

FINAL

**CONTRA COSTA LAFCO: CENTRAL COUNTY
SUB-REGIONAL MUNICIPAL SERVICES REVIEW**

Prepared for:

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TABLE OF CONTENTS

<u>Section</u>	<u>Page No.</u>
I. EXECUTIVE SUMMARY	I-1
Central Sub-Regional Municipal Service Review	I-1
Municipal Service Review (MSR) Requirements	I-2
Sphere of Influence (SOI) Determinations	I-3
Municipal Service Review (MSR) Approach and Methodology	I-4
Overview	I-4
Growth and Infrastructure Needs	I-5
Growth Management	I-6
Summary of Determinations and Key Issues	I-6
Infrastructure Needs and Deficiencies	I-6
Growth and Population	I-7
Financing Constraints and Opportunities	I-7
Cost Avoidance Opportunities	I-7
Opportunities for Rate Restructuring	I-8
Opportunities for Shared Facilities	I-8
Government Structure Options	I-8
Evaluation of Management Efficiencies	I-9
Local Accountability and Governance	I-9
Sphere of Influence (SOI) Recommendations	I-9
II. CITY OF CLAYTON	II-1
Location, Administration, and Operations	II-1
City Governance	II-1
City Operations	II-2
Budget	II-7
City Planning Boundaries and Growth	II-10
City Boundaries	II-10
General Plan	II-10
Population Growth	II-11
Jobs-Housing Balance	II-11
Vacant Land	II-12
Development Projects	II-12
Growth Management	II-13
Annexations	II-13
Sphere of Influence Reductions and Expansions	II-13
Municipal Services	II-14
Public Safety Services	II-14
Community Development Services	II-15
Transportation and Road Services	II-16
Water and Sewer Services	II-18
Parks, Recreation, Library, and Cultural Services	II-18
Solid Waste Collection and Disposal Services	II-19

Service Review Determinations	II-20
General Statements	II-20
Infrastructure Needs and Deficiencies	II-20
Growth and Population Projections for the Affected Area	II-20
Financing Constraints and Opportunities	II-20
Cost Avoidance Opportunities	II-21
Opportunities for Rate Restructuring	II-21
Opportunities for Shared Facilities	II-21
Government Structure Options	II-21
Evaluation of Management Efficiencies.....	II-21
Local Accountability and Governance	II-21
Sphere of Influence Recommendations and Determinations.....	II-22
Recommendations	II-23
 III. CITY OF CONCORD.....	III-1
Location, Administration, and Operations.....	III-1
City Governance	III-1
City Operations	III-3
Budget	III-6
City Planning Boundaries and Growth.....	III-10
City Boundaries	III-10
General Plan	III-11
Population Growth.....	III-12
Jobs-Housing Balance	III-12
Vacant Land	III-13
Development Projects.....	III-13
Growth Management	III-13
Urban Pockets	III-14
Annexations	III-14
Sphere of Influence Reductions and Expansions.....	III-14
Municipal Services	III-14
Public Safety Services.....	III-14
Community Development Services.....	III-16
Transportation and Road Services	III-18
Water and Sewer Services	III-20
Parks, Recreation, Library, and Cultural Services.....	III-21
Solid Waste Collection and Disposal Services.....	III-22
Service Review Determinations	III-22
General Statements	III-22
Infrastructure Needs or Deficiencies	III-22
Growth and Population Projections for the Affected Area	III-23
Financing Constraints and Opportunities	III-23
Cost Avoidance Opportunities	III-23
Opportunities for Rate Restructuring	III-24
Opportunities for Shared Facilities	III-24
Government Structure Options	III-24

	Evaluation of Management Efficiencies.....	III-25
	Local Accountability and Governance	III-25
	Sphere of Influence Recommendations and Determinations.....	III-25
	Recommendations	III-26
IV.	TOWN OF DANVILLE	IV-1
	Location, Administration, and Operations.....	IV-1
	Town Governance	IV-2
	Town Operations	IV-3
	Budget	IV-7
	Town Planning Boundaries and Growth.....	IV-10
	Town Boundaries	IV-10
	General Plan	IV-11
	Population Growth.....	IV-11
	Jobs-Housing Balance	IV-12
	Vacant Land	IV-12
	Development Projects.....	IV-12
	Growth Management	IV-12
	Annexations	IV-13
	Sphere of Influence Reductions and Expansions.....	IV-13
	Municipal Services	IV-13
	Public Safety Services.....	IV-13
	Development and Transportation Services.....	IV-15
	Transportation and Road Services.....	IV-18
	Recreation Services.....	IV-20
	Solid Waste Collection and Disposal Services.....	IV-21
	Water and Sewer Services	IV-21
	Service Review Determinations	IV-21
	General Statements	IV-21
	Infrastructure Needs and Deficiencies	IV-22
	Growth and Population Projections for the Affected Area	IV-22
	Financing Constraints and Opportunities	IV-22
	Cost Avoidance Opportunities	IV-23
	Opportunities for Rate Restructuring	IV-23
	Opportunities for Shared Facilities	IV-23
	Government Structure Options	IV-23
	Evaluation of Management Deficiencies.....	IV-24
	Local Accountability and Governance	IV-24
	Sphere of Influence Recommendations and Determinations.....	IV-24
	Recommendations	IV-25
V.	CITY OF LAFAYETTE	V-1
	Location, Administration, and Operations.....	V-1
	City Governance	V-1
	City Operations	V-2
	Budget	V-5

City Planning Boundaries and Growth	V-8
City Boundaries	V-8
General Plan	V-9
Population Growth.....	V-9
Jobs-Housing Balance	V-10
Vacant Land	V-11
Development Projects.....	V-11
Growth Management	V-11
Annexations	V-11
Sphere of Influence Reductions and Expansions.....	V-12
Municipal Services	V-12
Public Safety Services.....	V-12
Community Development Services.....	V-14
Transportation and Road Services.....	V-15
Water and Sewer Services	V-17
Parks, Recreation, Library, and Cultural Services.....	V-18
Solid Waste Collection and Disposal Services.....	V-20
Service Review Determinations	V-20
General Statements	V-20
Infrastructure Needs and Deficiencies	V-21
Growth and Population Projections for the Affected Area	V-21
Financing Constraints and Opportunities	V-21
Cost Avoidance Opportunities	V-21
Opportunities for Rate Restructuring	V-21
Opportunities for Shared Facilities	V-22
Government Structure Options.....	V-22
Evaluation of Management Deficiencies.....	V-22
Local Accountability and Governance	V-22
Sphere of Influence Recommendations and Determinations.....	V-23
Recommendations	V-24
 VI. CITY OF MARTINEZ.....	 VI-1
Location, Administration, and Operations.....	VI-1
City Governance	VI-1
City Operations	VI-2
Budget	VI-8
City Planning Boundaries and Growth.....	VI-10
City Boundaries	VI-10
General Plan	VI-11
Population Growth.....	VI-11
Jobs-Housing Balance.....	VI-12
Vacant Land	VI-12
Development Projects.....	VI-12
Growth Management	VI-12
Annexations	VI-13
Sphere of Influence Reductions and Expansions.....	VI-13

Municipal Services	VI-13
Public Safety Services	VI-13
Community Development Services	VI-14
Transportation and Road Services	VI-15
Water and Sewer Services	VI-16
Parks, Recreation, Library, and Cultural Services	VI-17
Solid Waste Collection and Disposal Services	VI-17
Service Review Determinations	VI-18
General Statements	VI-18
Infrastructure Needs or Deficiencies	VI-18
Growth and Population Projections for the Affected Area	VI-18
Financing Constraints and Opportunities	VI-19
Cost Avoidance Opportunities	VI-19
Opportunities for Rate Restructuring	VI-19
Opportunities for Shared Facilities	VI-19
Government Structure Options	VI-19
Evaluation of Management Efficiencies	VI-20
Local Accountability and Governance	VI-20
Sphere of Influence Recommendations and Determinations	VI-20
Recommendations	VI-22
 VII. TOWN OF MORAGA	 VII-1
Location, Administration, and Operations	VII-1
Town Governance	VII-1
Town Operations	VII-2
Budget	VII-5
Town Planning Boundaries and Growth	VII-7
Town Boundaries	VII-7
General Plan	VII-7
Population Growth	VII-8
Jobs-Housing Balance	VII-9
Vacant Land	VII-9
Development Projects	VII-9
Growth Management	VII-10
Annexations	VII-10
Sphere of Influence Reductions and Expansions	VII-10
Municipal Services	VII-10
Public Safety Services	VII-10
Community Development Services	VII-13
Transportation and Road Services	VII-14
Water and Sewer Services	VII-15
Parks, Recreation, Library and Cultural Services	VII-16
Solid Waste Collection and Disposal Services	VII-17
Service Review Determinations	VII-17
General Statements	VII-17
Infrastructure Needs and Deficiencies	VII-17

	Growth and Population Projections for the Affected Area	VII-18
	Financing Constraints and Opportunities	VII-18
	Cost Avoidance Opportunities	VII-18
	Opportunities for Rate Restructuring	VII-18
	Opportunities for Shared Facilities	VII-18
	Government Structure Options	VII-18
	Evaluation of Management Deficiencies.....	VII-19
	Local Accountability and Governance	VII-19
	Sphere of Influence Recommendations and Determinations.....	VII-19
	Recommendations	VII-20
VIII.	CITY OF ORINDA.....	VIII-1
	Location, Administration, and Operations.....	VIII-1
	City Governance	VIII-1
	City Operations	VIII-2
	Budget	VIII-4
	City Planning Boundaries and Growth.....	VIII-7
	City Boundaries	VIII-7
	General Plan	VIII-8
	Population Growth.....	VIII-9
	Jobs-Housing Balance	VIII-9
	Vacant Land	VIII-9
	Development Projects.....	VIII-10
	Growth Management	VIII-11
	Annexations	VIII-11
	Sphere of Influence Reductions and Expansions.....	VIII-11
	Municipal Services	VIII-11
	Public Safety Services.....	VIII-11
	Community Development Services.....	VIII-14
	Transportation and Road Services	VIII-15
	Water and Sewer Services	VIII-17
	Parks, Recreation, Library, and Cultural Services.....	VIII-17
	Solid Waste Collection and Disposal Services.....	VIII-19
	Service Review Determinations	VIII-19
	General Statements	VIII-19
	Infrastructure Needs and Deficiencies	VIII-20
	Growth and Population Projections for the Affected Area	VIII-20
	Financing Constraints and Opportunities	VIII-20
	Cost Avoidance Opportunities	VIII-21
	Opportunities for Rate Restructuring	VIII-21
	Opportunities for Shared Facilities	VIII-21
	Government Structure Options	VIII-21
	Evaluation of Management Deficiencies.....	VIII-21
	Local Accountability and Governance	VIII-21
	Sphere of Influence Recommendations and Determinations.....	VIII-22
	Recommendation	VIII-23

IX.	CITY OF PLEASANT HILL	IX-1
	Location, Administration, and Operations.....	IX-1
	City Governance	IX-1
	City Operations	IX-3
	Budget	IX-6
	City Planning Boundaries and Growth.....	IX-9
	City Boundaries	IX-9
	General Plan	IX-10
	Population Growth.....	IX-10
	Jobs-Housing Balance	IX-11
	Vacant Land	IX-11
	Development Projects.....	IX-11
	Growth Management	IX-12
	Annexations	IX-12
	Sphere of Influence Reductions and Expansions.....	IX-12
	Municipal Services	IX-12
	Public Safety Services.....	IX-12
	Community Development Services.....	IX-15
	Transportation and Road Services	IX-16
	Water and Sewer Services	IX-17
	Parks, Recreation, Library, and Cultural Services.....	IX-18
	Solid Waste Collection and Disposal Services.....	IX-18
	Service Review Determinations	IX-19
	General Statements.....	IX-19
	Infrastructure Needs and Deficiencies	IX-19
	Growth and Population Projections for the Affected Area	IX-19
	Financing Constraints and Opportunities	IX-20
	Cost Avoidance Opportunities	IX-20
	Opportunities for Rate Restructuring	IX-20
	Opportunities for Shared Facilities	IX-20
	Government Structure Options	IX-20
	Evaluation of Management Deficiencies.....	IX-20
	Local Accountability and Governance	IX-21
	Sphere of Influence Recommendations and Determinations.....	IX-21
	Recommendations	IX-23
X.	CITY OF SAN RAMON	X-1
	Location, Administration, and Operations.....	X-1
	City Governance	X-2
	City Operations	X-3
	Budget	X-7
	City Planning Boundaries and Growth.....	X-10
	City Boundaries	X-10
	General Plan	X-11
	Population Growth.....	X-12
	Jobs-Housing Balance	X-12

	Vacant Land	X-12
	Development Projects	X-13
	Growth Management	X-13
	Annexations	X-13
	Municipal Services	X-14
	Public Safety Services	X-14
	Community Development Services	X-16
	Transportation and Road Services	X-17
	Water and Sewer Services	X-18
	Parks, Recreation, Library, and Cultural Services	X-19
	Solid Waste Collection and Disposal Services	X-20
	Service Review Determinations	X-21
	General Statements	X-21
	Infrastructure Needs and Deficiencies	X-21
	Growth and Population Projections for the Affected Area	X-21
	Financing Constraints and Opportunities	X-22
	Cost Avoidance Opportunities	X-22
	Opportunities for Rate Restructuring	X-22
	Opportunities for Shared Facilities	X-22
	Government Structure Options	X-23
	Evaluation of Management Efficiencies	X-23
	Local Accountability and Governance	X-23
	Sphere of Influence Recommendations and Determinations	X-23
	Recommendation	X-26
XI.	CITY OF WALNUT CREEK	XI-1
	Location, Administration, and Operations	XI-1
	City Governance	XI-2
	City Operations	XI-3
	Budget	XI-7
	City Planning Boundaries and Growth	XI-11
	City Boundaries	XI-11
	General Plan	XI-11
	Population Growth	XI-12
	Jobs-Housing Balance	XI-13
	Vacant Land	XI-14
	Development Projects	XI-14
	Growth Management	XI-15
	Urban Pockets	XI-15
	Annexations	XI-15
	Sphere of Influence Reductions and Expansions	XI-16
	Municipal Services	XI-16
	Public Safety Services	XI-16
	Community Development Services	XI-18
	Transportation and Road Services	XI-20
	Water and Sewer Services	XI-23

	Parks, Recreation, Library, and Cultural Services.....	XI-23
	Solid Waste Collection and Disposal Services.....	XI-24
	Service Review Determinations	XI-25
	General Statements	XI-25
	Infrastructure Needs and Deficiencies	XI-25
	Growth and Population Projections for the Affected Area	XI-25
	Financing Constraints and Opportunities	XI-26
	Cost Avoidance Opportunities	XI-26
	Opportunities for Rate Restructuring	XI-26
	Opportunities for Shared Facilities	XI-26
	Government Structure Options	XI-26
	Evaluation of Management Deficiencies.....	XI-27
	Local Accountability and Governance	XI-27
	Sphere of Influence Recommendations and Determinations.....	XI-27
	Recommendation	XI-29
XII.	DIABLO COMMUNITY SERVICES DISTRICT	XII-1
	Location, Administration, and Operations.....	XII-1
	District Management	XII-1
	Budget	XII-1
	District Planning Boundaries and Growth.....	XII-3
	District Boundaries	XII-3
	Population Growth.....	XII-4
	Municipal Services	XII-4
	Public Safety Services.....	XII-4
	Community Development Services.....	XII-4
	Transportation and Road Services	XII-4
	Parks, Recreation, Library, and Cultural Services.....	XII-4
	Service Review Determinations	XII-5
	Infrastructure Needs and Deficiencies	XII-5
	Growth and Population Projections for the Affected Area	XII-5
	Financing Constraints and Opportunities	XII-5
	Cost Avoidance Opportunities	XII-5
	Opportunities for Rate Restructuring	XII-5
	Opportunities for Shared Facilities	XII-6
	Government Structure Options	XII-6
	Evaluation of Management Efficiencies.....	XII-6
	Local Accountability and Governance	XII-6
	Sphere of Influence Recommendations and Determinations.....	XII-6
	Recommendations	XII-7
XIII.	ORGANIZATIONS AND PERSON CONTACTED	XIII-1
XIV.	REFERENCES.....	XIV-1

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TABLES

I-1	Agencies Included in the Central County Sub-Regional MSR	I-4
I-2	Ballot Measures Proposed to Address Growth Management and Transportation Improvements	I-6
I-3	Condition of Infrastructure	I-7
II-1	City of Clayton SOI Issue Analysis	II-25
III-1	City of Concord SOI Issue Analysis	III-27
IV-1	Town of Danville SOI Issue Analysis	IV-27
V-1	City of Lafayette SOI Issue Analysis	V-25
VI-1	City of Martinez SOI Issue Analysis	VI-23
VII-1	Town of Moraga SOI Issue Analysis	VII-21
VIII-1	City of Orinda SOI Issue Analysis	VIII-25
IX-1	City of Pleasant Hill SOI Issue Analysis	IX-25
X-1	City of San Ramon SOI Issue Analysis	X-27
XI-1	City of Walnut Creek SOI Issue Analysis	XI-31
XIII-1	Agency Contacts	XIII-1

EXHIBITS

II-A	City of Clayton Sphere of Influence and Voter-Approved Urban Limit Line	II-27
III-A	City of Concord Sphere of Influence and Voter-Approved Urban Limit Line	III-29
IV-A	Town of Danville Sphere of Influence and Voter-Approved Urban Limit Line	IV-29
V-A	City of Lafayette Boundary and Sphere of Influence and Voter-Approved Urban Limit Line	V-27
VI-A	City of Martinez Sphere of Influence and Voter-Approved Urban Limit Line	VI-25
VII-A	Town of Moraga Sphere of Influence and Voter-Approved Urban Limit Line	VII-23
VIII-A	City of Orinda Sphere of Influence and Voter-Approved Urban Limit Line	VIII-27
IX-A	City of Pleasant Hill Sphere of Influence and Voter-Approved Urban Limit Line	IX-27
X-A	City of San Ramon Sphere of Influence and Voter-Approved Urban Limit Line	X-29
XI-A	City of Walnut Creek Sphere of Influence and Voter-Approved Urban Limit Line	XI-33
XII-A	Diablo Community Services District Sphere of Influence and Voter-Approved Urban Limit Line	XII-9

CHART

I-1	ABAG Population Projections	I-5
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ACRONYM LIST

ABAG	Association of Bay Area Governments
BART	Bay Area Rapid Transit
CCCCSD	Central Contra Costa Sanitary District
CCCTA	Central Contra Costa Transit Authority
CCTA	Contra Costa Transportation Authority
CDA	Community Development Agency
CEQA	California Environmental Quality Act
CIP	Capital Improvement Program
CNWS	Concord Naval Weapons Station
COPS	Citizens Options for Public Safety
CSA	County Service Area
CSD	Community Services District
DSRSD	Dublin–San Ramon Services District
DU	dwelling unit
EBMUD	East Bay Municipal Utilities District
EBRPD	East Bay Regional Park District
EDAC	Economic Development Advisory Committee
EIR	Environmental Impact Report
ERU	Equivalent Runoff Unit
FEMA	Federal Emergency Management Agency
GHAD	Geological Hazard Abatement District
HOA	Home Owners Associations
HUD	U.S. Department of Housing and Urban Development
ISO	Insurance Services Office
JPA	Joint Powers Authority
LAFCO	Local Agency Formation Commission
LLAD	Lighting and Landscape Assessment District
LOS	level of service
LRA	Local Reuse Authority
MOFD	Moraga-Orinda Fire District
MOSO	Moraga Open Space Ordinance
MSR	Municipal Service Review
NEPA	National Environmental Protection Act
NFPA	National Fire Protection Association
NPDES	National Pollutant Discharge Elimination System
OES	Office of Emergency Services
OPEB	Other Post-Employment Benefits
PCI	Pavement Condition Index
RHNA	Regional Housing Needs Allocation
ROD	Record of Decision

SAFETEA-LU	Safe, Accountable, Flexible, Efficient, Transportation Equity Act: A Legacy for Users
sf	square feet
SOI	Sphere of Influence
SRVFPD	San Ramon Valley Fire Protection District
SRVUSD	San Ramon Valley Unified School District
TIP	Transportation Improvement Program
TRANSPAC	Transportation Partnership and Cooperation
UGB	urban growth boundary
ULL	urban limit line

I. EXECUTIVE SUMMARY

CENTRAL SUB-REGIONAL MUNICIPAL SERVICE REVIEW

The Municipal Service Review (MSR) process was created as a tool to allow analysis of local government agencies that fall under the purview of a Local Agency Formation Commission (LAFCO) (i.e., cities, special districts, and county-dependent agencies) as to their ability to effectively and efficiently provide services. The form and content that MSRs are to take is provided for in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH 2000)¹ and the State of California MSR Guidelines published by the Office of Planning and Research in 2003.²

The purpose of the MSR is to provide current and accurate data about each agency for LAFCO to use in reviewing and updating Spheres of Influence (SOIs) for the agencies. This also shows a change in emphasis with regard to SOIs, from a more general review, as contained within the Cortese Knox Local Government Reorganization Act of 1985, to the more detailed review of an agency's ability to serve and the area's probable need for services as contained in the current act. LAFCOs are not required to initiate boundary or SOI changes as part of the service review process; however, LAFCO, local agencies, or the public may use the MSR, together with additional studies if necessary, to pursue amendments to an agency's SOI or boundaries. LAFCO may also utilize information contained within the MSR in reviewing future proposals for SOI amendments or boundary changes.

California Government Code, section 56375(a), gives LAFCOs the authority to initiate certain types of boundary changes consistent with the service review and SOI studies. These organizational changes include:

- Consolidation of districts (joining two or more districts into a single successor district)
- Dissolution (termination of a district and its corporate powers)
- Merger (termination of a district by merging that district and its powers with a city)
- Establishment of a subsidiary district (a district that is subsidiary to the city, and where the city council sits as the district's board)
- Formation of a new district or districts
- A reorganization that includes any of the above.

LAFCOs may also utilize the information presented in the MSR to review future proposals for extension of services beyond an agency's jurisdictional boundaries, or for other boundary changes.

¹ California Government Code, section 56000 et seq.

² State of California 2003.

Municipal Service Review (MSR) Requirements

CKH 2000 requires LAFCOs to review and update the SOIs for each local agency every five years as necessary. CKH 2000 also requires that an MSR be conducted prior to or in conjunction with an agency's SOI update.

California Government Code, section 56430 requires that MSRs include an analysis and written statement of determinations for various factors. Initially, the government codes contained nine determinations to be considered. Subsequently, the statute has been revised, and MSRs initiated after January 1, 2008, make six determinations rather than the earlier nine. As the Central County Sub-Regional MSR was initiated prior to January 2008, nine factors have been addressed within this document. Contra Costa LAFCO relies on the following descriptions for each of the determinations.

Determination 1: Infrastructure Needs or Deficiencies

The term "infrastructure needs or deficiencies" refers to the status of existing and planned infrastructure and its relationship to the quality of service levels that can be or need to be provided by the agency. In making a determination on infrastructure needs or deficiencies, LAFCO may consider ways in which the agency has the ability and capacity to provide services.

Determination 2: Growth and Population Projections for the Affected Area

The efficient provision of public services is linked to an agency's ability to plan for future needs. Such factors as projected population growth in and around the agency's service area and the impact of land use plans and growth patterns on service demands may be reviewed. In making a determination on growth and population projections, LAFCO may consider an agency's ability to plan for future need.

Determination 3: Financing Constraints and Opportunities

LAFCOs must weigh a community's public service needs against the resources available to fund those services. In making a determination on financing constraints and opportunities, LAFCO may review such factors as an agency's potential for shared financing and/or joint funding applications.

Determination 4: Cost Avoidance Opportunities

The term "cost avoidance" means such actions as eliminating unnecessary costs derived from, but not limited to, duplication of services, higher than necessary administration/operation cost ratios, use of outdated or deteriorating infrastructure and equipment, and inefficient service boundaries. In making a determination on cost avoidance opportunities, LAFCO may consider an agency's ability to identify practices or opportunities that may eliminate unnecessary costs.

Determination 5: Opportunities for Rate Restructuring

The objective for this determination is to identify opportunities to positively impact rates without adversely affecting service quality or other factors to be considered. Rate restructuring does not refer to the setting or development of specific rates or rate structures. In making a determination on opportunities for rate restructuring, LAFCO may consider an agency's ability to identify opportunities to positively impact rates without decreasing service levels.

Determination 6: Opportunities for Shared Facilities

If service providers develop strategies for sharing resources, public service costs may be reduced and service efficiencies increased. In making a determination on opportunities for shared facilities, LAFCO may consider if an agency's facilities are currently being utilized to capacity and whether efficiencies can be achieved by accommodating the facility needs of adjacent agencies.

Determination 7: Government Structure Options

The MSR may include options to provide more logical service boundaries to the benefit of customers and regional planning goals and objectives. In making a determination on government structure, LAFCO may consider possible consolidations, mergers, and/or reorganizations.

Determination 8: Evaluation of Management Efficiencies

The term "management efficiency" refers to the organized provision of the highest quality of public services with the lowest necessary expenditure of public funds. In making a determination on evaluation of management efficiencies, LAFCO may evaluate and analyze an agency's functions, operations, and practices, as well as an agency's ability to meet current and future service demands.

Determination 9: Local Accountability and Governance

The term "local accountability and governance" refers to public agency decision making, operational, and management styles that include an accessible staff, elected or appointed decision-making body, and decision-making process. In making a determination of local accountability and governance, LAFCO will consider the degree to which the agency fosters local accountability.

Sphere of Influence (SOI) Determinations

In determining the SOI of local agencies, California Government Code, section 56425 requires LAFCO to prepare a written statement of determinations with respect to each of the following factors:

1. The present and planned land uses in the area, including agricultural and open space land.
2. The present and probable need for public facilities and services in the area.
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
4. The existence of any social or economic communities of interest in the area, if LAFCO determines that they are relevant to the agency.

In addition, State of California Law requires that special districts provide written statements specifying the functions and classes of services provided and establish the nature, location and extent of any function or classes of services provided.

Aside from these factors, State of California Law allows each LAFCO to determine local policies to be utilized in determining and updating SOIs. The Contra Costa LAFCO's SOI policies are included in section 2.1 of the Commissioner Handbook.

Municipal Service Review (MSR) Approach and Methodology

The Contra Costa LAFCO began the process of preparing MSRs and SOI updates in late 2003. The approach was to prepare MSRs for specific special districts, including County Service Areas (CSAs), cemetery, reclamation, parks and recreation, and some fire districts. At that time, the Contra Costa LAFCO conducted the MSRs utilizing LAFCO subcommittees and completed reviews for approximately 50 of the 80 special districts.

Subsequently, the Contra Costa LAFCO developed a new MSR/SOI update work plan, which provides for a multi-dimensional approach involving Countywide MSRs for water, wastewater, and health care services; sub-regional reviews (East County, Central County, and West County) for general government services; some individual agency reviews; and a Countywide review for fire provision/emergency medical services.

Overview

This MSR for central Contra Costa County focuses on the cities and special districts providing these services within the central portion of the County. The agencies included in this review are shown in Table I-1, and their current boundaries are depicted in overview maps at the end of each section.

Table I-1

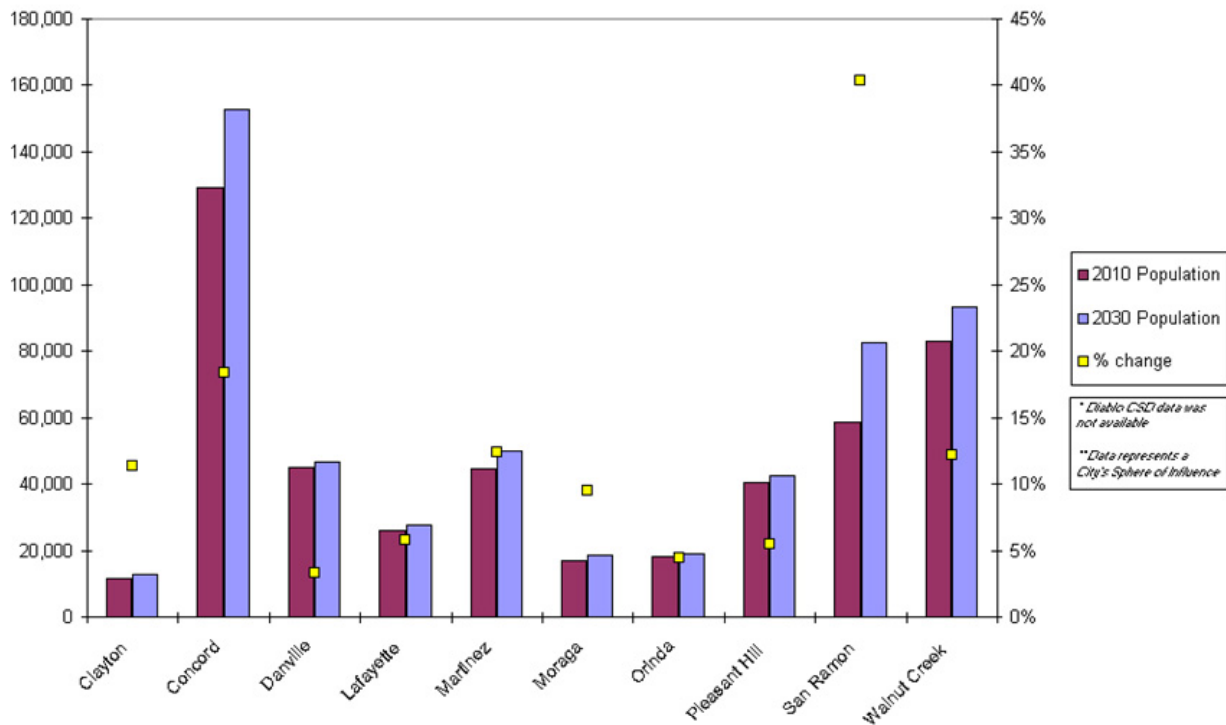
Agencies Included in the Central County Sub-Regional MSR

Agency	City Limits (sq. miles)	SOI Size (sq. miles)
City of Clayton	4.00	5.70
City of Concord	30.50	45.60
Town of Danville	18.00	45.60
City of Lafayette	15.00	15.50
City of Martinez	12.47	20.00
Town of Moraga	9.50	9.70
City of Orinda	12.80	12.80
City of Pleasant Hill	8.20	12.00
City of San Ramon	17.80	30.70
City of Walnut Creek	19.50	23.80
Diablo Community Services District (CSD)	1.56	1.56

Growth and Infrastructure Needs

Moderate growth is expected in central Contra Costa County through 2030. Population within the ten central-County agencies is expected to increase 18% by 2030, to 505,300 residents. This growth places increasing demands on municipal services and infrastructure. Concord has the largest population of the ten agencies, while San Ramon is projecting the most significant increase at 41%. Chart I-1 depicts the growth projections for the ten agencies.

Chart I-1
ABAG Population Projections³



³ ABAG 2006.

Growth Management

A series of ballot measures have been passed in Contra Costa County to address growth management and transportation improvements as shown in Table I-2:

Table I-2

Ballot Measures Proposed to Address Growth Management and Transportation Improvements

Measure	Description
Measure C: 1988	Voter-approved in 1988 Imposed a sales tax for local transportation purposes
Measure C: 1990 (65/35 ordinance)	Limited urban development to no more than 35% of the land in the County (65% to be preserved for non-urban uses) Established the urban limit line (ULL) beyond which no urban land can be developed Set an expiration date of 2010
Measure J	Voter-approved in 2004, superseded Measure C:1988 Extended the sales tax 25 years Required a ULL to receive tax proceeds
Measure L	Necessary to extend the ULL beyond 2010 Extended the 65/35 ordinance to 2026 Set forth requirements for expansion Provided for periodic reviews (Mandatory 2016) Designated new ULL map Retained 65/35 land preservation standard

SUMMARY OF DETERMINATIONS AND KEY ISSUES

The following summarizes the determinations included in the chapters on municipal services.

Infrastructure Needs and Deficiencies

As shown in Table I-3, most infrastructure is in “good” condition, although some agencies have roads that are in fair to poor condition.

Table I-3

Condition of Infrastructure

Agency	Roads	Facilities
City of Clayton	Good	Good
City of Concord	Good	Good
Town of Danville	Good	Good
City of Lafayette	Good	Good
City of Martinez	At Risk	Good
Town of Moraga	Fair-At Risk	Good
City of Orinda	Poor	Old
City of Pleasant Hill	Fair	Good
City of San Ramon	Good	Good
City of Walnut Creek	Good	Good
Diablo CSD	Good	N/A

Growth and Population

In general, growth rates are consistent with each other and have been historically low in central Costa Contra County. Some jurisdictions, such as Danville and Pleasant Hill as well as the Diablo Community Services District (CSD), are nearing buildout and are expected to have lower growth rates than other communities. It is anticipated that the City of San Ramon will experience the highest growth rate in central Costa Contra County.

Financing Constraints and Opportunities

Most of the agencies are experiencing a decline in revenues and an increase in costs. They are still able to maintain a balanced budget by deferring some capital improvements. In the Cities of Lafayette and San Ramon and the Town of Moraga, revenues exceed expenditures and reserves are being utilized. In the City of Martinez, it appears that expenditures for roads are inadequate. The City of Orinda is experiencing an increase in the cost of services and revenues are flat, facing challenges for funding infrastructure. The City of Pleasant Hill has had a historic surplus of revenues to expenses and is currently reducing expenditures. Revenues exceed expenditures in the Diablo CSD.

Cost Avoidance Opportunities

There are limited opportunities for cost avoidance. Fire services are funded separately for each of the agencies and are not part of the budget. The City of Concord has entered into a Joint Powers Agreement with the Contra Costa Sanitary District, which resulted in significant cost savings. The Town of Danville participates in the Countywide library system, which results in cost savings. In the Town of Moraga, the police department established alternative work schedules,

which resulted in a cost savings. The City of San Ramon established its own police department in order to realize cost savings and improve services. The Diablo CSD avoids costs related to benefits and other employee expenses by contracting for police service, engineering, California Environmental Quality Act (CEQA) review, and administrative services. Presently, the CSD's legal counsel also serves as general manager, which results in cost savings. Additionally, elected board members receive no stipend for serving on the board.

Opportunities for Rate Restructuring

All of the agencies review and update fees, charges, and fines on a regular basis, usually as part of the annual budget process. The Town of Moraga recently reviewed fees and adjusted rates to match costs. The Diablo CSD charges fees for road maintenance and security through a parcel tax, which is assessed annually on the property tax rolls.

Opportunities for Shared Facilities

The City of Clayton has a new gymnasium as part of a shared use agreement with the school district, and the police department uses the dispatch and booking services of the City of Concord's Police Department. The City of Concord's wastewater utility provides service to the City of Clayton, and the City is part of the Countywide library system. The Town of Danville has a joint development, maintenance, and management agreement with Contra Costa County R7A for Hap Magee Ranch Park and a joint use agreement with the San Ramon Valley Unified School District for use of recreation facilities. The new library in the City of Lafayette will be operated by the Countywide library system, and the City contracts with Contra Costa County's Sheriff's Department for police services. In addition, the City of Lafayette has a joint use agreement with the school district for shared use of recreational facilities. The Cities of Martinez and Walnut Creek are both part of the Countywide library system and have joint use agreements with the school districts for recreational facilities. The Town of Moraga contracts with Contra Costa County Sheriff's dispatch services and 9-1-1 call services. The Town of Moraga also has an agreement with school district for shared use of facilities. The City of Orinda has an agreement with the school district for shared use of facilities, and an agreement with the sheriff's department for investigative resources, narcotics investigation teams, and special weapons and tactics team. The City of Pleasant Hill shares maintenance facilities and offices with the Pleasant Hill Recreation and Parks Department and is part of the Countywide library system. The City of San Ramon has an agreement with the school district for shared use of facilities, is part of the Countywide library system, and utilizes the sheriff's dispatch and 9-1-1 emergency call center for the City's police department. The Diablo CSD contracts for all services and does not have any facilities.

Government Structure Options

For all of the cities and towns, the Council-Manager form of government is appropriate and services are efficient. Further study is needed in the City of Concord to evaluate the benefits of consolidating sewer service with the Central Contra Costa Sanitary District (CCCSD). Additionally, the City of Concord should consider annexation of areas served within the SOI and annexation of Ayres Ranch. In the City of Martinez, the City should look at government options in areas with a mix of special districts and CSAs since, in some cases, services could be provided more

efficiently by the City. There are limited opportunities for changes in the government structure in the City of Pleasant Hill. Any future annexations to the City should consider the boundaries of the Pleasant Hill Parks and Recreation District to determine if annexation to the District is necessary to preserve consistent service provision. In the City of San Ramon, when areas part of CSA P-6 and CSA L-100 annex to the City, they will detach from the CSA. The Diablo CSD was formed and functions as a funding mechanism for the provision of enhanced police, roadway maintenance, and recreational services. The services of the Diablo CSD overlap CSA P-6, which also provides enhanced police protection services.

Evaluation of Management Efficiencies

All of the cities and towns are operating efficiently, and most have a low employee-to-resident ratio. Many of the cities have easy-to-use websites with current information available to residents. The Diablo CSD does not have any employees; the CSD's contract legal counsel provides all management and administrative services. The CSD may wish to consider contracting with an independent auditor or other financial agent to ensure subrogation of duties. At some future point in time, the current contracted legal counsel/general manager will retire, and transition plans do not exist. The CSD is in the process of developing personnel procedures that will address the transition upon retirement of the General Manager. The CSD is investigating the establishment of an office that would be open to the public part time.

Local Accountability and Governance

The cities and towns maintain easy-to-navigate websites that are kept current with meeting notices, minutes of meetings, and commonly requested documents. The agencies provide numerous opportunities for public participation and input. Many are broadcasting public hearings on cable television. Oversight is generally provided by the City Clerk and Treasurer.

The Diablo CSD does not currently have a website; however, it is in the process of developing one. The CSD, upon launch of its website, should begin posting meeting notices, minutes, and information about the CSD. Meeting notices are posted at the Diablo Post Office. The CSD meets monthly in the Diablo Country Club. The records of the agency are maintained out of the legal counsel/general manager's home.

SPHERE OF INFLUENCE (SOI) RECOMMENDATIONS

Based on the analysis completed for the nine determinations discussed above, recommendations are provided for updating the SOIs for each service provider:

City of Clayton: It is recommended that the SOI for the City of Clayton be amended by removing all current SOI areas that are outside of the Countywide and City-adopted Urban Limit Line (ULL). The current land use designations of the areas proposed for removal are Open Space (PU: Public Park/Open Space/Open Space and Recreational; and Q: Quarry). The lifespan of the quarry is estimated to exceed 20 years. The ULL was amended and re-adopted in November 2006 as Measure L, and now includes additional area added within the Clayton SOI so that the Marsh Creek Specific Plan is included within the ULL.

If the Contra Costa LAFCO were to decide that the retention of the currently existing SOI is appropriate, this would indicate that the LAFCO sees all of these areas as potentially suitable for development, requiring municipal services in the next decade or so. The establishment of the ULL, which was also adopted by the City, has already made the determination as to which areas should be developed and which areas should remain as open space or agricultural land uses.

It is further recommended that the LAFCO and the City of Clayton further investigate the establishment of the SOI and, if necessary, take the necessary steps to officially adopt an SOI for the City.

City of Concord: It is recommended that the existing SOI for the City of Concord be adjusted to coincide with the voter-approved and adopted ULL. This includes eliminating the SOI northwest of the City, which now includes the Concord Naval Weapons Station (CNWS) facility and areas of the SOI that extend into the Carquinez Strait (tidal area). This option would have no significant effect on the City's Preferred Reuse Plan for the CNWS.

Town of Danville: It is recommended that the existing SOI for the Town of Danville be adjusted to coincide with the Town's ULL. This includes removal of agricultural and open space land located west of the Las Trampas Hills, Town and Country, and Danville Ranch residential developments, within Bollinger Canyon. Existing developed areas would remain within the SOI. This would be a net reduction of approximately 335 acres from the existing SOI. The Town reports that, in a report concerning the Town's SOI presented to the Town Council on May 15, 2007, these areas along the western boundary of the Town are not developable and designated open space. In the event that the ULL extends beyond the existing SOI, the existing SOI would be retained.

City of Lafayette: It is recommended that the existing SOI for the City of Lafayette be retained, with no amendments to the existing SOI.

City of Martinez: It is recommended that the existing SOI for the City of Martinez be adjusted to conform with the adopted ULL, except for the areas where the ULL crosses into the City limits; then the SOI should conform to the existing City limits. It is further recommended that the SOI within the Alhambra Valley follow the adopted ULL, with the exception of the island area that would be created if the ULL were followed. This recommendation would remove the existing SOI from over the Carquinez Strait, remove areas north of the railway line that are east of the City boundaries, remove areas west of the canal and the community of Avon, remove an approximately 10-acre area south of Franklin Canyon Road, remove an approximately 100-acre area west of the Stonehurst subdivision, and remove approximately 5 acres south of Alhambra Valley Road.

Town of Moraga: It is recommended that the Contra Costa LAFCO amend the SOI of the Town of Moraga, removing all of the SOI outside of the ULL to coincide with the Town limits. The amended SOI would be coterminous with the Town limits. In adopting the amended SOI, the LAFCO is indicating that the existing incorporated boundaries of the Town represent the ultimate boundary configuration for the Town, with no annexations anticipated in the future.

City of Orinda: The City currently has an SOI that is coterminous with its City Limits. No change of SOI is recommended.

City of Pleasant Hill: The recommendation is for the SOI of the City to be amended to remove the Briones Hill open space area, since this area is not proposed for development and would not require services from the City.

It is also recommended that the Contra Costa LAFCO explore policy statements concerning piecemeal annexation or annexation of inhabited areas to be considered with approval of the SOI. It is further recommended that the Cities of Concord and Pleasant Hill jointly review their boundaries and common SOI areas, and return to the LAFCO with any potential SOI amendment, including required CEQA documentation. As noted above, the City should be encouraged to take actions to annex the two islands, since they are the logical service provider.

City of San Ramon: It is recommended that the Contra Costa LAFCO modify the SOI to remove the areas north/northwest along Bollinger Canyon Road and areas adjacent to Las Trampas Regional Wilderness Park and Little Hills Ranch Regional Recreation Area.

City of Walnut Creek: Adjust SOI to coincide with the ULL. This will remove a small area south of North Gate Road that is located outside the ULL. These properties are part of the flood control district and East Bay Regional Parks and do not have potential for future development and need for municipal services. The City is encouraged to annex the island areas to improve service delivery and provide these residents access to and participation in the local government of Walnut Creek. It is appropriate to consider that all areas of the existing SOI should and would ultimately become part of the City. Most of the island areas have Walnut Creek addresses, access their neighborhoods through Walnut Creek, and shop in Walnut Creek; their children attend Walnut Creek schools. Thus, the "community of interest" is Walnut Creek.

Diablo CSD: Given that the Diablo CSD's services are provided via contracts, and the CSD has limited financial and personnel resources, retaining the current coterminous SOI would be appropriate at this time. Since the CSD was formed before Proposition 13 was passed, and the CSD receives a portion of the 1% property tax increment, any additional revenues must come from assessments or fees. Any increase in assessments would require a two-thirds voter approval.

It would also be an appropriate recommendation, given the available information on the CSD, for the CSD to explore future service provision by other agencies; for instance, a Zone of Benefit within an existing CSA. While it is not uncommon for small districts to be run out of the general manager's home, this level of operation presents some risk of limited accessibility and accountability to the residents. Administrative costs run approximately 10% of the agency's budget, which is not out of line. However, as the cost of service provision increases over time, service levels may need to decrease to remain within revenues, unless the residents approve assessments to cover the increased costs. Additionally, at some point, the current manager will retire and a new general manager/secretary will need to be retained. The new manager may not wish to continue working with the same arrangement as the current manager, and this

would entail office space rental and, possibly, hiring of staff. This would increase administrative cost.

During the period between this SOI review and the preparation of the next MSR and SOI review, a study, looking at the effects of dissolution of the Diablo CSD, with services provided by one of the CSAs or some services being provided by another agency, may be appropriate.

II. CITY OF CLAYTON

LOCATION, ADMINISTRATION, AND OPERATIONS

The City of Clayton was incorporated on March 18, 1964. The City is located in central Contra Costa County and is bounded by the City of Concord to the northwest, and by open space (including Mt. Diablo State Park) along the remainder of the City's boundaries. The City currently encompasses an area of approximately 4 square miles and has 5.7 square miles within its Sphere of Influence (SOI). (Refer to Exhibit II-A: City of Clayton Sphere of Influence and Voter-Approved Urban Limit Line.) The current City population is estimated at 10,864.¹

Clayton is nestled in the foothills of Mt. Diablo. Elevations range from 300 feet above mean sea level to 1,022 above mean sea level. The majority of the City is composed of flatland, with significant changes in elevation occurring at the south end of the City near Mt. Diablo State Park.

Clayton is considered primarily a residential community. The City's General Plan Land Use Element goals stipulate that the City would like to preserve the rural character of the community that limits the amount and type of development to occur within the City's boundaries.² There are three areas identified for commercial development, and the General Plan indicates that the City intends that these are the "sole" areas for commercial development. Currently, at the center of the City is the Clayton Town Center, which has been the historical commercial center since the town's founding in 1857. There is also Clayton Station, which is the only major commercial location within the City, bounded by Clayton Road and Kirker Pass Road. The third commercial area within Clayton is a small "Limited Commercial" district on old Marsh Creek Road.

Clayton Road, which becomes Marsh Creek Road southeast of Clayton, is one major transportation artery in the City. Ygnacio Valley Road, which becomes Kirker Pass Road, is another primary access route, which runs southwest to Walnut Creek and northeast to Pittsburg.

City Governance

Clayton is a "general law city"³ and operates as a municipal corporation pursuant to the laws of the State of California.⁴ Clayton uses a "Council-Manager" form of government.⁵

¹ State of California, Department of Finance 2009.

² City of Clayton 2000.

³ Under the California State Constitution, Article 11, Section 2, and Government Code section 34102, cities organized under the general law of the State are "general law cities" as opposed to "charter cities," which operate under an individual city charter.

⁴ California Government Code, section 34000 et seq.

City Council

The City is governed by a publicly elected, five-member City Council. The Mayor is selected by the Council from among the five members each year to serve a one-year term. Council members serve as the Board of Directors for the City's Redevelopment Agency, the Clayton Financing Authority, and the Oakhurst Geologic Hazard Abatement District (GHAD).

The City Council meets regularly at 7:00 PM on the first and third Tuesday of each month. Typically, meetings are held in Hoyer Hall at the Clayton Community Library, 6125 Clayton Road, Clayton. Meetings are open to the public. Meeting notices, agendas, and supporting documentation are posted at least 72 hours in advance and are available for download from the City's website, www.ci.clayton.ca.us.

Each City Council member receives a salary of \$390 per month and has the option of participating in the CalPERS retirement system (City-paid contribution). Members may further enroll in the City's health and dental plans, provided they pay 100% of the monthly insurance premium.

City and Regional Commissions and Committees

The City has one active commission and three committees. The active commission is the Planning Commission; an inactive commission is the Community Services Commission. Planning Commissioners receive a stipend of \$120 per month when at least one meeting is held in a month. Committees include the Fourth of July Committee, the Trails and Landscaping Committee, and the Clayton Counts Down/New Year's Eve Committee. Members of the City Council participate in regional committees, including the Association of Bay Area Governments (ABAG), Contra Costa Transportation Authority, the Contra Costa County Mayors' Conference, and the Transportation Partnership and Cooperation (TRANSPAC).

City Information

The City maintains an extensive website that is updated regularly. Quarterly newsletters are available on the website.

City Operations

City government operates with six City Departments in addition to four specialized services. City Departments include: 1) Administration, 2) Community Development, 3) Maintenance, 4) Finance, 5) Engineering, and 6) Police. Specialized services include Clayton Financing Authority, Clayton Community Gymnasium, Redevelopment Agency, and the Oakhurst GHAD.

⁵ The Council-Manager form is the system of local government that combines an elected legislative body (City Council) with the management experience of an appointed local government manager (City Manager).

- Administration

The City Manager functions as the chief executive officer of the City. Appointed by the City Council, the City Manager serves at the will of the City Council and takes policy direction from the City Council during regular and special public meetings.

The City Manager is responsible for ensuring that all laws and ordinances adopted by the City Council are properly implemented and enforced, and is charged with the preparation of the City's annual budget, which must be adopted by the City Council by July 1. Each Department Head is hired by and supervised by the City Manager, and together they form the team ultimately accountable for managing the day-to-day operations of the City's services to the community. In Clayton, the City Manager also serves as the Executive Director of the Clayton Redevelopment Agency and the Clayton Public Financing Authority.

The contract City Attorney provides legal services, advice, and representation to the Mayor, City Council, City Manager, City departments, and City boards and commissions, and serves as general counsel for the Redevelopment Agency. The City Attorney's Office advocates the City's interest in lawsuits filed against or on behalf of the City, its officers, employees, and agencies. The City Attorney's Office, in conjunction with the contract third-party Risk Manager (Municipal Pooling Authority of Northern California), investigates all claims for damages filed against the City and defends the City's interests where necessary. The City Attorney's Office similarly provides legal advice in areas of land use, personnel, elections, conflict of interest, and economic development. Services include drafting and reviewing contracts, City legislation, and other documents. The City Attorney also provides counsel to and attends meetings of the Council and the Planning Commission and special committees as required.

The City Clerk, in the role of record keeper, manages information vital to the operation of the City of Clayton. The City Clerk is responsible for providing administrative support to the City Council, the Redevelopment Agency, the Clayton Financing Authority, the GHAD, and the City Manager.

- Community Development

The Community Development Department provides staff support for four programs:

Long-Range Planning and Special Studies Program – This program is responsible for the following: 1) prepares and updates the Town Center Specific Plan, Marsh Creek Road Specific Plan, and State-mandated General Plan, which includes the Land Use Element; 2) prepares studies to update City policies in response to changes in State law, resource availability, and community goals; 3) facilitates public participation and community involvement in planning issues; 4) participates in development and review of regional studies prepared by ABAG, Contra Costa Transportation Authority, and TRANSPAC; and 5) supports the City Council in addressing regional governance and planning issues.

Development and Design Review Program – This program is responsible for the following: 1) reviews, analyzes, and provides recommendations on development and design proposals by private property owners and governmental agencies; 2) provides

support to City Council and Planning Commission; 3) reviews development plans for compliance with City zoning requirements; 4) coordinates with the County Building Inspection Department on building permits for construction projects; and 5) administers environmental review process in compliance with the California Environmental Quality Act (CEQA).

Ordinance Information and Code Enforcement Program – This program is responsible for the following: 1) provides zoning information and permit services at the public counter; 2) investigates and enforces zoning and land use complaints; and 3) prepares amendments of zoning ordinance and zoning map. The City contracts with the County Building Inspection Department for building permit services and building code enforcement.

Housing Program – This program administers the low- and moderate-income housing programs of the Redevelopment Agency in the City and ensures that low- and moderate-income units remain available to qualified applicants upon sale of units.

- Maintenance

The Maintenance Department maintains approximately 35 acres of landscaping, 14 acres of parks, 80,000 square feet of public buildings, 1,000 streetlights, over 1,000 street signs, 84 miles of streets and markings, 575 catch basins, 500 acres of open space with 25 miles of trails, 10 miles of v-ditches, and 10 miles of creeks.

- Finance

The Finance Department is responsible for financial management of all City funds, financial reports, budget preparation, payroll, accounts payable, accounts receivable, purchasing, utility billings, and business license issuance. The Department also prepares the budgets for the Clayton Redevelopment Agency and the Capital Improvement Program.

- Engineering

The City of Clayton contracts for engineering services. This Engineering Department provides engineering support to the various City Departments. The Department's duties can be divided into three categories:

Administrative – The Engineering Department is responsible for: 1) administration of the City's encroachment permit program, serving as General Manager of the Oakhurst GHAD and overseeing various Assessment Districts; 2) coordination with the Maintenance Department regarding maintenance, operations, and the repair of public facilities; 3) enforcement and continuous update of the City's Standard Plans and Specifications for design and construction; 4) representation of the City's interests in regional transportation and funding issues; and 5) response to flood zone information requests.

Capital Improvements – The Engineering Department is responsible for: 1) administration of the City's Capital Improvements Program, including coordination with the City Manager; 2) evaluation and prioritization of Capital Improvement Projects; 3) procurement of funds; 4) right-of-way and land acquisition; 5) administration of the

public bidding process; 6) administration of the City's Pavement Management System; and 7) supervision of the design and construction of all street and infrastructure projects, including sanitary sewer and storm drainage systems.

Land Development – The Engineering Department is responsible for coordination with the Community Development Department in the review and approval process for all land development projects, as well as plan checking and review of construction plans, collection of fees, and construction inspection for all private development and improvements thereto.

- Police

The Police Department is responsible for providing law enforcement services in the City, including crime prevention, parking and traffic control, community awareness, and investigations. The Clayton Police Department is dispatched to calls for service by the Concord Police Department 24 hours a day. The Concord Police Department also provides jail booking services for Clayton. The City contracts with the County for animal control services.

- Specialized Services

Clayton Financing Authority – The Clayton Financing Authority was established on December 4, 1990. The City Council sits as the Board of Directors for the Clayton Financing Authority. The Authority is responsible for the financing and refinancing of Public Capital Improvements and Working Capital, as well as other costs incurred by the City.

Clayton Community Gymnasium – In May 2001, the City of Clayton, its Redevelopment Agency, and the Mt. Diablo Unified School District enacted an agreement for the construction and use of a gymnasium at the Diablo View Middle School in Clayton. By virtue of that Agreement, the City of Clayton has full use and control of the gymnasium and adjacent parking lot during specified non-school hours and non-school days. The City, in turn, contracts with the Mt. Diablo Region YMCA to provide community recreation services and programs at this site on weekends and after school hours, and each organization is committed to providing quality, family-friendly recreational and cultural opportunities for the youth of all ages in the community.

Redevelopment Agency – The Clayton Redevelopment Agency receives tax increment revenue from real property taxes collected each year. A portion of this revenue is set aside by law for programs to facilitate affordable housing opportunities within the City. The remaining revenue is available for Agency programs and activities consistent with its Project Plan, which is primarily focused on curing and improving blighted conditions and spurring private economic development opportunities.

Oakhurst GHAD – The GHAD was created during the construction of the Oakhurst residential development. District revenue is solely derived from property owner-approved assessments on their real property; these monies can be used to perform repairs to public and private property caused by geologic hazards, such as landslides.

Services provided by special districts and contracted services include recreation services, solid waste services, recycling, fire services, library services, water and sewer services, and animal control.

- Recreation Services

The City has partnered with the Mt. Diablo Region YMCA for recreation services at the Clayton Community Gymnasium.

- Solid Waste Services

The City contracts with Allied Waste Services, Inc. (Republic, Inc.) for solid waste collection and disposal services.

- Recycling

The City contracts with Allied Waste Services (Republic, Inc.) for curbside recycling services.

- Fire Services

The Contra Costa County Fire Protection District provides fire prevention and fire suppression services in the City as well as first-responder emergency medical aid.

- Library Services

Library services are provided by the Contra Costa County Library system, of which the City is a member. The City pays for building maintenance and utilities usage of the branch library, as it is a City-owned facility.

- Water and Sewer Services

Water services are provided by the Contra Costa Water District, a special district. The City of Concord provides sewage collection and conveyance services to the City along with maintenance of the conveyance lines; the City is the owner of the sewage lines. Central Contra Costa Sanitary District (CCCSD) provides sewage treatment and disposal services.

- Animal Services

The City of Clayton contracts with Contra Costa County for animal control services.

City Infrastructure

The City owns eight buildings and numerous streetlights, traffic signals, roads, parks, storm drains, sewage lines, and public landscaped areas. All of the buildings have useful lives and are rated overall at a Pavement Condition Index (PCI) of 77 out of 100, equating to the universal ranking of "Very Good" (indices of 70 to 100). Some park improvements, such as plants, trees, and irrigation infrastructure are seven years beyond their expected useful lives, while all other City infrastructure is at least seven years from the end of its useful life.

Budget

Clayton uses a one-year line item budget process. The budget is prepared by the Finance Manager in coordination with, and with oversight by, the City Manager. The 2008/09 budget was approved on June 17, 2008.

Clayton's budget is separated into five units: General Fund, Special Revenue and Enterprise Funds, Fiduciary Funds, Redevelopment Funds (including Debt Service) and the Capital Improvement Program (CIP). An expanded review of all of these budget units follows.

General Fund

The City's adopted budget for 2008/09 anticipates General Fund revenues of \$3,767,800 and expenditures of \$3,767,800. The General Fund is the primary financing mechanism for City operations with "unrestricted" revenues from a variety of sources. Projected General Fund Revenues and Expenditures for the 2008/09 fiscal year are as follows:

Revenues

Property Taxes	\$1,656,842
Sales Taxes	\$251,877
Other Taxes	\$99,690
Licenses and Permits	\$150,000
Fines and Penalties	\$57,000
Service Charges	\$673,415
Franchise Fees	\$392,714
Miscellaneous Revenues	\$1,000
Transfers-in ⁶	<u>\$485,262</u>
Total General Fund Revenue	\$3,767,800

Expenditures

Legislative	\$64,539
Administrative/Finance	\$850,650
Public Works	\$119,191
Community Development	\$304,566
General Support	\$138,239
Police	\$1,838,073
Library	\$125,431
Engineering	\$97,078
Community Park	<u>\$230,033</u>
Total General Fund Expenditures	\$3,767,800

In fiscal year 2008/09, the City's primary General Fund revenues include property tax (44%) and service charges (18%). Property tax revenue anticipated in the 2008/09 budget is slightly greater than anticipated in the 2007/08 budget. However, the pinch on the household

⁶ Transfers are transactions between funds and are normally repaid within the current fiscal year.

budgets of Clayton residents due to the state of the economy has affected revenues in the City. The vastly diminished trade of selling and buying homes in the City resulted in significant reductions in property taxes and sales taxes, and the lack of construction activity further limited revenues from City permits.

With regard to expenditures, the primary General Fund expense is police services (49%), followed by administrative/finance services (23%), and community development services (8%). Beginning in fiscal year 2008/09, the budget separately tracks personnel time, expenses, and revenues associated with maintaining the Clayton Community Park as its own "department." No increases or reductions in the number or level of employees or public services are planned for in the 2008/09 fiscal year.

Special Revenue and Enterprise Funds

Special Revenue Funds and Enterprise Funds involve the provision of public services employing restricted-use monies. Strict controls and regulations are placed on their express purpose and expenditure. They are self-contained operations, yet they form a portion of the overall City budget. Clayton has established 12 special revenue and enterprise funds, which include funds such as the gas tax fund, street light fund, community gym fund, and The Grove Park fund. The gas tax fund is the largest of these, which is expected to yield \$327,797 in the 2008/09 fiscal year. The Capital Equipment Replacement Fund opens fiscal year 2008/09 with a reserve balance of \$479,258; however, the General Fund of the City is the primary contributor to this fund.

Fiduciary Funds

Fiduciary Funds are not typically considered part of the budget since the City serves as a fiscal agent to collect the previously approved assessments and then pay the incurred obligations. No underlying debt obligation of the City is assumed in administering the fiscal transactions of these funds. Clayton has established seven fiduciary funds, which include funds such as development impact fees and various facilities districts and assessment districts.

Redevelopment Funds/Debt Service

The Redevelopment Agency is expected to receive \$5.4 million in gross tax increment revenues in 2008/09, which is 1.84% more than the projected 2007/08 revenue. Of the gross tax increment amount, approximately \$1 million is reserved for "pass through" to the underlying taxing agencies, based on predetermined agreements. The remaining revenue is split, with \$1 million going to the required Low/Moderate Income Housing Fund, and the remaining \$3.4 million to the Agency's Discretionary Fund. Approximately \$2.2 million of the Discretionary Fund revenue for 2008/09 is pre-obligated to retiring debt service. Major projects to which these payments reduce debt include The Grove Park, a second municipal parking lot, municipal sewer connection projects, downtown sidewalks and street lights, Endeavor Hall, City Hall, Clayton Community Gymnasium, and street rehabilitation projects.

Capital Improvement Program

During fiscal year 2007/08, and despite limited resources, the City was still able to complete several significant capital improvement projects that enhanced and maintained the public's

investment in its infrastructures and overall quality of life. Capital improvements completed last year include:

1. The Grove Park, which opened on January 12, 2008, is expected to have an overall construction cost over \$2.0 million using Redevelopment Agency monies and State Park Bond allocations.
2. Clayton Community Park renovations of large and small picnic shelters, large and small kids play structures, new BBQs and benches, and associated improvements expected to cost approximately \$465,000.
3. A second municipal parking lot in the City Center adjacent to Endeavor Hall at a cost of \$165,500.
4. The 2007 Street Patching Project throughout the City for \$128,685.
5. Various sidewalk repairs, Americans with Disabilities Act (ADA) sidewalk ramps, and concrete improvement work at the City Hall Courtyard for a total cost of \$101,837.
6. The replacement of a deteriorated wood retaining wall along old Marsh Creek Road at a cost of \$320,000.

Capital improvement projects previously budgeted and awaiting commencement or completion are 1) the Clayton Road Trail Connection (\$100,000) and 2) the Downtown Entrance Directional Signage (\$50,000).

The following CIP projects were recommended for inclusion in the 2008/09 budget:

1. 2008 Pavement Rehab Project (\$1,112,000) – This project will be directed to addressing deteriorating arterial roadways in the City.
2. ADA Handicap Sidewalk Ramps (\$6,000) – As part of the City's ongoing program to install approved handicap ramps at all sidewalk corners, this allocation is targeted for the remaining neighborhoods lacking such facilities.
3. Downtown Economic Development Fund (\$1,535,105) – This project is aimed at driving economic revitalization and private commercial/retail developments into the Downtown Area. This monetary augmentation will push this project account up to \$2,515,976 to be used for viable capital improvements and continuing economic developments.

Locally Unmet Needs

The City identifies locally unmet needs in its 2008/09 budget. These needs include 1) more sworn police officers to protect the community and increase the City's ranking in the *Top 5 List of Safest Cities in California*; 2) more field maintenance workers and supervisors to have the time and the resources to trim bushes more frequently, repair irrigation leaks more rapidly, replace signage and pick weeds more often, renovate trail paths and pick up public litter on a regular basis, and repair and respond to facility cleanup and improvement requests; 3) additional City Hall staff to answer phones and respond to citizen concerns more swiftly and within their time expectations; 4) more Planning staff to turn around land use projects and

resolve code enforcement complaints more effectively; 5) several more personnel to support the variety and increasing number of community events and gatherings the Clayton residents have enjoyed and anticipate; and 6) more personnel to regularly communicate with the citizens about important local issues and regulations via the City website, letters, and other public forums.

Additional “wish list” items identified in the budget include better maintenance of streets and roads, construction of skateboard parks, tennis courts, and BMX tracks for children, and regular tree pruning.

CITY PLANNING BOUNDARIES AND GROWTH

City Boundaries

City Limits

The existing City limits encompass approximately 4 square miles. The City is located in central Contra Costa County and is bounded by the City of Concord to the northwest, and by open space (including Mt. Diablo State Park) along the remainder of the City’s boundaries. (Refer to Exhibit II-A.)

Sphere of Influence

The SOI for the City includes approximately 5.7 square miles and extends the existing City limits to the south toward Mt. Diablo State Park. (Refer to Exhibit II-A.) It is unclear when the SOI was adopted, although it has been shown on maps for many years. The City has not been able to locate any records indicating that the SOI was officially adopted, and LAFCO has been unable to locate records that demonstrate the SOI was officially adopted.

Planning Area

The existing General Plan Planning Area includes approximately 9 square miles. Both natural features and political divisions serve as boundaries of the Planning Area. The western boundary of the Planning Area is defined by the Concord City limits and ridge lines. The southern boundary is formed by the borders of the State Park. The north is bound by Ygnacio Valley/Kirker Pass Road and the City of Concord. The east is bounded by ridge lines.

Urban Limit Line

Contra Costa voters approved the current countywide urban limit lines (ULLs) in 2006. (Refer to Exhibit II-A.) The Clayton City Council adopted the countywide ULL in November 2007. The ULL follows the general boundaries of the City limits, except for the southeast corner of the City. At that corner, the line extends beyond the City limits and extends into the SOI. However, the ULL is not contiguous with the SOI. Instead, some of the land within the SOI lies outside of the ULL.

General Plan

Clayton’s General Plan was adopted on July 17, 1985, and was most recently amended on February 6, 2007. Significant text amendments to the Land Use Element and Housing Element were adopted on June 1, 2004, and September 6, 2005, respectively.

The General Plan is intended to identify the community's environmental, social, and economic goals as well as provide citizens with information about their community and with opportunities to understand and participate in the planning and decision-making process of local government.

The General Plan includes nine elements. This includes the seven mandatory elements required under Government Code section 65302 – land use, circulation, housing, open space, conservation, noise, and safety – along with two additional elements – community design and community facilities.

The guiding principles with respect to the land use framework include: maintaining the rural character that has been the pride and distinction of Clayton; encouraging a balance of housing types and densities; preserving the natural features, ecology, and scenic vistas of the area; controlling development through appropriate zoning and regulations; encouraging alternative modes of transit, such as bicycling and walking; creating and maintaining an attractive City Center; and providing housing opportunities to serve the varied social and economic segments of the community.

Population Growth

On March 3, 1964, approximately 91% of Clayton's 364 registered voters approved incorporation of the City. Clayton residents wanted local control of planning and development, and worried about losing the semi-rural ambience of the Upper Clayton Valley. Back then, the City limits consisted of 0.5 square miles and the City's budget was \$23,517.⁷

The City's population has grown slowly but steadily since then, growing to 7,317 (1990), 8,745 (1995), 10,762 (2000), and currently at 10,864 (2009).⁸ The population in 2010 is estimated to be 11,300.⁹ Clayton is currently ranked as the smallest city in Contra Costa County.

Jobs-Housing Balance

The analysis of jobs/housing balance is used to measure the degree to which communities and subregions are inducing commuter travel as growth occurs. In 1990, Clayton had a jobs-to-employee ratio of 0.25 (1,030 jobs and 4,142 employed residents). In 2000, this ratio decreased to 0.18 (1,030 jobs and 4,500 residents).¹⁰ In 2010, ABAG estimates that there will be 1,520 jobs within the City and 6,020 employed residents.¹¹ This results in a jobs-to-employee ratio of 0.25. A ratio of 1.00 indicates that there is a numeric balance between the number of

⁷ City of Clayton 2009.

⁸ State of California, Department of Finance 2009.

⁹ ABAG 2006.

¹⁰ City of Clayton 2000.

¹¹ These estimates (ABAG 2006) include the City's SOI.

jobs and the number of employed residents in a community. A ratio of less than 1.00 typically indicates that a community is “job poor” and that its residents commute to jobs in other areas, and the community’s economic development has not kept pace with its housing growth.

Clayton’s jobs/housing ratio is out of balance, and this trend is expected to continue into the foreseeable future. Clayton historically has been a suburban residential community serving major employment centers to the west and south, and the pattern of residents commuting outside the City to work is expected to continue.

Vacant Land

At the time the General Plan Housing Element was last updated in 2005, there were six vacant residential sites that, at approved densities, would allow for the development of between 23 and 34 units.¹² Additionally, 11 sites that were identified as underdeveloped residential land yield the potential for between 46 and 110 additional units. All of the sites identified were in the City limits. Since that listing in 2005, one site in each category has been developed or redeveloped. Consequently, the density range has been reduced to 22 and 33 units, and 45 and 109 additional units, respectively. The adjusted acreage in the categories is 10.47 acres in the vacant residential land category and 50.24 in the underdeveloped residential land category.

Development Projects

There are a number of development projects currently under construction or proposed in the City of Clayton. These projects are summarized as follows:

1. Bocce Ball Centre – construction of eight bocce ball courts on a 0.7-acre publicly owned site. The project would also include picnic tables, team benches, bleachers, and a storage building.
2. Diablo Pointe Residential Subdivision – subdivision of a 24.1-acre site into 24 lots for single-family residences. The project site is located at the northeast corner of Regency Drive and Rialto Drive.
3. Oak Creek Canyon Residential Subdivision – subdivision of a 9.03-acre site into six lots for five single-family residences and a stormwater detention basin. The site is located on the north side of Marsh Creek Road, opposite the intersection of Marsh Creek Road and Diablo Parkway.
4. Rivulet Mixed-Use Development – proposal to construct approximately 7,000 square feet of commercial space on the ground floor and seven residential units on the second floor, on a ± 1.25 -acre property on Oak Street in Clayton’s Town Center area.

¹² City of Clayton 2005.

Growth Management

Growth Management is addressed as a separate element in the City's General Plan. The purpose of this element is to establish goals, standards, and policies for traffic services and public facilities and services. Clayton intends to establish a comprehensive, long-range program that will match the demands for public facilities generated by new development with development mitigation programs, plans, and capital improvements as part of its next formal General Plan update process. The Growth Management Element of the General Plan is consistent with the requirements of the Contra Costa Transportation Improvement and Growth Management Program (Measure C), approved by the Contra Costa County voters in 1988.

The City of Clayton has continued to comply with the requirements of Measure C, receiving approval from the Contra Costa Transportation Authority for its most recent Calendar Years 2006 and 2007 Measure C Biennial Compliance Checklist review. Challenges that the City of Clayton will face in coming years in the area of growth management will be to provide more affordable housing and to realize economic development in the City's Town Center. With respect to housing, ABAG has assigned Clayton the regional housing numbers allocation of 151 units for all economic segments for the period of 2009 to 2014. In terms of economic development, the City of Clayton plans to continue to facilitate commercial and mixed-use development in its Town Center. The objective is to add retail and restaurant uses and associated jobs to this area of the community. This type of development would bring revenue, services, products, and conveniences, in addition to the jobs, to the local community.

Annexations

As identified in the General Plan, Clayton wishes to have control over those areas that demand services that make up its urban form, that affect its livelihood, and that help create an efficient unit of government services. It is therefore the policy of the City to annex all land within its SOI and to promote development of land in the City.¹³ City staff has been working for several years on a possible annexation of a ± 5.195 -acre property within the Marsh Creek Road Specific Plan area, located southeast of the Clayton City limits. This site has been referred to as the Sorensen property or Twin Oaks property. The proposed land use for the property is low-density residential, with up to nine residences being proposed. There has been no applicant activity on this file for at least 10 months; consequently, given this lack of activity and the current depressed economy, the time frame for annexation is uncertain.

Sphere of Influence Reductions and Expansions

No SOI reductions or expansions are proposed at this time. Policies regarding SOI expansions and annexations are included in the General Plan to ensure that future development occurs in a fiscally sound manner and that "leapfrog development" does not occur.

¹³ City of Clayton 2000.

MUNICIPAL SERVICES

Public Safety Services

Police

The City's Police Department has 14 personnel. Clayton contracts with the City of Concord for dispatch and jail booking services. The Department has both a neighborhood watch program and a vacation watch program. The City has Police Explorers, two paid Police Service Aides, volunteers in Police Services, and one Reserve Officer.

According to the U.S. Federal Bureau of Investigation crime statistics for 2007, Clayton had nine violent crimes and 165 property crimes, with a rate of 1,546 crimes per 100,000 population. Crime rates are affected by a number of factors and reflect a city's population, concentration of youth, degree of urbanization, cultural and educational characteristics, geographic location, and modes of transportation, among others. Therefore, these rates are a good measure of changed conditions within a city over time but should not be considered as a direct evaluation of the adequacy of police services between cities.

In 2006, there were 8,003 calls for service, self initiated and via dispatch. In 2007, there were 7,793 calls for service, and in 2008 there were 6,430 calls for service. Concord's new dispatch system, in addition to providing digital computerized dispatch services, can also provide useful information for the police manager, such as a system-generated management report that details response times. The report is broken out into three areas: response times to priority one calls for service (serious issues), response times to category two and three crimes, or non-emergency calls for service. Priority one calls are emergency crimes or incidents that require an immediate response by the officer. The latest report indicates that Clayton officers have an average response time of 3 minutes, 34 seconds for all priority one calls (i.e., emergencies). A response time under 5 minutes is considered an excellent response. Due to the small size of the city, response times to Code 3 emergencies are short: Clayton officers have an average response time of 5 minutes, 26 seconds responding to non-emergency calls for service.

There are 11 sworn staff at this time (number includes the Chief). There are approximately 980 citizens per sworn officer.

General Plan Performance Standards: Police

- Capital facilities should be provided at a level sufficient to maintain a five-minute response time for 90% of all emergency calls for police assistance.

Fire

Fire services are provided by Contra Costa County Fire Protection District, which provides fire protection and emergency medical services to nine cities and the unincorporated areas of Contra Costa County located within the District's boundaries.

Contra Costa County Fire Protection District staff comprises 406 personnel, including 344 uniformed personnel, with 12 battalion chiefs and approximately 62 civilian personnel. Each three-person fire-fighting crew includes a paramedic. In addition to fire suppression and

emergency medical services, overall capabilities and resources of the Fire District include vehicle extrication ("jaws of life"), trench rescue, water rescue, high-angle rescue, building collapse, confined space rescue, fire and arson investigation, code enforcement, building plan review, and public education, such as Community Emergency Response Training.

The District has 30 fire stations, one of which is located in Clayton. Contra Costa County Fire Protection District participates in a Cooperative Interagency Agreement with other local and regional fire departments and agencies.

Station 11 is located at 6500 Center Avenue, near a neighborhood of single-family homes and open space. Three shifts of three personnel are assigned to the station, which is equipped with one Type I engine and one Type III engine. In 2006, the station's crew responded to 804 calls for service.

The National Fire Protection Association (NFPA) 1710 Standard establishes a goal of a five-minute response time from the time of dispatch to arrival on the scene, whenever possible. Currently, Contra Costa County Fire Protection District also has a goal of no longer than five minutes to be on-scene for all calls for service.

General Plan Performance Standards: Fire

- Ideally, all development should be within 1.5 miles or a three-minute response time from a fire station. All development (including residential) more than 1.5 miles or three minutes from a fire station shall provide a built-in fire protection system (e.g., fire sprinklers). All development adjacent to open space areas shall provide Class "A" fire retardant roof coverings.

Community Development Services

Planning

The Long-Range Planning and Special Studies Program is responsible for the following: 1) prepares and updates the Town Center Specific Plan, Marsh Creek Road Specific Plan, and State-mandated General Plan, which includes the Land Use Element; 2) prepares studies to update City policies in response to changes in State law, resource availability, and community goals; 3) facilitates public participation and community involvement in planning issues; 4) participates in development and review of regional studies prepared by ABAG, Contra Costa Transportation Authority, and TRANSPAC; and 5) supports City Council in addressing regional governance and planning issues.

Building

The City contracts with the Contra Costa Building Department for building plan check and inspection services. The Community Development Director is the liaison between the City and the Contra Costa Building Department. In addition, the Land Development Division of the Engineering Department coordinates with the Community Development Department in the review and approval process for all land development projects, as well as being responsible for utility and public works plan checking and review of construction plans, collection of fees,

and construction inspection for all private development and improvements thereto. The total of number of building permits issued by the City in 2007 was 392; the total number of permits in 2008 was 367. The trend for the number of building permits issued is downward, which is expected to continue given the depressed economy.

Economic Development

The City does not have a separate Economic Development Department. However, the Clayton Redevelopment Agency receives tax increment revenue from real property taxes collected each year. A portion of this revenue is set aside for programs to facilitate affordable housing opportunities within the City. The remaining revenue is available for Agency programs and activities consistent with its Project Plan, which is primarily focused on curing and improving blighted conditions and spurring private economic development opportunities. The City Manager functions as the Redevelopment and Economic Development Director and utilizes other City staff for necessary professional and support services.

Housing

The Housing Program includes the administration of the low- and moderate-income housing programs in the City and ensures that low- and moderate-income units remain available to qualified applicants upon sale of units. Clayton has an adopted Housing Element in compliance with state law.

Redevelopment

The Clayton Redevelopment Agency receives tax increment revenue from real property taxes collected each year. A portion of this revenue is set aside for programs to facilitate affordable housing opportunities within the City. The remaining revenue is available for Agency programs and activities consistent with its Project Plan, which is primarily focused on curing and improving blighted conditions and spurring private economic development opportunities.

In 2008/09, it is estimated that the Agency will receive gross tax increment revenues totaling \$5,402,583. Expenditures during 2008/09 include debt service, agency management, and operations, and discretionary projects (CIP). There exists the opportunity to allocate approximately \$1.5 million to the CIP budget of the City, stimulating economic development in the Clayton Town Center and enabling the Agency to advance its mission to enhance the general welfare and safety of the City's residents and businesses. Current major projects of the Redevelopment Program include the 2008 Pavement Rehabilitation Project, the ADA Compliance Program, the Downtown Economic Development Program, and the Town Center Entry Improvement Project.

Transportation and Road Services

Transportation

The City of Clayton's Neighborhood Traffic Management Program (NTMP) was adopted on July 15, 2003. The program is a method of putting into practice some of the goals and direction of the City Council. Such goals include: implementation of a circulation system that will preserve the atmosphere and unity of the area and will ensure adequate traffic capacity on roads; providing for safe and efficient vehicular movement; minimizing the intrusion of through traffic

on residential streets; implementation of physical and operational improvements to improve roadway and intersection capacity; and providing a safe environment for pedestrian movement. The program focuses on education and providing neighborhoods with tools for resolution and documentation of traffic problems.

Clayton is not located along a major highway or Interstate. Instead, major traffic is carried via Kirker Pass Road and Clayton Road/Marsh Creek Road. These two roads provide access to Interstate 680 and State Route 24 through Concord. There are 20.6 center-lane miles of paved streets under City jurisdiction,¹⁴ consisting of arterials (both major and minor), collectors, and local streets. Most arterials provide northwest to southeast movement, with the exception of Kirker Pass Road, which runs southwest to northeast. Collectors run north-south and provide access to neighborhoods. Clayton is not a pass-through community for commuter traffic from East County cities and does experience heavier commuter traffic originating from outside of the City traveling to other destinations.

All intersections within the City currently operate at a level of service (LOS) A, according to the City Engineer. Future development in the Marsh Creek Road Specific Plan area may cause an LOS decline at one or two intersections within the City to LOS C. The City's minimum intersection LOS is LOS D for arterial streets, which was adopted in accordance with the requirements of Measure C.

Public transportation is provided by the Central Contra Costa Transit Authority, which offers bus and paratransit service. The General Plan shows 19 bus stops within the City, primarily along the arterials. Clayton would like to see a Bay Area Rapid Transit (BART) shuttle serve the City, and would also like to explore creating a formally improved Park and Ride facility within the City. An underutilized public Park and Ride lot does exist at the southeastern portion of the intersection of Clayton Road and Peacock Creek Drive.

General Plan Performance Standards: Transportation

- The City of Clayton, in cooperation with the TRANSPAC Regional Transportation Planning Committee, has designated Routes of Regional Significance for the Central Contra Costa County area. A Route of Regional Significance does not exist within Clayton's City limits. However, immediately to the west of the City, the Ygnacio Valley Road/Kirker Pass Road corridor is a designated Route of Regional Significance.
- There are eight signalized intersections within Clayton. Four of these intersections are key in determining whether the City's basic route system is operating efficiently and meeting Level of Service Standards. These four reporting intersections include: Clayton Road/Washington Boulevard; Clayton Road/Mitchell Canyon Road; Marsh Creek Road/Regency Drive; and Oakhurst Drive/Eagle Peak Avenue.

¹⁴ City of Clayton 2000, pp. III-17.

Road Services

The Maintenance Department has five full-time employees and uses seasonal part-time employees to help maintain the City. The Department maintains 1,000 streetlights, over 1,000 street signs, and 84 miles of streets and markings.

The City has conducted a pavement survey to determine expected life remaining in its dedicated roadways. The condition of roads is based on a PCI—a numerical index used to indicate the condition of a roadway. It is widely used in transportation and civil engineering. The PCI looks at the overall conditions of the roadways, including engineering design, base and paving thickness, crown and drainage, and wear and aging condition. The pavement survey allows the City to plan repairs or perform preventive maintenance to extend the service life of the roadways. The PCI shows that, overall, the existing roadways receive an index rating of 77. The 77 PCI rating shows that the City of Clayton's roadways overall are good.

Water and Sewer Services

Water

Water service is provided by the Contra Costa Water District.

Sewer

The City of Concord provides sewage collection and conveyance services to the City of Clayton; CCCSD provides sewage treatment and disposal services.

Water and wastewater services were evaluated separately as part of LAFCO's Water and Wastewater Municipal Services Review and Sphere of Influence Updates.

General Plan Performance Standards: Water and Sewer

- All development shall comply with the standards of the Contra Costa Water District.
- All development shall comply with the standards of the CCCSD and the City of Concord for sanitary sewer treatment and collection, respectively. Septic systems shall be allowed in transitional areas on large lots subject to the approval of the Contra Costa County Health Services Department.

Parks, Recreation, Library, and Cultural Services

Parks

According to the City's website, Clayton has seven parks (Clayton Community, Lydia Lane, North Valley, Equestrian Staging, Dog, Westwood, and The Grove) and 400 acres of open space. Park facilities include combination baseball/soccer fields, restrooms, concession stands, play structures, and picnic tables. The City's Maintenance Department performs regular maintenance at the City's parks and extensive open space and trail system. Consequently, the City's parks and open space areas, including trails, are well-maintained. The City's seven parks comprise more than 20 acres of improved land, with connecting trail systems. Additionally, the City offers approximately 515 acres of open space. Further, the City's extensive trail system offers over 20 miles of improved trails that connect most neighborhoods directly to open

space areas. The trails generally are improved with decomposed rock or asphalt, and feature rest benches and trail markers. Finally, Planned Development residential areas offer additional recreational opportunities, including swimming pools, barbeque areas, sport courts, and lawn areas. Collectively, the City of Clayton is in general conformance with its standards for parks and open space.

General Plan Performance Standards: Parks

- Standards for active open spaces within Clayton are as follows: Developed Parks – three acres per 1,000; Maintained Open Spaces – seven acres per 1,000. Total Active Open Spaces – 10 acres per 1,000.

Recreation and Cultural Services

The City does not directly provide recreation services. All City access to recreation facilities garnered through the cooperative agreements with the Mt. Diablo Unified School District is utilized by the local YMCA chapter, which in turn provides community recreation programs.

In May 2001, the City of Clayton, its Redevelopment Agency, and the Mt. Diablo Unified School District enacted an agreement for the construction and use of a gymnasium at the Diablo View Middle School in Clayton. By virtue of that Agreement, the City of Clayton has full use and control of the gymnasium and adjacent parking lot during specified non-school hours and non-school days. Together, the City of Clayton and the Mt. Diablo Region YMCA are committed to providing quality, family-friendly recreational and cultural opportunities for the youth of all ages in our community.

Library

Clayton owns its library building, which is operated by the Contra Costa County Library System as a branch library. The City constructed the facility and adjacent public parking lot, and pays for maintenance, utilities, and capital improvements. The branch offers young child and adult programs, and is open 44 hours per week over 6 days. The City contributes additional funds to subsidize a portion of the library's operations. In 2008, volunteers from the community provided 8,882 hours of volunteer services at the Clayton Library, the highest number of volunteer hours in the Contra Costa County Library System, valued at \$143,409.

Solid Waste Collection and Disposal Services

The City's disposal and green waste services are handled by contract with Allied Waste Services. The City's contract provides for curbside recycling services, including green waste. Household hazardous waste (HHW) is handled through the HHW facility in Martinez, where residents must take their waste for proper disposal, although some hazardous waste, such as used oil, oil filters, and some electronic waste (televisions, computer monitors, keyboards, peripherals) can be placed for curbside pick-up.

The City reports that its AB 939 diversion rate was 54% in 2004, and that a new system that focuses on capping disposal is currently (in 2009) in an implementation phase.

SERVICE REVIEW DETERMINATIONS

In anticipation of reviewing and updating the SOI for the City of Clayton, and based on the information contained within this Municipal Services Review, the following written Determinations are intended to fulfill the requirements of Government Code section 56430(a):

General Statements

- A. The City has been proactive in addressing community needs, public services, and necessary infrastructure improvements.

Infrastructure Needs and Deficiencies

1. Existing infrastructure – City-owned buildings, library building, City streets, stormwater system, and parks meet acceptable standards for functionality and usability. The City's buildings are routinely cleaned, repaired, and maintained. Street maintenance includes routine pavement maintenance, such as crack-sealing, slurry seals, pothole repairs, annual pavement overlays, and reconstruction, as needed or as recommended by the City's computerized Pavement Management System. Maintenance of the City's stormwater system involves clearing the inlets and pipes of debris and other flow obstructions, at least once a year or more often if needed.
2. City-owned buildings and other facilities have several decades of useful life remaining. The City commits resources annually to the maintenance and upkeep of facilities and roadway to extend useful life.

Growth and Population Projections for the Affected Area

3. Clayton's growth rate is consistent with other cities within central Contra Costa County, remaining relatively low. Historically, Clayton has not experienced high growth rates.
4. Utilizing existing vacant parcels zoned for residential development and existing residential parcels considered underutilized, a maximum 150 dwelling units could be built within the existing City boundaries.
5. Future residential growth within the SOI is focused on the Marsh Creek Specific Plan, which extends east of the City along Marsh Creek Road. The Marsh Creek Specific Plan would add approximately 150 residential units to the City of Clayton.

Financing Constraints and Opportunities

6. The City has historically operated with a balanced budget, not needing to use reserves. Of concern is that revenues are declining because of the current depressed economy and, at the same time, the cost of service delivery is increasing. Therefore, it may become necessary to use reserves to achieve a balance budget in fiscal year 2009/10.
7. The City has been successful in passing higher assessments for maintenance costs. Two recent successes for the City were the passage in 2006 of a parcel tax to pay for the operation and maintenance of the City's new Downtown Park, and the renewal of the

maintenance assessment citywide for the public Landscape Maintenance District by voter approval in 2007. Both measures required the two-thirds voter approval for special taxes.

8. The current budget allocates 49% of the General Fund revenues to Police Services. This reflects the City Council's commitment to provide a safe environment within the City.
9. There is limited land available within the City that is or could be zoned for commercial uses. This restricts the City's ability to increase sales tax revenues or to provide local jobs.

Cost Avoidance Opportunities

10. Fire protection services provided by the Contra Costa County Fire Protection District serve the City well. Fire protection costs are borne by the District with revenues from property tax increments, assessment, and fees. The cost of fire protection is not included within the City's budget, freeing funds which might have been used for this service to be utilized in other areas.

Opportunities for Rate Restructuring

11. As part of the City's annual budget process, all City fees, charges, and fines are reviewed and updated as necessary. Each July (and when deemed appropriate), the City reviews and updates its Master Fee Schedule for user fees, charges, and fines.

Opportunities for Shared Facilities

12. The City has built a new gymnasium as part of a shared use agreement between the City and the school district. The City has contracted with the YMCA to provide recreation services using the facilities that are available to the City through the joint use agreement.
13. The City's Police Department utilizes the dispatch and booking services of the City of Concord's Police Department.

Government Structure Options

14. This Municipal Service Review identified no government structure options for the City of Clayton. The City operates as a general law city utilizing a council-manager form of governance.

Evaluation of Management Efficiencies

15. The City has a low ratio of employees to residents: 2.3:1,000.

Local Accountability and Governance

16. The City provides opportunities for citizens to attend meetings, with access to public information and full Agenda Packets via the City's website. The City records each City Council meeting, and then broadcasts each meeting on local cable channels the following evening and later in the same week. The City has also created several citizen-

based committees to help guide policy makers and to gather valuable citizen input on projects and services within the City.

17. The appointed City Clerk provides important oversight functions, including records management, Statements of Economic Interest filings, and overseeing municipal elections.
18. The City maintains an up-to-date website that is easy to navigate. The website contains meeting agendas, minutes, important documents (budgets, general plan and planning documents, municipal codes, and various forms for building or planning projects), information about City Departments, and contact information for local officials.

SPHERE OF INFLUENCE RECOMMENDATIONS AND DETERMINATIONS

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires that LAFCO review and update SOIs for each special district and city within each county not less than once every five years.

A SOI is defined by Government Code section 56076 as a "Plan for the probable physical boundaries and service area of an agency, as determined by the Commission." SOIs are a planning tool used by an agency to conduct service and facility planning for areas that it intends to annex and serve in the future. The establishment or amendment of an SOI may take several forms. An SOI may be coterminous to an agency's boundaries, indicating that the agency is at its ultimate configuration with no land area growth anticipated in the near future. An SOI may extend beyond the current boundaries of the agency, indicating that future annexations are anticipated and that the agency is the appropriate service provider for this area. An SOI may also be smaller than an agency's boundaries, indicating that future detachments may be appropriate. Lastly the Commission may adopt a "zero" SOI, which indicates that a potential dissolution of the agency may be appropriate.

Given the considerations addressed in this Municipal Service Review, three SOI options have been identified for the City of Clayton:

- **Retain the Existing SOI**

If the Commission determines that existing governmental structure is adequate, that the existing SOI is appropriate, and that the City is the most logical future service provider for the SOI, then the existing SOI should be retained.

- **Reduce the SOI in the Mt. Diablo State Park Area (City-requested option)**

This option would reduce the SOI only in the area where it includes a portion of the Mt. Diablo State Park. This would retain the quarry property within the SOI as well as the entire Marsh Creek Road Specific Plan area. The City has requested consideration of this option due to the social and economic interest of the City in the quarry, and the fact that access to the quarry is directly and solely through the City of Clayton. The City

has also stated that the retaining the City's existing SOI in the Marsh Creek Road Specific Plan area would allow for the implementation of the Specific Plan.¹⁵ There are approximately 40 acres located outside the ULL that are within the Marsh Creek Road Specific Plan area.

- **Amend the Existing SOI to Match the Adopted Urban Limit Line**

If the Commission determines that the adopted Urban Limit Line represents the appropriate boundaries for urban development, that the existing governmental structure is adequate, that the SOI within the ULL is appropriate, and that the City is the most logical future service provider for areas within the SOI, then the SOI should be amended to match the adopted ULL.

Recommendations

It is recommended that the SOI for the City of Clayton be amended by removing all current SOI areas that are outside of the countywide and City-adopted Urban Limit Line. The current land use designations of the areas proposed for removal are Open Space (PU: Public Park/Open Space/Open Space and Recreational; and Q: Quarry) The life span of the quarry is estimated to exceed 20 years. The ULL was amended and re-adopted in November 2006 as Measure L and now includes additional area added within the Clayton SOI so that the Marsh Creek Specific Plan is included within the ULL.

If the Commission were to decide that the retention of the currently existing SOI is appropriate, this would indicate LAFCO sees all of these areas as potentially suitable for development and requiring municipal services in the next decade or so. The establishment of the ULL, which was also adopted by the City, has already made the determination as to which areas should be developed and which areas should remain as open space or agricultural land uses.

It is further recommended that LAFCO and the City of Clayton further investigate the establishment of the SOI and, if necessary, take the necessary steps to officially adopt an SOI for the City.

¹⁵ City of Clayton 1995.

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Table II-1 – City of Clayton

SOI Issue Analysis

Issue	Comments
SOI Update Recommendation	The recommendation for the SOI would be to adopt the countywide ULL boundaries as the SOI boundaries for the City of Clayton.
Services Provided	The City of Clayton directly provides Police, Parks, Recreation, Public Works, Local Planning, and government services. The City contracts for City Attorney and Engineering services. Fire protection services are provided by Contra Costa County Fire Protection District. Water service is provided by Contra Costa Water District. Wastewater collection and treatment is provided by the City of Concord and CCCSD. Library service is provided by the Contra Costa County Library System.
Present and planned land uses in the area	The City has applied land use designations through its General Plan to all areas of the City and SOI. Land uses within the SOI generally are for low-density residential uses, private open space, park, and quarry uses.
Potential effects on agricultural and open space lands	There are no commercial agricultural land uses within the City. The SOI area contains one Christmas Tree farm that is not part of an agricultural preserve. Open space lands within the hills surrounding the City are not included within the SOI or ULL.
Projected population growth	Projected population growth within the City is less than 0.5% annually. The City is nearing build-out with the potential for approximately 150 residential units to be built remaining within the City boundaries. Population at build-out is estimated at 11,300 persons, with build out sometime after 2015.
Present and probable need for public facilities and services in the area	Within the recommended SOI boundaries, all future development will require municipal levels of services. All areas within the corporate boundaries of the City already receive municipal levels of services.
Opportunity for infill development rather than SOI expansion	The recommendation is to reduce the current SOI to match the adopted ULL. No SOI expansion is recommended. All development will be infill or through future annexation as development takes place.
Service capacity and adequacy	This Municipal Service Review has found no inadequacies in service capacity or with the adequacy of the services provided. City-owned infrastructure is generally in good repair with several decades of useful life remaining.
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 City of Concord is to the north of the City of Clayton and the Mt. Diablo State Park is to the south. The City of Clayton is the community of interest for the SOI.

Table II-1 (Continued)

Issue	Comments
Effects on other agencies	The recommended amendment to the SOI would have no effect upon other agencies and service providers.
Potential for consolidations or other reorganizations when boundaries divide communities	No potential consolidations or reorganizations were identified within this Municipal Service Review for the City of Clayton. The City does not divide any community.
Location of facilities, infrastructure and natural features	The location of City facilities is central to the community. Parks are located within easy access to the residents.
Willingness to serve	The City of Clayton would be willing to provide service upon annexation of the area. The recommended SOI amendments would include all potential development which would require municipal services.
Potential environmental impacts	Reduction of the SOI to match the approved ULL will have no environmental impact.

The map displays the geographical layout of Clayton, North Carolina, with various planning boundaries. The City Boundary is shown as a solid grey area. The City SOI (Special Overlay) is indicated by a hatched pattern. Areas Proposed for Removal from SOI are highlighted in solid red. The Urban Limit Line is marked by a blue outline. Key roads labeled include Concord Blvd, Kirtley Pass Rd, Clayton Rd, and Marsh Creek Rd. The city name 'Clayton' is prominently displayed in the center.

Legend:

- City Boundary
- City SOI
- Areas Proposed for Removal from SOI
- Urban Limit Line

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III. CITY OF CONCORD

LOCATION, ADMINISTRATION, AND OPERATIONS

Concord was incorporated in February 1905. The City is generally bounded by the cities of Pleasant Hill and Martinez to the west, the City of Clayton to the southeast, the City of Pittsburg to the northeast, the City of Walnut Creek to the south, and the Carquinez Strait to the north. The City encompasses an area of approximately 30.5 square miles and has 45.6 square miles within its Sphere of Influence (SOI) inclusive of incorporated territory. The City's planning boundaries include its existing SOI and approximately 15 square miles beyond its SOI. The City has an estimated population of 123,776 residents and is the largest city in Contra Costa County.¹

Concord is generally characterized by flat topography through the central section of the City. The eastern portions of the City include low rolling hills, defining a ridgeline that separates the City from the City of Pittsburg to the east.

Single-family residential is the most significant land use within the City limits, occupying roughly 6,270 acres (32%) within Concord. Commercial and mixed-use development are clustered in Concord's downtown and along the major transportation routes that radiate outward from the downtown, notably Clayton Road, Monument Boulevard, Willow Pass Road, and areas around the intersection of State Route 242 and Interstate 680. Industrial uses are primarily situated north of State Route 4, and, to a lesser extent, south of Monument Boulevard.²

Regional transportation serving the City includes State Route 242 and Interstate 680, which provide regional access to Sacramento via Interstate 80. East-west access is provided by State Highway 4, which connects with Interstate 80 in the City of Hercules to the west. The City has two BART stations. Bus service is provided by Central Contra Costa Transit Agency, which has three routes serving Concord.

City Governance

Concord is incorporated as a "general law city"³ with a council-manager form of government.⁴

¹ State of California, Department of Finance 2008.

² City of Concord 2007.

³ Under the California State Constitution, Article 11, Section 2, and Government Code section 34102, cities organized under the general law of the State are "general law cities" as opposed to "charter cities," which operate under an individual city charter.

⁴ The Council-Manager form is the system of local government that combines an elected legislative body (City Council) with the management experience of an appointed local government manager (City Manager).

City Council

The City Council consists of five members, who are elected at large. City elections are held in November in even-numbered years. Council members are elected for four-year terms. The council annually selects which council member will serve as mayor and vice mayor for one-year terms. Council members also serve as members of the City's Redevelopment Agency Board and as the Local Reuse Authority (LRA) for the Concord Naval Weapons Station (CNWS) as well as serving on other boards and commissions. Other elected officials in the City are the City Clerk and Treasurer, who also serve four-year terms. City Clerk will be an appointed position when the City Clerk's term expires in 2010. The City Council is directly responsible for hiring the City Manager and City Attorney.

Council meetings are held the first, second, and fourth Monday of each month at 6:30 PM. Meetings are held at the City's Council Chamber at Civic Center, 1950 Parkside Drive, Concord. Council meetings are broadcast on local cable channels 28 (Comcast) and 29 (Astound) and through video streaming on the City's website, where they are also archived. The meeting agendas and minutes are posted on the City's website, www.cityofconcord.org, as well as in the Clerk's Office in the Civic Center.

Council members receive \$1,300 per month, and are eligible for the same benefits as regular full-time City employees.

City and Regional Commissions and Committees

Council members serve as members of the City Redevelopment Agency Board and as the LRA for the CNWS; represent the City on standing committees and ad hoc committees; and serve as representatives to several outside agencies. Council members serve on the following standing committees: Policy Development and Internal Operations, Recreation and Cultural Affairs, Infrastructure and Franchise, Neighborhood and Community Services, and Housing and Economic Development. In addition to the standing committees, Council members also serve on the Economic Vitality Ad Hoc Committee. The City Council appoints Council representatives to the following commissions and committees: Citizen Corps Community Emergency Response Team, East Bay Division of League of Cities, Transportation Partnership and Cooperation Regional Committee, Central Contra Costa Transit Authority, Central County Literacy Coalition, Association of Bay Area Government, Contra Costa LAFCO, and Mt. Diablo School District Safe and Drug Free Schools Task Force.

City Information

The City maintains an extensive website that is updated regularly. City News is the newsletter of the City of Concord. This publication is delivered by mail to every residential and business address in Concord.⁵ Public hearing items for the City Council and Planning Commission are published in the Contra Costa Times, posted at City Hall, and, for planning-related matters, directly mailed to affected property owners within 300 feet of the project site.⁶

⁵ City of Concord 2009.

⁶ City of Concord 2008.

City Operations

The City has 10 operating departments: 1) Office of the City Manager, 2) Building Engineering and Neighborhood Services, 3) Community and Recreation Services, 4) Planning and Economic Development, 5) Public Works, 6) Information Technology, 7) Police, 8) Human Resources, 9) Finance, and 10) City Attorney. An overview of each municipal function is provided below.

- Office of the City Manager

The administration of the City is the principal responsibility of the City Manager, who provides a liaison between the City Council and staff; and who carries out, on behalf of the City Council, its policies and directives. The City Manager serves at will and is hired by the City Council. Key duties for the City Manager and Assistant City Manager include supporting and implementing City Council policies and directing staff resources, and scheduling and preparing Council Committee agendas and related documentation. The Office of the City Manager includes the following functional service areas: City Council Services, City Clerk's Office, Administrative Services, Printing Services, Community Relations, and Franchise Management.

- Building Engineering and Neighborhood Services

The Building Engineering and Neighborhood Services Department provides engineering services, which include design and construction, and contract administration of City capital projects. Staff also provides current development support along with monitoring and coordinating implementation of the required mitigation measures for developments and other projects. Functions carried out by the department include: reviewing and inspecting developments to ensure compliance with standards and to facilitate completion of quality projects; designing and managing capital projects in conformance with standards and to ensure completion within budget and schedule; and taking actions to reduce stormwater pollution.

- Community and Recreation Services

The Community and Recreation Services Department is divided into two general functions: community services and recreation. Community Services provides assistance to low- and moderate-income Concord residents by providing program funding to aid in the prevention of slums and blight, and addressing urgent community needs through the administration of the City of Concord's Community Development Block Grant and General Fund Grant Programs.

Recreation Services provides sports programs and community events, youth and senior services, and operation of Camp Concord, which provides safe, organized camping programs and rental facilities on a cost-recovery basis.

- Planning and Economic Development

The Planning and Economic Development Department includes the Planning Division and Economic Development/Redevelopment Division. The Planning Division is responsible for providing planning services that implement the policies and objectives

of the community that are set forth in the City's General Plan and Municipal Code as well as administering the City's housing needs.

The Planning Division reviews and processes applications for all development proposals and provides support for the City Council, the Planning Commission, and the Design Review Board.

The Economic Development/Redevelopment Division implements the Economic Vitality Strategy and the Redevelopment Plan for the City with the overall objective of enhancing the business environment through promoting investment, job generation, overall business activity, and elimination of adverse economic conditions. Housing programs include financial and technical assistance to improve housing stock and provide opportunities for affordable housing in accordance with the Housing Element of the City's General Plan, Community Development Block Grant (CDBG) Program guidelines, and Redevelopment Agency Housing Set-Aside requirements.

- Public Works

The Public Works Department provides a variety of customer-driven transportation and maintenance services and programs as further described below:

- Citywide Street Lighting District: Provides Citywide street lighting services, including electrical, street light repair and replacement, capital improvements, and Assessment District proceedings through the Citywide Street Lighting Assessment District.
- Fleet Management: Maintains City vehicles.
- Street Sweeping: Provides street sweeping on the City's 875 curb miles.
- Street Maintenance: Maintains the City's 337 street miles of public streets.
- Curbs, Gutters, and Sidewalk Maintenance: Maintains curbs, gutters, and sidewalks to ensure safe walking surfaces and efficient surface runoff on the 875 curb miles of City frontage improvements.
- Transportation: Plans transportation improvements on local and regional levels and coordinates and facilitates safe movement of all travel modes by installing and maintaining appropriate traffic signals, signs, and markings.
- Pump Station and Sewer Collection System: Maintains and repairs the City's pump station and sewer collection system.
- Storm Drainage Management: Maintains storm drainage facilities, including creeks, channels, and piped storm drainage system.
- Stormwater Program: Prevents pollution, through construction, site planning, design, maintenance, and inspection.
- Traffic Signals and Street Lighting: Maintains and repairs traffic signals and traffic signal systems.
- Building and facility operations and maintenance

- Parks maintenance
- Street trees, medians, and open space maintenance
- Landscape maintenance.
- Information Technology

The Information Technology Department provides computer systems and network systems planning and maintenance to support City functions. The Department also administers GIS programs and data management, and manages the City's telecommunications network and systems.

- Police

The Police Department is responsible for providing law enforcement services in the City, including crime prevention, parking and traffic control, community awareness, and investigations. The Department operates under four basic functions: the Field Operations Division (which includes patrol, community-oriented policing, and traffic/parking), the Investigations Division (criminal investigations of financial crimes, crimes against adult persons, crimes against children and the elderly, property/evidence, and narcotics and dangerous drug crimes), the Administrations Services Division (which includes administration, dispatch, records, budget, and personnel functions), and the Office of the Chief of Police (overall management and Professional Standards Unit (Internal Affairs)).

- Human Resources

Human Resources is responsible for overseeing the management of personnel services, including recruitment, selection, classification, compensation services, benefit administration, personnel relations, training, and risk management. Under the direction of the Director of Human Resources, the Department is responsible for all recruitment, hiring, placement, transfers, and promotion. There are currently 476 full-time employees working for the City.

- Finance

The Finance Department is responsible for fiscal management, financial reporting and internal controls, budget preparation, payroll, accounts payable, accounts receivable, purchasing, and business license management. The Finance Department manages the City's portfolio in accordance with the City's adopted investment policy so that sufficient investment liquidity and anticipated revenue are available to meet projected estimated expenditures.

- City Attorney

The City Attorney's Office serves as counsel to the City Council and is responsible for providing and supervising all legal analysis and recommendations to all City Boards, Commissions, and departments.

The City Attorney's Office assists in implementing the City's policy objectives and administrative programs in a manner consistent with applicable legal requirements. The Department manages claims and litigation, either through settlement negotiations or

court proceedings, and assists in enforcement of building codes and land use regulations.

Services provided by special districts and contracted services include water services. Water services are provided by the Contra Costa County Water District. Detailed information related to water services is included in the Contra Costa County Water and Wastewater MSR adopted in April 2008.

City Infrastructure

The City of Concord owns an extensive inventory of public land, buildings, and other facilities. Major City-owned facilities include:

- City Buildings – The City owns and maintains 68 buildings, with 373,539 square feet of building area. The main facilities within this inventory include City Hall, Police Headquarters, the City Corporation Yard, Centre Concord, Concord Senior Center, and Willow Pass Center. In general, these buildings are in good condition.
- Public Works Facilities – The City owns and maintains sewage conveyance facilities, including pipelines and one sewage pump station (which will be taken out of service in mid-2009) within the City and its service area, including its contracted service areas. Concord manages and maintains 705.52 lane miles of roads, with an average Pavement Condition Index of 78.
- Parks – John F. Baldwin Park (18 acres, including the Concord Senior Center); BART Linear Park (2.5-mile landscaped path for walking, jogging, or bicycling alongside the BART tracks); BART Park (5 acres); Daniel E. Boatwright Youth Sports Complex (9 acres); Brazil Quarry Park (4 acres); Cambridge Park (10 acres); Dave Brubeck Park (8 acres); Concord Community Park (30 acres, including the Concord Community Pool); Concord Skate Park (14,000-square-foot skate facility); El Dorado Middle School Play Fields (10 acres, in collaboration with the Mount Diablo Unified School District); Ellis Lake Park (10 acres, including the historic Keller House); Galindo House and Gardens (1.5 acres); Len Hester Park (4 acres); Highlands Park (9 acres); Hillcrest Community Park (26 acres); Iron Horse Park (0.18 acre); Krueger Fields (4 acres); Lime Ridge Open Space (175 acres); Markham Nature Area (16 acres); Meadow Homes Park (12 acres); Newhall Community Park (126 acres); Rick Seers Neighborhood Park (0.75 acre); Sun Terrace Park (2.6 acres); Todos Santos Plaza (2.5 acres); Willow Pass Community Park (40 acres); and Ygnacio Valley Park (9.5 acres). In addition, the City owns the Diablo Creek Golf Course and contracts maintenance and operation for that facility. The City's parks are in excellent condition.

Budget

Concord uses a one-year budget process, and includes a 10-year budget plan that is updated annually. Each year, the City Manager prepares a budget for consideration by the City Council; the Council reviews it and adopts the budget by Resolution. The 2008/09 City budget reflects revenues in the amount of \$178 million and expenditures of \$185 million. The budget includes reduction, through attrition, of six positions in fiscal year 2008/09 and an

additional four positions over the remainder of the 10-year plan. The annual contribution to reducing the budget gap begins at \$0.8 million and grows to \$1.3 million. Additionally, the budget includes ongoing cost reductions or revenue enhancements contributing approximately \$1.4 million to reducing the budget gap. These measures are not enough to eliminate the budget gap completely. The budget gap projected for fiscal year 2008/09 is approximately \$1.8 million, with an additional \$1.0 million through fiscal year 2010/11. Funds from the Economic Contingency Reserve are proposed to fill this budget gap on a temporary basis. Beginning in fiscal year 2011/12, projected revenues are estimated to be high enough to eliminate the budget gap and to replenish the Economic Contingency Reserve. The proposed 10-year plan anticipates that the required reserve balances can be restored by fiscal year 2013/14.

Concord's budget is segregated into seven units: General Fund, Special Revenue Funds, Debt Service, Enterprise Funds, Internal Service Funds, Redevelopment Agency, and Capital Improvement Program. An expanded review of these budget units follows.

General Fund

The City's adopted budget for 2008/09 anticipates General Fund revenues of \$80.4 million and expenses of \$80.7 million. The General Fund is the primary financing mechanism for City operations with revenues from a variety of sources. Projected General Fund Revenues and Expenditures for the 2008/09 fiscal year follow:

Revenues

Property Taxes	\$23,649,638
Sales Taxes	\$30,050,000
Transient Occupancy Taxes	\$2,170,000
Business License Tax	\$3,300,000
Franchise Fees	\$3,966,426
Licenses and Permits	\$1,356,086
Fines and Forfeitures	\$909,187
Use of Money and Property	\$1,127,894
Intergovernmental	\$1,051,839
Current Service Fees	\$5,901,380
Interfund Service Charges	\$4,513,025
Other Revenues	\$180,995
Other Financing Sources	<u>\$2,185,562</u>
Total General Fund Revenue	\$80,362,032

Expenditures

Building, Engineering, & Neighborhood Services	\$6,014,543
City Attorney	\$1,635,490
City Management	\$3,542,511
Community and Recreation Services	\$7,519,169
Finance	\$5,002,197
Human Resources	\$1,631,039
Planning and Economic Development	\$1,858,886

Police Department	\$42,177,592
Public Works	\$9,827,489
Transfers Out ⁷	\$1,467,509
Total General Fund Expenditures	\$80,676,425

In fiscal year 2008/09, the City's primary General Fund revenues include property tax (29%) and sales tax (37%). Property taxes have increased slightly over the past several years. According to the County Assessor, the 2008/09 assessment rolls show that Concord's property taxes may decrease slightly based on an estimated decrease in assessed value of 0.05%. With regard to expenditures, the primary General Fund expense is police services (52%), followed by public works (12%), community and recreation services (9%), and building, engineering, and neighborhood services (7%).

Special Revenue Funds

Special Revenue Funds account for non-discretionary monies that may be used by the City for specific purposes. Concord has established eight special revenue funds, most of which derive their monies from specific sources, such as grants, assessments, and fees. In 2008/09, Concord expects to accrue \$8.1 million and expend \$11.8 million in six of its eight special revenue funds. Major expenditures include salaries, operating expenditures, and debt service.

Debt Service Funds

The City maintains Debt Service Funds to account for debt obligations of the general government. The City has a total outstanding debt of \$288 million, which includes Redevelopment Agency Tax Allocation Bonds, Redevelopment Agency Revenue Bonds (to finance a portion of the Police Facilities Project leased by the City), Redevelopment Agency Parking Structure Bonds (to finance the Todos Santos Parking Center), Performing Arts Center Lease Revenue Bonds (Concord Pavilion), and City of Concord Certificates of Participation [Association of Bay Area Governments (ABAG) 41 - Certificates of Participation were issued in 1998 to fund Diablo Creek Golf Course improvements (Enterprise Fund) and to retire outstanding ABAG 23 Certificates of Participation (Debt Service Fund) for renovation of Centre Concord].

Enterprise Funds

Enterprise Funds account for the City's municipal operations that are intended to be self-funding through user fees and charges. For fiscal year 2008/09, these funds are expected to generate \$19.6 million in revenues and expend \$21.9 million, with ending fund balances of \$8.5 million.

Internal Service Funds

Internal Service Funds are General Fund monies used to allocate costs over all functions and include: Workers' Compensation, Risk Management, Other Post-Employment Benefits (OPEB), Storm Water, Fleet Maintenance and Replacement, Technology Maintenance and

⁷ "Transfers out" are monies paid from the General Fund to specific funds, including the Reserve Funds and Capital Improvement Funds.

Replacement (including all computer/software and communications equipment), Building Maintenance and Replacement, and Miscellaneous/Office Equipment Maintenance and Replacement. These funds show revenues of \$20 million, and expenditures of \$19 million, with ending fund balances of \$33.5 million for fiscal year 2008/09. Plans for the \$33.5 million include OPEB.

Redevelopment Agency

The Central Concord Redevelopment Area was activated on March 12, 1973, by adoption of Ordinance No. 923 of the City Council pursuant to the California Community Redevelopment Law. The Redevelopment Agency is a locally controlled public entity, governed by the Concord City Council that serves as the Agency's Board of Directors. The original project area encompassed Downtown Concord east of State Highway 242. Subsequent amendments in 1976 and 1979 added the area between State Highway 242 and Interstate 680, expanding the Redevelopment Area to include all of Central Concord and incorporating the City's Central Business District, the downtown Concord BART station, two major shopping centers, two hotels, and approximately 4 million square feet of office space. A Plan Amendment approved in October 2006 added an additional 400 acres to the Project Area in portions of North Concord, Willow Pass Road corridor, and Monument Boulevard Corridor. The Redevelopment Project Area now includes a total of 1,072 acres. The CNWS is not within the redevelopment area. Redevelopment Agency revenue for fiscal year 2008/09 is anticipated to be approximately \$15.9 million, and expenditures are anticipated to be \$10.2 million.

Reserves

The City has adopted a policy to maintain contingencies and reserves not less than 15% of operating expenditures for the General Fund. This policy was amended to lower the aggregate from 30% in light of the current difficult economic times. The City Council has directed that, as economic conditions improve, the policy will be amended to require an aggregate 30% contingency and reserve balance again. The reserve is segregated into four funds: an Economic Contingency Fund, established to protect the City from future State of California legislative "raids" on municipal revenues; an Unforecasted Reserve, for Capital Improvement Projects not yet identified in the Capital Improvement Plan or to augment projects that do not receive anticipated grant funds; an Employee Benefit Reserve, to fund future employee benefit and retirement costs; and a Capital Maintenance Reserve to fund unexpected capital maintenance projects. The City also allocates a portion of the General Fund to Capital Improvements each year.

Capital Improvement Program

The City's Capital Improvement Program (CIP) is a 10-year planning program for the construction of new facilities and infrastructure, and for the expansion, rehabilitation, or replacement of City-owned assets. The CIP also includes the Transportation Improvement Program. The Plan is updated annually, and is approved by the City Council each year, along with funding appropriations. The CIP includes 88 projects for the period fiscal year 2009/10 through fiscal year 2018/19.

Sixteen projects were completed in fiscal year 2008/09, with seven carry-over projects approved in 2008/09, and an additional 15 projects scheduled for construction in 2009/10.

There are a number of major funding sources available to fund CIP projects. For the 2009/10 fiscal year, these include: Gas Tax (\$1.47 million), Proposition 111 (\$736,000), Traffic Congestion Relief/Prop. 42 (\$1.8 million), Measure J (\$1.3 million), Measure J Bond/Ramps (\$3.8 million), Federal Stimulus Relief (\$1.8 million), Measure WW (\$1.3 million), and Traffic Mitigation (\$1.0 million). Projects are divided into 10 categories, with fiscal year 2009/10 fund amounts as follows:

Building and Grounds	\$603,000
CDBG	\$622,000
Parks and Recreation	\$3,252,000
Redevelopment Agency	\$2,485,000
Sewer and Sanitation	\$5,013,000
Transportation Improvement Program (TIP) Annual Programs	\$3,011,000
Local Streets and Roads	\$6,547,000
Traffic Signals	\$730,000
Utility Undergrounding	\$539,000
Miscellaneous	<u>\$2,128,000</u>
TOTAL	\$24,929,000

For the 10-year period, the CIP programmed \$146.5 million in capital improvements. Major projects for fiscal year 2009/10 include Meadow Homes Spray Park and Recreation Improvements (\$1.5 million), Concord Reuse Planning (\$1.7 million), Central Contra Costa Sanitary District Capital Program (\$4.7 million), Street Surface Seal Program (\$951,000), Maintenance Patch Paving (\$1.0 million), Ygnacio Valley Road Permanent Restoration Phase II (\$3.5 million), and Clayton Road Rehabilitation: Market Street to Oakland Avenue (\$1.5 million).

Details of these and other proposed projects are contained in the "City of Concord Capital Improvement Program and Transportation Improvement Program, 2010-2019"⁸

CITY PLANNING BOUNDARIES AND GROWTH

City Boundaries

City Limits

The City encompasses an area of approximately 30.5 square miles, and is bounded by the cities of Walnut Creek and Pleasant Hill to the west, Clayton to the southeast, and Pittsburg to the east. Unincorporated areas lie adjacent to the north and south.

Sphere of Influence

The City has 45.6 square miles within its SOI inclusive of incorporated territory. Approximately 9,600 acres lie outside the existing City limits in unincorporated Contra Costa County. The SOI is split into six areas, with the largest area estimated at approximately 12 to 13 square miles, lying north of the City and including the tidal portion of the CNWS, wetlands, the Carquinez Strait,

⁸ City of Concord 2009.

and the small community of Clyde. The additional SOI areas include another area north of State Highway 4 and east of the City, a small area north of Kirker Pass Road and the City of Pittsburg, an additional area south of the City, a small area between Concord and Pleasant Hill, and the 480-acre Buchanan Field Airport. There is an approximately 189-acre unincorporated island, known as Ayers Ranch, within the City.

Planning Area

The City's planning boundaries include its existing SOI and approximately 15 square miles beyond its SOI, including portions of unincorporated Contra Costa County. These areas include the community of Clyde, and one section is located within the City limits. Territory beyond the existing SOI is included by the City in its planning documents as areas that may impact the City and City-provided services.

Urban Limit Line

Contra Costa voters approved the current countywide urban limit line (ULL) in 2006 (Measure L). In November 2007, the City of Concord adopted the countywide ULL. (Refer to Exhibit III-A: City of Concord Sphere of Influence and Voter-Approved Urban Limit Line.) The City Limits are entirely within the ULL, and the majority of the SOI area is as well, with the exception of the far northern SOI areas adjacent to the bay. The City's adoption of the Countywide ULL included a provision for periodic review for expanding the ULL in the vicinity of the CNWS, and the City initiating proceedings for a voter-approved ULL in accordance with the City's 2030 Urban Area General Plan.⁹ It is not known when or if the Navy will surplus the tidal area of the CNWS.

General Plan

The Concord 2030 Urban Area General Plan was comprehensively updated in 2007 (except for the Housing Element, which was last updated in 2003, and is currently being updated). The General Plan covers the period to the year 2030. The General Plan establishes long-range development policies that will guide the Planning and Economic Development Department; Building, Engineering, and Neighborhood Services Department; Community and Recreation Services Department; Public Works Department; Planning Commission; Design Review Board; and City Council decision-making. The General Plan also provides the basis for establishing and setting priorities for detailed plans and implementing programs, such as the Zoning Ordinance, subdivision regulations, specific and area plans, and the Capital Improvement Program.

The General Plan includes eight elements. This includes 1) land use, 2) transportation and circulation, 3) housing, 4) parks/open space and conservation (combined into one element), 5) noise and safety (combined into one element) 6) economic vitality, 7) growth management, and 8) public facilities and utilities. The seven mandatory elements required under Government Code section 65302 are covered within the first five elements listed above, as some of the required elements are combined.

⁹ City of Concord 2007.

The guiding principles with respect to the land use framework include: maintaining a pattern of land uses that minimize conflicts between various land uses; establishing a land use mix which serves to develop Concord into a balanced community in which people can live, work, shop, and recreate without needing to leave the City; and establishing an overall design statement for the City.

Key service and facility policies included in the General Plan are as follows:

- Ensure that the scale, operation, location, and other characteristics of community facilities, including parks, schools, childcare facilities, religious institutions, and other public and quasi-public facilities, enhance the character and quality of neighborhoods.
- Require new development to provide and maintain right-of-way improvements along project frontages such as landscaping, street trees, and other amenities that enhance the streetscape appearance. Coordinate with the Contra Costa Water District to provide an adequate and safe water supply.
- Coordinate with the San Francisco Bay Regional Water Quality Control Board to provide for the implementation of Storm Water Management Programs intended to protect receiving water sources from pollutants.
- Ensure public health and safety by providing effective wastewater collection and treatment.
- Reduce the need for sewer system improvements by requiring new development to incorporate water conservation measures. Cooperate with Central Contra Costa Sanitary District and other service providers to develop a wastewater reclamation program as a supplement to water supplies.
- Schedule master drainage improvement projects in the Capital Improvement Program.
- Continue solid waste reduction and recycling efforts.
- Pursue planning and development for new library facilities and services.

Population Growth

According to ABAG population projections,¹⁰ Concord's population is expected to increase by 19% by 2030, when the population will be 148,400. The City's General Plan shows a lower growth rate, indicating that the City will accommodate approximately 142,210 people at buildout.

Jobs-Housing Balance

The effect of employment trends on planning for housing is measured through the ratio of jobs to housing. Job growth in Concord has roughly paralleled the increase in population and

¹⁰ ABAG 2006.

employed residents. In 2010, ABAG estimates that there will be 71,150 jobs within the City and 62,350 employed residents.¹¹ This results in a jobs-to-employee ratio of 1.14. A ratio of 1.00 indicates that there is a numeric balance between the number of jobs and the number of employed residents in a community. A ratio of greater than 1.00 typically indicates that a community is “job rich” and that its residents generally work within the City. In contrast, overall in the County, the ratio of jobs to employed residents is typically less than one.

Vacant Land

There are 170 acres of vacant land in the City, and 110 acres of vacant land within the City’s SOI that could accommodate the residential units necessary to meet housing demands. The General Plan has specific policies to encourage infill residential development.

Development Projects

Major development projects include the Lowe’s Shopping Center; the Clayton Valley Shopping Center; Estates Shopping Center; Lexus Dealership; Rite Aid; Seafood City; BJ’s Brewery; Conco Industrial Building; BP/Arco; La Clinica; Port Chicago Plaza; DLR Business Park on Arnold Industrial Way; Costco Warehouse expansion; Chuck E. Cheese Restaurant at the Pointe; John Muir Health Core Lab; John Muir Medical Center expansion; Skyler Estates, Centre Pointe, Wisteria, Ridgeview Estates, Sendera, Villa De La Vista, Kings Crest, Poetry Gardens, Farry Grove, and Vista Kelly Oaks Residential Subdivisions; and the Renaissance Square and Palmero Condominiums.

Growth Management

In 1988, Contra Costa County voters approved Measure C, the Contra Costa Transportation Improvement and Growth Management Program. The measure responded to concerns throughout the County about the ability of local governments and service providers to mitigate the impacts of rapid development. The measure required all cities in Contra Costa County and the County itself to adopt a variety of growth management strategies. The City implements these strategies in cooperation with the Contra Costa Transportation Authority, the legislative body charged with overseeing the County growth management program. In 2004, voters approved Measure J, which extended that sales tax by 25 years.

The Growth Management Element is included in the Concord 2030 Urban Area General Plan, and its purpose is to establish policies and standards for traffic levels of service, and to establish performance standards for parks, fire, police, sanitary facilities, water service, and flood control. The Element balances the demands for public facilities generated by new development with plans, capital improvement programs, and development mitigation programs.

¹¹ ABAG 2006.

Urban Pockets

There is one “unincorporated island” (County lands surrounded by the City) within the existing City limits. The unincorporated area is a 189-acre residential development known as the “Ayes Ranch.” The island is located north of Concord Boulevard and south of the CNWS, along Myrtle Drive. The Ayres Ranch is primarily developed with a mix of suburban-style housing and small ranches; this area situated near Bailey Road separates part of the CNWS from other residential neighborhoods in Concord. The City provides sewer services to many homes within this island.

Annexations

There have been no recent annexations to the City, and no current plans for annexation.

Sphere of Influence Reductions and Expansions

The entire SOI area is within the planning area of the City. There are no proposed expansions or reductions in the SOI.

MUNICIPAL SERVICES

Public Safety Services

Police

The Police Department is responsible for providing law enforcement services in the City, including crime prevention, parking and traffic control, community awareness, and investigations. The Department operates under four basic functions: the Field Operations Division (which includes patrol, community-oriented policing and traffic/parking), the Investigations Division (criminal investigations of financial crimes, crimes against adult persons, crimes against children and the elderly, property/evidence, and narcotics and dangerous drug crimes), the Administrations Services Division, which includes administration, dispatch, records, budget, and the Office of the Chief of Police (overall management and Professional Standards Unit (Internal Affairs)).

The Police Department utilizes a District Policing philosophy in which the City is divided into three distinct districts where District Commanders (usually a Lieutenant or Sergeant) provide direct service delivery and problem-solving efforts to the community. A field office substation is located in the Southern District in the Monument Boulevard area. Authorized staffing includes 160 sworn officers, 66 non-sworn full-time employees, 48 part-time personnel, and approximately 65 volunteers.¹²

According to the U.S. Federal Bureau of Investigation crime statistics for 2007, Concord had 492 violent crimes and 4,998 property crimes, with a rate of 4,493 crimes per 100,000 population. Crime rates are affected by a number of factors and reflect a city's population,

¹² www.ci.concord.ca.us, accessed 3/18/09.

concentration of youth, degree of urbanization, cultural and educational characteristics, geographic location and modes of transportation, among others. Therefore, these rates are a good measure of changed conditions within a city over time, but should not be considered as a direct evaluation of the adequacy of police services between cities.

General Plan Performance Standards: Police

- Provide 200 square feet of station per 1,000 residents.

The City exceeds the standard of 200 square feet of station per 1,000 residents. Ratio of officers to residents is 1.3 sworn police officers per 1,000 residents. Total calls for service (patrol incidents/events) in 2007 were 82,766.

Fire

Fire protection services within the City are provided by Contra Costa County Fire Protection District (CCCFPD). CCCFPD is an independent special district created to provide fire protection to the north-central portion of Contra Costa County. The District was formed in 1964 and covers approximately 304 square miles of territory. The service area includes the incorporated cities of Antioch, Pittsburg, Concord, Clayton, Pleasant Hill, Martinez, Walnut Creek, Lafayette, and San Pablo. The District also includes many of the unincorporated communities such as Bay Point, Clyde, Pacheco, and El Sobrante within its service area. The CCCFPD is one of the larger municipal fire departments in the state, with 30 fire stations and 406 personnel. Of the 406 personnel, 344 are uniformed fire-fighting personnel, which includes 12 battalion chiefs. Staffing policy calls for each engine company to be manned by a three-man crew, which includes one person who is EMS trained. This gives the first responding engine company the ability to respond to a structure fire where entrance into a building may be required to save lives without having to wait for additional responding units. In 2007, the District responded to 57,428 calls for service, of which 46,882 were for EMS services. The District also provides radio dispatch services for East Contra Costa Fire Protection District, Moraga-Orinda Fire Protection District, Crockett-Carquinez Fire Protection District, Rodeo-Hercules Fire Protection District, and the City of Pinole Fire Department. CCCFPD also provides contract fire prevention services, which includes inspection, code enforcement, and education to the East Contra County Fire Protection District. The current budget for the District is approximately \$102,400,000.

There are three fire stations within the City of Concord. It should be noted that first response to a fire in Concord may not be provided by a station located in the City, but by a station in a neighboring community, as their fire response service area may include portions of Concord. Any major fire incident would receive response from several fire stations. The District also utilizes GPS tracking of its fire response vehicles so that CCCFPD can utilize the nearest appropriate resource even if deployed.

Station 6 is located on Willow Pass Road, near the downtown area. The area where the station is located is primarily commercial; however, the service area includes residential and Interstate 680. Station 6 is staffed with three shifts of six fire-fighting personnel to ensure adequate coverage 24 hours a day, seven days a week. The station is equipped with three engines, one Type I engine, one Type III engine, and one Quint (a Quint unit is a multi-purpose vehicle

usually with a turnable ladder, and incorporates the ability to pump water, to supply fire hose, and to be an aerial device).

Station 8 is located within a small commercial area but provides services to central Concord. The service area is primarily single-family and multi-family residential areas. Station 8 is staffed with three shifts of three fire-fighting personnel 24 hours a day, seven days a week. The station is equipped with one Type I engine and one Type III engine.

Station 10 is located within a commercial area and has a first response area that includes commercial, institutional, and residential land uses. Station 10 is staffed with three shifts of three fire-fighting personnel 24 hours a days, seven days a week. The station is equipped with one Type I engine, one Type III engine, and one Rescue unit.

The City also would receive first response fire calls from Station 9 located in Martinez, Station 5 located in Pleasant Hill, Station 7 located in Walnut Creek, and Station 11 located in Clayton. There are portions of the City that are outside of a five-minute response area for the stations serving the City. When the CNWS facility is developed, additional fire stations will need to be built to serve that area. The National Fire Protection Association (NFPA) 1710 Standard establishes a goal of a five-minute response time from the time of dispatch to arrival on the scene, 90% of the time. Currently, CCCFPD is averaging response to calls within those standards, 90% of the time.

General Plan Performance Standards: Fire

- The Central Contra County Fire Protection District, which is governed by the County Board of Supervisors, provides fire protection for all residents and nonresidential developments in the Concord planning area. The City supports the County's goals to provide fire safety to the community.

Community Development Services

Planning

Planning Division responsibilities include both current and advance planning functions accomplished by 9 employees. In 2006/07, the department eliminated one assistant planner position, and eliminated one associate planner position in exchange for a new planning technician. In fiscal year 2005/06, the department processed 160 land use applications and was completing applications for 1,011 residential units and 40 Zoning Administrator permits. Future department work includes planning the closure and reuse of the CNWS and the Buchanan Field Airport Master Plan Update.

Department workload has been as follows:

- 2004/05: 224 permits, including conditional use permits, design review permits, administrative permits, rezones, and general plan amendments
- 2005/06: 199 permits
- 2006/07: 157 permits

- 2007/08: 260 permits
- 2008/09 (projected): 2,000 permits (due to a new ordinance that went into effect at the beginning of this fiscal year, which requires home-based businesses to obtain a permit)

Building, Engineering, and Neighborhood Services

The Building, Engineering, and Neighborhood Services Department provides engineering services, which include design and construction, and contract administration of City capital projects. Staff also provides current development support, along with monitoring and coordinating implementation of the required mitigation measures for developments and other projects.

In fiscal year 2008/09, the Department completed the design or study of 17 capital projects with a total budget of \$9.8 million. The projects included Ygnacio Valley Road Permanent Restoration (Phase 2), Galindo Creek Trail Gap Closure, Monument Corridor Pedestrian Infrastructure Improvements, Port Chicago/Bates Traffic Signal Improvements, Concord Boulevard Sidewalk (Farm Bureau Road to Sixth Street), Clayton Road Pavement Rehabilitation (Market Street to Oakland Avenue), Clayton Road Intersection Improvements, Paw Patch Lighting at Newhall Community Park, Treat Boulevard median landscape (from Oak Grove Road to San Miguel Road), Clayton Road/Chestnut Avenue Traffic Signal, Arnold Industrial Way/Laura Alice Way/Peralta Traffic Signal, Citywide entryway and way finder signs, and Mesa Street Trail Improvements.

The Department completed the construction of 16 capital projects with a total budget of \$7.1 million. The projects included Ygnacio Valley Road Permanent Restoration (Phase 1), Concord Boulevard Sidewalk (Sattler Drive to Farm Bureau Road), Treat Boulevard/Oak Grove Road Plaza Signal, Port Chicago/Bates Traffic Signal Improvements, Landana Sidewalk Improvements, Clayton Road Pavement Rehabilitation (Willcrest Drive to Latour Lane), Pave Loop at Camp Concord, Market Street/Fry Way Intersection Improvements, Stimel Drive Drainage Improvements, Paw Patch Lighting at Newhall Community Park, Treat Boulevard median Landscape (from Oak Grove Road to San Miguel Road), Concord Ave/Diamond Boulevard Traffic Signal Improvements, Mesa Street Trail Improvements, Cart Barn, Citywide entryway and way finder signs, and Citywide Sidewalk Annual Repair. Staff also obtained grants totaling \$5.9 million.

In the past year, the Building, Engineering, and Neighborhood Services Department provided support during the entitlement phase on a number of major developments that included the Lowe's shopping center; BP/Arco; La Clinica; Seafood City; BJs Brewery; Conco Industrial Building; Rite Aid; Burger King; the Poetry Gardens; and the Chestnut Grove, Copperleaf, Enclave, and Farry Residential Subdivisions. Overall, the Department processed over 95% development applications per the time frame required in the Performance Based Budget. Over 90% of the permits were issued within 24 hours of application. The Department received a "good" or "excellent" rating on over 90% of all surveys received for services provided by Permit Center staff.

Planning and Economic Development and Housing

The Planning and Economic Development Department includes the Planning Division and Economic Development/Redevelopment Division. The Planning Division is responsible for providing planning services that implement the policies and objectives of the community that are set forth in the City's General Plan and Municipal Code as well as administering the City's housing need, while the Economic Development/Redevelopment Division implements the Economic Vitality Strategy and the Redevelopment Plan for the City.

A summary of the Department's activities in fiscal year 2007/08 is as follows:

- The Department processed approximately 150 land use applications, which included approximately 100 administrative approvals. Counter activity included service to approximately 3,000 people at the Permit Center. The Department is currently processing development review of approximately 110,000 square feet of office, commercial, industrial, and semi-public development, and 10 Zoning Administrator Permits. The Department also completed review and comment on approximately five Contra Costa County referrals of pending permit applications in the unincorporated areas of Concord within the City's SOL.
- The Department completed processing of the General Plan Update and its Environment Impact Report, which included public hearings before the Planning Commission and study sessions and public hearings before the City Council; and continued work on the Zoning Ordinance Update, which included staff review of the complete Administrative Draft Zoning Ordinance. The Department planned and managed the transition for outsourcing of the administration of housing loans and grants to the County.

Transportation and Road Services

Transportation

Concord is located along Interstate 680, State Highway 242, and State Highway 4. Interstate 680 and State Route 242 run north to south, and State Route 4 runs east to west. There are 337 street miles of public streets under City jurisdiction, consisting of six-, four- and two-lane streets, where the majority of the City's streets are two lanes. Streets of regional interest include Kirker Pass Road/Ygnacio Valley Road, Treat Boulevard, and Clayton Road. Downtown streets are laid out in a grid pattern, while the other roads are in a radial pattern around the downtown area. Creeks within the City have acted as constraints for the City's street pattern, while connectivity between neighborhoods has encouraged a non-grid street pattern in other parts of the City.

Current levels of service for the City's roadways are at level of service D or C. There are no streets operating above level of service C and there are five streets currently operating at level of service E or F. By 2030, the City projects a downward shift in level of service for most streets, but one street, Ygnacio Valley Road, will improve from level of service F to level of service C in anticipation of widening improvements. The General Plan addresses the City's plans to make road improvements, but, in some cases, the City does not believe that improvements are

justified by the impacts.¹³ For example, Clayton Road will experience a build-out traffic demand that exceeds the planned six-lane capacity (51,800 daily trips). However, the expected excess demand is only 2% above the standard. Therefore, the City does not believe that further improvements would be justified for Clayton Road at build-out.

Public transportation is readily available to residents and workers via two BART stations. Contra Costa County Transit Authority provides bus service with 11 routes to the City. The General Plan encourages flexible parking standards in areas around BART stations to encourage increased use of transit.

The City encourages bicycling and pedestrian uses. While there are already several developed bicycle trails within the City, the majority of trails shown on the Trails Master Plan are proposed or planned. Most of the future bikeways will be Class 3A or 3B routes within or near residential areas.

General Plan Performance Standards: Roads

- The City of Concord has established the following level of service standards for intersections dependent upon the largest street at each intersection.
 - Collector: LOS high-C (75 to 79 v/c) - (Generally collects traffic from residential and commercial areas and channels it to arterial streets.)
 - Minor Arterial: LOS low-D (80 to 84 v/c) - (Generally provides circulation between major activity centers and/or residential areas.)
 - Major Arterial: LOS high-D (85 to 89 v/c) - (Generally provides circulation between major activity centers and/or residential areas for both local and regional traffic.)
 - Central Business District Streets: LOS low-E (90 to 94 v/c)

Road Services

The Public Works Department provides a variety of road maintenance services, including: maintenance on the City's 337 street miles of public streets; curbs, gutters, and sidewalk maintenance; maintenance and repair of all traffic signals and traffic signal systems; and street trees, medians, and open space maintenance.

In fiscal year 2007/08, the Department of Public Works conducted a pavement condition survey of more than 25,000,000 square feet of pavement surface, including all arterial streets, 50% of all collector streets, and one-third of all residential streets. Preventative maintenance included crack sealing of more than 1,000,000 lineal feet of pavement cracks, and slurry sealing of more than 6 million square feet of pavement as part of the Street Preventative Maintenance Program. This program also included new pavement striping and markings on all streets that were slurry sealed. The Department has patch-paved more than 550,000 square

¹³ City of Concord 2007, pp. 5–8.

feet of failed pavement areas, including repairing all failed pavement areas on streets included in the Slurry Seal Program.

The City has conducted a pavement survey to determine expected life remaining in its dedicated roadways. The condition of roads is based on a Pavement Condition Index (PCI). The PCI is a numerical index used to indicate the condition of a roadway. It is widely used in transportation and civil engineering. The pavement index looks at the overall conditions of the roadways, including engineering design, base and paving thickness, crown and drainage, and wear and aging condition. The pavement survey allows the City to plan repairs or perform preventive maintenance to extend the service life of the roadways. The pavement index shows that, overall, the existing roadways receive an index rating of 78. The 78 pavement index rating shows that the City of Concord's roadways overall are good.

Water and Sewer Services

Water

Concord's water system is maintained and operated by the Contra Costa Water District. The District boundaries encompass approximately 214 square miles in central and eastern Contra Costa County. Contra Costa Water District'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. Contra Costa Water District 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. Contra Costa Water District serves approximately 510,000 people within both service areas combined. A Municipal Services Review was conducted by the Contra Costa County LAFCO in April 2008 and is available for review at www.contracostalafco.org/municipal_service_reviews.

General Plan Performance Standards: Water

- Require new development to contribute to or participate in the establishment and improvement of parks, fire, police, sanitary sewer, water, and flood control systems in proportion to the demand generated by project occupants and users. The City will manage a development mitigation program that ensures new development pays its share of the costs associated with the provision of facilities for parks, fire, police, sanitary facilities, water, and flood control.

Sewer

Concord provides sewage collection and conveyance services for most of the City of Concord, the adjacent City of Clayton, and some parcels in the unincorporated areas surrounding both cities. Clayton has a population of approximately 11,000 residents and encompasses 4.2 square miles. Clayton's SOI encompasses an additional 1.9 square miles in lands to the south. The wastewater from Clayton is conveyed by gravity flow through the Concord system to the Concord Sewage Pump Station, and ultimately to the Central Contra Costa Sanitary District (CCCSD) system. CCCSD provides treatment and disposal services for all of Concord and Clayton, as well as collection, treatment, and disposal services to Danville,

Lafayette, Moraga, Orinda, Pleasant Hill, and Walnut Creek, portions of Martinez and San Ramon, and unincorporated areas within central Contra Costa County. CCCSD also provides sewage collection services for northern Concord, including the northern portion of the CNWS, and for some areas along the City's western boundary. CCCSD serves an estimated population of 314,400 residents in a 142-square-mile service area. The District's SOI encompasses an additional 41.5 square miles and includes areas adjacent to the District's western and eastern boundaries, as well as some islands surrounded by the District. Because the District provides wastewater treatment and disposal services by agreement for Concord and Clayton, the area served by Concord's wastewater collection system is included Central Contra Costa Sanitary District's SOI. Central Contra Costa Sanitary District's wastewater treatment plant provides secondary level treatment for an average dry weather flow of approximately 39.1 million gallons per day (mgd) of domestic, commercial, and industrial wastewater; the plant has a permitted capacity of 53.8 mgd. The majority of the treated effluent is discharged to Suisun Bay. With the remainder, the District produces approximately 1.5 mgd of tertiary treated recycled water that is used for landscape irrigation within the District's service area.

A Municipal Services Review was conducted by the Contra Costa County LAFCO in April 2008 and is available for review at www.contracostalafco.org/municipal_service_reviews.

General Plan Performance Standards: Sewer

- Require new development to contribute to or participate in the establishment and improvement of parks, fire, police, sanitary sewer, water, and flood control systems in proportion to the demand generated by project occupants and users. The City will manage a development mitigation program that ensures new development pays its share of the costs associated with the provision of facilities for parks, fire, police, sanitary facilities, water, and flood control.

Parks, Recreation, Library, and Cultural Services

Parks

Concord has 22 parks and manages several recreational facilities that are described in the Municipal Services section of this Chapter. These parks and recreation facilities provide 5.2 acres of parkland per 1,000 residents in the City.

General Plan Performance Standards: Parks

- Provide five acres of parkland per 1,000 residents.

Recreation and Cultural Services

The City's Recreation Department employs 20 full-time staff and approximately 200 part-time staff, most of whom are hired in the summer months. The department functions include adult sports, aquatics, Camp Concord at South Lake Tahoe, summer day camps, community centers, events, recreation classes, senior center, and youth and family services.

Parks and Recreation are funded primarily through the General Fund. Other income sources include childcare fees and a golf course enterprise fund. Expenses for the department are balanced with revenues. The City does not maintain General Plan standards for recreation and cultural services.

Library

Concord's library is operated by Contra Costa County Library services. The branch offers teen and adult programs, and is open 52 hours per week, over 7 days. The Redevelopment Agency provides funds for enhanced hours. The City's contribution increased 18.8% from fiscal year 2004/05 to fiscal year 2005/06 due to increasing personnel costs. The City's contribution in 2007/08 was \$249,003. The City does not maintain General Plan standards for library services.

Solid Waste Collection and Disposal Services

The City's disposal and green waste services are handled by contract with Concord Disposal, a privately owned company. Concord Disposal provides both solid waste pick up and recycling services to residential and commercial customers in the City.

Concord Disposal's recycling and transfer station is located in Pittsburg, and the site is available to residents for large or excess item drop off. The Central Contra Costa Sanitation District Hazardous Waste Facility in Martinez manages household hazardous waste.

As of 2006/07, the City achieved a 49% diversion rate and did not meet the State of California-mandated AB 939 diversion rate of 50%. It should be noted that solid waste that is not recycled is taken to the Potrero Hills Landfill in Solano County.

SERVICE REVIEW DETERMINATIONS

In anticipation of reviewing and updating the City of Concord's SOI, and based on the information provided above, the following written determinations are intended to fulfill the requirements of Government Code section 56430(a).

General Statements

- A. The City has been proactive in addressing community needs, public services, and infrastructure improvements.
- B. Determinations relating to Concord as adopted by the Commission in April 2008 as part of the Central County Water and Wastewater Services Municipal Service Review remain valid and appropriate.

Infrastructure Needs or Deficiencies

- 1. Existing infrastructure – City streets, wastewater collection system, storm drainage system, neighborhood and community parks, police facility, community centers, and City-owned buildings meet acceptable standards for functionality and usability.

2. Planned infrastructure – The City maintains a comprehensive 10-year CIP that is updated annually. The current CIP lists 88 projects.

Growth and Population Projections for the Affected Area

3. In the near term, Concord's growth is consistent with other cities within the north Central County area, with growth rates slowing as residential development moves to the East County and south Central County areas. Over the longer term, the Navy's anticipated disposition of the former CNWS will provide up to 5,028 acres for reuse. The City of Concord is preparing an environmental impact report (EIR) for a preferred Reuse Plan that would involve up to 12,272 new dwelling units and nearly 22,000 new jobs. Action is expected to certify the final EIR and approve a preferred Reuse Plan by the end of 2009; action is expected to amend the Concord General Plan to incorporate the Reuse Plan in early 2010. The Navy will need to complete environmental analysis under the National Environmental Protection Act (NEPA) and adopt a Record of Decision (ROD) before the property can be disposed of and made available for development.
4. Annual growth rates are projected to remain at approximately 0.9%, with an overall growth rate of 19% to 2030. City population is projected to reach 148,400 by 2030. These long-term projections will need to be updated upon amendment of Concord's General Plan to incorporate a Reuse Plan for the CNWS.
5. Job growth in Concord has generally paralleled the increase in population and employed residents. 2010 ABAG estimates project 71,150 jobs within the City and 62,350 employed residents. This equates to a positive jobs balance for the City. Alternatives for reuse of the CNWS predict and would contribute to this positive jobs balance.
6. Presently, there are 170 acres of vacant land within the City, with an additional 110 acres of vacant land within the SOI that is suitable for development. Additional development potential may emerge with development of the CNWS reuse plans.

Financing Constraints and Opportunities

7. The City utilizes a 10-year budget plan that is adjusted and updated yearly to reflect economic conditions.
8. The City adjusts project schedules within its CIP annually to ensure adequate operating funds are available to the City.
9. The City's wastewater utility operates as an enterprise business and is self-funding. Generally, this fund generates more revenues than is required for expenses. The City monitors this fund closely.

Cost Avoidance Opportunities

10. In fiscal year 2003/04, the City adjusted its CIP by eliminating 46 projects to ensure adequate operating funds are available.
11. The City wastewater utility has adopted a Sewer System Management Plan in accordance with State Water Resources Control Board General Waste Discharge requirements for

sanitary sewer systems. The Sewer System Management Plan provides a plan and schedule to manage, operate, and maintain all parts of the sanitary sewer system to reduce and prevent overflows and mitigate any overflows which do occur.

12. The City formed a Joint Powers Authority with Contra Costa County Sanitary District to build an A-Line sewer relief interceptor and gravity flow connection from the Concord Sewage Pump Station to a new Contra Costa County Sanitary District sewer line. This allows the existing City sewer lift station to be decommissioned, with a cost savings estimated to be \$290,000 annually.
13. Fire protection services are provided by Contra Costa Fire Protection District, an independent special district. Costs for fire protection are paid through a portion of the ad-velorum property tax increment collected by the District. Fire protection costs are not part of the City budget.

Opportunities for Rate Restructuring

14. The City, as part of its annual budget process, reviews all fees, cost of services, charges, and fines and updates them as necessary.

Opportunities for Shared Facilities

15. The City's wastewater utility provides services to the City of Clayton as well as to areas within its SOI.
16. The City is part of the county-wide Contra Costa Library System, with the City owning and maintaining the library building and contributing additional funds to enhance local service at the branch, with the County library providing staffing and resources.

Government Structure Options

17. The Central County Water/Wastewater MSR/SOI updates identified the following government structure option for the City: Consolidate sewer service with CCCSD. As stated in the Municipal Service Review, further study would be required to determine if any benefits would result from consolidation and what disadvantages exist. The City's wastewater utility operates efficiently and is operated as an enterprise.
18. The City's wastewater utility is providing services to areas within its SOI. The City should evaluate future annexation of those areas that are served outside of the City boundaries.
19. The Ayres Ranch is an approximately 189-acre unincorporated island located within the City of Concord. The Ayres Ranch is primarily developed with a mix of suburban-style housing and small ranches. Past annexations into the City have consisted of either single parcels or a small number of parcels annexing as they require sewer services from the City. The City should seek annexation of the entire Ayres Ranch island to improve delivery of municipal services, particularly sewer and police services.

Evaluation of Management Efficiencies

20. This Municipal Service Review has identified no deficiencies within City management practices. The City maintains a balanced budget and has an easy-to-use website with updated and current information available to residents.

Local Accountability and Governance

21. The City conducts open and legally noticed meetings with opportunities for citizens to attend meetings or to view meetings at home on local cable television channels or access information via the City's website. The City has instituted several citizen-based committees to help guide policymakers and gather citizen input on projects and services within the City.

22. The elected City Clerk and Treasurer provide important oversight functions, including records management, filing of Statement of Economic Interest, filing of monthly financial reports, and oversight of travel expenses.

SPHERE OF INFLUENCE RECOMMENDATIONS AND DETERMINATIONS

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires that LAFCO review and update SOIs for each special district and city within each county not less than once every five years.

An SOI is defined by Government Code section 56076 as a "Plan for the probable physical boundaries and service area of an agency, as determined by the Commission." An SOI is a planning tool used by an agency to conduct service and facilities planning for areas that it intends to annex and serve in the future. The establishment or amendment of an SOI may take several forms. An SOI may be coterminous with an agency's boundaries, indicating that the agency is at its ultimate configuration with no land area growth anticipated in the near future. An SOI may extend beyond the current boundaries, indicating that future annexations are anticipated and that the agency is the appropriate service provider for the area. An SOI may also be smaller than an agency's boundaries, indicating that future detachments may be appropriate. Lastly the Commission may adopt a 'zero' SOI, which would indicate that a potential dissolution of the agency may be appropriate.

Given the considerations addressed in this Municipal Service Review, three SOI options have been identified for the City of Concord:

- **Maintain the Current SOI**

This would indicate that the Commission considers the currently existing SOI to be appropriate for the City of Concord and that future annexations are anticipated to the City. The City currently has existing SOI northwest of the City that includes the communities of Clyde and Avon, Buchanan Field, and the CNWS facility located along the Carquinez Strait. Smaller areas of SOI exist southwest of the City, south of the City, and east of the City. Located within the City boundaries is the 189-acre Ayres Ranch,

which is an island of unincorporated territory. The voter-approved and locally adopted ULL cuts through the northwest SOI area, separating the Naval Weapons Facility and areas of marsh land from developed areas. Also, on the City's eastern boundary, north of Kirker Pass Road, lies another small SOI area that is outside of the ULL.

- **Retain the CNWS facility in the SOI (City-requested option)**

This option would retain the CNWS facility located along the Carquinez Strait within the SOI and amend the remainder of the SOI to match the adopted ULL. The City has requested this option because, when and if the U.S. Navy surpluses this property, it would most logically be served by the City of Concord.

- **Amend the SOI to match the adopted ULL**

This would indicate that the Commission considers that future annexations to the City are anticipated and that adoption of the ULL represents an appropriate boundary between long-term open space and agricultural lands and urbanized development. Adoption of the ULL as the SOI boundary would remove the CNWS facility located along the Carquinez Strait and areas of marsh lands from the SOI (tidal area). It is unlikely that this area will be surplus by the Navy and developed within 5 to 10 years. The City may, at some point in time, revise the ULL to include this area, but it is also unknown when or if this would occur, particularly since it involves voter approval. Also removed would be a smaller area located north of Kirker Pass Road. Retained within the SOI would be the northwestern SOI areas, including the communities of Avon, Clyde, and Buchanan Field; the unincorporated island area known as the Ayres Ranch; a smaller area located along the western edge of the City; and a smaller approximately 80-acre area located south of the City.

Recommendations

It is recommended that the existing SOI for the City of Concord be adjusted to coincide with the voter-approved and adopted ULL. This includes eliminating the SOI northwest of the City which now includes the CNWS facility and areas of the SOI that extend into the Carquinez Strait (tidal area). This option would have no significant effect on the City's Preferred Reuse Plan for the CNWS.

Table III-1 – City of Concord

SOI Issue Analysis

Issue	Comments
SOI update recommendations	The recommendation is to amend the SOI to match the voter-approved ULL. This would remove territory to the northwest of the City that includes the CNWS facility located along the Carquinez Strait (tidal area).
Services provided	The City provides police, wastewater collection, parks and recreation, public works, and local governance. Water is provided by Contra Costa Water District. Concord provides sewage collection and conveyance services for most of the City of Concord, the adjacent City of Clayton, and some parcels in the unincorporated areas surrounding both cities; CCCSD provides treatment and disposal services for all of Concord and Clayton. Fire protection is provided by CCCFPD, and library services are provided via the Contra Costa Library System.
Present and planned land uses in the area	The City has applied land use designations to all areas within its existing SOI and planning area. Areas within the SOI are designated for industrial, commercial, and residential land uses.
Potential effects on agricultural and open space lands	The amendment of the SOI to coincide with the ULL would remove significant areas of the current SOI that contain lands designated as open space from the SOI. The potential effect would be to aid in preservation of these open space areas from urbanization. According to the 2002 Census of Agriculture, there are approximately 17 farms located in Concord. ¹⁴
Projected population growth	The City is expected to grow by 0.9% annually through then next 20 years. Population at 2030 is estimated to be 148,400. The 2030 General Plan ¹⁵ estimates a slightly smaller growth rate of 0.6% and a population in 2030 of 142,210.
Present and probable need for public facilities and services in the area	Many areas which are in the recommended SOI already receive municipal services from the City in the form of sewer service.
Opportunity for infill development rather than SOI expansion	No expansion of the SOI is recommended. It is anticipated that development would be infill or through annexation of areas within the City's SOI.

¹⁴ USDA 2002.

¹⁵ City of Concord 2007.

Table III-1 (Continued)

Issue	Comments
Service capacity and adequacy	The City provides adequate levels of service, and would be able to service areas within its SOI upon annexation.
The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency	There are several unincorporated communities existing within the SOI of the City. These include the Ayres Ranch, which is developed with a mix of suburban-style housing and small ranches, and unincorporated island surrounded by the City, the community of Clyde and Avon to the northwest of the City, and Buchanan Field. For each of these communities, the community of interest is the City of Concord.
Effects on other agencies	The recommended SOI amendment would have no effect upon any other local agency.
Potential for consolidations or other reorganizations when boundaries divide communities	No potential consolidations or reorganizations were identified within this Municipal Services Review for the City of Concord. The City does not divide any communities.
Location of facilities, infrastructure, and natural features	The location of facilities, parks, and public safety facilities are located within easy access to City residents. The City is generally flat with low rolling hills that become higher south toward the cities of Clayton and Walnut Creek.
Willingness to serve	The City is already providing sewer service into areas of its current SOI. The City would be ready to provide municipal levels of service as areas are annexed into the City.
Potential environmental impacts	The recommended SOI would remove areas outside of the adopted ULL. Removal of these areas would have no effect on the environment and would be exempt from the provisions of CEQA

The map displays the City of Concord, California, with its Urban Limit Line (dashed line), City Boundary (solid line), and City SOI (hatched area). A large red area in the north is designated for removal from the SOI. The map also shows surrounding cities: Martinez, Pleasant Hill, Pittsburg, and Clayton. Major roads like I-680 and I-205 are highlighted. A legend in the bottom left corner defines the map symbols:

- Urban Limit Line
- City Boundary
- City SOI
- Areas Proposed for Removal from SOI

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IV. TOWN OF DANVILLE

LOCATION, ADMINISTRATION, AND OPERATIONS

Danville was incorporated on July 1, 1982. The Town is located in south-central Contra Costa County in the Tri Valley area. The community is bounded by the City of San Ramon to the south, the unincorporated communities of Alamo, Blackhawk, and Diablo to the north, and unincorporated areas to the west and east. The Town encompasses approximately 18.128 square miles, and has 19.6 square miles within its Sphere of Influence (SOI) inclusive of incorporated territory. In addition, the Town's planning area, which includes additional area outside of the approved SOI, is approximately 22.3 square miles. (Refer to Exhibit IV-A: Town of Danville Sphere of Influence and Voter-Approved Urban Limit Line.) The current Town population is approximately 43,043.¹

The Town of Danville is located in the northern end of a valley, and is characterized by flat topography through the central section of the Town and along Interstate 680. The eastern portions of the Town have low rolling hills, with some elevations reaching over 800 feet above mean sea level. Higher hills along the western and eastern boundaries of the Town form a significant viewshed, with some ridges reaching over 1,600 feet above mean sea level. Mt Diablo, lying to the northeast, forms the scenic backdrop to the Town above the eastern ridgeline, at 3,849 feet elevation.

Land uses in the Town primarily are low-density and medium-density, single-family residential uses along the major transportation corridors in the Town. Multi-family residential land uses are generally situated in or around the downtown master planning area, the intersection of Camino Tassajara Road and Crow Canyon, and the intersection of Fostoria Way and the Iron Horse Trail (south). Commercial land uses include commercial and controlled manufacturing located on the boundary with the City of San Ramon along Danville Boulevard. Remaining land use categories include public facilities, government, schools, roadways, parks, open space, and agricultural land uses.

Regional transportation serving the Town includes Interstate 680, which provides regional access to Sacramento via Interstate 80, and connects with State Highway 24 in Walnut Creek approximately five miles north of Danville, and with Interstate 580 in Dublin approximately nine miles south in Alameda County. Regional transit connects the Town with the BART station located in Walnut Creek. Bus service is provided by Central Contra Costa Transit Agency, which has three routes serving Danville.

¹ State of California, Department of Finance 2009.

Town Governance

Danville is a “general law city,”² and operates as a municipal corporation pursuant to the laws of the State of California.³ Danville uses a “Council-Manager” form of government.⁴ According to the Town’s website, the Town Council provides overall policy direction, with the Town Manager responsible for implementing adopted Town policies.⁵

Town Council

The Town is governed by a publicly elected, five-member Town Council, which consists of a Mayor and Vice Mayor and three Council members. Council Members are elected “at large” in even-numbered calendar years for staggered four-year terms. The role of Town Mayor is rotated annually among the five Council members for a one-year term.

The Council identifies the range and level of municipal services that will be provided to the community based upon established priorities and fiscal capabilities. The Town Council passes ordinances, sets policies, and adopts plans. The Town Council also serves as the governing board for the Community Development Agency. Council meetings are held the first and third Tuesday of each month at 7:30 PM. Meetings are held at the Town Meeting Hall, 201 Front Street, Danville. Town Council agendas are posted in the Town Meeting Hall and the Danville Town Offices, 510 La Gonda Way, at least 72 hours in advance of the meeting. As a courtesy, agendas are also posted on the Town’s website, www.ci.danville.ca.us.

Town Council members receive a stipend of \$675 per month.

Town and Regional Commissions and Committees

The Town has five commissions: the Arts Commission, Parks and Leisure Services Commission, Heritage Resource Commission, Planning Commission, and Design Review Board. Details on these Commissions are available on the Town website. The Town also has established the Joint Planning and Operations Committee for Hap Magee Ranch Park and the Historic Design Review Committee.

In addition, the Town Council appoints representatives to the following agencies and boards: Association of Bay Area Governments (ABAG), the Contra Costa Mosquito and Vector Control District, Central County Transit Authority, Community Emergency Response Team, Contra Costa County Health and Human Services, Contra Costa County Transportation Authority, East Bay

² Under the California State Constitution, Article 11, Section 2, and California Government Code, section 34102, cities organized under the general law of the State are “general law cities” as opposed to “charter cities,” which operate under an individual city charter.

³ California Government Code, section 34000 et seq.

⁴ The Council-Manager form is the system of local government that combines an elected legislative body (Town Council) with the management experience of an appointed local government manager (Town Manager).

⁵ Town of Danville 2009a.

Regional Parks District, Iron Horse Trail Advisory Committee, League of California Cities, Contra Costa County Library Commission, South County Regional Library Board, Contra Costa County Transit Authority Accessible Services Committee, Southwest Area Transportation Council, and the Tri-Valley Affordable Housing Committee. The Council also has liaison appointments with the City of San Ramon, the Dougherty Valley Oversight Committee, San Ramon Valley Fire Protection District (SRVFPD), San Ramon Valley Unified School District, and the Central Contra Costa Sanitary District.

Town Information

The Town maintains an extensive website that is updated regularly. The Town publishes a monthly events calendar on its website.⁶ Public hearing items for the Town Council are posted at the Danville Town Offices, 510 La Gonda Way, in the Danville Public Library, 400 Front Street, and on the Town's website.

Town Operations

Town government is divided into 42 functional areas and operates with five Town Departments. Town Departments include 1) General Government, 2) Police Services, 3) Development and Transportation Services (including Building, Engineering, Planning, and Traffic Engineering Divisions), 4) Maintenance Services, and 5) Recreation Services. The number of full-time equivalent positions for each department is allocated as a component of the adopted Town budget.

An overview of each municipal function is provided below.

- **General Government**

General Government includes 11 programs: Town Council, Town Manager, City Attorney, City Clerk, Town-Wide Special Events, Risk Management, Finance, Information Technology, Human Resources, General Supplies, and Asset Replacement.

The Town Manager is appointed by the Town Council to serve as the Town's Chief Administrator and Executive Director of the Danville Community Redevelopment Agency, the Danville Civic Improvement Cooperation, and the Danville Financing Authority. The Town Manager is responsible for implementing adopted Town policies, overseeing the day-to-day operations of the Town, hiring Town staff, and administering all Town programs. The City Attorney is also appointed by the Town Council and serves as the principal legal advisor to the Town, the Danville Community Redevelopment Agency, the Danville Civic Improvement Corporation, and the Danville Financing Authority. The City Attorney advises Town officials on all legal matters involving the Town, including land use, personnel, contracts, real property transactions, elections, and redevelopment. The City Attorney is also responsible for directing and supervising litigation and other dispute resolution processes when necessary. The City Attorney's office also oversees the risk management function of the Town.

⁶ Town of Danville 2009b.

The City Clerk is responsible for administering municipal elections; maintaining conflict of interest and financial disclosure records submitted by public officials; preparing and posting agendas for all Town meetings; preparing and maintaining minutes of Town Council meetings; coordinating Commission appointments; and maintaining the official records of the Town.

Finance is responsible for financial planning and reporting, and providing accounting and financial management services to the Town Council and staff as well as other outside agencies. Finance staff prepares the Town's Financial Plan and oversees preparation of the Comprehensive Annual Financial Report following the close of the fiscal year on June 30. Finance staff administers revenue collections and disbursements, the Town's assessment districts, and collection of Business License fees. The Finance Department handles the internal financial operations of the Town.

Also included within the General Government is Information Technology, which provides ongoing operation and maintenance of the Town's computer systems, telephone network, and Geographic Information System; and Human Resources, which oversees the Town's employment process, including recruitment, benefit administration, safety, and training.

- Police Services

Police Services includes Management and Community Services, Patrol, Investigation, Disaster Preparedness, Animal Control, and the School Resource Program.

The Town of Danville contracts with the Contra Costa County Sheriff's Department for police services. The Police Services Department handles over 30,000 requests for law enforcement services per year. It provides security and direction to over 24 special community events. In addition, the Department monitors traffic patterns, traffic calming programs, provides DUI checkpoints, and actively educates citizens about traffic issues. The Police Department maintains a high crime clearance rate, exceeding the national average in almost every major crime category. It also is involved in training, educating, and preparing the public for disasters. The Police Department works as partners with the residents, schools, churches, and businesses in developing safety programs and awareness. In-house staffing includes one Emergency Preparedness Manager, one School Program Coordinator, one Community Services Coordination, and two Community Services Officers. The department also has 10 Reserve Officers and a team of trained Police Volunteers. The Police Chief is responsible for department oversight and administration of all police services, and works with Town Management to address community needs. The Police Services Department includes Patrol, Investigation, and Disaster Preparedness Divisions.

- Development and Transportation Services

Development and Transportation Services includes Management, Building, Planning, Engineering, Capital Project Management, Clean Water Program, Transportation, and Economic Development. The department encompasses those service programs necessary to guide development processes within the Town to ensure that change

occurs in a manner consistent with the General Plan⁷ and desired community character. The Building Division issues building permits to homeowners and contractors, working closely with the Planning Division to ensure that building safety requirements are met. Building plan checking, inspection, and permitting are all performed by this program. Plan checking provides plan review services for new buildings, additions, alterations, and repairs to ensure compliance with local, state, and federal laws related to building safety, disabled access, and energy efficiency.

The Engineering Division is responsible for design and construction of the Town's infrastructure, including providing continuous updates of standard plans for design and construction, ensuring that public facilities are planned and constructed to meet present and projected community needs, supervision of subdivision engineering activity, right-of-way services, subdivision inspection, encroachment and grading permits, and development review, as well as managing the Town's Capital Improvement Program.

The Planning Division is responsible for implementing Danville's General Plan. The Danville 2010 General Plan contains goals, policies, and implementation measures that regulate development. Planning provides services that include processing of development applications, development of ordinances for consideration by the Commission and Town Council, preparation of updates and amendments to the General Plan and other advanced planning documents, administration of the California Environmental Quality Act,⁸ and administration and enforcement of the Town's Zoning Ordinance.

Transportation applies state-of-the-art technology and scientific principles to the functional design, operation, and management of Town transportation facilities in order to provide for the safe and environmentally compatible movement of people and goods. The Department administers the Neighborhood Traffic Management Program, maintains up-to-date traffic volume and speed data, keeps traffic signals at optimal timing, and maintains best available information on regional traffic issues. The Transportation Department works to minimize the impact of external transportation and land use changes on the Town and monitors compliance with the Growth Management Element and Transportation Demand Management Ordinance.

The Economic Development Program promotes and encourages the establishment and retention of a diverse and healthy economic base through implementation of the Economic Development Strategy approved by the Town Council. The Strategy includes the creation of a strong local brand identity, continued implementation of a "Shop Local First" marketing campaign, development of strong partnerships with business organizations to leverage local and regional efforts, management and implementation of the Business Promotion and Retail Incentives grant funding programs, and continued investment in appropriate capital investments in the downtown.

⁷ Town of Danville 1999.

⁸ California Public Resources Code, section 21000 et seq. California Environmental Quality Act.

- Maintenance Services

Maintenance Services includes Management, Buildings, Equipment, Parks, Roadsides, Street Lighting, and Streets. This department provides a wide variety of services that help maintain the overall appearance and quality of the community. Maintenance Services is responsible for 198 acres of parkland, 97,000 square feet of buildings, 154 miles of public streets, 4,700 drain inlets, 6.1 miles of roadside ditches, and 4.6 miles of creek and drainage channels.

Town-owned facilities are maintained to a high standard for use by a wide variety of patrons. Maintenance Services also spends considerable time proactively maintaining Town waterways to ensure that the functional capacity is maintained during peak wet weather months and to comply with Clean Water Act standards.

- Recreation Services

Recreation Services includes Management, Adults, Seniors, Teens, Youth, Adaptive Recreation, Cultural Arts, Facilities Management, and Sports and Fitness. This department offers a wide array of classes, programs, and special events that contribute to the quality of life in the community.

Danville is a “limited services city” and relies upon a number of services that are either contracted for or provided through dependent and independent special districts. These services include police services, fire services, water services, wastewater collection and treatment services, solid waste and recycling services, library services, and animal control.

- Police Services

The Town contracts with the Contra Costa Sheriff’s Department for police protection services.

- Fire Protection Services

The Town is served by the San Ramon Valley Fire Protection District (SRVFPD), an independent special district that encompasses the entire San Ramon Valley. Residents support SRVFPD through property tax revenues.

- Water Services

Water service to the Town is provided by East Bay Municipal Utility District (EBMUD). This district is regulated through the California Public Utilities Commission, and residents pay rates set by EBMUD to offset service delivery costs.

- Wastewater Collection and Treatment Services

Wastewater collection and treatment services to the Town is provided by Central Contra Costa Sanitary District (CCCSD). Residents support CCCSD through property tax revenues.

- Solid Waste and Recycling Services

The Town belongs to the Central Contra Costa Solid Waste Authority, a Joint Powers Authority (JPA) that includes the cities of Danville, Walnut Creek, Lafayette, Moraga, and Orinda, and Contra Costa County. The JPA contracts with Allied Waste Services for solid

waste services and with Valley Waste Management for recycling services. Residents pay rates set by the JPA to offset service delivery costs.

- **Library Services**

Library services are provided by the Contra Costa County Library system, of which the Town is a member. The Town of Danville owns its own Library. Residents support the Contra Costa Library system through property tax revenues. The Town contributes an additional \$214,000 annually to augment County services, providing an additional 25 hours of service, for a total of 60 hours per week, Monday through Sunday.

- **Other Services**

The Town contracts with Contra Costa County Animal Services for animal control services.

Town Infrastructure

The Town of Danville owns an extensive inventory of public land, buildings, and other facilities. Major Town-owned facilities include:

- **Buildings:** 97,000 square feet of buildings, including Danville Library, Danville Community Center, Oak Hill Park Community Center, Village Theatre, Veterans Memorial Building, Hap Magee Ranch Park Buildings (jointly owned with the County), Town Offices, Town Service Center, and Teen Centers (Los Cerros and Charlotte Wood), and six sets of public restrooms.
- **Public Works Facilities:** 154 miles of public streets, 46 sets of traffic signals, 4,700 drainage inlets, stormwater conveyance system, and bridges.
- **Parks:** 198 acres of improved parks.

Most of the Town's infrastructure is relatively young or has been refurbished within the past 25 years. No major deficiencies were noted in the Town's infrastructure.

Budget

Danville budgets on a July 1 to June 30 fiscal year. The Town Manager begins the process with a review of projected revenues, service levels, program and department expenditures, a five-year revenue and expense projections, and any recommended transfers to fund high-priority capital projects.

The Town Manager prepares a draft financial plan for consideration by the Town Council. The Council, by Resolution, approves a budget plan in January and a final budget in June. The 2008/09 budget reflects general fund revenues in the amount of \$20.7 million, total revenues of \$28.3 million, and operating expenditures of \$25.7 million.⁹

⁹ Town of Danville 2008b.

Danville's budget is segregated into four units: General Fund, Capital Improvement Fund, Special Revenue Funds, and Debt Service.

General Fund

The Town's adopted budget for 2008/09 anticipates General Fund revenues of \$20,772,038, with overall revenues of \$28,362,331 and overall operational expenses of \$25,770,482. The General Fund is the primary financing mechanism for Town operations with "unrestricted" revenues from a variety of sources. In fiscal year 2008/09, the Town's primary General Fund revenues include property tax (54.0%) and other taxes (18.5%). Property taxes have remained stable over the past several years. According to the County Assessor, the 2008/09 assessment rolls show that Danville's property taxes will increase 4.67%. Projected General Fund Revenues and Expenditures for the 2008/09 fiscal year are listed below.

Revenues

Property Taxes	\$11,224,126
Sales Taxes	\$3,509,384
Other Taxes	\$333,683
Vehicle License Fees	\$213,847
Use of Money and Property	\$1,151,589
Business License	\$341,399
Franchise Fees	\$1,608,681
Charges for Services	\$1,901,979
Fines and Forfeits	\$330,000
Miscellaneous Revenues	\$157,350
Transfers-in ¹⁰	\$0
Total General Fund Revenue	\$20,772,038

Special Revenue Funds

Special Revenue Funds account for non-discretionary monies that may be used by the Town for specific purposes. Danville has established 10 special revenue funds, most of which derive their monies from specific sources, such as grants, assessments, and developer fees. In 2008/09, Danville expects to accrue \$7,590,293. Major expenditures include street lighting, storm drain maintenance, animal control, and roadway maintenance programs.

Expenditures

Town Attorney	\$308,945
Town Manager	\$736,443
Town Clerk	\$313,470
Council Services	\$150,717
Risk Management	\$455,661
Human Resources	\$371,903

¹⁰ Transfers are transactions between funds and are normally repaid within the current fiscal year. "Transfers in" are monies paid to the General Fund primarily from restricted revenue sources for use on a specific project or program which the restricted revenue was created to fund.

Finance	\$795,913
Maintenance Services	\$6,164,227
Miscellaneous Administrative Expenses	\$383,924
Development and Transportation Services	\$4,760,170
Town-wide Special Events	\$322,832
Information Technology	\$566,086
Recreation Services	\$3,171,032
Police Services	<u>\$7,269,159</u>
Total General Fund Expenditures	\$25,770,482

With regard to expenditures, the primary General Fund expense is Police Services (27%), followed by Maintenance Services (22.9%) and Development and Transportation (17.7%).

Reserves

The Operating Reserve, set by Town Council policy, is set at a minimum of 20% and is funded at \$7,500,018 for fiscal year 2008/09, which is 29% of the Operating Budget for the year.

Danville Community Redevelopment Agency

The Danville Community Redevelopment Agency was established in 1986 for the purpose of improving and economically enhancing the historic Danville downtown and administering the housing debt fund. Formation of the agency alters the property tax structure, but not the tax rate within the project area. This allows the agency to retain a share of the property tax increment. This tax increment is then utilized over the life of the agency to finance debt incurred for the purposes of making infrastructure improvements and providing new public facilities within the project area.

Debt Service

The Town maintains Debt Service Funds to account for financial resources to be used for the payment of principal and interest on general long-term debt. These funds include two fund accounts: Community Development Debt Service Fund and Community Development Agency Low and Moderate Housing Debt Fund. Eighty percent of the tax increment revenues collected within the Community Development Agency are deposited into the Community Development Debt Service Fund to support the long-term obligations related to development of facilities. The remaining 20% of the tax increment revenues collected within the Community Development Agency are deposited into the Community Development Agency Low and Moderate Housing Debt Fund to support long-term debt related to the development of low and moderate income housing within the Town.

Capital Improvement Program

The Town's Capital Improvement Program (CIP) is a multi-year planning program for the construction of new facilities and infrastructure, and for the expansion, rehabilitation, or replacement of Town-owned assets. The Plan covers a five-year period, and is updated by Town staff and approved by the Town Council each year. For the five-year period fiscal year 2008/09 through 2012/13, the CIP lists 40 active projects, 10 of them new.

Eight projects have been completed since implementation of the previous CIP, with an additional 50 projects either designed, sent out to bid, or under construction. There are a

number of major funding sources available to fund CIP projects. For the 2008/09 fiscal year, these include: CIP General Purpose Fund (\$1,145,162), Civic Facilities Fund (\$5,812,500), Clean Water Program (\$200,000), Park Fund (\$942,451), Pavement Management Funds (\$1,050,000), Deferred Improvement (\$159,133), Developer Contribution (\$30,000), FEMA (\$17,934), Grants (\$116,472), Proposition 1B (\$685,208), R-7A-7010 (\$82,500), SAFETEA-LU Grant 6440 (\$1,198,500), SRVUSD (\$8,000), YMCA Rental (\$18,000), Special Purpose Measure C Funds (\$192,750), Mitigation Fees – Commercial TIP (\$13,000), Mitigation Fees – Residential TIP (\$67,388), and Mitigation Fees – SCC Sub-Regional Fees (\$133,556). Total new funding available is \$11.8 million.

Projects are divided into three categories, with fiscal year 2008/09 amounts as follows:

Capital Recovery/Other	\$7,050,286
Quality of Life	\$1,035,881
Transportation	<u>\$3,786,377</u>
Total	\$11,872,554

For the five-year period, the CIP has programmed \$27,731,158 in capital improvements. Major projects for fiscal year 2008/09 include: Veterans Memorial Hall Renovation (\$5,025,000), Village Theatre Renovation and Improvements (\$600,000), Hartz Avenue Beautification (\$685,000), Pavement Management Program (\$1,050,000), and Camino Tassajara/Crow Canyon Safety Improvements (\$1,332,056).

TOWN PLANNING BOUNDARIES AND GROWTH

Town Boundaries

Town Limits

The existing corporate boundaries (Town Limits) encompass approximately 18 square miles. The Town Limits extend to the corporate boundary of the City of San Ramon to the south. Unincorporated area lies between Danville and the City of Lafayette to the northwest. The unincorporated community of Alamo lies between Danville and the City of Walnut Creek to the north. East and west of Danville's Town Limits are unincorporated areas, with the communities of Diablo and Blackhawk generally to the northeast.

Sphere of Influence

The adopted SOI for the Town is split into two geographic areas: east and west. The SOI to the east includes approximately 400 acres and includes areas actively under County approvals covering the so-called intervening properties, Wendt Ranch and the northwesternmost portion of the Alamo Creek. Finals for a total of 700 residential units, inclusive of a mix of single-family detached (525 units), single-family attached (79 units), and multiple-family residential units (96 units) have been issued for development in this 400-acre region between 2003 and 2008 by the County Building Division. The remaining additional residential development that has been authorized by the County for this area should be completed within a couple of years. One non-residential use developed in this 400-acre area was the 15-acre school sports field/play area annex to the 8-acre Diablo Vista Middle School. The 8-acre portion lies within the Town of Danville. The 15-acre area added as sports fields/play area lies within the unincorporated area.

The area to the west of the Town includes approximately 335 acres of territory and is outside of the countywide voter-approved ULL. Most of this area is designated as open space or part of existing agricultural preserves.

Planning Area

The Town's planning area extends beyond its SOI. The Town limits extend to the corporate boundaries of the cities of San Ramon to the south, Lafayette to the northwest, and Walnut Creek to the north. East and west of Danville's Town Limits are unincorporated areas.

Urban Limit Line

Contra Costa voters approved the current countywide ULL in 2006.¹¹ In 2007, the Town of Danville adopted the countywide ULL. (Refer to Exhibit IV-A.)

General Plan

The Danville 2010 General Plan was adopted August 3, 1999.¹² The 2010 Plan integrates technical studies, General Plan Amendments, Special Study Area Plans, implementing ordinances, and design guidelines prepared by the Town since the 1999 Plan was adopted. The 2010 Plan is organized into three major policy areas: Planning and Development, Public Facilities, and Resources and Hazards. The core of the General Plan consists of goals, policies, and implementation measures associated with these three major policy issues. A Housing Element, consistent with Government Code section 65580, was adopted in December 2001.¹³ The 2010 Plan was developed through a cooperative effort among citizens, the Town Council, Planning Commission, Parks and Leisure Services Commission, the Heritage Resource Commission, the Arts Commission, Town staff and consultants, and representatives

Population Growth

Danville began as a small rural village formed during the 1850s to serve the commercial and cultural needs of the surrounding agricultural areas. With the construction of the Bay Bridge in 1936 and the Caldecott Tunnel in 1937, central Contra Costa County became accessible to the large and growing employment centers in San Francisco and other parts of the Bay Area. A significant amount of residential development began to occur in the 1940s. During the 1950s and 1960s, Danville evolved into a residential community. During the 1970s, major changes began to occur. Large new developments were proposed, which raised concern among Danville residents. These concerns led to a successful effort to incorporate Danville in 1982. Danville continued to grow during the 1980s, particularly on the east side of Interstate 680. Through the 1990s, Danville's population grew about 33%. Population projections prepared by

¹¹ Contra Costa County Community Development Department 2006b.

¹² Town of Danville 1999.

¹³ Town of Danville 2001.

ABAG anticipate a modest annual growth rate of 0.2% for Danville, reaching a population of 46,700 by the year 2030.¹⁴

Jobs-Housing Balance

In 2010, ABAG estimates that there will be 16,040 jobs within the Town and 22,040 employed residents.¹⁵ This results in a jobs-to-employee ratio of 0.73. A ratio of 1.00 indicates that there is a numeric balance between the number of jobs and the number of employed residents in a community. A ratio of less than 1.00 typically indicates that a community is “job poor” and that its residents commute to jobs in other areas, and the community’s economic development has not kept pace with its housing growth.

It should be noted that the Tri-Valley has an overabundance of jobs – now and into the future – and that Danville is a net provider of housing, which serves to offset the sub-regional situation to an extent.

Vacant Land

In 1999, the Contra Costa County Assessor’s Office identified approximately 300 acres of land in Danville as “vacant” with the potential for future development. Most of the sites consist of small, scattered parcels or individual vacant lots and are designated for single-family uses. The “vacant” lands do not include underutilized land. As of the start of 2009, there were 55 sites of vacant or underdeveloped lands identified in Danville carrying zoning and land use designations to allow residential development. The development potential of these sites has been estimated to be adequate to accommodate the development of 670 units. In addition to that residential development potential, there were 93 lots of record present in Danville as of the start of 2009 available for development with individual single-family residential units. Collectively, the residential development potential as of the start of 2009 was 763 units.

Development Projects

As of 2008, planning applications were steady, showing only a slight decline over the previous years. Development plans have a steeper decline, reflecting the trend of a built-out community. Approximately 140 applications were submitted, ranging from tree removal to General Plan Amendments. Most development projects are relatively small, such as minor subdivisions and commercial and residential infill projects.

Growth Management

In 2004, Contra Costa County voters approved Measure J (a 25-year extension of Measure C-1988), a half-cent sales tax for purposes of providing traffic congestion relief through infrastructure improvements, transit, and transportation programs in Contra Costa County. The

¹⁴ ABAG 2006.

¹⁵ These estimates (ABAG 2006) include the Town’s SOI.

measure required all cities in Contra Costa County and the County itself to adopt a variety of growth management strategies. The Town implements these strategies in cooperation with the Contra Costa Transportation Authority (CCTA), the legislative body charged with overseeing the Measure J plan of projects and programs, including the Growth Management Program.

In Danville, CCTA's Growth Management Program is implemented through the Growth Management Element included in the Danville 2010 General Plan. The Element neither tries to accelerate or delay growth in Danville. It establishes a comprehensive, long-range program that mandates a match between new development and the corresponding requisite capital improvements and services, development mitigation, and financing mechanisms. In 1995, ABAG and the Bay Area Air Quality Management Central District funded a subregional planning effort involving the Town of Danville, the cities of Dublin, Livermore, Pleasanton, San Ramon, and the counties of Alameda and Contra Costa, which culminated in the preparation and subsequent adoption of the Tri-Valley Subregional Planning Strategy.¹⁶ The goals, policies, and implementation measures forwarded through the Tri-Valley Subregional Planning Strategy were generally parallel and consistent with those in the Danville 2005 General Plan.¹⁷ Danville integrated, as necessary and appropriate, language from the Tri-Valley Subregional Planning Strategy into its general plan through the adoption of the Danville 2010 General Plan.

Growth management provisions are also contained in the Dougherty Valley Settlement Agreement, executed between the City of San Ramon and Contra Costa County in 1994.

Annexations

Because the Town is nearly built out, it has no current intent to pursue annexations.¹⁸

Sphere of Influence Reductions and Expansions

As noted above, the Town is nearly built out and does not contemplate SOI reductions or expansions.

MUNICIPAL SERVICES

Public Safety Services

Police

The Town of Danville contracts with the Contra Costa County Sheriff's Department for police services. Currently, the Town contracts for 30 full-time sworn officer positions (with vehicles) which include a police chief (Captain), one administrative lieutenant, six sergeants, one investigator, 17 patrol officers, three traffic officers, and one school resource officer. In-house

¹⁶ ABAG and the Bay Area Air Quality Management District 1995.

¹⁷ Town of Danville 1987.

¹⁸ Town of Danville 1999.

staffing includes one Emergency Preparedness Manager (non-sworn), one School Program Coordinator (non-sworn), one Community Services Coordinator, and two Community Services Officers (non-sworn). In addition, the Department has 10 Reserve Officers and 14 volunteers. The Town's Public Safety budget for fiscal year 2008/09 is \$7,438,159, which represents 29% of the Town's General Fund budget. The Danville Police Services Department is divided into five operational divisions: Management, Patrol, Investigations, School Resources, and Disaster Preparedness. The Management Division includes the Police Chief, two Community Services Officers, and one Community Services Coordinator. The Patrol Division is staffed by five sergeants, 17 patrol officers, and three traffic officers. This division handles most of the service calls within the Town, routine patrol duties, and enforcement of traffic codes. The Investigative Division is staffed with one sergeant position and one investigative officer. This division handles investigative duties involving crimes. The School Resources Division has two positions: a School Resources Officer and a School Program Coordinator. The School Resources Officer usually serves the high school, while the School Program Coordinator provides service in the middle and elementary schools within the Town.

According to the U.S. Federal Bureau of Investigation crime statistics for 2007, Danville had 22 violent crimes and 643 property crimes, with a rate of 1,602 crimes per 100,000 population. Crime rates are affected by a number of factors and reflect a city's population, concentration of youth, degree of urbanization, cultural and educational characteristics, geographic location, and modes of transportation, among other factors. Therefore, these rates are a good measure of changed conditions within a city over time, but should not be considered as a direct evaluation of the adequacy of police services between cities.

General Plan Performance Standards: Police

- The performance standard for police services is to observe a total response time (exclusive of dispatch time and excluding 911 hang-ups) of less than five minutes for emergency (priority one calls) for a minimum of 90% of such calls. For all other police calls, a maximum 20-minute response standard is to be pursued for 90% of all calls, exclusive of dispatch time.

Fire

Fire protection within the Town is provided by the San Ramon Valley Fire Protection District (SRVFPD), an independent special district. The SRVFPD was formed in 1963 and has a service area of approximately 118 square miles, which includes the Town of Danville, the City of San Ramon, and the unincorporated communities of Alamo, Blackhawk, Diablo, Tassajara Valley, and southern Morgan Territory, and portions of Dublin and Crow Canyon in Alameda County.

Because the SRVFPD was formed prior to the passage of Proposition 13 in 1978, it receives a portion of the 1% property tax revenue to pay for services. The SRVFPD has 11 fire stations, of which nine are staffed 24 hours a day and two stations are served by on-call firefighters. The District owns 10 of the stations; Fire Station 40 is a leased garage of a single-family home. Stations that provide service within the Town of Danville are described below.

Station 31 is located on San Ramon Valley Boulevard. The station has two engines, an ambulance, and a truck. The station is staffed with nine full-time firefighters, 24 hours per day, 7 days per week.

Station 33 is located on Diablo Road. The station has two engines and is staffed with three full-time firefighters, 24 hours per day, 7 days per week.

Station 35 is located on Silver Oak Lane. The station has two engines, a water tender, one haz-mat vehicle, one ambulance, and a truck. The station is staffed with six full-time firefighters, 24 hours per day, 7 days per week,

Station 36 is located on Lusitano Street. The station has two engines and three full-time firefighters.

Stations 35 and 36 are located outside of the corporate boundaries of the Town.

General Plan Performance Standards: Fire

- The performance standard for fire services is to observe a total response time of less than five minutes for emergency calls for a minimum of 90% of such calls and/or a fire station within 1.5 miles of all residential and non-residential development. The Town will coordinate with the SRVFPD to maintain or improve this performance standard.
- Fire services are being evaluated separately as part of LAFCO's countywide fire and emergency medical services MSR/SOI update.

Development and Transportation Services

The Development and Transportation Services Department includes the following program areas: Management, Building, Planning, Engineering, Capital Project Management, Clean Water Program, Transportation, and Economic Development.

The Building Division issues building permits to homeowners and contractors, working closely with the Planning Division to ensure that building safety requirements are met. Building plan checking, inspection, and permitting are all performed by this program. According to the Development Services Report for Fiscal Year 2007/08, the Building Division performed 438 plan checks and issued 1,735 over-the-counter permits in fiscal year 2007/08. They issued a total of 2,173 building permits in fiscal year 2007/08.

The Engineering Division is responsible for design and construction of the Town's infrastructure, including providing continuous updates of standard plans for design and construction, ensuring that public facilities are planned and constructed to meet present and projected community needs, supervision of Subdivision Engineering activity, right-of-way services, subdivision inspection, encroachment and grading permits, and development review, as well as managing the Town's Capital Improvement Program.

The Planning Division is responsible for implementing Danville's General Plan, other advanced planning documents, administration of the California Environmental Quality Act, and administration and enforcement of the Town's Zoning Ordinance.

The Transportation Services Department administers the Neighborhood Traffic Management Program, maintains up-to-date traffic volume and speed data, keeps traffic signals at optimal timing, and maintains best available information on regional traffic issues. The Transportation Department works to minimize the impact of external transportation and land use changes on the Town and monitors compliance with the Growth Management Element and Transportation Demand Management Ordinance.

The Economic Development Program promotes and encourages the establishment and retention of a diverse and healthy economic base. In April 2008, the Town Council adopted an Economic Development Strategy.¹⁹ The strategy describes the Town's past and current efforts to promote economic development in Danville, as well as the Town's involvement in regional economic development efforts. The purpose of the strategy is to establish Danville's goals for the downtown area, the Town as a whole, and for the Town as one of five communities within the Tri-Valley region.²⁰

In July 2008, the Town Council adopted the "Blueprint for Action," the primary strategy document intended to raise the profile of Danville as a shopping destination and effectively market and promote Danville's positive attributes.²¹ Additionally, the Town of Danville recently partnered with East Bay Small Business Development Center to provide low-cost or free courses to the business community.

Maintenance Services

The Town of Danville Maintenance Services provides a wide variety of services to maintain parks, buildings, roadsides, street lighting, and equipment; sweep streets; maintain 198 acres of Town-owned and/or managed park and community facilities that contribute to the quality of life in the community; maintain landscaping; and keep creeks and drainage systems free flowing. A significant portion of the parks, building, roadside, and street light maintenance activity undertaken by the Town is funded through a Town-wide Lighting and Landscape Assessment District (LLAD) that was approved by property owners through a Proposition 218 mandated balloting procedure. The LLAD provides \$3 million in annual funding toward the total 2008/09 Maintenance Services budget of \$6,164,227.

Recreation Services

The Town of Danville Recreation Services department is responsible for providing recreational activities offered through the Town and numerous organizations; offers classes, programs, and special events; and provides rental facilities for both indoor and outdoor use. Recreation

¹⁹ Town of Danville 2008a.

²⁰ Town of Danville 2009a.

²¹ The Placemaking Group 2008.

Services provides services related to sports and fitness, cultural arts, youth activities, teens, seniors, special interest, and special recreation. The department operates largely on a fee-for-service cost recovery basis. For 2008/09, the department will recover \$2,237,407 in revenues against total expenditures of \$3,171,032.

Housing

The Town of Danville utilizes the Tri-Valley Housing Opportunity Center to assist in the process of determining qualified candidates for purchase of below-market-rate units that become available in the Town.

The Center assists the Town, through various educational programs, in ensuring that those interested in Town programs are ready for home ownership. The Tri-Valley Housing Opportunity Center is also able to provide alternatives for those who are not ready for home ownership.

Affordable housing units constructed with the assistance of the Danville Community Redevelopment Agency in the Town's redevelopment area include the Sycamore Place Senior Apartments (74 rental units).

Danville's 1999–2006 Housing Element was certified by the Housing and Community Department in 2002.²² For the 1999–2006 Regional Housing Needs Allocation (RHNA) planning period concluding at the end of 2006, the Town saw housing production totaling 1,324 net new units, broken into the following affordable categories: 1,002 above-moderate-income units, 166 moderate-income units, 67 low-income units, 39 very-low-income units, and 50 extremely-low-income units. The RHNA for the 1999–2006 planning period had set housing need at 1,110 total units, broken into the following affordable categories: 666 above-moderate-income units, 216 moderate-income units, 88 low-income units, and 140 very-low-income units. The Town is currently finalizing the draft 2007–2014 Housing Element for Housing and Community Department review.

Redevelopment

The Town's Redevelopment Agency is known as the Community Development Agency (CDA) of the Town of Danville. The CDA, which was created in 1986, encompasses the downtown area of Danville. Since its inception, the CDA has helped finance a number of improvements within the project area, including acquisition and renovation of the Town Meeting Hall and Village Theatre, construction of the Danville Library and Community Center, construction of three public parking lots, and other circulation improvements. In addition, the CDA acquired land and contributed substantial funding for construction of the Sycamore Place senior housing project, an affordable housing project within walking distance of Hartz Avenue. The CDA's primary function at this point is to make annual debt payments on existing debt issuances used to fund the projects described above.

²² Town of Danville 2002.

Transportation and Road Services

Transportation

Transportation Services applies state-of-the-art technology and scientific principles to the functional design, operation, and management of Town transportation facilities in order to provide for the safe and environmentally compatible movement of people and goods. The Department administers the Neighborhood Traffic Management Program, maintains up-to-date traffic volume and speed data, keeps traffic signals at optimal timing, and maintains best available information on regional traffic issues. Transportation Services works to minimize the impact of external transportation and land use changes on the Town and monitors compliance with the Growth Management Element and Transportation Demand Management Ordinance.

The Circulation Element of the General Plan is based on several underlying themes and findings, as summarized below:

- Provide for safe and efficient travel on Town of Danville streets.
- Provide convenient and efficient alternative transportation modes to the automobile.
- Minimize the intrusion of through traffic on residential streets.
- Integrate land use and transportation planning to increase the viability of alternative transportation modes and minimize vehicle trips.
- Actively participate in regional transportation planning, consistent with overall goals of Danville residents and businesses.

Danville is bisected by Interstate 680. There are four interchanges along Interstate 680 within the Town limits. The Town maintains more than 145 center-lane miles of publicly dedicated streets, including arterials, collectors, neighborhood collectors, local streets, and local access streets or alleys.

The arterial roadways within Danville include San Ramon Valley Boulevard, Danville Boulevard, Sycamore Valley Road, Camino Tassajara, Crow Canyon Road, Blackhawk Road, Green Valley Road, Diablo Road, and Stone Valley Road; most of these are impacted if Interstate 680 is congested, with the exception of major arterial roadways.

Public transportation is available via bus service provided by Central Contra Costa Transit Agency ("County Connection"). There are three bus routes that serve Danville. The Town has a 246-space Park and Ride facility, which is served by two local commuter bus services during peak commute hours. Additionally, the Town encourages bicycling and has established Class I, II, and III routes within the Town. Danville has included bicycle facilities in its Townwide Trails Master Plan and requires bicycle facilities as a component of development projects.²³

²³ Town of Danville 1989.

General Plan Performance Standards: Transportation

- The operating level of service on major arterials defined by the Tri-Valley Transportation Plan/Action Plan as “Routes of Regional Significance” is LOS “D”.²⁴

The Town has conducted a pavement survey to determine expected life remaining in its dedicated roadways. The condition of roads is based on a Pavement Condition Index (PCI). The PCI is a numerical index used to indicate the condition of a roadway. It is widely used in transportation and civil engineering. The pavement index looks at the overall conditions of the roadways, including engineering design, base and paving thickness, crown and drainage, and wear and aging condition. The pavement survey allows the Town to plan repairs or perform preventive maintenance to extend the service life of the roadways. The pavement index shows that, overall, the existing roadways receive an index rating of 72 (as of March 2009). The 72 pavement index rating shows that the Town of Danville’s roadways overall are in “good” condition.

Roadside Landscape

The Roadside Landscape Division of the Maintenance Services Department is responsible for maintaining more than 60 acres of roadside landscaping, including medians and community areas. Long-term maintenance needs and issues related to the roadside landscaped areas are identified and evaluated on an annual basis. Roadside Maintenance conducts bi-weekly irrigation system inspections and repairs, performs litter control, prunes trees, mows turf, repairs sidewalks, controls weeds, and replaces plant material as needed. The turf is generally mowed once a week from March through October and on a less-frequent basis during the rainy season. Roadside turf areas are aerated and fertilized twice per year, and plant material is also fertilized twice per year. Integrated pest management practices, which employ alternative methods for chemicals and/or the least-toxic effective chemicals, are used when dealing with such things as rodents and weeds. Areas in need of renovation are identified and addressed through the Capital Improvement Program. Sidewalk areas are inspected and safety issues are identified and scheduled for repair on an ongoing basis.

Increased costs reflected in the fiscal year 2008/09 budget are attributable to ongoing efforts to renovate roadside landscaping and entry statements, and perform proactive tree pruning and replacement. Contract maintenance costs have been increased to adjust for inflation, as allowed under the terms of the contracts. Creek cleaning contract costs have risen 60% over a two-year period. EBMUD water rates will increase 5% in fiscal year 2008/09. Contracted services will increase by the allowed 3.8% CPI adjustment to keep up with inflationary costs.

Landscape areas that have been added over the past few years to the Town’s roadside inventory include the Front Street Municipal Parking Lot, landscape improvements within the public right-of-way of Camino Tassajara along the Beth Chaim Synagogue site, and the Tassajara Lane subdivision. Future improvements planned for 2008/09 include the El Cerro

²⁴ TVTC 2000.

Boulevard medians, Sycamore Valley Road at Brookside Drive, and Hope Lane. These new amenities will increase responsibilities and costs associated with Roadside Maintenance.

Parks

According to the adopted 2008/09 budget, Danville has 199.9 acres of dedicated and improved parklands and trails. The San Ramon Valley Unified School District provides an additional 71 acres of recreation facilities, including playing fields and ball courts available for use by Town residents. The Town has paid for improvements for and provides maintenance for 22 of the 71 school district acres. Danville maintains approximately 19 acres of trails for hiking or bicycling uses.

Approximately 2,950 acres of land in Danville carry an open space land use designation. Danville's adopted parkland guidelines suggest that 6.5 acres of parkland or open space lands should be provided for every 1,000 residents. This is a higher service standard than the guidelines established in the Quimby Act, which sets parkland provision between 3 and 5 acres per 1,000 residents.²⁵ Municipalities use the Quimby Act guidelines to establish parkland development mitigation fees for development projects in lieu of actual parkland dedication by the developer. The parkland-to-resident ratio is 6.07 acres of parks per 1,000 residents.²⁶

Recreation Services

In 2006, the Town completed a Parks, Recreation, and Arts Strategic Plan that acts as an implementation strategy guide to ensure that Danville meets service goals for recreation set forth in the 2010 General Plan. These strategies and action steps are aimed at preserving or enhancing existing facilities. Each year, Danville sets aside funds in the Capital Improvement Plan for park improvements and maintenance.

The Town's Recreation Services Department offers a comprehensive selection of recreation programs, activities, and classes for all age groups. These programs and activities include organized sports leagues, cultural activities, activities for senior citizens, and teen and youth programs. Town residents receive first priority for enrollment, as programs are available to participants from outside of the Town limits. Non-residents pay a higher enrollment or participation fee. A portion of program costs is offset by the Town, with enrollment or participation fees designed to cover the remaining cost of the program or activities budget.

Library Services

The Danville Library is located adjacent to the Danville Community Center, and is operated as part of the Contra Costa Library System. The 18,000-square-foot facility was constructed in 1996 by the Town, and has a collection that includes over 78,000 children's, teen, and adult materials, and has six catalog computers, 33 public Internet terminals, and two Early Literacy computers in the Children's area. The Town contributed \$214,184 in 2008/09 to augment county-funded services and increase weekly hours of service from 35 to 60. The Danville Library

²⁵ California Government Code, section 66477.

²⁶ Town of Danville 1999, 2008b.

operates Monday through Friday from 10 a.m. to 8 p.m., Fridays from 10 a.m. to 6 p.m., and Sundays from 1 p.m. to 5 p.m.

Solid Waste Collection and Disposal Services

The Town's solid waste collection and disposal services are provided via contract with Allied Waste Services. Recycling services are provided via contract with Valley Waste Management. Danville is a member of the Central Contra Costa Solid Waste Authority, which sets rates and establishes contracts for disposal and green waste services within the authority's service area.

Several local businesses provide household battery recycling drop-off sites, and the Household Hazardous Waste Collection Facility in Martinez is available to Danville residents for drop-off services at no charge.

Assembly Bill 939 establishes standards for diversion rates for solid waste materials diverted from disposal in regional landfills.²⁷ State diversion requirements require a minimum 50% diversion rate. The current (2006 reporting year), diversion rate for the Town of Danville is 56%. All non-recycled waste is taken to the Keller Canyon Landfill, south of the City of Pittsburg.

Water and Sewer Services

Water

Water service is provided by EBMUD, which is the local retail water agency.

Sewer

Wastewater collection and treatment services are provided by Central Contra Costa Sanitary District, an independent special district.

Water and wastewater services were evaluated separately as part of LAFCO's Water and Wastewater Municipal Services Review and Sphere of Influence Updates.

SERVICE REVIEW DETERMINATIONS

In anticipation of reviewing and updating the Town of Danville's SOI, and based on the information provided above, the following written Determinations are intended to fulfill the requirements of Government Code section 56430(a).²⁸

General Statements

- A. The Town has been proactive in addressing community needs, public services, and infrastructure improvements.

²⁷ State of California 1989.

²⁸ This report addresses the nine determinations previously required under California Government Code, section 56430, as the MSR was initiated in 2007. Changes to the code that became effective on January 1, 2008, now require analysis of six determinations.

Infrastructure Needs and Deficiencies

1. Existing infrastructure: Most of the infrastructure within the Town is relatively young or has been refurbished within the last 25 years. The Town evaluates impacts from growth upon its infrastructure as part of the CIP process in order to keep abreast of potential infrastructure needs. No significant deficiencies were noted in the Town's infrastructure.
2. An annual Pavement Condition Index gives the Town's roadways an average overall index of 72 (as of March 2009) – good.²⁹

Growth and Population Projections for the Affected Area

3. The Town is nearing residential build-out, with approximately 95% of available land already developed. As of the start of 2009, there were 55 sites of vacant or underdeveloped lands identified in Danville carrying zoning and land use designations to allow residential development. The development potential of these sites has been estimated to be adequate to accommodate the development of 670 units. In addition to that residential development potential, there were 93 lots of record present in Danville as of the start of 2009 available for development with individual single-family residential units. Collectively, the residential development potential as of the start of 2009 was 763 units. Full build-out is projected to take place sometime within the next decade.
4. Population at 2030 is projected to be approximately 46,700, representing an annual increase of 0.2%.

Financing Constraints and Opportunities

5. General Fund revenues are expected to remain relatively flat through the length of the current recession, while cost for contract services, such as police protection and professional consultants, are increasing. This may force deferral of some capital projects and/or reduction of service levels.
6. Reduced building activity has impacted Special Purpose Revenues collected from planning, building, and engineering fees.

(NOTE: Total building permit activity for past five full fiscal years was as follows: 2003/04: 2,771 permits; 2004/05: 2,601 permits; 2005/06: 2,695 permits; 2006/07: 2,123 permits; and 2007/08: 2,173 permits.)

7. Utility costs are projected to increase by 12% during fiscal year 2008/09. The Town will offset these increases through cost reductions in other areas and implementation and use of sustainability practices. The imposition of water rationing by EBMUD through increases in user fees will significantly affect Town operations. The Town's ongoing water conservation practices will be aggressively increased to meet EBMUD's drought management program. The fiscal year 2008/09 budget includes \$250,000 to offset increased water rates.

²⁹ Metropolitan Transportation Commission 2007.

8. State and Federal governments continue to mandate new laws and requirements upon local agencies, without providing offsetting revenues which are required for implementation. The Federally mandated Clean Water Act of 1993³⁰ (NPDES) and State Regional Water Quality Control Board requirements passed in 2008 will begin to increase program costs significantly. The Town currently funds these programs through stormwater assessments instituted in 1993. For fiscal year 2008/09, these increased costs will be funded through use of accumulated reserves. Future budgets will need to identify a supplemental revenue source to offset these rising costs.

Cost Avoidance Opportunities

9. The Town of Danville, through its joint use agreement with the San Ramon Valley Unified School District for use of school grounds for additional and local recreational uses, controls costs and maintains a higher level of local services.
10. The Town participates in the countywide library system, which results in cost savings to its residents while providing the local benefits of a much larger library system.
11. Fire protection services to the Town are provided by the SRVFPD. The SRVFPD is funded through property tax revenues, which do not impact the Town's budget.

Opportunities for Rate Restructuring

12. The Town reviews costs for services and fees each budget year and identifies any areas that may need additional review. No rates were identified with this MSR as either excessive or low.

Opportunities for Shared Facilities

13. The Town of Danville has a joint development, maintenance, and management agreement with Contra Costa County R7A for Hap Magee Ranch Park and a joint use agreement with the San Ramon Valley Unified School District for use of local school facilities for recreation activities within the community.

Government Structure Options

14. There are limited opportunities for changes to the existing government structure. The Town currently operates under the Council-Manager form of government, which is considered appropriate for a Town the size of Danville. Efficient and capable services are provided to Danville residents from the SRVFPD, the Central Contra Costa Sanitary District, the East Bay Municipal Utility District, and Allied Waste Services.

³⁰ 33 U.S.C. 1251 et seq.

Evaluation of Management Deficiencies

15. The Town's government structure provides adequate levels of service to its residents and maintains cost. The Town prepares public documents for planning, CIP, parks master planning, and budgets. The Town appears to operate efficiently with a relatively lean staff and maintains a high level of service and standards.

Local Accountability and Governance

16. The Town provides and maintains an extensive and easy-to-navigate website. The website provides information about the Town, events, meetings, projects, budget, and links to the Town newsletter. The website also contains agendas for Town Council, Commission, and Committee meetings, as well as Summary of Actions for Town Council meetings. It would be helpful if staff reports, maps, and other attachments presented at these meetings were included on the website.
17. Town Council meetings and Commission meetings are recorded (audio only) with events/actions summarized through Summary of Actions, which are typically available for public review at the subsequent meeting date of the hearing in question.
18. The City Clerk and Town Treasurer provide important oversight functions, including records management, Statement of Economic Interest filings, monthly financial reports, and oversight of travel expenses.

SPHERE OF INFLUENCE RECOMMENDATIONS AND DETERMINATIONS

A Sphere of Influence (SOI) is defined as a "Plan for the probable physical boundaries and service area of an agency, as determined by the Commission."³¹ SOIs are a planning tool used by an agency to conduct service and facility planning for areas that it intends to annex and serve in the future. The establishment or amendment of an SOI may take several forms. An SOI may be coterminous to an agency's boundary, indicating that the agency is at its ultimate configuration with no land area growth anticipated in the near future. An SOI may extend beyond the current boundaries of the agency, indicating that future annexations are anticipated and that the agency is the appropriate service provider for this area. An SOI may also be smaller than an agency's boundaries, indicating that future detachments may be appropriate. Lastly, the Commission may adopt a "zero" SOI, which would indicate that a potential dissolution of the agency may be appropriate.

Given the considerations addressed in the Municipal Services Review, two options are identified for the Town of Danville SOI:

³¹ California Government Code, section 56076.

- **Retain the Existing SOI**

If the Commission determines that the existing government structure is adequate, then the existing SOI should be retained. This option would enable the Town to continue to include the areas within its SOI in its long-term planning.

- **Adjust the SOI to coincide with the Town's Urban Limit Line.**

If the Commission determines that the Town is the logical future service provider for areas that are within the Town's existing SOI, that are also within the adopted ULL, removal of territory outside the adopted ULL would be appropriate in order to conform to the voter-approved ULL. In areas where the ULL extends beyond the existing SOI, the existing SOI would be retained.

Recommendations

It is recommended that the existing SOI for the Town of Danville be adjusted to coincide with the Town's ULL. This includes removal of agricultural and open space land located west of the Las Trampas Hills, Town and Country, and Danville Ranch residential developments, within Bollinger Canyon. Existing developed areas would remain within the SOI. This would be a net reduction of approximately 335 acres from the existing SOI. The Town reports that, in a report presented to the Town Council on May 15, 2007, concerning the Town's SOI, that these areas along the western boundary of the Town are not developable and designated open space. In the event that the ULL extends beyond the existing SOI, the existing SOI would be retained.

The intent of an SOI is to identify the most appropriate areas for an agency's extension of services within a 5- to 10-year time period. Contra Costa LAFCO policies relating to SOIs discourage inclusion of land within an agency's SOI if it can be seen that there would be no need for municipal services within the 5- to 10-year period. Inclusion of an area within an agency's SOI indicates the need for future service is established, but also that the agency is the most logical service provider for those services.

The adoption of ULLs provides a clear distinction between areas that are available for development and would require future services and areas that are to remain open space or agricultural and not require municipal services.

In September 2008, Contra Costa LAFCO approved the proposed incorporation of the Town of Alamo, located north of Danville. During the boundary review process, it was determined that there was an overlap between the proposed incorporation boundaries and the existing SOI for the Town of Danville. The existing SOI for Danville was amended to remove the 8 acres of SOI that conflicted with the proposed incorporation boundaries.

The SOI to the east includes approximately 400 acres and includes areas actively under County approvals covering the so-called Intervening Properties, Wendt Ranch and the northwesternmost portion of the Alamo Creek. Finals for a total of 700 residential units, inclusive of a mix of single-family detached (525 units), single-family attached (79 units), and multiple-family residential units (96 units) have been issued for development in this 400-acre region between 2003 and 2008 by the County Building Division. The remaining additional residential

development that has been authorized by the County for this area should be completed within a couple of years. One non-residential use developed in this 400-acre area was the 15-acre school sports field/play area annex to the 8-acre Diablo Vista Middle School. The 8-acre portion lies within the Town of Danville. The 15-acre area added as sports fields/play area lies within the unincorporated area. To the west is a small three-acre area south of Camino Tassajara Road, between Rassani Drive and Parkhurst Drive. This area is between the Town limits and Camino Tassajara, and is designated in the Town's General Plan as Open Space. This small area occupies the intersection of Camino Tassajara and Rassani Drive. From a road maintenance standpoint, these roadways would be in two governmental jurisdictions with the smaller area (the SOI) being within the County's service responsibility. It would be cost effective for this area to be within Danville's service area and would also avoid future roadway improvements being inconsistent with those found in the Town. It is recommended that the Town review this area for possible annexation.

There is one additional area that the Town shows as being within its SOI, but Contra Costa LAFCO maps do not show as being within the Town's SOI. This area is the northeast corner of Camino Tassajara Road and Blackhawk Road. This area is the Blackhawk Plaza, a built-out commercial center of 50 acres. If the Town of Danville intends to annex this area in the foreseeable future, then it should consider submitting an application for an SOI amendment, including appropriate CEQA review.

Table IV-1 – Town of Danville

SOI Issue Analysis

Issue	Comments
SOI Update recommendation	Adjust the SOI to coincide with the Town of Danville ULL.
Services Provided	The Town provides General Government, Police Services, Development, and Transportation Services, Maintenance Services, and Recreation Services directly. The Town contracts with Contra Costa County Sheriff for police protection services, while fire service is provided by the SRVFPD, an independent special district. Water is provided by EBMUD and wastewater collection and treatment by CCCSD, both independent special districts. Library services are provided by the countywide Contra Costa Library System, while the County provides animal control services, 911 dispatch, child protective services, and courts.
Present and planned land uses in the area	Areas within the area recommended to remain within the SOI are designated within the Town's General Plan as agricultural or open space land uses. Within the largest area, is the County-approved Wendt Ranch Specific Plan, which is a 165-acre residential development.
Potential effects on agricultural and open space lands	No areas recommended to remain within the SOI are within active Williamson Act contracts. The Town has significant areas within its corporate boundaries that are open space or lands designated as agricultural and those areas are not incompatible with development patterns within the Town.
Projected population growth in the Town	The population in the Town is expected to show limited growth until residential build out takes place estimated within the next decade. The Town is presently estimated to be at 95% of ultimate residential build out. Annual average growth rates are projected to be approximately 0.69%.
Present and probable need for public facilities and services in the area	There will be a need for extension of public facilities within the remaining SOI areas of the Town as development takes place. Public services have been extended to accommodate County-approved entitlements for eastern SOI area and development is well underway, with 700 units occupied between 2003 and 2008. The Town has developed infrastructure master plans to ensure adequate provision of municipal services. The Town also charges participation fees and has established other mitigation fee programs to ensure that adequate public services are available when needed by new development.
Opportunity for infill development rather than SOI expansion	The Town is approximately at 95% of projected residential build-out. Future development will involve both infill projects on approximately 600 acres of vacant land that is zoned for development, either as residential, estate or commercial land uses, and upzoning underutilized parcels. Within the retained SOI is the 165-acre Wendt Ranch Specific Plan. There are planning entitlements for the entire east SOI and it is largely built out. No SOI expansion is recommended.

Table IV-1 (Continued)

Issue	Comments
Service capacity and adequacy	<p>The present capacity of public facilities, including streets, storm drainage, and parks are monitored on a regular basis. There are no identified deficiencies in the Town's public facilities.</p> <p>Municipal services, including police protection, fire protection, emergency medical service, water, wastewater collection and treatment, and library services, are provided by independent special districts or via contract with agencies. No deficiencies in these public services have been identified.</p>
The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency	<p>Several significant communities exist along the Town's northern boundary, including Alamo, Blackhawk, and Diablo. The community of Alamo was seeking incorporation and was approved by LAFCO in September 2008, with the election held on March 3, 2009. The Alamo voters rejected incorporation, and Alamo will remain an unincorporated community at this time. Danville has no SOI along its boundary with these communities and no change of boundary with these communities is anticipated. The recommendation on the SOI for Danville does not include expansion of the SOI. The Town shares its southerly boundary with the City of San Ramon. No changes in these boundaries are anticipated.</p>
Effects on other agencies	<p>Adjusting the SOI to coincide with the ULL would have no direct effect on any other agency.</p>
Potential for consolidations or other reorganizations when boundaries divide communities	<p>The Town's boundaries do not divide any communities. No potential consolidations with any of the special districts were identified by this study.</p>
Location of facilities, infrastructure, and natural features	<p>Town facilities are primarily located within the downtown commercial area. Open space and parkland are located throughout the Town for easy public access. The Town is located at the northern end of the Tri-Valley area and is bounded by significant ridgelines bordering the Town Limits to the west and east.</p>
Willingness to serve	<p>The Town of Danville will continue to provide services within its Town Limits and is willing, upon annexation, to provide service into the annexed areas.</p>
Potential environmental impacts	<p>Reduction of the SOI to match the adopted ULL would be exempt from CEQA and have no environmental impacts.</p>

The map displays the city of Danville, California, and its surrounding regions. Key features include:

- Urban Limit Line:** Indicated by a blue outline.
- City Boundary:** Shaded in grey.
- City SOI:** Indicated by a hatched pattern.
- Areas Proposed for Removal from SOI:** Shaded in red.

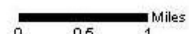
Geographical labels on the map include:

- Alamo** (northwest)
- Diablo** (northeast)
- Blackhawk/Tassajara** (east)
- San Ramon** (southeast)
- Danville** (center)

Major roads and highways shown include:

- Interstate 680** (running north-south through the center)
- State Valley Rd** (running east-west through the center)
- Bolinger Canyon Rd** (running north-south in the southeast)
- Alameda Blvd** (running north-south in the southeast)
- Diablo Rd** (running north-south in the northeast)
- Blackhawk Rd** (running north-south in the northeast)
- San Ramon Valley Blvd** (running north-south in the southeast)
- Wooden Blvd** (running north-south in the southeast)
- Donner Pass Rd** (running north-south in the southeast)
- State Canyon Rd** (running north-south in the southwest)
- Crow Canyon Rd** (running north-south in the southwest)
- Denali Blvd** (running north-south in the northwest)
- El Corno Blvd** (running north-south in the northwest)
- Hartz Ave** (running north-south in the northwest)
- North Gate Rd** (running north-south in the northeast)
- South Gate Rd** (running north-south in the northeast)

This map was created by the Contra Costa County Community Development Department 480 Elm Street, Contra Costa County GIS Program. Some basic data, primarily City boundaries, is derived from the US State Department of Transportation. The data is not intended to be used for legal purposes. The map is not intended to be used for legal purposes. The map is not intended to be used for legal purposes. The map is not intended to be used for legal purposes.



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V. CITY OF LAFAYETTE

LOCATION, ADMINISTRATION, AND OPERATIONS

Lafayette was incorporated on July 29, 1968. The City is located in central Contra Costa County, and is bounded by mountainous unincorporated territory contained within Briones Regional Park to the north, the City of Orinda to the west, the City of Moraga to the south, and the cities of Walnut Creek and Pleasant Hill to the east. The City encompasses approximately 15 square miles and has approximately 15.5 square miles within its Sphere of Influence (SOI). Its Planning Area is identical to its SOI. (Refer to Exhibit V-A: City of Lafayette Boundary and Sphere of Influence and Voter-Approved Urban Limit Line.) The current City population is approximately 23,960.¹

The City's natural terrain—undeveloped hillsides, generous spans of open space, mature oaks, natural creeks and numerous tributaries, and spectacular scenic viewsheds—defines the City's physical setting. Complementing this foothill environment are the Lafayette Reservoir and the area's trail system, including the Lafayette-Moraga Trail, the nation's first rail-to-trail project. The City is located at an elevation of 308 feet above mean sea level.

Lafayette has small-town character, with many narrow winding roads and mature vegetation. The presence of older neighborhoods with smaller homes lends variety to the residential fabric of the City. The City's downtown is notable for its long boulevard-style retail and restaurant mix, eclectic architecture, multi-family housing, and vibrant merchant scene.

The City is served regionally by Interstate 680 and the Bay Area Rapid Transit (BART) system. The City is a 25-minute BART ride from downtown San Francisco.

City Governance

Lafayette is a "general law city,"² and operates as a municipal corporation pursuant to the laws of the State of California.³ Lafayette uses a "Council-Manager" form of government.⁴

City Council

The City is governed by a publicly elected, five-member City Council, which consists of a Mayor and Vice Mayor and three Council members. Council members are elected "at large"

¹ State of California Department of Finance 2008.

² Under the California State Constitution, Article 11, Section 2, and California Government Code, section 34102, cities organized under the general law of the State are "general law cities" as opposed to "charter cities," which operate under an individual city charter.

³ California Government Code, section 34000 et seq.

⁴ The Council-Manager form is the system of local government that combines an elected legislative body (City Council) with the management experience of an appointed local government manager (City Manager).

in even-numbered calendar years for staggered four-year terms. The Mayor and Vice Mayor are selected by the Council for one-year terms.

Council members also serve as the governing board for the City's Redevelopment Agency. The City Council meets regularly at 7:00 PM on the second and fourth Monday of each month. Meetings are held at the City's Community Center, 500 St. Mary's Road, Lafayette. As a courtesy, agendas are posted on the City's website, www.ci.lafayette.ca.us.

City Council members do not receive compensation for their service.

City and Regional Commissions and Committees

The City has eight commissions and nine committees. Commissions include: Circulation; Crime Prevention; Design Review; Emergency Preparedness; Parks, Trails, and Recreation; Planning Commission; Senior Services; and Youth Services. Committees include: Banner Advisory Committee, Bicycle–Pedestrian Advisory Committee, Capital Projects Assessments Committee, Community Center Foundation, Creeks Committee, Downtown Street Improvement Master Plan Implementation Committee, Senior Housing Task Force, Environmental Strategy Task Force, and Technology Task Force. Details on these Commissions and Committees are available on the City website.

In addition to the commissions appointed by the City Council, there are a number of committees and task forces comprised of citizen volunteers who are charged with working on specific City projects. Unlike commissions, which are created by an ordinance and have regularly scheduled meetings, committees generally meet on an ad-hoc basis. However, all committees and task forces are required to post agendas in advance of meeting in accordance with the Brown Act.⁵

City Information

The City maintains an extensive website that is updated regularly. The City publishes a monthly events calendar on its website.

City Operations

City government operates with seven City Departments. City Departments include 1) Administration, 2) Code Enforcement, 3) Engineering, 4) Parks and Recreation, 5) Planning, 6) Police, and 7) Public Works. The number of full-time equivalent positions for each department is allocated as a component of the adopted City budget.⁶ The 2008/09 budget indicates a total of 39 full-time employees work for the City.

⁵ California Government Code, sections 54950–54963.

⁶ City of Lafayette 2008.

- Administration

This department is responsible for overall City operations, such as human resources, finance, and office operations. Key staff members include the City Manager, Administrative Services Director, City Clerk, and Financial Services Manager.

- Code Enforcement

The Code Enforcement Department is responsible for enforcing the Lafayette Municipal Code. The Code Enforcement Officer concentrates on the investigation and abatement of complaints involving land use (zoning), housing conditions, abandoned vehicles, signs, fences, and general public nuisances. Unlike the Building Department, which enforces ordinances pertaining to new construction, the Code Enforcement Department focuses on existing structures and neighborhood blight.

- Engineering

The Engineering Department is responsible for developing, managing, and inspecting Capital Improvement Projects, and the Pavement Management Program. This department also manages circulation issues, and encroachment permits. City Engineering Services are provided using a combination of in-house professional staff and outside resources. Design and major project work for engineering projects are provided through contracts with consultants.

This department also provides input to other agencies, commissions, departments, and the public on engineering, maintenance, and development matters; coordinates with the Public Works Services Manager regarding maintenance, operations, and repair of public facilities; represents the City's interests in regional transportation and funding issues; administers the encroachment permit program; and provides staff support to the Circulation Commission.

- Parks and Recreation

The Parks and Recreation Department is responsible for the management and operation of a variety of recreation programs, special events, and facilities, including the Lafayette Community Center, the Community Park, and a system of City trails. A schedule of available recreation programs at the Lafayette Community Center is available on the City's website.

- Planning

The Planning Department is responsible for current and long-term planning for the physical development of the community that is consistent with the General Plan, Zoning Ordinance, and the direction of the City Council. Residential and commercial development is reviewed for conformance to applicable regulations. The division processes development applications, administers the City's Zoning Code, and provides technical and administrative support to the Planning and Design Review Commissions. The Planning Department also ensures that development is in compliance with the

California Environmental Quality Act (CEQA)⁷ and all applicable State and local codes and ordinances.

- Police

The Police Department is responsible for public safety, law enforcement, emergency operations, and parking control. This department currently procures contract law enforcement services for the community through a contract with the Contra Costa County Sheriff's Department. Services include crime suppression, investigation, traffic enforcement, youth services, vehicle abatement, and community education.

- Public Works

The Public Works Department is responsible for maintaining the infrastructure of the City, including road repair, storm drains, and landscaping of public property. The services are provided by various contracts that are managed by the Public Works Services Manager.

Services provided by special districts and contracted services include police, fire, water, wastewater collection and treatment, building and safety, library services, solid waste services, recycling, and animal control.

- Police Services

Contra Costa County Sheriff's Department provides police services to the City.

- Fire Services

Contra Costa County Fire Protection District provides fire services to the City.

- Water Services

East Bay Municipal Utilities District provides water services to the City.

- Wastewater Collection and Treatment Services

Central Contra Costa Sanitary District provides wastewater services to the City.

- Building and Safety

Lamorinda Building Inspection handles all building permits within the City.

- Library Services

The Contra Costa County Library system provides library services to the City.

- Solid Waste Services

Allied Waste Services provides solid waste services to the City.

- Recycling

Valley Waste Management provides recycling services to the City.

⁷ California Public Resources Code, section 21000 et seq. California Environmental Quality Act.

- Other Services

Contra Costa County provides animal control services to the City.

City Infrastructure

The City of Lafayette owns an extensive inventory of public land, buildings, and other facilities. Major City-owned facilities include:

- Public Works Facilities: These facilities are located at 3001 Camino Diablo, Lafayette and house the City Corporate yards, City vehicle storage, and maintenance and equipment storage. These facilities are about 10 years old and are in excellent condition.
- Community Center Facilities: These facilities are located at 500 St. Mary's Road, Lafayette. The Lafayette Community Center inhabits a rehabilitated school site that was originally constructed in the mid-20th century. It is in poor to fair condition and will require significant investment in the coming years to remain functional.
- Library Facilities: The Lafayette Redevelopment Agency is constructing the new \$45-million Lafayette Library and Learning Center, to be completed in November 2009. This facility will replace the County-owned Lafayette Library facility, and will be owned by the City of Lafayette. Brand new, this facility is in excellent condition.
- Park Facilities: The City owns several parcels that are reserved for open space or passive recreational use, and three that are used for active recreational use: Brook Street Park, Buckeye Fields, and the Lafayette Community Park. All are in very good or excellent condition.

Budget

Lafayette uses a one-year budget process. Each year, the Administrative Services Director prepares two budgets: the proposed budget in June and the final budget in December. The final draft budget is presented for consideration by the City Council in December; the Council reviews it and adopts the budget by Resolution. The 2008/09 City budget reflects total revenues in the amount of \$31,052,257 and total expenditures of \$51,365,381.⁸ Expenditures include draws on City-wide funds to pay down long-term debt, most of which is associated with the Library project (\$24 million for 2008/09), for which there is a specific debt fund. Total discretionary fund balances for 2008/09 is projected at a positive \$12,240,000.

Lafayette's budget is segregated into six units: General Fund, Capital Improvement Funds, Enterprise Funds, Assessment District Funds, Governmental Funds, and Redevelopment Funds. An expanded review of these budget units follows:

⁸ City of Lafayette 2008.

General Fund

The City's adopted budget for 2008/09 anticipates General Fund revenues of \$11,518,857 and expenses of \$10,008,090.⁹ Total discretionary cash balances in the City's budget equal \$7.3 million, or 62% of the 2008/09 General Fund operating expenditure budget, including ongoing transfers. This is \$1.4 million over the City Council's target reserve of 50% of General Fund expenditures.

The General Fund is the primary financing mechanism for City operations with "unrestricted" revenues from a variety of sources. Projected General Fund Revenues and Expenditures for the 2008/09 fiscal year follow:

Revenues

Property Taxes	\$3,623,087
Sales Taxes	\$2,603,309
Other Taxes	\$550,000
Fines and Penalties	\$150,000
Service Charges	\$1,002,000
Franchise Fees	\$1,145,461
Investment Revenue	\$500,000
Other Revenue	<u>\$1,945,000</u>
Total General Fund Revenue	\$11,518,857

Expenditures

Councils and Commissions	\$1,126,712
Police Services	\$4,215,769
Public Works	\$2,142,184
Planning and Engineering	\$747,192
Administration	\$1,624,019
Rent and Expenses	<u>\$152,214</u>
Total General Fund Expenditures	\$10,008,090

In fiscal year 2008/09, the City's primary General Fund revenues include property tax (31%) and sales taxes (23%). Property tax revenues have steadily increased over the past several years, with a slight decrease in the 2007/08 fiscal year. City staff expects that property turnover and new construction will continue to remain sluggish. However, despite the housing slump, the County Assessor reports a 6.07% increase in the City's property tax for 2008/09.

With regard to expenditures, the primary General Fund expense is Police Services (42%), followed by Public Works (21%), and Administration (16%).

Capital Improvement Funds

The City uses a single-year CIP process. The 2009 construction year Capital Improvement Program (CIP) projects adopted by the City Council in June 2008 remain unchanged, except

⁹ City of Lafayette 2008.

to include re-budgets of projects that were not completed in fiscal year 2007/08 and details of the 2009 road repair projects.¹⁰

- Mt. Diablo Blvd – 1st Street to Dolores Drive Resurfacing
- Happy Valley Road Pathway
- Estates Drive/Canyon Road Resurfacing
- Stanley Blvd. – Warner Ct. Intersection
- Stanley Blvd. – Sidewalk
- 2009 Pavement Management Program – Surface Seals
- 2009 Road and Drains A
- 2009 Road and Drains B
- Mt. Diablo Pathway – Risa Road to Lafayette Reservoir.

The project list for Fund 12 – Parks Facilities has been updated as well:

- Community Park Playground Equipment
- Community Park North End and Calaveras Connector – Design
- Bike Park Design
- Manzanita Building Design
- Community Center Tot Play Area.

Revenue sources for these capital programs include funds allocated from prior year General Fund surpluses (\$1.6 million), in addition to other fund sources noted below. Total CIP budget for 2008/09 is \$6.9 million.

Enterprise Funds

Enterprise Funds account for the City's municipal operations that are intended to be self-funding through user fees and charges. Enterprise services in Lafayette include recreation programs, parking and code enforcement, vehicle abatement, business registration, and senior transportation. For fiscal year 2008/09, these funds are expected to generate \$1,594,407 in revenues and expend \$1,630,883.

Assessment District Funds

Assessment District Funds account for the City's street lighting, core area maintenance, and stormwater pollution assessment districts. In 2008/09, Lafayette expects to generate \$666,000 and expend \$922,977 for its three special revenue funds.

¹⁰ City of Lafayette 2009c.

Governmental Funds

Governmental Funds account for gas tax funds, Measure C funds, supplemental law enforcement services funds, and several other funds. In 2008/09, Lafayette expects to obtain \$3,782,403 in governmental funds, while expenditures are expected to be \$3,280,864.

Redevelopment Funds

Redevelopment Funds are used to fund general redevelopment in the City, housing programs, the City's new library, the Veteran's Hall Project, and redevelopment debt service. In 2008/09, Lafayette expects to generate \$10,883,906 in revenues and expend \$1,021,104.

Reserves

For fiscal year 2008/09, City staff projects that the City will maintain cash balances of \$7.3 million, which is \$1.4 million in excess of the Council target of 50% of General Fund expenditures, including transfers.

Audits and Ratings

The City's financial statements are prepared and independently audited each year. For the 2008/09 audit, the auditors have noted no material weaknesses. Because the auditors did not have a single suggestion for improving the City's financial processes, no auditor's letter was prepared.

Lafayette's large reserves, conservative fiscal policies, and good financial practices have led Standard & Poor's to give the City a "AAA" rating, the highest of any city in California.

CITY PLANNING BOUNDARIES AND GROWTH

City Boundaries

City Limits

Within the existing corporate boundary (City Limits) are approximately 15 square miles. The City is located in central Contra Costa County, and is bounded by mountainous unincorporated territory contained within Briones Regional Park to the north, the City of Orinda to the west, the City of Moraga to the south, and the cities of Walnut Creek and Pleasant Hill to the east. (Refer to Exhibit V-A.)

Sphere of Influence

The currently adopted SOI for the City comprises approximately 15.5 square miles and extends the existing City Limits in two areas on the eastern edge of the City toward Walnut Creek and Pleasant Hill. (Refer to Exhibit V-A.) The southerly of the two areas within the SOI but outside of the City limits is known as the Saranap Area, which consists of low-density and rural single-family residential development. The northerly area is known as the Greenhills Subdivision, which is composed of medium-density (up to 6 du/acre) single-family residential development.

Planning Area

The existing General Plan Planning Area is identical to the City's SOI.

Urban Limit Line

Contra Costa voters approved the current countywide urban limit line (ULL) in 2006. In 2008, the City of Lafayette adopted the countywide ULL. (Refer to Exhibit V-A.) The City's SOI is consistent with this ULL, as defined in the Contra Costa County General Plan.¹¹

General Plan

Lafayette's General Plan was adopted in 1974. The most current update process began in 1992 and ended with the adoption of a revised General Plan on October 28, 2002. An extensive public participation program took place to ensure that the revised General Plan reflected the concerns and views of the community. The result of this multi-year process is a General Plan that reflects the concerns and values of the residents and businesses of Lafayette. It is a plan that seeks a balance among the environmental, social, and economic needs of the community.

The General Plan establishes goals, policies, and programs to guide the community's conservation and development. It is organized into eight chapters covering all of the elements required by State law and the Contra Costa Transportation Authority. These elements include: land use, circulation; open space and conservation; parks, trails, and recreation; housing; safety; noise; and growth management.

Guiding principles identified in the General Plan are centered around protecting Lafayette's semi-rural atmosphere and preventing development in environmentally sensitive areas. The new General Plan echoes the same theme of preserving residential neighborhoods, scenic ridgelines, and hillsides. Other goals include reinforcing the downtown as the City's center for business, civic, and cultural activities, as well as providing a network of trails and pedestrian paths and balancing future growth with infrastructure.

In 2007, recognizing the need for careful planning of the downtown area, the Lafayette Redevelopment Agency embarked on a \$500,000 community-based planning process to develop a specific plan for the entire Lafayette Redevelopment Project Area. It is anticipated that this plan will develop and define a series of downtown districts, each with its own planning and zoning characteristics, that will preserve and enhance downtown Lafayette and its unique character.

Population Growth

The City of Lafayette was incorporated in 1968. The City's population has increased steadily since the 1960s, with the greatest increase occurring in the decade between 1960 and 1970, largely due to annexations along Reliez Valley Road and in the Springhill Road area. Since 1980, the City's population has increased very gradually, mostly because a large amount of the buildable land in Lafayette had been developed by 1980. Population increased by 1,302 persons between 1980 and 1990, with a 1990 population of 25,305. Population projections

¹¹ County of Contra Costa 2005.

indicate that the City's total population is expected to increase by less than 5% during the period from 2005 to 2010, with an expected population in 2010 of 29,100.¹²

Jobs-Housing Balance

Lafayette has historically been a residential community with most employed residents working in other communities. At the time of incorporation, most residents traveled west to jobs in Oakland and San Francisco. With the rapid development of employment centers stretching from Concord to Pleasanton and the Silicon Valley, more residents now travel to the east and south to their jobs than ever before.

Job growth in Lafayette has roughly paralleled the increase in population and employed residents. In 2010, ABAG estimates that there will be 11,480 jobs within the City and 12,590 employed residents.¹³ This results in a jobs-to-employee ratio of 0.91. A ratio of 1.00 indicates that there is a numeric balance between the number of jobs and the number of employed residents in a community. A ratio of less than 1.00 typically indicates that a community is "job poor" and that its residents commute to jobs in other areas, and the community's economic development has not kept pace with its housing growth.

While Lafayette has relatively little area designated for commercial activities; much of it is subject to renewal, with more intensive uses that will create more jobs. Furthermore, the City's proximity to both the Oakland and Diablo Valley employment and population centers, coupled with its access to BART, enable businesses to attract employees commensurate with the anticipated increase in population.

The City of Lafayette has an adopted Housing Element (2002) that is in compliance with the Office of Housing and Community Development (HCD). They are currently in the process of updating the Housing Element, and it is in draft form under review by HCD. The City has made reasonable progress in achieving its regional housing needs allocation as follows:

Income	Regional Housing Needs Allocation (RHNA) 1999–2007	Building Permits Issued	Percentage of RHNA
Very Low	30	15	50%
Low	17	2	12%
Moderate	42	78	186%
Above Moderate	105	97 ¹⁴	92%
Total	194	192	99%

¹² City of Lafayette 2002.

¹³ These estimates (ABAG 2006) include the City's SOI.

¹⁴ In this period, the City issued 168 permits for new homes and 71 demolition permits.

Vacant Land

In 2001, 17.4% of the City was designated as Rural Residential, 15.5% as Open Space, and 0.9% as Parkland.¹⁵ The General Plan indicates that there are approximately 1,700 acres of vacant and underdeveloped land within the City limits. The majority of this land is privately owned and can be developed in accordance with zoning regulations.

Development Projects

There is relatively little land in the City where additional development can occur. Most of the remaining vacant or underdeveloped land is located in environmentally constrained areas characterized by steep hillsides, oak woodlands, and unstable soil conditions; this land is designated Rural Residential on the General Plan Land Use Map. The majority of new residential development is expected to occur on infill lots scattered throughout the City's existing residential neighborhoods and in mixed-use developments located in the downtown area.¹⁶

According to the General Plan, an additional 1,026 housing units are anticipated, for a total of 10,968 housing units. An additional 380,000 square feet of commercial development is expected, for a total of approximately 2.8 million square feet.

Growth Management

Growth management is addressed as a separate element in the City's General Plan. The purpose of this element is to establish goals, standards, and policies for traffic services and public facilities and services. Managing growth is integral to preserving all aspects of Lafayette's unique character; therefore, policies and programs appear throughout the Plan. All goals, policies, and programs identified in the Growth Management Element of the General Plan are consistent with the requirements of the Contra Costa Transportation Improvement and Growth Management Program (Measure C), approved by Contra Costa County voters in 1988.¹⁷

Annexations

During the 1960s, annexations along Reliez Valley Road and in the Springbrook area allowed the City to grow substantially.¹⁸ Today, annexations can be approved only after determining that a net benefit to the City and other districts would result. Areas to be annexed must be able to be served by existing City services or by services provided by other districts or agencies, or

¹⁵ City of Lafayette 2002.

¹⁶ City of Lafayette 2002.

¹⁷ County of Contra Costa 1988.

¹⁸ City of Lafayette 2002.

by environmentally and economically feasible extensions to these services. There are no plans to annex areas within the City's SOI.

Sphere of Influence Reductions and Expansions

The City has approximately 15.5 square miles within its SOI, of which 15 square miles are within the existing City limits. Lafayette's SOI does not extend substantially beyond the City limits, and it is not expected that the existing SOI area will be altered to include vacant lands that would yield many more developable lots. The SOI boundary is functionally related to the conservation and development goals of the City. Policies regarding SOI extensions and annexations are included in the General Plan to ensure that future development occurs in a fiscally sound manner and that "leapfrog development" does not occur.

MUNICIPAL SERVICES

Public Safety Services

Police

The City of Lafayette currently contracts for law enforcement services with the Contra Costa County Sheriff's Department,¹⁹ which provides patrol officers with vehicles, administrative services, investigative services, traffic patrol, school resource officers, coroner and forensics, as needed by the City. Services are provided from the City's police station located at 3675 Mt. Diablo Blvd., Suite 130 (Desco Plaza), Lafayette. The contract includes 15 sworn officers, five reserve officers, four non-sworn officers, and one canine unit. Staffing also includes a Police Chief, two Sergeants, and a Community Services Officer (non-sworn). This contract gives the City a sworn officer to population ratio of 0.63 sworn officers for every 1,000 persons within the City. This ratio is based on demographics and types of crime within the City of Lafayette as discussed below. In the City's 2008/09 budget, the City expects to expend \$4,215,769 for police services or approximately \$176 per capita.

The City has established standards for response times but not for staffing levels. The City's adopted response standard for Category 1 calls (i.e., calls involving threat to life or criminal misconduct) is a response time of three minutes. For all other calls, a response time of seven minutes is the standard.²⁰ The response to Category 1 calls is met approximately 95% of the time.

Areas within the City SOI also receive police services from the Contra Costa County Sheriff's Department. These areas are served from the Sheriff's Alamo Valley Station located in the community of Alamo.

For 2007, the City of Lafayette had 25 violent crimes, 433 property crimes, with a rate of 1,831 crimes per 100,000 in population. Crime rates are affected by a number of factors and reflect

¹⁹ City of Lafayette 2009b.

²⁰ City of Lafayette 2002.

a city's population, concentration of youth, degree of urbanization, cultural and educational characteristics, geographic location and modes of transportation, among others. Therefore, these rates are a good measure of changed conditions within a city over time, but should not be considered as a direct evaluation of the adequacy of police services between cities.

General Plan Performance Standards: Police

- Review development proposals for their demand on police services and require mitigating measures, if necessary, to maintain the community's standard for police services. Levy police impact fees for capital facilities and equipment, if warranted.
- Work with the Contra Costa County Sheriff's Department and neighboring jurisdictions to improve police services in Lafayette.
- Strive to maintain a three-minute response time for all life-threatening calls and those involving criminal misconduct, and a seven-minute response time for the majority of non-emergency calls.

Fire

Fire services are provided by Contra Costa County Fire Protection District (CCCFPD), which provides fire protection and emergency medical services to nine cities and the unincorporated areas of Contra Costa County located within the District's boundaries.

CCCFPD staff comprises 406 personnel, including 344 uniformed personnel, with 12 battalion chiefs and approximately 62 civilian personnel. Each three-person fire-fighting crew includes a paramedic. In addition to fire suppression and emergency medical services, overall capabilities and resources of the Fire District include vehicle extrication ("jaws of life"), trench rescue, water rescue, high-angle rescue, building collapse, confined space rescue, fire and arson investigation, code enforcement, building plan review, and public education, such as Community Emergency Response Training.

The District has 30 fire stations, three of which are located in the City of Lafayette. CCCFPD participates in a Cooperative Interagency Agreement with other local and regional fire departments and agencies.

Station 15 is located on Mt. Diablo Boulevard near the Pleasant Hill Road interchange with State Highway 24. The station is surrounded by commercial uses, with nearby residential neighborhoods. Three shifts of three personnel are assigned to the station, which is equipped with one Type I engine and one Type IIIW engine.

Station 16 is located on Los Arabis Road in a residential area near State Highway 24. Three shifts of three personnel are assigned to the station, which is equipped with one Type II engine. Note that the Los Arabis station is structurally defective, and personnel have been moved on site into a portable building. The District has expressed interest in replacing this station at a new location.

Station 17 is located on St. Mary's Road in a residential neighborhood with surrounding open space. Three shifts of three personnel are assigned to the station, which is equipped with one Type I engine.

The National Fire Protection Association 1710 Standard establishes a goal of a five-minute response time from the time of dispatch to arrival on the scene, whenever possible.²¹ Currently, CCCFPD uses the same goal of five minutes for travel time to all Code 3 responses; however, it should be noted that some areas of the City, because of distance from the station and/or access issues, cannot be served within the five-minute response goal. The District averages a response time of seven to 10 minutes.

General Plan Performance Standards: Fire

- Review all development projects for their impacts on standards for fire service specified in the General Plan: fire stations three miles apart in urban areas, six miles apart in rural areas, with a five-minute response time. Require fair share payments and/or mitigation measures to ensure that these standards or their equivalent are maintained.
- Work with the CCCFPD to improve fire prevention and protection services.
- Encourage the CCCFPD including paramedic services to improve its response time and fireflow for Lafayette, particularly in the urban wildland fire interface zones. The location of fire stations should strive for a five-minute response time.
- Enforce the Fire Safety Ordinance requiring sprinkler systems for new residential development more than 1.5 miles from a fire station or beyond the 3-minute response time.

Fire services are being evaluated in a separate countywide fire and emergency medical services Municipal Service Review, which is expected to be complete by June 2009.

Community Development Services

Community Development Services consist of the departments of Planning, Engineering, and Public Works. In fiscal year 2008/09, these departments had 19 budgeted employees. The 2008/09 budget identifies a total expenditure of \$2,889,376 for these departments, a majority of which is set aside for road and drainage maintenance, traffic maintenance, parks and trails maintenance, and emergency response; \$747,192 of the budget is allocated to planning and engineering services.

Planning

Planning Department responsibilities include both current and long-term planning functions. The department is responsible for implementing the City's General Plan and Zoning Code, in addition to providing technical and administrative support to the Planning and Design Review Commissions. The Planning Services Division also ensures that development is in compliance

²¹ NFPA 2004.

with CEQA and all applicable State and local codes and ordinances. The current General Plan, Zoning Code, and other planning documents are available electronically on the City's website.

Building

The Engineering Department is responsible for Capital Improvement Projects and the Pavement Management Program. This department also manages circulation issues and encroachment permits.

The City tracks building permits by calendar year. The City issued a net of seven residential permits in 2006, 18 residential permits in 2007, and six residential permits in 2008.

The Public Works Department provides maintenance services for the public property of the City. The services are provided by various contracts that are managed by the Public Works Services Manager.

Housing

The City is currently working with Eden Housing to develop affordable senior housing in Lafayette. The City is also working to acquire and provide public parking in the downtown area, complete construction of the Lafayette Library and Learning Center, and develop a green building program.

Transportation and Road Services

Transportation

The Engineering Department is responsible for transportation planning and analysis of traffic impacts from new development. The Transportation Planner handles issues such as traffic, parking, and pedestrian and bicycle issues by providing professional and technical recommendations on local, sub-regional, and regional transportation planning and policy issues. The Engineering Department consists of eight staff, including the engineering services manager, a senior engineer, two associate engineers, a transportation planner, engineering technician, and two engineering administrative assistants.

The Circulation Element of the General Plan is based on several underlying themes and findings, as summarized below:

- Single-passenger automobiles have strained the inter-city transportation system. State Route 24 is nearing its capacity during commute hours.
- Land use and circulation are inextricably connected, and must be coordinated so that future development and circulation will be balanced.
- Transportation facilities must be accessible to all sectors of the community.
- Efficient routes for transit service, emergency, and other service vehicles are a high priority for the City.
- The intrusion of through-traffic onto local streets must be minimized to preserve the quality of residential neighborhoods.

Lafayette is located along State Highway 24 and has four interchanges within the City limits. The highway creates a north-south division within the City. Most arterials run east-west, mostly in the southern portion of the City. The commercial areas are clustered near the highway, and are served by most of the arterials. A few north-south arterials carry through-traffic from Pleasant Hill, Walnut Creek, or Moraga to the highway. According to the General Plan, these arterials were experiencing significant congestion during commute hours in 2002.

At the center of the City's traffic congestion is the Lafayette "Y" formed by Moraga Road, Mt. Diablo Boulevard, Oak Hill Road, and First Street. The General Plan envisions no change to the configuration or overall capacity of these streets and their intersections. The traffic signals that control traffic through the "Y" and along Mt. Diablo Boulevard will be designed to balance the needs of vehicular traffic and pedestrians.

Public transportation is available to residents and workers via one BART station. The Contra Costa Transit Authority provides bus and para-transit services to Lafayette. In addition, the City provides support to the Lamorinda Spirit Van program for senior mobility.

General Plan Performance Standards: Transportation

- Consider the level of service (LOS) goals and standards set forth in Policy C-1.2 of the Circulation Chapter when evaluating development proposals.
- Establish LOS standards and goals as identified in the General Plan. Transportation improvements must be consistent with the community's strong desire to preserve Lafayette's unique identity and quality of life.
- Work toward achieving Lafayette-approved transportation service objectives on roads such as State Highway 24 and Lafayette's portion of Pleasant Hill Road.
- Seek to reduce vehicle trips by promoting alternatives to the single-occupant automobile.
- Develop a safe and efficient circulation system that respects Lafayette's quality of life and community character and is consistent with other City goals.
- Regulate traffic to preserve the peace and quiet of residential neighborhoods.
- Regard the quality of life in Lafayette and maintaining community identity as more important than accommodating through-traffic.
- Coordinate land use and circulation planning.
- Preserve and enhance the scenic quality of Lafayette's roads.
- Provide an attractive, well-designed system of walkways for safe and efficient pedestrian movement in Lafayette. The walkway system should connect residential areas with the local and regional trails system, public transportation, schools, parks, and other community amenities, and the Downtown Core area.
- Reduce automobile travel demand.
- Promote alternatives to the single-occupant vehicle.

- Provide access for the mobility impaired.
- Work closely with neighboring jurisdictions and agencies responsible for roadways, transit facilities, and transit services in Lafayette.

The City has conducted a pavement survey to determine expected life remaining in its dedicated roadways. The condition of roads is based on a Pavement Condition Index (PCI). The PCI is a numerical index used to indicate the condition of a roadway. It is widely used in transportation and civil engineering. The pavement index looks at the overall conditions of the roadways, including engineering design, base and paving thickness, crown and drainage, and wear and aging condition. The pavement survey allows the City to plan repairs or perform preventive maintenance to extend the service life of the roadways. The pavement index shows that, overall, the existing roadways receive an index rating of 70. The 70 pavement index rating shows that the City of Lafayette's roadways overall are good.

Road Services

The Public Works Department is responsible for all minor street maintenance services, minor sidewalk, curb, and gutter replacement, roadway shoulder maintenance, tree and shrub pruning, and weed abatement within the public right-of-way and on City property. The department is also responsible for traffic maintenance services, including signal maintenance, street and traffic sign installation and maintenance, traffic striping and pavement marking maintenance, and curb painting.

The Public Works Department also provides street sweeping services, as well as park and walkway maintenance for the Lafayette Community Park, Brook Street Park, Mildred Lane Observation Park, Brown Plaza, Leigh Creekside Park, 711 ballfields, trails, and walkways. The emphasis of the maintenance effort is on appearance and user safety. The City relies heavily on volunteer service groups for maintenance and assistance.

Water and Sewer Services

Water

Lafayette's water system is maintained and operated by the East Bay Municipal Utility District (EBMUD), which is the local retail water agency. The EBMUD is a publicly owned utility formed under the Municipal Utility District Act passed by the California Legislature in 1921.²² EBMUD's water system serves approximately 1.3 million people in a 331-square-mile area extending from Crockett on the north, southward to San Lorenzo (encompassing the major cities of Oakland and Berkeley), eastward from San Francisco Bay to Walnut Creek, and south through the San Ramon Valley.²³ The EBMUD wastewater system serves approximately 650,000 people in an 88-square-mile area of Alameda and Contra Costa counties along the Bay's east shore, extending from Richmond on the north, southward to San Leandro.

²² California Public Utilities Code, sections 11501–11509.

²³ EBMUD 2009.

General Plan Performance Standards: Water

- Coordinate planning with the East Bay Municipal Utilities District (EBMUD) to ensure the availability of an adequate potable water supply to meet the needs of the future population. The standard for development review shall be the capacity to provide sufficient water to all residents and businesses in the City, as indicated by EBMUD.
- Ensure that service agreements for new development are in place that establish a level of service in accordance with this Plan and the EBMUD.
- Require developers to enter into agreements in accordance with the regulations and ordinances of the EBMUD and pay for the cost of potable water infrastructure required for each project.
- Require fair share payments and/or mitigation measures to ensure that these standards or their equivalent are maintained.
- Do not approve new development if EBMUD cannot assure an adequate supply of water.

Sewer

Wastewater collection and treatment services are provided by Central Contra Costa Sanitary District (CCCSD), an independent special district. The CCCSD was established in 1946 as a special enterprise district, and currently serves approximately 450,000 residents and 3,000 businesses in 10 cities covering a 146-square-mile area.²⁴ The treatment plant treats an average of 45 million gallons of wastewater per day and produces nearly 600 million gallons of recycled water each year for plant operations, industrial uses, and landscape irrigation.

Water and wastewater services were evaluated separately as part of LAFCO's Water and Wastewater Municipal Services Review and Sphere of Influence Updates.

Parks, Recreation, Library, and Cultural Services

Parks

Both the Public Works Department and the Parks and Recreation Department are responsible for the City's park system. The Parks Department consists of 11 employees, including the director, program supervisor, recreation coordinator, two senior services, two administrative assistants, an accounting assistant, a park maintenance specialist, a community center caretaker, and a teen program coordinator. Parks maintenance and new improvements are provided to the following recreation areas:

- Community Center – located at 500 St. Mary's Rd.
- Community Park – 68 acres located one mile east of the Community Center at 480 St. Mary's Rd. This facility includes two sports fields, a group picnic area, a tot playground, and restroom facilities.

²⁴ CCCSD 2008.

- Buckeye Fields – 11.5 acres located at 711 St. Mary's Rd. Facility includes two baseball fields that can also be used for junior soccer leagues, snack bar, restrooms, and a small community "hut" that is rented for small group meetings.
- Brook Street Park – 0.3-acre park located one block west of Moraga Road on Brook Street. This facility includes a tot playground with picnic tables, benches, and a drinking fountain.
- Leigh Creekside Park – 1.1 acres located on the corner of Moraga Boulevard and 4th Street. This facility includes picnic tables, benches, a drinking fountain, and paths.

New projects include the Lafayette Community Park Children's Play Area (City Project Number 012-917100), which has a construction cost estimate of \$180,000 and is currently out for bid.²⁵

The City has approximately 90 acres of parkland and would need 135 acres to satisfy the General Plan standard of 5 acres per 1,000 residents. The General Plan contains a number of policies that will serve to reduce this deficit and meet the standard in the future.

General Plan Performance Standards: Parks

- Provide an attractive system of parks, trails, and recreation facilities throughout the City to meet the needs and interests of all ages and capabilities.
- Provide recreational, educational, and cultural programs to meet the needs and interests of all age groups.
- Implement the *Lafayette Trails Master Plan*.²⁶
- Apply the maximum standard for parks to new development (five acres of parkland per 1,000 residents).

Recreation and Cultural Services

The City's Parks and Recreation Department provides special events, sports programs, and recreation programs for all age groups. Many classes are held at the City's Community Center. The Community Center offers a place where parents can enroll toddlers in safe activities, where teens can sign up for trips and attend drug and alcohol free band concerts, and where adults can enroll in fitness programs. A recreation class guide is available on the City's website.

As outlined in the City's 2008/09 budget, recreation programs are funded primarily by participation fees and have a revenue estimate of \$1,042,967. Expenditures are estimated to be \$1,021,852.

Library

Current library services are provided through Contra Costa Library Services. The branch offers children, teen, and adult programs, is open 40 hours per week, and is closed on Sundays. In

²⁵ City of Lafayette 2009a.

²⁶ Lafayette Parks, Trails, and Recreation Commission 2006.

1995, the City of Lafayette determined that the existing library was inadequate to meet the needs of the community and began planning for a new library facility.

The new Lafayette Library and Learning Center will cost \$45 million and be completed in November 2009. The project is financed by three sources: \$12 million from a State of California grant, \$9 million in private donations, and \$24 million from the Lafayette Redevelopment Agency. The Agency has issued several bond series for this purpose but may yet end up with a cash shortage at the end of the project. Anticipating this, the Agency has arranged to borrow money from the Lafayette Library and Learning Center Foundation, which is sufficiently capitalized to cover the gap. The Foundation is also raising funds to create an endowment that would support longer hours and enriched programming at the new facility.

Solid Waste Collection and Disposal Services

The City's solid waste disposal services are handled by contract with Allied Waste Services, while recycling services are contracted to Valley Waste Management. Lafayette is a member of the Central Contra Costa Solid Waste Authority, which sets rates and established contracts for disposal and green waste services in the authority's service area.

The City has achieved the mandated AB 939 diversion rate of 50%.²⁷ All non-recycled solid waste is hauled to the Keller Landfill.

General Plan Performance Standards: Solid Waste

- Review all development projects for their impacts on the City's goals contained in the Source Reduction and Recycling Element and Household Hazardous Waste Element (separately adopted plan). Require fair share payments and/or mitigation measures to ensure that these standards are not jeopardized.

SERVICE REVIEW DETERMINATIONS

In anticipation of reviewing and updating the City of Lafayette's SOI, and based on the information provided above, the following written Determinations are intended to fulfill the requirements of Government Code section 56430(a).²⁸

General Statements

- A. The City has been proactive in addressing community needs, public services, and infrastructure improvements.

²⁷ State of California 1989.

²⁸ This report addresses the nine determinations previously required under California Government Code, section 56430. Changes to the code that became effective on January 1, 2008, now require analysis of six determinations.

Infrastructure Needs and Deficiencies

1. The City is currently expending \$45 million on construction of a new library.
2. The City as part of its CIP continues to work on pavement repair and roadway improvements. The Pavement Condition Index rates City streets with an index of 70, which is "good."²⁹
3. The City is currently deficient in the amount of improved parklands available to its residents; however, the City is planning on adding additional parkland acreage within the next several years through collection of Quimby Fees and mitigation measures.
4. All current City-owned improved parks are south of State Highway 24, which leaves significant inhabited areas north of the highway without local access to parks. This is especially true for residents who would utilize public transportation or walk to park facilities.

Growth and Population Projections for the Affected Area

5. The City population is projected show an overall growth rate of 7% by 2030. This will bring the City population to approximately 26,000.
6. Growth will take place through annexation of lands within the existing 345 acres of SOI that are outside of current City boundaries and through infill development.
7. Undeveloped parcels remaining within the City boundaries face development challenges because of restrictive hillside development standards of the City.

Financing Constraints and Opportunities

8. City operating revenues exceed expenditures, with the City maintaining adequate capital reserves of 50% of General Fund revenues.
9. Increasing costs of contract services such as police protection will impact General Fund expenditures.
10. The City's CIP currently lists projects with a budget of \$7 million for fiscal year 2008/09.

Cost Avoidance Opportunities

11. Fire services to the City are provided by Central Contra Costa Fire Protection District, an independent special district. Fire services are paid through assessments, fees for services, and a portion of the ad-velorum property tax increment. Fire services are not included within City budgets.

Opportunities for Rate Restructuring

12. As part of the City's annual budget process, all City fees, cost for services, and mitigation is reviewed and updated as necessary to keep up with cost.

²⁹ Metropolitan Transportation Commission 2007.

Opportunities for Shared Facilities

13. The City is building a new \$45 million library and learning facility, which will be operated by the Contra Costa County Library system.
14. The City currently contracts with the Contra Costa County Sheriff's department for police services. This allows for sharing of costly investigative, drug enforcement, and forensic facilities.
15. The City maintains a joint use agreement with the school district for use of school grounds when not in use by the schools. This increases the amount of recreational areas available for public use.

Government Structure Options

16. There are no recommendations for any changes of government structure resulting from this Municipal Services Review. The City operates as a general law city with a council/manager form of governance.
17. Future annexations of areas within the existing SOI would result in government structure changes for those residents, from County governance to local City governance.

Evaluation of Management Deficiencies

18. The Municipal Services Review identified no deficiencies within City management practices.

Local Accountability and Governance

19. The City provides and maintains an extensive website. This website provides information about the City, meetings, agendas, staff reports, minutes of meetings, budgets, CIP, the general plan, projects within the City, contact information, and general information of interest to the public. The City Manager provides a monthly update of affairs of the City on the City's website. Council members' email addresses are provided on the City's website, which provides additional access to the City's elected officials.
20. The City publishes "Vistas," a quarterly newsletter, which provides residents with information about events of interest.
21. The elected City Clerk provides important "oversight" functions, including records management and the Statements of Economic Interest filings.

SPHERE OF INFLUENCE RECOMMENDATIONS AND DETERMINATIONS

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires that LAFCOs review and update the SOI for each special district and city within their county not less than once every five years.³⁰

An SOI is defined as a “Plan for the probable physical boundaries and service area of an agency, as determined by the Commission.”³¹ SOIs are a planning tool used by an agency to conduct service and facility planning for areas which it intends to annex and serve in the future. The establishment or amendment of an SOI may take several forms. An SOI may be coterminous to an agency’s boundaries, indicating that the agency is at its ultimate configuration with no land area growth anticipated in the near future. An SOI may extend beyond the current boundaries of the agency, indicating that future annexations are anticipated and that the agency is the appropriate service provider for that area. An SOI may also be smaller than the existing agency’s boundaries, indicating that future detachments may be appropriate. Lastly the Commission may adopt a “zero” SOI, which would indicate that a potential dissolution of the agency may be appropriate.

Given the considerations addressed in this Municipal Services Review, three SOI options are identified for the City of Lafayette:

- **Retain the Existing SOI**

If the Commission determines that the existing governmental structure is appropriate, then the existing SOI should be retained. This option enables the City to continue to include the areas within its SOI in its long term planning process.

- **Amend the SOI to be coterminous with the City’s Limits**

If the Commission determines that the City of Lafayette is at its ultimate boundary configuration and that areas currently within Lafayette’s SOI would be better served by another agency, then reduction of the SOI to match the corporate boundaries would be appropriate.

- **Amend the SOI by removal of territory within the current SOI**

This would indicate that the Commission finds that portions of the existing SOI are outside of what the Commission would consider the optimum boundary configuration for the City, and/or another service provider would be appropriate for those areas.

³⁰ California Government Code, section 56000 et seq.

³¹ California Government Code, section 56076.

This Municipal Services Review has found that areas currently within the SOI would be provided municipal levels of service most efficiently by the City of Lafayette. Areas within the existing SOI appear to have primary access through the City of Lafayette. Removal of areas from the existing SOI might potentially create a long-term unincorporated service island between Lafayette and the City of Walnut Creek. While there are portions of the southern SOI area that potentially could be served by the City of Walnut Creek, current information indicates that Lafayette would be the most cost-effective provider of services to these areas and that the current SOI boundaries are satisfactory. The information within this Municipal Services Review also indicates that the City of Lafayette is not yet at its ultimate boundary configuration and that retention of the approximately 350 acres of territory within the SOI is appropriate. There are no plans to annex areas within the City's SOI.

Recommendations

It is recommended that the existing SOI for the City of Lafayette be retained, with no amendments to the existing SOI.

Table V-1 – City of Lafayette

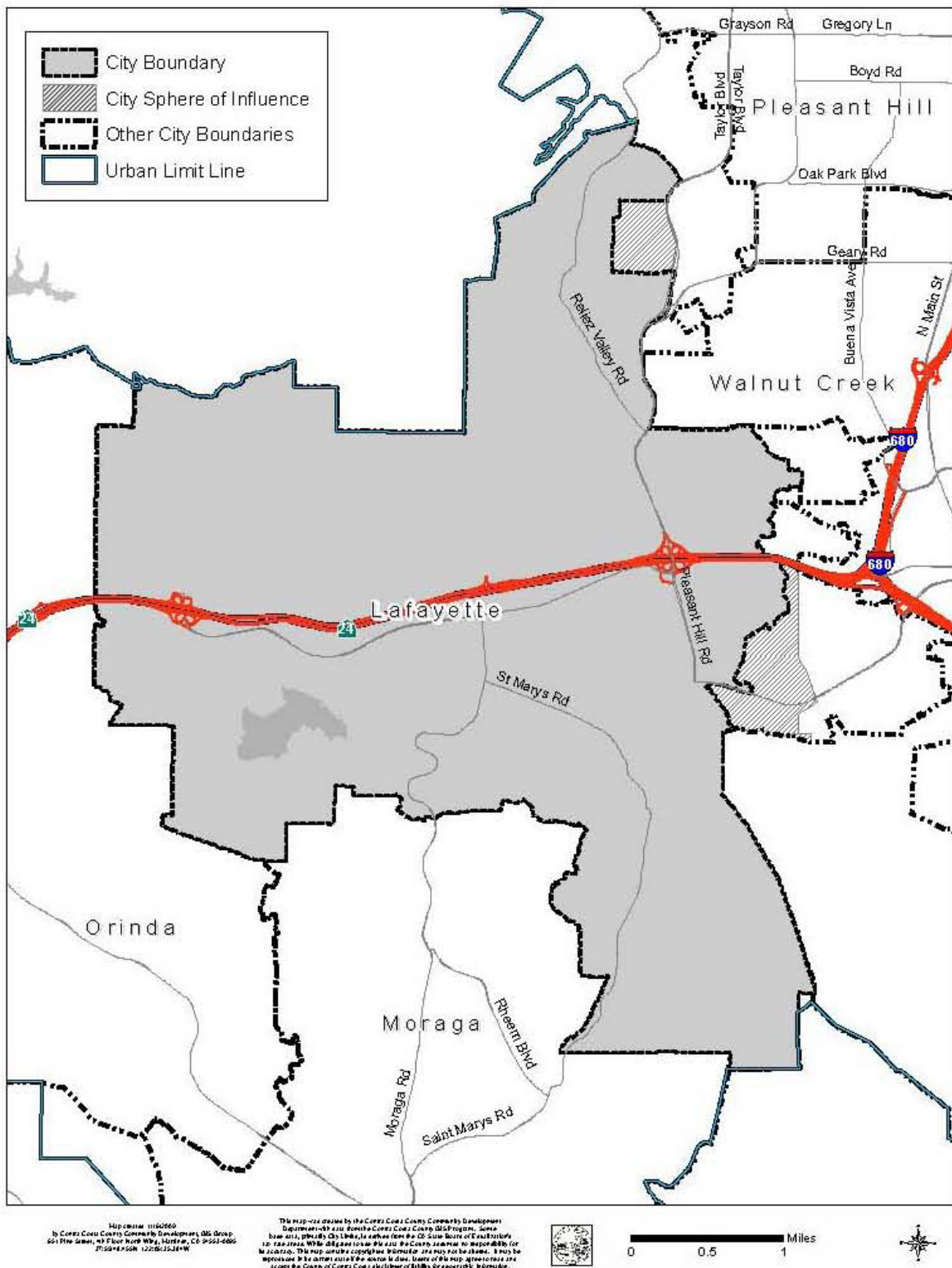
SOI Issue Analysis

Issue	Comments
SOI Update Recommendation	Retain the existing SOI, indicating that the City of Lafayette is the appropriate future municipal service provider for the SOI.
Services provided	City departments include administration, engineering, planning, code enforcement, parks and recreation, police, and public works. The City provides police services through contract with Contra Costa County Sheriff's Department. The Central Contra Costa Fire Protection District provides fire protection services. Library services are provided through the Contra Costa Library System, water through EBMUD, and wastewater collection and treatment through Central Contra Costa Sanitary District.
Present and planned land uses in the area	The City has applied General Plan and zoning designations for every parcel within its boundaries and planning area. Land uses include low-medium and medium-high density residential uses, open space, commercial and retail, and government uses.
Potential effects on agricultural and open space lands	There are no active Williamson Act contracts within the City. The City has policies within its General Plan that seek to reserve and maintain open space lands.
Projected population growth	The City of Lafayette is not experiencing the high growth rates found in eastern or southern Contra Costa County cities. The City is projected to show an annual growth rate averaging 0.33% annually.
Present and probable need for public facilities and services in the area	All areas within the City and the SOI receive municipal levels of service or have them available.
Opportunity for infill development rather than SOI expansion	The SOI recommendation is to retain the existing SOI, which includes approximately 345 acres outside of the City Limits. The countywide voter-approved ULL restricts development to the north of the City, while existing cities form common borders to the east and west of the City. Future development within the City will be through annexation of SOI areas or infill development.
Service capacity and adequacy	Police and fire service levels are adequate to meet the needs of the community. The City's roadways are impacted by traffic congestion during commute time periods. Roadways within the City have a CPI of 70 – good.

Table V-1 (Continued)

Issue	Comments
The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the City	There are no unincorporated communities adjacent to the City or within its SOI. The cities of Pleasant Hill and Walnut Creek share a common border with Lafayette to the east, and the Town of Moraga and City of Orinda share a common boundary with Lafayette to the west. The unincorporated community of Alamo is southeast along Interstate 680.
Effects on other agencies	Maintaining the current SOI will not have an effect on any other agency in the area.
Potential for consolidations or other reorganizations when boundaries divide communities	No potential consolidations or reorganizations were identified within this Municipal Services Review for the City of Lafayette. The City does not divide any community.
Location of facilities, infrastructure, and natural features	City government offices are located within the downtown area. The location of park facilities south of State Highway 24 makes the parks less accessible to residents of the City who live north of the highway. This is especially true for residents who walk or depend upon public transportation. The City is located within an area marked by low rolling hills and expansive valleys
Willingness to serve	The City is willing to provide service to all areas of the City and within the existing SOI upon annexation.
Potential environmental impacts	The recommended SOI action to retain the existing SOI will have no environmental impacts.

Exhibit V-A: City of Lafayette Boundary and Sphere of Influence and Voter-Approved Urban Limit Line



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VI. CITY OF MARTINEZ

LOCATION, ADMINISTRATION, AND OPERATIONS

Martinez was incorporated in 1876. The City is generally bounded by the City of Pleasant Hill to the south, the Carquinez Strait to the north, Waterbird Regional Preserve and the City of Concord to the east, and the unincorporated Briones Hills to the west. The City encompasses an area of approximately 12.47 square miles and has approximately 20 square miles within its Sphere of Influence (SOI). The City's planning area is coterminous with its SOI. (Refer to Exhibit VI-A: City of Martinez Sphere of Influence and Voter-Approved Urban Limit Line.) The current City population is estimated at 36,144.¹

Martinez is located along the Sacramento and San Joaquin Rivers in the central part of the County. Elevations in the City range from sea level in the downtown Martinez area to over 700 feet above mean sea level in the Stonehurst development in the southwestern corner of the City. The City is largely surrounded by water and regional open space preserves.

The City's roots can be traced to the late 1840s, when it served as a ferryboat transit point across the Carquinez Strait to the gold fields. As one of California's first towns, Martinez retains a strong sense of history. Many of the downtown shops retain their early 20th century look and charm, and some homes date back more than 125 years. The arrival of the Shell Oil Company in 1915 started a residential building boom, and today the City has a dense downtown with suburban areas south of Highway 4. Other land uses within the City include more than a dozen parks, a Shell refinery, and a waterfront marina.

State Route 4 runs through Martinez westward to Hercules and eastward through Stockton and the Sierra Nevada. Interstate 680 runs northward across the Benicia-Martinez Bridge toward Sacramento via Interstate 80 and southward toward San Jose. The City is served by Amtrak and WestCAT bus, which provides service to the El Cerrito del Norte BART station.

City Governance

Martinez is a "general law city"² and operates as a municipal corporation pursuant to the laws of the State of California.³ Martinez uses a "Council-Manager" form of government.⁴

¹ State of California, Department of Finance 2008.

² Under the California State Constitution, Article 11, Section 2, and California Government Code, section 34102, cities organized under the general law of the State are "general law cities" as opposed to "charter cities," which operate under an individual city charter.

³ California Government Code, section 34000 et seq.

⁴ The Council-Manager form is the system of local government that combines an elected legislative body (City Council) with the management experience of an appointed local government manager (City Manager).

City Council

The City is governed by a publicly elected, five-member City Council. The Mayor and members of the City Council are elected at large for four-year terms on an overlapping basis.

Council meetings are held at the City Hall Council Chambers on the first and third Wednesday of each month at 7:00 PM at 525 Henrietta Street, Martinez. Meeting agendas are posted at City Hall and provided to the City Library at least 72 hours prior to the meeting. Staff reports on agenda items are available at City Hall and the Library, and meeting minutes are posted on the City's website, www.cityofmartinez.org.

City and Regional Commissions and Committees

The City has nine commissions and committees: Arts and Library Commission, Citizens' Advisory Committee, Cemetery Commission, Civil Service Commission, Design Review Committee, Marina Commission, Parks and Recreation Commission, Planning Commission, and the Veterans Commission. Details on these commissions and committees are available on the City website.

In addition, City Council members participate in both ad-hoc committees and outside advisory committees. City Council ad-hoc committees include: Alhambra Valley Annexation, BMX Park, Budget, Climate Control, Economic Development, Housing Element/Affordable Housing, Intermodal, John Muir Festival Center, Kaiser, Marina Business Plan, Litigation, Shell Release, Solid Waste, Surplus Property, and 630 Court Street. City Council outside advisory committees include ABAG General Assembly, Contra Costa County Transit Authority, East Bay Division of League of California Cities, Martinez Shoreline Joint Planning Agency, Transpac, and the Urban Limit Line Task Force.

City Information

The City maintains an extensive website that is updated regularly. Quarterly newsletters and bi-annual activity guides are available on the City's website.

City Operations

The City is organized into five departments: 1) Administrative Services, 2) Building, 3) Community and Economic Development, 4) Police, and 5) Public Works. The Building Department is currently being phased out and its services are being incorporated into the Public Works Department. In addition, the City is considering forming a Redevelopment Agency.

- **Administrative Services**

The Administrative Services Department's Administration Division oversees Risk Management, contract/franchise administration, City policies and programs, the Safety Program, and State-mandated services reimbursement programs. The City participates in the Contra Costa Cities Risk Management Insurance Authority (CCCRMIA) for its Risk Management programs. Administration directs the activities of Finance, Personnel, and Information Systems for the City.

- Finance – The City's Finance Division manages all financial aspects of City operations, including performing accounting and treasury activities, overseeing the annual financial audit, tracking and accounting for all revenues received by the City, issuing business licenses, processing accounts payable, administering job costing and payroll, managing daily cash flow for City operations, and staffing the City's cashier operation. Additionally, Finance is responsible for preparation and management of the budget and the City's capital program, and for coordinating major financing transactions for City capital projects.
- The Comprehensive Annual Financial Report for Fiscal Year 2007/08 is posted on the website. The City is required to be audited annually by an independent auditor.
- Personnel – The City's Personnel Division provides a wide range of support services to all City departments, including recruitment and examination, new employee orientations, labor relations, employee benefit administration, worker's compensation claims, staff training and development, and maintenance of official personnel files.

The Personnel Division ensures that the City is in compliance with State and Federal laws, Civil Service rules, City policy, and various Memorandums of Understanding. The Division works closely with the CCCRMIA, of which the City is a member; coordinates with ICMA, the City's deferred compensation administrator; and CalPERS, the California Public Employees Retirement System.

- Information Systems – The Information Systems Division supports, maintains, and enhances Citywide information services related to the Wide and Local Area Network (WAN/LAN), computer hardware, software applications, data communications, telecommunications, and the City's website.

- Building

The Building Department issues building permits to homeowners and contractors to regulate construction within the City limits. They work closely with the Planning and Engineering Divisions.

The Code Enforcement Officer receives complaints dealing with everything from illegally parked cars to major public nuisances. Code Enforcement works with the Police Department, County Health Department, Fire Department, and the City Attorney's Office with litigation involving Code Enforcement cases in court.

Construction Inspectors inspect subdivisions and a variety of public works and capital improvement projects; assist engineering with data gathering for maps and inspections on streets and drainage facilities; and inspect streets and drainage and other construction in progress to ensure compliance with specifications and standard details.

- Community and Economic Development

The Community and Economic Development Department is made up of several divisions, including administration, planning, engineering, economic development, and recreation/community services. The mission of this Department is to ensure quality development; provide excellent customer service to residents, business owners, and

developers; expand the local economy; promote the community; and provide recreational experiences for residents of all ages.

The administration division provides the departmental management and oversight to the other four divisions under the direction of the Assistant City Manager/Community and Economic Development Director.

- Planning – The Planning Division serves as the point of entry for development proposals, and provides assistance to developers, builders, and residents navigating the regulatory process. This process can include single-family property owners, as well as residential and commercial production-scale builders. On a daily basis, staff assists customers with permit processing and interpretation of City policies related to zoning and subdivision ordinances. In advance planning, staff creates policies to implement and update the General Plan, including the Housing Element, by providing assistance to the task force, steering committee, and other community groups involved with land use policy. A major project in the Planning Division over the next two years will be the development of a new General Plan.
- Engineering – The Engineering Division works with other City departments and programs to design, plan, and construct public facilities, including streets, storm drains, traffic signals, and water systems. In addition, Engineering staff manage the City's Clean Water (NPDES) Program; apply for annual Community Development Block Grants for infrastructure improvements; establish and maintain the Lighting and Landscape Assessment District; support the Traffic Safety Committee; review and process residential, commercial, and industrial development applications; prepare grant applications for State and Federal agencies for funding for major capital improvement projects; manage the City's major transportation capital projects, such as the Intermodal Phase III, Measure C and J, and federally funded paving projects; and represent the City on local or regional boards and commissions, including the Contra Costa Transportation Authority, Caltrans, Capital Corridor Joint Powers Authority, and TRANSPAC.
- Economic Development – The Economic Development Division focuses on downtown revitalization, strengthening the local economy, and promoting Martinez as a destination for new businesses, visitors, and investors. These efforts are strengthened through coordination with local business organizations, property owners, and business owners. Current projects include the Waterfront Improvements Project, the John Muir Festival Center, and the Downtown Specific Plan (adopted July 2006).
- Community Services and Recreation – This division offers activities and services for Martinez residents of all ages. The Recreation Division provides sports, recreation, and operates the Rankin Park Pool. The Senior Center offers programs, activities, and services for older residents. Day care contract operations are also managed by Recreation staff, as well as various special projects, including the John Muir Festival Center and the marina. This division also staffs the Parks and Recreation Commission, Veteran's Commission, Marina Commission, Cemetery Commission, and Arts and Library Commission.

Recreation staff also works with the Public Works Department to manage the use of the following City and community facilities.

- Police

The Police Department is charged with maintaining the public safety of the City's citizens and its visitors. In addition to its administrative functions, the Department consists of Field Services, Support Services, Traffic Enforcement, and Emergency Services.

- Administrative Services – The Administrative Services Division includes Dispatch, Investigations, and Records. It also includes the School Resource Officer and Community Service Officer.
 - The dispatch section is the “nerve center” of the Martinez Police Department.
 - The Martinez Police Department’s Investigative Division follows up on crime reports, which are taken by patrol officers. They primarily investigate felonies but may follow up on some misdemeanor crimes; they may also initiate investigations under certain instances. The areas the four investigators are assigned to are: Persons Crimes/Narcotics, Property Crimes, Juvenile Crimes, and Computer/Financial Crimes.
 - The Martinez Police Department’s Records Division handles the record-keeping, report processing, and statistical reporting to the appropriate local, state, and federal agencies.
 - The School Resource Officer (SRO) is assigned to schools in Martinez, including Alhambra High School, Martinez Jr. High School, and the elementary schools. The SRO helps and instructs students and staff in law enforcement–related issues. The SRO is a liaison between the Martinez Police Department and the schools.
 - The Community Resource Officer (CRO) is the Martinez Police Department’s liaison with the business and residential community. The CRO works with other agencies and organizations in facilitating the City’s Community Oriented Policing Program. The CRO conducts neighborhood watch meetings to help neighbors prevent crime by encouraging them to watch for suspicious activity in their neighborhoods. The CRO also interacts with the business community in design review and business watch crime prevention activities. The CRO also administers the volunteer program, the Police Explorer Post, and other community activities.
- Field Services – The Field Services Division is responsible for all uniformed patrol within the City of Martinez. This division responds to calls for service. It is also responsible, in part, for Community Oriented Policing projects, as well as foot, park, and bicycle patrols.
- Support Services – Support Services is responsible for police dispatching, report transcription, and records control. The division also staffs the front counter and

has direct contact with the general public. Support Services is also responsible for confidentiality issues involving police reports.

- Traffic Enforcement – Traffic Enforcement is responsible for citywide enforcement of California Vehicle Code violations as well as parking violations. The division is responsible for vehicle abatement on both public and private property, and numerous Community Oriented Policing projects involving traffic.
- Emergency Services – Emergency Services is responsible for citywide emergency preparedness and emergency services response. This includes training of City employees and providing information to the general public. In an actual emergency, the Police Department has the responsibility of taking the lead in citywide emergency services.

- Public Works

The Public Works Department is a newly created department consolidating building, construction management, code enforcement, parks, streets, facilities, fleet and water system maintenance, parking, and recycling/solid waste functions under the direction of the Director of Public Works. The mission of the Public Works Department is to maintain City assets; preserve high-quality residential neighborhoods; ensure that all new construction, rehabilitations, and repairs are consistent with appropriate codes and law; and recycling and solid waste mandates are met.

- Building Permits/Inspection – Inspection staff coordinates and monitors the review, plan checking, City approval, permit issuance, inspection, code compliance, and acceptance processes for all building construction activities in Martinez. Staff also assists the public at the service counter and helps with project submittals. Inspection activities include utility and encroachment permits, engineering grading, and site development. Staff assists with NPDES program issues, such as erosion control and stormwater pollution prevention plans.
- Construction Management – This program area manages City construction projects to ensure compliance with plans and specifications. Staff works with contractors, designers, and other agencies to keep projects on schedule and within budget. Key functions include assisting the design team with construction document preparation and monitoring the contract bidding and awarding process. Additionally, this staff provides construction management and inspection services for City capital improvement projects. This division also represents the City in any disputes, responds to requests for information, and negotiates change orders encountered during construction.
- Code Enforcement – The code enforcement program investigates land use, zoning, municipal code, and other health and safety complaints. Staff works with property owners to correct violations, which improves property values and the environment.
- Maintenance – The Maintenance Division is responsible for the City's maintenance, fleet management, water system treatment, and parking meter

collection functions. Public Works staff also provide repair and janitorial services for all City buildings, install new water mains and services, read and service water meters, repair water leaks, and maintain 110 pieces of large and small equipment, including replacement, routine servicing, and repairing. Program staff regularly works with local volunteer groups to include them in the process of serving the community by improving public spaces.

- Solid Waste and Recycling – The Solid Waste and Recycling Program provides for the protection of public health, safety, and the environment through waste prevention, diversion, collection, transfer, and disposal services. City staff works with the City's franchised service provider, Allied Waste Disposal, along with the County and other local government agencies, to establish refuse, waste prevention, and recycling services designed to meet community needs and satisfy State waste reduction requirements.

Services provided by special districts and contracted services include solid waste services, recycling services, fire services, library services, water and sewer services, and animal control.

- Solid Waste Services

The City contracts with Allied Waste Services for solid waste services.

- Recycling

The City contracts with Allied Waste Services for recycling services.

- Fire Services

Fire Protection services within the City are provided by the Contra Costa County Fire Protection District.

- Library Services

Library services are provided by the Contra Costa County Library system, of which the City is a member.

- Water and Sewer Services

The City of Martinez provides water treatment and distribution to areas within and outside its City limits. The City's sole source of water supply is untreated water purchased from Contra Costa Water District (CCWD).

Sewer services are provided by the Central Contra Costa Sanitary District and Mt. View Sanitary District.

- Other Services

Contra Costa County provides animal control services to the City.

City Infrastructure

The City owns and maintains a number of buildings and other facilities, including the water treatment plant, water storage reservoirs, transmission mains, storm drainage systems, community center, civic center, Rankin Park pool, senior center, John Muir Amphitheatre, the marina, and vehicles, in addition to 122 miles of City streets, 103 acres of developed park

land, 230 acres of open space, 11 acres of medians, 200 miles of water lines, and 9,800 water meters. The City also owns and maintains 11 playgrounds, nine trails, nine tennis courts, eight baseball fields, seven soccer fields, a marina, bocce ball courts, a 10,000-square-foot skate park, and the John Muir Amphitheater. The overall condition of the City's infrastructure is good.

Budget

Martinez uses a two-year budget process. The rationale for using a two-year budget is to better anticipate and consider short-term trends in expenses and revenues. The budget is presented by the City Manager for review, and a public meeting is conducted to obtain public comments. The City Council adopts the budget by June 30 through passage of an adoption resolution. For the 2008/09 fiscal year, total revenues are projected to be \$37,168,526 and expenditures are projected to be \$37,583,510. The budget shortfall is addressed through allocation of reserves, with total ending fund balances projected at \$9,547,947.

Martinez's 2007/09 budget is segregated into six units: General Fund, Enterprise Funds, Special Revenue Funds, Internal Service Funds, Capital Improvement Program, and Debt Service Funds. An expanded review of these budget units follows.

General Fund

The adopted budget for 2008/09 anticipates General Fund revenues of \$20,397,293 and expenditures of \$20,857,045. The General Fund is the primary financing mechanism for City operations with "unrestricted" revenues from a variety of sources. Projected General Fund Revenues and Expenditures for the 2008/09 fiscal year are as follows:

Revenues

Property Taxes	\$7,169,946
Sales Taxes	\$4,745,268
Other Taxes	\$5,392,129
Licenses, Permits, and Fees	\$684,000
Fines and Forfeitures	\$303,000
Intergovernmental	\$798,150
Service Charges	\$746,500
Use of Money and Property	\$396,000
Other Revenue	\$162,300
Transfers-in ⁵	<u>\$0</u>
Total General Fund Revenue	\$20,397,293

⁵ Transfers are transactions between funds and are normally repaid within the current fiscal year.

Expenditures

General Government	\$1,108,835
Non-departmental	\$1,261,099
Administrative Services	\$822,509
Building	\$0
Public Works	\$3,927,141
Police	\$10,307,758
Community Development	\$2,956,508
Transfers-out ⁶	\$473,195
Total General Fund Expenditures	\$20,857,045

In fiscal year 2008/09, the City's primary General Fund revenues include property tax (35%), other taxes (26%), and sales taxes (23%). Property tax revenue anticipated in the 2008/09 budget is slightly greater than that anticipated in the 2007/08 budget. The primary reason for the expected growth is the anticipated turnover of properties in Martinez that have not been reappraised for many years. The subsequent rise in assessed value will result in marked increases to the tax paid on the properties. According to the County Assessor, the 2008/09 County Assessment Roll shows that the residential property values in Martinez will increase slightly (1.65%).

With regard to expenditures, the primary General Fund expense is police services (48%), followed by public works (18%) and community development (14%). The budget assumes that the City will maintain current service levels and includes a limited number of program enhancements. There are also a number of City-wide adjustments that have been incorporated into the budget. The ending fund balance for the General Fund is projected to be \$5,113,066.

Enterprise Funds

The City's Enterprise Funds include: Water System, Marina, and Parking Services. The intent is that the costs of providing goods or services to the general public on a continuing basis are to be financed or recovered primarily through user charges. In 2008/09, Martinez expects to accrue \$11,457,141 and expend \$11,123,891 for its three enterprise funds. The Water System is the largest contributor to this fund, with \$10,715,567 in revenues and \$10,420,276 in expenditures.

Special Revenue Funds

The City's Special Revenue Funds include: COPS Grants, Gasoline Tax, Traffic Congestion Relief, Measure C, NPDES, Lighting and Landscaping, and Mitigation/Impact Fees. Special Revenue Funds account for revenue sources that are legally restricted to specific purposes. In 2008/09, Martinez expects to accrue \$2,110,500 and expend \$2,373,073 for its seven special revenue funds.

⁶ "Transfers out" are monies paid from the General Fund to specific funds.

Internal Service Funds

The City's Internal Service Funds include: Equipment Replacement and Information Systems. Internal Service Funds are proprietary funds used by the City to account for the financing of goods or services provided by one department or agency to other departments or agencies of the City on a cost-reimbursement basis. In 2008/09, Martinez expects to accrue \$1,704,073 and expend \$1,729,984 for its two internal service funds.

Capital Improvement Program

The Capital Improvement Program (CIP) budget is for expenditures on capital projects, such as major street or park improvements, building construction, and major facility maintenance. In 2008/09, Martinez expects to accrue \$1,240,000 and expend \$1,240,000 under the CIP fund. Major, non-routine capital projects include:

- General Plan Update
- Undergrounding of downtown utilities
- Beautification projects
- Main Street streetscape
- Highway 4/Alhambra beautification
- Hillside Drive emergency access
- Traffic signal – Arnold and Pacheco.

Of the \$1,240,000 designated to 2008/09 capital improvements, \$865,000 is planned to be utilized for the traffic signals at Arnold Drive and Pacheco Boulevard.

Debt Service

Debt Service Funds are used to account for the accumulation of resources for and the payment of general long-term debt principal, interest, and related costs. In 2008/09, Martinez expects to accrue \$259,519 and expend \$259,519.

The City of Martinez has a Capital Financing and Debt Management Policy that sets the parameters for issuing debt and provides guidance in the timing and structuring of long-term debt commitments. The legal debt limit as of June 30, 2006, is \$140,035,535.

CITY PLANNING BOUNDARIES AND GROWTH

City Boundaries

City Limits

The existing City Limits encompass approximately 12.47 square miles. The City is generally bounded by the City of Pleasant Hill to the south, the Carquinez Strait to the north, Waterbird Regional Preserve and the City of Concord to the east, and the unincorporated Briones Hills to the west. (Refer to Exhibit VI-A.)

Sphere of Influence

The currently adopted SOI for the City includes approximately 20 square miles and extends the existing City Limits to the northeast and the southwest. (Refer to Exhibit VI-A.) The area to the northeast consists of the Shell Refinery and undeveloped land, and the area to the southwest consists of rural residential neighborhoods.

Planning Area

The City of Martinez's planning area is coterminous with the City's SOI.

Urban Limit Line

Contra Costa County voters approved the current countywide Urban Limit Line (ULL) in 2006. (Refer to Exhibit VI-A.) In May 2007, the Martinez City Council adopted the countywide ULL. The City's boundaries are larger than the adopted ULL.

General Plan

A major project in the Planning Division over the next two years will be the development of a new General Plan. Martinez's current General Plan was adopted in 1973 and has undergone a series of amendments. It contains a total of nine elements: Land Use, Open Space, Parks and Recreation, Safety, Housing, Circulation, Scenic Roadways, Noise, and Community Design. Although most of these sections are required by law for all cities and counties, other elements are included which, in the judgment of the City, relate to its physical development and welfare. Each element of the plan defines the broad goals of the City within that realm and sets policies to achieve those goals. Policies are both general and specific, aimed at promoting balanced, safe, and integrated development throughout Martinez.⁷

Population Growth

According to the most recent Housing Needs Assessment (2005), Martinez's rate of population growth is expected to decline over the next 20 years. Additionally, the Association of Bay Area Governments (ABAG) estimates the population to be slowly growing to 37,600 (2010), 38,600 (2015), and 39,600 (2020), or at a relatively constant rate of 2.5% every five years.⁸ There are no active agricultural lands in Martinez.

The City intends "to protect and perpetuate the small-town character and quality of life in downtown Martinez."⁹ To this end, the City recently completed its Downtown Specific Plan, which is part of the ongoing Downtown revitalization project. Specific Plan goals include providing opportunities for new housing development, from single-family homes to live/work units to multi-family development. The City has also identified six sites in its Housing Element as opportunity sites for multi-family development, accommodating up to 29 units per acre.

⁷ City of Martinez 1973.

⁸ ABAG 2006.

⁹ City of Martinez 2006.

Jobs–Housing Balance

The analysis of jobs–housing balance is used to measure the degree to which communities and subregions are inducing commuter travel as growth occurs. In 2010, ABAG estimates that there will be 23,330 jobs within the City and 22,980 employed residents.¹⁰ This results in a jobs-to-employee ratio of 1.02. A ratio of 1.00 indicates that there is a numeric balance between the number of jobs and the number of employed residents in a community. A ratio of less than 1.00 typically indicates that a community is “job poor” and that its residents commute to jobs in other areas, and the community’s economic development has not kept pace with its housing growth.

Many of the jobs available are actually located just outside of the jurisdictional boundaries of the City within its SOI, such as those at the Shell Oil Company’s oil refinery.

Vacant Land

The City’s Housing Element (July 2005) identifies potential development sites located throughout the City. These include:

- Five vacant residential sites outside the downtown area, totaling 15.2 acres. These sites could accommodate up to 394 housing units.
- 12 vacant commercial or industrial sites outside the downtown area, totaling 33.4 acres. These sites could accommodate up to 868 dwelling units.
- Between 493 and 1,023 housing units can be accommodated by opportunity sites identified as part of the Downtown Specific Plan, including development on vacant sites, underutilized sites, and rehabilitation projects.

Development Projects

Aside from capital improvement projects, there are a number of development projects proposed in the City of Martinez. Details are located on the City’s website on the Community Development page. The larger projects are listed below:

- Alhambra Highlands Subdivision (112 single family subdivision)
- Virginia Hills Shopping Center (62,189-square-foot commercial building)
- Odyssey Properties (retail development).

Growth Management

Growth Management is not directly addressed in the City’s General Plan; however, policies outlined in the Housing Element of the original General Plan promote housing patterns that allow greater utilization of open space and recreational areas. Additionally, the County’s

¹⁰ These estimates (ABAG 2006) include the City’s SOI.

Growth Management Program (Measure C) was approved by the Contra Costa County voters in 1988.

Annexations

As identified in the General Plan, Martinez has created a policy indicating that all developed but presently unincorporated areas within the SOI should be annexed to the City of Martinez to ensure an equitable tax distribution and cohesive neighborhood units for public service purposes.

Sphere of Influence Reductions and Expansions

The City is not seeking SOI reductions or expansions at this time. Policies regarding SOI expansions and annexations are included in the General Plan to ensure that future development occurs in a fiscally sound manner.

MUNICIPAL SERVICES

Public Safety Services

Police

The City's Police Department is charged with maintaining the public safety of the City's citizens and its visitors. In addition to its administrative functions, the Department consists of Field Services, Support Services, Traffic Enforcement, and Emergency Services. For 2008/09, the City intends to have one police chief, two commanders, six sergeants, and 30 police officers, in addition to 16 other positions within the department for records, dispatch, and administrative needs.

According to the U.S. Federal Bureau of Investigation crime statistics for 2007, Martinez had 122 violent crimes and 1,182 property crimes, with a rate of 3,669 crimes per 100,000 population. Crime rates are affected by a number of factors and reflect a city's population, concentration of youth, degree of urbanization, cultural and educational characteristics, geographic location, and modes of transportation, among others. Therefore, these rates are a good measure of changed conditions within a city over time, but should not be considered as a direct evaluation of the adequacy of police services between cities.

Response times for calls for service are three minutes for Priority 1 calls and 10 minutes for other calls.

Fire

Fire services are provided by Contra Costa County Fire Protection District, which provides fire protection and emergency medical services to nine cities and the unincorporated areas of Contra Costa County located within the District's boundaries.

Contra Costa County Fire Protection District staff includes 406 personnel, including 344 uniformed personnel, with 12 battalion chiefs and approximately 62 civilian personnel. Each three-person fire-fighting crew includes a paramedic. In addition to fire suppression and

emergency medical services, overall capabilities and resources of the Fire District include vehicle extrication ("jaws of life"), trench rescue, water rescue, high-angle rescue, building collapse, confined space rescue, fire and arson investigation, code enforcement, building plan review, and public education, such as Community Emergency Response Training.

The District has 30 fire stations, four of which are located in Martinez. Contra Costa County Fire Protection District participates in a Cooperative Interagency Agreement with other local and regional fire departments and agencies.

Station 12 is located on Shell Avenue, surrounded by residential neighborhoods. Three shifts of three personnel are assigned to the station, which is equipped with one Quint, and one Type II engine.

Station 13 is located in a residential neighborhood near open space and a City park. Three shifts of three personnel are assigned to the station, which is equipped with one Type II engine.

Station 14 is located near residential neighborhoods and the marina. Three shifts of three personnel are assigned to the station, which is equipped with one Type I engine and one water tender.

Station 19 is located on the western edge of the City, adjacent to the Briones Regional Park. Surrounding land uses include large-lot residential and open space/wilderness areas. The station is equipped with one Type I engine and one water tender.

The National Fire Protection Association (NFPA) 1710 Standard establishes a goal of a five-minute response time from the time of dispatch to arrival on the scene, whenever possible.

Community Development Services

Planning

The Planning Department serves as the point of entry for development proposals, and provides assistance to developers, builders, and residents navigating the regulatory process. This process can include single-family property owners, as well as residential and commercial production-scale builders. On a daily basis, staff assists customers with permit processing and interpretation of City policies related to zoning and subdivision ordinances. In advance planning, staff creates policies to implement and update the General Plan, including the Housing Element, by providing assistance to the task force, steering committee, and other community groups involved with land use policy. A major project in the Planning Division over the next two years will be the development of a new General Plan.

For 2008/09, the City intends to have one senior planner and one assistant planner.

Building

In the past, the Building Department was responsible for issuing building permits to homeowners and contractors to regulate construction within the City limits. With the phasing out of the Building Department, the Building Permits/Inspection Division of the Public Works Department has taken on these responsibilities. This division coordinates and monitors the

review, plan checking, City approval, permit issuance, inspection, code compliance, and acceptance processes for all building construction activities in Martinez. Staff also assists the public at the service counter and helps with project submittals. Inspection activities include utility and encroachment permits, engineering grading, and site development. Staff assists with NPDES program issues, such as erosion control and stormwater pollution prevention plans.

For 2008/09, the City intends to have one senior building inspector and two building inspectors.

Housing

The City of Martinez does not have a stand-alone housing program; however, the advance planning division is responsible for updating the Housing Element of the General Plan. The Housing Element is intended to assist local jurisdictions to identify the housing needs for residents of all income levels and to develop an action program to meet those needs. The most recent Housing Element was adopted in July 2005.

Economic Development

Economic Development is a division of the Community and Economic Development Department. This division focuses on downtown revitalization, strengthening the local economy, and promoting Martinez as a destination for new businesses, visitors, and investors. These efforts are strengthened through coordination with local business organizations, property owners, and business owners. Current projects include the Waterfront Improvements Project, the John Muir Festival Center, and the Downtown Specific Plan (adopted July 2006).

Key objectives during 2008/09 include working with planning staff on the implementation of the Downtown Specific Plan, working with the City Manager to determine the feasibility of ferry service to Martinez, updating and expanding a market feasibility study for downtown business recruitment, and applying for designation as a "Stage Start City" for the 2008 Amgen Tour of California Bike Race.

For 2008/09, the City intends to have one economic development director.

Redevelopment

The City is considering forming a Redevelopment Agency.

Transportation and Road Services

Transportation

The Engineering Division supports the Traffic Safety Committee and manages the City's major transportation capital projects, such as the Intermodal Phase III, Measure C and J, and federally funded paving projects. This division also represents the City on local or regional boards and commissions, including the Contra Costa Transportation Authority, Caltrans, Capital Corridor Joint Powers Authority, and TRANSPAC.

Key objectives of the Engineering Division in 2008/09 include securing Measure J funding for the Court Street over-crossing project, as well as securing funding for the Intermodal Phase III land acquisition.

The Circulation Element of the General Plan calls for restrictions on roadway capacity in areas designated for retention in open space use, as well as providing for direct major north-south traffic movement along Alhambra Avenue between State Route 4 and Taylor Boulevard.

State Route 4 runs through Martinez westward to Hercules and eastward through Stockton and the Sierra Nevada. Interstate 680 runs northward across the Benicia-Martinez Bridge toward Sacramento via Interstate 80 and southward toward San Jose. The City is served by Amtrak and WestCAT bus, which provides service to the El Cerrito del Norte BART station. BART makes a stop at a station called North Concord/Martinez, although this station lies miles east of the City limits. The City was not included when the system was extended from Concord to Bay Point. However, BART's long-term plans include a new line extension running from Fremont and through the Interstate 680 corridor and ending in Martinez. Another planned configuration will be a BART or BART substitute rail service running between Martinez and East County.

Road Services

The Maintenance Division of the Public Works Department is responsible for the City's maintenance and parking meter collection functions. It maintains 122 miles of City streets and 11 acres of medians.

The City conducted a pavement survey to determine expected life remaining in its dedicated roadways. The condition of roads is based on a Pavement Condition Index (PCI). The PCI is a numerical index used to indicate the condition of a roadway. It is widely used in transportation and civil engineering. The pavement index looks at the overall conditions of the roadways, including engineering design, base and paving thickness, crown and drainage, and wear and aging condition. The pavement survey allows the City to plan repairs or perform preventive maintenance to extend the service life of the roadways. The pavement index shows that, overall, the existing roadways receive an index rating of 57. The 57 pavement index rating shows that the City of Martinez roadways overall are at risk and in need of repair.

Since 2001, the City has used a combination of state gas tax funds and General Funds to pave as many local streets as possible. The City has concentrated local pavement work on residential collector streets that have heavy traffic, such as Pine and Palm, north of Highway 4, and Center and Chilpancingo, south of Highway 4. In 2006, the voters of California approved Proposition 1B, which provides money to cities and counties for street improvements, including pavement rehabilitation. Beginning in 2007, the City was projected to receive \$1,132,000 over a three-year period. This money is in addition to already committed funds for street rehabilitation.

Water and Sewer Services

Water

The City owns and operates its own treatment plant that supplies water to most of the City of Martinez and some properties located outside the City limits. The City's water system provides a reliable supply of high-quality potable water in sufficient quantity to meet the needs of Martinez residents and businesses. The City's sole source of water supply is untreated water purchased from Contra Costa Water District, which also provides retail water service to a number of customers within the Martinez City limits, along the eastern side of the City.

Water services were evaluated separately as part of LAFCO's Water and Wastewater Municipal Services Review and Sphere of Influence Updates.

Sewer

Wastewater collection and treatment services within the City are provided by two service providers: the Central Contra Costa Sanitary District and the Mt. View Sanitary District. The Mt. View Sanitary District provides services to central Martinez, an area generally bounded by Interstate 680 on the east, State Highway 4 to the south, and east of Berrellesa Street on the west. Central Contra Costa Sanitary District provides services to all areas within the City that are not served by the Mt. View Sanitary District.

Wastewater services were evaluated separately as part of LAFCO's Water and Wastewater Municipal Services Review and Sphere of Influence Updates.

Parks, Recreation, Library, and Cultural Services

Parks

The City owns or maintains 18 parks totaling 103 acres, in addition to 230 acres of open space. The City's best known and largest park (42 acres) is Rankin Park, which has a large swimming pool and extensive public facilities. The next largest park is the Waterfront Park (31 acres), located just north of downtown and adjacent to the shoreline and marina.

Recreation and Cultural Services

The Recreation Division works with the Public Works Department to manage the use of the following City and community facilities: 16 ball fields and four concession stands, Senior Community Center, John Muir Amphitheater, Golden Hills Park Building, Morello Day Care Building, Kiwanis Youth Center, a three-pool municipal complex at Rankin Park, Alhambra Cemetery, and 18 parks.

In 2008/09, the Recreation Division hopes to expand the Swim and Nature Camp; improve the Senior Center physical plant; work with Parks maintenance to improve field, park, and facility conditions; create a new adult kickball league; and complete the update of the Parks and Recreation Master Plan.

The City of Martinez is also in proximity to a number of regional park amenities, including Briones Regional Park, John Muir National Historic Site, and the Carquinez Regional Shoreline.

Library

The Martinez branch library is owned by the City and operated by Contra Costa County Library services. The branch offers children's, teen, and adult programs, is open 35 hours per week, and is closed Thursdays and Sundays. The City contributes \$40,000 annually for enhanced library services.

Solid Waste Collection and Disposal Services

The City's disposal and green waste services are handled by contract with Allied Waste Services. The City's contract provides for curbside recycling services, including green waste.

Household hazardous waste (HHW) is handled through the HHW facility in Martinez, where residents must take their waste for proper disposal, although some hazardous waste, such as used oil, oil filters, and some electronic waste (e.g., televisions, computer monitors, keyboards, peripherals) can be placed for curbside pick-up.

In 2005, the City met its mandated AB 939 diversion rate, with 55% diversion from the landfill. All non-recycled solid waste is processed at the Keller Canyon Landfill.

SERVICE REVIEW DETERMINATIONS

In anticipation of reviewing and updating the City of Martinez's SOI, and based upon the information contained within this Municipal Services Review, the following determinations are intended to fulfill the requirements of Government Code section 56430(a).

General Statements

- A. The City has been proactive in addressing community needs, public services, and infrastructure improvements.
- B. Determinations relating to the City of Martinez water and wastewater services were adopted by the Commission in June 2008 as part of the Central County Water and Wastewater Services Municipal Service Review.

Infrastructure Needs or Deficiencies

- 1. Existing Infrastructure – In general and with the exception of the City's roadways, City-owned infrastructure is functional and in good condition. City-owned infrastructure includes the water treatment plant, water storage reservoirs, transmission mains, storm drainage system, parks, community center, civic center, Rankin Park pool, senior center, John Muir Amphitheatre, and the marina.
- 2. The condition of the City's roadway infrastructure is rated "at risk," with a Pavement Condition Index of 57. "At risk" indicates serious deterioration of the roadway surface and impact upon the lower base layers.
- 3. The City's Downtown Specific Plan seeks to revitalize the Downtown area by retaining the small-town look and feel and making the Downtown area friendly to pedestrians.
- 4. The City's CIP currently list seven major projects with a budget of \$1.2 million for fiscal year 2008/09.

Growth and Population Projections for the Affected Area

- 5. The City's growth rate has slowed, and it is anticipated that an overall growth rate of approximately 2.5% every five years will bring the population to 39,600 by 2020.
- 6. Vacant parcels and underutilized parcels within the City potentially could provide for 2,285 housing units.

7. The City has a jobs-housing balance of 1.02, which shows that the City has a balance between jobs and workers.

Financing Constraints and Opportunities

8. The current budget allocates approximately 48% of its General Fund revenue to police services. This illustrates both the City Council's commitment to public safety and the high costs of public services, such as police protection.
9. The City's Enterprise Funds, which include water, parking, the marina, and the John Muir Amphitheatre, are self-funding. These funds generally generate more in revenue than is required for expenses.
10. City expenditures for roadway maintenance appear to be inadequate to improve the condition of the public roads. The Pavement Condition Index rates City street conditions as "at risk."

Cost Avoidance Opportunities

11. Fire Protection within the City is provided by Contra Costa County Fire Protection District, an independent special district. Fire service costs are paid through a portion of the ad-valorem property tax increments collected by the District and are not included as part of the City's budget.

Opportunities for Rate Restructuring

12. As part of the City's budget process, all City fees, charges, fines, and user fees are reviewed and updated as necessary to keep up with costs.

Opportunities for Shared Facilities

13. The City is a member of the Contra Costa County Library System. As part of the library system, the City owns and maintains the library building and contributes an additional \$40,000 annually to help pay for library operations.
14. The City has a user agreement with the Martinez Unified School District for use of school grounds for additional open space recreational areas after school hours.

Government Structure Options

15. There are no recommendations for changes in governmental structure resulting from this Municipal Service Review. The City operates as a general law city with a council-manager form of governance.
16. The City has irregular boundaries along Pine Street and within the Alhambra Valley areas. Unincorporated and inhabited territory within these areas are served by a mix of special districts and County Service Areas (CSAs). Many of these areas would be difficult to distinguish from incorporated areas of the City that may lie just across a street or along a rear lot line. The City may wish to look at future governance options for these areas as, in some cases, municipal services may be more efficiently provided by the City.

17. As noted in the Central County Water and Wastewater Municipal Service Review adopted by the Commission in June 2008, the City of Martinez is providing water services beyond its corporate limits to approximately 1,500 connections. These services predate the requirements of Government Code section 56133, which requires LAFCO approval of extraterritorial service provision. Any new or extended water service outside the City's jurisdictional boundaries is subject to LAFCO's review and approval. These 1,500 water connections represent residents who do not have representation concerning policy, rates, or governance of their water supply.

Evaluation of Management Efficiencies

18. This Municipal Service Review has identified no deficiencies within City management practices. The City maintains an efficiently sized staff to take care of City operations and maintenance of most City-owned facilities.

19. The City operates with a council-manager form of government. The City Council is elected, and the City Manager is hired by the Council to manage the day-to-day operations of the City.

Local Accountability and Governance

20. The City maintains an easy-to-navigate website, which is kept current with meeting notices, minutes of meetings, and documents, such as the current budget and General Plan, and information about local events.

SPHERE OF INFLUENCE RECOMMENDATIONS AND DETERMINATIONS

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires that LAFCOs review and update SOIs for each special district and city with the county not less than once every five years.

An SOI is defined by Government Code section 56076 as a "Plan for the probable physical boundaries and service area of an agency, as determined by the Commission." An SOI is a planning tool used by an agency to conduct service and facilities planning for areas that it intends to annex and serve in the future. The establishment or amendment of an SOI may take several forms. An SOI may be coterminous to an agency's boundaries, indicating that the agency is at its ultimate configuration with no land area growth anticipated in the near future. An SOI may extend beyond the current corporate boundaries, indicating that future annexations are anticipated and that the agency is the appropriate service provider for the area. An SOI may be smaller than the corporate boundaries of the agency, indicating that future detachments from the agency may be appropriate. Lastly, the Commission may adopt a "zero" SOI for the agency, indicating that a potential dissolution of the agency may be appropriate.

Given the considerations addressed in this Municipal Service Review, three SOI options are identified for the City of Martinez:

- **Retain the Existing SOI for the City**

If the Commission determines that the existing SOI for the City of Martinez is appropriate, then the existing SOI for the City should be retained. The current SOI is bisected by the ULL in several areas, leaving portions of the SOI lying outside of the adopted ULL. The areas where the SOI exists outside of the ULL are generally areas that are open space and uninhabited.

- **Amend the City's SOI by Removing Areas That Lie Outside of the Approved ULL and Retaining Existing SOI to Match City Limits That Lie Outside of the Approved ULL**

The Commission may choose to adopt an SOI for the City of Martinez that generally would remove all areas of the current SOI that lie outside of the voter-approved ULL, with the exception of those areas where the ULL cuts through areas that are within the City limits. This would remove from the SOI those areas of the current SOI that extend into the Carquinez Strait, leaving the boundary to match the existing City limits along the river. This would also remove areas northeast of the City that are generally north of the railway lines and west of the canal and the community of Avon from the SOI. Along the southwest boundaries of the City and SOI, this would remove from the SOI an approximately 10-acre area that lies outside of the ULL that is generally south of Franklin Canyon Road. Further to the south in the Alhambra Valley, using the ULL as the SOI boundary would remove approximately 100 acres of the western portion of County Service Area SD-6 known as the Stonehurst Development from the SOI. One additional area of less than five acres within the Alhambra Valley would be removed from the SOI. Following the ULL boundaries within the Alhambra Valley would also create an island, as shown on Exhibit VI-A which would not be desirable if the City annexes the area in the future.

- **Adopt an SOI for the City That Matches the Adopted ULL.**

The Commission may choose to adopt an SOI for the City of Martinez that conforms to the voter-approved ULL. This would remove those areas that both the County and City have determined to be long-term open space or agricultural land uses. Adoption of an SOI that matches the ULL would create an SOI that is smaller than the City limits in some areas of the City and would indicate that the Commission sees these areas as potential detachments from the City. These areas are all within the northeastern boundaries of the City and include lands that are either marsh lands or vacant lands. The determination of the Commission to use the ULL in this area as the SOI would indicate that the Commission considers these areas as potential detachments. Should these areas be detached by the City to conform with the adopted ULL/SOI, the resulting City boundary would create a detached island area.

Recommendations

It is recommended that the existing SOI for the City of Martinez be adjusted to conform with the adopted ULL, except for the areas where the ULL crosses into the City limits; then the SOI should conform to the existing City limits. It is further recommended that the SOI within the Alhambra Valley follow the adopted ULL, with the exception of the island area that would be created if the ULL was followed. This recommendation would remove existing SOI over the Carquinez Strait, remove areas north of the railway line that are east of the City boundaries, remove areas west of the canal and the community of Avon, remove an approximately 10-acre area south of Franklin Canyon Road, remove an approximately 100-acre area west of the Stonehurst subdivision, and remove approximately five acres south of Alhambra Valley Road.

Table VI-1 – City of Martinez

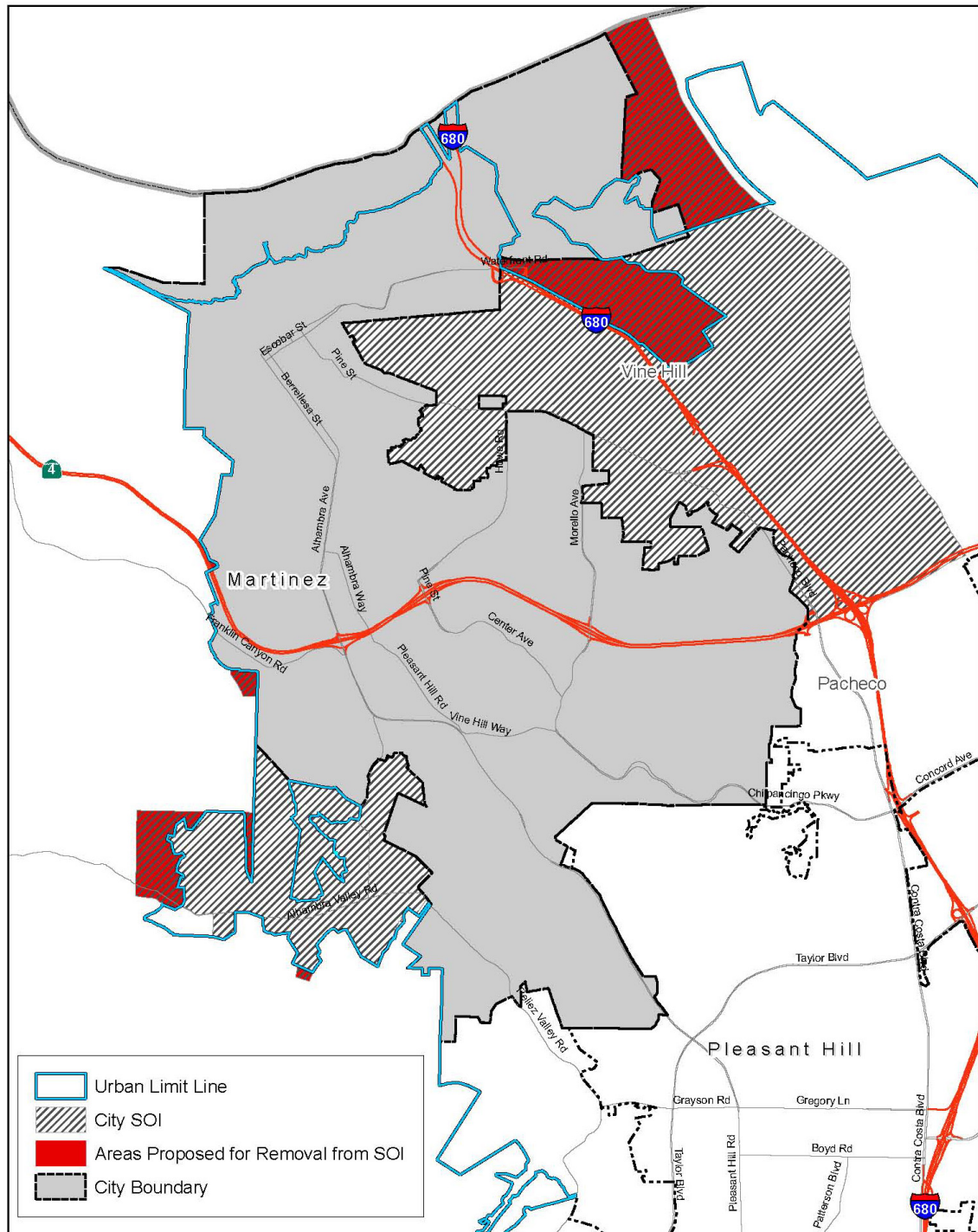
SOI Issue Analysis

Issue	Comments
SOI update recommendation	It is recommended that the SOI be adjusted to conform with the adopted ULL, with two exceptions. 1) The SOI should follow the City boundaries in any area where the ULL is smaller than the City boundary, and 2) the SOI should not follow the ULL in the Alhambra Valley in the creation of an "island".
Services provided	The City of Martinez provides police, water, recreation, parks, public works, planning, and local government. Fire protection service is provided by the Contra Costa County Fire Protection District. Library service is provided by the Contra Costa County Library System. Wastewater services are provided by Central Contra Costa Sanitary District and Mt. View Sanitary District.
Present and planned land uses in the area	The City has applied land use designations to all areas within the City and also within the current SOI. Land uses include low-density residential, medium-density residential, commercial, and industrial land uses.
Potential effects on agricultural and open space lands	The recommended SOI amendment would retain some areas designated as open space within the SOI. These areas are, however, already either within the City or within the current SOI. No effect on land use is anticipated with the recommended SOI.
Projected population growth	It is expected that the population of the City will show lower growth rates than the City has experienced in years past. Future growth rates are expected to average 2.5% every five years through 2020. The City is nearing residential growth build-out, but additional growth potential exists in in-fill development and redevelopment.

Table VI-1 (Continued)

Issue	Comments
Present and probable need for public facilities and services in the area	Many areas within the current SOI are inhabited and built out. These areas are receiving municipal services in the form of water, wastewater collection and treatment, police, and fire protection services.
Opportunity for infill development rather than SOI expansion	The recommendation is for SOI reduction. Growth will come through additional development within the City or through annexation of inhabited areas already within the SOI.
Service capacity and adequacy of service	The City of Martinez provides adequate levels of services with the exception of roadway maintenance.
The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency	Within the SOI are several small communities, including the Alhambra Valley and Pacheco.
Effects on other agencies	The recommended SOI adjustment will have no effect on any other agency providing services in the area.
Potential for consolidations or other reorganizations when boundaries divide communities	This Municipal Service Review identified no potential consolidations. There is potential for several reorganizations, as the City is serving water to approximately 1,500 connections within its SOI outside of the City boundaries.
Location of facilities, infrastructure, and natural features	The location of City facilities is adequate for the service provision needs of the City.
Willingness to serve	The City is providing water service to approximately 1,500 connections outside of the City. The City is prepared to provide service to all areas within its SOI upon annexation, although it is not certain whether such service can be fiscally supported.
Potential environmental impacts	The recommended SOI amendment will not have any effect on the environment and would be exempt from CEQA.

Exhibit VI-A: City of Martinez Sphere of Influence and Voter-Approved Urban Limit Line



Map created 7/16/2009
by Contra Costa County Community Development, GIS Group
651 Pine Street, 4th Floor, Northridge, Martinez, CA 94553-0085
37.59146, -122.36335, 38877

This map was created by the Contra Costa County Community Development Department with data from the Contra Costa County GIS Program. Some base data, primarily City Limits, is derived from the CA State Board of Equalization 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.



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VII. TOWN OF MORAGA

LOCATION, ADMINISTRATION, AND OPERATIONS

Moraga was incorporated on November 13, 1974. The Town is located in west-central Contra Costa County, where the Berkeley Hills lie along the County boundary with Alameda County. The community is bounded to the north and northeast by the City of Lafayette and to the northwest by the City of Orinda. The Town encompasses approximately 9.5 square miles, has 9.7 square miles within its sphere of influence (SOI), and its Planning Area is coterminous with its SOI. (Refer to Exhibit VII-A: Town of Moraga Sphere of Influence and Voter-Approved Urban Limit Line.) The current Town population is approximately 16,818.¹

Moraga is characterized by hilly terrain, with some mountain peaks in excess of 1,500 feet above mean sea level.

Approximately half of the land area in the Town (3,000 acres) is designated for residential land uses, and most of that area is currently developed. Institutional uses, including St. Mary's College, occupy approximately 500 acres, or 8% of the total land area. Commercial and office uses comprise approximately 110 acres, less than 2% of the Town area. The remaining acreage is open space, parks, and other undeveloped areas.

The Town is served regionally by State Highway 24 and Interstate 680. BART stations are located in the adjacent cities of Orinda and Lafayette. Bus transit service is provided by the County Connection, with routes along Moraga Way and service to St. Mary's College.

Town Governance

Moraga is a "general law city,"² and operates as a municipal corporation pursuant to the laws of the State of California.³ Moraga uses a "Council-Manager" form of government.⁴

Town Council

The Town is governed by a publicly elected, five-member Town Council, which consists of a Mayor and Vice Mayor and three Council members. Council members are elected "at large" in even-numbered calendar years for staggered four-year terms. The Mayor and Vice Mayor are selected by the Council for one-year terms.

¹ Town of Moraga 2007, p.1.

² Under the California State Constitution, Article 11, Section 2, and California Government Code section 34102, cities organized under the general law of the State are "general law cities" as opposed to "charter cities," which operate under an individual city charter.

³ California Government Code, section 34000 et seq.

⁴ The Council-Manager form is the system of local government that combines an elected legislative body (Town Council) with the management experience of an appointed local government manager (Town Manager).

The Town Council meets regularly at 7:30 PM on the second and fourth Wednesday of each month. Meetings are held at the Joaquin Moraga Intermediate School auditorium, 1010 Camino Pablo, Moraga. Town Council agendas are posted at 329 Rheem Boulevard, the Moraga Library, the Hacienda de las Flores, and the Commons Park. As a courtesy, agendas are also posted on the Town's website, www.moraga.ca.us.

Town Council members do not receive compensation or benefits for service on the council.

Town and Regional Commissions and Committees

The Town has 11 commissions and committees: Tree Planting Committee, Economic Development Advisory Committee, Hacienda Committee, Planning Commission, Design Review Board, Parks and Recreation Commission, Moraga Youth Involvement Committee, Audit and Finance Committee, Revenue Enhancement Committee, Traffic Safety Advisory Committee, and Americans with Disabilities Act (ADA) Advisory Committee. Details on these Commissions and Committees are available on the Town website.

In addition, the Town Council appoints representatives to the following agencies and boards: Association of Bay Area Governments (ABAG), Contra Costa Library Commission, Contra Costa Mosquito and Vector Control District, Municipal Pooling Authority of Northern California, Lamorinda Program Management Committee, Fee and Finance Authority, Contra Costa Transit Authority, and Southwest Area Transportation Committee.

Town Information

The Town maintains an extensive website that is updated regularly. The Town also publishes a periodic online and mailed newsletter ("Moraga Town Crier"). Public hearing items for the Town Council are published in the Contra Costa County Times, and are posted at the Town Offices, 329 Rheem Boulevard and 2100 Donald Drive, Moraga.

Town Operations

Town government operates with six Town Departments, including: 1) Central Administration, 2) Police, 3) Parks and Recreation, 4) Planning, 5) Administrative Services, and 6) Public Works/Engineering. The number of full-time equivalent positions for each department is allocated as a component of the adopted Town budget.

An overview of services provided through the six departments is provided below.

- **Central Administration Department**

The Town Manager is the administrative head of the government of the Town, subject to the direction and control of the Town Council. General duties of the Town Manager include enforcing the laws and ordinances of the Town and seeing that the franchises, contracts, permits, and privileges granted by the Council are observed; directing heads of departments and staff; and providing recommendations to the Council. The Town Clerk function is also organized within the Central Administration Department.

- Police Department

The Moraga Police Department currently consists of 12 authorized sworn officers, five reserve officers, and two full-time equivalent (FTE) civilians. The sworn personnel consist of the Chief of Police, one lieutenant, two sergeants, and eight patrol officers. Additional support is provided by reserve officers and cadet volunteers. A part-time Community Service Officer assists the Administration and Patrol Divisions with property/evidence, various assignments, and some report taking. The Assistant to the Chief manages the front desk and administrative duties, and a part-time records clerk enters citation data into the report management system. The Patrol Division provides service to the community seven days a week, 24 hours a day.

- Parks and Recreation Department

The Parks and Recreation Department responsibilities include all recreation programming and coordination of community events. The Department also oversees rental and use agreements for Town recreation facilities, including Moraga Commons and Bandshell, Rancho Laguna Park, and Hacienda de las Flores. Programs and classes are offered for both youth and adults, including year-round sports and holiday events, and senior activities. The Parks and Recreation Department works closely with a variety of community groups.

- Planning Department

The Planning Department supports the land use planning and design work of the Town Council, Planning Commission, and Design Review Board through analysis of proposed development projects and land use policies. In addition, the planning staff processes applications for administrative land use and design approvals.

- Administrative Services

The Administrative Services Department provides fiscal support and management information on Town revenues and expenditures. It records all financial transactions through accounting, payroll, cash, and collection services. The Administrative Services Department is responsible for producing the Town budgets, quarterly financial statements, and supporting the annual independent audit. The Department also handles the human resources functions and risk management.

- Public Works/Engineering Department

The Public Works Department is divided into two operational sections: 1) Parks, Streets, and Building Maintenance, and 2) Engineering. The Public Works Director/Town Engineer manages the Administration Division along with all engineering functions.

The Street Maintenance division oversees the planning and operation of all Town traffic signals, street lights, street striping, street signage, transportation planning, pavement maintenance, curb/gutter and sidewalk maintenance, and landscaping and irrigation on all public rights-of-way and medians. The Street Maintenance section also maintains all storm drains and related facilities within the Town.

Facilities Maintenance provides turf, landscape, and irrigation maintenance for all parks and open space lands, and also provides building maintenance for the Hacienda de las Flores Center, 329 Rheem Blvd, Moraga, and the library.

Services provided by special districts and contracted services include fire services, water services, wastewater collection and treatment services, solid waste services, recycling services, library services, and animal control.

- Fire Services

The Moraga-Orinda Fire District (MOFD) provides fire protection services to the Town.

- Water Services

East Bay Municipal Utility District provides water services to the Town.

- Wastewater Collection and Treatment Services

Central Contra Costa Sanitary District provides wastewater collection and treatment services to the Town.

- Solid Waste Services

Allied Waste Services provides solid waste collection and disposal services to the Town.

- Recycling

Valley Waste Management provides recycling services to the Town.

- Library Services

The Contra Costa County Library System provides library services to the Town.

- Building Permit and Inspection Services

Building services are provided by Contra Costa County.

- Other Services

Contra Costa County provides animal control to the Town.

Town Infrastructure

The Town of Moraga owns public land, buildings, and other facilities, as well as street rights-of-way. Major Town-owned facilities include:

- Administrative Facilities – The current Town Hall consists of 4,554 square feet at the Hacienda facility and 4,978 square feet at the Rheem Facility, for a total of 9,532 square feet of administrative office space on 5.84 acres. The Town's library facilities (operated by the County of Contra Costa) include 10,913 square feet of building area on 2.59 acres.⁵

⁵ AB 1600 Development Impact Fee Study, April 2008.

- Public Works Facilities – The Town operates a public works yard consisting of an 1,800-square-foot building on 3.54 acres of land.⁶
- Park and Community Facilities – The Town of Moraga has a variety of existing park and recreation facilities that are identified in the “Park and Recreation Master Plan.” They include the approximately 8.9-acre Hacienda de las Flores Park area, 40.2 acres of Moraga Commons and the 8.4-acre Rancho Laguna Park and picnic area.⁷
- Other Facilities – The Town owns and maintains 56 linear miles of public dedicated roadways and 32 miles of stormwater transmission systems.
- The Town’s parks are in very good condition; while buildings are in good condition, they require more maintenance as they age. The Hacienda de las Flores, for example, is almost a century old, and is in need of upgrading. Rancho Laguna Park has two out-of-date playground structures. The Commons Park just upgraded one playground and the water play area. The remaining playground needs replacing.

Budget

Moraga uses a one-year budget process. The Town Manager, with the assistance of the Administrative Services Department, prepares a budget for consideration by the Town Council. The Council, by Resolution, approves a final budget at its second meeting in June. The fiscal year 2008/09 budget reflects revenues in the amount of \$12.2 million and expenditures of \$11.6 million. Moraga’s budget is segregated into four major units: General Fund, Special Revenue Funds, Assessment District Funds, and Capital Projects Funds. An expanded review of all these budget units follows.

General Fund

The Town’s adopted budget for 2008/09 anticipates General Fund revenues of \$6.7 million and expenses of \$6.6 million.

The General Fund is the primary financing mechanism for Town operations with “unrestricted” revenues from a variety of sources. Projected General Fund Revenues and Expenditures for the 2008/09 fiscal year follow:

Revenues

Property Taxes	\$2,833,792
Sales Taxes	\$749,120
Licenses and Permits	\$613,700
Recreation Fees and Rentals	\$357,660
Franchise Fees	\$450,954
Property Leases	\$93,765
Interest Earnings	\$18,300

⁶ Ibid.

⁷ Ibid.

Police Services	\$57,675
Other Revenue	\$108,015
Transfers-in ⁸	<u>\$1,454,130</u>
Total General Fund Revenue	\$6,737,111

Expenditures

General Government	\$1,360,559
Planning	\$644,474
Public Safety	\$2,252,846
Public Works/Engineering	\$1,817,336
Parks and Recreation	\$536,803
Transfers-out ⁹	<u>\$0</u>
Total General Fund Expenditures	\$6,612,018

In fiscal year 2008/09, the Town's primary General Fund revenues include property tax (42%) and transfers-in (22%). Transfers-in come from one-time developer fees, gas taxes, Measure C funds, and various other funds. At this time, the Palos Colorado project is the only developer contributing to the one-time developer fees fund, which is expected to yield \$45,000 in fiscal year 2008/09. With regard to expenditures, the primary General Fund expense is Public Safety (34%), followed by Public Works/Engineering (27%), and General Government (21%).

Special Revenue Funds

Special Revenue Funds account for non-discretionary monies that may be used by the Town for specific purposes. Moraga has established eight special revenue funds, consisting of the COPS fund, gas tax fund, Measure C fund, traffic congestion relief fund, traffic safety fund, special gifts/donations, skatepark maintenance fund, and the National Pollution Discharge Elimination System (NPDES) fund. In 2008/09, Moraga expects to accrue \$927,499 and expend \$983,768 for its eight special revenue funds. Major expenditures include the gas tax fund and the Measure C fund.

Assessment District Funds

Assessment District Funds consist solely of the Lighting District Fund, which is derived from an annual assessment for Street Lighting District 1979-1, as well as property tax received for street lighting purposes. The money is used exclusively for costs of the Street Light District. In 2008/09, Moraga expects to accrue \$165,659 and expend \$201,171.

Capital Projects Funds

Capital Projects Funds consist of park dedication fees, federal grants for capital projects, proposition 1B funds, and other grants.

⁸ Transfers are transactions between funds and are normally repaid within the current fiscal year. "Transfers in" are monies paid to the General Fund primarily from the street improvement fund, the gas tax fund, and one-time developer fees.

⁹ "Transfers out" are monies paid from the General Fund to specific funds.

Reserves

The Town projects that, at the end of fiscal year 2008/09, it will have an ending balance of \$7,383,381.

Capital Improvement Program

The Town's Capital Improvement Program (CIP) is a multi-year planning program for the construction of new facilities and infrastructure, and for the expansion, rehabilitation, or replacement of Town-owned assets. The Town's budget identifies approximately 20 capital improvement projects for 2008/09. Major projects for fiscal year 2008/09 include: Laguna Creek retaining wall, Moraga Road pavement, annual pavement program, and various slope repairs and retaining walls. As identified in the Town's 2008/09 budget, Moraga expects to accrue \$4,298,871 and expend \$3,824,768 for Capital Improvement Projects. The majority of this revenue is expected to come from Federal grants from agencies, such as the Federal Emergency Management Agency and the Federal Highway Agency.

TOWN PLANNING BOUNDARIES AND GROWTH

Town Boundaries

Town Limits

Within the existing corporate boundary (Town limits) are approximately 6,080 acres (9.5 square miles). The Town limits are contiguous with the Orinda and Lafayette City limits on the northwest and northeast, respectively. The southwest boundary is adjacent to unincorporated land along the County's westerly limits; and the southeast boundary is adjacent to unincorporated lands. (Refer to Exhibit VII-A.)

Sphere of Influence

The adopted SOI for the Town comprises approximately 9.7 square miles and includes areas adjacent to the far southern tip of the Town limits. (Refer to Exhibit VII-A.) Land use designations for this area are low-density residential (1.5 du/ac) and Open Space. The existing land uses within this area are consistent with these designations.

Planning Area

The Town's planning area boundaries comprise approximately 9.7 square miles and are coterminous to the adopted SOI.

Urban Limit Line

Contra Costa voters approved the current countywide ULL in 2006. In 2007, the Town of Moraga adopted the countywide ULL. (Refer to Exhibit VII-A.) The ULL follows the Town limit and places the Town's SOI outside of the ULL.

General Plan

The General Plan was comprehensively updated in 2002. The Plan outlines land use goals and acts as a guide for development and maintaining the lifestyle enjoyed by Moraga residents. Moraga is a semi-rural community, and its residents value the open space within the Town

boundaries. State planning law calls for seven General Plan elements: Land Use, Circulation, Housing, Conservation, Open Space, Noise, and Safety.¹⁰ The Moraga 2002 General Plan includes the seven State-mandated elements, as well as several optional elements (Community Design, Community Facilities and Services, and Growth Management), although it organizes them in a modified format. The Open Space, Conservation, and Noise components are grouped together within the Open Space and Conservation Element of the Moraga General Plan. According to the California Department of Housing and Community Development, the adopted Housing Element (2002) is out of compliance with state housing law. It is anticipated that the Town of Moraga will adopt a General Plan Housing Element in substantial compliance with State law by the June 2009 deadline.¹¹

The Town has adopted planning and development policies that are directed at maintaining the Town's semi-rural lifestyle. These policies include:

- Neighborhood Preservation—protect existing neighborhoods from potential adverse impacts of new residential development and additions to existing structures
- Residential Densities—allow no more than 16 dwelling units per acre
- Residential Building Height—restrict residential building heights to limit visual impacts on adjacent properties
- Restrictive hillside development standards
- Preservation of ridge lines from visual impacts of roof tops.

Planning estimates show that currently the Town is at approximately 85% of ultimate build out, with approximately 500 acres of vacant land within the Town's boundaries that would support development. Additionally, there are few currently developed parcels where higher land use utilization could generate additional development. The SOI area is also mostly built out in the areas designated for development. The remaining undeveloped areas within the SOI are designated as Open Space.

Population Growth

Most of the homes, roads, and businesses in present-day Moraga were built since 1960. For many years, the original Rancho, of which Moraga was a part, was owned by one person and used for farming, agriculture, and cattle grazing. Since the 1930s, citizens of Moraga have endeavored to limit development and maintain a rural community. This formed a pattern for resident participation in local affairs, leading to incorporation as the Town of Moraga in November 1974.

¹⁰ California Government Code section 65302.

¹¹ Revised Report on the Impacts of the Moraga Initiative Expanding Open Space and Imposing Development Restrictions in accordance with California Election Code, September 2008.

The Town's current population is approximately 16,140.¹² Population is expected to increase 11% by 2030, growing to approximately 18,300. This growth rate equates to the addition of approximately 103 residents per year.

Jobs-Housing Balance

The effect of employment trends on planning for housing is measured through the ratio of jobs to housing. Job growth in Moraga has roughly paralleled the increase in population and employed residents. In 2010, ABAG estimates that there will be 5,210 jobs within the Town and 7,500 employed residents.¹³ This results in a jobs-to-employee ratio of 0.69. A ratio of 1.00 indicates that there is a numeric balance between the number of jobs and the number of employed residents in a community. A ratio of less than 1.00 typically indicates that a community is "job poor" and that its residents commute to jobs in other areas, and the community's economic development has not kept pace with its housing growth.

Vacant Land

According to demographic data provided on the Town's website, there are approximately 2,341 acres of undeveloped land within the Town's total area of 6,080 acres. Of those 2,341 acres, approximately 863 acres are not designated as Open Space.¹⁴ These lands and their designated land uses are in the following areas:

<u>Area</u>	<u>Types of Uses</u>	<u>Vacant Land</u>
Campolindo Ridge	MOSO Open Space ¹⁵	44 acres
Rheem Ridge	MOSO and non-MOSO Open Space	215 acres
Bollinger Canyon	Study Area ¹⁶	190 acres
Sanders and Larch Ridge	MOSO Open Space	78 acres
Indian Valley (1.5 dwelling units (DU) residential)	MOSO and non-MOSO Open Space	252 acres
Moraga Center	Commercial	73 acres
Central	Residential	<u>11 acres</u>
	TOTAL	863 acres

Development Projects

Development projects that are proposed or underway within the Town of Moraga are identified in one of the Town's more recent environmental documents: the Draft Environmental Impact

¹² State of California, Department of Finance 2008.

¹³ These estimates (ABAG 2006) include the City's SOI.

¹⁴ AB 1600 Development Impact Fee Study, April 2008.

¹⁵ Per Moraga Open Space Ordinance (MOSO) (Moraga Municipal Code 8.52.070).

¹⁶ Per Chapter 8.60 of the Moraga Municipal Code.

Report for the Moraga Center Specific Plan.¹⁷ Cumulative projects identified in that document are summarized as follows:

Moraga Center Specific Plan	Commercial/Residential	187 acres
Bollinger Valley	Single-Family	126 DU
Indian Valley	Single-Family	150 DU
Northwest Moraga	Single-Family	19 DU
Northeast Moraga	Single-Family	65 DU
Central Moraga	Single-Family	1 DU
Southeast Moraga	Single-Family	35 DU
In-fill Housing	Single-Family	100 DU
Palo Colorados	Single-Family	123 DU

Growth Management

Growth Management is addressed as a separate Element in the 2002 General Plan. The purpose of the Growth Management Element is to establish policies and standards for traffic levels of service and performance standards for fire, police, parks, sanitary facilities, water, and flood control to ensure that public facilities are provided consistent with adopted standards. Performance Standards have been developed for each public facility and service, and are discussed in the Municipal Service section below.

Annexations

There have been two annexations to the Town limits of Moraga since its incorporation in 1974.

Sphere of Influence Reductions and Expansions

There has been one corresponding SOI expansion to the Town since its incorporation in 1974.

MUNICIPAL SERVICES

Public Safety Services

Police

When Moraga incorporated, the Town contracted with the Contra Costa County Sheriff's Department for police protection services. By 1979, the Town Council decided that it wanted local control over police protection services and voted to end the contract with the County and create a Town Police Department. The initial Department was staffed with 10 sworn officers. Today, the Town's Police Department is staffed with 14 full-time employees, 12 of whom are sworn. This gives a sworn officer-to-population ratio of 1 sworn officer to every 1,345 residents. This equates to 0.74 sworn officers per 1,000 residents.

¹⁷ Town of Moraga 2008a.

The Department operations include three divisions: Administration, Operations, and Support Services. Administration includes the Chief of Police and lieutenant, who oversee and manage the department. The Operations division comprises field services and Patrol. Support Services include clerical and other duties, including maintaining the property room, parking enforcement, and maintenance of vehicles and equipment.

Moraga contracts with the Contra Costa County Sheriff's Department for dispatch services, 911 operations; the Town also has a Mutual Aide agreement with the Sheriff's Department. The Town contracts with Contra Costa County Animal Control for animal control services and operation of a regional animal shelter. The Town participates in a joint powers agreement with the East Bay Regional Parks District Police Department to provide primary response and investigation for misdemeanor crimes committed on East Bay Regional Parks District parks within the Town. The Town of Moraga also provides back-up to the East Bay Regional Parks District police for more serious crimes committed on park property.

According to the California Department of Justice Uniform Crime Report crime statistics for 2008, Moraga had 6 violent crimes and 204 property crimes, with a rate of 1,382 crimes per 100,000 population. Crime rates are affected by a number of factors and reflect a city's population, concentration of youth, degree of urbanization, cultural and educational characteristics, geographic location, and modes of transportation, among others. Therefore, these rates are a good measure of changed conditions within a city over time, but should not be considered as a direct evaluation of the adequacy of police services between cities.

General Plan Performance Standards: Police

- The Town has established service standards for police response times, which call for a three-minute response to all Category 1 calls for service. A Category 1 call is defined as a serious crime in progress or threat to life. Moraga's established response standards for all other calls is a seven-minute response time. Actual response times are dictated by the location of the nearest responding officer to the call.

Fire

MOFD provides fire services to the communities of Moraga and Orinda, as well as the unincorporated territories adjacent to the Town. The District was formed July 1, 1997, with the merger of the Moraga Fire Protection District and the Orinda Fire Protection District. The MOFD serves an area of approximately 47 square miles.

Presently, the District has an Insurance Services Office fire protection rating of 3/9. The lower the number, the higher the level of protection provided. The "3" reflects the service level within the incorporated city and town, while the "9" reflects the service level in the unincorporated areas served by MOFD. The higher number in the unincorporated areas reflects more on the adequacy of water supplies available for fire suppression and the steep hill terrain than on the equipment or staffing available in those areas.

The District maintains five fire stations, with three located in Orinda and two in Moraga.

Station 41 is located at 1280 Moraga Way, Moraga, in an area that is generally residential with some open space and a nearby elementary school. The MOFD maintains three working shifts of five fire-fighting personnel at this station. The District houses a 2007 Peirce type III engine (E341), a 2001 Spartan LTI 93 foot Aerial Ladder Truck (T41), a 2002 HME Westates engine truck OES (State Owned Office of Emergency Services) (OES 290), a 1989 Ford type IV wild-land fire engine (E441), a 2002 Ford Rescue Ambulance (M41) and a 1994 International Rescue Truck used for Rehab (R41A) at Station 41.

Also located at 1280 Moraga Way are the District's administrative offices, which house the office of the District Fire Marshal, Training Division, Emergency Medical Services Division, and the Fire Prevention Division.

Station 42 is located at 555 Moraga Road, in an area that is primarily commercial and with some residential land uses. The MOFD maintains three working shifts of three fire-fighting personnel at this station. The District houses a 1998 Spartan Hi-Tech type I engine (E142), a 1992 GMC Technical Rescue Vehicle (R342), and a 2002 Westates type III wild-land fire engine (E342) at Station 42.

District policy for first response to a residential structural fire event calls for response by four-engine companies, one truck squad, one ambulance with advanced life support equipment, and the on-duty battalion chief. This places between eight and 12 fire-fighting personnel on scene.

For fiscal year 2008/09, the MOFD has an adopted budget of \$18,671,871, of which 87% comes from property tax assessments, 5% from fire flow funds, 5% from charges for service, and 3% from investment income. The MOFD receives approximately \$0.23 out of every property tax dollar collected within the District's boundaries.

The District has just completed upgrades to each of its fire units, equipping each engine company with Thermal Imaging Scanners to aide in search and rescue operations; in addition, all vehicles are now equipped with GPS navigation systems. The District has an ongoing fire flow (water supply) program in which the District inspects each of the 1,400+ fire hydrants for condition, fire flow, and operation. After inspection, the District's inspection team color-codes the hydrant so that any responding fire unit will know the operational capabilities of that specific hydrant. The hydrants were installed by EBMUD, and some are old and in need of replacement. Not all areas within the Town of Moraga have adequate fire flow, something that is being addressed through infrastructure planning and potentially a future bond measure.

The National Fire Protection Association (NFPA) 1710 Standard establishes a goal of a five-minute response time from the time of dispatch to arrival on the scene of the first responding unit whenever possible. Currently, MOFD meets the NFPA 1710 Standard 60% of the time, with an average response time of five minutes and 20 seconds. The MOFD has in place auto-aide and mutual-aide agreements with surrounding fire protection agencies and with the California Department of Forestry.

Contra Costa LAFCO recently completed a comprehensive MSR update covering all fire and emergency services provided within the County. This report was completed in April 2009.

General Plan Performance Standards: Fire

- Maintain a fire station within 1.5 miles of all residential and nonresidential development in the Town, in the absence of appropriate mitigation measures.

Community Development Services

Planning

Planning Department responsibilities include implementation of the General Plan, compliance with environmental laws, and reviewing and processing development projects. The Department changed its fee structure in 2005, which has increased revenue and Department efficiencies. The Department's workload, spread among four employees, includes processing about 122 permits/applications annually.

The Town's Economic Development Advisory Committee (EDAC), which is composed of seven members from the Chamber of Commerce, the local business community, and citizens, meets monthly to discuss, study, and prepare strategies to retain current business and attract new business and development. The Town does not have an Economic Development Agency, but utilizes input from the EDAC, the Town Manager, and the Director of Planning for the Council to make decisions concerning development planning and activity within the Town.

Building

Building services, including building permits, tenant improvement plan review, tenant improvements permit issuance, structural plan review, building inspection services, and grading inspection services are provided through the County of Contra Costa. A representative from the Lamorinda building department is available at the Town of Moraga Planning Department Monday, Tuesday and Thursday from 9 a.m. to 12 p.m. There were 962 building permits issued in Moraga in fiscal year 2007/08. Through the first nine months of fiscal year 2008/09, there were 509 permits issued in Moraga. This would indicate an approximate decrease of one-third in the number of permits issued in the current fiscal year.

Housing

On June 16, 2008, the Town of Moraga released a draft Specific Plan for the Moraga Center area. Also released on June 16, 2008, was a draft Environmental Impact Report (EIR) for the draft plan. The project description for the draft plan calls for the development of up to 720 dwelling units in the Specific Plan area. Alternatives to the draft plan include the development of up to 400 dwelling units or up to 560 dwelling units. Any of these three alternatives would provide sufficient land at appropriate densities to satisfy the Town's Regional Fair Share of Housing Allocation, which calls for the Town to plan for 307 dwelling units between 2007 and 2014. 245 of the 307 units are required to meet the needs of moderate- and low-income households.¹⁸ These units are planned to be provided in Moraga by allowing the development

¹⁸ Town of Moraga 2002.

of up to 20 dwelling units per acre in certain areas in the Specific Plan and by designating opportunity for mixed-use development within the shopping center itself.

If the Specific Plan is approved, the development of housing outside the Moraga Center Specific Plan area is not required to satisfy the Town's Regional Fair Share Housing Allocation for the 2007/14 planning period.

Other actions undertaken by the Town to improve housing affordability include the following:

- Continuing to zone sufficient sites to meet Moraga's regional share of housing need.
- Working with St. Mary's College, the Moraga School District, affordable housing developers, and other groups and organizations to define opportunities for collaboration in the development of new affordable housing to meet the needs of local employees and special needs populations.
- Identifying potential sites, financial resources, and regulatory mechanisms to facilitate the development of new units.
- Participating in the County Housing Authority's Housing Rehabilitation Program.
- Seeking to increase the availability of State and federal subsidies for affordable housing in Moraga.
- Petitioning the County Housing Authority for additional Section 8 subsidies if rental dwelling units can be located that are within federal fair market rent guidelines.
- Assisting developers in accessing funding for the construction of senior housing or other low- or moderate-income housing for which State or federal subsidies are available.
- Participating in future issuances of mortgage revenue bonds or mortgage tax credit programs by Contra Costa County to support home ownership opportunities for low- and moderate-income Moraga residents.
- Supporting a waiver exemption of Lamorinda Fee and Financing Authority (LFFA) Impact Fees for affordable housing development.
- Encouraging future development to consider a fair-share affordable housing component for workforce housing.
- Establishing an Affordable Housing Trust Fund to which financial contributions can be directed to support affordable housing development in Moraga.

Moraga does not have a Redevelopment Agency.

Transportation and Road Services

Transportation

The Engineering Division of the Public Works Department is responsible for analyzing traffic impacts from new development and long-range transportation planning. The Division also pursues transportation funding, and both Planning and Engineering staff serve as liaisons to regional transportation agencies.

The Circulation Element of the Moraga General Plan identifies three categories of roads; 4-Lane Arterials, 2-Lane Arterials, and Collector roads. Moraga Road is the only 4-Lane Arterial within the Town. Two-Lane Arterials include roadways such as Rheem Boulevard and St. Mary's Road. Collector roads extend primarily into residential areas. The Growth Management Element of the Moraga General Plan establishes a Traffic Service Standard as maintaining level of service 'high C' (0.75 to 0.79 vehicle to capacity ratio), for all Moraga roads, urban and suburban. The Town is currently meeting the standards at Level of Service B and C.

Public transportation is readily available to residents and workers via nearby BART stations in Orinda and Lafayette, as well as County Connection bus service.

Road Services

The City owns and maintains 56 linear miles of public dedicated roadways. The Public Services division oversees the planning and operation of all Town traffic signals, street lights, street striping, street signage, transportation planning, pavement maintenance, curb/gutter and sidewalk maintenance, and landscaping and irrigation on all public rights-of-way and medians. The Street Maintenance section also maintains all storm drains and related facilities within the Town.

The Pavement Condition Index (PCI) is a measure of road conditions ranging from 0 to 100, with 0 equating to virtually non-existent roadway, and a score of 100 signifying excellent conditions. Roadways with a PCI score of 50 are generally considered to provide a fair level of riding comfort. The overall PCI rating for roadways in Moraga is 57, with some roadways, such as sections of Larch Avenue, within the 0 to 24 category, which is considered to be very poor.¹⁹ The Town has been implementing a Pavement Management Program since 2006, which focuses and prioritizes funding for work to improve the Town's roadways. Part of this effort has included crack sealing to delay continued pavement degradation.

Water and Sewer Services

Water

Water service is provided by East Bay Municipal Utilities District, which is the local retail water agency.

Sewer

Wastewater collection and treatment services are provided by Central Contra Costa Sanitary District, an independent special district.

Water and wastewater services were evaluated separately as part of LAFCO's Water and Wastewater Municipal Services Review and Sphere of Influence Updates.

¹⁹ Town of Moraga 2006.

Parks, Recreation, Library and Cultural Services

Parks, Recreation, and Cultural Services

The Town of Moraga owns and manages 57.5 acres of improved parkland and 250 acres of preserved natural open space. Moraga also operates several recreational facilities, including picnic areas, basketball courts, playgrounds, a band shell, volleyball courts, bocce ball courts, a disc golf course, a water play area, a par course, an outdoor amphitheater, and a skate park. Recreational facilities owned by the Town also include approximately two miles of multi-use trails. The Town owns and maintains the Hacienda de Las Flores Center on an 8.9-acre site, which is available for event rentals, as well as home to most of the Town's recreation programs. In addition, the Town has available an additional 27.7 acres of multi-use fields for use after school hours and on weekends. All total, with agreements, Town-owned assets, and park facilities owned by other agencies, the Town residents have over 722 acres of open space and parks available for their use and enjoyment. This provides almost 44 acres of parks, open space, and trails available for every 1,000 residents. In addition, residents enjoy 15 miles of public access trails.

The Town's Parks and Recreation Department, in conjunction with the Town's Parks and Recreation Commission, updates Master Plans, assists with fundraising events, and oversees parks and other recreation amenities and programs.

The Town recently ended a three-year cooperative relationship with the City of Lafayette, sharing recreation programs. Some recreation programs are offered in conjunction with EBRPD and the Lamorinda Seniors program. Additional programs and classes are taught by non-Town organizations and contractors, such as dog obedience and children's theater classes. The Town decided to take back recreational programming in order to have increased revenue opportunities through enrichment offerings.

The Town, as outlined in the Parks and Recreation Master Plan adopted in 2007,²⁰ intends to continue to add parklands, with special attention to athletic fields for soccer, youth baseball, softball, and a proposed dog park. The Master Plan also outlines the need for a new 30,000-square-foot community center, with indoor activity areas, meeting rooms, and a gymnasium. Lastly, the Master Plan calls for additional trails to be developed to enhance recreational activities for the Town's residents. The Parks and Recreation Master Plan also makes recommendations that the Town improve access for residents with disabilities and make the Town parks ADA (Americans with Disabilities Act) compliant.

Library

Library services within the Town of Moraga are provided by the Contra Costa County library system. The Moraga branch library located at 1500 St. Mary's Road was built in 1974. The library houses almost 64,000 volumes and offers books on tape, music and DVDs, computers for public use, and Wi-Fi access. The branch offers programs directed at various age groups, including child, teen and adult programs. The Moraga branch is open 35 hours per week on

²⁰ Town of Moraga 2007.

Tuesday through Saturday. Historically, the Town has contributed fiscally to the County to offset the operational costs. This is slated to change as of July 1, 2009, when the Town assumes most non-library function operational costs for the building and grounds. At this point, the Town will no longer contribute to the County for services.

Solid Waste Collection and Disposal Services

The Town's solid waste disposal services are handled by contract with Allied Waste Services, while recycling services are provided by Valley Waste Management. Moraga is a member of the Central Contra Costa Solid Waste Authority, which sets rates and established contracts for disposal services and green waste recycling services within the Authority's service area. Curbside recycling includes scheduled pick-up of used motor oil, automotive oil filters, electronic devices, and commingled waste. The latest diversion rate statistics from the California Integrated Waste Management Board indicate that Moraga has achieved a Board-approved "good faith effort" of 46% diversion of recyclable materials; the State-mandated benchmark diversion rate is 50% by the year 2000 (AB 939).²¹

SERVICE REVIEW DETERMINATIONS

In anticipation of reviewing and updating the Town of Moraga's SOI, and based on the information provided above, the following written Determinations are intended to fulfill the requirements of Government Code section 56430(a).²²

General Statements

- A. The Town has been proactive in addressing community needs, public services, and infrastructure improvements.

Infrastructure Needs and Deficiencies

1. Facilities infrastructure, including parks and public buildings, appears adequate to meet current needs.
2. Because of the location of Moraga and its roadway design, increases in traffic have caused congestion on several of the arterial roadways. This congestion has forced some traffic onto neighborhood residential streets. The Town has instituted a traffic calming policy, which involves synchronization of traffic signals, routing of traffic more efficiently, and placing traffic-restricting devices, such as speed bumps, on neighborhood streets.
3. A regional PCI has rated the Town's roadway infrastructure condition at 57. This is considered "fair condition" (50 to 69) and shows that the Town's roadway infrastructure is at

²¹ State of California Integrated Waste Management Board 2009.

²² This report addresses the nine determinations previously required under California Government Code section 56430. Changes to the code that became effective on January 1, 2008, now require analysis of six determinations.

risk. Future serious deterioration of roadways may result if sufficient funds are not expended to rebuild many of the aging streets within the Town.

Growth and Population Projections for the Affected Area

4. The Town has maintained a low growth rate since before it incorporated. Annual growth rates of approximately 0.5% are expected to continue to Town build-out. By 2030, the Town's population is projected to reach 18,300, an overall growth rate of 11%.

Financing Constraints and Opportunities

5. The Town has continued to realize budget shortfalls over the past several years and has to use reserve monies to balance its budgets. The Town continues to seek State grants to help fund some services.

Cost Avoidance Opportunities

6. The Police Department adopted 3/12 and 4/10 work schedules to help reduce overtime costs. This has resulted in improvements in service and lower cost through reduction in overtime.
7. Fire services within the Town are provided by the MOFD, an independent special district. Fire services are paid through a portion of the ad-valorem property tax increment collected by the District. Fire services are not included as part of the Town's budget.

Opportunities for Rate Restructuring

8. The Town recently reviewed fees for services and rentals and has adjusted rates to offset costs for these services.

Opportunities for Shared Facilities

9. The Town contracts with Contra Costa County Sheriff's dispatch services and 911 call services.
10. The Town has contributed funds to the school district for use of fields during non-school hours and weekends, providing additional park and recreational opportunities for Town residents.

Government Structure Options

11. There are no recommendations for any changes in governmental structure resulting from this Municipal Service Review. The Town operates as a general law Town with a council/manager form of governance.

Evaluation of Management Deficiencies

12. This Municipal Service Review identified that the Town has transferred funds from reserve accounts to balance the Town's budget, which is standard practice in governmental financial accounting.
13. The Town maintains a lean staff structure and requires maintenance personnel to be cross-trained in several jobs. Lean staffing exists across all departments, which requires staff to take on a variety of tasks and responsibilities, as well as to learn new skills.

Local Accountability and Governance

14. The Town maintains an easy-to-use website, although information contained on the website is sometimes outdated. The fiscal year 2009/10 Town budget is available on the website.

SPHERE OF INFLUENCE RECOMMENDATIONS AND DETERMINATIONS

The Cortese-Knox-Hertzberg Local Government Reorganization Act 2000 requires that LAFCO review and update SOIs for each special district and city within each county not less than once every five years.

An SOI is defined by Government Code section 56076 as a "Plan for the probable physical boundaries and service area of an agency, as determined by the Commission." SOIs are a planning tool used by a local agency to conduct service and facility planning for areas that it intends to annex and serve in the future. The establishment or amendment of an SOI may take several forms. An SOI may be coterminous with an agency's boundaries, indicating that the agency is at its ultimate configuration, with no land area growth anticipated in the near future. An SOI may extend beyond the current boundaries of the agency, indicating that future annexations are anticipated and that the agency is the appropriate service provider for the area. An SOI may also be smaller than the agency's boundaries, indicating that future detachments may be appropriate. Lastly, the Commission may adopt a "zero" SOI, which would indicate that a potential dissolution of the agency may be appropriate.

Given the considerations addressed in the Municipal Service Review, two SOI options are identified for the Town of Moraga:

- **Retain the Existing SOI**

If the Commission determines that the existing government structure is appropriate, then the existing SOI should be maintained. This option would enable the Town to continue to include the areas within its SOI in its long-range planning.

- **Adjust the SOI to Coincide with the Town's Urban Limit Line**

If the Commission determines that the ULL is the appropriate planning boundary for the Town of Moraga, then the SOI should be amended to remove those areas of the existing SOI which lie outside of the countywide ULL.

The Town of Moraga has a LAFCO-approved SOI, which includes area (0.2 square miles) beyond the Town limits. This SOI consists of two areas south of the Town that open into Bollinger Canyon. Land use designations for these areas are Open Space, and they are currently undeveloped. Both of these SOI areas are outside of the county-wide and locally adopted ULL. The establishment of ULL seeks to protect agricultural and open space lands from urban development.

Recommendations

It is recommended that the Commission amend the SOI of the Town of Moraga, removing all SOI outside of the ULL to coincide with the Town limits. The amended SOI would be coterminous with the Town limits. In adopting the amended SOI, the Commission is indicating that the existing incorporated boundaries of the Town represent the ultimate boundary configuration for the Town, with no annexations anticipated in the future.

Table VII-1 – Town of Moraga

SOI Issue Analysis

Issue	Comments
SOI update recommendation	Amend the SOI to match the adopted ULL, which coincides with the countywide voter-approved Measure L. The recommendation would amend the SOI to be coterminous with the Town limits.
Services provided	The Town provides municipal services, including police, parks, recreation, stormwater, streets, and local planning. Fire prevention service is provided by the Moraga-Orinda Fire District, water service is provided by EBMUD, and wastewater collection and treatment services are provided by Central Contra Costa Sanitary District.
Present and planned land uses in the area	The Town is semi-rural in atmosphere, with large amounts of open space and low-density residential development. The Town is watchful of development outside of Town boundaries for impacts on Moraga. Present land uses within the SOI are rural large-lot single-family homes; most areas within the SOI remain undeveloped and are outside of the adopted ULL.
Potential effects on agricultural and open space lands	Reduction of the SOI to match Town limits will have no impact on open space lands currently within the existing SOI. None of the territory within the current SOI is involved in commercial agricultural uses.
Projected population growth	The Town and SOI areas have historically experienced low growth rates. Growth has averaged approximately 0.5% annually. This low growth rate is expected to continue.
Present and probable need for public facilities and services in the area	The existing SOI area is largely uninhabited and not developed, with minimal services required. The Contra Costa County Sheriff's Department, the MOFD, and the Contra Costa Library system provide service to the area. Some residential dwellings within the SOI are receiving water service from EBMUD. None of the SOI areas are receiving wastewater services. The existing SOI has no need for additional municipal services, which could be provided by the Town.
Opportunity for infill development rather than SOI expansion	Moraga through infill development is expected to reach build-out sometime around 2027. The Town is currently at approximately 85% of build-out. No future annexations are anticipated for the Town.
Service capacity and adequacy	The present service capacity of the Town is adequate for the needs of the community, with the exception of roadway maintenance. The Town's spending on roadway maintenance is not adequate to maintain the roadway infrastructure; a pavement index study shows that the Town has a PCI rating of 57, which is at the low end of the fair classification. No other service-related issues were identified in the Municipal Service Review.

Table VII-1 (Continued)

Issue	Comments
The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency	There are no unincorporated communities within the SOI or planning area of the Town. The incorporated City of Orinda is to the northwest, and the incorporated City of Lafayette is to the north. The three cities are often referred to as Lamorinda, reflecting the closeness of the communities. No changes to any of corporate boundaries are anticipated.
Effects on other agencies	Amending the SOI to match the ULL and Town limits will not have an effect on any agency providing services in the area.
Potential for consolidations or other reorganizations when boundaries divide communities	The Town's boundaries are consistent with the historical boundaries of the community of Moraga, and do not divide any other community.
Location of facilities, infrastructure, and natural features	Most Town governmental facilities are located in central Moraga, at 329 Rheem Blvd. Parks and open spaces are located throughout the Town. Moraga is situated on the eastern face of the Berkeley Hills, with rolling hills throughout the Town.
Willingness to serve	The Town provides local government and services to its citizens, and, as such, the Town is willing to provide those services within its Town limits.
Potential environmental impacts	The recommended SOI amendment removing existing SOI to match the adopted ULL and Town limits would be exempt from the provisions of the California Environmental Quality Act section 15300.2 (c).

The map displays the Moraga, CA area with the following features:

- Urban Limit Line:** Indicated by a solid black line.
- City SOI:** Indicated by a hatched pattern.
- City Boundary:** Indicated by a solid grey fill.
- Areas Proposed for Removal from SOI:** Indicated by a solid red fill.

Geographic labels include Orinda, Moraga, Lafayette, St. Marys Rd, Pleasant Rd, Pinehollow Rd, and various local streets like Moraga Rd, San Jose Rd, and Oakridge Rd. The map also shows the San Ramon River and Lake Berryessa.

This map was created by the Contra Costa County Community Development Department and is not for sale. The Contra Costa County GIS Program, Santa Clara, CA, provided CityLink, the software from the City State of California, to create this map. While the data is from the GIS, the County is not responsible for its accuracy. The map contains copyright information and may not be shared. It may reproduce in its current state if the source is due. Users of the map agree to use it in accordance with the Contra Costa County disclaimer of liability for copyright information.



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VIII. CITY OF ORINDA

LOCATION, ADMINISTRATION, AND OPERATIONS

Orinda was incorporated on July 1, 1985. The City is bounded to the southeast by the Town of Moraga, to the east by the City of Lafayette, and elsewhere by unincorporated Contra Costa County. The City encompasses approximately 12.8 square miles and has a Sphere of Influence (SOI) that is coterminous with its corporate boundary. In addition to the City limits/SOI, the Planning Area includes 2.9 square miles of unincorporated area. (Refer to Exhibit VIII-A: City of Orinda Sphere of Influence and Voter-Approved Urban Limit Line.) The current City population is approximately 17,540.¹

Orinda is situated in an area of secluded valleys and hills, surrounded by a backdrop of larger hills. The average elevation within the City is 495 feet above mean sea level.

Land uses in the City are characterized by low-density residential uses, with medium-density residential uses in the Orinda Woods area, and open space and park uses throughout the City. Downtown commercial and office uses are located within the Spring Hill area in the vicinity of the State Route 24/Camino Pablo Interchange.

The City is served regionally by State Highway 24, Interstate 680, and the Bay Area Rapid Transit (BART) system. Bus transit service is provided by the County Connection, with routes along Moraga Way, and service to the Orinda BART Station.

City Governance

Orinda is a “general law city,”² and operates as a municipal corporation pursuant to the laws of the State of California.³ Orinda uses a “Council-Manager” form of government.⁴

City Council

The City is governed by a publicly elected, five-member City Council, which consists of a Mayor, a Vice Mayor, and three Council Members. Council Members are elected “at large” in even-numbered calendar years for staggered four-year terms. The Mayor and Vice Mayor are selected by the Council for one-year terms.

¹ State of California, Department of Finance 2008.

² Under the California State Constitution, Article 11, Section 2, and California Government Code, section 34102, cities organized under the general law of the State are “general law cities” as opposed to “charter cities,” which operate under an individual city charter.

³ California Government Code, section 34000 et seq.

⁴ The Council-Manager form is the system of local government that combines an elected legislative body (City Council) with the management experience of an appointed local government manager (City Manager).

The City Council meets regularly at 7:00 PM on the first and third Tuesday of each month. Meetings are held at the Orinda Library Auditorium, 26 Orinda Way, Orinda. City Council agendas are posted in the City's Civic Center and on the City's website, www.ci.orinda.ca.us.

City Council members do not receive compensation for their service.

City and Regional Commissions and Committees

The City has four commissions and seven committees. Commissions include: Citizen's Infrastructure Oversight Commission, Parks and Recreation Commission, Planning Commission, and Public Safety Commission. Committees include: Corporation Yard Subcommittee, Historic Landmarks Committee, Planning Process Review Task Force, Public Works Aesthetic Review Committee, Traffic Safety Advisory Committee, Budget and Finance Committee, and Revenue Enhancement Task Force. Details on these Commissions and Committees are available on the City's website.

In addition, the City Council appoints representatives to the following agencies and boards: the Association of Bay Area Governments (ABAG), the Bay Area Water Quality District, the Delta Diablo Sanitary District, the Contra Costa County Library Commission, and the Contra Costa Mosquito and Vector Control District.

City Information

The City maintains a website that is updated regularly with City news. Public hearing items for the City Council are published in the Contra Costa County Times and are posted at City Hall and on the City's website.

City Operations

City government operates with five City departments, including 1) Administration, 2) Planning, 3) Police, 4) Parks and Recreation, and 5) Public Works and Engineering Services. An overview of each municipal function is provided below.

- **Administration Department:** The Administration Department is the principal responsibility of the City Manager, who supervises government operations and implements the policies adopted by the City Council. The City Manager's duties include: overseeing preparation of the budget, directing day-to-day operations, managing personnel matters, and serving as the Council's chief policy advisor. The Administration Department includes the following divisions:

General Services—The General Services Division provides support services to the City's departments, including Information Technology.

City Clerk—As the liaison and primary point of contact for the public and staff regarding the actions of the City Council, the City Clerk is responsible for maintaining the official records of the City. The City Clerk also administers local elections, prepares agendas for public meetings of the City Council, attends the meetings, records the actions taken by the City Council, and ensures that the meetings are conducted in accordance with the

Brown Act.⁵ The City Clerk also maintains custody of, and affixes, the City seal to legal documents and administers the oath of office to newly elected Council members.

Finance—The Finance Division provides financial analysis and reporting, billing, procurement, and vendor transaction services for City departments.

Human Resources—The Human Resources Division is responsible for administration of employee benefits, recruitment and selection, wage and salary administration, training, performance management, EEO compliance, health and safety, and employee relations.

- Planning Department: This Department provides professional and personalized service relative to the overall physical development of Orinda, consistent with the Orinda General Plan,⁶ Zoning Ordinance,⁷ Hillside and Ridgeline Design Guidelines,⁸ and all other applicable property development standards. The Planning Department is responsible for the implementation of the City's General Plan and Development Code. The Department is also responsible for managing all land use entitlements in accordance with the Subdivision Map Act,⁹ California Environmental Quality Act (CEQA),¹⁰ and Planning, Zoning regulations.
- Police Department: While identified as a City Department, police services are provided through a contract with the Contra Costa County Sheriff's Office. This contract provides the City of Orinda with a full spectrum of police services. Active reserve officer, cadet, and citizen volunteer programs assist the department in its service to the community. In addition to this staffing, the department has two full-time support personnel to provide clerical support and parking enforcement.
- Parks and Recreation Department: The Parks and Recreation Department responsibilities include all recreation programming, facility maintenance, and landscape maintenance for public rights-of-way.
- Public Works and Engineering Services: The Public Works Department is responsible for maintenance activities along approximately 95 miles of public right-of-way, including road and traffic signal maintenance, flood control and drainage, and vegetation maintenance. The City Engineer is responsible for administration of the Capital Improvement Program (CIP); design and construction administration of public infrastructure improvement projects; technical review of development applications; stormwater management, drainage plans and erosion control plans; traffic

⁵ California Government Code, sections 54950–54963.

⁶ City of Orinda 1987.

⁷ City of Orinda 2008b.

⁸ City of Orinda 1988.

⁹ California Government Code, sections 66473–66498.

¹⁰ Public Resources Code, section 21000 et seq.

management; and Americans with Disabilities Act (ADA) compliance in accordance with City standards.

Other services provided by special districts and contracted services include fire, water, wastewater collection and treatment, solid waste services, recycling, library services, and animal control.

- Fire Services

The Moraga-Orinda Fire District (MOFD) provides fire services to the City.

- Water Services

The East Bay Municipal Utilities District provides water services to the City.

- Wastewater Collection and Treatment Services

The Central Contra Costa Sanitary District provides wastewater services to the City.

- Solid Waste Services

Allied Waste Services provides solid waste services to the City.

- Recycling

Valley Waste and Recycling provides recycling services to the City.

- Library Services

The Contra Costa County Library system provides library services to the City.

- Building Services

Building Services are provided by Contra Costa County.

- Other Services

Contra Costa County provides animal control services to the City.

City Infrastructure

City of Orinda public land includes a newly constructed City Hall, Community Center, parks, and street rights-of-way, as well as other facilities. There are 95 miles of public, dedicated streets within the City.

Budget

Orinda now uses a 2-year budget process, effective fiscal year ending 2010. The fiscal year 2008/09 budget process entailed the incorporation of a recently formed Finance Advisory Committee that met five times to provide guidance and feedback to City staff. In addition to meetings with the Finance Advisory Committee, the City Council held five budget workshops, open to the public, culminating in the Final Draft Budget which was approved by the City

Council on June 17, 2008. The 2008/09 City budget reflects revenues in the amount of \$11.5 million and expenditures of \$11.5 million.¹¹

Orinda's budget is segregated into 14 funds, with the General Fund being the largest component. An expanded review of the General Fund and other funds follows.

General Fund

The City's adopted budget for 2008/09 anticipates General Fund revenues of \$10,282,973 and expenditures of \$10,210,796.

The General Fund is the primary financing mechanism for City operations with "unrestricted" revenues from a variety of sources. Projected General Fund Revenues and Expenditures for the 2008/09 fiscal year follow:

Revenues

Property Taxes	\$3,646,812
Supplemental in lieu of Vehicle License Fee	\$1,419,307
Supplemental in lieu of Sales	\$244,614
Sales Taxes	\$736,333
Franchise Tax	\$972,598
Property Transfer Taxes	\$183,489
Homeowners Tax Reimbursement	\$34,613
Lease and Interest	\$626,733
Recreation Fees	\$1,256,983
Development Service Fees	\$842,966
Other Government Agencies	\$318,525
Total General Fund Revenue	\$10,282,973

Expenditures

Administration Services	\$1,357,096
City Attorney	\$370,000
City Clerk	\$199,970
City Council	\$47,455
City Manager	\$499,404
Engineering	\$387,243
Parks and Recreation Services	\$1,976,492
Planning	\$817,850
Police Department	\$3,592,434
Public Works	\$900,284
Lighting and Landscape Assessment Dist	\$62,568
Total General Fund Expenditures	\$10,210,796

¹¹ City of Orinda 2009a.

In fiscal year 2008/09, the City's primary General Fund revenues include property tax (35%) and other taxes (35%). Property taxes have remained stable over the past several years, primarily due to the fact that median home values based on assessed valuation are approximately \$500,000, while the median market value of homes sold in the first four months of 2009 is \$1.05 million. Therefore, turnover in residential real estate results in substantial increases in property tax. Historically, Orinda's property taxes have increased approximately 6% per year. Due to the recent downturn in the economy, the City projects its 2008/09 assessments to increase by approximately 1.6%. With regard to expenditures, the primary General Fund expense is contracts (47%) (including Police Services), followed by salaries (27%), and services and materials (15%).

Internal Service Funds

Internal Service Funds are General Fund monies used to allocate costs over all functions and include: Building Maintenance, General Plan, Information Systems, Insurance Fund, Vehicle Replacement, and Slope Stabilization. Total revenues from these funds for are projected at \$197,824, and expenditures are projected to total \$342,248 for fiscal year 2008/09. All of the Internal Service Funds show positive balances for fiscal year 2008/09, with cumulative fund balances totaling \$1,700,827.

Special Revenue Funds

Special Revenue Funds account for non-discretionary monies that may be used by the City for specific purposes. Orinda has established eight special revenue funds, most of which derive their monies from specific sources, such as grants, assessments, and developer fees. In 2008/09, Orinda expects to accrue \$1,073,130, comprised primarily of Orinda Youth Association Sports Fees (31%), Stormwater Utility Assessments (28%), and Library Assessments (19%). The special library parcel tax was recently renewed from \$27 per parcel to \$39 per parcel with no sunset. Expenditures in the eight special revenue funds are anticipated to be \$1,046,024. Major expenditures include Library (21%), Orinda Youth Association (33%), and Stormwater Utility (29%).

Reserves

The City has chosen, as a goal, to maintain an unrestricted fund balance of over \$5,000,000. The unrestricted fund balance for 2008/09 fiscal year is proposed at \$7,281,883. The restricted/designated Reserve balance of the General Fund is \$2,648,709.

Debt Service

The City holds a Certificate of Participation for new City Offices, originally issued for \$9.8 million in September 2005, with annual debt payments of approximately \$620,000. In 2007, the City moved the City Hall Project Fund from the Debt Service Fund to the Capital Improvements Fund.

Capital Improvement Program

The City's CIP is a multi-year planning program for the construction of new facilities and infrastructure, and for the expansion, rehabilitation, or replacement of City-owned assets. The CIP covers a five-year period, and is updated by City staff and approved by the City Council each year. For the five-year period fiscal year 2007 through fiscal year 2012, Orinda has 34 CIP

projects, with 21 that are currently budgeted for fiscal year 2008/09.¹² The City Hall project has been completed. Two projects are currently nearing completion, with an additional six projects designed, sent out to bid, or under construction. Details on these and other future projects under consideration are contained in the "City of Orinda Capital Improvement Plan 2007/08 – 2011/2012."¹³

There are a number of major funding sources available to fund CIP projects. For the 2008/09 fiscal year, these include: Traffic Impact Fees (\$814,500), Measure C Return to Source (\$356,000), Gas Tax (\$429,000), Garbage Franchise Fees (\$366,000), combined with other funding and grants, as well as General Fund monies, resulting in a total 2008/09 budget of \$6,058,533.¹⁴

Major projects for fiscal year 2008/09 that were programmed in the Capital Improvement Plan included: Pavement Management Program (approximately \$1 million), Moraga Way Pavement Rehabilitation (\$2.8 million), Manzanita Drive Bridge Replacement (\$1.9 million), Miner Road Bridge Seismic Upgrade (\$775,000), and Classrooms/Community Center/Theater (\$600,000).

CITY PLANNING BOUNDARIES AND GROWTH

City Boundaries

City Limits

Within the existing corporate boundaries (City Limits) are approximately 8,192 acres (12.8 square miles). The City Limits extend to the corporate boundaries of the cities of Lafayette and Moraga to the east, north to unincorporated areas adjacent to the Briones and San Pablo Reservoirs, and west to unincorporated areas on the western boundary of the County.

Sphere of Influence

The currently adopted SOI for the City includes approximately 12.8 square miles and is coterminous with the City Limits.

Planning Area

The Orinda Planning Area as determined by the Planning Commission and City Council includes the Siesta Valley and other public and privately held lands west of the City which are currently in open space. In addition to the City limits/SOI, the Planning Area includes 2.9 square miles of unincorporated area.

¹² City of Orinda 2009a.

¹³ City of Orinda 2008a.

¹⁴ City of Orinda 2009a.

Urban Limit Line

Contra Costa voters approved Measure L, which established the current countywide Urban Limit Line (ULL) in 2006. (Refer to Exhibit VIII-A.) On February 17, 2009, the City of Orinda adopted Resolution 14-09, which adopted the County's ULL.

General Plan

The Orinda General Plan was adopted in May 1987, and the most recent comprehensive update was adopted in November 1994.¹⁵ An update of the Housing Element was subsequently adopted in October 2004.¹⁶ According to the California Department of Housing and Community Development (HCD), this Housing Element is out of compliance with state housing law. The General Plan planning period was established for 20 years, extending from 1987 to 2007.

The General Plan provides a policy framework for development decisions. It has three functions:

1. To document agreement between the Orinda Planning Commission and the Orinda City Council concerning long-range development policies;
2. To provide a basis for judging whether specific private development proposals and public projects are in harmony with the policies; and
3. To allow other public agencies and private developers to design projects that are consistent with City policies.

The Orinda General Plan consists of the text and Plan maps in *Volume I, City of Orinda General Plan: Plan Policies*. *Volume II, City of Orinda General Plan: Technical Supplement and Environmental Impact Report* (EIR) and contains the background information on the issues that resulted in the Plan policies. Volume I is referred to as the "Plan Policies Report" and Volume II as the "Technical Supplement/EIR." State planning law calls for seven General Plan elements: Land Use, Circulation, Housing, Conservation, Open Space, Noise, and Safety.¹⁷ The elements are grouped in three General Plan sections in Volume I as follows: Land Use and Circulation Section (Land Use, Circulation, Open Space, Parks, Schools, and Utilities elements) Housing Section (Housing Policies; the full Housing Element is included in the Technical Supplement/EIR), and the Environmental Resources Management Section (Conservation, Safety, and Noise elements).

The City plans to update the General Plan in the next 5 years, and the preparation of the Housing Element is currently in process.

¹⁵ City of Orinda 1987.

¹⁶ City of Orinda 2004.

¹⁷ California Government Code, section 65302.

Population Growth

In the 1920s, Orinda was a rural community as a natural product of its topography and inaccessibility. With completion of the Broadway Low Level (Caldecott) Tunnel in 1937, Orinda became the most accessible "country" environment in the East Bay. Between 1940 and 1970, more than 57% of Orinda's 6,600 homes were built, some in tracts, but many as custom homes on hillside lots with minimal grading. Most of Orinda is mature, and nearly built out.

The City's current population is approximately 17,500.¹⁸ Population is expected to increase 5% by 2030, growing at a modest annual rate of approximately 0.22% to approximately 18,700.¹⁹ This growth rate equates to addition of approximately 40 residents per year.

Jobs-Housing Balance

ABAG estimates that in 2010 there will be 6,320 jobs within the City and 8,040 employed residents.²⁰ This results in a jobs-to-employee ratio of 0.79. A ratio of 1.00 indicates that there is a numeric balance between the number of jobs and the number of employed residents in a community. A ratio of less than 1.00 typically indicates that a community is "job poor" and that its residents commute to jobs in other areas, and the community's economic development has not kept pace with its housing growth.

Vacant Land

The City of Orinda completed a comprehensive survey of vacant residentially zoned parcels in the City in May 2000.²¹ The results of the survey indicated that there were 368 parcels in the City that could accommodate new residential development. The 368 vacant parcels identified in the survey could potentially support the construction of approximately 646 additional dwelling units in the City.

Although approximately 645 vacant residentially zoned acres were identified by the City in the survey, most of this acreage consists of residential infill sites in areas with allowable densities ranging from between 1 and 4 dwelling units per acre. This vacant land area represents less than 11% of the City's total land area and is indicative of the fact that the City is nearly built out. The vast majority of this undeveloped acreage is located in hillside areas.

Some intensification of development could occur on the Orinda School District-owned Pine Grove site and within the City's existing downtown districts, including development containing a mixed-use component. In addition, there are many single-family zoned parcels located

¹⁸ State of California, Department of Finance 2008.

¹⁹ ABAG 2008.

²⁰ These estimates (ABAG 2006) include the City's SOI.

²¹ City of Orinda 2004.

throughout the City, where the construction of second units on lots with existing, single-family dwellings could occur.

<u>Area</u>	<u>Types of Uses</u>	<u>Vacant Land</u>
North Orinda	Residential	118 acres
Wagner Ranch	Residential	5 acres
Manzanita	Residential	15 acres
Country Club	Residential	10 acres
Orinda Woods/St. Stephens	Residential	19 acres
El Toyonal	Residential	30 acres
Downtown	Commercial	1 acre
Southhills	Residential	20 acres
Southwood Valley	Residential	43 acres
Oak Springs	Residential	4 acres
Castlegate (including Phase II)	Residential	37 acres
Gateway	Residential	118 acres
Glorietta	Residential	9 acres
Rheem	Residential	28 acres
Crestview/Lost Valley	Residential	46 acres
Ivy Drive	Residential	<u>142 acres</u>
Total		645 acres

Development Projects

On November 18, 2003, the Orinda City Council adopted the Pine Grove Neighborhood Design Policies and Guidelines, establishing land use policies consistent with Orinda's downtown village design.²² After the policies and guidelines were established, the school district entered into an agreement with Pulte Homes for sale and purchase of the 11-acre surplus school district property.

On May 17, 2005, the City received a formal application from Pulte Homes for development of the 11-acre Pine Grove site and the adjacent 3.1-acre City-owned ball fields. The development proposal contained: 80 homes (later revised to 73 homes), relocation of the City-owned ball fields to the area near the northwesterly corner of the project site, and construction of an approximately 6,000-square-foot Orinda Union School District office building to replace the existing District offices on the site. The Planning Commission held public hearings on the project starting in August 2007, and the Draft EIR was complete and circulated for public review in the fall of 2007.²³ The Planning Commission certified the Revised Final EIR and approved the land use entitlements for the Project in July 2008, and the City Council approved the General Plan and Zoning Map amendments and the Planned Development Plan for the project in September 2008.

²² City of Orinda 2003.

²³ City of Orinda 2007.

ABAG's Regional Housing Needs Allocation (RHNA) for Orinda for the 2001–2006 Housing Element planning period was a total of 221 dwelling units. A year-2000 survey of vacant, residentially zoned parcels in Orinda indicated that there were 368 parcels in the City that could accommodate 646 additional dwelling units.²⁴ The City's "fair share" of the below-market-rate housing need is accommodated through the U.S. Department of Housing and Urban Development (HUD)-funded 150-unit Orinda Senior Village project, which recently renewed its affordability restrictions, and through the development of second dwelling units constructed throughout the single-family residential neighborhoods of the community. The City of Orinda also collected a \$2.5 million payment from the developers of Gateway Valley for the development of very-low- and low-income housing on the City's former library site.

Growth Management

Growth Management is addressed as a separate Element in the Orinda General Plan, pursuant to the Countywide transportation Measure C approved in 1988. The purpose of the Growth Management Element of the General Plan is to establish policies and standards for traffic levels of service, and performance standards for parks, fire, police, sanitary facilities, water, and flood control in order to ensure generally that public facilities are provided consistent with the standards adopted in this element. The Growth Management Element also contains a discussion of housing options and job opportunities on a city, subregional, and countywide basis. By adopting and implementing this Element, the City of Orinda intends to establish a comprehensive, long-range program that will match the demands for public facilities generated by new development with plans, capital improvement programs, and development mitigation programs. The City's slope density ordinance also acts to control growth within the City by limiting the amount of development that may occur on existing undeveloped land.

Annexations

There have been two annexations to the City of Orinda since its incorporation in 1985.

Sphere of Influence Reductions and Expansions

There have been two SOI expansions in accordance with the annexations since the City incorporated in 1985. The City's SOI is coterminous with its boundary.

MUNICIPAL SERVICES

Public Safety Services

Police

The City's police services are provided via contract with the Contra Costa County Sheriff's Department. The contract provides for one Department Chief, one Administrative Sergeant,

²⁴ City of Orinda 2004.

one Detective Sergeant, nine Patrol Officers, one Traffic Enforcement Officer, and one Community Relations Officer for a total of 14 sworn positions. In addition to the sworn officers, the City employs two non-sworn personnel providing service directly to the City. Through the Sheriff's Department contract, the City has access to the entire range of services provided by the Department. Some of these services include forensics, helicopter/air support, narcotics enforcement, investigative services, homicide investigation, and anti-terrorism.

Average response time for priority-one calls in the City for 2007 was five minutes 22 seconds.²⁵ This time includes the length of time for the citizen to talk to dispatch and the travel time for the officer to respond on-scene. Response time has declined over the past five years.

For fiscal year 2008/09, the City has budgeted \$30,000 for its share of a joint comparative analysis of law enforcement service options, together with the cities of Danville and Lafayette. This study is scheduled to be completed by June 30, 2009.

The County Sheriff's office has informed the City that cost for police services will increase 9% over 2007/08 for the same levels of service.

According to the U.S. Federal Bureau of Investigation crime statistics for 2007, the City of Orinda had 13 violent crimes and 308 property crimes, with a rate of 1,739 crimes per 100,000 population. Crime rates are affected by a number of factors and reflect a city's population, concentration of youth, degree of urbanization, cultural and educational characteristics, geographic location, and modes of transportation, among others. Therefore, these rates are a good measure of changed conditions within a city over time, but should not be considered as a direct evaluation of the adequacy of police services between cities.

General Plan Performance Standards: Police

- The stated performance threshold contained in the City's General Plan Growth Management Element is to provide capital facilities sufficient to maintain an average two-beat minimum patrol configuration.

Fire

MOFD provides fire services to the communities of Moraga and Orinda. The District was formed July 1, 1997, with the merger of the Moraga Fire Protection District and the Orinda Fire Protection District. The MOFD serves an area of approximately 63 square miles. Presently, the District has an Insurance Services Office (ISO) fire protection rating of 3/9. The lower the number, the higher the level of protection offered. The "3" reflects the service level within the incorporated cities, while the "9" reflects the service level in the unincorporated areas served by MOFD. The higher number in the unincorporated areas is more indicative of water supply and the steep hilly terrain than the equipment or manpower available in those areas.

²⁵ City of Orinda 2009b.

The District maintains five fire stations, with three located in Orinda and two in Moraga. Orinda's fire stations' location, labor resources, equipment, and number of calls for service follow.

Station 43 is located on Via Las Cruces, in a single-family residential neighborhood with large amounts of open space areas. The department runs three shifts of three personnel per shift at this station. Station 43 is equipped with one 1996 Spartan IILD Type I engine (E143), one 1988 Ford Type 4 truck (E443), and one rescue boat. Station 43 received 624 calls for service in 2007.

Station 44 is located on Orchard Road in an area surrounded by residential, institutional, and open space lands. The department runs three shifts of three personnel per shift at this station. Station 44 is equipped with one 1996 Spartan IILD Type I engine (E144), one 1984 Ford Water Tender (E443), and one 1999 International Ambulance (M144). Station 44 received 452 calls for service in 2007.

Station 45 is located on Orinda Way, in an area surrounded by commercial, institutional, residential, and open space lands. The station is also near the Orinda Country Club and the Civic Center. The department runs three shifts of six personnel per shift at this station. Station 45 is equipped with one 1998 Spartan Hi-Tech Type I engine (E145), one 2002 Westates Type III engine (E345), and one 2002 Ford Ambulance (M145). In addition, the station houses the battalion chief and assigned vehicle, as well as one 1998 Beck Type I unit, which is a reserve unit. Station 45 received 1,414 calls for service in 2007.

District policy for first response to a residential structural fire event calls for response by four engine companies, one truck squad, one ambulance with advanced life support equipment, and the on-duty battalion chief. This places between 8 and 12 fire-fighting personnel on scene.

For fiscal year 2008/09, the MOFD has an adopted budget of \$18,671,871, of which 87% comes from property tax assessments, 5% from fire flow funds, 5% from charges for service, and 3% from investment income. The MOFD receives approximately \$0.23 out of every property tax dollar collected within the District's boundaries. The District has just completed upgrades to each of its fire units, equipping each engine company with Thermal Imaging Scanners to aid in search and rescue operations, and all vehicles are now equipped with GPS navigation systems. The District has an ongoing fire flow (water supply) program for which the District inspects each of the 1,400+ fire hydrants for condition, fire flow, and operation. The hydrants were installed by East Bay Municipal Utilities District: some hydrants are old and in need of replacement. Not all areas currently have adequate fire flow, something which is being addressed through infrastructure planning, and, potentially, a future bond measure.

The National Fire Protection Association (NFPA) 1710 Standard establishes a goal of a five-minute response time from the time of dispatch to arrival on the scene, whenever possible.²⁶ Currently, MOFD meets the NFPA 1710 Standard 60% of the time, with an average response

²⁶ NFPA 2004.

time of five minutes and 20 seconds. The MOFD has in place auto-aide and mutual-aide agreements with surrounding fire protection agencies and with the California Department of Forestry.

The MSR for Moraga-Orinda Fire Protection District, adopted in 2004, showed that there were no major issues affecting the district's infrastructure, finances, or operations.²⁷ Contra Costa County LAFCO recently embarked on a comprehensive MSR update covering all fire and emergency services in the County. This report is expected to be completed in April 2009.

General Plan Performance Standards: Fire

- The stated performance threshold contained in the City's General Plan Growth Management Element is to respond to all structural fires with three engine companies.

Community Development Services

Planning

The Planning Department is responsible for the implementation of the City's General Plan and Development Code. The Department is also responsible for managing all land use entitlements in accordance with the Subdivision Map Act,²⁸ CEQA, and Planning, Zoning regulations.

The Planning Department manages land use entitlements for proposed residential and commercial projects, including:

- Preparation of initial studies and EIRs
- Site plan review
- Design review
- Conditional Use Permit
- Tract Map
- Parcel Map
- General Plan/Development Code Amendments
- Preparation of Conditions of Approval
- Public Hearings – City Council and Planning Commission.

The Planning Department is budgeted for 6.2 employees in fiscal year 2008/09.

²⁷ MOFD 2004.

²⁸ California Government Code, sections 66473–66498.

Building

Building services are provided through Contra Costa County. In fiscal year 2007/08, 441 building permits were issued in Orinda and, as of June 10, 2009, 357 building permits were issued in fiscal year 2008/09.

Housing

The City typically does not solicit its share of the Contra Costa County federal housing funding. The City's ability to use housing assistance programs such as Community Development Block Grant is limited by market and housing characteristics that hinder its ability to effectively meet the requirements and compete for participation in such programs.

The City's high housing values result in rents that generally exceed the maximum levels for participation in the federal Section 8 Rental Assistance Program.²⁹ Federally subsidized rental housing in the City of Orinda is currently provided in the 150-unit Senior Village project that was developed with the use of HUD 202 funds. There are no other low-income, multi-family rental units in the City that have been constructed with the use of federal assistance programs, state or local mortgage revenue bonds, redevelopment tax increments, in-lieu fees, or an inclusionary housing ordinance or density bonuses.

Key actions undertaken by the City to improve housing affordability include the following: Affordable Housing Incentive Program, State density bonus provisions, regulation of home sizes, construction of second dwelling units, coordination with non-profit housing providers, the Orinda Senior Village, and approximately 65 affordable units at the former library site.

In addition, the City continues to support the activities of the Contra Costa County Housing Authority. These activities include the support of services and programs conducted by the Authority to fight housing discrimination and continued coordination with the Authority to ensure full use of the Section 8 Rental Assistance Program in Orinda.

In the absence of a redevelopment agency, in 2007, the City embarked on a process to revitalize its downtown through the establishment of the Planning Process Review Task Force. The Task Force met over 140 times between October 2007 and May 2009, and its final report is anticipated to be completed in the summer of 2009. Central to the draft recommendations of the Task Force is the revitalization of downtown Orinda through: 1) an infusion of housing into downtown Orinda; 2) more-flexible zoning standards, including increasing the allowed building height up to 55 feet; and 3) a coordinated merchandising and leasing strategy.

Transportation and Road Services

Transportation

Public Works and Engineering Services is responsible for providing technical review of development applications to ensure that new development in the City proceeds in a manner that is consistent with the City's regulations and that impacts to existing infrastructure are

²⁹ 42 U.S.C. 5309.

mitigated. The Engineering Department also oversees development and implementation of transportation improvement projects through the CIP.

The Circulation Element of the Orinda General Plan characterizes non-BART-related transportation as occurring mostly along State Highway 24 and Camino Pablo/Moraga Way. Camino Pablo/Moraga Way is the largest arterial in the City, carrying over 23,000 average daily trips. Most of the trips originate from outside of the City.³⁰ Significant issues within the City include inadequate parking in the downtown area and narrow residential roads that discourage or preclude sufficient access and flow for new residential development.

There are 95 miles of public, dedicated streets within the City. Most streets within the City are local, many of which lead into older established hillside developments. The City's Neighborhood Traffic Management Program creates a process whereby neighborhoods can work cooperatively with the City to enact measures that help to decrease speeding and other safety-related problems, as well as improve pedestrian and bicycle access and safety. Measure C, a countywide sales-tax ballot measure, provides over \$300,000 annually for transportation projects in Orinda. Because of the semi-rural nature of Orinda and the age of many of the public streets, many streets are in poor condition, with an average pavement index of 47, the lowest rating in the County. The City estimates that by 2011 the pavement index will decrease to 41. A pavement condition index rating is a statistical measurement of a roadway's condition, taking into account pavement condition, base, pavement thickness, age, and utilization. The measurement gives a rating on a scale of 0 to 100, with 100 being perfect condition. The City is expending significant amounts of its CIP funds on roadway and infrastructure repair, rehabilitation, and improvements. Orinda voters have twice rejected bond measures to fund road improvements, with the last measure in 2006.

Many of the City's intersections are also impacted by increased traffic congestion, much of which originates from outside of the community. Of the 10 major intersections within the City, none are operating above a level D, with five at a D level and five at an E level. On the operational evaluation scale, A = superior operating efficiency and F = very poor operating efficiency.

Public transportation is readily available to residents and workers via one BART station and Central Costa County Transit Authority bus service.

General Plan Performance Standards: Transportation

- The Growth Management Element contains the following performance standards for intersection operations:
 - Rural: LOS low-C (70 to 74) (V/C)
 - Semi-Rural: LOS high-C (75 to 79) (V/C)

³⁰ City of Orinda 1987, p. 13.

- Suburban: LOS low-D (80 to 84) (V/C)
- Urban: LOS high-D (85 to 89) (V/C)
- Central Business District: LOS low-E (90 to 94) (V/C).

Road Services

The Orinda Public Works Department is responsible for maintenance activities along approximately 95 miles of public right-of-way. The Public Works Department responds to and is responsible for issues such as: traffic signal outages, roadway/trench failure, trees/debris in street, street sign repair and maintenance, and pavement maintenance and pothole repair.

Water and Sewer Services

Water

Water service is provided by East Bay Municipal Utilities District, which is the local retail water agency.

General Plan Performance Standards: Water

- The stated performance threshold contained in the City's General Plan Growth Management Element is to provide a secure, reliable, high-quality water supply to customers.

Sewer

Wastewater collection and treatment services are provided by Central Contra Costa Sanitary District, an independent special district.

General Plan Performance Standards: Sewer

- The stated performance threshold contained in the City's General Plan Growth Management Element is to provide capacity to carry and treat 100 gallons per capita per day for residential uses and 1,500 gallons per acre per day for commercial uses. Sewer mains should be designed to be 2/3 full and trunk lines should be designed to be 100% full.

Water and wastewater services were evaluated separately as part of LAFCO's Water and Wastewater Municipal Services Review and Sphere of Influence Updates.

Parks, Recreation, Library, and Cultural Services

Parks and Recreation, and Cultural Services

The Parks and Recreation Department responsibilities include all recreation programming, facility maintenance, as well as landscape maintenance for public rights-of-way. Revenues for the department include user fee revenues and General Fund allocations. The Parks and Recreation Department is budgeted for 10.65 positions in fiscal year 2008/09. The Orinda Parks and Recreation Department provides over 400 classes for both youth and adults, and offers year-round sports and summer and holiday camps for children in preschool through grade

school. The Orinda Youth Association sports program includes spring and fall soccer, water polo, basketball, baseball, softball, and volleyball.

The City maintains and owns approximately 24 acres of park and recreation lands, which by itself is below the adopted parkland standard.

Orinda's existing recreational facilities include:

- The Orinda Community Center—a historic facility (1928) that was the first Orinda Union High School. The Community Center features meeting rooms, classrooms, an auditorium, and kitchen.
- Orinda Oaks Park—a 12-acre park with a playing field, barbeque facilities, picnic tables, horseshoe pit, grass volleyball court, and hiking trails (adjacent 111 acres).
- Orinda Sports Field and Pine Grove Field—an 11-acre multi-use park, which includes sports fields for baseball, softball, and soccer.

The City also participates in a joint-use agreement with the Orinda Union School District to share the gymnasium at Wagner Ranch Elementary. The City's General Plan mentions the desire to use other school facilities for recreational purposes and proposes to consider taking over school facilities in the event they are ever declared surplus by the school district.

The department also oversees landscape care and parks maintenance at City facilities, as well as Orinda Oaks Park, Orinda Oaks Open Space Preserve, Orinda Library, downtown, landscape medians and mini-park, City Hall, and the former library site.

General Plan Performance Standards: Parks

- The Open Space, Parks, Schools, and Utilities Element of the Orinda General Plan states as a guiding policy to retain existing private and public recreational open space, and acquire additional land for public park development to meet the needs of all sectors of Orinda and all age groups in the community. The General Plan Growth Management Element identifies a performance standard for parks as: dedication of parkland or payment of an in-lieu parkland dedication fee equivalent to five acres of parkland per 1,000 residents for new residential development. This standard is referenced in Orinda's Park Dedication & In Lieu Fee Ordinance and General Plan Policy 2.2.1.E.

While the City acknowledges that it needs to increase its inventory of public recreation space, its General Plan policies reflect specific implementing policies, including land dedication and in-lieu fees that will help the City reach its goal. However, due to the limited development opportunity within the City, these goals must be supplemented by other actions if the City is to adequately meet local recreational needs. The following are specific actions that the City of Orinda is taking to meet local recreational needs:

- Allow new developments, such as the 245-home residential development (Wilder) that includes a Community Facilities District, which will assess the homeowners for maintenance of recreational facilities

- Explore other funding mechanisms under AB 1600 for park and recreation capital improvement
- Encourage and maintain the Parks and Recreation Foundation and Community Auxiliary to partially fund local projects with donations
- Explore a user's fee to contribute to maintenance of local facilities.

Library

Library services within the City of Orinda are provided by the countywide Contra Costa Library system. The Orinda branch is located at 26 Orinda Way, and offers a collection containing over 30,000 children's books and over 70,000 books in the general library collection. The library building was completed in 2002, and includes a large auditorium, as well as other smaller meeting areas which are available for public use. The branch is open seven days a week for a total 60 hours per week. The City, through a special parcel tax, provides supplemental funding for extended hours and special events.

The countywide library system has informed the City that for fiscal year 2008/09, the library operations budget will increase by 14% over the budgeted amount for 2007/08.

Solid Waste Collection and Disposal Services

The City's solid waste disposal services are handled by contract with Allied Waste Services, while recycling services are contracted to Valley Waste Management. The Central Contra Costa Solid Waste Authority reports that the City for 2007 achieved a diversion rate of 42% for recyclable materials. This does not meet the 50% diversion rate set by AB 939. Recycling services provided through Valley Waste Management include a "Single Stream" collection system, which allows mixing of paper and container recyclables, resulting in higher levels of recycling. The recycling drop-off/buy-back center serving the City is located in Walnut Creek.

SERVICE REVIEW DETERMINATIONS

In anticipation of reviewing and updating the City of Orinda's SOI, and based on the information provided above, the following written Determinations are intended to fulfill the requirements of Government Code section 56430(a).³¹

General Statements

- A. The City has been proactive in addressing community needs, public services, and infrastructure improvements.

³¹ This report addresses the nine determinations previously required under California Government Code, section 56430. Changes to the code that became effective on January 1, 2008, now require analysis of six determinations.

Infrastructure Needs and Deficiencies

1. The condition of the City's roadway infrastructure is rated at Poor, with a Pavement Condition Index (PCI) rating of 47. It is estimated that, by 2011, the PCI rating will fall to 41. The City is expending significant portions of its CIP funds on roadways but those funds are still inadequate to meet the needs.
2. The City's storm drain system is nearing the end of its design life and needs improvements or replacement to increase capacity and extend useful life.
3. The water system in the City is old, with areas within the City unable to maintain adequate fire flow requirements. Fire flow improvement needs identified by the MOFD include needs for water mains to be upgraded to six-inch-diameter mains, and upgrades to hydrants in some areas in Orinda that have low pressure and capacity. This issue is addressed in the Contra Costa County Fire and EMS MSR (April 2009).
4. City funding is not sufficient to cover all necessary upgrades and repairs to its infrastructure, and a bond measure may be necessary to fund improvements. On two occasions, the City has attempted to pass bond measures worth over \$59 million, with both efforts failing to reach the required two-thirds majority approval.
5. The City has adopted a service standard of five acres of parkland or open space per 1,000 residents. The City is deficient in improved parkland acreage per 1,000 residents, with 17,540 residents and only 22 acres of improved parklands. Parkland acreage deficiency is partly offset by contractual arrangements with the school district allowing joint use of school grounds when schools are not in session. While the City requires dedication of parkland or payment in lieu on all new development, the limited amount of land available for potential development limits fee generation potential.
6. The City's CIP currently lists 34 projects with a budget of \$6 million in fiscal year 2008/09.

Growth and Population Projections for the Affected Area

7. Because of high housing cost and limited development potential, the City experiences lower growth rates than many other cities within the County. An overall growth rate of 5% by 2030 (annual average 0.22%) is expected.
8. The City's adopted SOI is coterminous with the City Limits, limiting future annexations, with growth taking place through infill development. It is estimated that the City is currently at 90% build out.

Financing Constraints and Opportunities

9. The City faces significant challenges in finding resources for infrastructure repair. The City is pursuing several State and federal grants for roadway and infrastructure needs. In the future, the City may return to its voters seeking approval of a future bond measure. Without new funding sources, the City will fall short of meeting infrastructure rehabilitation costs.
10. Cost for services, both from City departments and for contract services, are increasing, while revenues are remaining relatively flat.

Cost Avoidance Opportunities

11. Fire services within the City are provided by the MOFD, an independent special district. Fire services are paid through a portion of the ad-valorem property tax increments collected by the district. The City does not include cost for fire services within its budget.

Opportunities for Rate Restructuring

12. As part of the City's annual budget process, all City fees are reviewed and updated as necessary to keep up with costs.

Opportunities for Shared Facilities

13. The City shares recreation facilities and maintenance yard facilities with the Orinda Union School District.
14. The City's contract with the Contra Costa County Sheriff's Department provides a range of available resources that would be beyond the availability of a smaller local police department to provide. These services include access to the Sheriff's investigative resources, narcotics investigation teams, and special weapons and tactics team.

Government Structure Options

15. There are no recommendations for any changes in governmental structure resulting from this MSR. The City operates as a general law city with a council/manager form of governance.

Evaluation of Management Deficiencies

16. The MSR has identified no deficiencies within City management practices. The City maintains a balanced budget, has an easy to navigate website with current information available to City residents, and maintains a low employee-to-resident ratio.

Local Accountability and Governance

17. The City provides open government for its citizens with many opportunities for public participation. The City's website is well maintained and updated. It includes agendas, minutes, and general information about each City department.
18. The City has maintained close community ties with local civic organizations and provides information for the monthly publication *Orinda News*, which is sent to every resident and provided to many businesses within the City.

SPHERE OF INFLUENCE RECOMMENDATIONS AND DETERMINATIONS

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires that LAFCO review and update SOIs for each special district and city within each county not less than once every five years.³²

An SOI is defined as a “Plan for the probable physical boundaries and service area of an agency, as determined by the Commission.”³³ An SOI is a planning tool used by an agency to conduct service and facilities planning for areas which it intends to annex and serve in the future. The establishment or amendment of an SOI may take several forms. An SOI may be coterminous to an agency’s boundaries, indicating that the agency is at its ultimate configuration with no land area growth anticipated in the near future. An SOI may extend beyond the current boundaries, indicating that future annexations are anticipated and that the agency is the appropriate service provider for this area. An SOI may also be smaller than an agency’s boundaries, indicating that future detachments may be appropriate. Lastly, the Commission may adopt a “zero” SOI, which would indicate that a potential dissolution of the agency may be appropriate.

Given the considerations addressed in this Municipal Service Review, only one SOI option has been identified for the City of Orinda.

- **Retain the Existing Coterminous SOI for the City of Orinda**

This would indicate that the Commission considers Orinda to currently be at its ultimate boundary configuration with no annexations anticipated in the near future. Growth for Orinda is constrained by adjoining city boundaries: the City of Lafayette to the east and the Town of Moraga to the south. Additional growth constraints result from the adoption of the countywide ULL, which matches the City Limits. Future growth will take place through infill development on existing vacant parcels or by increasing zoning densities on parcels zoned for estate or low-density residential land uses.

In determining the SOI for an agency, LAFCO must consider and prepare written determinations with respect to four factors.³⁴ These factors relate to the present and planned land uses including agricultural and open-space lands, the present and probable need for public services, the present capacity of public facilities and adequacy of public services, and the existence of any social or economic communities of interest.

³² California Government Code, section 56000 et seq.

³³ California Government Code, section 56076.

³⁴ California Government Code, section 56425.

Recommendation

The City currently has an SOI that is coterminous with its City Limits. No change of SOI is recommended.

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Table VIII-1 – City of Orinda

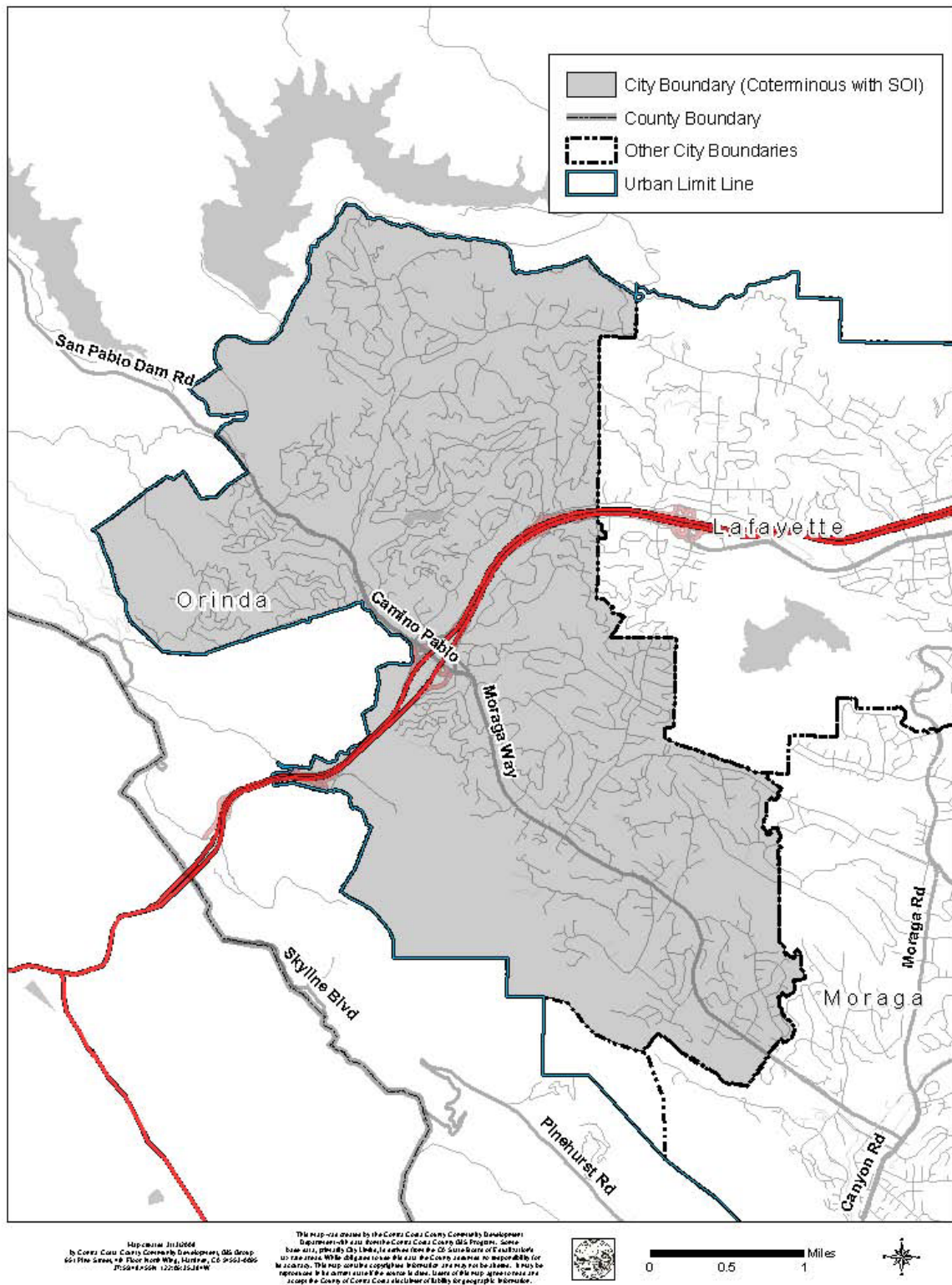
SOI Issue Analysis

Issue	Comments
SOI Update Recommendation	The City currently has an SOI that is coterminous with its City Limits. No change of SOI is recommended. The City is considered to be at its ultimate boundary configuration with no annexations anticipated in the near future.
Services provided	The City directly provides Parks and Recreation, Planning, Engineering, Public Works, and local government services. The City contracts for police services, building services, and animal control with Contra Costa County. Fire protection services are provided by the MOFD, an independent special district. Water service is provided by East Bay Municipal Water District, which is the local water purveyor, and wastewater collection and treatment is provided by Central Contra Costa Sanitary District, another independent special district. Library services are provided through the Contra Costa County Library system.
Present and planned land uses in the area	The City has applied general plan and zoning designations over every parcel within its boundaries, which includes the coterminous SOI.
Potential effects on agricultural and open space lands	There are no commercial agricultural uses within the City. The City has policies within its general plan that seek to preserve and maintain open space.
Projected population growth in the City	Projected population growth within the City is less than 0.22% annually. By 2030, it is expected that the City will have a population of 18,800, an increase of 5%.
Present and probable need for public facilities and services in the area	The SOI is coterminous with the incorporated City Limits. All areas within the City either receive municipal services or have municipal services available.
Opportunity for infill development rather than SOI expansion	The SOI recommendation to keep the current SOI configuration, coterminous with the current City Limits indicates that all development will be infill. The SOI configuration also suggests that the City is at its ultimate boundary configuration, and no future annexations are anticipated.
Service capacity and adequacy	The City's roadway infrastructure has an overall pavement index of 47. This rating indicates that the roadways are in poor condition and in danger of continued deterioration. The City is aggressively utilizing CIP funds to repair, rehabilitate, or to improve roadways to address the issue. The City's 10 main intersections operate at a level of D or below. The City's storm drain system is nearing the end of its design life and in need of repair or replacement to improve capacity. The City is below its established standards for parkland provision, with Quimby fee collection inadequate to purchase the required parklands to bring the City into compliance with its standards of service. East Bay Municipal Utilities District's water system is old and unable to provide adequate fire flow in some areas of the City.

Table VIII-1 (Continued)

Issue	Comments
The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency	There are no unincorporated communities adjacent to the City. The City of Lafayette borders the City to the east and the Town of Moraga to the southeast. The tri-city region is referred to as "Lamorinda."
Effects on other agencies	Maintaining the current SOI will have no effect on any other service providers or agencies.
Potential for consolidations or other reorganizations when boundaries divide communities	No potential consolidations or reorganizations were identified within this MSR for the City of Orinda. The City does not divide any other community.
Location of facilities, infrastructure, and natural features	The location of City facilities are central to the community. Parks are located throughout the City, providing easy accessibility for most residents. MOFD fire stations are located to provide overlapping areas of service to the City.
Willingness to serve	The City is willing to provide service to all areas within the City and its coterminous SOI.
Potential environmental impacts	The recommendation is for no change to the current coterminous SOI, which would result in no environmental impacts.

Exhibit VIII-A: City of Orinda Sphere of Influence and Voter-Approved Urban Limit Line



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IX. CITY OF PLEASANT HILL

LOCATION, ADMINISTRATION, AND OPERATIONS

Pleasant Hill was incorporated on November 14, 1961. The City is bounded by the City of Martinez to the north, the City of Concord to the east, the City of Walnut Creek to the south, the City of Lafayette to the southwest, and unincorporated Briones Hills to the west. The City encompasses approximately 8.2 square miles and has approximately 12 square miles within its Sphere of Influence (SOI). The existing General Plan Planning Area is identical to the City's SOI. (Refer to Exhibit IX-A: City of Pleasant Hill Boundary and Sphere of Influence and Voter-Approved Urban Limit Line.) The current City population is approximately 33,380.¹

Most of the City lies on an alluvial plain at the eastern edge of the Briones Hills, which rise to 1,400 feet. The City is located at an elevation of 55 feet above mean sea level.

Primarily a bedroom community, the City has a mix of new developments and older neighborhoods. Pleasant Hill is the home of the County's main central library, and is home to John F. Kennedy University, a multi-disciplinary college with a law school and other professional schools, and Diablo Valley College, one of the leading state community colleges. The City's schools are served by the Mt. Diablo Unified School District.

Pleasant Hill historically has been a suburban residential community serving major employment centers to the west and south, and the pattern of residents commuting outside the City to work is expected to continue. However, explosive regional growth in the last decade has transformed the City, as evidenced by recent higher density residential and commercial development, especially downtown. Future development is expected to be more modest because the City is approaching buildout.

The City is served regionally by Interstate 680, State Highways 4 and 24, the Bay Area Rapid Transit (BART) system, and extensive County Connection bus lines to serve both residents and commuters.

City Governance

Pleasant Hill is a "general law city,"² and operates as a municipal corporation pursuant to the laws of the State of California.³ Pleasant Hill uses a "Council-Manager" form of government.⁴

¹ State of California, Department of Finance 2008.

² Under the California State Constitution, Article 11, Section 2, and Government Code, section 34102, cities organized under the general law of the State are "general law cities" as opposed to "charter cities," which operate under an individual city charter.

³ California Government Code, section 34000 et seq.

City Council

The City is governed by a publicly elected, five-member City Council, which consists of a Mayor, a Vice Mayor, and three Council members. Council Members are elected “at large” in even-numbered calendar years for staggered four-year terms. The Mayor and Vice Mayor are selected by the Council for one-year terms.

Council members also serve as the Board of Directors for the City’s Redevelopment Agency. The City Council meets regularly at 7:30 PM on the first and third Monday of each month. Meetings are held at the City Council Chambers, 100 Gregory Lane, Pleasant Hill. City Council agendas are posted on the City’s website, www.ci.pleasant-hill.ca.us.

City Council members receive a stipend of \$585 per month and are eligible for medical, dental, and vision benefits; technology benefits; and retirement benefits.

City and Regional Commissions and Committees

The City has seven commissions and three committees. Commissions include: Architectural Review Commission, Redevelopment Advisory Commission, Civic Action Commission, Commission on Aging, Education/Schools Advisory Commission, Planning Commission, and the Traffic Safety Commission. Committees include: the Housing Rehabilitation Loan Committee, the Diablo Vista Water System Advisory Committee, and the Budget Committee. Details on these Commissions and Committees are available on the City website.

In addition, the City Council appoints representatives to the following agencies and boards: Aviation Advisory Committee, Citizens Advisory Committee to the Contra Costa County Transit Authority, Citizens Advisory Committee to the Contra Costa Transit Authority, Central Contra Costa County Iron Horse Corridor Advisory Committee, Central Contra Costa County Library Commission (advisory), Contra Costa Mosquito Abatement and Vector Control, Fourth of July Commission, Friends Abroad/Sister City, Friends of Rodgers Ranch, and the Pleasant Hill Foundation.

City Information

The City maintains an extensive website that is updated regularly. The website contains information on City Departments, services, and upcoming events, and also has a number of documents available for download such as the most recent budget, General Plan,⁵ and Municipal Code.⁶ Webcasts of City Council meetings are available on the City’s website. The City also publishes a monthly events calendar on its website.

⁴ The Council-Manager form is the system of local government that combines an elected legislative body (City Council) with the management experience of an appointed local government manager (City Manager).

⁵ City of Pleasant Hill 2003a.

⁶ City of Pleasant Hill 1991.

City Operations

City government operates with six City Departments plus one specialized service agency. City Departments include 1) City Attorney, 2) City Manager, 3) Finance, 4) Human Resources, 5) Police, and 6) Public Works/Community Development. The number of full-time equivalent positions for each department is allocated as a component of the adopted City budget. Specialized Services include the Redevelopment Agency. An overview of each municipal function is provided below.

- City Attorney Department

The City Attorney provides legal advice to the City Council, City Manager, City Commissions, and City staff. The City Attorney also prepares and reviews ordinances, resolutions, contracts, and other official documents presented for City Council approval. The City Attorney represents the City in litigation filed by or against the City and manages the City's risk management (claims) functions.

- City Manager Department

The City Manager is the administrative head of City Government, charged with supporting and implementing City Council policies and directing the activities of the various City departments to ensure effective and efficient delivery of services. The City Manager may recommend programs and clarify procedures for the Council, but is bound by the decisions of the Council in his/her own actions.

The City Manager also serves as the Executive Director of the Pleasant Hill Redevelopment Agency and is responsible for the implementation of Agency programs and policies.

The City Clerk conducts elections, prepares the official minutes of City Council meetings, and reviews the processing and completion of City ordinances, resolutions, contracts, and agreements.

- Finance Department

Financial operations include four operating units:

1. Accounts Payable pays all the City's bill and prepares 1099 forms.
2. Payroll provides payroll services for employees of City departments and ensures compliance with Federal and State tax regulations.
3. Business License solely raises revenue for municipal purposes, and is not intended for regulation.
4. Financial Analysis and Reporting prepares the Comprehensive Annual Financial Report and provides records and financials for all funds of the City.

- Human Resources Department

The Human Resources Department is responsible for the administration of employee benefits, recruitment, wage and salary administration, training, performance management, health and safety, and employee relations.

- Police Department

The City's Police Department includes four divisions: Administration, Investigations, Patrol, and Support Services. Below is a brief description of each of these divisions.

1. Administration – This division is responsible for oversight of the Department's operations, carrying out the policy and direction of the City Manager and Council, acting as liaison with citizens and other agencies, budgeting, disciplining, and hiring. The division includes the Chief of Police, Captain, Civilian Support Services Supervisor, and three lieutenants.
2. Investigations – This division is responsible for the DARE program, firearms sales, sex offender registration and monitoring, and other related programs. Investigations Division personnel conduct follow-up on most felony crimes and present cases to the County District Attorney's Office for the filing of charges.
3. Patrol – This division is the most visible branch of the Police Department. The Patrol Division has the greatest interaction with the community by investigating collisions and providing informational services such as the Child Safety Seat Restraint Program.
4. Support Services – This division is the second largest division in the Department and operates 24 hours a day. It is staffed by one Lieutenant, a civilian Support Services Manager, and 18 civilian employees. The civilian employees include dispatcher teams, community service officers, and a computer technician. This division has the responsibility of answering 9-1-1 calls and making sure that these calls are immediately dispatched to a police unit or transferred to an appropriate agency, such as the Fire agency.

- Public Works/Community Development Department

The Public Works/Community Development Department includes four divisions: Building, Engineering, Maintenance, and Planning. Below is a brief description of each of these divisions.

1. Building – This division handles permitting and inspections for new construction projects.
2. Engineering – This division handles capital improvements, development engineering, and traffic engineering.
3. Maintenance – This division provides a variety of services to keep the City clean and well maintained. It maintains all publicly owned streets and City-owned buildings (City Hall, Police Department, and Public Services Center). In addition, this division manages street sweeping, which is contracted out to a private vendor.
4. Planning – This division handles current and advance planning projects. It provides information on land use, zoning, development standards, general plan goals, policies, and programs. This division also processes applications for design and land use-related permits.

- Specialized Services

Redevelopment Agency – The Pleasant Hill Redevelopment Agency includes three divisions: Redevelopment, Economic Development, and Affordable Housing. Below is a brief description of each of these divisions.

1. Redevelopment – The Pleasant Hill Redevelopment Agency is a special municipal corporation formed under California law for the purpose of redeveloping approximately 300 acres of land in the central portion of the City. The Agency is authorized to review and analyze areas for development projects in Pleasant Hill for the purpose of eliminating blight and enhancing new construction in designated redevelopment areas.
2. Economic Development – This division of the Redevelopment Agency is focused on maintaining and developing employment opportunities, strengthening the economic base, and generally improving the environment in which citizens work through a strong, well-coordinated economic development program. This division is in charge of the Economic Development Strategic Plan as well as various other programs encouraging business in the City.
3. Affordable Housing – This division is in charge of encouraging affordable housing within the City. It is currently in the process of updating the General Plan's Housing Element,⁷ and it manages the Housing Rehabilitation Loan Program.

Services provided by special districts and contracted services include fire, water, wastewater collection and treatment, parks and recreation, solid waste services, recycling services, library services, court services, child protective services, animal control, and 911 dispatch services.

- Fire Services

Fire protection services within the City are provided by the Contra Costa County Fire Protection District, an independent special district which provides service to a large regional area of Contra Costa County, both incorporated and unincorporated.⁸

- Water Services

Potable water service is provided by three service providers. Contra Costa Water District serves the majority of the City. East Bay Municipal Utilities District serves areas west of Pleasant Hill Boulevard, and the City-owned Diablo Vista Water System (City enterprise fund) provides service within the Poet's Corner neighborhood. Diablo Vista purchases untreated, non-potable water from the Contra Costa Water District for Poet's Corner.

⁷ City of Pleasant Hill 2003b.

⁸ Contra Costa County Fire Protection District 2005.

- Wastewater Collection and Treatment Services

Wastewater collection and treatment services are provided within the City by the Central Contra Costa Sanitary District, an independent special district with a regional service area.

- Parks and Recreation

Parks and recreation services are provided by Pleasant Hill Recreation and Park District, an independent special district.

- Solid Waste Services

The City contracts with Allied Waste Services, which holds the City service franchise for solid waste services.

- Recycling Services

The City contracts with Allied Waste Services, which holds the City service franchise for recycling services.

- Library Services

Library services are provided by the Contra Costa County Library System, of which the City is a member.

- Other Services

Contra Costa County provides court services, child protective services, animal control, and 911 dispatch services to the City.

City Infrastructure

The City of Pleasant Hill owns an extensive inventory of public land, buildings, and other facilities. Major City-owned facilities include City Hall, the Public Services Center, the Corporation Yard, Downtown Parking Garage, the Police Department, over 110 miles of roadway system, and approximately 20 miles of storm drain system. The 65 PCI rating shows that the City of Pleasant Hill's roadways overall are fair.

Budget

Pleasant Hill uses a two-year budget process. The rationale for using a two-year budget is to better anticipate and consider short-term trends in expenses and revenues. The City adopts a biennial budget on or before June 30 of even-numbered years for each of the ensuing two fiscal years for all funds except agency funds. The operating budget is subject to supplemental appropriations throughout its term in order to provide flexibility to meet changing needs and conditions. The 2008/09 City budget reflects revenues in the amount of \$28,781,728 and expenditures of \$29,562,045.⁹ Including the \$441,053 shortfall, the General Fund balance is projected at \$10,685,435 at the end of fiscal year 2008/09.

⁹ City of Pleasant Hill 2009.

Pleasant Hill's budget is segregated into five units: General Fund, Special Revenue Funds, Capital Projects Funds, Enterprise Funds, and Debt Service. An expanded review of these budget units follows. Redevelopment is addressed in a separate budget, also outlined below.

General Fund

The City's adopted budget for 2008/09 anticipates General Fund revenues of \$20,690,319 and expenses of \$20,249,266.¹⁰

The General Fund is the primary financing mechanism for City operations with "unrestricted" revenues from a variety of sources. Projected General Fund Revenues and Expenditures for the 2008/09 fiscal year follow:

Revenues

Property Taxes	\$2,440,658
Sales Taxes	\$7,207,283
Other Taxes	\$3,539,617
Rental	\$2,000
Licenses, Permits, and Fees	\$2,708,154
Intergovernmental	\$2,922,066
Charges for Current Services	\$442,082
Fines and Forfeitures	\$120,250
Use of Money and Property	\$384,165
Other Revenue	\$322,913
Transfers-in ¹¹	<u>\$601,131</u>
Total General Fund Revenue	\$20,690,319

Expenditures

General Government	\$3,978,025
Police Services	\$9,334,219
Transportation	\$3,319,597
Community Development	\$1,649,471
Transfers-out ¹²	<u>\$1,967,954</u>
Total General Fund Expenditures	\$20,249,266

In fiscal year 2008/09, the City's primary General Fund revenues include sales tax (34%), other taxes (17%), intergovernmental (14%), licenses, permits, and fees (13%), and property taxes (12%). The City's top revenue source, sales tax, is projected to hold steady at the current rate for the 2008/09 fiscal year. And, despite the recent housing slump, the City estimates a 3% increase in property tax revenues, which is higher than the 2% increase estimated by the

¹⁰ City of Pleasant Hill 2009.

¹¹ Transfers are transactions between funds and are normally repaid within the current fiscal year.

¹² "Transfers out" are monies paid from the General Fund to specific funds.

County Assessor for 2008/09. With regard to expenditures, the primary General Fund expense is Police Services (46%), followed by General Government (20%), and Transportation (16%). PERS rates for 2007/08 were budgeted at 11.9% for Miscellaneous and 30.6% for Public Safety. Actual Employer contribution PERS rates for fiscal year ending June 30, 2008, are 12.418% for Miscellaneous and 27.116% for Public Safety. Projected PERS rates for fiscal years ending June 30, 2009, and June 30, 2010, are projected to decline slightly to 12.3% for Miscellaneous and 26.9% for Public Safety.

Special Revenue Funds

Special Revenue Funds account for non-discretionary monies that are restricted to expenditures for specific purposes. Special Revenue Funds include the gas tax, traffic mitigation, and supplemental law enforcement service funds. Pleasant Hill expects to generate \$6,107,490 in revenues and expend \$7,374,142.¹³

Capital Projects Funds

Capital Projects Funds include funds allocated to computer technology replacement, vehicle and equipment replacement, police technology, and capital projects. For fiscal year 2008/09, these funds are expected to generate \$883,409 in revenues and expend \$921,186.¹⁴

Enterprise Funds

Enterprise Funds account for the City's municipal operations that are intended to be self-funding through user fees and charges. Enterprise services in Pleasant Hill consist of Diablo Vista Water. For fiscal year 2008/09, these funds are expected to generate \$286,394 in revenues and expend \$235,554.¹⁵

Debt Service

The City maintains Debt Service Funds to account for debt obligations of the general government. For fiscal year 2008/09, these funds are expected to generate \$814,116 in revenues and expend \$781,897.¹⁶ Long-term debt outstanding is \$19.7 million, including General, Redevelopment and Special Assessment Debt.

Reserves

At the close of fiscal year 2008/09, the budget indicates a General Fund balance of \$10,685,435. Pleasant Hill needs a large cash reserve because sales tax accounts for such a large percentage of the total General Fund revenues. The City's General Fund contingency reserve is \$8.3 million.¹⁷

¹³ City of Pleasant Hill 2009.

¹⁴ City of Pleasant Hill 2009.

¹⁵ City of Pleasant Hill 2009.

¹⁶ City of Pleasant Hill 2009.

¹⁷ City of Pleasant Hill 2009.

Capital Improvement Program

The City's Capital Improvement Program (CIP) is a multi-year planning program for the construction of new facilities and infrastructure, and for the expansion, rehabilitation, or replacement of City-owned assets. The Engineering Division updates the CIP every two years in order to identify infrastructure needs, enhance public facilities and systems, and establish the project priorities in the City. The 2009/14 CIP details a two-year budget and a four-year plan that covers the period between July 1, 2008, and June 30, 2014.¹⁸ The approved two-year budget allocates \$8,174,000 for 24 funded projects in fiscal years 2008/09 and 2009/10.¹⁹

The Street Resurfacing Program is one of the major projects, funded at \$1,200,000 level for the next two years in order to maintain the City's largest infrastructure asset. Special source Redevelopment Funds will be used to fund four of seven new projects: City Hall Stage Study, City Hall Tile Repair, City Hall Pond Plumbing System Repairs, and the Monument Boulevard Beautification Project. Over \$2,577,000 in grant funds are to be secured to supplement funding for additional infrastructure improvement projects. Some major grant projects include: Golf Club Road Bridge Replacement Project, Contra Costa Boulevard Pavement Rehabilitation, Lisa Lane and Contra Costa Boulevard Sidewalk Projects, Buskirk Avenue Improvements, and Geary Road Improvements.

Redevelopment

The total Redevelopment Fund Balances as of June 30, 2008 were \$8,611,349, with 2008/09 revenues projected at \$8,330,631 and 2008/09 expenditures projected at \$8,663,740, and a projected ending fund balance of \$8,278,240. Long-term debt associated with Redevelopment Tax Allocation Refunding Bonds is estimated at \$6,930,000 for 2008/09.

CITY PLANNING BOUNDARIES AND GROWTH

City Boundaries

City Limits

The existing corporate boundary (City Limits) encompasses approximately 8.2 square miles. The City is bounded by the City of Martinez to the north, the City of Concord to the east, the City of Walnut Creek to the south, the City of Lafayette to the southwest, and unincorporated Briones Hills to the west. (Refer to Exhibit IX-A.)

Sphere of Influence

The currently adopted SOI for the City encompasses approximately 12 square miles and includes areas to the north, west, and southeast of the City's corporate limits. (Refer to Exhibit IX-A.) The northern SOI areas are composed of light industrial uses and low-density multi-family residential uses adjacent to Interstate 680, and high-density single-family residential uses west of Pacheco Boulevard. The western SOI area is composed of low-density single-family

¹⁸ City of Pleasant Hill 2008a.

¹⁹ City of Pleasant Hill 2008a.

residential uses and open space. The southeastern SOI area is composed of medium-density multi-family residential uses.

Planning Area

The existing General Plan Planning Area is identical to the City's SOI.

Urban Limit Line

The current countywide ULLs approved by Contra Costa County voters in 2006 follow the City's western SOI but do not intersect the boundaries of the City. In 2008, Pleasant Hill adopted the County ULL.

General Plan

Pleasant Hill's General Plan was adopted in 1962. A revised General Plan was adopted in 1990 and most recently amended in 1999. This plan called for replacing traditional commercial development with mixed-use projects on short blocks to promote a pedestrian atmosphere and to provide a central gathering place for the community.

In June 2000, the City Council contracted with a consultant team to assist with updating the Pleasant Hill General Plan. A task force was created to determine how the new General Plan should address major issues in the City, and eventually this task force formulated the goals, policies, and programs of the new General Plan. The revised General Plan was adopted in July 2003. The General Plan is organized into six elements, covering all of the elements required by State law and the Contra Costa Transportation Authority. These elements include: Community Development, Economic Strategy, Circulation, Growth Management, Safety and Noise, and Housing.

Population Growth

The opening of Interstate 680 in 1964 helped spur construction in the City. Multi-family projects built in the 1970s along Chilpancingo Parkway began to change the City from being exclusively a community of single-family detached houses. Subsequent transportation improvements (including BART, Interstate 680 widening, and Taylor Boulevard) promoted additional higher-intensity multi-family and nonresidential development in and around Pleasant Hill.

Additionally, regional growth in the last decade has transformed Pleasant Hill, as evidenced by recent higher density residential and commercial development, especially downtown. Future development is expected to be more modest because the City is approaching buildout.

All of the population growth in Pleasant Hill in the 1990s occurred in the second half of the decade. From 1995 to 2000 the City grew almost 6%, from 31,500 to 32,837.²⁰ The current population of 33,380 indicates that growth has begun to slow, with a growth of only 1.6%

²⁰ City of Pleasant Hill 2003a.

between 2000 and 2009.²¹ This is primarily because Pleasant Hill is almost entirely built-out. The City is largely built out, with growth projected to be less than 0.5% annually through 2030. By 2030, the City is expected to attain an overall population of 36,100, which is an overall growth of 7.6% from the current population.

Jobs-Housing Balance

The effect of employment trends on planning for housing is measured through the ratio of jobs to housing. Pleasant Hill historically has been a suburban residential community serving major employment centers to the west and south, and the pattern of residents commuting outside the City to work is expected to continue.

Job growth in Pleasant Hill has roughly paralleled the increase in population and employed residents. In 2010, the Association of Bay Area Governments (ABAG) estimates that there will be 18,380 jobs within the City and 21,430 employed residents.²² This results in a jobs-to-employee ratio of 0.86. A ratio of 1.00 indicates that there is a numeric balance between the number of jobs and the number of employed residents in a community. A ratio of less than 1.00 typically indicates that a community is "job poor" and that its residents commute to jobs in other areas, and the community's economic development has not kept pace with its housing growth. When viewed from a regional perspective, the City is a net provider of housing.

Vacant Land

Pleasant Hill has a limited supply of land available for new housing construction. Fewer than 200 acres of vacant land are designated for housing, which could accommodate between 157 and 789 new housing units. Meeting the City's regional housing fair share requirement would require developing many vacant parcels at medium to high densities.²³

Development Projects

Current development projects in the City include the expansion of St. Andrews Presbyterian Church, a T-Mobile wireless antenna, the De Nova Addition (adding residential units to an existing office building and expanding first and second office stories), Watawala Day Care Facility, Escobar Infant Care Center, Deutscher Office Remodel, Sunvalley Shopping Center Renovation (landscape improvements and minor signage), parking lot modifications to Sun Valley apartments, and four minor subdivisions.

Other projects identified in the CIP include the Street Resurfacing Program, City Hall Stage Study, City Hall Tile Repair, City Hall Pond Plumbing System Repairs, Monument Boulevard Beautification Project, Golf Club Road Bridge Replacement Project, Contra Costa Boulevard

²¹ State of California, Department of Finance 2008.

²² These estimates (ABAG 2006) include the City's SOI.

²³ City of Pleasant Hill 2003a.

Pavement Rehabilitation, Lisa Lane and Contra Costa Boulevard Sidewalk Projects, Buskirk Avenue Improvements, and Geary Road Improvements.

Growth Management

Growth management is addressed as a separate element in the City's General Plan. The purpose of this element is to establish standards for traffic levels of service, and for fire, police, park, school, water, sewage disposal, and flood control services. The Growth Management Element establishes a comprehensive, long-range program to match demand for public facilities generated by new development with the plans of service providers, capital improvement programs, and development mitigation programs. All goals, policies, and programs identified in the Growth Management Element of the General Plan are consistent with the requirements of the Contra Costa Transportation Improvement and Growth Management Program (Measure C), approved by Contra Costa County voters in 1988.

Annexations

There have been no recent annexations in the City of Pleasant Hill.

Sphere of Influence Reductions and Expansions

As indicated in the General Plan, annexation of land in the Pleasant Hill SOI is anticipated to occur only when desired by residents of a subject area and if expected to provide economic benefits to the City.

MUNICIPAL SERVICES

Public Safety Services

Police

The City of Pleasant Hill operates its own Police Department, which is staffed with 69 full-time positions, authorized within the current budget. The Department operates out of its offices located at 330 Civic Drive in Pleasant Hill. The Department's budget of \$9,334,219 equals 51% of the 2008/09 General Fund budget.

Department operations include four operational divisions: Administration, Patrol, Investigations, and Support Services.

The Administration Division includes the Chief of Police, Police Captain, three lieutenants assigned to investigations, patrol and support services, and civilian support staff. Administrative responsibilities include managing the total operations of the Department, carrying out policy, working with citizens groups and other agencies, budgeting, disciplinary procedures, and hiring.

The Investigations Division is led by one of the lieutenants within the Administration Division, with duties that include investigative follow-up on felony crimes, including: assault, sexual assault, domestic violence, stalking, homicide, robbery, burglaries, auto theft, identity theft, and

missing persons. Additional assignments include Community Resources, School Resource Officers, the Dare Program, Youth Offender Diversion Program, background research for permits, sex offender registration and monitoring, and Narcotics Offender Registration.

The Patrol Division is the largest division within the Police Department and is also led by a Lieutenant within the Administration Division. The Patrol Division's duties include routine patrol beats, traffic enforcement, training, and Special Services. The Special Services Unit includes two specialized teams: Tactical Negotiation Team and the Special Weapons and Tactics team. The Special Services Unit trains every month to maintain proficiency and expand operational capabilities. The teams are commanded by a lieutenant and the teams are led by sergeants.

The Support Services Division is the second-largest division within the Department. It is led by a lieutenant with staff including a non-sworn Support Services Manager and 18 non-sworn personnel. Duties of the Support Services Division include Community Support Officers, IT Support, Dispatch, and operation of the City's 911 system.

Pleasant Hill Police Department also offers a Reserve Office Program and an Explorer program for youth ages 16 to 20 years old.

According to the U.S. Federal Bureau of Investigation crime statistics for 2007, Pleasant Hill had 125 violent crimes and 1,607 property crimes, with a rate of 5,212 crimes per 100,000 population. Crime rates are affected by a number of factors and reflect a city's population, concentration of youth, degree of urbanization, cultural and educational characteristics, geographic location, and modes of transportation, among others. Therefore, these rates are a good measure of changed conditions within a city over time, but should not be considered as a direct evaluation of the adequacy of police services between cities. Average response time for calls is nine minutes. Priority-one calls average just over five-minute response times.

General Plan Performance Standards: Police

- Verification by the Pleasant Hill Police Department that emergency response can be provided within five minutes and that 20-minute response can be maintained for 95% of non-emergency calls.

Fire

Fire services are provided by Contra Costa County Fire Protection District (CCCFPD), which provides fire protection and emergency medical services to nine cities and the unincorporated areas of Contra Costa County located within the District's boundaries.

CCCFPD staff comprises some 406 personnel, including 344 uniformed personnel, with 12 battalion chiefs, and approximately 62 civilian personnel. Each three-person firefighting crew includes a paramedic. In addition to fire suppression and emergency medical services, overall capabilities and resources of the Fire District include vehicle extrication ("jaws of life"), trench rescue, water rescue, high-angle rescue, building collapse, confined space rescue, fire and

arson investigation, code enforcement, building plan review, and public education, such as Community Emergency Response Training.

A more in-depth look at fire provision and the agencies providing this service within Contra Costa County is being prepared in a separate MSR. This MSR is expected to be available in spring 2009.

The City of Pleasant Hill is directly served from two CCCFPD fire stations located within the City, Stations 2 and 5. Because the CCCFPD is a regional agency, some portions of Pleasant Hill may receive emergency response from stations located in neighboring cities, because the primary response area of these fire stations would provide faster response. CCCFPD policy is for first response to all structural fires to include at least five engine companies and a battalion chief. Thus, a structural fire response within the City of Pleasant Hill may require response from both fire stations located within the City, as well as response from two or three other fire stations located within other municipalities.

Fire stations are staffed with three uniformed fire-fighting crews, 24 hours per day.

Station 2 is located at 2012 Geary Road, in a predominantly residential neighborhood. The station is staffed by three shifts of three personnel. Equipment assigned to the station includes one Type I engine #E2 and one Type III quint engine #T2.

Station 5 is located at 205 Boyd Road, surrounded by multi-family residential neighborhoods and commercial development. The station is staffed by three shifts of three personnel. Station 5 is equipped with one Type I engine #E5.

Also located in the City of Pleasant Hill is the District's administrative center and the Regional Fire Communications Center, located at 2010 Geary Road.

The National Fire Protection Association (NFPA) 1710 Standard establishes a goal of a five-minute response time from the time of dispatch to arrival on the scene, whenever possible.²⁴ Currently, CCCFPD which also has a call response standard of five minutes, operates with an average response time of five minutes 90% of the time.

General Plan Performance Standards: Fire

- Verification by the Contra Costa County Fire District that fire protection can be provided within a five-minute response time.

Fire services are funded from a variety of sources, including developer fees and County set-aside capital.

²⁴ NFPA 2004.

Community Development Services

Planning

The Planning Department is currently involved in 23 permit application and development projects. These include the expansion of St. Andrews Presbyterian Church, a T-Mobile wireless antenna, the De Nova Addition (adding residential units to an existing office building and expanding first and second office stories), Watawala Day Care Facility, Escobar Infant Care Center, Deutscher Office Remodel, Sunvalley Shopping Center Renovation (landscape improvements and minor signage), parking lot modifications to Sun Valley apartments, and four minor subdivisions.

The Planning Department was responsible for developing City Wide Design Guidelines, which were adopted by the City Council in February 2008.²⁵ The guidelines are intended to inspire thoughtful interpretation and response to design opportunities, while promoting and reinforcing the physical image of the City of Pleasant Hill. The guidelines are intended to encourage quality, well-designed development throughout the City. The guidelines are separated into two volumes (residential and non-residential)²⁶ and can be viewed on the City's website.

The current General Plan, Zoning Code, and other planning documents are available electronically on the City's website.

Building

The Building Division is part of the Public Works and Community Development Department and is responsible for processing building permit applications, plan checks of all development projects, and conducting inspections. Even with the recent slow-down in construction over the past few years and the limited number of development projects in the City, the Building Division does not propose any reductions in staff for fiscal year 2008/09.

Economic Development

The Economic Development Division of the Redevelopment Agency is focused on maintaining and developing employment opportunities, strengthening the economic base, and generally improving the environment in which citizens work through a strong, well-coordinated economic development program. This division is in charge of the Economic Development Strategic Plan, as well as various other programs encouraging business in the City.

Housing

The Affordable Housing Division is in charge of encouraging affordable housing within the City. It is currently in the process of updating the General Plan's Housing Element,²⁷ and it manages the Housing Rehabilitation Loan Program.

²⁵ City of Pleasant Hill 2008b.

²⁶ City of Pleasant Hill 2008b.

²⁷ City of Pleasant Hill 2003b.

As of January 2003, the total number of units constructed and under construction in Pleasant Hill since January 1999 totaled 664 units, just 70 units below the ABAG goal for mid-2006.

Redevelopment

The Pleasant Hill Redevelopment Agency is a special municipal corporation formed under California law for the purpose of redeveloping approximately 300 acres of land in the central portion of the City, composed of two separate project areas: the Schoolyard Redevelopment Project and Commons Redevelopment Project. Land uses within the Schoolyard project area are a mix of single- and multi-family residential uses, mixed use, and office and commercial uses. Land uses within the Commons project area generally consist of commercial uses, with some multi-family residential uses in the outer areas. The Agency is authorized to review and analyze areas for development projects in Pleasant Hill for the purpose of eliminating blight and enhancing new construction in designated redevelopment areas.

It should be noted that the Contra Costa Redevelopment Agency is embarking on a major mixed-use development around the Pleasant Hill BART station in the unincorporated area of the County. Phase 1 started construction in August 2008.

Transportation and Road Services

Transportation

The Engineering Department is responsible for transportation planning and analysis of traffic impacts from new development. This department handles parking-related concerns, traffic signal repair, neighborhood traffic concerns, traffic signs, street striping, and related concerns. The department also provides traffic count information for most major roadways throughout the City and can conduct residential area speed and volume traffic studies. The department has established a Traffic Calming Policy to address speeding issues in residential neighborhoods.

The Circulation Element of the General Plan indicates that rapid growth has produced heavy travel demand on streets and highways throughout Contra Costa County. Pleasant Hill is located on Interstate 680, which carries more than 250,000 vehicles per day through the City. Interchange improvements in the late 1990s helped improve access between Interstate 680 and Contra Costa, the busiest north-south street in the City.

There are 155 center-lane miles of paved streets under City jurisdiction, consisting of 10 arterials (carrying more than 10,000 vehicles per day), 11 collectors (carrying between 5,000 to 10,000 vehicles per day), and local streets. Of the 10 key intersections within the City, eight perform at level of service C or better, and six of those intersections perform at level B or better. Public transportation is readily available to residents and workers via one BART station (with 3,000 parking spaces) and bus service provided by Contra Costa County Transit Authority. The City also has designated bike routes on most major and local streets and several dedicated bike/multi-use trails.

Road Services

The Maintenance Division of the Public Works/Community Development Department provides a variety of services to keep the City clean and well maintained. It maintains all publicly owned

streets and City-owned buildings (City Hall, Police Department, and Public Services Center). In addition, this division manages street sweeping, which is contracted out to a private vendor.

The Street Maintenance section of the division identifies, maintains, and repairs current and potential street-paving failures. It also completes pothole repairs and pavement markings for the streets in Pleasant Hill and performs annual crack-sealing and base repairs.

The City's street-sweeping program is funded by the local Stormwater Pollution Program to comply with the Federal Clean Water Act. Street sweeping removes pollutants before they drain into stormdrains, ditches, and creeks, which eventually flow into San Francisco Bay untreated.

The City has conducted a pavement survey to determine expected life remaining in its dedicated roadways. The Pavement Condition Index (PCI) looks at the overall conditions of the roadways, including engineering design, base and paving thickness, crown and drainage, and wear and aging condition. The pavement survey allows the City to plan repairs or perform preventive maintenance to extend the service life of the roadways. The pavement survey shows that, overall, the existing roadways receive a PCI rating of 65. The 65 PCI rating shows that the City of Pleasant Hill's roadways overall are fair.

General Plan Performance Standards: Transportation and Road Services

- Establish and maintain a safe and efficient circulation system that emphasizes the use of existing arterial and collector roadways, paths, and bike lanes.
- Decrease traffic delays associated with specific streets and uses
- Reduce speeding, especially in neighborhoods.
- Reduce congestion and vehicle trips through non-automobile transportation.
- Ensure that streets are safe and pedestrian-friendly.
- Prioritize access and mobility for persons with disabilities.

Water and Sewer Services

Water

Water service is provided by East Bay Municipal Utilities District, Contra Costa Water District, and Diablo Vista Water Authority.

Sewer

Wastewater collection and treatment services are provided by Contra Costa County Sanitary District, an independent special district.

Water and wastewater services were evaluated separately as part of LAFCO's Water and Wastewater Municipal Services Review and Sphere of Influence Updates.

Parks, Recreation, Library, and Cultural Services

Parks, Recreation, and Cultural Services

The Pleasant Hill Recreation and Park District was established in 1951 by citizens who wanted parks and recreational activities for children and youth. It was formed as a California Special District – a government agency that is separate from the City of Pleasant Hill.

The District is governed by an elected board of directors who serve staggered four-year terms. The single purpose of Pleasant Hill Recreation & Park District is to serve the recreational needs and enrich the lives of residents.

During the year, the District offers more than 2,300 enrichment classes, programs, and activities, and sponsors numerous clubs and organizations. Each year, more than 100,000 people participate in District programs, visit a park or facility, or volunteer. The Parks District owns and manages 14 parks and open space areas. The District also operates three pools, two community centers, a senior center, a cultural center, and a historic site.

The boundaries of the District include the entire City of Pleasant Hill, as well as some areas within the City's SOI.

According to the City's General Plan, there are 154.8 acres of designated parkland within the City, as well as 252.8 acres of open space.

Land dedication or payment of in-lieu fees is a condition of approval of residential subdivisions. Parkland is acquired by the City and then transferred to the Pleasant Hill Recreation and Park District for development and maintenance.

General Plan Performance Standards: Parks and Recreation

- 3 acres per 1,000 residents added are to be acquired as enabled by State Law (Quimby Act).

Library

The Contra Costa Library System operates one branch library in the City of Pleasant Hill. The branch was built in 1961 on a 5.5-acre site. The building houses the Contra Costa Library Administrative offices. The Pleasant Hill branch library houses over 184,000 volumes, offers children's and adult programs, a monthly art exhibit, and a computer lab. The branch library is open Monday through Saturday for a total of 54 hours per week. The computer lab is available three evenings during the week as well as on Saturdays.

Solid Waste Collection and Disposal Services

The City's solid waste disposal services are handled by contract with Allied Waste Services, while recycling services are contracted to Valley Waste Management. Pleasant Hills is a member of the Central Contra Costa Solid Waste Authority, which sets rates and established contracts for disposal and green waste services in the Authority's service area. The City has met its AB 939 diversion rate (51%), and non-recycled solid waste is taken to the Keller Canyon Landfill.

SERVICE REVIEW DETERMINATIONS

In anticipation of reviewing and updating the City of Pleasant Hill's SOI, and based on the information provided above, the following written Determinations are intended to fulfill the requirements of Government Code section 56430(a).²⁸

General Statements

- A. The City has been proactive in addressing community needs, public services, and infrastructure improvements.

Infrastructure Needs and Deficiencies

- 1. The roadways have an overall PCI rating of 65, which is in the "fair" grade. Tight budgets are impacting roadway maintenance programs, which will negatively impact roadway quality in the future.
- 2. The overall infrastructure of the City is in relatively good shape, with buildings and storm water drainage systems in good repair, adequate in size and function.

Growth and Population Projections for the Affected Area

- 3. The City is largely built out, with growth projected to be less than 0.5% annually through 2030. By 2030, the City is expected to attain an overall population of 36,100, which is an overall growth of 7.6% from the current population of 33,380.
- 4. The City has limited vacant land, approximately 200 acres, available for development within its boundaries and SOI.
- 5. Many parcels within the northern SOI area are developed with low-density residential development. City and County zoning and General Plan land use designations within the SOI preclude intensive residential development.
- 6. Growth within the corporate boundaries of Pleasant Hill will take place through development on several currently undeveloped parcels, totaling approximately 200 acres. Of those 200 acres, 82% are zoned for residential development of various densities. Additional growth will take place through upzoning underutilized parcels.

²⁸ This report addresses the nine determinations previously required under California Government Code, section 56430. Changes to the code that became effective on January 1, 2008, now require analysis of six determinations.

Financing Constraints and Opportunities

7. The City has historically maintained a fiscal surplus of revenues to expenses,
8. The current recession has affected City revenues; the City has taken steps to reduce expenditures by delaying several projects within the CIP, not filling vacant staff positions, and has reduced budgets for street maintenance.

Cost Avoidance Opportunities

9. Fire protection costs are borne by the CCCFPD and are not a part of the City's budget.
10. Future water and wastewater MSRs should address the Diablo Vista Water Authority.

Opportunities for Rate Restructuring

11. The City reviews fees and cost annually as part of its budget process. Revisions to fees and charges for service are made as required. No other opportunities were identified with this MSR.

Opportunities for Shared Facilities

12. The City directly shares maintenance facilities and offices with the Pleasant Hill Recreation and Parks District.
13. The City owns the Pleasant Hill branch library, which is operated by Contra Costa Countywide Library System.

Government Structure Options

14. There are limited opportunities for changes to the existing governmental structure. The City operates under a Council-Manager form of government. The City is receiving efficient and capable services from Central Contra Costa Fire Protection District, the Contra Costa County Sanitary District (wastewater collection and treatment), East Bay Municipal Utility District (water service west of Pleasant Hill Blvd.), Contra Costa Water District (water services to majority of City), the Diablo Vista Water Authority (water service to Poet's Corner neighborhood), the Pleasant Hill Parks and Recreation District, and Allied Waste Services.
15. Any future City annexation should review boundaries of the Pleasant Hill Parks and Recreation District to determine if annexation to the district is necessary to preserve consistent service provision City-wide.
16. Future water and wastewater MSRs should include the Diablo Vista Water Authority.

Evaluation of Management Deficiencies

17. The MSR has shown that the City is well managed and operates efficiently.

Local Accountability and Governance

18. The City maintains an excellent and easy-to-navigate website. This website provides information about meetings, activities, policies, City departments, and information of local interest.
19. The elected City Clerk and City Treasurer provide important oversight functions, including records management, Statements of Economic Interest filings, filings of monthly financial reports, and oversight of travel expenses.

SPHERE OF INFLUENCE RECOMMENDATIONS AND DETERMINATIONS

The Cortese-Knox-Hertzberg Local Government Reorganization Act 2000 requires that LAFCO review and update SOIs for each special district and city within each county not less than once every five years.²⁹

An SOI is defined as a "Plan for the probable physical boundaries and service area of an agency, as determined by the Commission."³⁰ SOIs are a planning tool used by a local agency to conduct service and facility planning for areas which it intends to annex and serve in the future. The establishment or amendment of an SOI may take several forms. An SOI may be coterminous with an agency's boundaries, indicating that the agency is at its ultimate configuration with no land area growth anticipated in the near future. An SOI may extend beyond the current boundaries of the agency, indicating that future annexations are anticipated and that the agency is the appropriate service provider for the area. An SOI may also be smaller than the agency's boundaries, indicating that future detachments may be appropriate. Lastly, the Commission may adopt a "zero" SOI, which would indicate that a potential dissolution of the agency may be appropriate.

Given the considerations addressed in this Municipal Service Review, three possible SOI options are identified for the City.

- **Retain the Existing SOI**

If the Commission determines that existing government structure is appropriate, then the existing SOI should be retained. This option would enable the City to continue to include all areas within its SOI in its long-term planning.

- **Amend the SOI to be Coterminous with the City Limits**

If the Commission determines that the City is at what would be considered its ultimate boundary configuration, then any existing SOI which lies beyond the corporate limits of the City should be removed from the City's SOI. This would assume that these SOI areas would be more logically and efficiently serviced by another agency.

²⁹ California Government Code, section 56000 et seq.

³⁰ California Government Code, section 56076.

- **Amend the SOI by Removal of Areas if the Commission Determines that the Area Would be Better Served by Another City**

If the Commission determines that certain areas within the existing SOI would be served more logically and more efficiently by another agency, then those areas should be removed from the City's currently existing SOI.

The existing SOI for the City of Pleasant Hill is larger than the City Limits, with six identified areas which extend beyond the City Limits. Two of these areas are islands, which are completely surrounded by incorporated territory. The northern SOI covers the unincorporated community of Pacheco and borders Buchanan Field Airport, which is within the City of Concord's SOI.³¹ Review of service provision and existing development shows that five of the six areas would most logically be served in the future by the City of Pleasant Hill. The one SOI area which appears to be more efficiently serviced by the City of Concord is an area of approximately one acre west of Iron Horse Trail. It has a single-family residential home or duplex which, service-wise, would more easily be accessed from the City of Concord. As water, wastewater, and fire protection services are provided by regional agencies, the actual service impact is minor; however, police and public works would most logically appear to be better provided by Concord.

The two unincorporated islands within the Pleasant Hill SOI consist of a 5-acre area east of Alhambra Avenue surrounded on both sides by the cities of Martinez and Pleasant Hill, and a 37-acre island east of the Contra Costa County Club House near the intersection of Paso Nogal and Golf Club Road. These can be annexed under the "island" provision with no protest proceedings. Government Code section 56375.3 allows LAFCO to waive protest proceedings and approve annexations of less than 150 acres, and the City has adopted resolution proposing the annexation. The City should consider taking action to annex these areas. The SOI areas west of the City and generally west of Taylor Boulevard contain scattered low-density residential development and are zoned for open space. There is little immediate requirement for municipal levels of service at this time. The final SOI area, located southeast of the City, west of Interstate 680, and north of Mayhew Way, is an approximately 14-acre multi-family development.

Because several of the SOI areas are inhabited, the Commission may wish to consider creation of policy statements to prevent piecemeal annexations or to encourage annexation of an island area which the City would have no incentive to annex because the area is built out and inhabited to prevent these areas from becoming increasingly isolated service pockets that become more expensive to serve.

³¹ Contra Costa County Community Development Department 2007.

Recommendations

The recommendation is for the SOI of the City to be amended to remove the Briones Hill open space area, since this area is not proposed for development and would not require services from the City.

It is also recommended that the Commission explore policy statements concerning piecemeal annexation or annexation of inhabited areas to be considered with approval of the SOI. It is further recommended that the cities of Concord and Pleasant Hill jointly review their boundaries and common SOI areas and return to LAFCO with any potential SOI amendment, including required CEQA documentation. As noted above, the City should be encouraged to take actions to annex the two islands since they are the logical service provider.

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Table IX-1 – City of Pleasant Hill

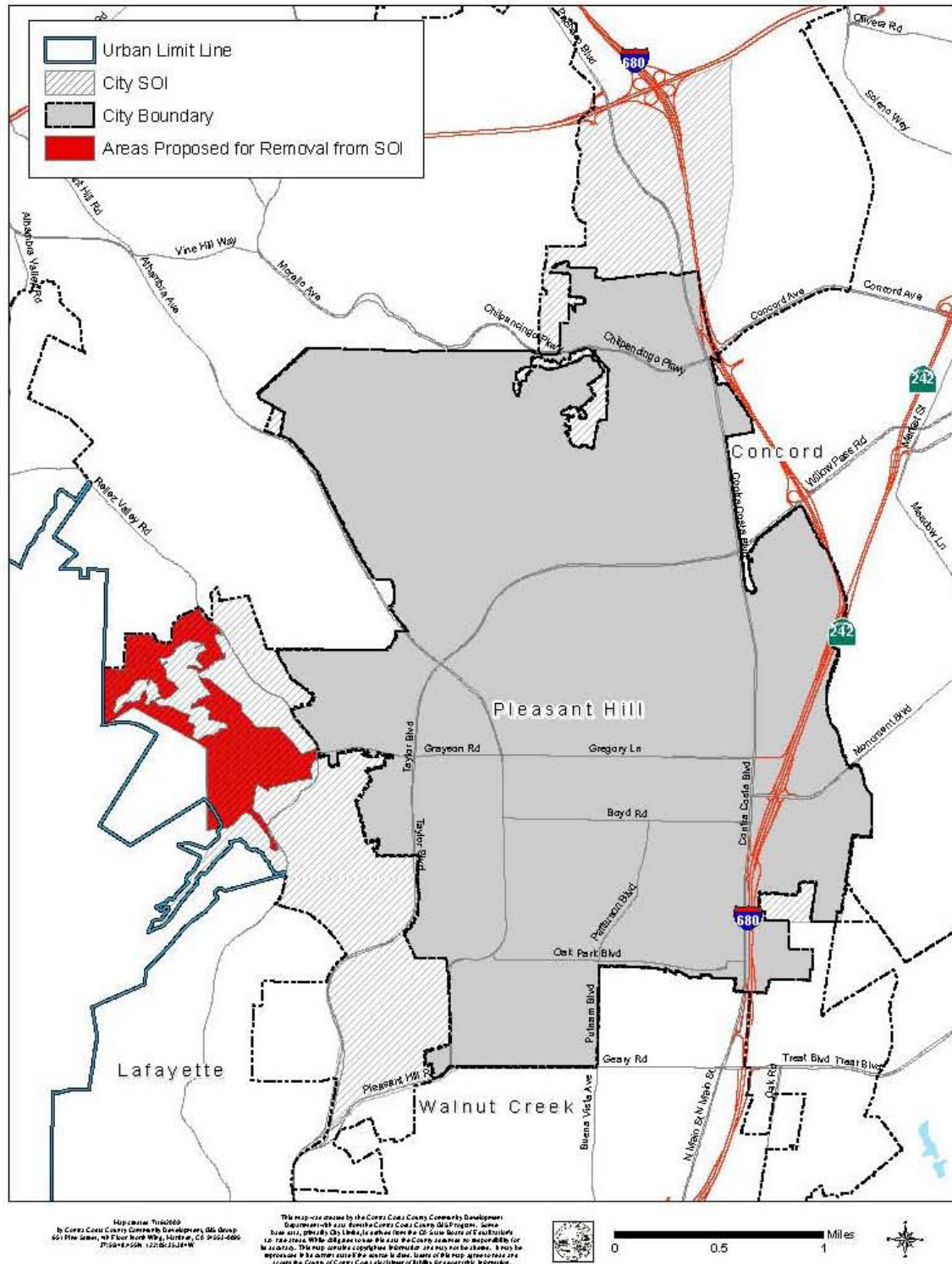
SOI Issue Analysis

Issue	Comments
SOI Update Recommendations	The City's current SOI extends beyond the incorporated City Limits in six separate areas. It is recommended that the SOI be amended to remove open space areas within the Briones Hills area, and a future review of the SOI be undertaken by the cities of Pleasant Hill and Concord of those areas along their common boundary and any potential changes to the SOI resulting from that study be brought back to LAFCO with appropriate CEQA review
Services Provided	The City of Pleasant Hill directly provides for police, public works, storm drain construction and maintenance, planning, engineering and code enforcement services. Other municipal services are provided by special districts.
Present and planned land uses in the area	The City has applied land use designations to most areas within its SOI. Land use designations include low-, medium-, and high-density residential, light industrial, low-medium and high-density multi-family residential, and open space. The only area within the existing SOI that does not have City land use designation is the small approximately one-acre residential parcel west of Iron Horse Trail.
Potential effects on agricultural and open space lands	There are no known agricultural land uses within the City boundaries or its SOI. The City land use designations applied to its SOI are consistent with County General Plan designations for the same areas. The recommended change to the SOI will have no effect on the open space lands that exist within the SOI, but would remove the SOI from areas designated as permanent open space.
Projected population growth	Projected population growth annually will be less than 0.5%, with overall population growth projected to be 7.6% by 2030. This growth rate is significantly less than many cities in eastern or southern Contra Costa County are experiencing.
Present and probable need for public facilities and services in the area	All areas within the existing SOI receive services from either one of the existing special districts or from Contra Costa County. Four of the six SOI areas are inhabited. Future annexation of these inhabited areas would likely provide improved levels of municipal services and improve service boundaries.
Opportunity for infill development rather than SOI expansion	The City has approximately 200 acres of developable land available with its current boundaries. Additional development could take place within the existing SOI. No SOI expansion is recommended; most development will take place through infill or upzoning existing parcels.
Service capacity and adequacy	The City provides adequate levels of services, although additional police officers would be required to maintain current levels of service if the Pacheco area were to be annexed.

Table IX-1 (Continued)

Issue	Comments
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 northern SOI area includes the community of Pacheco.
Effects on other agencies	Future annexations should review the boundaries of the Pleasant Hill Parks and Recreation District to ensure that the annexed areas would be served by the District and be provided services that are consistent with services received City-wide.
Potential for consolidations or other reorganizations when boundaries divide communities	No potential consolidations were identified by this MSR. Future annexations should review boundaries of the Pleasant Hill Park and Recreation District to determine if annexation into the District would be required to maintain consistency of services within the City. Future water and wastewater MSRs should include the Diablo Vista Water Authority in their review.
Location of facilities, infrastructure, and natural features	City facilities are located centrally with easy access to its citizens. The City is located on a large alluvial plain extending from the Briones Hill to the west.
Willingness to serve	The City is prepared to provide municipal service to all areas within its SOI when those areas are annexed.
Potential environmental impacts	The SOI recommendation is to amend the existing SOI to remove areas that do not require municipal services. This action will have no environmental impacts, and is exempt from CEQA.

Exhibit IX-A: City of Pleasant Hill Sphere of Influence and Voter-Approved Urban Limit Line



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X. CITY OF SAN RAMON

LOCATION, ADMINISTRATION, AND OPERATIONS

San Ramon was incorporated on July 1, 1983. The City is located in the south-central portion of Contra Costa County and is bounded by the Town of Danville to the north and the Contra Costa–Alameda County boundary and the City of Dublin to the south. Unincorporated territory lies to the east and west of the City. The City's incorporated boundaries encompass approximately 17.8 square miles, the adopted Sphere of Influence (SOI) is approximately 30.7 square miles, and the City's planning area includes the entire SOI plus additional area east into the Tassajara Valley, an area of approximately 38 square miles. (Refer to Exhibit X-A: City of San Ramon Sphere of Influence and Voter-Approved Urban Limit Line.) The current City population is approximately 63,176.¹

San Ramon lies within a broad valley. To the west of the City, the Berkeley Hills rise steeply above the valley; low hills and valleys lie to the east. Primarily undeveloped hillsides rise to more than 1,000 feet above mean sea level to the west of the City. To the east lie the Dougherty Hills. The primary transportation corridor is Interstate 680 along the Valley floor, linking San Ramon to Central Contra Costa County to the north, and to Silicon Valley and San Jose to the south.

The land use pattern in San Ramon is reflective of the City's history as a local- and region-serving suburban office center with surrounding residential neighborhoods and supporting businesses and services. The City's commercial focus remains the suburban-scaled, campus-style office developments of Bishop Ranch, anchored to the north and south by commercial services and retail activities at the Interstate 680 interchanges with Crow Canyon Road, Bollinger Canyon Road and Alcosta Boulevard. Residential development is generally suburban, with a loop-style network of curving streets and cul-de-sacs. Higher density residential neighborhoods are generally located close to commercial uses along arterial streets. As a result, San Ramon is largely composed of auto-oriented single-use areas. Of the approximately 6,700 acres within the existing City limits, housing accounts for 48%, while commercial services, retail, offices, and mixed uses account for about 18% of the land area.

The City is served regionally by Interstate 680 and transit in the form of bus service through Central Contra Costa Transit Authority. The City has an intermodal transit facility located within the Bishop Ranch Business Park, which provides bus service for commuters within San Ramon, as well as connecting service to and from adjoining cities in the Tri-Valley area. The recently approved City Center Mixed Use Project will add a second transit facility, along Bollinger Canyon Road.

¹ State of California, Department of Finance 2008.

City Governance

San Ramon operates as a “charter city,”² and operates as a municipal corporation pursuant to the laws of the State of California.³ San Ramon uses a “Council-Manager” form of government.⁴

City Council

The City is governed by a publicly elected, five-member City Council, which consists of a Mayor and four Council members. Council Members are elected “at large” in odd-numbered calendar years for staggered four-year terms. The Mayor is elected in odd-numbered calendar years for two-year terms.

Council members also serve as the governing board for the City’s Redevelopment Agency, the San Ramon Public Financing Authority, and the San Ramon Geological Hazard Abatement District (GHAD). The City Council meets regularly at 7:00 PM on the second and fourth Tuesday of each month. Meetings are held at the City Council Chambers, Civic Center, 2222 Camino Ramon, San Ramon. City Council agendas are available in the City Clerk’s office at 2222 Camino Ramon, San Ramon, during normal business hours. As a courtesy, agendas are also posted on the City’s website (www.ci.san-ramon.ca.us) and at City Public Facilities.

City Council members receive a stipend of \$735 per month, as well as \$30 per meeting when sitting as the Redevelopment Agency Board; in addition to these stipends, the Mayor receives an additional \$100 per month. Council members also receive medical, dental, and vision insurance and a car allowance of \$500 per month; the Mayor receives medical, dental, and vision benefits and a car allowance of \$600 per month.

City and Regional Commissions and Committees

The City has one board, two commissions, and 11 committees. The Board is the Architectural Review Board. Commissions include: Parks and Community Services Commission and Planning Commission. Committees include: Arts Advisory Committee, Economic Development Advisory Committee, Finance Committee, Housing Advisory Committee, Library Advisory Committee, Open Space Task Force, Policy Committee, Senior Citizen Advisory Committee, Teen Council, Transportation Advisory Committee, and Transportation Demand Management Advisory Committee. Details on this Board, and these Commissions and Committees, are available on the City website.

² Under the California State Constitution, Article 11, Section 2, and California Government Code, section 34102, “charter cities” operate under an individual city charter, as opposed to “general law cities,” which are cities organized under the general law of the State.

³ California Government Code, section 34000 et seq.

⁴ The Council-Manager form is the system of local government that combines an elected legislative body (City Council) with the management experience of an appointed local government manager (City Manager).

In addition, the City Council appoints representatives to the following agencies and boards: Association of Bay Area Governments (ABAG), the Contra Costa Mosquito and Vector Control District, Central Contra Costa County Transit Authority, Community Emergency Response Team, Contra Costa County Health and Human Services, Contra Costa Hazardous Materials Commission, Contra Costa County Transportation Authority, East Bay Regional Parks District, Iron Horse Trail Advisory Committee, League of California Cities – East Bay Division, South County Regional Library Board, Southwest Area Transportation Council, and the Tri-Valley Affordable Housing Commission. The Council has liaison appointments with the Town of Danville, City of Dublin, City of Livermore, City of Pleasanton, Dougherty Valley Oversight Committee, Dublin San Ramon Services District, East Bay Municipal Utility District, Historical Society, San Ramon Valley Fire Protection District (SRVFPD), San Ramon Valley Unified School District, and Central Contra Costa Sanitary District.

City Information

The City maintains an extensive website that is updated regularly.

City Operations

City government is divided into 3 functional areas and 7 departments. Functional areas include the City Manager's Office, the City Clerk, and the City Attorney. City Departments include 1) Administrative Services (including Employee Services), 2) Planning/Community Development, 3) Engineering Services, 4) Police Services, 5) Public Services, 6) Parks and Community Services, and 7) Economic Development.

An overview of each municipal function is provided below.

- **City Manager's Office**

The City Manager provides leadership in the management of the City and execution of City Council policies. The City Manager coordinates and directs all City activities, finances, and personnel.

- **City Clerk**

The City Clerk is the custodian of all legal and official City records. This office organizes and publishes City Council and Redevelopment Agency agendas and is the recording Clerk for all City Council meetings. Other responsibilities include conducting municipal elections, processing Public Records Act requests, administering Conflict of Interest requirements, maintaining City records (e.g., appeals, public hearings, Notices of Completion, deeds, grant deeds, bid openings) and legislative history, and processing passport applications.

- **City Attorney**

The City Attorney renders timely, professional legal advice to the City Council and City Departments; prepares, amends, and reviews official City documents, laws, and regulations; and represents the City in litigation, including civil worker's compensation and Council matters.

An overview of each department is provided below.

- Administrative Services Department

The Administrative Services Department is responsible for providing a variety of services to other departments and the public. The Department consists of four Divisions: Finance, Information Technology, Employee Services, and Central Services.

Finance

The Finance Division acts to ensure that the City maintain its financial stability, by monitoring the City's investment portfolio, calculating revenue, preparing and maintaining financial records and the City's payroll, responding to audits, and preparing the Annual City Manager's Operating Budget for the City Council.

Information Technology

The Information Technology Division is responsible for short-range and long-range strategic planning for the City's technology and data network. This involves all aspects of design-build-management of information systems, including the procurement, replacement, and troubleshooting of computer hardware and software. The Division maintains the City's public website, internal intranet, financial, planning, building permit, integrated voice response, and Citizen Request Management systems. The Division is responsible for helpdesk and database administration, as well as overall network security and intrusion protection.

Employee Services

The Employee Services Division provides the City with personnel services in the following areas: recruitment, classification and compensation, training, labor relations, performance evaluations, organizational development, liability claims management and processing, and employee benefits and services.

Central Services

The Central Services Division provides support to all City staff and is responsible for the City's procurement services and contract administration; telecommunications systems, including cellular phones/radios, pagers, the City's telephone system, and non-system landlines; the Employee Safety Committee; CAL-Card audits; mail processing of internal and external mail, including UPS and FedEx; printing of City standard letterhead, business cards, and other general-use printed matter; photocopy equipment, including procurement and management oversight of maintenance and lease agreements; ergonomic evaluations; document transmission equipment; furniture and office equipment placement; City-leased spaces; vending services; and staff relocation projects.

- Planning/Community Development

The Planning/Community Development Department is responsible for the following divisions and programs: Building and Safety Services, Planning Services, and Transportation Services. The Department provides a one-stop permit center, which includes Engineering Services and SRVFPD staff.

Building and Safety

The Building and Safety Division promotes health and safety in the construction and maintenance of buildings and structures and the maintenance of property through the enforcement of uniform building codes, energy conservation standards, State regulations, and City ordinances.

Planning

The Planning Division is responsible for providing a variety and balance of land uses, both commercial and residential, that respond to the needs of the community through implementation of the General Plan and other specific plans and planning and zoning laws.

Transportation

The Transportation Division is responsible for evaluating and recommending enhancements to the City's transportation infrastructure. The Division is responsible for coordinating transportation planning goals with the direction outlined in the General Plan, and coordinating the City's participation in regional transportation planning efforts.

- Engineering Services Department

The Engineering Services Department is responsible for the administration and implementation of the Capital Improvement Program, the federally mandated Stormwater Management Program, managing and coordinating the City's Geographic Information System Enterprise Service and application developments, Assessment Districts engineering, including the Geologic Hazard Abatement District; Clean Water Program and Canyon Park Fund; traffic engineering, and safety; development engineering and inspection; encroachment permits; drainage and open space management; and the review and inspection of development projects.

- Police Services

The Police Services Department is responsible for the safety and welfare of the citizens of San Ramon by ensuring and maintaining effective law enforcement systems, such as crime prevention, traffic enforcement, patrol, criminal investigations, vice and narcotic enforcement, and community relations.

- Public Services

The Public Services Department is responsible for the maintenance of the City's parks, roadway medians, and other open space; City fleet vehicles and equipment; City facilities; fountains and pools; signals and streetlights; roadways and sidewalks; street sweeping; and catch basins, creeks, and other drainage systems. Public Services is also responsible for the administration of the Lighting and Landscaping District program in 18 zones, administration of maintenance contracts, and administration of the Solid Waste franchise agreements.

- Parks and Community Services

The Parks and Community Services Department provides cultural and performing arts, sporting events, and educational events and programming for all segments of the San

Ramon community. The Department is responsible for partnering with Contra Costa County in managing the San Ramon Library.

- Economic Development

The Economic Development Department is responsible for activities that improve and diversify the San Ramon economy. The Department staffs the Redevelopment Agency, which focuses its efforts on removing economic and physical blight within the Redevelopment Project Area, providing funding for public facilities and improvements, overseeing affordable housing activities, and partnering with cities in the Tri-Valley area to oversee management of the government access channel. The goals and objectives for the Department are largely defined by the City's Economic Development Strategic Plan and the Agency's Redevelopment Plan.

Services provided by special districts and contracted services include fire, water, wastewater collection and treatment, solid waste services, recycling, library services, and other services.

- Fire Services

SRVFPD provides fire services to the City.

- Water Services and Recycled Water

East Bay Municipal Utilities District (EBMUD) and Dublin–San Ramon Services District (DSRSD) provide water services to the City. EBMUD and DSRSD provide recycled water service to the City.

- Wastewater Collection and Treatment Services

Dublin–San Ramon Services District and Central Contra Costa Sanitary District provide wastewater services to the City.

- Solid Waste Services

Valley Waste Management provides solid waste services to the City.

- Recycling

Valley Waste Management provides recycling services to the City.

- Library Services

The Contra Costa County Library system provides library services to the City.

- Other Services

Contra Costa County provides court services, jail facilities, 911 dispatch, child protective services, and animal control services to the City.

City Infrastructure

The City of San Ramon owns an extensive inventory of public land, buildings, and other facilities. Major City-owned facilities include:

- Administrative Facilities – City Hall, 2222 Camino Ramon, San Ramon Library, San Ramon Service Center.
- Public Service Facilities – 366 miles of roads, San Ramon Service Center, and Dougherty Valley Service Center.
- Recreation and Community Facilities – Dougherty Valley Aquatic Center; Dougherty Valley Performing Arts Center; Dougherty Station Community Center; Dougherty Station Branch Library; San Ramon Library; Iron Horse Community Gym; Forest Home Farms Historical Park; San Ramon Community Center; San Ramon Olympic Pool & Aquatic Park; Alcosta Senior and Community Center, Park and Gardens; Crow Canyon Gardens/Mudd's Facility; and Pine Valley Community Gym and Sports Fields.

The City of San Ramon has been planning the development of a new City Center. Due to the steep economic decline in both the housing and retail industry, this project has been delayed. The project is fully approved and ready to move forward when economic conditions and the credit markets that supply funding for mixed-use projects improve.

The City Center project includes a new City Hall, library, transit center, and new office development, as well as a Plaza District featuring retail and dining opportunities, a public plaza, hotel, independent cinema, and a mix of residential units. In total, the City Center project consists of approximately two million square feet on over 40 acres.

Infrastructure needs are addressed through Capital Improvement Program (CIP) planning and the budgeting process, in order to complete projects as cost effectively as possible within budget constraints. The City plans for infrastructure development through programs carried out by the Engineering Services Department. The Public Services Department provides maintenance of City infrastructure. Projects for the current fiscal year include road and storm drain maintenance, park and playground renovations, renovation of the Mudd's Fireside Room for public use, and building upgrades.

Budget

San Ramon uses a one-year budget process. Each year, the City Manager prepares a budget for consideration by the City Council; the Council reviews it and adopts the budget by Resolution. The 2008/09 City budget reflects revenues in the amount of \$81 million and expenditures of \$93.8 million.

San Ramon's budget is segregated into five major units: General Fund, Special Revenue Funds, Internal Service Funds, Debt Service Funds, and Redevelopment Agency Funds. An expanded review of these budget units follows.

General Fund

The City's adopted budget for 2008/09 anticipates General Fund revenues of \$41.1 million and expenses of \$39 million.

The General Fund is the primary financing mechanism for City operations with revenues from a variety of sources. Projected General Fund Revenues and Expenditures for the 2008/09 fiscal year follow:

Revenues

Property Tax	\$14,745,279
Sales and Use Tax	\$8,950,000
Property Transfer Tax	\$600,000
Transient Occupancy Taxes	\$1,956,918
Franchise Fees	\$3,174,638
Licenses and Permits	\$1,271,110
Motor Vehicle License Fee	\$364,000
Intergovernmental	\$287,167
Charges for Services	\$7,095,375
Fines and Forfeitures	\$503,950
Investment Income	\$880,000
Development Fees	\$26,000
Miscellaneous Revenue	<u>\$1,230,664</u>
Total General Fund Revenue	\$41,085,101

Expenditures

General Government	\$1,550,299
Administrative Services	\$3,872,663
Planning/Community Development	\$3,665,690
Police Services	\$9,565,745
Engineering Services	\$2,132,449
Public Services	\$9,016,969
Parks and Community Services	\$8,554,089
Economic/Redevelopment	\$351,248
Non-Departmental	<u>\$281,310</u>
Total General Fund Expenditures	\$38,990,462

In fiscal year 2008/09, the City's primary General Fund revenues include property tax (36%), sales and use tax (22%), and charges for services tax (17%). The 2008/09 City budget indicates that property tax revenue has been increasing during the past several years, reflecting both growth in the assessed values of existing property and annexation-based growth in Dougherty Valley. The budget notes that property taxes are estimated to grow at a slower rate (approximately 4%) in 2008/09, reflecting declining activity in the real estate markets. This is consistent with information provided by the County Assessor, which indicates a 4.54% increase in property tax for 2008/09. Property tax revenues also include vehicle license fee in lieu revenues, which are the result of the State eliminating most of the per-capita vehicle license fee revenues and backfilling those revenues with property taxes.

Special Revenue Funds

Special Revenue Funds account for non-discretionary monies that may be used by the City for specific purposes. San Ramon has established 19 special revenue funds, most of which derive their monies from specific sources, such as grants, assessments, and developer fees. In 2008/09, San Ramon expects to accrue \$21.6 million and expend \$17.9 million for its 19 special revenue funds. Major expenditures include Public Services (\$10.8 million) and Police (\$5.2 million).

Internal Service Funds

Internal Service Funds are General Fund monies used to allocate costs over all functions and include: investments, equipment replacement, I/T replacement, insurance and benefit liability, and building maintenance. In 2008/09, San Ramon expects to accrue \$7.3 million and expend \$6.8 million, with the largest expenditure being healthcare (\$4.7 million).

Debt Service Funds

The City maintains Debt Service Funds to account for debt obligations of the general government. The City has issued three Certificates of Participation, with cumulative projected expenditures (principal, interest, and debt service fees) of \$1.8 million for fiscal year 2008/09. The total combined principal outstanding on the three Certificates of Participation is \$16,780,000, with cumulative debt service payments of \$39,370,027 to be completed in fiscal year 2024/25. The Citizens Options for Public Safety (COPS) funded City Hall, the Library, and the Community Center. The Debt Service Funds are used to pay off the debt.

Redevelopment Agency

The San Ramon Redevelopment Agency was established in 1985 by ordinance of the City Council. The City Council serves as the governing board for the Agency, and the City Manager serves as the Executive Director. The San Ramon Redevelopment Agency includes 605 acres, which includes approximately 8.5% of the City. Budget categories include debt service (\$5.6 million), housing programs (\$1.7 million), County pass-through expenses (\$1.6 million), and capital projects (\$5.0 million).

Reserves

In 2004, the City Council adopted a General Fund Reserve Policy. The policy called for General Fund contingency reserves to be maintained at 50% of expenditures. Amounts over the 50% reserve level are defined as operational reserves. The total General Fund reserve balance is estimated to be \$33.4 million for the beginning of the 2008/09 budget year. This is consistent with what was projected during the mid-year financial review after adjusting for mid-year supplemental appropriations. The budget as proposed has \$0.7 million use of reserves in the General Fund, and, as a result, the total reserve balance for the end of 2008/09 is estimated to be \$32.7 million. This is sufficient to provide the 50% contingency reserve of \$19.5 million as called for in the policy, plus an operational reserve of \$11.2 million and \$2.0 million specially set aside to cover a potential State borrowing of property tax revenues in 2008/09.

Capital Improvement Program

The City's CIP is a multi-year planning program for the construction of new facilities and infrastructure, and for the expansion, rehabilitation, or replacement of City-owned assets. The

CIP covers a five-year period, and is updated by City staff and approved by the City Council each year. For the five-year period of fiscal year 2008 through fiscal year 2013, San Ramon has 128 CIP projects, of which 54 are planned in the fiscal year 2008/09.

A total of 30 projects have been completed since implementation of the previous CIP. There are a number of major funding sources available to fund CIP projects. For the 2008/09 fiscal year, these include: Intergovernmental, Interest Revenue, Developer Contributions, and Transfers In (\$13.3 million).

For 2008/09, the CIP has programmed \$17.9 million in capital improvements. Major projects for fiscal year 2008/09 include: Bollinger Canyon Road Widening (\$5.9 million), Crow Canyon Road Pavement Rehabilitation (\$2.9 million), Dougherty Road Widening (\$5.5 million), Pavement Management (\$5.3 million), and Storm Drain Repairs (\$2.3 million).

The Landscaping and Lighting District has programmed CIPs for upgrades to centralized irrigation systems and streetlight relamping upgrades.

Stormwater Management Program

The goal of the City of San Ramon Stormwater Program is to reduce or eliminate pollution conveyed to local creeks and streams through public storm drain facilities. The program's activities are managed in accordance with National Pollution Discharge Elimination System (NPDES) Permit requirements. In 1993, the City Council approved the formation of a Stormwater Utility Area for San Ramon, established a \$23 per Equivalent Runoff Unit (ERU) annual assessment for fiscal year 1993/94, and set a maximum limit of \$35 per ERU. The City has assessed this maximum rate for six years. The City's Program share for fiscal year 2008/09 is \$206,909. The projected revenue for fiscal year 2008/09 is \$1,077,090; the projected expenditure is \$1,144,401.

Geologic Hazard Abatement District No. 1990-01

The City Council serves as the Board for Directors of GHAD 1990–2001. The GHAD is a separate entity from the City but is administered by City staff. The GHAD was formed in 1990 to provide a funding mechanism to prevent, mitigate, abate, or control a geologic hazard, and to mitigate or abate structural hazards that are partly or wholly caused by geologic hazards. The GHAD currently owns approximately 1,063 acres of open space within San Ramon. For 2008/09, the GHAD had a projected reserve of \$2.2 million and anticipated expenditures of \$527,000.

CITY PLANNING BOUNDARIES AND GROWTH

City Boundaries

City Limits

The City is approximately 17.8 square miles and is bounded by the Town of Danville to the north and the Contra Costa–Alameda County boundary and the City of Dublin to the south. Unincorporated territory lies to the east and west of the City.

Sphere of Influence

The currently adopted SOI for the City includes approximately 30.7 square miles and includes the Dougherty Valley Specific Plan Area, the Westside Specific Plan Area, and Bollinger Canyon, northwest of the City.

Planning Area

The City's planning area includes approximately 38 square miles. This planning area is larger by 8 square miles than that set forth in the 1995 General Plan, the result of an eastward extension to include the Tassajara Valley, as provided for in the City's voter-approved General Plan 2020.⁵ The planning boundaries coincide with the Town of Danville to the north, and with Alameda County and the City of Dublin to the south. Undeveloped hills define both the western and eastern portions of the planning area.

Urban Limit Line

Contra Costa voters approved the current countywide Urban Limit Line (ULL) in 2006. (Refer to Exhibit X-A.) In 2002, the City of San Ramon voters approved the General Plan 2020, which included an urban growth boundary (UGB), which generally follows the City limits and includes the City's SOI in Dougherty Valley. Implementing Policy 4.6-I-3 requires that there is a voter review of the UGB in the year 2010.

In Contra Costa County, ULLs play a critical role in local transportation funding (Measure J), which is based on local agency compliance with these ULLs. See the Executive Summary for a discussion of Measure J. The need for the updated General Plan for San Ramon is the result of Measure G, an initiative measure passed by voters in 1999. Under Measure G, the new General Plan must take into consideration "the development of urban growth boundaries to encourage smart growth by promoting infill development and discouraging sprawl by providing mixed use of commercial, retail, education, recreation and housing."⁶

General Plan

The San Ramon General Plan was approved in 2002, as a result of the Measure G requirements. The General Plan serves several purposes:

- It outlines a vision for San Ramon's long-range physical and economic development and resource conservation that reflects the aspirations of the community and the smart growth mandate of Measure G;
- It provides strategies and specific implementing actions that will allow this vision to be accomplished;
- It establishes a basis for judging whether specific development proposals and public projects are in harmony with Plan policies and standards;

⁵ City of San Ramon 2002.

⁶ San Ramon City Council 1999.

- It allows City departments, other public agencies, and private developers to design projects that will enhance the character of the community, preserve and enhance critical environmental resources, and minimize hazards; and
- It provides the basis for establishing and setting priorities for detailed plans and implementing programs, such as the Zoning Ordinance, Capital Improvement Program, and Specific Plans.

Population Growth

In 1999, the City of San Ramon had a population of 43,550, and in the past 20 years, population has increased to over 63,000 residents.

The City's current population is approximately 63,176.⁷ Population is expected to increase 42% by 2030, growing to approximately 81,700.⁸ This growth rate equates to the addition of approximately 1,170 residents per year.

It should be noted that the City's General Plan (2002) estimates that the population will increase 61% to approximately 96,000 by 2020. With the more recent ABAG projections, it appears that this growth rate will not be realized.

Jobs-Housing Balance

Job growth in San Ramon has roughly paralleled the increase in population and employed residents. In 2010, ABAG estimates that there will be 43,880 jobs within the City and 32,720 employed residents.⁹ This results in a jobs-to-employee ratio of 1.34. A ratio of 1.00 indicates that there is a numeric balance between the number of jobs and the number of employed residents in a community. A ratio of greater than 1.00 typically indicates that a community is "job rich" and that its residents generally work within the City. In contrast, overall in the County, the ratio of jobs to employed residents is typically less than one.

Vacant Land

The City has very little vacant land available for new development within its current City limits, with the exception of the newly annexed Faria Preserve area. Additional growth potential exists within the SOI; however, much of the SOI areas are outside of the adopted ULL as discussed in more detail below.

⁷ State of California, Department of Finance 2008.

⁸ ABAG 2006.

⁹ ABAG 2006.

Development Projects

The City has a number of development projects in progress; however, many are relatively small projects. Larger development projects include the City Center project, a 2.1-million-square-foot project with retail and dining opportunities, a public plaza, hotel, independent cinema, and a mix of residential units, as well as a new City Hall, library, transit center, and new office development. The Dougherty Valley Specific Plan encompasses approximately 6,000 acres, and all of the phases have been approved, totaling 11,000 units. 75% of the residential home construction is nearly complete. Also in the planning stages is the Faria Preserve, with approximately 780 housing units located in the northwestern portion of the City. Other pending and approved development projects include a medical office building on Alcosta Boulevard, an office building on Thorup Lane, a retail expansion at Magnolia Square, a hospital expansion on Norris Canyon Road, construction of 105 senior housing units, the City's affordable housing catalyst site, implementation of the Westside Specific Plan, and development of the North Camino Ramon Specific Plan.

Growth Management

San Ramon will face several planning challenges over the next 20 years, most of which center on the fact that the smart growth mandate of Measure G, including the UGBs and open space preservation, must confront the reality of forecasts for strong population and employment growth in the City to 2020. San Ramon's growth management policies and initiatives are also consistent with the Contra Costa Transportation Improvement and Growth Management Program (Measure J). The growth strategy means that City officials and staff work with residents and the development community to accommodate economic and population growth without diminishing the quality of public services, facilities, and lifestyle that are enjoyed by those who live in the City. Growth Management policies and performance standards will be used as tools to manage all development within San Ramon and protect and enhance open space and environmental resources.

Annexations

On February 11, 2009, Contra Costa County LAFCO approved the annexation of properties to the City of San Ramon, CCCSD, and EBMUD in conjunction with the proposed Faria Preserve project. The purpose of the reorganization was to extend water, wastewater, and other municipal services to a proposed development of 786 residential dwelling units and associated public and community facilities, parks, and open space. The reorganization area is contiguous to the existing City and district service boundaries, is within the SOIs of CCCSD and EBMUD, is within the City of San Ramon's SOI and UGB, and, with the exception of 8.5+ acres along the western border of the property, is within the County ULL. The 8.5+ acre area of land is designated open space and will house an EBMUD water tank. The Faria Preserve is part of the City's Northwest Specific Plan, encompassing a total of 354+ acres. The reorganization proposal included annexation of 290+ acres to the City, and annexations to CCCSD and EBMUD. The remaining portion of the Northwest Specific Plan includes the Western Plan Area (64+ acres), which is not currently proposed for annexation. The 50-acre area to the west of

Bollinger Canyon Road is within the County ULL as well. It is anticipated that the properties will be annexed into the City prior to development.

In the past 20 years, a number of developments were annexed into the City, such as Canyon Lakes, Henry and Thomas Ranches in the Westside, and most of the Dougherty Valley, including Gale Ranch and Windermere. Within the next few years, the remaining unincorporated portions of Dougherty Valley will be annexed.

MUNICIPAL SERVICES

Public Safety Services

Police Services

When San Ramon incorporated, it contracted for Police services with the Contra Costa County Sheriff's Department. In June 2006, after months of study and review, the City Council created an in-house Police Services Department. The newly created department became operational on July 1, 2007. Dispatch services continue to be provided through the Contra Costa County Sheriff's Department.

The City's Police Department has two operational bureaus: the Administration Bureau and the Operations Bureau. The Administration Bureau has 22 employees and contains the following divisions: Office of the Chief, General Administration, Records, Professional Standards, Training, Evidence, and Youth Services. The Operations Bureau contains the following divisions: Patrol, Traffic, Special Operations, and Investigations. The Patrol Division consists of six teams, with four to five officers and one sergeant on each of the watches. There are five employees in the Traffic Safety Division, and the Investigation Division has six full-time detectives and a sergeant.

The Patrol Division responds to calls for service concerning crimes against persons and property, and has the mission of being the visible presence within the community in an effort to deter crime. The City has adopted service standards for police protection services, which call for 0.8 officers per 1,000 residents. The City currently meets the established service standard, with approximately 0.87 officers per 1,000 residents.¹⁰ The San Ramon Police Services Department participates in the Central Contra Costa Narcotic Enforcement Team, which includes the County Sheriff and other law enforcement agencies. Other cooperative efforts include the Community and Youth Resource Program, which interacts with the City's Parks and Community Services Department, the San Ramon Valley Unified School District, the California State Youth Employment and Development Department, and local businesses to work with at-risk youths. The Department also provides two School Resource Officers to the City's two high schools and four middle schools. In 2007, the Police Services Department created a Community Resource Officer for the purpose of reducing crime and improving the quality of life in the City's rental communities. Finally, the Department and the City instituted a Citizen's Police Academy and a Youth Academy designed to foster a greater understanding of police services within the community.

¹⁰ City of San Ramon 2009.

San Ramon continues to be one of the safest communities in California; an overall reduction in Part I property crimes was realized, resulting in reduction of 13%. The City realized a 16% overall reduction in the crime rate from the previous year. In 2008, the Department reported 62,194 calls for service, of which officers initiated 37,612 calls. Increased enforcement of intoxicated driving (DUI) crimes and officer-initiated activity have resulted in a 26% decrease in DUI arrests, with an overall decrease in arrests for all other crimes. Patrol events, or officer activities, have increased over the past three years.

Response times for Code 3 emergency calls for service averaged three and a half minutes for 2008.¹¹.

General Plan Performance Standards: Police

- Prior to project approval, require written verification from the San Ramon Police Department that a three- to five-minute response time for emergency calls and a 20-minute response for all other calls can be maintained 95% of the time.

Fire

Fire protection within the City is provided by SRVFPD, an independent special district. The District was formed in 1963 and has a service area of approximately 118 square miles, which includes the Town of Danville and the City of San Ramon, and the unincorporated communities of Alamo, Blackhawk, Diablo, Tassajara Valley, and southern Morgan Territory, and portions of Dublin and Crow Canyon in Alameda County. The Administrative offices are located in San Ramon, at the intersection of Crow Canyon Road and Bollinger Canyon Road.

Because the District was formed prior to the passage of Proposition 13 in 1978, it receives a portion of the 1% property tax revenue to pay for services. The SRVFPD has 11 fire stations, of which nine are staffed 24 hours a day and two stations are served by on-call firefighters. The District owns 10 of the stations; Fire Station 40 is a leased garage of a single-family home. Stations that provide service within the City of San Ramon are described below.

Station 30 is located in Dougherty Valley on Bollinger Canyon Road near the intersection with Windermere Road. Station 30 serves the eastern portion of the City in an area that is primarily residential. The station has one Engine Company and one Wildland Fire Unit based at the facility. The station is staffed with three full-time certified fire-fighters, 24 hours a day, 7 days a week.

Station 34 is located on Alcosta Boulevard near the commercial center of the City. The station houses two Engine Companies, one Aerial Ladder Company, one Rescue Ambulance, one Wildland Fire Unit, and one Urban Search and Rescue Unit. The site is staffed with 11 full-time certified fire-fighters, 24 hours a day, 7 days a week.

¹¹ San Ramon Police Department 2009, p. 18.

Station 38 is located on Bollinger Canyon Road west of Interstate 680, a mostly residential area. Station 38 houses one Engine Company, one Rescue Ambulance, and one Water Tender. The station is staffed with five full-time certified fire-fighters, 24 hours a day, 7 days a week.

Station 39 is located on Firecrest Lane, south of Alcosta Road, in the southern section of the City. The station is located in a residential area. Station 39 houses one Engine Company, one Rescue Ambulance, and one Wildland Fire Unit. The station is staffed with five full-time certified fire-fighters, 24 hours a day, 7 days a week.

Each of the fire stations is located to provide overlapping first response service areas. Multi-alarm fires would receive responses from several stations as required.

The National Fire Protection Association (NFPA) 1710 Standard establishes a goal of a five-minute response time from the time of first call dispatch to arrival on the scene. Currently, the SRVFPD meets the NFPA 1710 Standard 90% of the time, with an average response time of less than five minutes from the initial call.

General Plan Performance Standards: Fire

- Prior to project approval, require written verification from the District that a five-minute total response time can be maintained for 90% of emergency calls in urban and suburban areas and/or that there will be a fire station within 1.5 miles of all development.

Community Development Services

Planning, Building and Safety, and Transportation Services

The City's Planning/Community Development Department includes Planning, Transportation, and Building and Safety divisions. Responsibilities of the Planning Services Division include current and advance planning functions. Planning Services is responsible for all environmental and land use-related services and formulation of housing policies for the City of San Ramon, including staff support for the City Council, the Planning Commission, the Architectural Review Board, and the Zoning Administrator. The specific programs include general administration, development processing, zoning administration, architectural review, subdivision processing, zoning enforcement, General Plan administration, environmental review, and special planning studies. The Building and Safety Division has nine staff members, the Planning Division has seven staff members, and the Transportation Division has eight staff members.

The Building and Safety Division conducts construction-related plan reviews, building inspections, and code enforcement, and issues building permits. The fiscal year 2007/08 Comprehensive Annual Financial Report indicates that 6,721 building permits were issued that year, which was a decline from 8,853 permits (24% decline) issued in the prior fiscal year.

The Transportation Services Division is responsible for evaluating and recommending enhancements to the City's transportation infrastructure. The Division is responsible for coordinating transportation-planning goals with the direction outlined in the General Plan, and coordinating the City's participation in regional transportation planning efforts.

Economic Development/Redevelopment/Housing

The San Ramon Economic Development Department is organized in three divisions: Economic Development, which supports retail expansion, business expansion assistance, business retention support, new business attraction, and targeted marketing; Redevelopment, which includes capital improvement funding support, coordination with property owners and developers, and redevelopment project review; and Housing, which oversees development agreements, housing information and referral services, workforce housing opportunities, and housing rehabilitation.

The City of San Ramon supports the Tri-Valley Housing Opportunity Center. The Center offers information, comprehensive counseling services, and financial education classes for first-time home buyers. The Center also provides information and referrals for affordable housing opportunities.

Transportation and Road Services

Transportation

The City is served regionally by Interstate 680. Bus service is provided by Contra Costa County Transit Authority, and there is an intermodal transit center in the Bishop Ranch Business Park. The transit center provides access to connecting bus and shuttle service to other cities in the area. The General Plan indicates that traffic projections for Interstate 680 necessitate planning for increasing regional public transportation opportunities in order to avoid widening Interstate 680.¹²

The City encourages bicycling and pedestrian uses and maintains an integrated network of trails. There are Class I, II, and III bike trails, with the majority of all bike trails being Class II or III. The City's Class I trail, the Iron Horse Trail, located along an abandoned Southern Pacific Railroad right-of-way, has been developed and paved and connects with the East Bay Regional Park District's Class I bike route from the Alameda/Santa Clara County line to the City of Martinez.

General Plan Performance Standards: Traffic

- San Ramon has established traffic circulation standards, expressed as acceptable levels of service, for the City's street system. These standards form the basis for the City's circulation and land use policies, and are consistent with the standards established under Measure C. Those standards are as follows: Rural: Low-C (0.70-0.74); Semi-Rural: High-C (0.75-0.79); Suburban: Low-D (0.80-0.84); Urban: High-D (0.85-0.89); Central Business District: Low-E (0.90-0.94).

Road Services

The City's Engineering Services Department is responsible for design of all public streets, and maintenance is performed by both Engineering Services and Public Services. The City

¹² City of San Ramon 2002, pp. 5–9.

maintains approximately 348 linear miles of dedicated streets, consisting of arterials, collectors, and local streets. The General Plan indicates that arterial capacity improvements will be necessary in order to preserve acceptable levels of service and to accommodate future growth in the area. Future projects include widening one roadway to eight lanes, widening two roadways to six lanes, and widening five arterials to four lanes. Collector and local projects include traffic-calming programs and road improvements that help to limit traffic to 3,000 trips per day on collector streets and 500 trips per day on local streets. These trip-limiting goals are an attempt to preserve neighborhoods and to limit pass-through traffic within these neighborhoods.

The City's streets have an overall Pavement Condition Index (PCI) rating of 73. The PCI is an engineering standard of roadway condition. The PCI ratings are as follows: 90-100, excellent pavement condition; 80-89, very good pavement condition; 70-79, good pavement condition; 60-69, fair pavement condition; 50-59, at risk pavement condition; and 25-49, poor pavement conditions.

Water and Sewer Services

Water

Water service is provided by East Bay Municipal Utilities District and Dublin–San Ramon Services District.

General Plan Performance Standards: Water

- Prior to project approval, require written verification from the approved service provider that adequate water quality, quantity, and distribution will be available to serve the project.

Sewer

Wastewater collection and treatment services are provided by Central Contra Costa Sanitary District and Dublin–San Ramon Services District.

Alameda LAFCO is the principal LAFCO for East Bay Municipal Utilities District and Dublin–San Ramon Services District. Water and wastewater services were evaluated separately as part of the 2005 Alameda LAFCO MSR and SOI updates. The Central Contra Costa Sanitary District was reviewed by Contra Costa LAFCO as part of the 2008 Central County Water and Wastewater MSR and SOI updates.

General Plan Performance Standards: Sanitation

- Prior to project approval, require written verification from the approved service provider that adequate sanitation facilities and services will be available to serve the project.

Parks, Recreation, Library, and Cultural Services

Parks

The General Plan Growth Management Element sets out performance standards for delivery of public services, including the amount of parkland and public facilities available to the public. These performance standards define the optimal service standards for the City. These standards establish a service ratio of 1.2 square feet of Community Center space per 1,000 residents. At present, the City owns three community centers (including the Alcosta Senior and Community Center, Park and Gardens) with a combined square footage of 58,000 square feet. The square footage of the Performing Arts Center, the joint-use gyms, and the two libraries help the City meet these service performance standards.

The City's Parks and Community Services Department operates and manages one senior center, an Olympic Pool, and two Community Centers. The Public Services Department maintains 57 City parks and 14 joint-use school facilities, in addition to the maintenance of over 26 miles of improved trails within the City.

The City participated financially in the recently opened Dougherty Valley High School Aquatic Center and Performing Arts Center and maintains a joint-use agreement for public use of these facilities.

General Plan Performance Standards: Parks

- The adopted standards for parks are: 6.5 acres of parkland per 1,000 residents, and have park facilities located within 1/2 mile of all residential areas. Presently, the City, including local public school grounds available for public use, trails, and recreational facilities, has 425.5 acres of parklands available to its residents.

Recreation and Cultural Services

Department revenues provide funding for 58% of operating expenses, with the General Fund providing the remainder of the operating costs. Library services, Theater and Performing Arts programs, Teen Programs, Administration, Aquatics, and Senior programs create the largest net program costs after revenues are collected; while facility use fees and recreation programs (Leisure Enrichment) provide revenues for the Department.

Library

The City of San Ramon is a member of the Contra Costa County Library system, which operates a countywide network of 27 libraries. The City works cooperatively with the library system and has provided the two buildings that house the branch libraries within the City. The San Ramon Library is located at 100 Montgomery Street, near the intersection of Alcosta Boulevard and Bollinger Canyon Road. This facility has approximately 18,000 square feet of floor space, 84,400 volumes, and is open 58 hours per week. The San Ramon Library is noted for its special collection of jazz music. The Dougherty Station Branch Library is located at 17017 Bollinger Canyon Road. The Dougherty Station Branch Library provides approximately 11,800 square feet of floor space, contains 37,600 volumes, and is open 50 hours a week. The Dougherty Station Branch Library also has 44 computers available to its patrons and caters

particularly to youth and students. The Dougherty Station Branch Library has a joint operations agreement with the City; the Contra Costa Library System; and Diablo Valley College, San Ramon Valley Campus to jointly operate the Dougherty Station Branch Library with expanded hours of operation, materials, and staffing to support the college.

City funding accounts for approximately half of the San Ramon Library's operational budget. The nonprofit San Ramon Library Foundation helps to support various programs offered through the libraries.

In 2000, the City prepared a San Ramon Library Expansion and Feasibility Study, which concluded that the library was undersized and unable to meet the needs of the future population of the City and future Dougherty Valley annexations. The Library Services Master Plan considered future service needs and analyzed several operational options, including privatization and/or secession from the County's library system. The City was already directly contributing 50% of the operational funds to the library, and a significant amount of property taxes were already being collected from the City for library services. The City's study cites a report by DMG that concludes that the City could financially support its own library and could increase materials acquisitions without increasing its existing level of budgetary contributions.¹³ However, secession from the County system would not guarantee that property taxes would automatically shift from County to City; and unless an agreement could be reached with the County to shift those tax revenues from the County to the City, City residents would have to vote for additional assessment to support an independent City library system.

General Plan Performance Standards: Library

- At General Plan build-out, provide minimum ratios of 0.5 square feet of library space per capita and 3 volumes per capita.

The two branch libraries meet the floor space standards and fall below standards with volumes available (122,000 volumes, with the standard for population being 175,000 volumes).

Solid Waste Collection and Disposal Services

The City's garbage collection and residential recycling services are provided for under a franchise agreement with Valley Waste Management. Residential recycling services are provided curbside and at special recycling events. Commercial recycling services are not provided under the franchise, but are provided by recycling companies permitted by the City. The City has a disposal agreement for solid waste with Republic Services at the Vasco Road Landfill. The City has met its 50% diversion rate mandated by AB 939.

¹³ City of San Ramon 2001, p. 34.

SERVICE REVIEW DETERMINATIONS

In anticipation of reviewing and updating the City of San Ramon's SOI, and based on the information provided above, the following written Determinations are intended to fulfill the requirements of California Government Code, section 56430(a).¹⁴

General Statements

- A. The City is proactive in addressing community needs, planning, public services, and necessary infrastructure improvements.

Infrastructure Needs and Deficiencies

1. The City consults and jointly plans on infrastructure projects with the several special districts that provide service within the City. This has aided the City in its infrastructure planning efforts.
2. The City's infrastructure, including facilities, parks, roadways, and trails, are well maintained, relatively new, and in good condition overall.
3. The City uses a system of letter grades to evaluate traffic congestion on surface roads and intersections, with A being the highest service standard and F being the lowest. The City currently has no streets operating below a D level of service, with the majority operating at a C level or higher.
4. A countywide Pavement Condition Index (PCI) shows that, on average, City streets have a rating of 73. This means that dedicated City streets are rated to be in good overall condition.

Growth and Population Projections for the Affected Area

5. Most population growth in Contra Costa County is projected for the east county and the Tri-Valley area, which includes the City of San Ramon. Over the next 12 years, City population is projected to increase by 61% to approximately 96,000, inclusive of the City's Planning Area. This growth rate anticipates continued annexations within the Dougherty Valley Specific Plan as well as infill development.
6. City planning documents estimate that residential build-out is at approximately 62% to 64%, and should reach residential build-out at approximately 2020 if current population estimates and development are realized. These assumptions are based upon existing SOI boundaries.
7. The City anticipates an annual growth rate of 1.5% to 2.2% over the next 12 years.

¹⁴ This report addresses the nine determinations previously required under California Government Code, section 56430. Changes to the code that became effective on January 1, 2008, now require analysis of six determinations.

Financing Constraints and Opportunities

8. City expenditures exceed revenues, requiring funding shortfalls made up by use of reserve funds. The City's budget reserve is established by City Council policy and is included as part of the City's budget process.
9. The Dougherty Valley Settlement Agreement established a funding mechanism that provides revenues for maintenance and other services within the Dougherty Valley Specific Plan. This is in recognition that this area will annex into the City of San Ramon, and these revenues are intended to help to relieve some of the service cost burden from the City of San Ramon.
10. The City may wish to explore using a multi-year budgeting process. This would allow the City to better anticipate and plan future budget requirements and projected revenue over a longer budget window.

Cost Avoidance Opportunities

11. The City established its own Police Department and ended its service contracts with the County Sheriff's Department. This was done after studies showed that the City would save in pension and retirement benefits and would be able to increase service levels with the cost savings.
12. The City is provided fire protection services by SRVFPD, an independent special district. District services are not funded through the City budget.
13. The City participates in a number of joint powers and joint use agreements with the San Ramon Valley Unified School District, which results in cost savings.

Opportunities for Rate Restructuring

14. The City reviews service costs, fees, and user charges as part of its annual budget process.

Opportunities for Shared Facilities

15. The City of San Ramon has joint-use agreements with the San Ramon Valley Unified School District for joint use of facilities at every school site in San Ramon, in conjunction with the City's recreation and parks programs. This includes the aquatic center and performing arts center.
16. The City is a member of the countywide Contra Costa County Library System. The City provides the facilities and augments operational costs to provide a high level of service and local programs.
17. The City utilizes the County's Sheriff's dispatch and 911 emergency call center for the City's Police Department.

Government Structure Options

18. Areas within the City's SOI currently receive enhanced police services through CSA P-6 and street lighting through CSA L-100. When these areas develop and annex to the City, they will detach from the county service areas.
19. The City of San Ramon adopted a City Charter in November 1997. A charter city has legislative power authority for local municipal affairs that is different than the powers of a general law city.
20. The City operates with a council/manager form of governance, with an elected mayor.

Evaluation of Management Efficiencies

21. The City is divided into seven functional departments. All City departments participate in the budget process.

Local Accountability and Governance

22. The City maintains an extensive website, which is frequently updated and easily navigated. The City posts notices of meetings, minutes of meetings, current information about the City, the quarterly newsletter, information on local events, emergency preparedness, and links to all City departments on its website.
23. Citizens may view Council meetings at home via local cable television channels or access meeting information via the City's website.
24. Citizen participation in the governance has led to a locally adopted City Charter as well as locally adopted UGBs.

SPHERE OF INFLUENCE RECOMMENDATIONS AND DETERMINATIONS

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000¹⁵ requires that LAFCOs review and update SOIs for each special district and city within the county not less than once every five years.

An SOI is defined by Government Code section 56076 as a "Plan for the probable physical boundaries and service area of an agency, as determined by the Commission." SOIs are a planning tool used to conduct service and facility planning for areas that it intends to annex and serve in the future. The establishment or amendment of an SOI may take several forms. An SOI may coterminous to an agency's boundaries, indicating that the agency is at its ultimate boundary configuration with no growth anticipated in the near future. An SOI may extend beyond the current boundaries of the agency, indicating that future annexations are anticipated. An SOI may be smaller than the existing agency, indicating that future detachments from the agency would be appropriate. Lastly, the Commission may adopt a

¹⁵ California Government Code, section 56000 et seq.

“zero” SOI, which would indicate that a potential dissolution of the agency may be appropriate.

Given the considerations addressed in this Municipal Service Review, five SOI options have been identified for the City of San Ramon.

- **Retain the Existing SOI**

This would indicate that the Commission considers that the City is the appropriate and logical service provider for all areas within the existing SOI, adopted in 1985. This would also mean that the Commission considers the existing SOI to be the appropriate future boundaries of the City. The adoption of County Measure L in 2006 established countywide ULLs, with an approximate 35% to 65% urban-to-agricultural/open space ratio. Also passed was County Measure J, which established a ½ cent sales tax. Monies raised under Measure J are available to any city within the county that adopted either the countywide ULL as the ULL for its City or adopted their own ULL.

San Ramon voters adopted their own UGB in 2002, which is different from the countywide ULL. Much of the territory within the SOI established in 1985 is beyond established ULLs and is zoned for open space and agricultural land uses. Thus, there is no expectation of a future need of municipal services.

- **Remove all SOI areas that exist outside of the City limits**

This would create an SOI that is coterminous with the incorporated City limits of San Ramon. This would indicate that the Commission considers San Ramon to be at its ultimate boundary configuration, with no annexations anticipated in the near future. This would leave areas between the City boundaries, the countywide ULL, and the City UGB that are not within an SOI; but, if developed, would require municipal services from another agency rather than the City of San Ramon. The creation of a coterminous SOI would also appear to violate the terms of the Dougherty Valley settlement agreement reached in 1994. City planning documents show that the City anticipates growth through annexations in the future.

The Commission also has the option of removing only some of the SOI areas as it deems appropriate.

- **Reduce the SOI to conform to the City's voter-approved UGB**

Another SOI option is to reduce the SOI to coincide with the City-adopted UGB. This would involve removing areas north/northwest along Bollinger Canyon Road and areas adjacent to Las Trampas Regional Wilderness Park and Little Hills Ranch Regional Recreation Area, along with some areas south/southwest and north of Norris Canyon Road. This would also retain the SOI east of Dougherty Road and north of the County line, which is outside of the countywide ULL. Amending the SOI to coincide with the UGB would place most of the proposed development area contained within the Westside Specific Plan outside the revised SOI boundary, including areas that already receive urban services from the City of San Ramon, such as the Laborer's Property and Norris

Canyon Estates. Additionally, this option would not include intervening property contiguous and to the east of Norris Canyon Estates, which has Williamson Act¹⁶ contracts expiring, and it is likely that development interest will be generated within the next two years. The City of San Ramon would be the most logical service provider in this area. Retaining the SOI area east of Dougherty Road that is south of the countywide ULL would retain areas that are zoned for retention of open space within the SOI. While the ULL makes it unnecessary to retain open space in the SOI, there are provisions in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 for a city to annex open space land to ensure preservation of the open space in perpetuity. The City has indicated that they are interested in acquiring some of the open space in the Westside area, and it would be logical for the City to annex those areas at the time of acquisition. Maintaining those open space areas within the City will also serve to maintain consistency with the Open Space Action Plan¹⁷ that was mandated by Measure G which required "a plan for the acquisition of ridgeline lands, contiguous to the City of San Ramon, to be preserved for open space purposes in perpetuity."

The Commission also has the option of removing only some of the SOI areas as it deems appropriate.

- **Expand the SOI**

The City of San Ramon has requested expansion of its current SOI east into the Tassajara Valley. This area is outside the City UGB and the countywide ULL. It is appropriate for the City to plan for its future growth and review areas where that future growth should occur. The City envisioned this planning effort with the adoption of its General Plan in 2002. Contained within the General Plan are policies that establish a review of the City-adopted UGB in 2010. Subsequently, any proposed changes to the UGB would then be taken to the San Ramon voters, who would be given the opportunity to review and amend the City's UGB. The City has requested, if the Commission believes that expansion of the SOI to include the entirety of the Tassajara Valley is premature, that the Commission consider including the two Windemere properties adjacent to the Windemere Parkway, since the road and utilities have already been extended to this area.

- **Partial Reduction of the SOI**

The option would generally follow the voter-approved UGB but would retain areas south/southwest and north of Norris Canyon Road (Westside Specific Plan) within the City's SOI, and remove the SOI from the areas north/northwest along Bollinger Canyon Road and areas adjacent to Las Trampas Regional Wilderness Park and Little Hills Ranch Regional Recreation Area. In the southwesternmost part of the City, where the City limits extend beyond the UGB, the SOI would follow the existing City limit line

¹⁶ California Government Code, sections 51200–51297.4.

¹⁷ City of San Ramon 2002, pp. 8-12 through 8-16.

Recommendation

It is recommended that the SOI generally follow the voter-approved UGB but retain areas south/southwest and north of Norris Canyon Road (Westside Specific Plan) within the City's SOI, and remove the SOI from the areas north/northwest along Bollinger Canyon Road and areas adjacent to Las Trampas Regional Wilderness Park and Little Hills Ranch Regional Recreation Area. In the southwesternmost part of the City, where the City limits extend beyond the UGB, the SOI would follow the existing City limit line. The remainder of the City's SOI will remain intact.

Table X-1 – City of San Ramon

SOI Issue Analysis

Issue	Comments
SOI Update Recommendation	Generally follow the voter-approved UGB but retain areas south/southwest and north of Norris Canyon Road (Westside Specific Plan) within the City's SOI, and remove the SOI from the areas north/northwest along Bollinger Canyon Road and areas adjacent to Las Trampas Regional Wilderness Park and Little Hills Ranch Regional Recreation Area. In the southwesternmost part of the City, where the City limits extend beyond the UGB, the SOI would follow the existing City limit line. The remainder of the City's SOI will remain intact.
Services provided	The City of San Ramon directly provides police, local planning, public works, engineering, parks, recreation, code enforcement, building inspection, and administrative services. Fire protection services are provided by the SRVFPD. Water is provided by EBMUD and DSRSD. Wastewater collection and treatment services are provided by CCCSD and the DSRSD. Library services are provided by the Contra Costa Countywide Library System.
Present and planned land Uses in the area	Land uses in the proposed amended SOI include the Northwest Specific Plan and the Westside Specific Plan. Residential uses include approximately 1,250 single-family residences and office and commercial land uses. Other areas would include the Dougherty Valley Specific Plan area.
Potential effects on agricultural and open spaces lands	The recommended amended SOI would remove open space land in Bollinger Canyon from the existing SOI.
Projected population growth	The City of San Ramon is expected to continue high growth rates until projected City build-out around 2020. It is expected that City population will reach approximately 96,000 by 2020.
Present and probable need for public facilities and services in the area	Areas within ULL and UGB are within approved Specific Plans or within lands included within settlement agreements. As those areas develop, municipal services will be required, including public facilities such as schools, parks, and fire stations.
Opportunity for infill development rather than SOI expansion	The recommended SOI would expand the existing SOI, and would significantly reduce the area of the SOI to areas within the UGB. The City is estimated to be at approximately 62% of residential build-out; infill development within existing City boundaries will continue, as well as anticipated future annexations.
Service capacity and adequacy	The City and special districts will provide service in the area and have adequate capacity for future service provision.

Table X-1 (Continued)

Issue	Comments
The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the Agency	Within the SOI are the areas of Dougherty Valley and Bollinger Canyon. North of the City is the Town of Danville.
Effects on other agencies	The recommend SOI would have no effect on other agencies providing service in the area. Areas within the SOI that are within CSA M-29 would detach from the CSA upon annexation to the City.
Potential for consolidations or other reorganizations when boundaries divide communities	This Municipal Service Review did not find any potential consolidations or reorganizations for the City or special districts.
Location of facilities, infrastructure, and natural features	The City's facilities are located throughout the City to enhance accessibility. The City is located in a valley with hills to the west and east of the City.
Willingness to serve	The City is prepared to provide municipal services to any area within its SOI upon annexation.
Potential environmental impacts	The recommended SOI amendments would have no environmental impacts.

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XI. CITY OF WALNUT CREEK

LOCATION, ADMINISTRATION, AND OPERATIONS

Walnut Creek was incorporated on October 21, 1914. The City is bounded by the cities of Concord and Pleasant Hill to the north, the City of Lafayette to the west, and the unincorporated community of Alamo to the south. The City encompasses approximately 19.5 square miles, has 23.8 square miles within its Sphere of Influence (SOI), and 28.5 square miles within its Planning Area. (Refer to Exhibit XI-A: City of Walnut Creek Boundary and Sphere of Influence and Voter-Approved Urban Limit Line.) The current City population is approximately 65,310.¹

Walnut Creek has one of the largest aggregations of City-owned open space in the United States—more than 2,700 acres. These open space areas include Acalanes Ridge, Lime Ridge, Shell Ridge, and Sugarloaf. These areas surround the City, which is located at 131 feet above mean sea level.

The City's growth in the 1960s and 1970s was predominantly residential; however, the opening of the Bay Area Rapid Transit (BART) station in May 1973 served as a catalyst for the construction of 6 million square feet of commercial space in the City from the late 1970s to the mid-1980s.

Walnut Creek has had commercial growth management regulations—in various forms—since 1985, when voters adopted Measure H, a growth-limitation initiative. Measure H was proposed in response to resident concerns about excessive traffic congestion and the construction, in the late 1970s and early 1980s, of a number of large commercial office buildings in downtown Walnut Creek, primarily around the Walnut Creek BART station. The scale of these buildings was substantially different from most previous development in the City's Core Area.

The City's vigorous and lively downtown and the Broadway Plaza shopping area to its south lie directly east of the junction of north-south Interstate 680 and State Highway 24. State Highway 24 leads west to the Caldecott Tunnel and the bayside cities beyond. In addition to the freeways, Ygnacio Valley Road, Treat Boulevard, Geary Road, North Main Street, and Pleasant Hill Road are routes of regional significance.

¹ State of California, Department of Finance 2008.

City Governance

Walnut Creek is a “general law city,”² and operates as a municipal corporation pursuant to the laws of the State of California.³ Walnut Creek uses a “Council-Manager” form of government.⁴

City Council

The City is governed by a publicly elected, five-member City Council, which consists of a Mayor, a Mayor Pro Tem, and three Council members. Council Members are elected “at large” in even-numbered calendar years for four-year terms. The Mayor and Mayor Pro Tem are selected by Council Members for one-year terms.

Council members also serve as the governing board for the City’s Redevelopment Agency. The City Council meets regularly at 7:00 PM on the first and third Tuesday of each month. Meetings are held at the City Hall, City Council Chambers, 1666 North Main Street, Walnut Creek. City Council agendas are posted online, and all council meetings are televised live. The meeting broadcast is repeated in its entirety the following Sunday at 1 pm.

City Council members receive a stipend of \$650 per month, a \$55 monthly stipend for personal computer and fax expenses, and an auto allowance of \$100 per month. Council members also receive medical and dental insurance, a deferred compensation plan (voluntary contributions via payroll deduction on a pre-tax basis), and retirement benefits.

City and Regional Commissions and Committees

The City has five commissions and four committees. Commissions include: Arts Commission; Design Review Commission; Parks, Recreation, and Open Space Commission; Planning Commission; and Transportation Commission. Committees include: Bedford Gallery Advisory Council, Bicycle Advisory Committee, Civic Arts Education Advisory Council, and Golf Course Advisory Committee. Details on these Commissions and Committees are available on the City website: www.ci.walnut-creek.ca.us.

The City of Walnut Creek participates in the following regional commissions and committees: Association of Bay Area Governments (ABAG), Transportation Partnership and Cooperation (TRANSPAC), Contra Costa Transportation Authority, Central Contra Costa Transit Authority, and Central Contra Costa Solid Waste Authority.

² Under the California State Constitution, Article 11, Section 2, and California Government Code, section 34102, cities organized under the general law of the State are “general law cities” as opposed to “charter cities,” which operate under an individual city charter.

³ California Government Code, section 34000 et seq.

⁴ The Council-Manager form is the system of local government that combines an elected legislative body (City Council) with the management experience of an appointed local government manager (City Manager).

City Information

The City maintains an extensive website that is updated regularly. The website was launched on February 6, 1996 and was judged as one of the best among cities in the Bay Area by the San Francisco Chronicle. During the recent General Plan update, the City's website included meeting schedules, agendas, staff reports, background reports, and drafts of the plan at various stages.

City Operations

City government is divided into six departments. City Departments include 1) Administrative Services, 2) Community Development, 3) Public Services, 4) Arts, Recreation, and Community Services, 5) Police, and 6) City Management. The number of full-time equivalent positions for each department is allocated as a component of the adopted City budget. An overview of each municipal function is provided below.

- **Administrative Services**

The Administrative Services Department comprises Human Resources, Finance, Information Technology, Central (in-house printing) Services, and Warehouse divisions. A brief description of each division is included below:

1. Human Resources – The Human Resources Division administers the merit-based personnel system; develops and administers personnel policies, rules, and procedures; administers labor agreements with employee units; and administers the benefit programs and support services for employer-employee relations activities. The division also oversees employment opportunities and recruitments for City staff positions.
2. Finance – The Finance Division provides fiscal control of the City's financial activities, including revenues, expenditures, fixed assets, investment of the City's funds, and other financing programs. It assists all departments in the preparation and implementation of the two-year budget, capital improvement program, receipt of revenues, payment of bills, and payroll. It also administers the City's business license program.
3. Information Technology – The Information Technology Division oversees all computer technology and telephone systems within City Hall and other City offices.
4. Central Services – The Central Services Division includes the Reprographics and Mail Divisions. It is the City's in-house print shop, coordinating all centralized reprographics services such as printing, copying, and binding. It also provides computer-aided design, layout, and graphics.
5. Warehouse – The City operates a full-service warehouse at its Public Services Yard that maintains equipment for staff use in performing their work.

- Community Development

The Community Development Department exists to enhance the community's safety, welfare, economic opportunities, and quality of life. Its mission is accomplished through effective leadership, commitment to excellence, and the delivery of quality professional services to the public, City Council, City Commissions, City Manager, and other City Departments.

The Community Development Department is responsible for a variety of community-related functions and efforts and includes the following services:

1. Planning Division – This division processes all development applications and oversees all design review approvals. It also drafts new City ordinances and prepares amendments to the Walnut Creek General Plan.
2. Housing Division – This division creates, preserves, and improves a range of housing opportunities and supportive programs serving an economically diverse community.
3. Transportation Planning Division – This division promotes and enhances transportation mobility and balanced parking within the community and provides leadership on regional transportation issues.
4. Building Division – This division performs plan checks, issues Building Permits, and provides inspection services for building construction and electrical, plumbing, and mechanical installations. The team also responds to complaints concerning building, electrical, plumbing, and mechanical code compliance.
5. Code Enforcement Division – This division handles Nuisance Code violations and abatement proceedings.
6. Administrative Team – This division administers the Civic Pride Grant program, conducts and oversees economic development activities, special projects, and provides support services to the Departments.

The Department also provides staffing services to the Planning Commission and the Design Review Commission and provides public presentations for the Speaker's Bureau topics.

- Public Services

The Public Services Department is responsible for the Engineering, Open Space, Parks, and Streets/Signals/Building & Equipment Maintenance divisions. A brief description of each of these divisions is included below.

1. Engineering Division – This division consists of three sections as follows:
 - i. Current Engineering – This section provides comprehensive engineering review and inspection services for all private development projects and inspection services of utility construction within the public right-of-way. It also maintains the database for City street lights and storm drainage system and provides Federal Emergency Management Agency (FEMA) flood zone information.

- ii. Capital Improvement Engineering – This section implements the City's construction program for new facilities and major maintenance projects. It provides design, surveying, scheduling, and construction management for the projects. This section also conducts public hearings and informational meetings, and coordinates with outside agencies for funding, joint projects, and project review.
 - iii. City's Clean Water Program – This program is required as part of the San Francisco Bay Regional Water Quality Control Board's 1986 Basin Plan and the U.S. Environmental Protection Agency (EPA) regulation dealing with urban and storm water runoff. The program funds street sweeping and drainage maintenance activities, evaluates sources of pollution in urban runoff, identifies pollutant control measures, and implements effective pollutant control measures for stormwater flows.
- 2. Open Space Division – This division maintains, acquires, and develops open space lands in Walnut Creek. It oversees a current inventory of 2,700 acres of prime oakland and grasslands, and a network of 26 hiking and equestrian trails.
- 3. Parks Division – This division landscapes and maintains three neighborhood parks and five community parks, including 18 tennis courts, two swimming centers, and an equestrian center.
- 4. Streets/Building and Equipment Maintenance – This division oversees City buildings, equipment, and streets.
- Arts, Recreation, and Community Services

The Arts, Recreation, and Community Services Department oversees Civic Arts Education, the Leshner Center for the Arts, the Bedford Gallery, and Recreation Services. It also arranges for the exhibition of public art. The Exhibition Division operates the Bedford Gallery in the Leshner Center for the Arts, prepares and exhibits public art, and operates a volunteer docent program. Civic Arts Education provides classes in art, dance, music, and the performing arts. Its studio classrooms are located across the bridge in Civic Park. The Performing Arts Division operates the Leshner Center for the Arts, 1601 Civic Dr., which houses the 800-seat Hofmann Theatre and the 300-seat Margaret Leshner Theatre. Opened in October 1990, the Center is home to the City's own Center Repertory Co., Diablo Light Opera Co., and Contra Costa Musical Theatre.

Recreation Services provides a variety of recreational programs and classes for pre-school ages to active adults. Program and class schedules, registration, and other information is available at the Recreation Division's website.⁵

- Police

The Walnut Creek Police Department is a full-service municipal police agency. The Department has 120 employees; of them, over two-thirds are sworn personnel. The

⁵ <http://www.walnutcreekrec.org/>

Department provides patrol services and responds to calls for service based on geographical areas, called sectors. There are three sectors in the City, representing the southern (sector 1), northwest (sector 2), and the eastern (sector 3) parts of the City, generally dividing along the North Broadway/Mt. Diablo Blvd. demarcation point. Officers are assigned to sectors based on personal preference and seniority. Most have years of experience, are well-acquainted with those who live there and what the ongoing problems are. For continuity, patrol shifts are designed so that the same officers are consistently available at the same time and day each week.

A division of the Police Department, the Walnut Creek Police Community Policing Team, was originally formed in May 1997 to address the complex issues of delivering quality police services in a suburban area. While Walnut Creek has minimal violent, personal crime, it nonetheless has numerous quality-of-life issues as identified by its citizens, and poses challenges to its police force. The team is made up of two patrol officers, two motor officers, a civilian crime prevention specialist, and a sergeant. Team members normally work Monday through Friday, from 7 AM to 5 PM.

Another division is the Investigation (Detective) Bureau, whose role is to perform follow-up investigations into serious and involved crimes that cannot be handled by patrol alone. Police detectives typically receive preliminary investigations, assess leads, contact witnesses, interview suspects, prepare and serve search warrants, and prepare cases for presentation to the District Attorney. Detectives work normal business hours, wear business attire, and drive unmarked vehicles. They are classified as police officers, and have all the discretionary powers to stop, detain, and arrest that uniformed officers have.

The Patrol Division is the largest single entity within the Walnut Creek Police Department, and is the first responder to all calls for police service. The Patrol and Traffic (Motorcycle) divisions are the visible uniformed officers seen on the streets of the City. The Patrol Division takes initial reports of all cases, from the simplest theft to a homicide and, as a generalist-based department, the patrol officer keeps responsibility for the case until it is no longer feasible to handle, at which time it is taken over by the Investigations Bureau. All other assignments and duties, such as Traffic Officer and Detective, are considered special assignments and are not permanent.

- City Management

The City Manager's Office carries out City Council policies and directs the activities of the various departments and services. It is also responsible for community relations activities, such as the public information program, Citizens Institute, Community Emergency Response Training (CERT), cable TV franchise enforcement, and public events. The City Clerk's Office is part of the City Manager's Office.

Services provided by special districts and contracted services include fire, water, wastewater collection and treatment, trash service, recycling service, and library services.

- Fire Services

The City is within the service area of the Contra Costa County Fire Protection District for fire services.

- Water Services

Water services within the City are provided by the East Bay Municipal Utilities District and Contra Costa Water District.

- Wastewater Collection and Treatment Services

Wastewater collection and treatment services are provided by the Central Contra Costa Sanitary District for wastewater services.

- Solid Waste Services

Allied Waste Services provides solid waste services.

- Recycling Services

Valley Waste Management provides recycling services.

- Library Services

Library services are provided by the Contra Costa County Library system, of which the City is a member.

City Infrastructure

The City of Walnut Creek owns an extensive inventory of public land, buildings, and other facilities. The City owns facilities totaling 76,200 square feet. Major City-owned facilities include:

- Public Works Facilities – 214 centerline-miles of roads, 96 traffic signals, 22 parking lots, 143 miles of storm drains, 1,650 parking meters, 4,409 streetlights, 178 City vehicles.
- Park and Community Facilities – 24 community facilities, including the Leshner Center for Performing Arts, community centers, public safety facilities, public golf course with clubhouse, two libraries, 249 acres of City parks, and 14 ballfields.

The majority of Walnut Creek's City buildings are in good condition. General park facilities, such as lawns, sports turf, pathways, benches, and tables, are in very good condition.

Budget

Walnut Creek uses a two-year budget process. The rationale for using a two-year budget is to better anticipate and consider short-term trends in expenses and revenues. An operating budget is adopted every two years for general and special revenues and debt service funds, including annual budgets for each of the two years. Public hearings are conducted on the proposed budgets to review all appropriations and sources of financing. Capital projects are budgeted by the City over the term of the individual projects. Expenditures are controlled at the fund level for all budgeted departments within the City.

Walnut Creek's budget is segregated into seven units: General Fund, Special Revenue Funds, Capital Project Funds, Enterprise Funds (including golf course debt service), Internal Service Funds, Other Agency Funds, and Redevelopment Funds (including redevelopment debt service). An expanded review of these budget units follows.

General Fund

The City's adopted budget for 2008/09 anticipates General Fund revenues of \$67,125,985 and expenses of \$66,689,554. The General Fund is the primary financing mechanism for City operations with "unrestricted" revenues from a variety of sources. Projected General Fund Revenues and Expenditures for the 2008/09 fiscal year follow:

Revenues

Property Taxes	\$16,881,000
Sales Taxes	\$19,883,000
Other Taxes	\$5,494,000
Administrative Service Fees	\$3,501,758
Community Development Fees	\$3,112,725
Public Services Fees	\$1,310,500
Police Fees	\$2,620,199
Arts, Recreation and Comm. Services Fees	\$8,787,686
General Government Fees	\$596,367
Library Contributions	\$750,000
Interest Earnings	\$1,160,000
Other Revenue	\$1,189,000
Transfers-in ⁶	<u>\$1,839,750</u>
Total General Fund Revenue	\$67,125,985

Expenditures

Administrative Services	\$6,603,406
Community Development	\$5,846,791
Public Services	\$14,005,245
Police	\$22,099,640
Arts, Recreation and Comm. Services	\$13,933,782
General Government	<u>\$4,200,690</u>
Total General Fund Expenditures	\$66,689,554

According to the City's 2008/09 budget, in fiscal year 2008/09 the City's primary General Fund revenues include sales tax (30%), property tax (25%), and Arts, Recreation, and Community Services Fees (13%). Sales tax collections have suffered from the slowdown in sales of autos and other retail goods due to the softening local economy, suffering a 2% drop in fiscal year 2008/09. However, they are expected to rise again in 2009/10 by 2%. According to the County Assessor, the 2008/09 assessment rolls show that Walnut Creek's property taxes may increase

⁶ Transfers are transactions between funds and are normally repaid within the current fiscal year.

slightly based on an estimated increase in assessed value of 2.03%. The City is approaching build-out of its commercial and residential zoned land. With regard to expenditures, the primary General Fund expense is Police Services (33%), followed by Public Services (21%), and Arts, Recreation, and Community Services (21%).

Special Revenue Funds

Special Revenue Funds are used to account for proceeds of specific revenue sources (other than major capital projects) that are legally restricted to expenditures for specific purposes. These funds total \$9,544,305 for fiscal year 2008/09.

Capital Project Funds

Capital Project Funds are used to account for financial resources used in the acquisition, construction, or maintenance of major capital facilities. These funds total \$7,813,657 for fiscal year 2008/09.

Enterprise Funds

Enterprise Funds account for the City's municipal operations that are intended to be self-funding through user fees and charges. Enterprise services in Walnut Creek include the golf course and Boundary Oaks Restaurant. The Golf Course Debt Service Fund accounts for Boundary Oak Golf Course debt service payments on 1997 Lease Revenue Bonds. For 2008/09, \$95,000 of the debt service is for principal, and the \$62,161 is for interest. As of June 30, 2007, the City's debt limit was \$1,770,385,000 (15% of the June 30, 2007, assessed value), and the amount of bonds outstanding is less than 0.1% of the debt limit. These are currently the only bonds outstanding subject to the City's debt limit (excluding Redevelopment Agency). These funds total \$2,203,538 for fiscal year 2008/09.

Internal Service Funds

Internal Service Funds are used to finance and account for special activities and services performed by a designated department for other departments in the City on a cost reimbursement basis. This consists of vehicle replacement and police radio replacements. These funds total \$757,330 for fiscal year 2008/09.

Other Agency Funds

Other Agency Funds consist of Assessment Districts 38, 41, and 42, as well as Assessment District 25 for Shadelands Park. These funds total \$46,900 for fiscal year 2008/09.

Redevelopment Agency

The Redevelopment Agency of the City of Walnut Creek is a component unit of the City of Walnut Creek; it is controlled by the City, which appoints the Agency's Board of Directors. City employees perform all the duties and functions required of the Agency. The Agency's purpose under California law is to eliminate urban blight in the City of Walnut Creek; it is given certain powers under the law to assist it in that endeavor. The Agency may condemn property under certain circumstances prescribed by the law, and it may incur indebtedness to finance redevelopment of property. The Agency may not assess or receive property tax, but it may receive any increases in property tax amounts received in the year before the property in the Agency's area became subject to redevelopment (called the Base Year). The increases are

called Property Tax Increments. One-fifth (20%) of the property tax increments received must be used to increase the supply of low- and moderate-income housing. Redevelopment Agency Funds for the City of Walnut Creek consist of both Special Revenue and Debt Service type funds and are as follows:

- South Broadway Fund – accounts for financial resources for the construction of infrastructure within the South Broadway Redevelopment Project Sub-Area.
- Mt. Diablo Fund – accounts for financial resources to be used for the construction of infrastructure within the Mt. Diablo Redevelopment Project Sub-Area.
- Redevelopment Affordable Housing Program Fund – accounts for redevelopment property tax increments, which must be set aside for low- and moderate-income housing.
- Broadway Garage Fund – accounts for financial resources for the seismic upgrade of the South Broadway Garage to 1994 Uniform Building Code Standards.
- Veterans Building Fund – accounts for the financial resources received from Tax Allocation Bonds to be used for City share of relocation costs of Veterans Building.
- Redevelopment Debt Service Fund – accounts for the South Broadway and Mt. Diablo Merged Project Area Series 2000 & 2003 A&B Tax Allocation Bonds debt service payments.

Debt service payments for 2008/09 are budgeted at \$1,293,905, with total outstanding balances on all bonds of \$6,605,000. The ending fund balance for Redevelopment Agency Debt Service Funds is projected at \$1,105,270 for 2008/09.

Budget Progress Report

A progress report dated February 3, 2009, indicates that, since adoption of the Budget, national and local economies have worsened, negatively affecting several of the City's major revenue sources. This report provides information on the projected finances of the City for fiscal year 2008/09 and best estimates of operations for 2009/10, including information on operational savings, new revenue sources, and one-time carryover funds that will address the impact on the budget for fiscal year 2008/09 and begin to address the impact for 2009/10.

The revised budget outlined in this progress report makes several adjustments to curb a \$3,337,000 estimated revenue shortfall in fiscal year 2008/09. The report is available on the City's website.

Reserves

The General Fund emergency reserve of nearly \$7 million has been designated as the source of funds needed for any potential cutbacks in revenues received from the State over the next two years as a result of its projected deficit for 2008/09.

Capital Improvement Program

The City's Capital Improvement Program (CIP) is a multi-year planning program for the construction of new facilities and infrastructure, and for the expansion, rehabilitation, or

replacement of City-owned assets. The fiscal year 2006/08 CIP budget recommends projects and activities that will protect and enhance the City's infrastructure. The CIP budget consists of several distinct sections: ongoing capital improvement projects, maintenance projects, discretionary capital projects, and engineering services and administration.

A total of \$11.6 million of funded projects will be carried over to the fiscal year 2006/08 CIP program. These projects include the following ongoing projects: Library, Civic Arts Education Relocation, California Boulevard Roadway Rehabilitation, Residential Overlay, Slurry Seal, Dog Park Site Selection, Civic Park East, Kiosk, and Entry Statements.

In addition, 26 maintenance projects have been identified through a collaborative effort with engineering and maintenance staff.

Discretionary capital projects include public access improvements to Lar Rieu, ADA Transition Plan improvements, a dog park at Arbolado Park, improvements to Alma Park, and a retaining wall replacement on Rudgear Road.

CITY PLANNING BOUNDARIES AND GROWTH

City Boundaries

City Limits

The existing corporate boundary (City limits) encompass approximately 19.5 square miles. The City is bounded by the cities of Concord and Pleasant Hill to the north, the City of Lafayette to the west, and the unincorporated community of Alamo to the south. (Refer to Exhibit XI-A.)

Sphere of Influence

The currently adopted SOI for the City includes approximately 23.8 square miles, consisting of seven areas on the edges of the City and three areas fully surrounded by the City.

Planning Area

The City's planning area encompasses 28.5 square miles and includes the City limits, its SOI, and approximately 1.7 square miles outside of the existing SOI.

Urban Limit Line

Contra Costa voters approved the current countywide ULLs in 2006. (Refer to Exhibit XI-A.) The Walnut Creek City Council adopted the countywide ULL in June 2008. There is a small area south of North Gate located within the existing SOI and outside the ULL.

General Plan

The City adopted its first General Plan in 1961. After a series of General Plan studies, specific plans, and amendments, a new General Plan was adopted in 1971. This General Plan emphasized developing the City as a subregional retail and employment center. Between 1973 and 1975, several elements were added to the plan, and Core Area amendments were adopted in 1975 and 1980. These amendments envisioned the Core Area as a pedestrian-friendly central shopping district, encouraged a strong urban design image through height and

bulk guidelines, limited high-rise development to the area near the BART station, and encouraged a mix of uses downtown.

In 1985, Walnut Creek voters approved Measure H – a citizens’ growth limitation initiative. The measure was later ruled invalid by the Supreme Court; however, in response the City Council amended the General Plan in 1993 to limit commercial growth to 75,000 square feet annually. A building-height initiative (Measure A) was also approved in 1985, which froze the maximum height permitted on each parcel.

General Plan 2025 is a comprehensive revision of Walnut Creek’s 1989 General Plan. It was adopted on April 4, 2006, and includes the following goals:

- Expresses the desires of the Walnut Creek community with respect to the City’s future physical, social, economic, cultural, and environmental character.
- Builds on the efforts and visions of the past to define a realistic vision of what the City can be in 20 years.
- Establishes what the community wants to reinforce or change, in order to preserve and enhance the best of what the City offers.
- Serves as a comprehensive and every-day guide for making decisions about the nature and location of economic and urban development and road improvements.
- Protects natural resources and the public health and safety.
- Ensures consistency of City actions, while providing the flexibility to respond to changing needs and times.
- Serves as the City’s “constitution” for conservation, land use, and community development, providing the legal foundation for all zoning and subdivision ordinances, decisions, and projects—all of which must be consistent with the General Plan.

Beginning in March 2001, the City engaged residents in the General Plan update process through a series of community conversations, establishment of a steering committee, various public involvement events, community workshops, surveys, focus groups, and stakeholder outreach. The end result is General Plan 2025.

Population Growth

"Walnut Creek entered its modern era of growth in 1951 with the opening of the Broadway Shopping Center, the first major retail center in Contra Costa County....The City's population also experienced a boom—from 2,460 in 1950 to 9,903 in 1960."⁷

In anticipation of more commercial and residential growth, the City adopted its first General Plan in 1961. The formation of this important document was assisted by the formation of a

⁷ City of Walnut Creek 2006a.

citizens' advisory committee, the 100-member Citizens Committee on Goals and Objectives. This committee, appointed by the City Council in late 1969, met from January 1970 through 1974, at which time the Core Area Plan was adopted to regulate downtown growth through 1985.

The Bay Area Rapid Transit (BART) system, approved by Bay Area voters in 1962, returned train travel to Walnut Creek, where a BART station was established at Ygnacio Valley Road and Interstate 680 in 1973. The block of 146 small, post-World War II houses to the north of the BART station was gradually converted for mid-rise office buildings and became known as the "Golden Triangle." By 1985, 1 million square feet of new office space had been constructed in this area.

Residents' concerns over accelerated growth and traffic congestion prompted the formation of a grass-roots group, Citizens for a Better Walnut Creek. This organization sponsored successful voter initiatives in 1985, which placed limits on building height (Measure A) and on most large development until traffic levels are reduced (Measure H). In February 1989, the City Council updated the General Plan and in August placed Measure H into the General Plan. However, the California Supreme Court ended five years of litigation over Measure H in December 1990 when it ruled the initiative was invalid. A City Council growth limitation proposal, Measure O, was rejected by voters in November 1991.

The City's growth in the 1960s and 1970s was predominantly residential. Since the adoption of the 1989 General Plan, Walnut Creek has grown more slowly than the county or region, increasing from 61,446 residents in 1990 to 64,296 in 2000—an annual average growth rate of 0.5%. By comparison, Contra Costa County and the Bay Area have grown more rapidly during the same period, at annual average growth rates of 1.6% and 1.2%, respectively.

Jobs-Housing Balance

Well served by major freeways and rapid transit, and with a dense urban core, the City is the regional "downtown" for much of Contra Costa and eastern Alameda counties. Major regional retailers, as well as arts and entertainment venues, are located alongside locally owned specialty stores and restaurants.

Rivaled only by San Francisco and Palo Alto in offering a diverse array of value-oriented, specialty, and upscale goods and services, the City works with downtown property owners and retail developers to continue the expansion of Walnut Creek's local-serving, region-serving, and specialty retail. This effort supports small, independently owned businesses in Walnut Creek's traditional downtown as well as the larger national retailers in Broadway Plaza and elsewhere.

Access to affordable housing is important to retaining the workforce on which the local economy depends. Rising housing costs pose a long-term challenge to the City's attractiveness as a place to live, work, and shop.

In 2010, ABAG estimates that there will be 64,190 jobs within the City and 40,410 employed residents.⁸ This results in a jobs-to-employee ratio of 1.59. A ratio of 1.00 indicates that there is a numeric balance between the number of jobs and the number of employed residents in a community. A ratio of greater than 1.00 typically indicates that a community is “job rich” and that its residents generally work within the City. In contrast, overall in the County, the ratio of jobs to employed residents is typically less than one.

Vacant Land

Vacant land within the City consists of a vacant retail center along Central Road, a former Co-Op market along North Main Street, and the eastern portion of Palos Verdes Shopping Mall.⁹ Development under General Plan 2025 would result in the conversion of vacant land to commercial and residential uses, and the intensification of underutilized areas. This development would constitute a long-term commitment to residential, commercial, parking, and other urban uses.

Development Projects

Several major quality-of-life projects for Walnut Creek were completed in the 1990s. To ease parking congestion downtown and to enhance the retail atmosphere of Locust Street, the City opened its third public parking structure on June 30, 1994. The 257-space South Locust Street Garage has ground-floor retail space leased to two businesses. City officials, recognizing the need for more indoor recreational facilities for youths and adults, built two community gymnasiums in partnership with other agencies. The Foothill Community Gymnasium was opened on October 9, 1994, next to Foothill Middle School. The City contributed \$1.8 million toward construction and the Mt. Diablo Unified School District provided the land and \$900,000. A second facility, the Tice Valley Community Gymnasium, was opened on May 3, 1998, next to the Contra Costa Jewish Community Center on Tice Valley Boulevard. The \$4.7 million gym was built with City funds on land donated by the Jewish Federation of the Greater East Bay. On May 16, 1998, City and East Bay Regional Park District officials dedicated the Iron Horse Trail Overcrossing at Ygnacio Valley Road. The \$2.1 million pedestrian and cyclist bridge was financed with federal, state, City, and park district funds. An estimated 1 million people are expected to use the overcrossing annually.

Projects that are currently being proposed include the Walnut Creek BART Station Mixed Use Project, Locust Street/Mt. Diablo Boulevard Specific Plan, Walnut Creek Professional Center, Contra Costa Jewish Community Center, Oak Lane Project, Broadway Plaza Retail Project, and the Neiman Marcus Department Store.

⁸ These estimates (ABAG 2006) include the City’s SOI.

⁹ City of Walnut Creek 2006b.

Growth Management

As indicated in the City's General Plan, Walnut Creek has had commercial growth management regulations in various forms since 1985, when voters adopted Measure H, a growth-limitation initiative. Measure H was proposed in response to resident concerns about excessive traffic congestion and the construction, in the late 1970s and early 1980s, of a number of large commercial office buildings in downtown Walnut Creek, primarily around the Walnut Creek BART station. The scale of these buildings was substantially different from most previous development in the City's Core Area.

Although the California Supreme Court ruled Measure H invalid in 1990, the City continued to regulate the amount of commercial and residential development allowed each year, acknowledging the residents' desire to meter growth in Walnut Creek.

In 1993, the City Council amended General Plan 1989 to include specific growth management policies. This Growth Limitation Program limited new commercial growth to 75,000 square feet per year, metered in increments of 150,000 square feet every two years, and was adopted for 10 years. The program helped the City to limit growth to 620,000 square feet of new commercial development in the first 10 years (1993 to 2003).

General Plan 2025 continues the methodology of the growth management program for commercial development through 2015, limiting new commercial development exclusive of the Shadelands Business Park to 75,000 square feet per year, metered in two-year periods. This will result in a maximum allowable commercial development of 750,000 square feet over 10 years.

Urban Pockets

There are three "unincorporated islands" (County lands surrounded by the City) within the existing Walnut Creek City Limits. These three areas are located just west of the Shell Ridge Open Space area. The southernmost island is approximately one square mile and is designated almost entirely as single-family low density on the City's land use map.¹⁰ The island just north of this is 0.1 square mile and is also designated as single-family low density. Lastly, the island north of this is approximately 0.4 square mile and is designated primarily as single-family very low density, with pockets of low- and medium-density residential.

Annexations

Policy 9.4 of the City's General Plan recommends that annexation be supported where existing conditions or development potential promises positive fiscal, economic, or social impacts. Additionally, Action 9.4.1 recommends that information be provided on the annexation process to County residents within the City's SOI.

¹⁰ City of Walnut Creek 2006b.

Sphere of Influence Reductions and Expansions

The City is not proposing any reductions or expansions of its SOI at this time. Policies regarding SOI expansions and annexations are included in the General Plan to ensure that future development occurs in a fiscally sound manner.

MUNICIPAL SERVICES

Public Safety Services

Police

The Walnut Creek Police Department is a full-service municipal police agency. The Department has 120 employees; of them, over 2/3 are sworn personnel. The Department provides patrol services and responds to calls for service based on geographical areas, called sectors.

A division of the Police Department, the Walnut Creek Police Community Policing Team, was originally formed in May 1997 to address the complex issues of delivering quality police services in a suburban area. While Walnut Creek has minimal violent, personal crime, it nonetheless has numerous quality-of-life issues, as identified by its citizens, and poses challenges to its police force. The team is made up of two patrol officers, two motor officers, a civilian crime prevention specialist, and a sergeant. Team members normally work Monday through Friday, from 7 AM to 5 PM.

Another division is the Investigation (Detective) Bureau, whose role is to perform follow-up investigations into serious and involved crimes that cannot be handled by patrol alone. Police detectives typically receive preliminary investigations, assess leads, contact witnesses, interview suspects, prepare and serve search warrants, and prepare cases for presentation to the District Attorney. Detectives work normal business hours, wear business attire, and drive unmarked vehicles. They are classified as police officers, and have all the discretionary powers to stop, detain, and arrest that uniformed officers have.

The Patrol Division is the largest single entity within the Walnut Creek Police Department, and is the first responder to all calls for police service. The Patrol and Traffic (Motorcycle) divisions are the visible uniformed officers seen on the streets of the City. The Patrol Division takes initial reports of all cases, from the simplest theft to homicide and, as a generalist-based department, the patrol officer keeps responsibility for the case until it is no longer feasible to handle, at which time it is taken over by the Investigations Bureau. All other assignments and duties, such as Traffic Officer and Detective, are considered special assignments and are not permanent.

In a typical year, Walnut Creek Police Department officers respond to approximately 37,000 calls for service of all types. That works out to over 3,000 calls per month, or about 100 per day. Some investigations are quickly resolved; however, others may go on for months, or years.

General Plan Performance Standards: Police

- Address school safety, in particular related to providing emergency access to schools during school hours.
- Maintain a response time of less than five minutes for emergency calls and for other calls less than 20 minutes, 95% of the time.
- Support Community-Oriented Policing.
- Cooperate with the County on public safety and policing issues outside the City limits.
- Seek ways to reduce police service demands through project design enhancements.

In fiscal year 2008/09, Walnut Creek is expending \$22,099,640 (33%) of its operating budget for police services.

According to the U.S. Federal Bureau of Investigation crime statistics for 2007, Walnut Creek had 90 violent crimes and 2,586 property crimes, with a rate of 8,503 crimes per 100,000 population. Crime rates are affected by a number of factors and reflect a city's population, concentration of youth, degree of urbanization, cultural and educational characteristics, geographic location, and modes of transportation, among others. Therefore, these rates are a good measure of changed conditions within a city over time, but should not be considered as a direct evaluation of the adequacy of police services between cities.

The Police Department's response times are consistent with General Plan standards,¹¹ which call for emergency responses of less than 5 minutes and, for all other calls, less than 20 minutes, 95% of the time. Currently, with staffing at 78 sworn officers and a population of 65,000, the City employs 1.2 officers per 1,000 residents.

Fire

Fire services are provided by Contra Costa County Fire Protection District, which provides fire protection and emergency medical services to nine cities and the unincorporated areas of Contra Costa County located within the District's boundaries.

Contra Costa County Fire Protection District staff includes 420 personnel, including 351 sworn and permanent personnel, and approximately 69 civilian personnel. Each three-person fire-fighting crew includes a paramedic. In addition to fire suppression and emergency medical services, overall capabilities and resources of the Fire District include vehicle extrication ("jaws of life"), trench rescue, water rescue, high-angle rescue, building collapse, confined space rescue, fire and arson investigation, code enforcement, building plan review, and public education, such as Community Emergency Response Training.

¹¹ City of Walnut Creek 2006b.

The District has 30 fire stations, four of which are located in the City of Walnut Creek. Contra Costa County Fire Protection District participates in a Cooperative Interagency Agreement with other local and regional fire departments and agencies.

Station 1, built in 1965, is located at 1330 Civic Drive in a commercial area adjacent to Civic Park. Three shifts of six personnel are assigned to the station, which is equipped with one Type I engine, and one Type III engine.

Station 3, built in 1997, is located at 1520 Rossmoor Parkway and is surrounded by residential neighborhoods and open space. Three shifts of three personnel are assigned to the station, which is equipped with one Type I engine.

Station 4, built in 1956, is located at 700 Hawthorne Drive in a residential area. Three shifts of three personnel are assigned to the station, which is equipped with one Type II engine.

Station 7, built in 1991, is located at 1050 Walnut Avenue in a residential area. Three shifts of three personnel are assigned to the station, which is equipped with one Type I engine and one Type III engine.

The National Fire Protection Association (NFPA) 1710 Standard establishes a goal of a six-minute response time from the time of first call dispatch to units arriving on the scene, 90% of the time. Currently Contra Costa County Fire Protection District does not meet the NFPA 1710 90% percentile service standard. The 90% percentile response time for the District in 2007 was 7 minutes 57 seconds.

General Plan Performance Standards: Fire

- Regulate projects in high-risk areas.
- Work with the Contra Costa County Fire Protection District to ensure adequate fire response times and address other fire-related issues in the Planning Area.
- Require that all new development or redevelopment plans be submitted to the Fire District for review.
- Require greenbelt zones and fire-resistant landscaping and building materials in developments in and on the edges of higher risk areas.
- Establish minimum road widths and clearances around structures in high, very high, and extreme fire risk areas.
- Working with the Contra Costa County Fire Protection District, use nuisance ordinances to reduce the risks of dry grasses.

Community Development Services

Planning

The Planning Division provides current and advanced planning customer services to various groups, including residents, business owners, the development community, outside agencies,

City departments, and citizen's groups. This division also provides liaison services and direct support for all planning matters to City Council, Planning, and Design Review Commissions. In addition, staff provides nuisance and zoning enforcement for various City codes, as well as advanced planning services, including General Plan administration, Zoning Ordinance maintenance, Housing Program support, annexation administration, redevelopment and economic development assistance, and miscellaneous studies.

In the period between 2006 and 2008, this division accomplished a series of major tasks, including completion of the Draft Locust Street/Mt. Diablo Boulevard Precise Area Plan and Environmental Impact Report (EIR), establishment of a Growth Limitation Implementation Program in accordance with the General Plan, completion of a draft Historic Ordinance, and continuation of the BART Transit Village and Neiman Marcus projects.

For 2008/09, the Code Enforcement Program has been cut in half, and the number of code enforcement cases closed is expected to drop from 1,300 to 650 accordingly (Walnut Creek budget 2008). The number of development applications received by the Planning Division is expected to remain at 135.

Additionally, upcoming tasks include the development of a new Housing Element for review and adoption by City Council in compliance with State planning law.

Building

The mission of the Building Division is to provide quality building plan check, inspection, and administrative services for the community to ensure public safety in a courteous and friendly manner. The Building Division also responds to and investigates citizen complaints relating to housing code and other related building code violations and requirements.

Between 2006 and 2008, the division adopted and implemented the new 2007 California Construction Codes, defined a process for the use of a single fire wall at a property line, and enhanced customer service by creating the permit technician series and transitioning from clerical front counter staff to technical staff.

For 2008/09, the division expects to handle approximately 3,700 permit applications.

Economic Development

The City does not have an Economic Development Department. Economic development is encouraged through programs run by other divisions of the Community Development Department, such as Planning and Housing.

Housing

The Housing Division creates, preserves, and improves a range of housing opportunities and supportive programs serving an economically diverse community. This division also accounts for funds from a Federal government grant program for the primary purpose of developing viable urban communities. Funds are used to provide affordable housing, promote economic development, subsidize public service activities, and fund public facilities and capital improvement projects.

Between 2006 and 2008, this division constructed Villa Vasconcellos (70-unit affordable housing project), began construction of Casa Montego II (33-unit affordable housing project), provided first-time homebuyer assistance, funded 30 community organizations to provide services to over 700 low-income residents, and implemented the Inclusionary Ordinance.

For 2008/09, the division expects to increase the number of affordable housing units in the City and continue to administer its housing programs.

Redevelopment

The Redevelopment Agency of the City of Walnut Creek is a component unit of the City of Walnut Creek; it is controlled by the City, which appoints the Agency's Board of Directors. City employees perform all the duties and functions required of the Agency. The Agency's purpose under California law is to eliminate urban blight in the City of Walnut Creek; it is given certain powers under the law to assist it in that endeavor. The Agency may condemn property under certain circumstances prescribed by the law, and it may incur indebtedness to finance redevelopment of property. The Agency may not assess or receive property tax, but it may receive any increases in property tax amounts received in the year before the property in the Agency's area became subject to redevelopment (called the Base Year). The increases are called Property Tax Increments. One-fifth (20%) of the property tax increments received must be used to increase the supply of low- and moderate-income housing. Redevelopment Agency Funds for the City of Walnut Creek consist of both Special Revenue and Debt Service type funds and are as follows:

- South Broadway Fund – accounts for financial resources for the construction of infrastructure within the South Broadway Redevelopment Project Sub-Area.
- Mt. Diablo Fund – accounts for financial resources to be used for the construction of infrastructure within the Mt. Diablo Redevelopment Project Sub-Area.
- Redevelopment Affordable Housing Program Fund – accounts for redevelopment property tax increments, which must be set aside for low- and moderate-income housing.
- Broadway Garage Fund – accounts for financial resources for the seismic upgrade of the South Broadway Garage to 1994 Uniform Building Code Standards.
- Veterans Building Fund – accounts for the financial resources received from Tax Allocation Bonds to be used for City share of relocation costs of Veterans Building.
- Redevelopment Debt Service Fund – accounts for the South Broadway and Mt. Diablo Merged Project Area Series 2000 & 2003 A&B Tax Allocation Bonds debt service payments.

Transportation and Road Services

Transportation

The Transportation Planning Division is responsible for planning of the City's transportation network. The activities include: staffing the Transportation Commission, Bicycle Advisory Committee, and TRANSPAC; participating in various committees of the Contra Costa

Transportation Authority; evaluating future roadway, parking, bicycle, and transit needs of the City; administering the City's Commute Alternative Program; and administering the Traffic Impact Fee Program.

Between 2006 and 2008, the division adjusted on-street parking rates in the downtown area to better utilize parking spaces, initiated preparation of a Bicycle Master Plan, and assisted the Planning Division by creating a draft Historic Preservation Ordinance.

In 2008/09, the division aims to complete the Bicycle Master Plan, consider a new route alignment and increased frequency of operation for the Downtown Trolley, and provide technical management for a regional study of the Interstate 680 Express Bus Access.

Walnut Creek is located along Interstate 680 and State Highway 24, and has nine interchanges within or near the City limits. Ygnacio Valley Road, Treat Boulevard, Geary Road, North Main Street, and Pleasant Hill Road (as well as the highways) have all been identified as Routes of Regional Significance in the Contra Costa County Action Plan, meaning that these routes are to be considered in planning and implementing any programs funded by Measure C. There are 200 center-lane miles of paved streets within the City's jurisdiction. The City's arterial roads are mostly north-south, with collector streets providing most east-west travel routes.

The Measure C growth management program sets specific service standards for regional and non-regional routes in Contra Costa County. For routes of regional significance, TRANSPAC established traffic service objectives with quantifiable measures of effectiveness. For non-regional routes, Measure C established level of service (LOS) standards.

Public transportation is available to residents and workers via one BART station within the City (and another station just to the north of the City) and the County Connection, a service of the Central Contra Costa Transit Authority (CCCTA). CCCTA runs nine bus lines that serve the City and the Walnut Creek BART station. One of the routes is a free shuttle that transports passengers from the BART station to downtown Walnut Creek. The City reimburses CCCTA for fares and enhanced services. Ridership rates fluctuate from a high of 780 on weekdays to 250 on Sundays. CCCTA also provides the LINK paratransit service for the disabled, senior citizens, and school-aged children.

The City encourages bicycling and pedestrian uses and has created bikeways throughout the City, both on-street and car-free trails. Pedestrians are able to use the City's sidewalk system, paved trails, and unpaved roadway shoulders. Existing trails include the Walnut Creek section of the Contra Costa Canal regional trail, the Ygnacio Canal pedestrian and bicycle trail, and the Iron Horse Regional Trail. The City also is focused on downtown mobility, supporting programs, and projects that encourage and enhance the pedestrian experience in the City's downtown.

General Plan Performance Standards: Transportation

- Demonstrate compliance with all components of the Measure C (1988) and Measure J (2004) Growth Management Program.

- At a minimum, comply with the Measure C adopted standards for Level of Service at intersections along Basic Routes.
- Work with TRANSPAC in implementing the Central County Action Plan for Routes of Regional Significance.
- Participate with TRANSPAC and the Contra Costa Transportation Authority and other jurisdictions and agencies in a continuing planning process.
- Implement TRANSPAC's Regional Transportation Mitigation Program with respect to new regional development and its impacts on Walnut Creek roadways.
- Assess a traffic impact fee on new development.
- Apply the Transportation Authority's travel demand model in analyzing development that exceed Measure J thresholds.
- Do not allow revenue provided from Measure J to be used to replace private developer funding that has or would have been committed to any transportation project.
- Promote the use of carpools and vanpools.
- Review the use of park-and-ride lots to maximize use.
- Update the transportation systems management ordinance or resolution, as needed.
- Encourage transportation demand management programs in new development.
- Support infill and redevelopment in existing urban areas.
- Adopt a voter-approved Urban Limit Line, either as mutually voted on countywide or relating solely to Walnut Creek.

Road Services

The City's CIP, managed by the Engineering Division of the Public Services Department, is a multi-year planning program for the construction of new facilities and infrastructure, and for the expansion, rehabilitation, or replacement of City-owned assets. The fiscal year 2006/08 CIP budget recommends projects and activities that will protect and enhance the City's infrastructure. The CIP budget consists of several distinct sections: ongoing capital improvement projects, maintenance projects, discretionary capital projects, and engineering services and administration.

A total of \$11.6 million of funded projects will be carried over to the fiscal year 2006/08 CIP program. These projects include the following road projects: California Boulevard Roadway Rehabilitation and Slurry Seal.

The City has conducted a pavement survey to determine expected life remaining in its dedicated roadways. The condition of roads is based on a Pavement Condition Index (PCI). The PCI is a numerical index used to indicate the condition of a roadway. It is widely used in transportation and civil engineering. The pavement index looks at the overall conditions of the roadways, including engineering design, base and paving thickness, crown and drainage, and wear and aging condition. The pavement survey allows the City to plan repairs or perform

preventive maintenance to extend the service life of the roadways. The pavement index shows that, overall, the existing roadways receive an index rating of 74. The 74 pavement index rating shows that the City of Walnut Creek's roadways overall are good.

Water and Sewer Services

Water

Water service is provided by East Bay Municipal Utilities District and Contra Costa Water District.

General Plan Performance Standards: Water

- Promote Water Conservation.
- Meet or exceed State and Federal water quality standards.

Sewer

Wastewater collection and treatment services are provided by Central Contra Costa Sanitary District.

Water and wastewater services were evaluated separately as part of LAFCO's Water and Wastewater Municipal Services Review and Sphere of Influence Updates.

Parks, Recreation, Library, and Cultural Services

Parks

Walnut Creek has 19 parks totaling 240 acres and 2,704 acres of open space. Park amenities include a swim center, senior center, tennis center, art center, clubhouses at various parks, and other recreational facilities (e.g., basketball courts, baseball/softball fields, playground equipment). The City also owns several special facilities, including a golf course, historic museum, historic residence, and an urban plaza.

Open Space within the City includes the following areas:

- Acalanes Ridge Open Space
- Lime Ridge Open Space
- Shell Ridge Open Space
- Sugarloaf Open Space
- Other open space areas include Castle Rock Regional Area, Diablo Foothills Regional Park, and Mt. Diablo State Park.

Recreation and Cultural Services

The Arts, Recreation, and Community Services Department oversees Civic Arts Education, the Leshner Center for the Arts, the Bedford Gallery, and Recreation Services. It also arranges for the exhibition of public art. The Exhibition Division operates the Bedford Gallery in the Leshner Center for the Arts, prepares and exhibits public art, and operates a volunteer docent program. Civic Arts Education provides classes in art, dance, music, and the performing arts. Its studio

classrooms are located across the bridge in Civic Park. The Performing Arts Division operates the Leshner Center for the Arts, 1601 Civic Dr., which houses the 800-seat Hofmann Theatre and the 300-seat Margaret Leshner Theatre. Opened in October 1990, the Center is home to the City's own Center Repertory Co., Diablo Light Opera Co., and Contra Costa Musical Theatre.

Recreation Services provides a variety of recreational programs and classes for pre-school ages to active adults. Program and class schedules, registration, and other information are available at the Recreation Division's website.¹² Walnut Creek School District elementary and middle school recreational facilities are available to the City's residents through a use agreement between the City and the District.

Cultural Services are well served in the City with the regional Leshner Center for the Arts. The Center includes three theaters for the performing arts and the Bedford Gallery for visual arts. Low-income patrons to the Center are assisted via the Diablo Regional Arts Association. The City funds the Civic Arts program, where the public can access classes in the performing and visual arts. Enrollment figures for 2006 show more than 16,000 participants. The City's historic sites provide additional cultural resources.

Library

Walnut Creek has two branch libraries. The City owns the buildings, while operations are managed by Contra Costa Library services. The City is building a new downtown branch library to accommodate growth and use demands. The two branches are open for 56 hours over six days each week. Both branches provide programming for children, teens, and adults. The Walnut Creek Library Foundation, a non-profit organization, raises money to help support the City's libraries

General Plan Performance Standards: Parks, Recreation, Library, and Cultural Services

- Strengthen Walnut Creek's position as the regional destination for arts and entertainment.
- Promote strong community support systems for families and individuals of all ages.
- Maintain and enhance Walnut Creek's position as a leading regional cultural and arts center.
- Provide facilities and programs that meet the recreation needs of people of all ages, physical abilities, and economic means.

Solid Waste Collection and Disposal Services

Walnut Creek is a member of the Central Contra Costa Solid Waste Authority, which sets rates and establishes contracts for disposal and green waste services in the Authority's service area. Allied Waste Services provides curbside trash pick-up for residential customers, and Valley Waste Management provides curbside recycling services.

¹² <http://www.walnutcreekrec.org/>

The City's diversion rate for 2005 was 46%, 5% short of the AB 939 mandate for cities to reach 50% diversion/recycling rate by 2004 or risk fines imposed by the State. The City's solid waste is transported to Keller Canyon Landfill.

General Plan Performance Standards: Solid Waste

- Meet or exceed State goals for source reduction and waste diversion.

SERVICE REVIEW DETERMINATIONS

In anticipation of reviewing and updating the City of Walnut Creek's SOI, and based on the information provided above, the following written Determinations are intended to fulfill the requirements of Government Code section 56430(a).¹³

General Statements

- A. The City has been proactive in addressing community needs, public services, and infrastructure improvements.

Infrastructure Needs and Deficiencies

1. In general the existing infrastructure—streets, storm drain system, 19 parks, City-owned buildings, including the Civic Center, Public Safety Center, Leshner Center for the Performing Arts, Community Centers, two library buildings, and public golf courses with club house—meet acceptable standards for functionality and safety.
2. The City maintains an extensive Capital Improvement Program that is updated annually to reflect completed projects and addition of new projects.
3. The City has three "island" areas and one "functional island" where service provision would be improved if service was provided by the City. These island areas become more costly and inefficient for the County to serve which, over time, may impact local infrastructure.

Growth and Population Projections for the Affected Area

4. The City population is projected to grow from its current 65,310 persons to approximately 75,900 persons by 2030, an overall increase of 16%. This is consistent with the low growth rate of many of the cities within Central Contra Costa County. The City has approximately 2,700 acres within its current SOI, which includes three unincorporated islands that are surrounded by the City and five areas that are around the perimeter of the City. Many of these SOI areas are inhabited and many are near residential build-out.

¹³ This report addresses the nine determinations previously required under California Government Code, section 56430. Changes to the code that became effective on January 1, 2008, now require analysis of six determinations.

5. The City's residents have expressed concern over growth and traffic congestion. Residents have passed voter initiatives that limit building height. The City's General Plan adopted in 2006 includes the Growth Limitation Program to address concerns about large commercial development and increased traffic congestion.
6. The City being well served by major freeways, public transportation, and a dense urban core, ABAG estimates that Walnut Creek has a positive jobs-to-employee ratio of 1.59, making the City job rich.

Financing Constraints and Opportunities

7. The City historically operates with a reserve, retaining 25% of revenues as unencumbered and unspent. The reserves are established as part of the budget process. The City utilizes a two-year budget, which allows the City to anticipate future budget demands and revenue projections. The current recession has impacted both revenues and costs of services within the current 2008/09 budget. The City, in a mid-year budget review, is addressing these impacts for both the 2008/09 and the 2009/10 budgets.

Cost Avoidance Opportunities

8. Fire protection service is provided by the Contra Costa County Fire Protection District, an independent special district. Fire services are paid through the District's collection of a portion of the ad-valorem property tax increment and are not included within the City's budget. Levels of service provided appear adequate and meet the needs of the City.

Opportunities for Rate Restructuring

9. The City reviews fees, cost for service, franchise fees, and user fees as part of the bi-annual budget process. The City also utilizes its boards and commissions to identify potential service issues and costs.

Opportunities for Shared Facilities

10. The City has joint-use agreements with the school districts (there are four school districts within the boundaries of the City) for joint use of grounds in conjunction with the recreation activities within the City.
11. The City participates with the countywide library system and houses two branch libraries within the City. The City is currently funding the construction of a new and modern library, with completion estimated in 2010. Upon completion, the branch will be operated by the County library system.

Government Structure Options

12. There are no recommendations for any changes in governmental structure resulting from this Municipal Service Review. The City operates as a general law city with a council/manager form of governance.

13. The City has nine areas of SOI that are outside of the City limits. Three of these areas are islands of unincorporated territory surrounded by the City. Most of the SOI areas are inhabited, and many are indistinguishable from areas of the City that border these areas. Island areas are of particular concern to LAFCOs because of long-term service delivery and cost issues.

Evaluation of Management Deficiencies

14. This Municipal Service Review has identified no deficiencies within City management practices. The City maintains a balanced budget and has an easy-to-navigate website with current information available to residents.

Local Accountability and Governance

15. The City provides open government for its citizens with many opportunities for public participation. The City's website is easy to access, is frequently updated, and contains agendas, minutes, and general information about each City department.

16. The City Council meetings are broadcast live on the internet and local cable TV channels.

17. The elected City Clerk and City Treasurer provide important oversight functions, including records management, Statement of Economic Interest filings, filing of monthly financial reports, and oversight of travel expenses.

SPHERE OF INFLUENCE RECOMMENDATIONS AND DETERMINATIONS

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires that LAFCO review and update SOIs for each special district and city within each county not less than once every five years.

An SOI is defined by Government Code section 56076 as a "Plan for the probable physical boundaries and service area of an agency, as determined by the Commission." SOIs are a planning tool used by an agency to conduct service and facility planning for areas that it intends to annex and serve in the future. The establishment or amendment of an SOI may take several forms. An SOI may be coterminous with an agency's boundaries, indicating that the agency is at its ultimate boundary configuration with no growth anticipated in the near future. An SOI may extend beyond the current boundaries of the agency, indicating that future annexations are anticipated. An SOI may be smaller than the existing agency boundaries, indicating that future detachments from the agency would be appropriate. Lastly, the Commission may adopt a "zero" SOI, which would indicate that a potential dissolution of the agency may be appropriate.

Given the considerations addressed in this Municipal Service Review, two SOI options are identified for the City of Walnut Creek:

- **Retain the Existing SOI**

If the Commission determines that the City of Walnut Creek would be the most cost-efficient and logical service provider for all of the territory within the SOI, then the existing SOI should be retained.

- **Reduce the SOI**

If the Commission determines that areas within the existing SOI would be better served in the future by another municipal agency, then the Commission may wish to remove those areas from the current SOI of the City.

The City of Walnut Creek's SOI outside of its City limits consists of nine separate areas with a total area of approximately 2,500 acres. The City's SOI was recently amended in September 2008, as part of the Town of Alamo incorporation, when four areas were removed from the southern SOI and one area of the current SOI was reduced in size. Many of the remaining nine areas are developed with low-density single-family residential and are inhabited. Many of the developed areas within the SOI appear to be continuations of existing neighborhoods already within the City. There is a small area south of North Gate Road that is within the existing SOI and outside the ULL.

Three of the SOI areas are islands that are surrounded by the City of Walnut Creek. Three additional areas would be considered functional islands, where the areas are surrounded by two or more City boundaries. Two of the islands with the City's SOI are less than 150 acres and could be annexed to the City without protest proceedings pursuant to Government Code section 56375. One is a 104+ acre area commonly referred to as Springbrook Road, generally bounded by State Highway 24 and Acalanes Open Space. The other is a 54+ acre area located at the intersection of Walnut Boulevard and Shady Glen Road.

Islands present long-term service challenges. Within these islands, fire protective services, water, and wastewater collection are provided by regional agencies and would be the same in a city or within the unincorporated area, while services such as police and roadway maintenance are provided by different agencies. Generally, areas within an island require additional effort to maintain service levels, and can cause some confusion with emergency service provision. Residents within these island areas, and within the overall SOI of the City, have Walnut Creek addresses; their children attend schools in Walnut Creek, they shop in Walnut Creek, and in general are part of the community of Walnut Creek. While the City collects their sales tax revenues, the residents within these areas cannot participate in the local City government by voting for council members or having a voice in how their City operates or selects priorities.

As was discussed in the Municipal Service Review for the City of Pleasant Hill, because of the islands and long-term service concerns, the Commission may wish to develop "policy language" guidelines to be adopted with the SOI of Walnut Creek regarding future annexations to be larger or more inclusive to prevent piecemeal annexations or expressing the desire of the Commission to see island areas annexed if possible.

Recommendation

Reviewing each of the nine SOI areas outside of its City limits, access and service provision would most logically be provided by the City of Walnut Creek.

Adjust SOI to coincide with the ULL. This will remove a small area south of North Gate Road that is located outside the ULL. These properties are part of the flood control district and East Bay Regional Parks and do not have potential for future development and need for municipal services. The City is encouraged to annex the island areas to improve service delivery and provide these residents access to and participation in the local government of Walnut Creek. It is appropriate to consider that all areas of the existing SOI should and would ultimately become part of the City. Most of the island areas have Walnut Creek addresses, access their neighborhoods through Walnut Creek, and shop in Walnut Creek; their children attend Walnut Creek schools. Thus, the “community of interest” is Walnut Creek.

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Table XI-1 – City of Walnut Creek

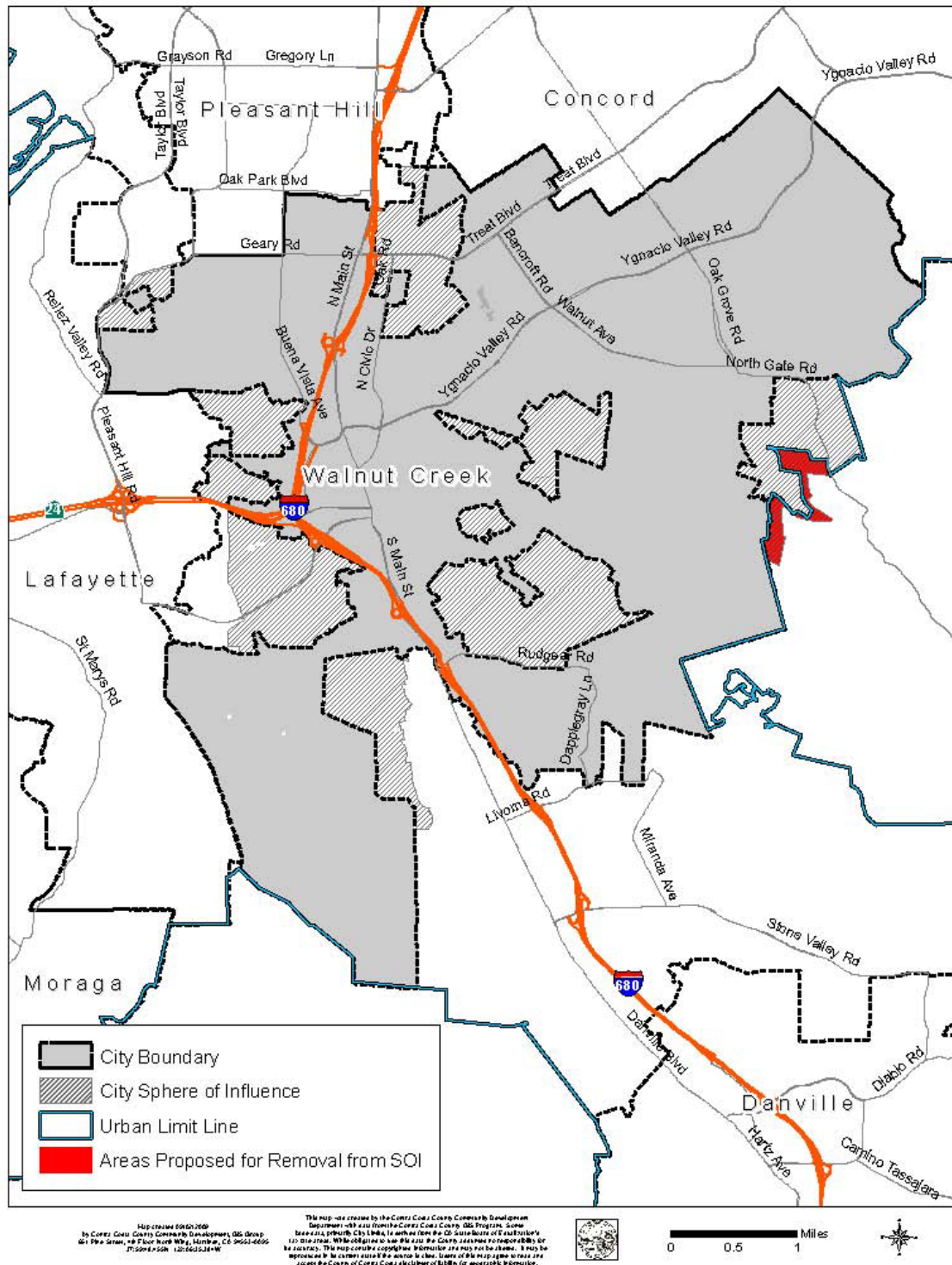
SOI Issue Analysis

Issues	Comments
SOI Update Recommendations	Adjust SOI to coincide with the ULL. This will remove a small area south of North Gate Road that is located outside the ULL. These properties are part of the flood control district and East Bay Regional Parks and do not have potential for future development and need for municipal services.
Services provided	The City provides police, parks, cultural and recreation, local planning, roadway maintenance, public works, building, and engineering services. Fire protection services are provided by the Contra Costa County Fire Protection Agency, an independent special district that provides regional services. Water is provided by EBMUD and Contra Costa Water District. Wastewater collection and treatment is provided by Central Contra Costa Sanitary District. Solid waste service is provided by Allied Waste Services. The Contra Costa countywide Library System provides library services.
Present and planned land uses in the area	The City has applied land use designations for all areas within its SOI. These land use designations include Business Park, Mixed Use, low density residential, very low density residential, open space, and open space / agricultural.
Potential effects on agricultural and open space lands	Adjusting the SOI to correspond with the ULL will not affect agricultural or open space within the SOI. The City has land use policies within its General Plan to retain open space and agricultural uses.
Projected population growth	Population growth projections of low growth are consistent with most central Contra Costa County cities. It is expected that the City will average approximately 0.5% annual growth.
Present and probable need for public facilities and services in the area	Areas within the ULL are largely built-out, with low-density residential uses. The need for services exists and is provided by either the County or by regional special district service providers. Future annexation would improve service provision consistency.
Opportunity for infill development rather than SOI expansion	No expansion of the SOI is recommended. Most future development within Walnut Creek is anticipated to be infill as remaining developable parcels are utilized.
Service capacity and adequacy	The services provided by the City are adequate in capacity and quality. The service capacity of streets, storm drains, parks, and facilities are reviewed regularly, and no deficiencies have been identified.
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 areas along the southern boundary of the City share boundaries with the community of Alamo. For all SOI areas, the community of interest is the City of Walnut Creek.

Table XI-1 (Continued)

Issues	Comments
Effects on other agencies	Adjusting the SOI to be consistent with the ULL will have no effect on any other agency or service provider.
Potential for consolidations or other reorganizations when boundaries divide communities	The City's boundaries and ULL do not divide any communities. SOI adjustments were made in conjunction with the Alamo incorporation proposal in September 2008.
Location of facilities, infrastructure, and natural features	City facilities are primarily located in the downtown core.
Willingness to serve	The City wishes to continue to serve within its corporate boundaries and would be ready to provide services to any area within its SOI upon annexation.
Potential environmental impacts	Adjusting the SOI to be consistent with the ULL will have no impact on the environment.

Exhibit XI-A: City of Walnut Creek Sphere of Influence and Voter-Approved Urban Limit Line



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XII. DIABLO COMMUNITY SERVICES DISTRICT

LOCATION, ADMINISTRATION, AND OPERATIONS

Diablo Community Services District (District) was formed in 1968 as a successor district to the Diablo Utility District. The District is located northeast of the Town of Danville, between the unincorporated communities of Alamo and Blackhawk/Tassajara. The District encompasses approximately 1.56 square miles. Its Sphere of Influence (SOI) is coterminous with the District's boundary. (Refer to Exhibit XII-A: Diablo Community Services District Sphere of Influence and Voter-Approved Urban Limit Line.) The District serves approximately 1,200 residents.¹

The District was formed to provide police services/security, street lighting, and road maintenance. In 1999, LAFCO authorized the District to activate its latent power to provide parks and recreation services, including, but not limited to, equestrian trails, parks, and recreational buildings. In 2008, LAFCO authorized the District to activate its latent power to finance the operations of a Municipal Advisory Council.

District Management

The Diablo Community Services District operates under the oversight and guidance of a five-member, publicly elected Board of Directors. The Board of Directors is elected "at large" in even-numbered calendar years for staggered four-year terms. The District's legal council acts as District Secretary and General Manager on a contract basis. All services are provided by contract; the District has no employees.

Directors do not receive compensation for their service. The Board meets on the second Tuesday of each month at the Diablo County Club. Meeting notices are posted in the Diablo Post Office. The District is working on establishing a website; meeting notices and minutes will be posted on the website.

Budget

The District indicates that it uses a five-year rolling budget, where projected services, costs, and inflation are compared with actual expenses, and the budget is adjusted accordingly.

¹ Estimated from registered voter data.

Revenues and Expenditures for fiscal years 2004/05 through 2006/07 are listed below.

<i>Revenues</i>	<i>2004/05</i>	<i>2005/06</i>	<i>2006/07</i>
Property Taxes	\$234,425	\$256,860	\$296,036
Prior Year Taxes and Assessment	\$0	\$59	(\$242)
Fines, Forfeitures, and Penalties	\$543	\$243	\$855
Interest	\$2,044	\$10,017	\$23,908
Homeowner Property Tax Relief	\$3,150	\$3,115	\$3,055
Charges for Current Service	\$175,177	\$176,134	\$177,081
Other Revenues	\$0	\$1,377	\$0
Total Revenue	\$415,339	\$447,805	\$500,693
 <i>Expenses</i>	 <i>2004/05</i>	 <i>2005/06</i>	 <i>2006/07</i>
Services and Supplies	\$278,430	\$128,000	\$285,978
Total Expenses	\$278,430	\$128,000	\$285,978
 <i>Revenues Over/(Under) Expenses</i>	 <i>2004/05</i>	 <i>2005/06</i>	 <i>2006/07</i>
Revenues Over/(Under) Expenses	\$136,909	\$118,930	(\$41,984)
Fund Balance, Beginning	\$786,990	\$923,899	\$1,042,829
Fund Balance, End of Year	\$923,899	\$1,042,289	\$1,000,845

Expenses for the District have nearly doubled from fiscal year 2004/05 to fiscal year 2006/07. Until fiscal year 2006/07, the District had posted revenue surpluses, but is currently experiencing deficits as costs exceed revenues. The District reports that expenses vary from year to year. The increase in expenses in fiscal year 2006/07 is attributable to the following:

- Higher volume of slurry seal activity (\$282,000)
- Installation of new lights (\$6,365)
- Emergency flush of storm drains (\$7,302)
- Costs associated with negotiations with the County regarding the assumption of maintenance responsibilities of Caballo Ranchero
- Purchase of emergency generators
- Other budget variables relating to deferring the purchase of a vehicle and cost savings in security staffing.

The fiscal year 2006/07 budget actuals and the fiscal year 2007/08 budget, outlined below, show no deficit of revenues to expenses.

<i>Revenues</i>	<i>2006/07</i>	<i>2007/08</i>
Property Taxes	\$475,930	\$479,400
Traffic Fines	\$855	\$600
Interest	\$23,908	\$26,300
Total Revenue	\$500,693	\$506,300

<i>Expenses</i>	<i>2006/07</i>	<i>2007/08</i>
Road Maintenance	\$322,100	\$4,204
Legal	\$31,740	\$23,329
Security	\$201,600	\$189,701
Insurance	\$21,800	\$17,849
Administrative	\$11,400	\$2,878
Total Expenses	\$588,640	\$237,961
 <i>Capital Outlay</i>	 <i>2006/07</i>	 <i>2007/08</i>
Roads and Bridges	\$389,700	\$0
Security	\$25,000	\$0
Emergency Preparedness	\$30,000	\$0
Total Capital Outlay	\$444,700	\$0
 Total Expenses and Capital Outlay	 <i>2006/07</i>	 <i>2007/08</i>
	\$1,033,340	\$237,961
Revenues Over/(Under) Expenses	(\$542,180)	\$268,339
Fund Balance, Beginning of Year	\$1,042,829	\$988,700
Fund Balance, End of Year	\$500,649	\$568,600

The District's primary revenue sources include property tax, fees for service, and interest earnings. The District's share of the property tax is 6.52% on average. The fund balance, as of June 9, 2009, is \$1,391,852.

Reserves

Current operational revenues exceed expenses. The fund balance has decreased by 36% since fiscal year 2004/05 despite two years of excess revenues. Capital improvement and maintenance costs fluctuate from year to year, which allows the District to accumulate excess funds to pay for these expenses by utilizing the end-of-year fund balance.

Capital Improvement Plan

The District does not currently have a Capital Improvement Plan. The District contracts with MCE, an engineering firm, to monitor roads and assist in coordinating needed repairs and resurfacing. MCE reviews road conditions annually. In addition, the General Manager and board members monitor local road conditions.

DISTRICT PLANNING BOUNDARIES AND GROWTH

District Boundaries

District Limits

The District encompasses approximately 1.56 square miles. The District is located northeast of the Town of Danville, between the unincorporated communities of Alamo and Blackhawk/Tassajara.

Sphere of Influence

The District's SOI is coterminous with its boundary.

Population Growth

The District serves approximately 1,200 residents. The District is largely built out, with most remaining vacant land being hillsides exceeding 25% slope or land with environmental constraints. Population projections for the District indicate that it will grow by less than 1% by 2030.

MUNICIPAL SERVICES

Public Safety Services

Contra Costa County Sheriff's Department provides public safety services to the District through a contract. The District owns and maintains one patrol vehicle for use by a contract public safety officer.

Community Development Services

The District is authorized to provide street-lighting services; however, it is not currently providing these services.

Transportation and Road Services

The District indicates that, except for Caballo Ranchero, which has been dedicated to the County, none of the other roads within Diablo are dedicated County roads. The District maintains 8.5 miles of improved roads within its boundaries. The District also provides maintenance services for roads, both improved and unimproved, and maintenance for 300 feet of a multi-use trail. The roads that are maintained by the Diablo Community Service District are all of good condition and are subject to the 5-year maintenance review. Some cut and replace, crack sealing, and slurry seal is accomplished every year as needed.

Parks, Recreation, Library, and Cultural Services

Recreation services provided by the District are limited to maintenance of 100 yards of multi-use trail that connects Mt. Diablo Scenic Boulevard and Diablo Road.

SERVICE REVIEW DETERMINATIONS

In anticipation of reviewing and updating the Diablo Community Services District's SOI, and based on the information provided above, the following written Determinations are intended to fulfill the requirements of Government Code section 56430(a).²

Infrastructure Needs and Deficiencies

1. The District owns no infrastructure; its purpose is to maintain roadways, provide enhanced police protection services, and maintain a small section of public trails for recreational needs.
2. Evaluation of roadway condition is performed under contract with a private engineering firm: MCE. MCE is contracted to monitor roads and coordinate needed repairs and resurfacing. Additional oversight is performed by the District Manager and board members, who also monitors local roadway conditions.

Growth and Population Projections for the Affected Area

3. The District will grow by an anticipated rate of less than 1% by 2030. The small size of the District's boundaries, existing approved subdivision of lands, and environmental constraints leave little undeveloped open space territory within the District's boundaries for future development.

Financing Constraints and Opportunities

4. District revenues, which primarily come from property tax allocations, are remaining relatively flat with little growth.
5. Cost for service provision is increasing but does not exceed revenues generated annually.

Cost Avoidance Opportunities

6. The District avoids costs related to benefits and other employee expenses by contracting for police service, engineering, CEQA review, and administrative services. Presently, the District's legal counsel also serves as General Manager, which results in cost savings.
7. Elected board members receive no stipend for serving on the board.

Opportunities for Rate Restructuring

8. The District charges fees for road maintenance and security through a parcel tax, which is assessed annually on the property tax rolls.

² This report addresses the nine determinations previously required under California Government Code, section 56430. Changes to the code that became effective on January 1, 2008, now require analysis of six determinations.

Opportunities for Shared Facilities

9. The District does not have any facilities and contracts for all services provided within the District's boundaries.

Government Structure Options

10. The District was formed and functions as a funding mechanism for the provision of enhanced police, roadway maintenance, and recreational services.
11. The services of the District overlap County Service Area P-6, which also provides enhanced police protection services.

Evaluation of Management Efficiencies

12. The District does not have any employees. The District's contract legal counsel provides all management and administrative services.
13. The District may wish to consider contracting with an independent auditor or other financial agent to ensure subrogation of duties.
14. At some future point in time, the current contracted legal counsel/General Manager will retire, and transition plans do not exist. The District is in the process of developing personnel procedures that will address the transition upon retirement of the General Manager.
15. The District is investigating the establishment of an office that would be open to the public part time.

Local Accountability and Governance

16. The District does not currently have a website; however, it is in the process of developing one. The District, upon launch of its website, should begin posting meeting notices, minutes, and information about the District.
17. Meetings notices are posted at the Diablo Post Office. The District meets monthly in the Diablo County Club.
18. The records of the agency are maintained out of the legal counsel/general manager's home.

SPHERE OF INFLUENCE RECOMMENDATIONS AND DETERMINATIONS

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires that LAFCO review and update SOIs for each special district and city within each county not less than once every five years.

An SOI is defined by Government Code section 56076 as a "Plan for the probable physical boundaries and service area of a local agency, as determined by the Commission." An SOI is a planning tool used by the agency to conduct service and facility planning for areas that it intends to provide service to and annex in the future. The establishment or amendment of an

SOI may take several forms. An SOI may be coterminous to an agency's boundaries, indicating that the agency is at its ultimate service configuration with no growth anticipated in the near future. An SOI may extend beyond the current boundaries of the agency, indicating that future annexations are anticipated and that the agency is the appropriate service provider for the area. An SOI may also be smaller than the agency's current boundaries, indicating that future detachments may be appropriate. Lastly, the Commission may adopt a "zero" SOI of influence, which would indicate that a potential dissolution of the agency may be appropriate.

Given the considerations addressed in the Municipal Services Review, three options are identified for the Diablo Community Services District SOI:

- **Retain the Existing Coterminous SOI**

If the Commission determines that the existing government structure is adequate, then the existing SOI should be retained. This option would enable the District to continue to include the areas within its SOI in its long-term planning.

- **Expand the SOI larger than the current existing SOI**

This would indicate that the Commission considers that areas outside of the current boundaries would benefit from services provided by the District.

- **Adopt a Zero SOI**

This would indicate that the Commission considers that a future dissolution of the District would be appropriate.

The District indicates that it is considering expanding its SOI and service boundaries to include an area east of Mt. Diablo Scenic and contiguous to the District's boundaries. The area contains a number of residences which have a community of interest with Diablo, as they have Diablo addresses, use the Diablo Post Office, and travel on Diablo roads. These residents could potentially benefit from services provided by the District.

Recommendations

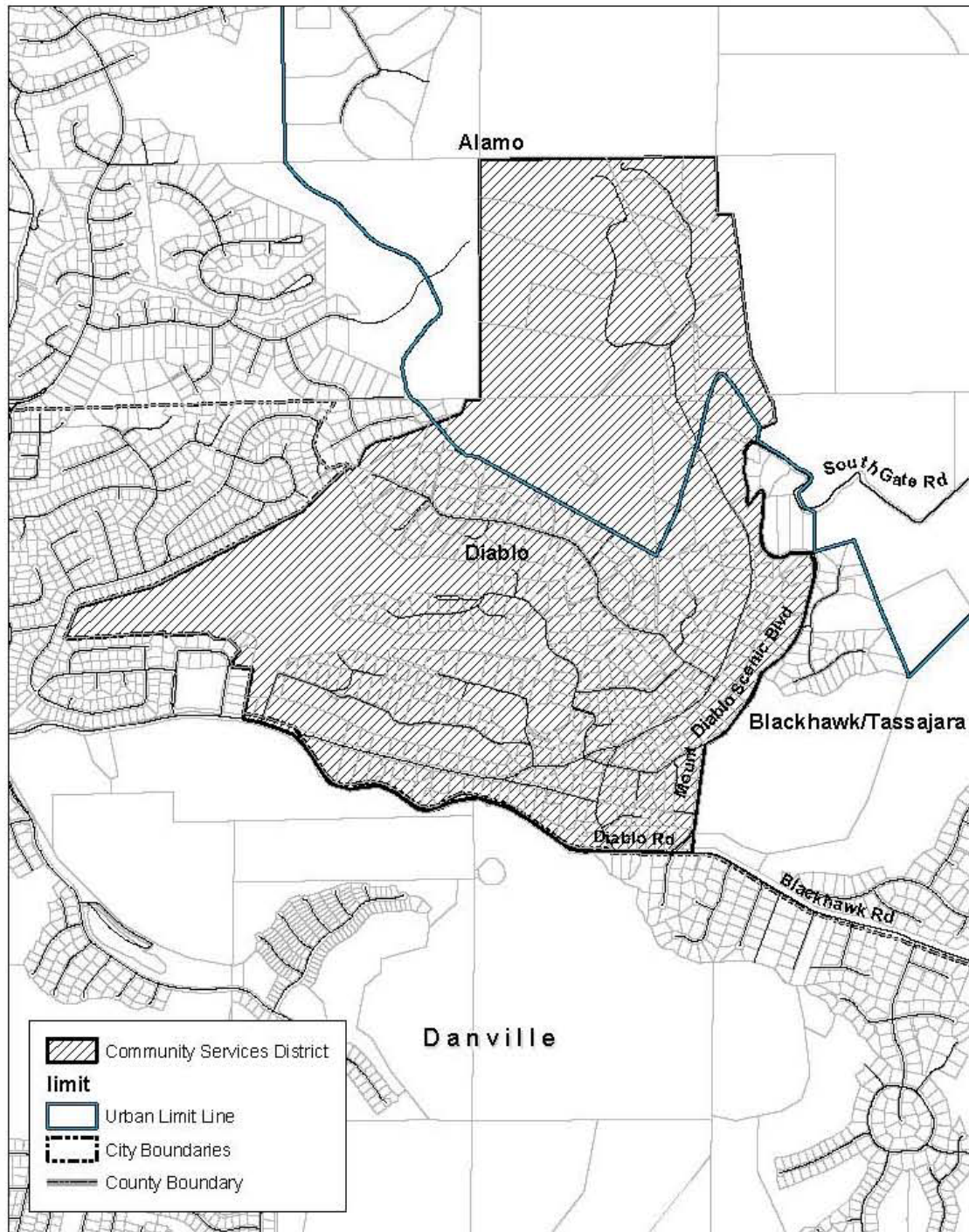
Given that the District's services are provided via contracts, and the District has limited financial and personnel resources, retaining the current coterminous SOI would be appropriate at this time. Since the District was formed before Proposition 13 was passed, and the District receives a portion of the 1% property tax increment, any additional revenues must come from assessments or fees. Any increase in assessments would require a two-thirds voter approval.

It would also be an appropriate recommendation, given the available information on the District, for the District to explore future service provision by other agencies; for instance, a Zone of Benefit within an existing County Service Area. While it is not uncommon for small district's to be run out of the general manager's home, this level of operation presents some risk of limited accessibility and accountability to the residents. Administrative costs run approximately 10% of the agency's budget, which is not out of line. However as cost of service provision increases over time, service levels may need to decrease to remain within revenues unless the residents approve assessments to cover the increased costs. Additionally, at some point, the current

manager will retire and a new general manager/secretary will need to be retained. The new manager may not wish to continue working with the same arrangement as the current manager, and this would entail office space rental and, possibly, hiring of staff. This would increase administrative cost.

During the period between this SOI review and the preparation of the next Municipal Services Review and SOI review, a study, looking at the effects of dissolution of the District, with services provided by one of the County Service Areas or some services being provided by another agency, may be appropriate.

Exhibit XII-A: Diablo Community Services District Sphere of Influence and Voter-Approved Urban Limit Line



Map created 9/1/2009
by Contra Costa County Community Development, GIS Group
201 Pine Street, 4th Floor, Northridge, California, CA 94050-0020
916-255-3100/916-255-3141

This map was created by the Contra Costa County Community Development Department with data from the Contra Costa County GIS Program. Some boundaries, primarily City Limits, are derived from the CA State Board of Equalization's data. While the goal is to use the data to the County's best knowledge and responsibility for its accuracy, the map cannot be used for legal purposes and may not be used for any other purpose without the County of Contra Costa's written permission. Use of this map is subject to the County of Contra Costa's disclaimer of liability for geographic information.

0 0.125 0.25 0.5 Miles



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XIII. ORGANIZATIONS AND PERSON CONTACTED

Table XIII-1 – Agency Contacts

Agency	Contact Name	Title
City of Clayton	Gary Napper	City Manager
City of Concord	Daniel Keen	City Manager
Town of Danville	Joe Calabrigo	Town Manager
City of Lafayette	Steven Falk	City Manager
City of Martinez	Philip Vince	City Manager
Town of Moraga	Mike Segrest	Town Manager
City of Orinda	Janet Keeter	City Manager
City of Pleasant Hill	June Catalano	City Manager
City of San Ramon	Debbie Chamberlain	Planning Services Manager
City of Walnut Creek	Gary Pokorny	City Manager
Diablo Community Services District	Richard Breitwieser	General Manager
Contra Costa County Fire Protection District	Rich Grace	Assistant Chief

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