



CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION

40 Muir Road, 1st Floor • Martinez, CA 94553

e-mail: LouAnn.Teixeira@lafco.cccounty.us

(925) 313-7133

Lou Ann Teixeira  
Executive Officer

MEMBERS

Candace Andersen  
County Member

Donald A. Blubaugh  
Public Member

Tom Butt  
City Member

Igor Skaredoff  
Special District Member

Federal Glover  
County Member

Michael R. McGill  
Special District Member

Rob Schroder  
City Member

ALTERNATE MEMBERS

Diane Burgis  
County Member

Stanley Caldwell  
Special District Member

Charles R. Lewis, IV  
Public Member

Edi Birsan  
City Member

April 14, 2021 (Agenda)

Contra Costa Local Agency Formation Commission (LAFCO)  
40 Muir Road, 1<sup>st</sup> Floor  
Martinez, CA 94553

**April 14, 2021**  
**Agenda Item 7**

**2<sup>nd</sup> Round “Parks & Recreation Services” Municipal Services Review  
Public Review Draft Report**

Dear Members of the Commission:

**BACKGROUND:** The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) requires that every five years the Commission shall, as necessary, review and update each sphere of influence (SOI); and that in conjunction with the SOI update, the commission shall conduct a municipal service review (MSR).

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

The MSR is an important tool for LAFCO in fulfilling its legislative mandate to coordinate the efficient and logical development of local government agencies and services. The MSR serves as a basis for SOI updates and future boundary changes.

Contra Costa LAFCO continues its work on MSRs having completed 2<sup>nd</sup> round reviews of water and wastewater services (2014), reclamation services (2015), fire/EMS services (2016), healthcare services (2018), and “city services” (2019).

**SUMMARY:** In December 2019, LAFCO initiated its 2<sup>nd</sup> round “Parks & Recreation Services” MSR covering all 19 cities, four community services districts (CSDs), three parks & recreation districts, one regional park district, and eight County Service Areas (CSAs).

The 2<sup>nd</sup> round “Parks & Recreation Services” MSR focuses on the following:

- ✚ Updating profile data including growth and population, finances (expenses, revenues, debt, reserves, rates/fee schedules, other fiscal indicators); and staffing
- ✚ Capacity of public services, programs, and facilities; and service to disadvantaged communities
- ✚ Shared services/facilities and collaboration

- ✚ Accountability, structure, and efficiencies
- ✚ Governance structure options

**The MSR Process** - Following a formal Request for Proposal and selection process, Economic & Planning Systems, Inc. and Berkson Associates were hired to prepare the MSR report.

To date, the MSR process has entailed the following:

- ✚ December 2019 – Kick-off
- ✚ February 2020 - Presentation to Public Managers Association
- ✚ January – October 2020 – Data Collection/Verification (4-month extension granted at the request of City Managers due to COVID)
- ✚ October 2020 – March 2021 – Follow-up with local agencies, analysis, drafting of report
- ✚ April 1, 2021 – release of Public Review Draft MSR

The Public Review Draft Parks & Recreation Services MSR was released on April 1, 2021 and posted on the LAFCO website (<http://contracostalafco.org/agencies/municipal-service-reviews/>). Local agencies and interested parties were notified of the availability of the report and 30-day public comment period, which ends on April 30, 2021. Local agencies are encouraged to place the Public Review Draft MSR on their City Council/Board agendas for public discussion and input.

On April 14<sup>th</sup>, LAFCO will hold the first of two public hearings on the Public Review Draft MSR. At the hearing, the MSR consultants will present a summary of the MSR report and major findings. Following the presentation and LAFCO staff report, the Commission will receive public comment and provide direction. No final action on the Draft MSR report will be taken on April 14<sup>th</sup>. To date, LAFCO has received written comments from Roger Chelemedos, a copy of which is attached (Attachment 1).

The Commission will be asked to set a public hearing for June 9, 2021, at which time the Commission will be asked to accept the Final MSR report, adopt the required MSR and SOI determinations, and update the SOIs for the three park & recreation districts and eight CSAs covered in the MSR report. The SOIs for the 19 cities and four CSDs were updated in conjunction with the 2019 City Services MSR; and Alameda LAFCO is the principal LAFCO for East Bay Regional Park District and is responsible for updating that District's SOI.

#### **RECOMMENDATIONS:**

1. Receive the staff report and consultants' presentation,
2. Open the public hearing and receive comments,
3. Close the public hearing and provide comments and direction to the MSR consultants and LAFCO staff, and
4. Direct LAFCO staff to set a public hearing for June 9, 2021, at which time the Commission will be asked to accept the Final MSR, make the required determinations, and update SOIs.

Sincerely,

  
LOU ANN TEXEIRA  
EXECUTIVE OFFICER

Attachment 1 – Correspondence from Roger Chelemedos

c: Distribution

March 28, 2021

Dear Lafco Commissioners,

We understand that the Pleasant Hill Parks and Recreation Boundaries are under review, which review has been substantially delayed by the Covid Pandemic. Since it has been two years since our first formal communication, we felt it best to send a letter to update you on what has happened in the district since our prior letter, which lays out the substantial case for removal from the district and that original letter is included in your materials and was signed by a representative 40 members of our community. Some of the below has been brought to your attention in public meetings pre-covid, and we apologize for any duplication.

Said again, we firmly believe that zip code 94549 (Lafayette residents, city and county) should no longer be a part of the park district, this a very antiquated inclusion and is no longer appropriate and the district is surely committed to parks and recreation for residents of Pleasant Hill (and not Lafayette) as the district states over-and-over in its marketing materials--please see a recent General Manager communication included herewith making that exact statement.

As we have previously noted, there is one district park near the Lafayette/Pleasant Hill border, Brookwood Park. Since the Measure K parcel tax passed over 10 years ago, the 94549 residents (residents of Lafayette city and county), we estimate, have provided the park district between ~\$500,000-\$1,000,000 in tax receipts, and this individual park has received no meaningful investment...the basketball court and picnic facilities are unusable and park facility/equipment is substantially deteriorated. The park is used as a local dog

park for VERY nearby residents of Pleasant Hill and Lafayette, no more more no less. It is a treacherous walking area since we do not have sidewalks leading through our neighborhoods to the park and our streets are narrow and quite dangerous and we have a lot of cut-through traffic. Very sadly, you might recall that a bicyclist lost his life in August, 2018 on these streets. It is not fair to continue to saddle the 94549 residents into the district for maintenance of this one park. In fact, we have now adequately funded it in perpetuity.

As I mentioned to the LAFCO board last year, the district was looking to raise an additional \$63.5 million via Measure A, an additional cost between \$5,000 and \$10,000 over the life of a typical household in zip code 94549 and, again, for no additional benefit to our community and the parks and recreation that we use...in Lafayette. Lafayette residents were caught off-guard by this ballot initiative, and we worked quickly to defeat it despite being substantially outspent. That said, it is a sad day when we are working to defeat park and recreation measures because of antiquated lines on a district map...we worked to defeat it only because it is inappropriate grab of taxpayer money since we do not use the facilities of the district, especially those we are paying for so dearly.

Since Measure A was defeated, I have communicated several times with the general manager of the district. Although pleasant and friendly conversations, the fact remains that we are not served by the district and we want out or a substantial break on fees we pay to the district. We have and are contributing substantial sums into the district treasury, and the district is happy with that...but we are not. Out of pure economic necessity, we will oppose any and all measures to raise additional taxes/bonds that serve to benefit the park district. And we know that is crazy, **and only you can help us fix the inequity**. I have spoken with Ms. Texeira several times about removal from the district and, I must say, it is a staggering process and we desperately need your help to find a simple way to exit the district and/or stop paying additional bond/tax funds in perpetuity. The exit process is simply too hard and too costly for us to navigate.

It is much easier to defeat a ballot measure. In fact, in the day of social media, it is very easy to defeat a tax measures that require two-thirds approval to pass...Measure K received a 45% "no" vote, of which I am sure we were a substantial portion.

We thank you for your time, and we kindly ask for your help.

Respectfully submitted on behalf of the 40 residents who signed the original attached documents, and thank you,

Roger Chelemedos

March 29, 2019

Contra Costa Local Agency Formation  
Commission  
651 Pine St, 6<sup>th</sup> Floor

Attn: Ms. Lou Ann Texeira

Dr. Commission Members and Staff

On behalf of the Lafayette residents of Reliez Valley, we kindly request a review of the district boundaries of the Pleasant Hill Parks and Recreation District a("the District or PHPRD") and ultimately the removal of all Lafayette residents (city and county) from the District.

As you know, the District was established in 1951, before incorporation of the cities of Pleasant Hill and Lafayette. Since then, much has changed. Very importantly, with the incorporation of Lafayette, and the change in school district for Reliez Valley residents from the Pleasant Hill to Lafayette schools (~30 years ago), the Lafayette Reliez Valley residents find themselves in a predicament...paying huge sums to the Pleasant Hill Parks and Recreation District for services and facilities they barely, if ever, use. This was significantly exacerbated by the passage of Measure E in 2009, which will cause many of Lafayette's residents to pay in excess of \$10,000 over the 30-year term of the Measure E bond, the proceeds of which were largely used to build Pleasant Hill's Senior Center, Pleasant Hill's Teen Center, the Pleasant Hill community center, significantly upgrade Pleasant Hill's Pleasant Oaks Park, and upgrade bathroom facilities at various parks primarily serving Pleasant Hill citizens. These facilities are lightly, if ever, used by Lafayette residents.

PHPRD is awesome, and we admire the District and its leaders, but we are served by the Lafayette Parks and Recreation Department and Lafayette Moraga Youth Association and have been for many years. It is simply unfair for our constituents to pay such large sums to PHPRD. We estimate that our Lafayette neighbors pay between \$50,000 and \$100,000 annually for the facilities that we do not use. And since we only represent a small fraction of the constituents of the district (~300 of 16,000 households, <2%), we are totally disenfranchised and kindly need help to separate from the District. It is our view, supported by activities and investments in the District, that the District's focus is squarely on central and eastern Pleasant Hill, as the use of the Measure E proceeds proves, and as further evidenced by the District's recent agreement to purchase a \$3 million , 5-acre parcel on Oak Park Boulevard, adjacent to Pleasant Hill Middle School, for future park development.

Separately, our residents are submitting to have the sphere of influence for our area reviewed and changed from Pleasant Hill to Lafayette. We support this effort

wholeheartedly, and also believe this is a change that should have been made many years ago, probably when the school district in this area was changed.

We understand that there is a financial downside to removing our constituents from the District. That said, there may be no better time than now to separate., and keeping us in the district just because provide money, but do not use the facilities, is fundamentally unfair. We note that the District has operated at a significant surplus for 5 years in a row, ending the most recent year with a \$400,000 surplus and an unheard of A+ credit rating from Standard Poor's.

We read the report by Burr Consulting from the last time a district review was undertaken. We noted that the consultant called out "In areas where PHRPD boundaries overlap city boundaries there would appear to be a duplication of services, as both PHRPD and the cities of Lafayette and Walnut Creek provide park and recreation services" and that different boundary options were considered, including the exclusion of Lafayette residents from the district. Based on the report, it appears that the primary reason for not separating Lafayette from the district is the adjacency of Brookwood Park to Lafayette. More than once, the report indicates that "residents in this area visit the park frequently due to the proximity". While the adjacency is undeniable, very few residents use the park. It is aging, with no investment made in over 15 years (with exception of the installation of 2 port-a-potties from Brookwood Park's portion of the Measure E funds), and, most importantly, it is poorly located. The park is at the corner of two very busy streets, Taylor Blvd and Withers Avenue. There are very few sidewalks in proximity to the park, so getting to the park is treacherous. From our observations over the past several years, the park is scantily utilized except for occasional dog walkers from the immediate (< 50 home) neighborhood. There are many options here, but none of them should fairly ask the citizens of Lafayette to pay \$50,000 -\$100,000 per year so a small number of dog walkers can use Brookwood Park. If separated, we would hope to work with the District to find a more equitable funding solution for ongoing maintenance at Brookwood Park.

Again, on behalf of the Lafayette city and county residents of Reliez Valley, we kindly and respectfully ask for separation from the Pleasant Hill Parks and Recreation District. We are simply not connected to the District in vision, strategy, recreational facilities and services and do not share the view that District should be concentrically focused on Pleasant Hill with us as a part of the District. While it might have made sense for our neighborhood to belong to the district in the past, that is simply not the case any longer, and has become, financially, heavily burdensome and fundamentally unfair.

Thank you for you consideration.

Respectfully, Lafayette City & County Residents and District Members,

Electronically signed by:

Shira Abel

Tom Barber

Roger Chelemedos

Yumi Chelemedos

Franca Del Ponte

Dave Dorian

Rachel Dreyer

Tom Dreyer

Brian Dunton

Shawna Dunton

Chris Evans

Lindy Evans

John Hemmenway

Kathy Hemmenway

Leonora Holmes

Neil Holmes

Hayes Hollar

Heidi Keely

Rick Keely

Rosemary Kirbach

Raj Krishna

Rupy Krishna

Lynda Lurie

Cathy McCarthy

Jack McCarthy

Maria Nelson

Matt Nelson

Dan O'Toole

Stephanie O'Toole

Erin Park

April Raffel

Robert Raffel

Ashley Stevens

Mike Stevens

Pete Stevens

Penny Stevens

Deborah Warren

Fred Warren

Jocelyn Werner

Peter Werner





# General Manager's Message

## Celebrating 70 Years of Play!

By Michelle Lacy

General Manager, Pleasant Hill Recreation & Park District

**Happy New Year!**

Get ready to celebrate with us! On January 19th, the Rec & Park District officially turns 70 years old and we have lots of plans in the works to celebrate this exciting anniversary milestone! Watch for fun virtual and in-person (when allowed) commemorative activities all year long, kicking off with a virtual Anniversary Cake Bake-Off and other fun Birthday celebrations in January and social media trivia contests in February. All ages welcome to participate! Visit our website at [www.pleasanthillrec.com](http://www.pleasanthillrec.com) or follow us on our Rec & Park Facebook, Instagram or Twitter pages @pleasanthillrec to learn more about our 70th anniversary festivities.

Celebrating your 70th birthday in 2021 or know a local resident who is? Send us a photo and contact information, including

### About Pleasant Hill Rec & Park District

Established on January 19, 1951, Pleasant Hill Recreation & Park District was formed by the citizens who valued parks and recreational opportunities for all people in their community. Rec & Park became a special district, a unique government entity, separate from the City of Pleasant Hill and other organizations, and has grown to become a cornerstone of what makes Pleasant Hill such a great place to live in. Today, Rec & Park provides and manages extensive District-owned parks, community facilities, open space, and recreation programs and events throughout the community. The support of the community and the countless volunteers over the years has been tremendous and paramount to many of Rec & Park efforts to improve, build and make life better for everyone. Thank you

As long  
we would  
for product  
past  
seem to  
new  
focus  
business  
and  
we are  
my  
Ele