



Lou Ann Texeira  
 Executive Officer

**MEMBERS**

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| <b>Candace Andersen</b><br><i>County Member</i>         | <b>Federal Glover</b><br><i>County Member</i>              |
| <b>Donald A. Blubaugh</b><br><i>Public Member</i>       | <b>Michael R. McGill</b><br><i>Special District Member</i> |
| <b>Tom Butt</b><br><i>City Member</i>                   | <b>Rob Schroder</b><br><i>City Member</i>                  |
| <b>Igor Skaredoff</b><br><i>Special District Member</i> |  |

**ALTERNATE MEMBERS**

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|---|
| <b>Diane Burgis</b><br><i>County Member</i>               |
| <b>Stanley Caldwell</b><br><i>Special District Member</i> |
| <b>Charles R. Lewis, IV</b><br><i>Public Member</i>       |
| <b>Edi Birsan</b><br><i>City Member</i>                   |

November 10, 2021 (Agenda)  
 Contra Costa Local Agency Formation Commission  
 40 Muir Road, 1<sup>st</sup> Floor  
 Martinez, CA 94553

**November 10, 2021  
 Agenda Item 7**

**Initiation of Dissolution - County Service Areas R-9 and R-10**

Dear Members of the Commission:

**SYNOPSIS**

In August 2021, Contra Costa LAFCO completed its 2<sup>nd</sup> round *Parks & Recreation Services Municipal Services Review (MSR)* and *Sphere of Influence (SOI)* updates. In accordance with the recommendations contained in the MSR, the Commission adopted zero SOIs for County Service Areas (CSAs) R-9 and R-10 signalling future dissolution of the districts.

Pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, LAFCO has the authority to initiate dissolution, set terms and conditions, and designate a successor agency to wind up the affairs of the dissolved district.

**DISCUSSION**

**CSA R-9** was formed in 1974 to provide park services to the unincorporated El Sobrante community. Since formation, there were five detachments from and three annexations to R-9. The R-9 service area is approximately 3.1± square miles with an estimated population of 14,546 (2020).

CSA R-9 is almost entirely within the City of Richmond’s SOI with a small portion in the north that lies within the City of Pinole’s SOI, and an island to the southwest which lies within the City of San Pablo’s SOI. There are no disadvantaged communities within the R-9 SOI.

Within R-9 is the Children’s Reading Garden located at the El Sobrante library. The Reading Garden was built with one time Park Dedication Fees and designed to have minimal maintenance. The Reading Garden is maintained by volunteers and the Library. R-9 has no money and no funding source. Park improvements in El Sobrante have been funded with one time park dedication funds collected on new development. The County reports that reliance on volunteer

community members is not sustainable due to liability and accountability issues. Further, the Reading Garden is  $0.1\pm$  acres and does not provide sufficient capacity to meet current or future demands. There are limited opportunities for shared facilities given R-9's lack of resources.

Regarding financial ability of the district to provide services, R-9 lacks a secure source of revenue. Planned expenditures are expected to exceed revenues, which means maintenance and other expenses may need to be partially deferred. Two past attempts to pass assessments in 1985 and 1998 failed.

The recommendation included in the MSR is to dissolve CSA R-9 and shift the park maintenance duties to the County's Landscape and Lighting District (LL-2). However, there are no existing LL-2 funds for this area. CSA R-9 currently has no assets, liabilities, outstanding debts, judgments, contracts, or claims; nor does CSA R-9 receive a tax increment. In conjunction with the dissolution, the County will be named the successor agency to wind up the affairs of CSA R-9.

Supervisor John Gioia recently informed LAFCO that his office is assembling a stakeholder group in El Sobrante to explore placing a measure on the ballot in R-9 (unincorporated El Sobrante) for park funding. Supervisor Gioia requests that LAFCO defer action to dissolve R-9 while the stakeholder group meets. In response to Supervisor Gioia's request, LAFCO staff recommends deferring initiation of dissolution of R-9, and that an update on the potential measure and related efforts be provided to LAFCO within the next 6-9 months.

**CSA R-10** was formed in 1987 to provide recreation services through the Lefty Gomez Community Center facility and its baseball fields located in unincorporated Rodeo and areas northeast of the City of Hercules. Since formation, there have been no boundary changes to R-10. The R-10 service area is approximately  $7.37\pm$  square miles with an estimated population of 8,700 (2020). Rodeo is a disadvantaged community.

Regarding facilities and capacity, at a net cost to the district each year, R-10 maintains the Lefty Gomez Community Center building. County staff reported that the facilities are in poor condition and in need of significant investment. Considerable infrastructure needs exist, however, there is currently no available funding. Further, the community center is not adequately sized to meet community needs.

As for funding and financial ability of R-10 to provide services, R-10 relies on Community Center rentals to generate revenue and has no other secure source of funding. The recent loss of a lease with the County Office of Education and insufficient revenues to meet current obligations have resulted in deferred maintenance and ongoing financial burden. The COVID pandemic has severely impacted R-10 revenues.

Previously, R-10 had a citizen advisory committee; however, each of the five seats is vacant, and the committee has effectively dissolved.

The recommendation included in the MSR is to dissolve R-10. In the long-term, because the Lefty Gomez Community Center and adjacent ballfields are located on a parcel owned by the John Swett

Unified School District, the parcels may be returned to the School District. In conjunction with the dissolution, the County will be named the successor agency to wind up the affairs of CSA R-10.

**ALTERNATIVES FOR COMMISSION ACTION:** After consideration of this report and any additional information, the Commission is asked to take one of the following actions:

**Option 1**      Defer adopting a resolution initiating dissolution of CSA R-9 and request an update within 6-9 months regarding the status of CSA R-9 including future funding options; 2) adopt a resolution initiating dissolution of CSA R-10; and direct staff to proceed with dissolution proceedings to be considered by the Commission at a future meeting.

**Option 2**      Adopt a resolution initiating dissolution of CSA R-9 (Attachment 1); and adopt a resolution initiating dissolution of CSA R-10 (Attachment 2); and direct staff to proceed with dissolution proceedings to be considered by the Commission at a future meeting.

**Option 3**      Do not adopt a resolution initiating dissolution of CSA R-9 or R-10.

**Option 4**      If the Commission needs more information, CONTINUE this matter to a future meeting.

**RECOMMENDED ACTION: Option 1.** 1) Defer adopting a resolution initiating dissolution of CSA R-9 and request an update within 6-9 months regarding the status of CSA R-9 including future funding options; 2) adopt a resolution initiating dissolution of CSA R-10.

Sincerely,

LOU ANN TEXEIRA  
EXECUTIVE OFFICER

Attachments:

- 1 – Draft Resolution Initiating Dissolution of CSA R-9
- 2 – Draft Resolution Initiating Dissolution of CSA R-10

Exhibits:

A – Map of CSA R-9 and Map of CSA R-10

c:      Contra Costa County Assessor’s Office  
         Contra Costa County Auditor-Controller’s Office  
         Contra Costa County Public Works Department

**RESOLUTION OF THE CONTRA COSTA LOCAL AGENCY FORMATION  
COMMISSION TO INITIATE PROCEEDINGS FOR DISSOLUTION OF  
COUNTY SERVICE AREA (CSA) R-9**

**WHEREAS**, the Commission desires to initiate a proposal pursuant to the Cortese/Knox/Hertzberg Local Government Reorganization Act of 2000 (CKH Act), commencing with section 56000 of the California Government Code, to dissolve County Service Area (CSA) R-9 and appoint Contra Costa County as successor agency to wind up the affairs of CSA R-9 pursuant to Government Code §57451(b); and

**WHEREAS**, in accordance with Government Code §56375(a)(3), LAFCO may initiate a dissolution if it is consistent with a recommendation or conclusion of a study prepared pursuant to Government Code §56378, 56425 or 56430, and LAFCO makes the determinations specified in §56881(b); and

**WHEREAS**, on June 9, 2021, the Commission adopted determinations contained in the *2<sup>nd</sup> Round Parks & Recreation Services Municipal Services Review* and adopted a zero sphere of influence (SOI) signaling future dissolution of CSA R-9; and

**WHEREAS**, dissolution of CSA R-9 is consistent with the findings and recommendations contained in the *2<sup>nd</sup> Round Parks & Recreation Services Municipal Services Review*; and

**WHEREAS**, this proposed dissolution is being initiated because the district lacks a secure source of revenue and prior attempts to pass an assessment have failed; planned expenditures are expected to exceed revenues; and facility maintenance and other expenses are at risk; and

**WHEREAS**, pursuant to Government Code §57451(b), for the purpose of winding up the affairs of a dissolved district, if the territory of a dissolved district is located entirely within the unincorporated territory of a single county, the county is the successor; and

**WHEREAS**, pursuant to Government Code §56886, terms and conditions relating to the proposed dissolution and appointment of Contra Costa County as the successor agency to wind up the affairs of the R-9 will be developed as part of LAFCO's proposal; and

**WHEREAS** a map of the affected territory is set forth in Exhibit A, attached hereto and by reference incorporated herein; and

**WHEREAS**, the Commission determined, as lead agency for the purposes of the California Environmental Quality Act (CEQA), that the proposed dissolution is exempt under §15320 of the CEQA Guidelines.

**NOW, THEREFORE**, this resolution is hereby adopted by Contra Costa LAFCO to: (1) initiate proceedings for dissolution of CSA R-9; (2) appoint Contra Costa County as

successor agency to wind up the affairs of R-9 in the manner provided by the CKH Act; and (3) designate the LAFCO Executive Officer as the contact person for this proposal.

PASSED AND ADOPTED this 10<sup>th</sup> day of November 2021.

AYES:

NOES:

ABSTENTIONS:

ABSENT:

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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: November 10, 2021

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Lou Ann Texeira, Executive Officer

**RESOLUTION OF THE CONTRA COSTA LOCAL AGENCY FORMATION  
COMMISSION INITIATING PROCEEDINGS TO DISSOLVE COUNTY  
SERVICE AREA (CSA) R-10 AND APPOINT A SUCCESSOR AGENCY TO  
WIND UP THE AFFAIRS OF CSA R-10**

**WHEREAS**, the Commission desires to initiate a proposal pursuant to the Cortese/Knox/Hertzberg Local Government Reorganization Act of 2000 (CKH Act), commencing with section 56000 of the California Government Code, to dissolve County Service Area (CSA) R-10 and appoint Contra Costa County as successor agency to wind up the affairs of CSA R-10 pursuant to Government Code §57451(b); and

**WHEREAS**, in accordance with Government Code §56375(a)(3), LAFCO may initiate a dissolution if it is consistent with a recommendation or conclusion of a study prepared pursuant to Government Code §56378, 56425 or 56430, and LAFCO makes the determinations specified in §56881(b); and

**WHEREAS**, on June 9, 2021, the Commission adopted determinations contained in the *2<sup>nd</sup> Round Parks & Recreation Services Municipal Services Review* and adopted a zero sphere of influence (SOI) signaling future dissolution of CSA R-10; and

**WHEREAS**, dissolution of CSA R-10 is consistent with the findings and recommendations contained in the *2<sup>nd</sup> Round Parks & Recreation Services Municipal Services Review*; and

**WHEREAS**, this proposed dissolution is being initiated because the district's facilities are in poor condition, considerable infrastructure needs exist and there is currently no available funding; the district's advisory committee is effectively dissolved; and the COVID pandemic has severely impacted district revenues; and

**WHEREAS**, pursuant to Government Code §57451(b), for the purpose of winding up the affairs of a dissolved district, if the territory of a dissolved district is located entirely within the unincorporated territory of a single county, the county is the successor; and

**WHEREAS**, pursuant to Government Code §56886, terms and conditions relating to the proposed dissolution and appointment of Contra Costa County as the successor agency to wind up the affairs of the R-10 will be developed as part of LAFCO's proposal; and

**WHEREAS** a map of the affected territory is set forth in Exhibit A, attached hereto and by reference incorporated herein; and

**WHEREAS**, the Commission determined, as lead agency for the purposes of the California Environmental Quality Act (CEQA), that the proposed dissolution is exempt under §15320 of the CEQA Guidelines.

**NOW, THEREFORE**, this resolution is hereby adopted by Contra Costa LAFCO to: (1) initiate proceedings for dissolution of CSA R-10; (2) appoint Contra Costa County as successor agency to wind up the affairs of R-10 in the manner provided by the CKH Act; and (3) designate the LAFCO Executive Officer as the contact person for this proposal.

PASSED AND ADOPTED this 10<sup>th</sup> day of November 2021.

AYES:

NOES:

ABSTENTIONS:

ABSENT:

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IGOR SKAREDOFF, CHAIR, CONTRA COSTA LAFCO

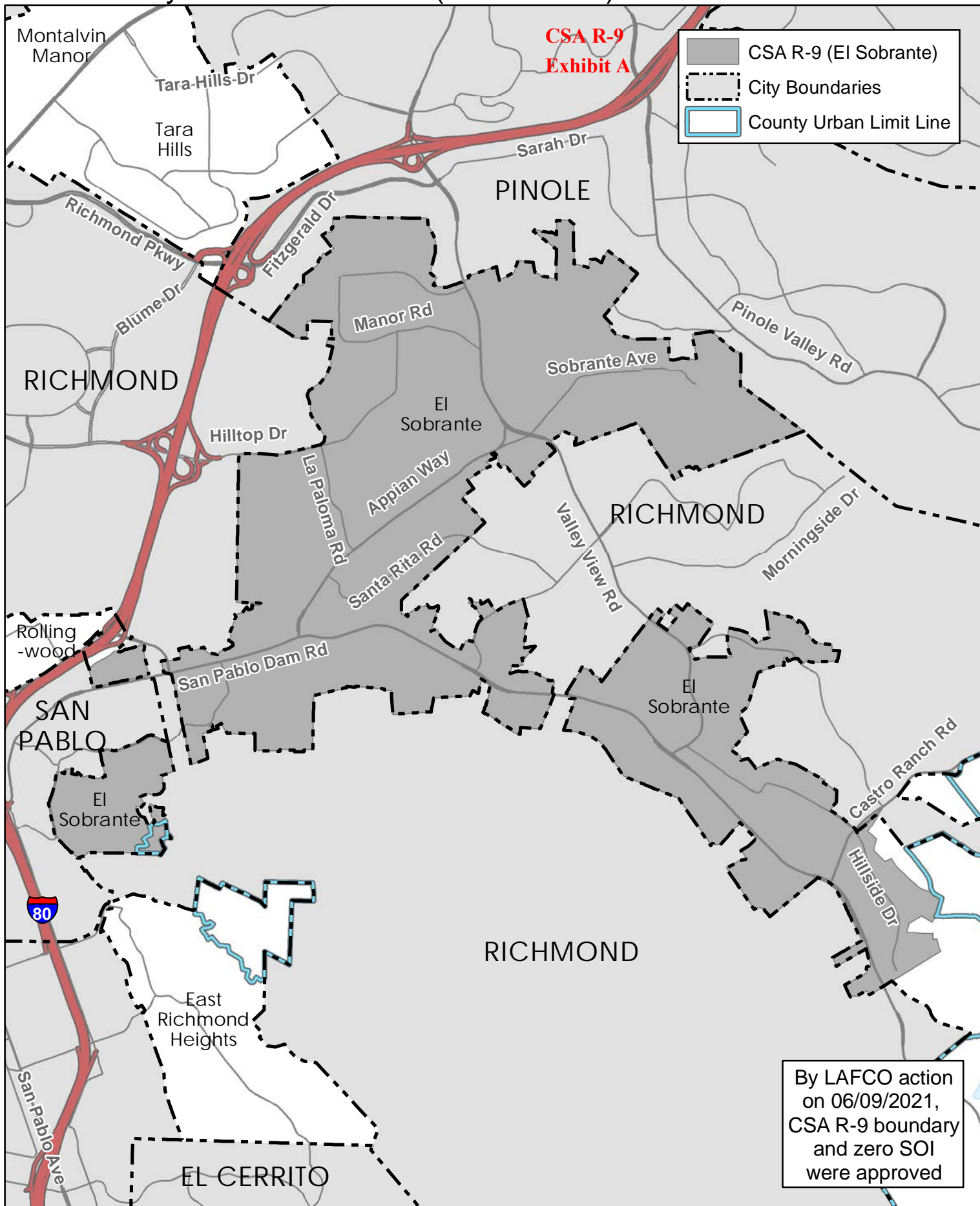
I hereby certify that this is a correct copy of a resolution passed and adopted by this Commission on the date stated above.

Dated: November 10, 2021

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Lou Ann Texeira, Executive Officer

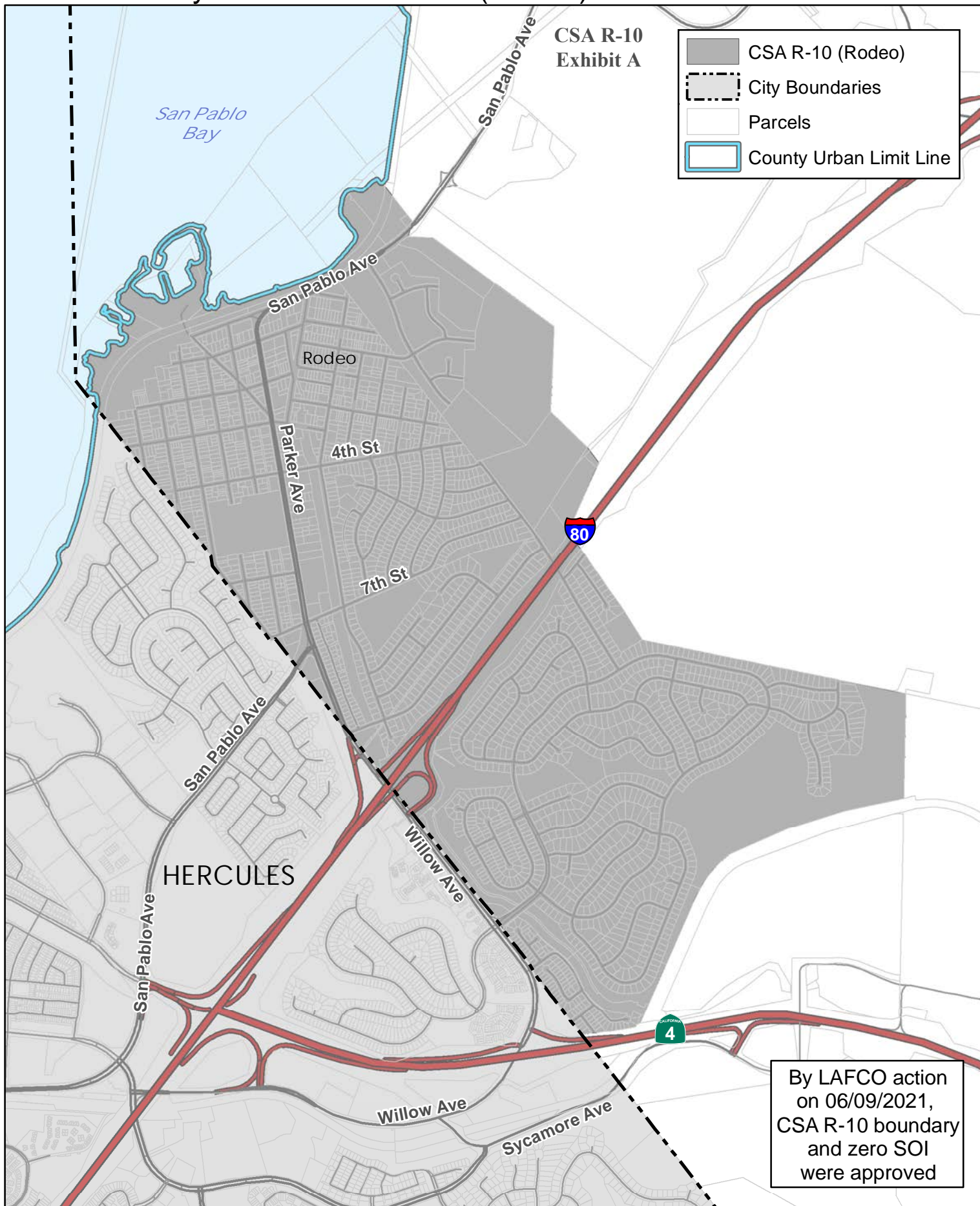
# County Service Area R-9 (El Sobrante) and Coterminus SOI



By LAFCO action on 06/09/2021, CSA R-9 boundary and zero SOI were approved



# County Service Area R-10 (Rodeo) and Coterminus SOI



Map created 05/13/2021  
 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

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.

