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February 13, 2013 (Agenda)

February 13, 2013
 Agenda Item 7

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

Library Services Municipal Services Review and Sphere of Influence Updates

Dear Members of the Commission:

SUMMARY

In January, the Commission received the Draft Final Municipal Service Review covering library services, along with a resolution making the required determinations (Attachment 1), and summary of governance and sphere of influence (SOI) options and recommendations, as revised (Attachment 2).

The Commission received public comments and provided additional input, which is reflected in the Final MSR report (available online at contracostalafco.org). The Commission also directed LAFCO staff to consult with the County Librarian and affected city staff regarding the governance and SOI options.

On February 13, the Commission will be asked to accept the Final MSR report on library services, adopt the resolution containing the required determinations, and approve SOI updates for the four County Service Areas covered in the report.

DISCUSSION

Municipal Service Review - The *Library Services* MSR provides an overview of services provided by local agencies under LAFCO’s purview. The report provides information relating to library services including staffing, funding, service demand, service adequacy, facilities and equipment. The report also identifies critical issues and agency challenges, and showcases best practices.

In accordance with the MSR, LAFCO must prepare written determinations relating to various factors including the following:

- Growth and population projections
- Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies
- Financial ability of agencies to provide services
- Status of and opportunities for shared facilities
- Accountability for community service needs, including governmental structure and operational efficiencies
- The location and characteristics of any disadvantaged unincorporated community within or contiguous to the SOI (*new factor*)

The determinations are presented in the attached resolution. In addition, the MSR report provides governance and SOI/boundary options and recommendations as discussed below.

Sphere of Influence Updates – The MSR serves as a basis for the SOI updates and future boundary changes. Regarding the agencies covered in the Library Services MSR, the four CSAs are candidates for SOI updates. LAFCO updated the City of Richmond’s SOI in November 2009 in conjunction with the West County Sub-regional MSR.

A summary of the governance and SOI options and recommendations is presented in Attachment 2; discussion of the options and recommendations is provided below,

City of Richmond – The MSR report did not identify any governance or SOI options for the City of Richmond library services. However, the report identified the following service alternatives:

1. Richmond has the option to join the County library system. However, Richmond Library has operated independently for 102 years, and has not proposed or expressed interest in this option.
2. The County has the option of privatizing library services; however, cities are effectively precluded through 2019 (AB 438). Neither the County nor the City Richmond has proposed or expressed interest in this option.
3. Richmond and the County have the option of jointly planning and funding library services and facilities in their intertwined service areas in north Richmond, San Pablo and El Sobrante.

Contra Costa County Library - The MSR report did not identify any governance or SOI options for the County library services. However, the report identified the following service alternatives:

- See #2 and #3 above.
- The MSR report found that capital planning efforts by both the County and Richmond library services have been minimal due to a lack of funding for needed facilities. Given the number of library facilities that need replacement in west County, and the proximity of some of the library outlets, there appear to be opportunities for facility sharing that merit further study.

The report recommends that LAFCO direct the County Library to conduct analysis of service areas and facility needs prior to the next MSR cycle.

CSA LIB 2 (El Sobrante) – The MSR report identified the following governance and SOI options:

1. Annexation and detachment of territory to better align the CSA bounds with the areas served by the El Sobrante Library as described below:
 - The Rollingwood unincorporated area is located in between the San Pablo and El Sobrante libraries, with portions of Rollingwood closer to El Sobrante and portions closer to San Pablo. A small portion of Rollingwood is within the CSA bounds, but most of Rollingwood is outside the CSA bounds. Both libraries are located within one mile of Rollingwood.
 - East Richmond Heights is a nearby unincorporated community that is outside the bounds of the CSA, and is located somewhat closer to the El Sobrante Library than to the nearest City of Richmond library.
 - There are portions of northern Richmond that are located closer to the El Sobrante Library than to the nearest City of Richmond library, although most of northern Richmond is located closer to the San Pablo Library.
 - Certain territory in northern El Sobrante is located closer to the Pinole Library than the El Sobrante Library. Over the years, there have been five occasions when territory has been detached from CSA LIB-2 and annexed to CSA LIB-10; these reorganizations have coincided with annexation of territory to the City of Pinole and have not reflected comprehensive attempts to realign CSA bounds with the service area.

The financial impact of reorganization of the CSA LIB-2 boundaries is unknown at this time. It is suggested that the County Library review a potential realignment of the CSA LIB-2 boundary and provide input to LAFCO.

CSA LIB-2 SOI Options

1. *Retain existing coterminous SOI* – If LAFCO determines that the existing government structure is appropriate, then the existing SOI should be retained.
2. *Adjust SOI to reflect current service area* - If LAFCO determines that the CSA bounds should be adjusted to better reflect the existing service area for the El Sobrante Library, then the SOI for the CSA should be reduced in the north and increased to the south. Such an SOI would signal that LAFCO anticipates that these areas will eventually be detached from and annexed to the District.

Recommendations: Both the MSR consultant and LAFCO staff recommend retaining the existing SOI. LAFCO staff has consulted with the County Librarian, who also agrees with the recommendation.

CSA LIB-10 (Pinole) – The MSR report identified the following governance and SOI options:

1. Dissolution

Although the CSA bounds roughly approximate the service area of the Pinole Library, there are zero property taxes being allocated from nearly the entire CSA boundary area. Only one very small area within City limits is contributing property tax to the CSA. Resulting property tax revenues (\$892 in FY 2011-12) for the CSA are inconsequential.

Dissolution of the CSA could be accomplished in a fiscally neutral manner if LAFCO were to determine that CSA property tax revenues should be reallocated directly to the County Library.

CSA LIB-10 SOI Options

1. *Retain existing coterminous SOI* - If LAFCO determines that the existing government structure is appropriate, then the existing SOI should be retained.
2. *Adopt a zero SOI* - If LAFCO determines that the CSA should be dissolved, then the SOI for the CSA should be reduced to include zero territory. Such an SOI would signal that LAFCO anticipates that the CSA will eventually be dissolved.

Recommendations: Given the minimal amount of revenue generated by the CSA, and potential to retain funding for library service through the property tax exchange process, the consultant recommends dissolution. However, based on conversations with the County Librarian and City staff, LAFCO staff recommends retaining the existing coterminous SOI.

Following the January 9th LAFCO meeting, LAFCO staff has discussed the SOI options with the County Library and Pinole City Manager. Both agree that retaining the existing SOI is desirable. As noted in the MSR report, approximately 99% of CSA revenues are spent on library services, with less than one percent being spent on administrative costs. The CSA provides enhanced funding and can be used in the future as a mechanism for special taxes/assessments, if needed. Further, there are discussions occurring at the State level regarding the possible lowering of the threshold for special taxes; maintaining the CSA as a separate government entity for funding enhancements is desirable.

CSA LIB-12 (Moraga) – The MSR report identified the following governance and SOI options:

1. Dissolution

Although the CSA bounds roughly approximate the unincorporated portion of the service area of the Moraga Library, there are minimal property taxes being allocated to the CSA due to the minimal development within CSA bounds. The CSA funds only one percent of operating costs at the Moraga Library.

Dissolution of the CSA could be accomplished in a fiscally neutral manner if LAFCO were to determine that CSA property tax revenues should be reallocated directly to the County Library.

CSA LIB-12 SOI Options

1. *Retain existing coterminous SOI* - If LAFCO determines that the existing government structure is appropriate, then the existing SOI should be retained.
2. *Adopt a zero SOI* - If LAFCO determines that the CSA should be dissolved, then the SOI for the CSA should be reduced to include zero territory. Such an SOI would signal that LAFCO anticipates that the CSA will eventually be dissolved.

Recommendation: Given the minimal amount of revenue generated by the CSA, and potential to retain funding for library service through the property tax exchange process, the consultant recommends dissolution. However, based on conversations with the County Librarian and Town Manager and Finance Director, LAFCO staff recommends retaining the existing coterminous SOI.

Following the January 9th LAFCO meeting, LAFCO staff has discussed the SOI options with the County Library and Town of Moraga staff. All agree that retaining the existing SOI is desirable for the same reasons noted above (see LIB-10 recommendation).

CSA LIB-13 (Ygnacio Valley) - The MSR report identified the following governance and SOI options:

1. Annexation of territory to better align the CSA bounds with the areas served by the Ygnacio Valley Library as described below:
 - Annexation of the Rancho Paraiso area within the Ygnacio Valley library service area as well as realignment of the boundaries to match the area served.

CSA LIB-13 SOI Options

1. *Retain existing coterminous SOI* – If LAFCO determines that the existing government structure is appropriate, then the existing SOI should be retained.
2. *Expand SOI to include the Rancho Paraiso area of interest* - If LAFCO determines that the CSA should reflect the area served, then the SOI for the CSA should be increased to include the Rancho Paraiso area of interest. Such an SOI would signal that LAFCO anticipates that the area will eventually be annexed to the CSA.

Recommendation: Both the MSR consultant and LAFCO staff recommend expanding the SOI to include the remainder of the Ranch Paraiso community. LAFCO staff discussed the SOI options with the County Librarian and Concord and Walnut Creek City Managers and staff. The Concord City Manager expressed no opinion on the SOI expansion as the area is outside the Concord City limits and is not adjacent to the City of Concord boundary. The Walnut Creek City Manager asked several questions regarding fiscal and service issues associated with a possible boundary change, but expressed neither support nor opposition to the proposed SOI expansion.

There are approximately 630 housing units (primarily above moderate single family homes) in the Rancho Paraiso community, 203 of which are outside the LIB-12 boundary.

Expanding the SOI to include the balance of the Rancho Paraiso community could facilitate a future annexation of this area in order to better reflect the service area of LIB-13, maintain the community of interest, and provide future funding opportunities (see Attachment 3 – map).

ENVIRONMENTAL ANALYSIS

The MSR is a study, intended to serve as an informational tool to help LAFCO, local agencies and the public better understand the public service structure in Contra Costa County. The service review and determinations are a study and are Categorically Exempt under §15306, Class 6 of the California Environmental Quality Act (CEQA) Guidelines.

RECOMMENDATIONS

1. Receive the staff report and open the public hearing to consider the SOI updates;
2. After receiving public comments close the hearing;
3. Determine that the MSR project is Categorically Exempt pursuant to §15306, Class 6 of the CEQA Guidelines;
4. Accept the Final MSR report;
5. Adopt the MSR determinations by resolution attached hereto; and
6. Adopt the resolutions updating the SOIs for CSAs LIB-2, LIB-10, LIB-12 and LIB-13.

Sincerely,

LOU ANN TEXEIRA
EXECUTIVE OFFICER

c: Distribution

Attachment 1- Resolution with MSR Determinations

Attachment 2 – Summary of Governance and SOI Options & Recommendations

Attachment 3 - Map of CSA LIB-13 and Rancho Paraiso Community

Attachments 4a, 4b, 4c , 4d – Resolutions Updating SOIs for LIB-2, LIB-10, LIB-12 and LIB-13

**RESOLUTION OF THE CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION
ADOPTING DETERMINATIONS FOR THE
2013 LIBRARY SERVICES MUNICIPAL SERVICES REVIEW**

WHEREAS, Government Code §56430 requires the Commission to conduct municipal service reviews (MSRs) in order to prepare and update spheres of influence (SOIs) pursuant to Government Code §56425; and

WHEREAS, the Commission previously authorized the *Library Services MSR* to be prepared; and

WHEREAS, the *Library Services MSR* covers services provided by Contra Costa County, the City of Richmond, and County Service Areas (CSAs) LIB-2, LIB-10, LIB-12, and LIB-13; and

WHEREAS, on July 11, 2012, the Commission held a workshop to receive a preliminary overview of the *Library Services MSR*, received and provided comments, and directed staff to circulate the draft MSR for public review; and

WHEREAS, the Public Review Draft MSR was circulated for a 21-day public comment period; and

WHEREAS, on December 12, 2012, the Commission received an overview of the Public Review Draft MSR report and provided comment; and

WHEREAS, on January 9, 2013, received the Final Draft MSR report, considered all comments, written and oral, received prior to and during the meeting on January 9, 2013; and

WHEREAS, on February 13, 2012, the Commission accepted the Final MSR report; and

WHEREAS, the MSR report and determinations are Categorical Exempt from the California Environmental Quality Act (CEQA) pursuant to §15306 Class 6 of the CEQA Guidelines.

NOW, THEREFORE, BE IT RESOLVED that the Contra Costa Local Agency Formation Commission does hereby resolve, determine and order as follows:

The Library Services Municipal Services Review determinations attached hereto as Exhibit A and incorporated herein by reference are hereby adopted.

* * * * *

PASSED AND ADOPTED THIS 13^h day of February 2013, by the following vote:

- AYES:
- NOES:
- ABSTENTIONS:
- ABSENT:

FEDERAL GLOVER, 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 above

Dated: February 13, 2013

Lou Ann Texeira, Executive Officer

EXHIBIT A
LIBRARY SERVICES
MUNICIPAL SERVICE REVIEW DETERMINATIONS

Growth and Population Projections

- 1) There were 1,065,117 residents in Contra Costa County in 2012, according to the California Department of Finance. The estimated residential population within the Contra Costa County Library (CCCL) service area is approximately 960,230.
- 2) Population has grown fastest in the Brentwood, San Ramon, Oakley and Hercules library service areas in the last decade. Population is expected to grow most rapidly in the next 20 years in the CCCL service areas in Brentwood, Hercules, Pinole and Pittsburg.
- 3) Library visitation has increased dramatically in recent years due in part to the availability of internet stations in libraries. CCCL library visits have increased more rapidly than in the State as a whole in the last five years, and Richmond library visits have increased even more dramatically.
- 4) Demand is also affected by growth among population segments with higher library visitation rates such as younger and higher-income people.
- 5) The estimated residential population within the City of Richmond is approximately 104,887.
- 6) Population is expected to grow fairly rapidly (26 percent) in Richmond compared with the County as a whole (17 percent) through 2030.
- 7) The primary growth areas in Richmond are the downtown area, Hilltop area and Marina Bay. The City of Richmond encourages growth near major activity centers and transportation corridors, and around the central city area.
- 8) The estimated residential population within CSA LIB-2 bounds is approximately 14,211. Projected growth is likely to be minimal as the area is primarily built-out.
- 9) The estimated residential population within CSA LIB-10 bounds is approximately 28,146. Growth in this CSA is projected to be moderately strong.
- 10) The estimated residential population within CSA LIB-12 bounds is approximately 125. Growth in this CSA is projected to be minimal; the area is outside the urban limit line.
- 11) The estimated residential population within CSA LIB-13 bounds is approximately 20,402. Growth in this CSA is projected to be moderate.

Disadvantaged Unincorporated Communities

- 12) Bay Point, Bethel Island, North Richmond, and east Pacheco are disadvantaged unincorporated communities within the CCCL service area. North Richmond is surrounded by the City of Richmond.
- 13) Bay Point is an unincorporated area west of the City of Pittsburg. There were 21,349 residents there in 2010. Median household income in Bay Point is about 69 percent of the statewide median income level. Bay Point is located closest to the Bay Point Library.

- 14) Bethel Island is an unincorporated area located in the northeast corner of the County. There were 2,137 residents there in 2010. Median household income on Bethel Island is about 60 percent of the statewide median income level. Bethel Island is located closest to the Oakley Library, although the library is more than five miles distance from the community.
- 15) North Richmond is an unincorporated island area surrounded by the City of Richmond and San Pablo Bay. There were 3,717 residents in North Richmond in 2010. Median household income in North Richmond is about 61 percent of the statewide median income level. North Richmond is located closest to the San Pablo Library.
- 16) East Pacheco is an unincorporated community located east of the City of Martinez. There were 3,685 residents in Pacheco in 2010. Pacheco is located closest to the Concord Library.
- 17) There are no disadvantaged unincorporated communities within or contiguous to the SOIs of CSAs LIB-2, LIB-10, LIB-12 or LIB-13.

Present and Planned Capacity of Public Facilities and Infrastructure Needs

- 18) Major infrastructure needs and deficiencies exist at Richmond's Main Library. The facility is undersized, outdated and lacks electrical and data capacity to expand public computers. A proposed \$50 million replacement facility is unfunded.
- 19) Most of the seven County-owned library facilities are in fair to poor condition. Remodeling and data/electric capacity improvements are needed at El Sobrante, Kensington, and Pinole libraries. Ygnacio Valley library needs remodeling and expansion. Antioch, Pleasant Hill and Rodeo libraries need replacement. None of the associated capital needs is funded.
- 20) The privately-owned Crockett Library is in poor condition. The privately owned library in San Pablo is undersized and needs replacement. Associated capital needs are not funded.
- 21) The two libraries located in school district facilities – Bay Point and Oakley – were reported to be in poor and fair condition, respectively. Both facilities need replacement. The City of Oakley is developing a ballot measure that would authorize a financing mechanism for the proposed new library there.
- 22) Among the 15 City-owned libraries, five are in excellent condition (Dougherty Station, Hercules, Lafayette, Prewett, and Walnut Creek), and five are in good condition (Clayton, Danville, Martinez, Orinda and San Ramon). Four libraries are in fair condition (Brentwood, Concord, Moraga and Pittsburg); capital projects in Brentwood and Pittsburg are funded while Concord and Moraga capital needs are unfunded. The El Cerrito library is in poor condition and needs replacement; the capital needs are unfunded.
- 23) The El Sobrante Library has \$6.8 million in unfunded infrastructure needs. The facility needs to be remodeled and expanded, although capital improvements there are not presently funded or planned. CSA LIB-2 is not directly responsible for financing these facility needs, and its present revenue sources would not cover a significant portion of associated costs.
- 24) The Pinole Library has unfunded infrastructure needs. The facility needs to be improved and remodeled, although capital improvements there are not presently funded or planned. CSA LIB-10 is not directly responsible for financing these facility needs, and its present revenue sources would not cover a significant portion of associated costs.

- 25) The Moraga Library has unfunded infrastructure needs. The facility needs to be improved and remodeled, although capital improvements there are not presently funded or planned. CSA LIB-12 is not directly responsible for financing these facility needs, and its present revenue sources would not cover a significant portion of associated costs.
- 26) The Ygnacio Valley Library has \$6.3 million in unfunded infrastructure needs. The facility needs to be expanded and remodeled, although capital improvements there are not presently funded or planned. CSA LIB-13 is not directly responsible for financing these facility needs, and its present revenue sources would not cover a significant portion of associated costs.

Adequacy of Public Services

- 27) Library service levels on the whole are relatively low in the County. Many of the cities pay for extended library hours. Cities with less funding receive lower service levels.
- 28) All of the service providers are professionally managed and generally follow best management practices. All providers perform annual employee evaluations on at least an annual basis, prepare timely annual budgets, and maintain current financial records. CCCL does not conduct long-term library capital improvement plans.

Financial Ability of Agencies to Provide Services

- 29) The financial ability of both Richmond and CCCL to provide services is minimally adequate to deliver basic service levels.
- 30) Funds are not sufficient for the County to address capital needs at the libraries owned by the County. The cities of El Cerrito, Concord and Moraga have significant capital needs at their libraries, and lack funds to address them.
- 31) Funds are not sufficient for Richmond to replace its Main Library.
- 32) Property taxes are the primary funding stream for library services.
- 33) CSA LIB-2 funds approximately 12 percent of operating costs at the El Sobrante Library. Locally-generated property taxes fund about 38 percent of operating costs; the remainder of the operating costs is funded by donations, grants and property taxes generated elsewhere in the County. The current level of financing for the El Sobrante Library is minimally adequate to finance services, and not adequate to finance facility needs. Financing opportunities for presently unfunded needs at the El Sobrante library include grants and future revenue sources that would require voter approval.
- 34) CSA LIB-10 funds an inconsequential portion of operating costs at the Pinole Library. Locally-generated property taxes fund about 41 percent of operating costs; the remainder of the operating costs is funded by donations, grants and property taxes generated elsewhere in the County. The current level of financing for the Pinole Library is minimally adequate to finance services, and not adequate to finance facility needs. Financing opportunities for presently unfunded needs at the library include grants and future revenue sources that would require voter approval.
- 35) CSA LIB-12 funds only one percent of operating costs at the Moraga Library. Locally-generated property taxes fund about 49 percent of operating costs; the remainder of the operating costs is funded by donations, grants and property taxes generated elsewhere in the County. The current level of financing for the Moraga Library is minimally adequate to

finance services, and not adequate to finance facility needs. Financing opportunities for presently unfunded needs at the library include grants and future revenue sources that would require voter approval.

- 36) CSA LIB-13 funds seven percent of operating costs at the Ygnacio Valley Library. Locally generated property taxes fund about 51 percent of the operating costs; the remainder of the operating costs is funded by City of Walnut Creek contributions, donations, and grants. The current level of financing for the Ygnacio Valley Library is minimally adequate to finance services, and not adequate to finance facility needs. Financing opportunities for presently unfunded needs at the library include grants and future revenue sources that would require voter approval.

Status of, and Opportunities For, Shared Facilities

- 37) Library service providers practice extensive facility sharing in Contra Costa County. Both Richmond and CCCL offer access to materials at 44 other library systems through interlibrary loan.
- 38) CCCL operates library outlets owned by 14 cities, two school districts and two private companies. The County Library collaborates with non-profit library auxiliaries and a community college for library services, and conducts literacy outreach in collaboration with daycare providers and health clinics.
- 39) Richmond facility sharing practices include access to training and research sharing through Bay Area Library and Information System and Pacific Library Partnership. The City's bookmobile serves 16 schools that lack their own library facilities.
- 40) Library-related facility sharing opportunities include opportunities for community-based schools to share resources with the Richmond Library.
- 41) The City provided the building site for the El Sobrante Library 50 years ago in recognition that the library there would serve Richmond residents. The City is not presently funding the El Sobrante Library, and none of its territory lies within the associated County Service Area (CSA).
- 42) In western Contra Costa County, there are several County-owned library facilities located in close proximity to another facility. The Kensington and El Cerrito libraries are two miles apart, as are the El Sobrante and San Pablo libraries. All four of these libraries operate at a deficit with locally generated revenues not covering respective library costs. Given the significant capital needs at these facilities, there are opportunities to combine facilities.
- 43) CSA LIB-2 does not directly own or operate facilities, but simply contributes funding for library operations and facilities. The El Sobrante Library is located less than two miles from the San Pablo Library. Both libraries have significant unfunded facility needs. There may be opportunities for the service areas to be combined and for the areas to share in a future replacement facility.
- 44) CSA LIB-10 does not directly own or operate facilities, but simply contributes funding for library operations and facilities. The Pinole Library is located less than three miles from the Hercules Library, and three miles from the El Sobrante Library. While the Hercules Library is new and in excellent condition, the El Sobrante Library has significant unfunded facility needs. There may be opportunities for the Pinole and El Sobrante service areas to be combined and for the areas to share in a future replacement facility.

- 45) CSA LIB-12 does not directly own or operate facilities, but simply contributes funding for library operations and facilities. No facility sharing opportunities were identified.
- 46) CSA LIB-13 does not directly own or operate facilities, but simply contributes funding for library operations and facilities. No facility sharing opportunities were identified.

Accountability for Community Service Needs

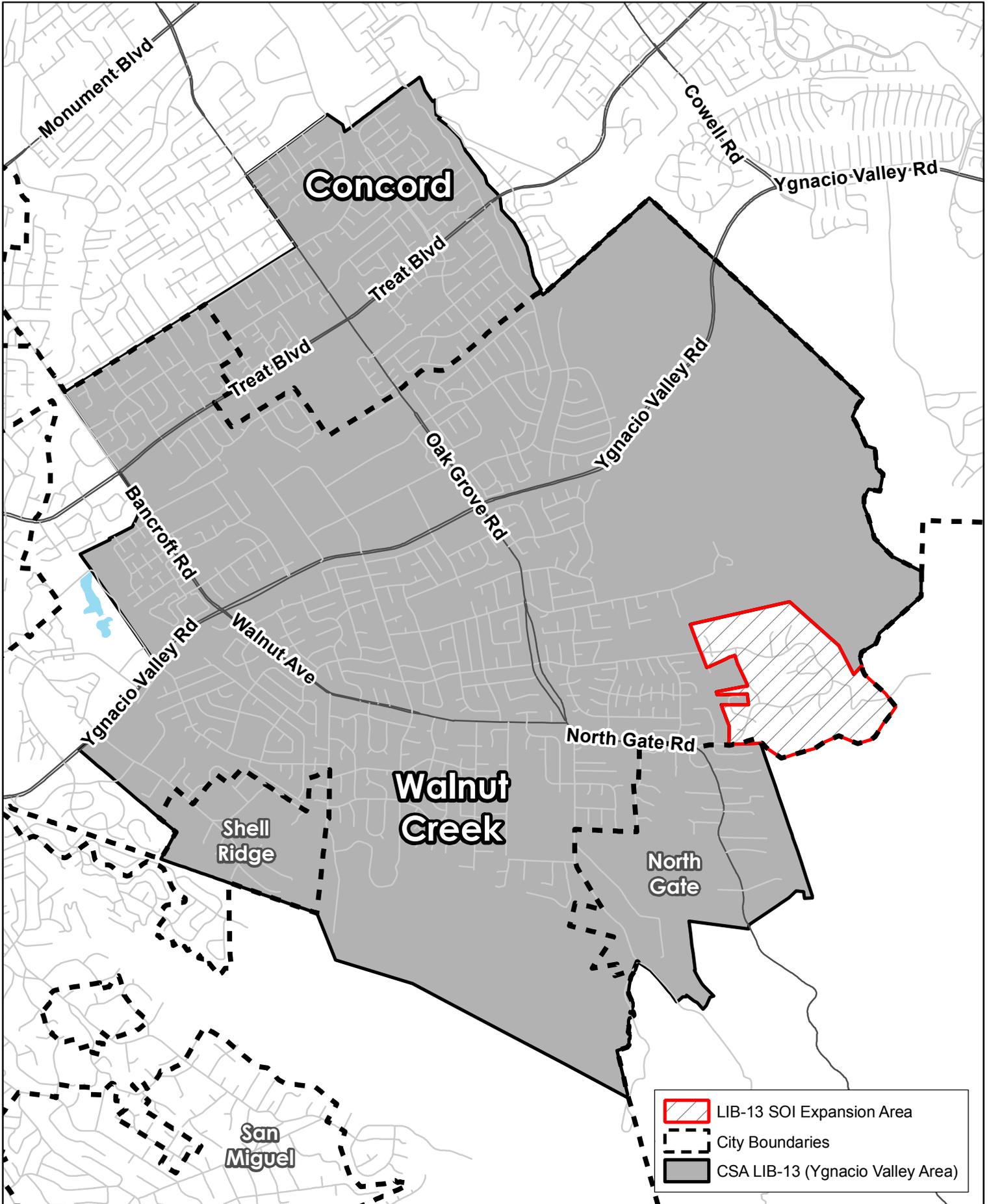
- 47) Accountability is best ensured when there is sufficient constituent interest to maintain full governing boards or advisory committees, constituent outreach is conducted to promote accountability and ensure that constituents are informed and not disenfranchised, and public agency operations and management are transparent to the public.
- 48) Accountability to constituents is constrained in the library CSAs, as there are no advisory bodies for these CSAs. In order to improve constituent interest and involvement within the CSAs, the County may wish to consider forming advisory committees in the CSAs to provide a means for residents to voice community preferences.
- 49) All agencies prepare and post meeting agendas and make minutes available as required. The service providers perform significant outreach in addition to legally required activities.
- 50) All of the agencies reviewed demonstrated accountability in disclosure of information and cooperation with LAFCO during the MSR process.
- 51) The City of Richmond's library-related constituent outreach activities include advertising meetings and special events on its website, on the City-owned TV station, and through press releases, flyers and community events. The City conducted extensive constituent outreach in its 2007-9 library needs assessment project.
- 52) The County Library's constituent outreach activities include advertising meetings and special events on its website, in the local newspaper and in newsletters. The County seeks constituent input on its services, most recently by surveying customers on their satisfaction with library collections in 2011.

LIBRARY MUNICIPAL SERVICE REVIEW (MSR) GOVERNANCE AND SPHERE OF INFLUENCE (SOI) OPTIONS & RECOMMENDATIONS

Agency	SOI Options	Governance/Boundary Options	Consultant Recommendations	LAFCO Staff Recommendations
City of Richmond	NA	<ul style="list-style-type: none"> • Richmond and the County have the option of jointly planning and funding library services and facilities in their intertwined service areas in north Richmond, San Pablo and El Sobrante. • Join the County library system. However, Richmond Library has operated independently for 102 years, and has not proposed or expressed interest in this option. • Privatizing library services. Primary benefits of privatization are cost reduction—primarily due to lack of employer-paid pension benefits for employees of the private service provider—and associated opportunities to increase service levels. Primary disadvantage is perceived reduction in public and government control over library operations. Neither the County nor Richmond has proposed or expressed interest in this option. Further, privatization is effectively precluded as a service alternative for Richmond through 2019 by AB 438 requirements. 	Richmond and the County should consider jointly planning and funding library services and facilities in their intertwined service areas in north Richmond, San Pablo and El Sobrante.	Richmond and the County should pursue opportunities to coordinate services in their intertwined service areas in north Richmond, San Pablo and El Sobrante and report back to LAFCO in 12 months.
Contra Costa County Library (CCCL)	NA	<ul style="list-style-type: none"> • See #2 and #3 above • Cities have the options of withdrawing from the CCCL system, and starting their own libraries. • Facility sharing is an option. The Kensington and El Cerrito libraries are two miles apart, as are the El Sobrante and San Pablo libraries. All four of these libraries operate at a deficit, and have significant unfunded capital needs. 	CCCL should study service areas and facility needs prior to the next MSR cycle.	LAFCO staff to meet with County library staff to discuss service and facility needs and report back to the Commission in 12 months.
CSA LIB-2 (El Sobrante)	<ol style="list-style-type: none"> 1. Retain existing SOI 2. Adjust SOI to reflect current service area 	Annexation and detachment of territory to better align CSA bounds with areas served by the El Sobrante library.	Retain existing SOI and request CCCL assess service area and potential for future facility sharing with neighboring San Pablo and Pinole libraries.	Retain existing SOI and request CCCL assess service area and potential for future facility sharing with neighboring San Pablo and Pinole libraries.

Agency	SOI Options	Governance/Boundary Options	Consultant Recommendations	LAFCO Staff Recommendations
CSA LIB-10 (Pinole)	<ol style="list-style-type: none"> 1. Retain existing SOI 2. Adopt a zero SOI 	Dissolution is a governance option to promote simpler, more efficient governance in light of the CSA's negligible revenues and activity.	Adopt a zero SOI signaling dissolution of CSA LIB-10.	Retain existing SOI
CSA LIB-12 (Moraga)	<ol style="list-style-type: none"> 1. Retain existing SOI 2. Adopt a zero SOI 	Dissolution is a governance option to promote simpler, more efficient governance in light of the CSA's negligible revenues and activity.	Adopt a zero SOI signaling dissolution of CSA LIB-12.	Retain existing SOI
CSA LIB-13 (Ygnacio Valley)	<ol style="list-style-type: none"> 1. Retain existing SOI 2. Expand SOI 	<ul style="list-style-type: none"> • Annexation of Rancho Paraiso area of interest. • Realignment of the boundaries to reflect the actual library service area. Portions of southeast Concord are located closer to the Ygnacio Valley Library than to neighboring libraries in Concord and Clayton 	<ul style="list-style-type: none"> • Expand SOI to include Rancho Paraiso area. • Request that CCCL assess the Ygnacio Valley library service area, particularly the Concord portion, before the next MSR cycle. 	<ul style="list-style-type: none"> • Expand SOI to include Rancho Paraiso area. • CCCL should assess the Ygnacio Valley library service area before the next MSR cycle.

Rancho Paraiso Area SOI Expansion of Community Service Area LIB-13 Ygnacio Valley Area



Map created 02/05/2013
 by Contra Costa County Department of
 Conservation and Development, GIS Group
 30 Muir Road, Martinez, CA 94553
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This map or dataset was created by the Contra Costa County Department of Conservation and Development with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization's tax rate areas. While obligated to use this data the County assumes no responsibility for its accuracy. This map contains copyrighted information and may not be altered. It may be reproduced in its current state if the source is cited. Users of this map agree to read and accept the County of Contra Costa disclaimer of liability for geographic information.



**RESOLUTION OF THE CONTRA COSTA
LOCAL AGENCY FORMATION COMMISSION**

**APPROVING A SPHERE OF INFLUENCE UPDATE FOR
COUNTY SERVICE AREA LIB-2**

WHEREAS, Government Code §56425 requires the Local Agency Formation Commission (LAFCO) to develop and determine the sphere of influence (SOI) of each local governmental agency within the County; and

WHEREAS, Government Code §56425(f) requires that LAFCO review and update the SOI boundaries every five years, as necessary; and

WHEREAS, Government Code §56430 requires that a municipal services review be conducted prior to or in conjunction with an SOI update; and

WHEREAS, LAFCO conducted a review of library services, including those provided by County Service Area (CSA) LIB-2, and adopted written determinations as required by Government Code §56430 on February 13, 2013; and

WHEREAS, the MSR report identified two SOI options for CSA LIB-2, including retaining the existing SOI, or adjusting the SOI to reflect the current service area; and

WHEREAS, CSA LIB-2's corporate boundary and SOI are currently coterminous and comprise 3.9± square miles; and

WHEREAS, it is hereby proposed that LAFCO retain the existing SOI for CSA LIB-2 as shown on the attached map; and

WHEREAS, no change in regulation, land use or development will occur as a result of updating the District's SOI; and

WHEREAS, in the form and manner prescribed by law, the Executive Officer has given notice of a the proposed SOI update; and

WHEREAS, the SOI update was duly considered at a hearings previously held in conjunction with the MSR report and at a LAFCO hearing on meeting on February 13, 2013; and

WHEREAS, the Contra Costa LAFCO heard and received all oral and written protests, objections and evidence that were made, presented or filed, and all persons present were given an opportunity to appear and be heard with respect to any matter pertaining to said verification action.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED that the Contra Costa LAFCO does hereby:

1. Determine, as lead agency for the purposes of the California Environmental Quality Act (CEQA), that the SOI update is categorically exempt under §15061(b)(3) of the CEQA Guidelines.
2. Update and retain the existing SOI for CSA LIB-2 as described above and generally depicted on Exhibit A attached hereto.
3. Determine that the Commission has considered the criteria set forth in Government Code §56425 as follows:

a. *Present and planned land uses in the area, including agricultural and open-space lands* - The CSA boundaries currently encompass the unincorporated community of El Sobrante, along with a small non-contiguous area in unincorporated San Pablo. The area within CSA LIB-2 is primarily high density residential development, with limited commercial and open space uses. No changes in present and planned land uses will result from this SOI update.

b. *Present and probable need for public facilities and services in the area* – There is a present and probable need for funding to library services provided by the CSA; growth within the CSA boundary is anticipated to be minimal. No changes in public facilities or services provided by CSA LIB-2 will result from this SOI update.

c. *Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide* – The El Sobrante library is located in the southwest portion of the CSA bounds. The library has unfunded infrastructure needs, and library services are minimally adequate. The SOI update will not impact the present capacity of public facilities and adequacy of public services that CSA LIB-2 provides or is authorized to provide.

Policy option: the MSR noted that there may be opportunities for the County to assess the service area and potential for future facility sharing with neighboring Pinole and San Pablo libraries. The County is encouraged to explore these resource sharing opportunities.

d. *Existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency* – The primary community of interest is El Sobrante.

e. *Nature, location, extent, functions & classes of services to be provided* – The District provides funding for extended library facilities and services primarily in the unincorporated community of Rancho El Sobrante.

PASSED AND ADOPTED THIS 13th day of February 2013, by the following vote:

- AYES:
- NOES:
- ABSTENTIONS:
- ABSENT:

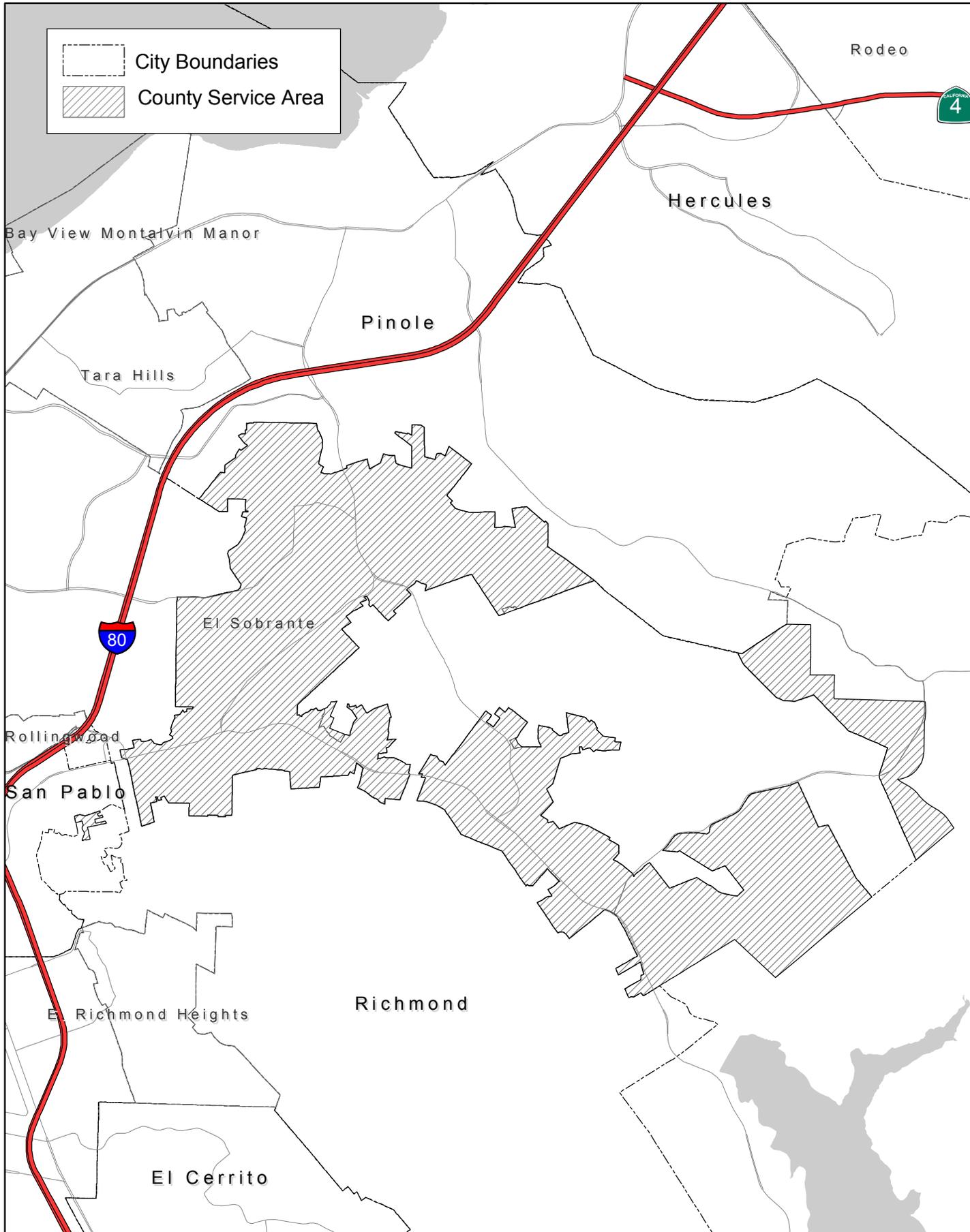
FEDERAL GLOVER, CHAIR, CONTRA COSTA LAFCO

I hereby certify that this is a correct copy of a resolution passed and adopted by this Commission on the date stated above.

Dated: February 13, 2013

Lou Ann Texeira, Executive Officer

County Service Area LIB-2 (Rancho El Sobrante)



Map created 4/22/2009

by Contra Costa County Community Development, GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
37:59:48.455N 122:06:35.384W

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0 0.2 0.4 0.8 Miles



**RESOLUTION OF THE CONTRA COSTA
LOCAL AGENCY FORMATION COMMISSION**

**APPROVING A SPHERE OF INFLUENCE UPDATE FOR
COUNTY SERVICE AREA LIB-10**

WHEREAS, Government Code §56425 requires the Local Agency Formation Commission (LAFCO) to develop and determine the sphere of influence (SOI) of each local governmental agency within the County; and

WHEREAS, Government Code §56425(f) requires that LAFCO review and update the SOI boundaries every five years, as necessary; and

WHEREAS, Government Code §56430 requires that a municipal services review be conducted prior to or in conjunction with an SOI update; and

WHEREAS, LAFCO conducted a review of library services, including those provided by County Service Area (CSA) LIB-10, and adopted written determinations as required by Government Code §56430 on February 13, 2013; and

WHEREAS, the MSR report identified two SOI options for CSA LIB-10, including retaining the existing SOI, or adopting a zero SOI; and

WHEREAS, CSA LIB-10's corporate boundary and SOI are currently coterminous and comprise 13.9± square miles, of which 6.6± square miles constitutes land (as opposed to water area); and

WHEREAS, it is hereby proposed that LAFCO retain the existing SOI for CSA LIB-10 as shown on the attached map; and

WHEREAS, no change in regulation, land use or development will occur as a result of updating the District's SOI; and

WHEREAS, in the form and manner prescribed by law, the Executive Officer has given notice of a the proposed SOI update; and

WHEREAS, the SOI update was duly considered at a hearings previously held in conjunction with the MSR report and at a LAFCO hearing on meeting on February 13, 2013; and

WHEREAS, the Contra Costa LAFCO heard and received all oral and written protests, objections and evidence that were made, presented or filed, and all persons present were given an opportunity to appear and be heard with respect to any matter pertaining to said verification action.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED that the Contra Costa LAFCO does hereby:

1. Determine, as lead agency for the purposes of the California Environmental Quality Act (CEQA), that the SOI update is categorically exempt under §15061(b)(3) of the CEQA Guidelines.
2. Update and retain the existing SOI for CSA LIB-10 as described above and generally depicted on Exhibit A attached hereto.
3. Determine that the Commission has considered the criteria set forth in Government Code §56425 as follows:

a. *Present and planned land uses in the area, including agricultural and open-space lands* - The CSA boundaries currently encompass the unincorporated communities of Bayview, Montalvin Manor and Tara Hills, the City of Pinole, and an unincorporated area east of Pinole. The area within CSA LIB-10 includes residential, commercial, industrial and open space uses. No changes in present and planned land uses will result from this SOI update.

b. *Present and probable need for public facilities and services in the area* – There is a present and probable need for funding to library services provided by the CSA; growth within the CSA boundary is anticipated to be moderately strong. No changes in public facilities or services provided by CSA LIB-10 will result from this SOI update.

c. *Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide* – The Pinole library is located centrally within the CSA bounds. The library has unfunded infrastructure needs, and library services are minimally adequate. The SOI update will not impact the present capacity of public facilities and adequacy of public services that CSA LIB-10 provides or is authorized to provide.

d. *Existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency* – The primary communities of interest are Pinole, Bayview, Montalvin Manor and Tara Hills.

e. *Nature, location, extent, functions & classes of services to be provided* – The District provides funding for extended library facilities and services in the unincorporated communities of Bayview, Montalvin Manor and Tara Hills, the City of Pinole, and an unincorporated area east of Pinole.

PASSED AND ADOPTED THIS 13th day of February 2013, by the following vote:

- AYES:
- NOES:
- ABSTENTIONS:
- ABSENT:

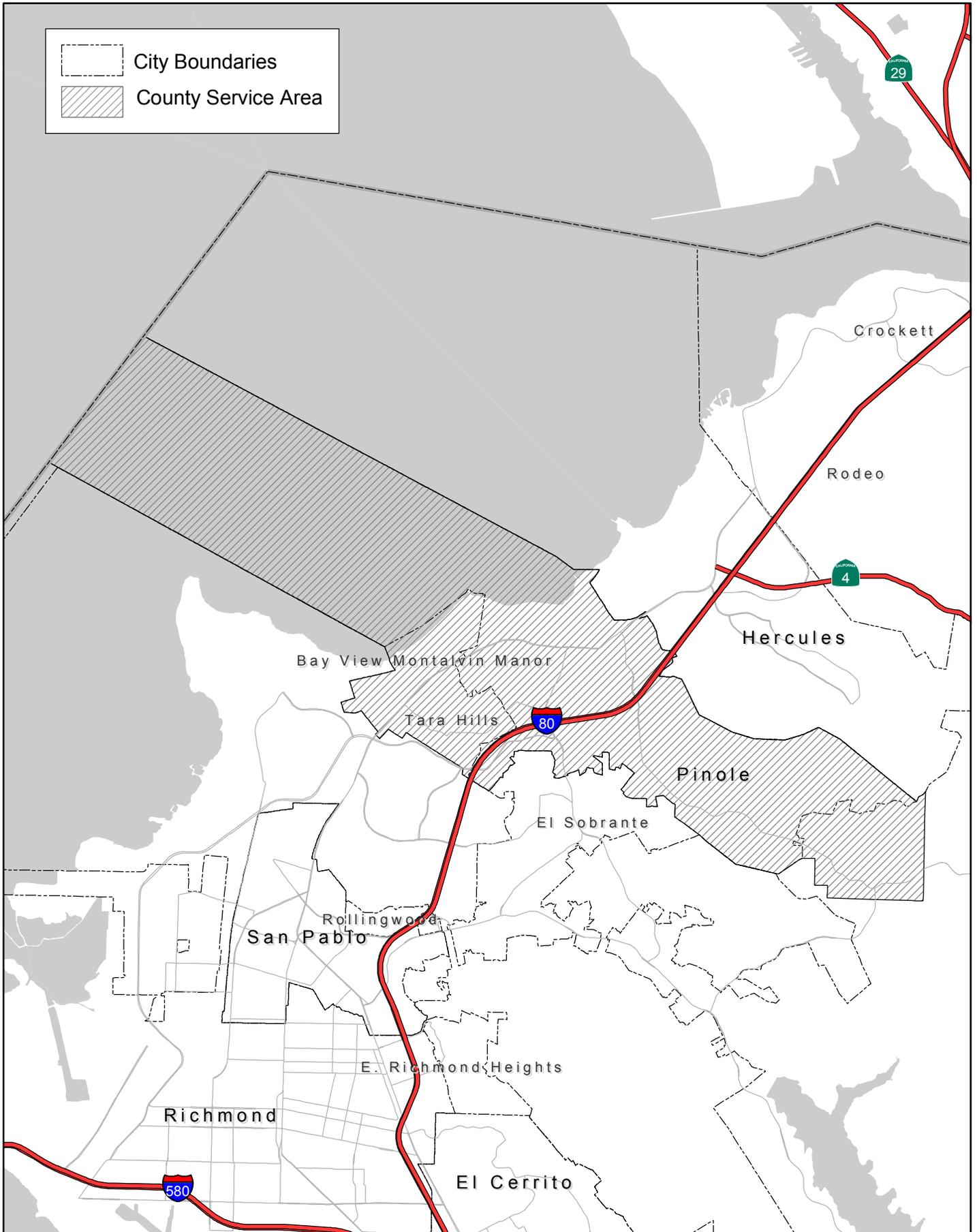
FEDERAL GLOVER, CHAIR, CONTRA COSTA LAFCO

I hereby certify that this is a correct copy of a resolution passed and adopted by this Commission on the date stated above.

Dated: February 13, 2013

Lou Ann Texeira, Executive Officer

County Service Area LIB-10 (City of Pinole)



Map created 4/22/2009

by Contra Costa County Community Development, GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
37:59:48.455N 122:06:35.384W

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**RESOLUTION OF THE CONTRA COSTA
LOCAL AGENCY FORMATION COMMISSION**

**APPROVING A SPHERE OF INFLUENCE UPDATE FOR
COUNTY SERVICE AREA LIB-12**

WHEREAS, Government Code §56425 requires the Local Agency Formation Commission (LAFCO) to develop and determine the sphere of influence (SOI) of each local governmental agency within the County; and

WHEREAS, Government Code §56425(f) requires that LAFCO review and update the SOI boundaries every five years, as necessary; and

WHEREAS, Government Code §56430 requires that a municipal services review be conducted prior to or in conjunction with an SOI update; and

WHEREAS, LAFCO conducted a review of library services, including those provided by County Service Area (CSA) LIB-12, and adopted written determinations as required by Government Code §56430 on February 13, 2013; and

WHEREAS, the MSR report identified two SOI options for CSA LIB-12, including retaining the existing SOI, or adopting a zero SOI; and

WHEREAS, CSA LIB-12's corporate boundary and SOI are currently coterminous and comprise 8.3± square miles; and

WHEREAS, it is hereby proposed that LAFCO retain the existing SOI for CSA LIB-12 as shown on the attached map; and

WHEREAS, no change in regulation, land use or development will occur as a result of updating the District's SOI; and

WHEREAS, in the form and manner prescribed by law, the Executive Officer has given notice of a the proposed SOI update; and

WHEREAS, the SOI update was duly considered at a hearings previously held in conjunction with the MSR report and at a LAFCO hearing on meeting on February 13, 2013; and

WHEREAS, the Contra Costa LAFCO heard and received all oral and written protests, objections and evidence that were made, presented or filed, and all persons present were given an opportunity to appear and be heard with respect to any matter pertaining to said verification action.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED that the Contra Costa LAFCO does hereby:

1. Determine, as lead agency for the purposes of the California Environmental Quality Act (CEQA), that the SOI update is categorically exempt under §15061(b)(3) of the CEQA Guidelines.
2. Update and retain the existing SOI for CSA LIB-12 as described above and generally depicted on Exhibit A attached hereto.
3. Determine that the Commission has considered the criteria set forth in Government Code §56425 as follows:

a. *Present and planned land uses in the area, including agricultural and open-space lands* - The CSA boundaries encompass unincorporated areas to the south and east of the Town of Moraga. The area within CSA LIB-12 includes primarily open space, watershed, and agricultural with minimal residential uses. The area is outside the Town of Moraga's SOI and outside the countywide Urban Limit Line. No changes in present and planned land uses will result from this SOI update.

b. *Present and probable need for public facilities and services in the area* – There is a present and probable need for funding to library services provided by the CSA; growth within the CSA boundary is anticipated to be minimal. No changes in public facilities or services provided by CSA LIB-12 will result from this SOI update.

c. *Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide* – The Moraga library is located in the center of the Town of Moraga. The library has unfunded infrastructure needs, and library services are minimally adequate. The SOI update will not impact the present capacity of public facilities and adequacy of public services that CSA LIB-12 provides or is authorized to provide.

d. *Existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency* – The primary communities of interest are unincorporated areas within the CSA bounds.

e. *Nature, location, extent, functions & classes of services to be provided* – The District provides funding for extended library facilities and services to serve residents in the unincorporated areas south and east of the Town of Moraga.

PASSED AND ADOPTED THIS 13th day of February 2013, by the following vote:

- AYES:
- NOES:
- ABSTENTIONS:
- ABSENT:

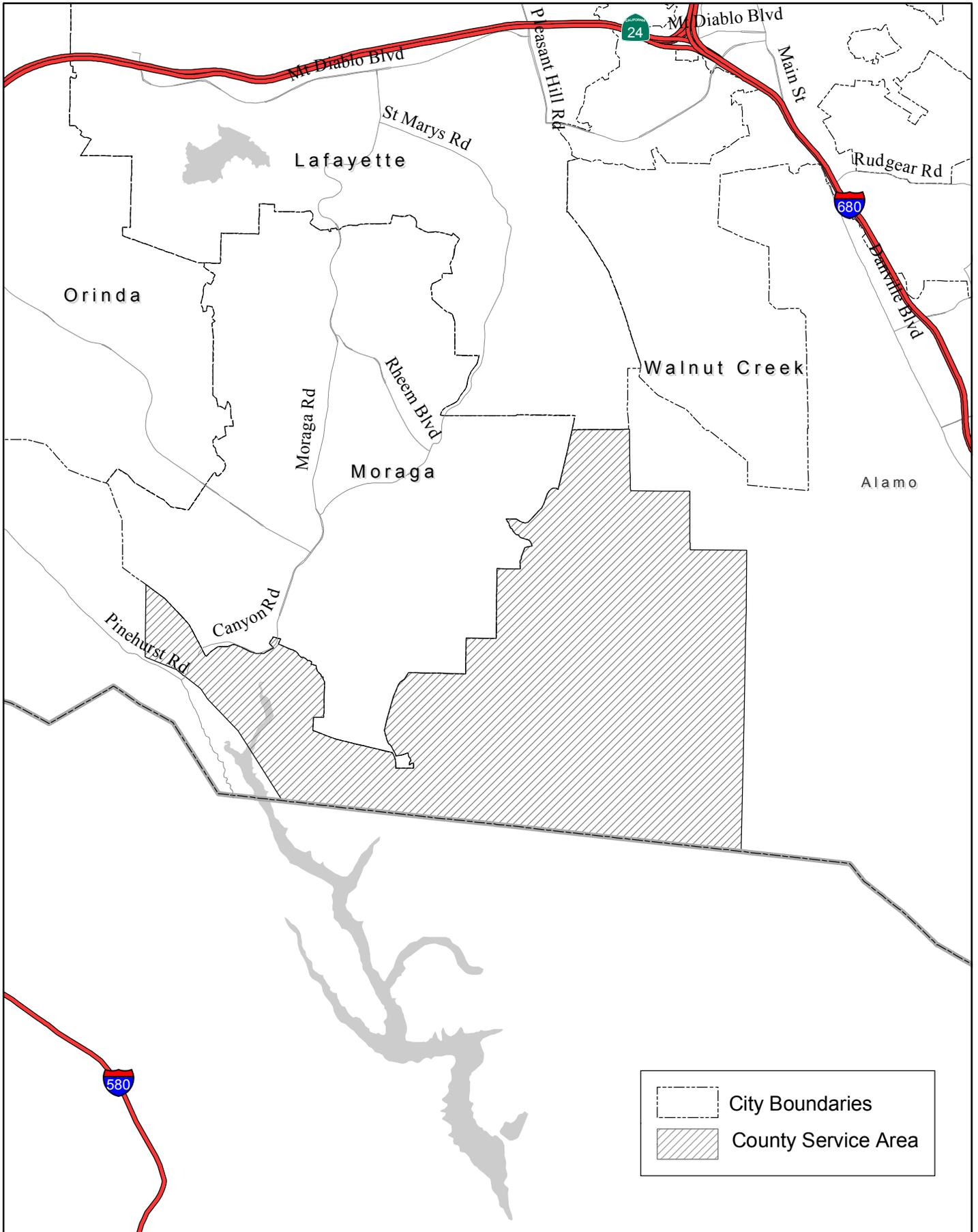
FEDERAL GLOVER, CHAIR, CONTRA COSTA LAFCO

I hereby certify that this is a correct copy of a resolution passed and adopted by this Commission on the date stated above.

Dated: February 13, 2013

Lou Ann Texeira, Executive Officer

County Service Area LIB-12 (Town of Moraga)



Map created 4/22/2009

by Contra Costa County Community Development, GIS Group
651 Pine Street, 4th Floor North Wing, Martinez, CA 94553-0095
37:59:48.455N 122:06:35.384W

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0 0.3 0.6 1.2 Miles



**RESOLUTION OF THE CONTRA COSTA
LOCAL AGENCY FORMATION COMMISSION**

**APPROVING A SPHERE OF INFLUENCE UPDATE FOR
COUNTY SERVICE AREA LIB-13**

WHEREAS, Government Code §56425 requires the Local Agency Formation Commission (LAFCO) to develop and determine the sphere of influence (SOI) of each local governmental agency within the County; and

WHEREAS, Government Code §56425(f) requires that LAFCO review and update the SOI boundaries every five years, as necessary; and

WHEREAS, Government Code §56430 requires that a municipal services review be conducted prior to or in conjunction with an SOI update; and

WHEREAS, LAFCO conducted a review of library services, including those provided by County Service Area (CSA) LIB-13, and adopted written determinations as required by Government Code §56430 on February 13, 2013; and

WHEREAS, the MSR report identified two SOI options for CSA LIB-13, including retaining the existing SOI, or adjusting the SOI to reflect the actual service area; and

WHEREAS, CSA LIB-13's corporate boundary and SOI are currently coterminous and comprise 9.0± square miles; and

WHEREAS, it is hereby proposed that LAFCO expand the SOI for CSA LIB-13 to include the remaining area of the Rancho Paraiso community as shown on the attached map; and

WHEREAS, expanding the SOI to include the balance of the Rancho Paraiso community could facilitate a future annexation of this area in order to better reflect the service area of LIB-13, maintain the community of interest, and provide future funding opportunities; and

WHEREAS, no change in regulation, land use or development will occur as a result of updating the District's SOI; and

WHEREAS, in the form and manner prescribed by law, the Executive Officer has given notice of a the proposed SOI update; and

WHEREAS, the SOI update was duly considered at a hearings previously held in conjunction with the MSR report and at a LAFCO hearing on meeting on February 13, 2013; and

WHEREAS, the Contra Costa LAFCO heard and received all oral and written protests, objections and evidence that were made, presented or filed, and all persons present were given an opportunity to appear and be heard with respect to any matter pertaining to said verification action.

NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED that the Contra Costa LAFCO does hereby:

1. Determine, as lead agency for the purposes of the California Environmental Quality Act (CEQA), that the SOI update is categorically exempt under §15061(b)(3) of the CEQA Guidelines.

2. Update and expand the SOI for CSA LIB-13 as described above and generally depicted on Exhibit A attached hereto.
3. Determine that the Commission has considered the criteria set forth in Government Code §56425 as follows:
 - a. *Present and planned land uses in the area, including agricultural and open-space lands* - The CSA boundaries encompass the Ygnacio Valley including portions of the cities of Concord and Walnut Creek, along with nearby North Gate and Shell Ridge unincorporated areas. The area within CSA LIB-13 includes residential, commercial, institutional and open space. No changes in present and planned land uses will result from this SOI update.
 - b. *Present and probable need for public facilities and services in the area* – There is a present and probable need for funding to library services provided by the CSA; growth within the CSA boundary is anticipated to be modest. No changes in public facilities or services provided by CSA LIB-13 will result from this SOI update.
 - c. *Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide* – The Ygnacio Valley library is located in the center of the CSA. The library has unfunded infrastructure needs, and library services are minimally adequate. The SOI update will not impact the present capacity of public facilities and adequacy of public services that CSA LIB-13 provides or is authorized to provide.
 - d. *Existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency* – The primary communities of interest are the areas within the CSA bounds and adjacent areas serviced by the Ygnacio Valley library.
 - e. *Nature, location, extent, functions & classes of services to be provided* – The District provides funding for extended library facilities and services to serve residents in the Ygnacio Valley including portions of the cities of Concord and Walnut Creek, along with nearby North Gate and Shell Ridge unincorporated areas.

* * * * *

PASSED AND ADOPTED THIS 13th day of February 2013, by the following vote:

AYES:
 NOES:
 ABSTENTIONS:
 ABSENT:

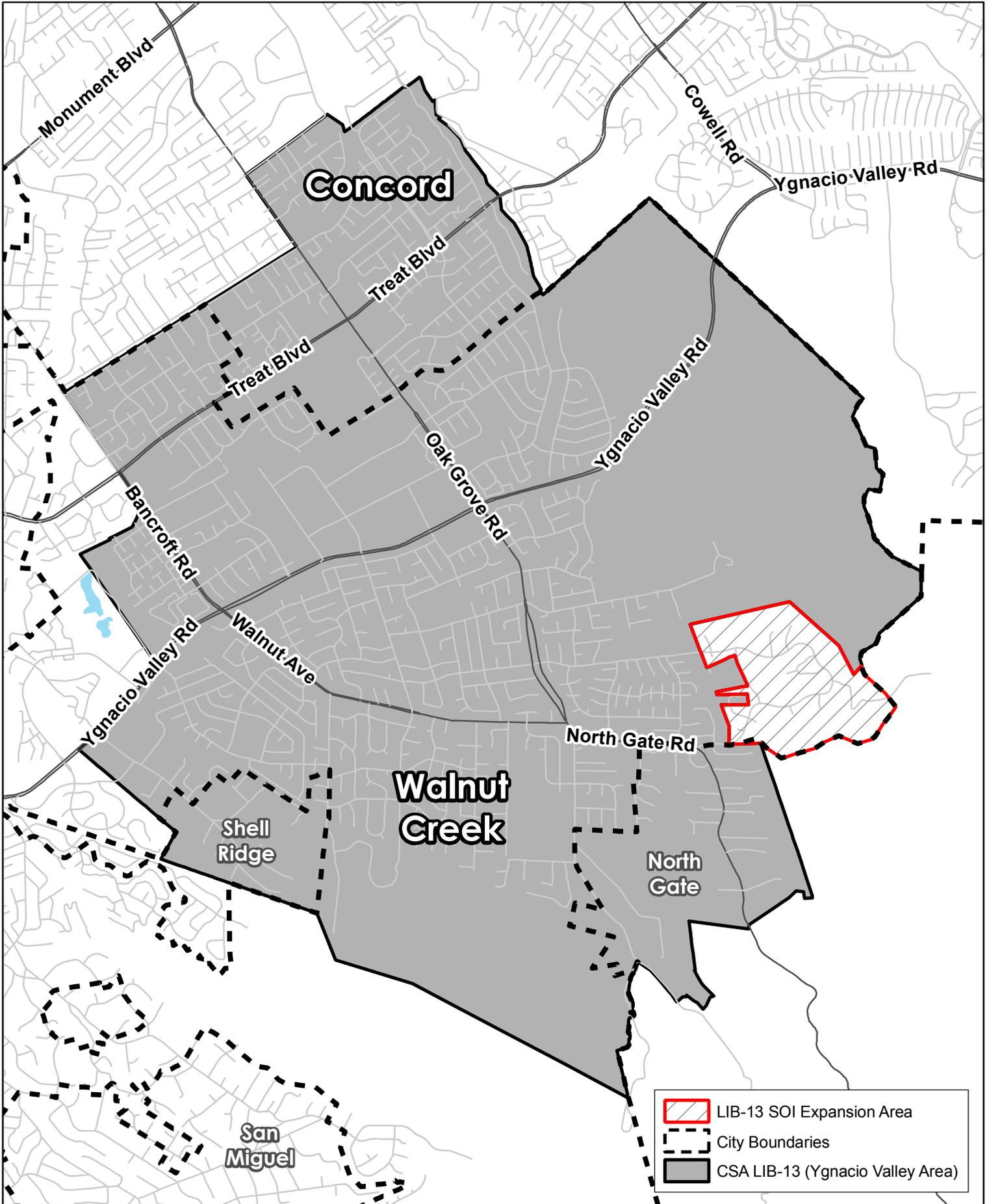
FEDERAL GLOVER, CHAIR, CONTRA COSTA LAFCO

I hereby certify that this is a correct copy of a resolution passed and adopted by this Commission on the date stated above.

Dated: February 13, 2013

Lou Ann Teixeira, Executive Officer

Rancho Paraiso Area SOI Expansion of Community Service Area LIB-13 Ygnacio Valley Area



Map created 02/05/2013
 by Contra Costa County Department of
 Conservation and Development, GIS Group
 30 Muir Road, Martinez, CA 94553
 37:59:41.791N 122:07:03.756W

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