish boundaries that are consistent with the efficient provision of services. However, this boundary change would remove the area from Richmond's wastewater service area and require that it be annexed to either the Stege Sanitary District or the West County Wastewater District to ensure adequate service continues. Given the history of the wastewater system, this could pose a significant risk for either of the two districts. Additional study is needed to determine whether future improvements to Richmond's wastewater collection system could provide adequate cost-effective service to this area and the potential liability to Stege or West County if it were annexed into either district.

The cities of Richmond and El Cerrito have major boundary problems along San Pablo Avenue. There are numerous split parcels that split retail and other commercial businesses. This results in confusion and service inefficiencies. The cities should work together to resolve these boundary irregularities and service inefficiencies and report back to LAFCO within 12 months regarding these matters.

**City of San Pablo** – San Pablo incorporated in 1948. The City boundary encompasses 2.6± square miles, the SOI includes 2.9± square miles, and the City's Planning Area includes 2.79 square miles. The City's current population is approximately 31,808. On December 18, 2006, the City of San Pablo adopted the countywide ULL in accordance with the provisions of Measure J. the City's SOI includes a portion of Alvarado Park which is outside the voter approved ULL.

The City of San Pablo is a general law city and operates with four functional areas, including 1) General Government, 2) Community Services, 3) Public Works, and 4) Police.

As indicated above, the City's boundary is not coterminous with its SOI. The MSR identifies the following SOI options for the City of San Pablo:

1. Retain existing SOI (non-coterminous)
2. Reduce SOI (i.e., remove the North Arlington area that is within the City of Richmond's corporate boundary, remove area which is outside the ULL)
3. Expand SOI (i.e., to include all developed areas within North Arlington which are inside the ULL)

**Recommendation:** Based on the MSR report, the MSR consultant and LAFCO staff recommend that the Commission expand the City's SOI to include the remaining portion of North Arlington, and remove from the SOI those areas which are outside the ULL (see Attachment 2e).

For North Arlington, San Pablo would be the logical service provider for any future annexations within this SOI area. With the exception of the small portion of area within the boundaries of Richmond, the North Arlington area is surrounded by San Pablo to the east and north, and open space to the west and south. The area outside the ULL is expected to remain undeveloped and City services would not be needed. The eastern portion of this community abuts open space and is removed from other developed areas within the corporate boundaries of the City of Richmond. The neighborhood is not directly accessible through the City of Richmond. Services such as police and fire protection would be more efficiently provided by the agencies serving the community west of Bonita Road.

Further, if North Arlington is to remain within the City's SOI, it should be included as a planning area for the 2030 General Plan.

**Crockett Community Services District (CCSD)** - CCSD is an independent district formed in 2006 through a reorganization of three agencies: Crockett Valona Sanitary District, County Sanitation District No. 5 (Port Costa), and County Service Area P-1.

CCSD serves two separate and distinct communities—Crockett and Port Costa—and is authorized to provide the following services: wastewater collection, treatment, and disposal; public recreation; street lighting; landscape maintenance; graffiti abatement; and construction and maintenance of library buildings and cooperation with other governmental agencies for library services.

The District service area and SOI are coterminous and encompasses 1.07± square miles, portions of which is outside the countywide ULL. The current estimated population within CCSD's boundaries is 3,422 residents (Association of Bay Area Governments).

The MSR identifies the following SOI options for CCSD:

- Retain existing coterminous SOI
- Expand the SOI
- Adopt a zero SOI

In addition, the MSR report notes that there is currently one residential property served by CCSD that should be annexed to the District in the future. The property is located southwest of the Port Costa area and is not contiguous to the existing District service boundary/SOI.

**Recommendation:** Based on the MSR report, the MSR consultant and LAFCO staff recommend that the Commission retain the existing coterminous SOI (see Attachment 2f). Further, that the property currently receiving District services be annexed to CCSD in the future.

**Kensington Police Protection & Community Services District (KPPCSD)** - KPPCSD is an independent district. In 1946, a Police Protection District was formed which was reorganized in 1953 under Government Code Section 61600 as the Kensington Community Service District. In 1955, the District, by vote of the electorate, expanded its services to include park and recreation services. In 1979, voters approved adding trash collection and disposal. In 1993, voters approved changing the name of the District to Kensington Police Protection & Community Services District.

The KPPCSD consists of approximately one square mile. The District service area and SOI are coterminous and are contained within the countywide ULL. The District serves an unincorporated community of approximately 5,000 residents. The Kensington community is fully within the SOI of the City of El Cerrito. Past attempts to annex Kensington to the City of El Cerrito have failed, as well as a past attempt to incorporate Kensington.

The Kensington community is also governed by an appointed Municipal Advisory Council (MAC) and the Kensington Community Council (KCC), a non-profit volunteer corporation.

The MSR identifies the following SOI options for KPPCSD:

- Retain existing coterminous SOI
- Expand the SOI
- Adopt a zero SOI

In addition, the MSR identifies two governance options including annexation to the City of El Cerrito, and consolidation with the Kensington Fire Protection District (KFPD). The KFPD is opposed to consolidation.

**Recommendation:** Based on the MSR report, the MSR consultant and LAFCO staff recommend that the Commission retain the existing coterminous SOI (see Attachment 2g). In addition, it is recommended that KPPCSD continue to explore cost efficiencies and governance options including contracting for police services and consolidation.

## **Environmental Analysis**

The MSR is a study and determinations are Categorically Exempt under §15306, Class 6 of the California Environmental Quality Act (CEQA) Guidelines. However, SOI changes may be subject to CEQA. The recommended SOI updates are minor, and are generally intended to align SOIs with actual service areas and provide for logical and efficient boundaries. Therefore, there is no potential for causing significant effect on the environment, and the proposed SOI actions qualify for the General Rule exemption under §15061(b)(3) of the CEQA Guidelines. However, should the Commission decide to adopt certain SOI changes that would significantly amend an SOI, then such action may require LAFCO to serve as Lead Agency for the purposes of compliance with CEQA and for completing an Initial Study and resulting CEQA document.

## **OPTIONS AND RECOMMENDATION**

The recommended SOI amendments are consistent with the CKH Act, which provides that an SOI is an area designated for probable service; and with LAFCOs' statutory responsibilities for planning and shaping logical and orderly development, coordination of local government agencies, extension of municipal services into appropriate areas and preservation of agricultural and open space lands (Gov. Code §§56001, 56076, 56301, 56377, 56425). The recommended SOI amendments are also consistent with local LAFCO policies (Commissioner Handbook Section 2.1), and with the Commission's practice of adjusting SOIs (i.e., expansions, reductions) to reflect the probable need for municipal service within the foreseeable future (5-20 years) and to coincide with voter approved ULLs.

**Option I**

1. Approve SOI updates per LAFCO staff's recommendations,
2. As Lead Agency, determine that the SOI updates, as recommended by LAFCO staff, are exempt pursuant to §15061(b)(3) of the California Environmental Quality Act (CEQA) Guidelines, and
3. Direct staff to complete SOI update resolutions for the local agencies in accordance with the CKH Act.

**Option II**

Adopt alternative SOI updates as desired and provide direction to LAFCO staff as appropriate.

**Option III**

If the Commission needs more information, it should CONTINUE this matter to a future meeting.

RECOMMENDED ACTION:

**Approve Option 1**

Sincerely,

LOU ANN TEXEIRA  
EXECUTIVE OFFICER

c: Distribution

Attachments:

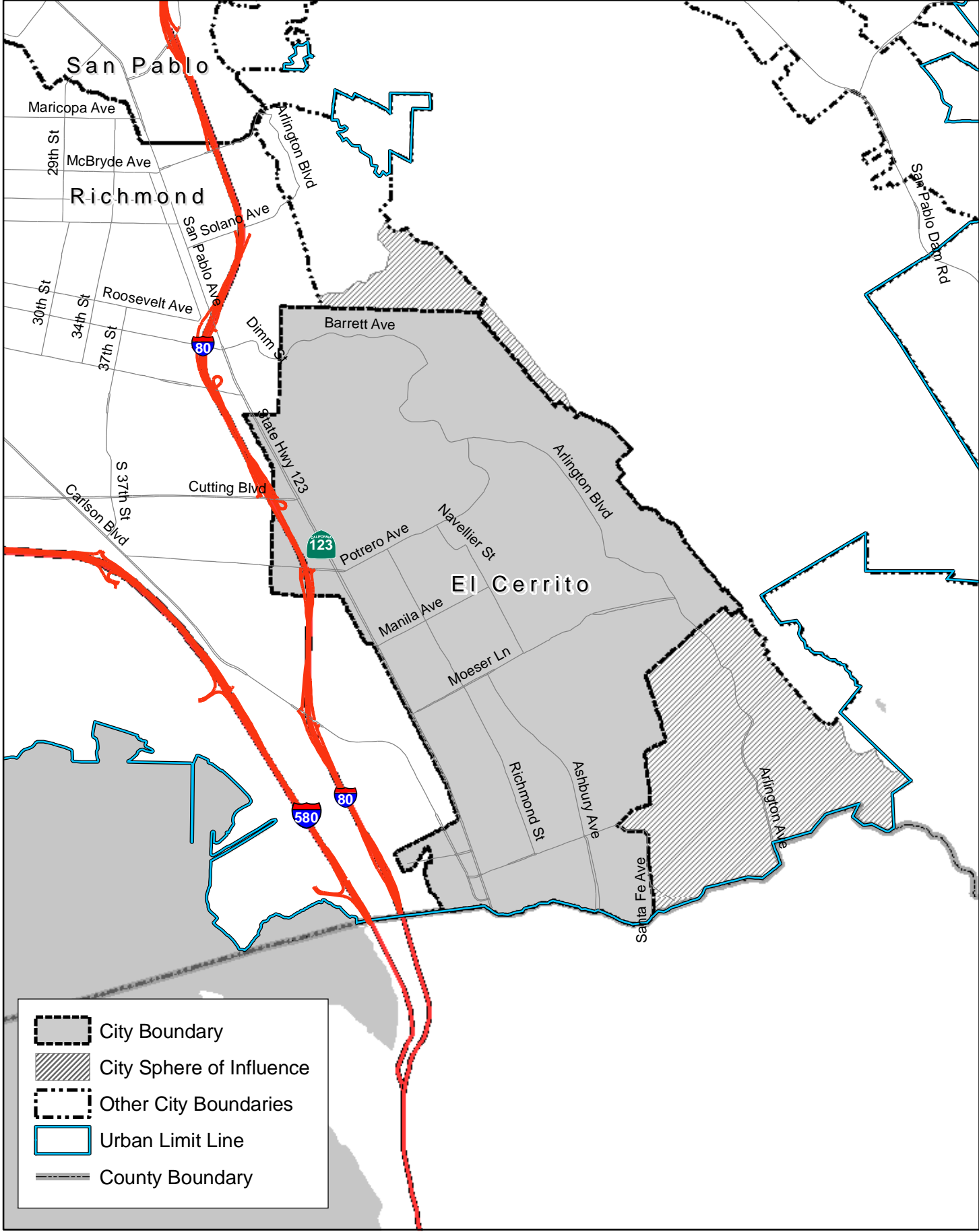
1. Governance Structure and SOI Options Table
2. SOI Maps (a-g)

**WEST COUNTY SUB-REGIONAL SPHERE OF INFLUENCE (SOI) AND  
GOVERNANCE STRUCTURE (GS) OPTIONS AND RECOMMENDATIONS**

Agency	SOI Options	GS Options	Consultant Recommendations	LAFCO Staff Recommendations
<b>City of El Cerrito</b>	<ul style="list-style-type: none"> <li>• Retain existing SOI (non-coterminous).</li> <li>• Reduce SOI to remove areas the City has no intent to annex within the next 10-20 years</li> <li>• Expand SOI to include the northern portion of East Richmond Heights</li> </ul>	<ul style="list-style-type: none"> <li>• El Cerrito’s SOI includes the southern portion of East Richmond Heights and all of Kensington. The City is not anticipating any annexations in these areas and will consider future annexations upon property owner request.</li> <li>• The Vista Heights Road area, within El Cerrito’s SOI, is located between the northeastern boundary of El Cerrito and Wildcat Canyon Regional Park. The area is within the boundaries of the City of Richmond (but not in Richmond’s SOI), contains approximately 97 homes and is only accessible through El Cerrito. El Cerrito provides police, fire and other services to this area. In the past, the area has suffered damage due to landslides which have resulted in service challenges. Detaching this area from Richmond and annexing it to El Cerrito would establish boundaries that are consistent with efficient service provision. However, such a boundary change would require a corresponding change in sewer service provision. Further evaluation of this boundary matter is needed.</li> <li>• The cities of El Cerrito and Richmond have significant boundary problems along San Pablo Avenue. There are numerous split parcels that bisect retail and other commercial businesses and result in service confusion and inefficiencies.</li> </ul>	<ul style="list-style-type: none"> <li>• Retain existing SOI.</li> <li>• Further study is needed with regard to the Vista Heights Road area.</li> <li>• The cities of El Cerrito and Richmond should evaluate their boundaries along San Pablo Avenue to determine appropriate boundaries.</li> </ul>	<ul style="list-style-type: none"> <li>• Retain existing SOI.</li> <li>• The cities of El Cerrito and Richmond should study the Vista Height Road area, as well as the boundary irregularities along San Pablo Avenue and report back to LAFCO within 12 months regarding these matters.</li> </ul>
<b>City of Hercules</b>	<ul style="list-style-type: none"> <li>• Retain existing SOI (non-coterminous)</li> <li>• Reduce SOI to coincide with the City limits</li> <li>• Expand the SOI to include Rodeo</li> </ul>	<ul style="list-style-type: none"> <li>• None identified</li> </ul>	<ul style="list-style-type: none"> <li>• Retain existing SOI</li> </ul>	<ul style="list-style-type: none"> <li>• Retain existing SOI</li> </ul>

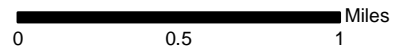
Agency	SOI Options	GS Options	Consultant Recommendations	LAFCO Staff Recommendations
<b>City of Pinole</b>	<ul style="list-style-type: none"> <li>Retain existing SOI (non-coterminous).</li> <li>Reduce SOI</li> </ul>	<ul style="list-style-type: none"> <li>Pinole SOI includes Tara Hills, Bay View, Montalvin Manor and the northern portion of El Sobrante. It is recommended that the City and other affected local agencies consider the most appropriate service provider for these areas given fiscal constraints.</li> </ul>	Retain existing SOI	<ul style="list-style-type: none"> <li>Retain existing SOI</li> <li>Encourage the City and other affected local agencies to consider appropriate service providers and boundary configuration for the Tara Hills, Bay View, Montalvin Manor and El Sobrante (north) area.</li> </ul>
<b>City of Richmond</b>	<ul style="list-style-type: none"> <li>Retain existing SOI (non-coterminous)</li> <li>Reduce SOI</li> </ul>	<ul style="list-style-type: none"> <li>Richmond’s SOI includes the communities of North Richmond, El Sobrante and East Richmond Heights. The City will consider future annexations upon property owner request.</li> <li>Vista Heights Road area – see discussion above under El Cerrito GS Options</li> <li>El Sobrante is partially within Richmond’s SOI and partially within Pinole’s SOI (generally divided along Manor Road). Both cities should review potential service delivery and future SOI and boundary adjustments to enhance service efficiency to the area.</li> <li>The cities of Richmond and El Cerrito have major boundary problems along San Pablo Avenue – see discussion above under El Cerrito GS Options.</li> </ul>	<ul style="list-style-type: none"> <li>Reduce Richmond’s SOI by removing the areas east of Bonita Road and at North Arlington.</li> </ul>	<ul style="list-style-type: none"> <li>Reduce Richmond’s SOI by removing areas east of Bonita Road and at North Arlington.</li> <li>The cities of Richmond and El Cerrito should study the Vista Height Road area, as well as the boundary irregularities along San Pablo Avenue and report back to LAFCO within 12 months regarding these matters.</li> <li>Encourage the City and other affected local agencies to consider the most appropriate service provider and boundary configuration for the El Sobrante area.</li> </ul>
<b>City of San Pablo</b>	<ul style="list-style-type: none"> <li>Retain existing SOI (non-coterminous).</li> <li>Reduce SOI</li> <li>Expand SOI</li> </ul>	<ul style="list-style-type: none"> <li>San Pablo’s SOI includes the communities of Rollingwood and North Arlington. If North Arlington is to remain within the City’s SOI, it should be included as a planning area for the 2030 General Plan.</li> </ul>	<ul style="list-style-type: none"> <li>Expand the SOI to include the remaining portion of North Arlington, and remove from the SOI those areas which are outside the ULL.</li> </ul>	<ul style="list-style-type: none"> <li>Expand SOI to include the remaining portion of North Arlington, and remove from the SOI those areas outside the ULL.</li> </ul>
<b>Crockett CSD</b>	<ul style="list-style-type: none"> <li>Retain existing coterminous SOI</li> <li>Expand the SOI</li> <li>Adopt a zero SOI</li> </ul>	<ul style="list-style-type: none"> <li>There is one residential property served by the district (out of agency service) in Port Costa that should annex to the District.</li> </ul>	<ul style="list-style-type: none"> <li>Retain existing SOI</li> </ul>	<ul style="list-style-type: none"> <li>Retain existing SOI.</li> <li>Encourage CCSD to annex the parcel receiving out of agency service.</li> </ul>
<b>Kensington PPCSD</b>	<ul style="list-style-type: none"> <li>Retain existing coterminous SOI</li> <li>Expand the SOI</li> <li>Adopt a zero SOI</li> </ul>	<ul style="list-style-type: none"> <li>Annex Kensington to the City of El Cerrito</li> <li>Consolidate KCSD with the Kensington Fire Protection District</li> </ul>	<ul style="list-style-type: none"> <li>Retain existing SOI</li> </ul>	<ul style="list-style-type: none"> <li>Retain existing SOI</li> <li>Encourage KPPCSD to explore cost efficiencies and governance options including contracting for police services and consolidation.</li> </ul>

# City of El Cerrito Boundary and Sphere of Influence

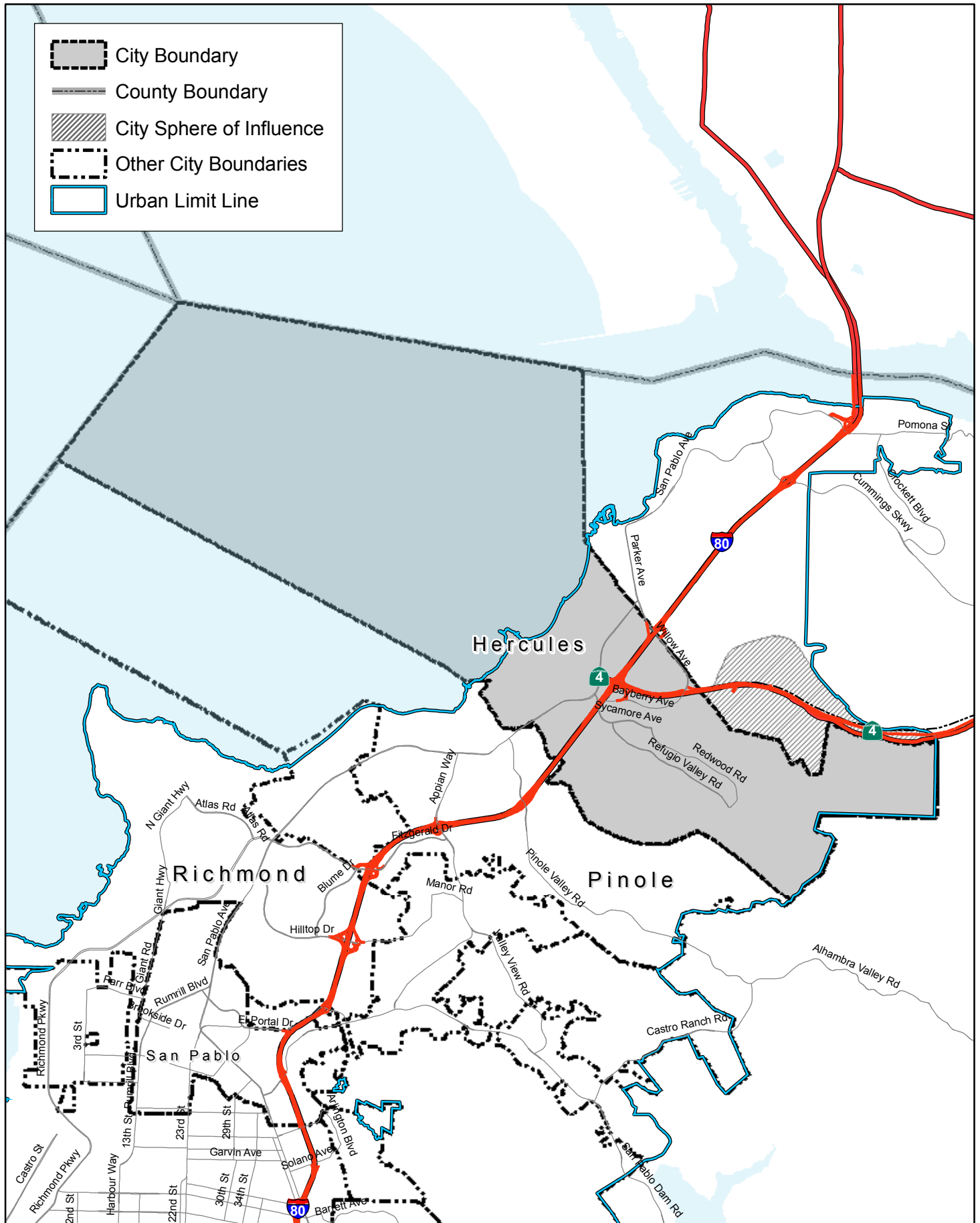







Map created 1/16/2009  
 by Contra Costa County Community Development, GIS Group  
 651 Pine Street, 4th Floor, North Wing, Martinez, CA 94553-0095  
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# City of Hercules Boundary and Sphere of Influence



-  City Boundary
-  County Boundary
-  City Sphere of Influence
-  Other City Boundaries
-  Urban Limit Line

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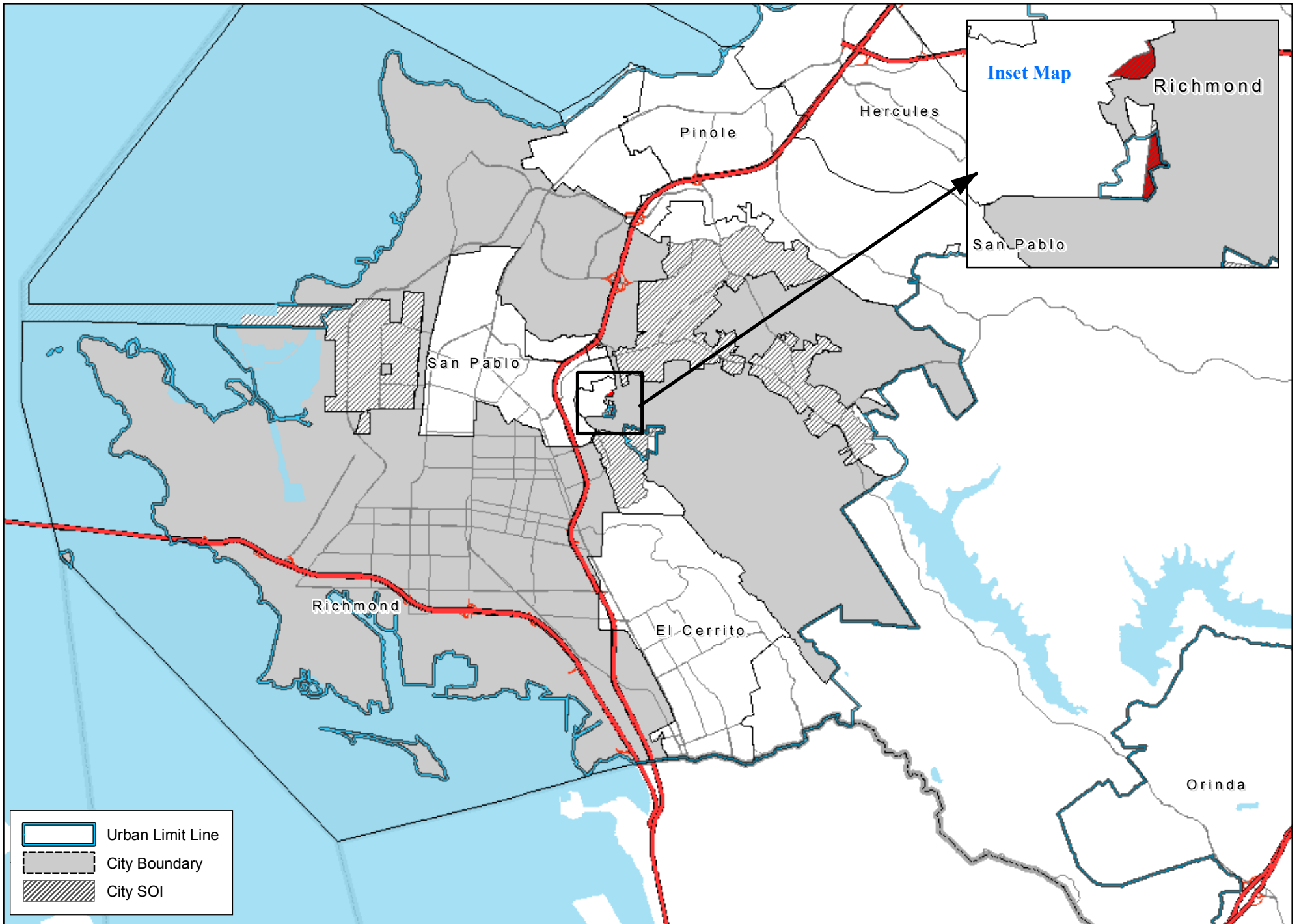
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0 0.5 1 Miles







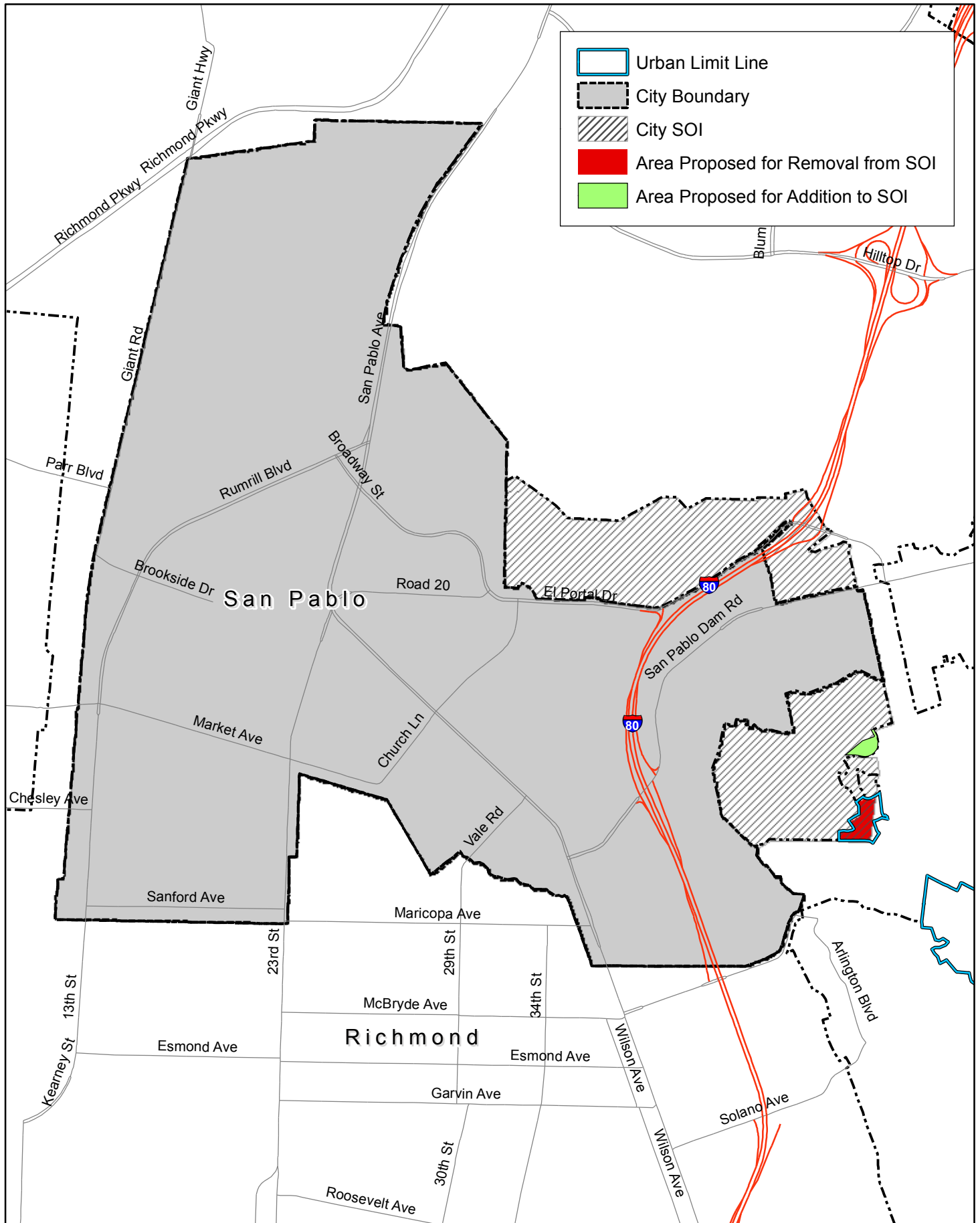
	Urban Limit Line
	City Boundary
	City SOI

Map created 11/6/2009  
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37.59.48.459N 122.06.35.384W

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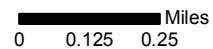
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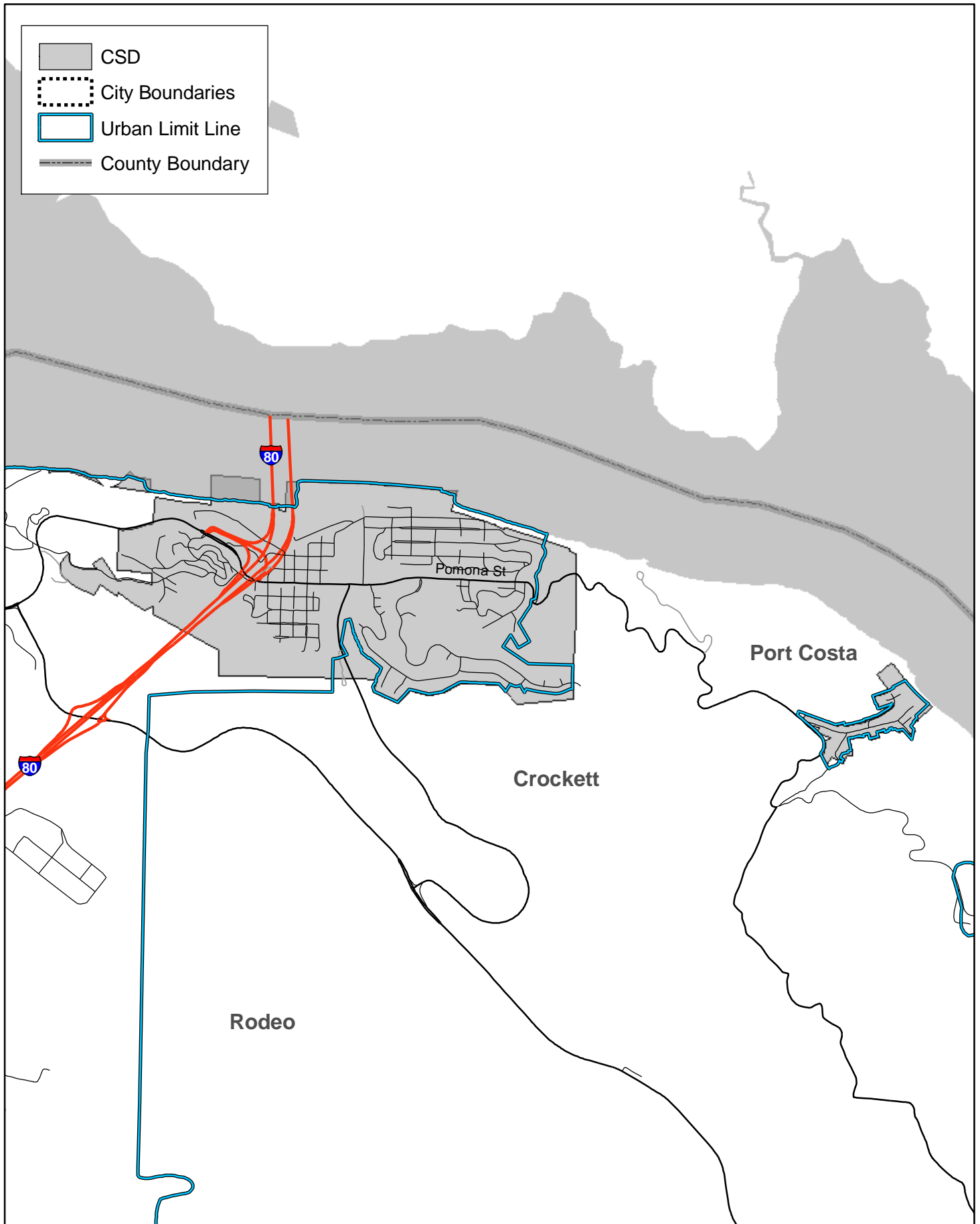
# City of San Pablo Boundary and Sphere of Influence



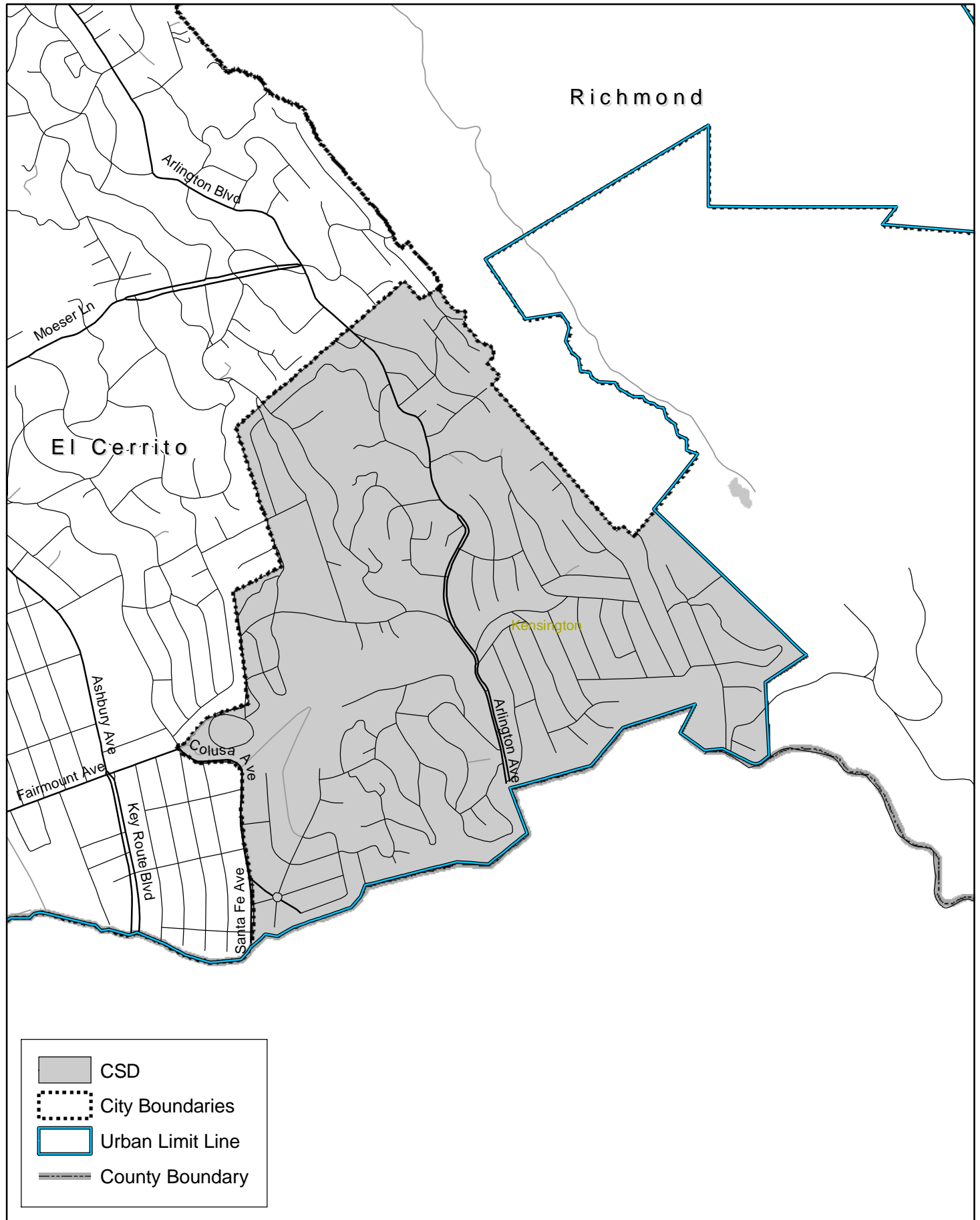
Map created 11/6/2009  
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# Kensington Police Protection and Community Services District



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0 0.125 0.25 Miles

