

CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION  
EXECUTIVE OFFICER'S REPORT

August 11, 2021 (Agenda)

August 11, 2021  
Agenda Item 7

LAFCO 21-03 Beacon West & Willow Mobile Home Park – Contra Costa Water District (CCWD) and Diablo Water District (DWD) Sphere of Influence (SOI) Expansions

APPLICANT Contra Costa Water District – Resolution 20-020, December 16, 2020

ACREAGE & LOCATION The applicant proposes to expand the CCWD SOI by a total of 37.58± acres to include 14.27± acres (Beacon West) and 23.31± acres (Willow Mobile Home Park); and expand the DWD SOI by a total of 30.1± acres to include 6.79± acres (Beacon West) and 23.31± acres (Willow Mobile Home Park).

The subject areas are located on Bethel Island in East Contra Costa County and are within the Contra Costa County Urban Limit Line (see Exhibits A and B). The entirety of Bethel Island is a Disadvantaged Unincorporated Community (DUC). The applicant also submitted a corresponding proposal to annex the subject areas to CCWD and DWD.

PURPOSE The purpose of the proposal is to allow CCWD and DWD to extend municipal water to the Beacon West and Willow Mobile Home Park (WMHP) areas. The extension of municipal water is also subject to review and approval by the U.S. Bureau of Reclamation Central Valley Project.

BACKGROUND The extension of municipal water service to these areas is needed as the existing groundwater system, aging well, and reverse osmosis system are failing as described below.

The **Beacon West area**, located on the northern side of the island, comprises 23 parcels, 21 of which were annexed to DWD in 2003. There are two properties within Beacon West comprising 6.79± acres that were not included in the prior DWD annexation which are included in the current proposed SOI expansion and annexation. The applicant also proposes to add the Beacon West area (14.27± acres) to CCWD's SOI and service boundary. The groundwater system that previously served Beacon West exceeded the primary drinking water standard for arsenic and was abandoned in 2019.

The **WMHP area**, also located on the northern side of the island, includes 172 mobile homes (23.31± acres). Contra Costa County manages the WMHP ground water system through County Service Area (CSA) M-28. The mobile homes are connected to an aging well and reverse osmosis system that fails to meet secondary drinking water standards for manganese and specific conductance. The mobile home park also has a fire flow deficiency as there is insufficient water storage at the site. DWD is evaluating State Water Resources Control Board (SWRCB) grant funding to fund design and construction of the water line extension. Mark Brading with The Willows at Bethel Island submitted a letter expressing concerns with the existing water source and supporting extension of municipal water service to WMHP (Attachment 1).

DISCUSSION The Cortese-Knox-Hertzberg Act (CKH Act) empowers LAFCO with the responsibility for developing and determining the SOI of each local agency within the County, and for enacting policies designed to promote the logical and orderly development of areas within the SOIs.

An SOI is defined as *a plan for the probable physical boundary and service area of a local agency, as determined by LAFCO*. The intent of an SOI is to identify the most appropriate area for an agency's extension of services in the foreseeable future (e.g., 10-20 year horizon). Accordingly, territory included in an agency's

SOI is an indication that the probable need for service has been established, and that the subject agency has been determined by LAFCO to be the most logical service provider for the area.

Pursuant to Government Code section 56425, when amending an SOI for a local agency, LAFCO is required to consider and prepare a written statement of determinations with respect to the following:

1. ***The present and planned uses in the area, including agricultural and open space lands*** – The land uses on the subject areas include 23 single family homes and 172 mobile homes. General Plan and Zoning designations are as follows:

- ✚ **Beacon West Area** - County *General Plan* (GP) designations in this area include Single Family Residential – High (SH); SH with a Flood Hazard (FH) Combining District overlay; one parcel is designated Agricultural (AL); and a portion adjacent to Bethel Island Road is designated Open Space (OS). *Zoning* designations include SH, FH, General Agriculture (A-2), and Solar Energy Generation Combining District (SG).

- ✚ **WMHP** - County *GP* designation is Mobile Home (MO). County *Zoning* designations include Mobile Home/Manufactured Home Park (T-1) and FH.

The proposed SOI expansions and pending annexations will not facilitate new development or changes in land use and will have no impact on agricultural land.

2. ***The present and probable need for public facilities and services in the area*** – The existing residential land uses require public services, including municipal water. The existing ground water, well, and reverse osmosis systems are failing and do not meet water quality standards. Municipal water service through CCWD and DWD is needed.
3. ***The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide*** – Regarding wholesale water, CCWD’s boundary encompasses 220± square miles in central and eastern Contra Costa County. CCWD’s untreated water service area includes Antioch, Bay Point, Oakley, Pittsburg, and portions of Brentwood and Martinez. The District’s treated water service area includes Clayton, Clyde, Concord, Pacheco, Port Costa, and parts of Martinez, Pleasant Hill, and Walnut Creek. CCWD also treats and delivers water to the City of Brentwood, Golden State Water Company (Bay Point), Diablo Water District (Oakley), and the City of Antioch. CCWD provides treated water service to approximately 250,000 residents and untreated water service that supports approximately 250,000 residents for a total population of approximately 500,000 (61,858 treated and 346 untreated water connections). The primary sources of water are the United States Bureau of Reclamation (USBR) Central Valley Project (CVP) and delta diversions. One of CCWD’s prerequisites for service, including future annexation, is inclusion in the CVP service area. The CVP inclusion review is a separate process and requires specific environmental documents. Subsequent to LAFCO’s approval of the SOI amendments and annexations, CCWD will proceed with the CVP inclusion review. CCWD is using “Proposition 1 Disadvantaged Community Involvement Grant Funding”, which is managed by the Department of Water Resources, in conjunction with this proposal.

Regarding retail water, DWD encompasses 21± square miles including Oakley, downtown Knightsen, parts of Bethel Island including Delta Coves, and unincorporated areas including the Hotchkiss Tract, East Cypress Corridor Specific Plan Area, and the Summer Lakes development. DWD collects, treats and supplies municipal water to over 42,000 residents. The District’s primary sources of water include CVP (purchased from CCWD) and groundwater extracted from the East Contra Costa Subbasin.

DWD is the local water service provider that will permanently serve these two areas following annexation and inclusion. In 2019, DWD completed a 6-inch emergency water line extension to serve Beacon West. Each of the Beacon West parcels have a water meter. The WMHP parcels will have a

single water meter once the new treated line is designed and constructed to serve the 172 mobile homes.

Based on their recent future water supply studies and urban water management plans, both CCWD and DWD indicate they have the capacity to serve the project. The districts and landowners will work together to complete the CVP inclusion process.

4. ***The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency*** – The subject areas are located in unincorporated Bethel Island. Both CCWD and DWD have a presence in the area as both districts provide water service to neighboring developments in Bethel Island and in the City of Oakley. As noted above, the entirety of Bethel Island is a DUC. In accordance with LAFCO law, in updating or amending a SOI, LAFCO must consider needs or deficiencies related to sewer, municipal and industrial water, and structural fire protection in any DUC within or contiguous to the subject agency’s SOI.
5. ***Nature, location, extent, functions & classes of services to be provided*** – CCWD provides treated water service to Clayton, Clyde, Concord, Pacheco, Port Costa, and parts of Martinez, Pleasant Hill, and Walnut Creek. CCWD also treats and delivers water to the City of Brentwood, Golden State Water Company (Bay Point), Diablo Water District (Oakley), and the City of Antioch. CCWD serves approximately 500,000 residents (61,858 treated and 346 untreated water connections) in Central and East Contra Costa County. The primary sources of water are the USBR CVP and delta diversions. CCWD is expected to provide wholesale water to the subject area.

DWD provides retail water to the City of Oakley, downtown Knightsen, parts of Bethel Island including Delta Coves, and unincorporated areas including the Hotchkiss Tract, East Cypress Corridor Specific Plan Area, and the Summer Lakes development. DWD collects, treats and supplies municipal water to over 42,000 residents. The District’s primary sources of water include CVP (purchased from CCWD) and groundwater extracted from the East Contra Costa Subbasin. DWD is expected to provide retail water to the subject area.

**Environmental Impact of the Proposal** – CCWD, as Lead Agency, found the project exempt pursuant to CEQA Guidelines sections 15303 – *New Construction or Conversion of Small Structures* and section 15319 *Annexations of Existing Facilities and Lots for Exempt Facilities*.

**ALTERNATIVES FOR COMMISSION ACTION**

After consideration of this report and any testimony or additional materials that are submitted, the Commission should consider taking one of the following actions:

- Option 1** Adopt the resolution (Attachment 2) approving the proposed CCWD and DWD SOI expansions to CCWD’s SOI by a total of 37.58± acres to include 14.27± acres (Beacon West) and 23.31± acres (Willow Mobile Home Park), and to DWD’s SOI by a total of 30.1± acres to include 6.79± acres (Beacon West) and 23.31± acres (Willow Mobile Home Park).
  - A. Determine that CCWD, as Lead Agency, found the project exempt pursuant to CEQA Guidelines sections 15303 – *New Construction or Conversion of Small Structures* and section 15319 *Annexations of Existing Facilities and Lots for Exempt Facilities*
  - B. Adopt this report and expand the SOIs of CCWD and DWD as described herein and shown on the attached map.

- Option 2** Adopt this report and DENY the proposal.

**Option 3** If the Commission needs more information, CONTINUE this matter to a future meeting.

**RECOMMENDATION** **Option 1 – approve the SOI expansions as proposed.**

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LOU ANN TEXEIRA, EXECUTIVE OFFICER  
CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION

Exhibit

Exhibit A - Map – Proposed CCWD SOI Expansion

Exhibit B - Map – Proposed DWD SOI Expansion

Attachment

Attachment 1 - Letter from Mark Brading – The Willows at Bethel Island

Attachment 2 - Draft LAFCO Resolution – CCWD and DWD SOI Expansions

c: Mark A. Seedall, Principal Planner, Contra Costa Water District  
Dan Muelrath, General Manager, Diablo Water District  
Carl Roner, Contra Costa County Public Works



## THE WILLOWS AT BETHEL ISLAND

3656 Willow Road  
Mailing Address  
P. O. Box 428 • Bethel Island, CA 94511  
(925) 684-3536

RECEIVED

June 21, 2021

Lisa M. Borba, President  
Board of Directors  
Contra Costa Water District  
1331 Concord Avenue  
Concord, CA 94520

JUN 24 2021

CCWD  
BOARD OF DIRECTORS

RE: Letter of Support for Expansion of Contra Costa Water District / Diablo Water District (CCWD/DWD) to The Willows at Bethel Island mobilehome park.

Dear President Borba:

I am writing to express the support of The Willows at Bethel Island (Park) for the expansion of the CCWD/DWD water service to our Park. The extension of water service to the Park will provide our homeowners with a reliable source of quality water while also improving the reliability and capability of our fire hydrants.

Over the years the County has done their best to maintain a reverse osmosis water filtration system for our Park residents. However, due to the cost of maintenance, the cost of replacement components, and the constant monitoring requirements, this filtration system became too expensive to operate and as a result our Park residents are receiving unfiltered well water for their domestic water supply.

Since the 172 mobilehomes in our Park are reliant on a single well source for domestic water, this is a constant concern for our homeowners. What happens if the well becomes contaminated? What happens if the well dries up or is not capable of supplying sufficient water? When the power is out, so is the water supply for our homeowners. Even though our Park has fire hydrants located throughout, these hydrants are dependent on electricity to the well pump and are also limited by the capacity of the storage tank.

The CCWD/DWD domestic water supply extension to The Willows at Bethel Island will provide our homeowners with a reliable, quality, sustainable, and affordable water source while also improving the fire suppression capabilities within the Park. For all of these reasons, The Willows at Bethel Island is in favor of expanding the CCWD/DWD water service to our Park.

Sincerely,

Mark Brading  
The Willows at Bethel Island

cc: File

SPHERE OF INFLUENCE RESOLUTION NO. 21-03

RESOLUTION OF THE CONTRA COSTA LOCAL AGENCY FORMATION COMMISSION  
 MAKING DETERMINATIONS AND EXPANDING THE SPHERES OF INFLUENCE  
 OF CONTRA COSTA WATER DISTRICT AND DIABLO WATER DISTRICT  
 (BEACON WEST AND WILLOW MOBILE HOME PARK)

WHEREAS, a proposal to expand the spheres of influence (SOIs) of Contra Costa Water District (CCWD) and Diablo Water District (DWD) was filed with the Contra Costa Local Agency Formation Commission (LAFCO) pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56425); and

WHEREAS, at the time and in the manner required by law the Executive Officer has given notice of the Commission's consideration of the proposal; and

WHEREAS, the Commission heard, discussed and considered all oral and written testimony related to the proposal including, but not limited to, the Executive Officer's report and recommendation, the environmental document or determination, SOIs and applicable General and Specific Plans and all testimony, correspondence and exhibits received during the public hearing, all of which are included herein by reference;

NOW, THEREFORE, the Contra Costa LAFCO DOES HEREBY RESOLVE, DETERMINE AND ORDER as follows:

1. The matter before the Commission is the proposed expansion of Contra Costa Water District's (CCWD) SOI by a total of 37.58± acres, and a proposed expansion of Diablo Water District's (DWD) SOI by a total of 30.1± acres, to extend municipal water to Beacon West and Willow Mobile Home Park, located in unincorporated Bethel Island.
2. The Commission is a Responsible Agency under the California Environmental Quality Act (CEQA); and in accordance with CEQA, finds the project is exempt pursuant to CEQA Guidelines, Sections 15303 and 15319, consistent with the determination of CCWD acting as Lead Agency.
3. The Commission has considered the criteria set forth in Government Code §56425 and determines as follows:

***The present and planned uses in the area, including agricultural and open space lands*** – The County *General Plan* designations for the Beacon West area include Single Family Residential – High (SH); SH with a Flood Hazard (FH) Combining District overlay; one parcel is designated Agricultural (AL); and a portion adjacent to Bethel Island Road is designated Open Space (OS); *Zoning* designations for this area include SH, FH, General Agriculture (A-2), and Solar Energy Generation Combining District (SG).

The County *General Plan* designation for the Willow Mobile Home Park (WMHP) area is Mobile Home (MO); and County *Zoning* designations for this area include Mobile Home/Manufactured Home Park (T-1) and FH.

The proposed SOI expansions and pending annexations will not facilitate new development or changes in land use and will have no impact on agricultural land.

***The present and probable need for public facilities and services in the area*** – The existing residential land uses require public services, including municipal water. The existing ground water, well, and reverse osmosis systems are failing and do not meet water quality standards. Municipal water service through CCWD and DWD is needed.

***The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide*** – DWD is the local water service provider that will serve these two areas following annexation and inclusion. In 2019, DWD completed a 6-inch water line extension to serve Beacon West. Each of the Beacon West parcels will be required to have a water meter. The WMHP parcels will have a single water meter once the new treated line is designed and constructed to serve the 172 mobile homes. CCWD will serve as the wholesale water provider. Based on their recent future water supply studies and urban water management plans, both CCWD and DWD indicate

they have the capacity to serve the project. Following SOI and annexation approval by LAFCO, CCWD will work with the United States Bureau of Reclamation (USBR) to complete the Central Valley Project (CVP) inclusion review.

**The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency** - The subject areas are located in unincorporated Bethel Island. Both CCWD and DWD have a presence in the area as both districts provide water service to neighboring developments in Bethel island and in the City of Oakley. The entirety of Bethel Island is a Disadvantaged Unincorporated Community (DUC). In accordance with LAFCO law, in updating or amending a SOI, LAFCO must consider needs or deficiencies related to sewer, municipal and industrial water, and structural fire protection in any DUC within or contiguous to the subject agency’s SOI.

**Nature, location, extent, functions & classes of services to be provided** – CCWD provides treated water service to Clayton, Clyde, Concord, Pacheco, Port Costa, and parts of Martinez, Pleasant Hill, and Walnut Creek. CCWD also treats and delivers water to the City of Brentwood, Golden State Water Company (Bay Point), DWD (Oakley), and the City of Antioch. CCWD serves approximately 500,000 residents (61,858 treated and 346 untreated water connections) in Central and East Contra Costa County. The primary sources of water are the USBR CVP and delta diversions. CCWD is expected to provide wholesale water to the subject area.

DWD provides retail water to the City of Oakley, downtown Knightsen, parts of Bethel Island including Delta Coves, and unincorporated areas including the Hotchkiss Tract, East Cypress Corridor Specific Plan Area, and the Summer Lakes development. DWD collects, treats and supplies municipal water to over 40,000 residents. The District’s primary sources of water include CVP (purchased from CCWD) and groundwater extracted from the East Contra Costa Subbasin. DWD is expected to provide retail water to the subject area.

- 4. The SOIs of CCWD and DWD are hereby expanded to include the areas as shown on the attached maps (Exhibits A and B).
- 5. CCWD and DWD services are limited to serving the subject properties (Beacon West and Willow Mobile Park).

\*\*\*\*\*

PASSED AND ADOPTED THIS 11<sup>th</sup> day of August 2021, by the following vote:

AYES:  
NOES:  
ABSTENTIONS:  
ABSENT:

\_\_\_\_\_  
IGOR SKAREDOFF, CHAIR, CONTRA COSTA LAFCO

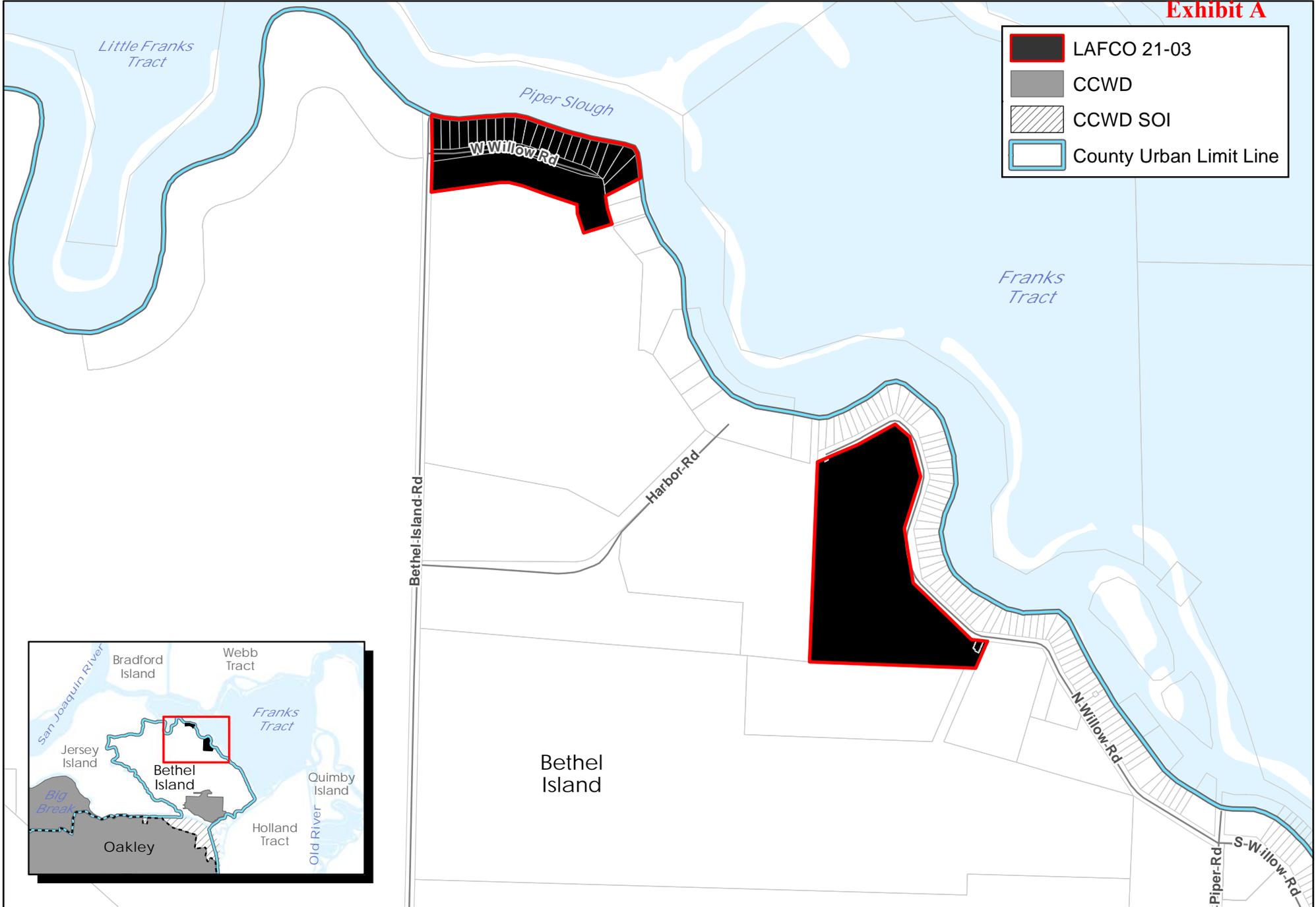
*I hereby certify that this is a correct copy of a resolution passed and adopted by this Commission on the date stated above*

Dated: August 11, 2021

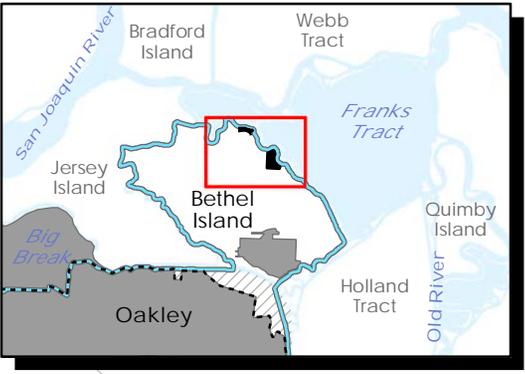
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Lou Ann Texeira, Executive Officer

# LAFCO No. 21-03: Contra Costa Water District SOI Amendment-Beacon West & Willow Mobile Home Park

**Exhibit A**

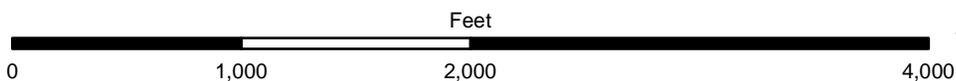


	LAFCO 21-03
	CCWD
	CCWD SOI
	County Urban Limit Line



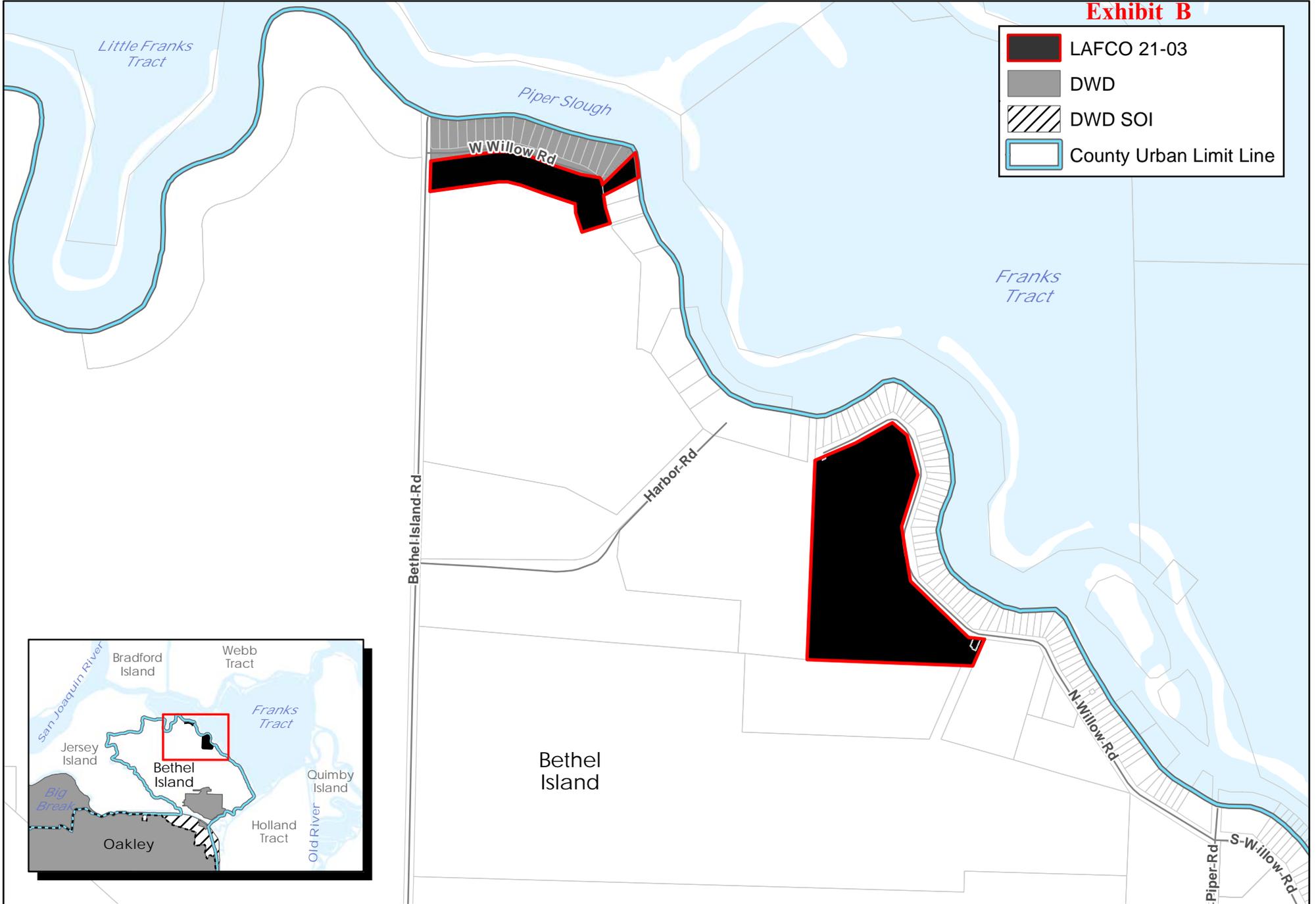
Map created 05/14/2021  
 by Contra Costa County Department of Conservation and Development, GIS Group  
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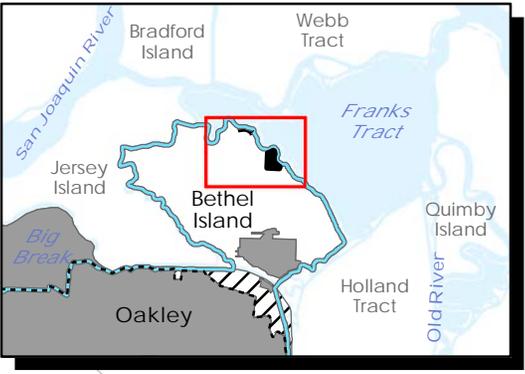


# LAFCO No. 21-03: Diablo Water District SOI Amendment-Beacon West & Willow Mobile Home Park

## Exhibit B



	LAFCO 21-03
	DWD
	DWD SOI
	County Urban Limit Line



Map created 07/16/2021  
 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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0 1,000 2,000 4,000 Feet

A scale bar is provided below the text, showing increments of 1,000 feet up to 4,000 feet. To the right of the scale bar is a north arrow with cardinal directions (N, S, E, W) and a circular logo for the Contra Costa County Department of Conservation and Development.